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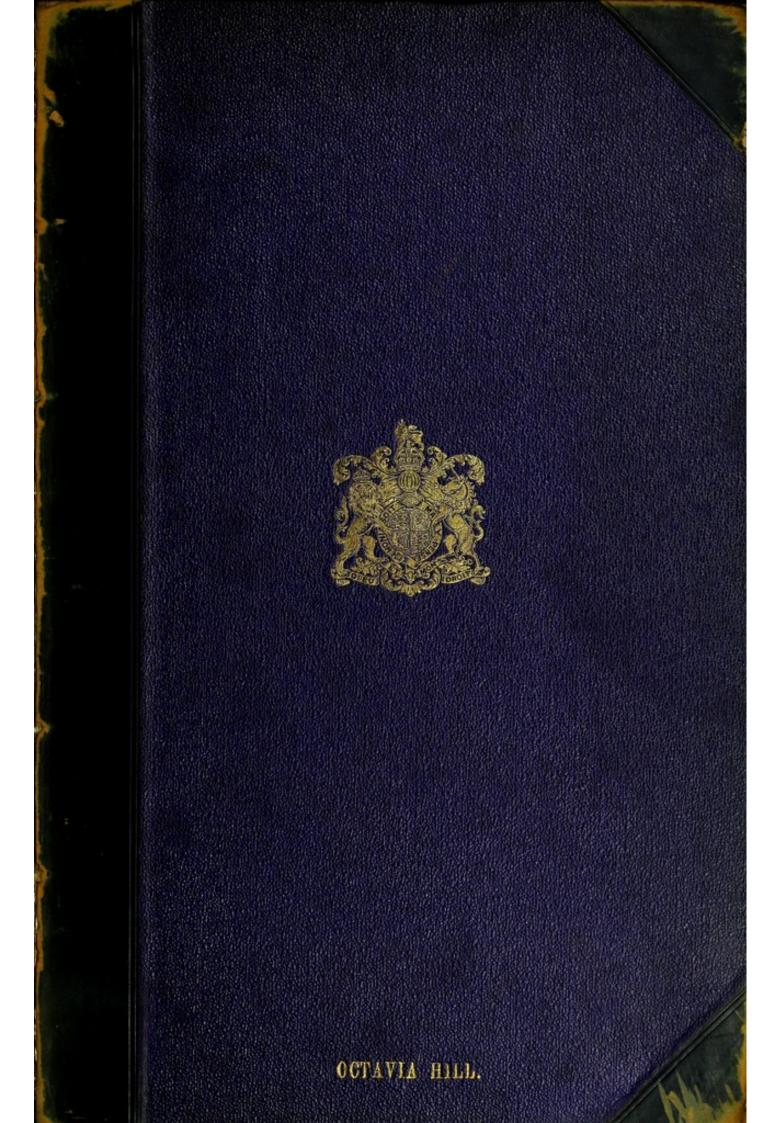
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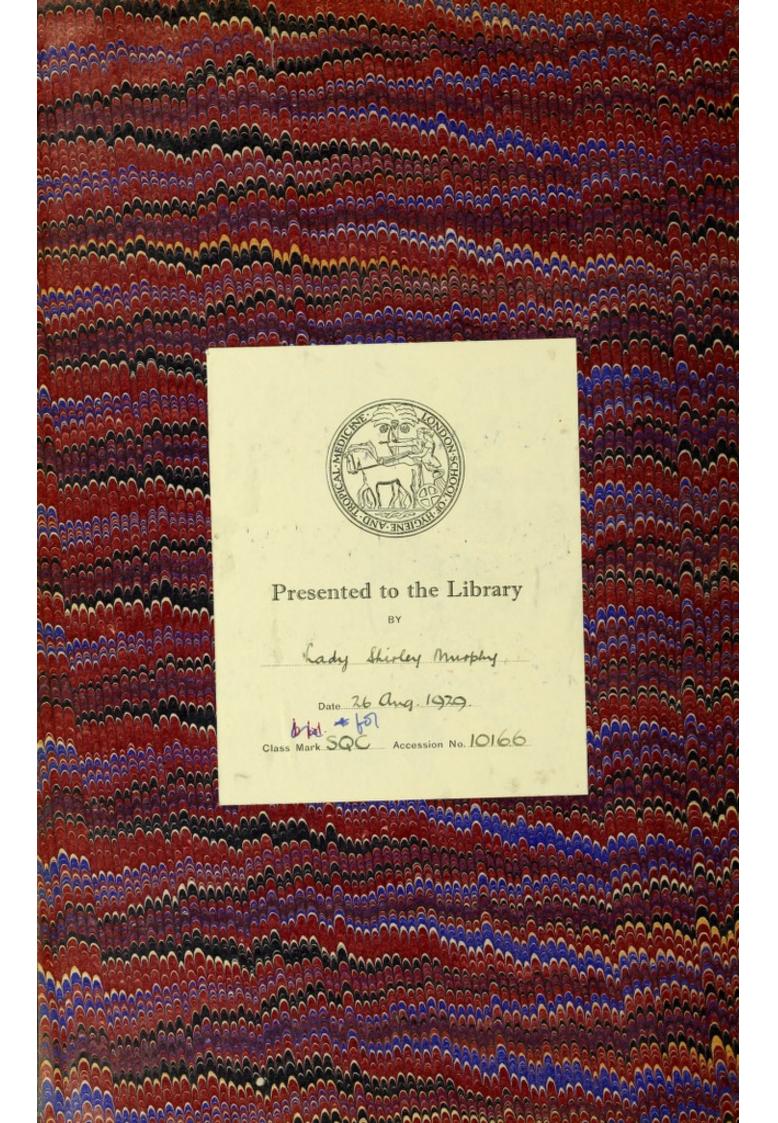
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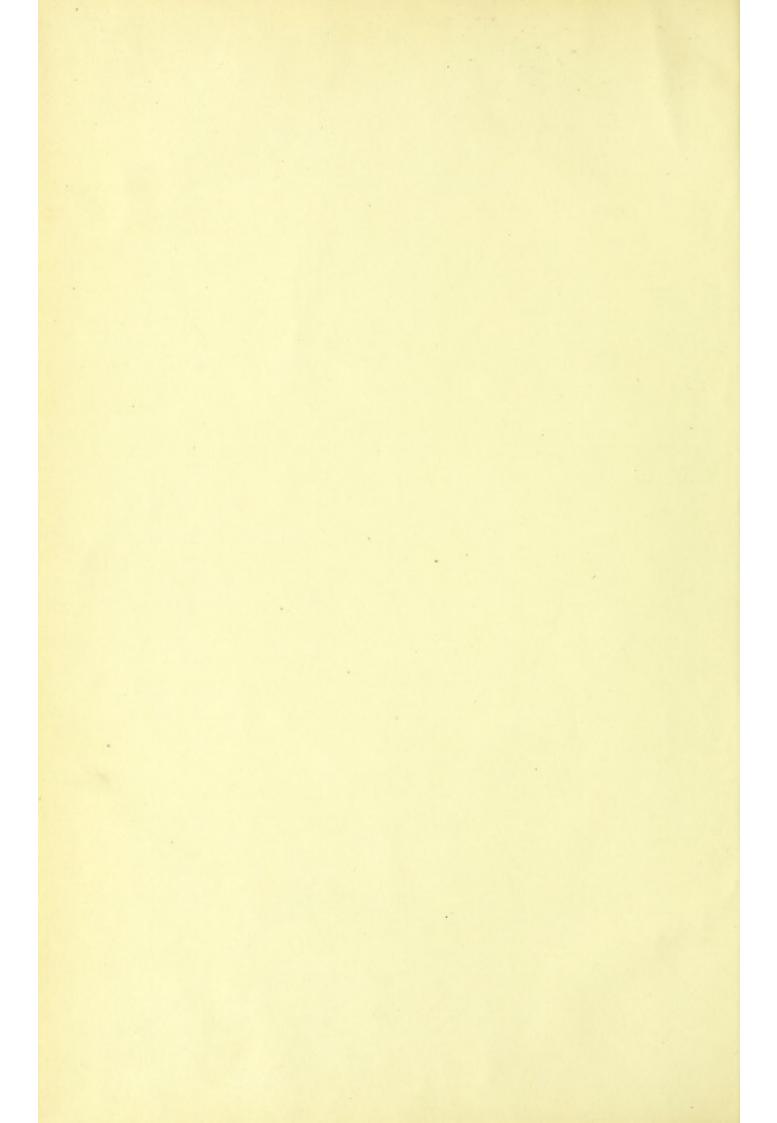
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AND
TROPICAL MEDICINE

ROYAL COMMISSION ON THE POOR LAWS AND RELIEF OF DISTRESS.

APPENDIX VOLUME XI.

MISCELLANEOUS.

presented to both Bouses of Parliament by Command of Bis Majesty.



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A List of the Appendix Volumes to the Reports of the Commission will be found at the end of this Volume.

ROYAL COMMISSION ON THE POOR LAWS AND RELIEF OF DISTRESS.

VOLUME XI.

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PART I.

REPLIES OF EMPLOYERS AND OTHERS TO CERTAIN ECONOMIC QUESTIONS.

FIRST SET OF QUESTIONS ADDRESSED TO CERTAIN POLITICAL ECONOMISTS AND EMPLOYERS OF LABOUR.

- I .- What is the general effect :-
 - (a) Of the spread of machinery;
 - (b) Of more highly organised processes; and
 - (c) Of industrial legislation

on the demand of labour ?

- II.—In particular, do modern developments tend to displace :-
 - (a) Middle-aged by younger persons;
 - (b) "All-round" skill by specialised mechanical skill;
 - (c) Skilled labour by unskilled; and
 - (d) Adult men by women and young persons?
- 1II.—Do modern developments tend to reduce temporarily or permanently the total demand for labour within the trade where such developments occur?
- IV.—Are the changes indicated in Questions I. and II. fully compensated for by new demands in other directions for the labour displaced?
- V.—Do such changes call for greater mobility of labour
 - (a) As between different trades; and
 - (b) As between different branches of the same trade?
- VI.—If so, in what way is the mobility being, or should it be provided for ?
- VII.—If the demands on the adult worker are now more exacting and if the apprenticeship system is falling into disuse, how would you suggest that youth be trained?
- VIII.—In view of the greater complexity of economic conditions, do you consider that some public organisation (such as, e.g. Distress Committees, Labour Exchanges, and the like) is necessary?

APPENDIX No. I.

REPLIES BY MR. WILLIAM BEARDMORE, OF MESSRS. BEARDMORE & CO., LTD., SHIP-BUILDERS, ENGINEERS, ETC., OF GLASGOW AND DALMUIR, TO QUESTIONS SUBMITTED TO HIM BY THE COMMISSION.

Question I .- What is the general effect :-

(a) Of the spread of machinery;

(b) Of more highly organised processes; and (c) Of industrial legislation on the demand for

Answer I.—Broadly speaking, in my opinion, the general effect of: (a) The spread of machinery; and of (b) more highly organised processes, has been to increase the demand for labour, although, in some special cases the effect has been the reverse; (c) the effect of industrial legislation has been to curtail output and so attempt to increase the number of men required. It also has the effect of displacing middle aged by younger

Question II .- In particular, do modern developments tend to displace

(a) Middle-aged by younger persons; (b) "All-round" skill by specialised mechanical skill;

(c) Skilica cabour by unskilled; and

(d) Adult men by women and young persons?

Answer II .- Modern developments tend to displace: (a) Middle-aged by younger persons; and (b) "all-round" skill by specialised mechanical skill; (c) skilled labour by unskilled; and (d) adult men by women and young persons.

Question III.-Do modern developments tend to reduce temporarily or permanently the total demand for labour within the trade where such developments occur?

Answer III.-Modern developments tend to reduce temporarily the total demand for labour in the trades within which these developments occur.

Question IV .- Are the changes indicated in Question I. and II. fully compensated for by new demands in other directions for the labour displaced?

Answer IV .- With the exception of middle-aged or elderly persons whom industrial legislation displace and who consequently become a charge on the rates, the changes indicated in Questions I. and II., are fully compensated for in other directions.

Question V.-Do such changes call for greater mobility of

(a) As between different trades, and

(b) As between different branches of the same trade?

Answer V.—Such changes seem to call for greater mobility of labour: (a) As between different trades; and (b) different branches of the same trades.

Question VI.-If so, in what way is the mobility being, or should it be, provided for?

Answer VI.-This mobility should be provided for by greater laxity on the part of trades unions who at present draw strict lines of demarcation.

Question VII .- If the demands on the adult worker are now more exacting and if the apprenticeship system is falling into disuse, how would you suggest that youth be trained?

Answer VII.—In my own trade the demands on the adult worker are less rather than more exacting. I do not see any better method of training youth than the apprentice system.

Question VIII .- In view of the greater complexity of economic conditions, do you consider that some public organisation (such as, e.g., distress committees, labour exchanges, and the like) is necessary?

Answer VIII .- I am of opinion that these questions can adjust themselves automatically.

APPENDIX No. II.

REPLIES BY SIR HUGH BELL, BART., TO QUESTIONS SUBMITTED TO HIM BY THE COMMISSION.

1. I must begin by stating that it seems to me that a complete answer to the very searching questions proposed would involve a long treatise and that in endeavouring to answer them, however succinctly, it is necessary to begin with some general preface. Even then some risk is run of the answers being taken as covering larger ground than intended by their author.

2. With this reservation and by way of general preface I should like to state that my acquaintance with in-dustrial processes dates from 1862. I am chiefly familiar with the various branches of the iron and steel trades, beginning from the extraction of the raw material (coal, ironstone, etc.) and ending with the production of the finished bar, but I have been interested in other branches of industry more or less connected with these. During that time I have seen very great improvements take place in the methods of manufacture accompanied by very great reductions in the cost of production. It is essential to remark that every such reduction means, almost inevitably, a reduction in the numbers of men. Better appliances are placed in their hands, which means that less labour is required to effect a particular object. These appliances fall into two classes :-

I .- Those in which a simplification in methods is introduced and advantage taken of circumstances to reduce labour.

IL-Those in which the substitution of machinery more or less complicated in character replaces direct human agency.

These two classes are found combined in infinite variety, but I think, stated generally, every modern improvement may be placed in one or other of them. In exemplification of this I should like to give a case under each class, by way of explaining fully my meaning :-

Class I.—When I was a young man all the materials destined for the blast furnace were first thrown down on the ground, then loaded by shovels into a barrow, and thence transferred to the blast furnace.

This severe manual labour is now dispensed with. The materials are now cast into a space ending in a hopper, whence by their mere gravity they load themselves into a wagon and are so transferred to the blast furnace.

Class II.—From the great numbers of examples of this kind I select the Bessemer converter, which has almost entirely displaced the puddling furnace as a means of ridding pig iron of its impurities. In place of the arduous labour of the puddler who, standing in front of his furnace, stirred up the bath of molten iron so as to expose fresh surfaces to the oxidising influence of the flame and other re-agents, we have now a powerful steam engine driving a current of air through the molten mass, while the men stand by watching the process complete itself. The fact that the Bessemer converter is probably obsolescent does not render the illustration less striking.

Now it will be observed that in either case the immediate result of the improvement is to take away employment from a group of men, and it is not surprising that the classes of workmen affected are accustomed to look with little favour on improvements. Even when the proposition is presented to them as an inevitable step in the history of industry this affords little comfort to the man who sees his occupation going, and he is not inclined to attach much weight to the argument that in the course of a few years far more men will be employed in the particular occupation, in which less labour will be required.

- 3. It has always appeared to me that the argument used by the workman against improvements rests on a fallacious view of the sources of wealth. He is apt to think, in common with many others, that his well-being depends upon the production of a certain article, whereas it really rests upon the fact that he is a consumer ready to exchange his vital activities for the commodities which he needs to sustain them, and it is not because he is a labourer or a puddler, but because he is a living man, that he is a source of wealth. When he has ceased to be a puddler he still retains his essential quality and he and his fellows who have lost their employment may be imagined to turn their energies towards supplying each others wants.
- 4. As a matter of fact, except in such exceptional crises as that to which I have alluded as taking place in the iron trade, the changes are usually sufficiently gradual to prevent any serious amount of want arising, and the man thrown out of one employment rapidly adapts himself to some other more or less cognate activity.
- 5. My answers to the questions:-
- I.—What is the general effect
 - (a) Of the spread of machinery;
- (b) Of more highly organised processes? are to be found in the foregoing considerations.
 - The answer to the third portion of the first question
 (c) What is the general effect of industrial legis-
- is, I think, even more difficult. If industrial legislation is carried so far as to tend to reduce the efficiency of the workman, it will, in my opinion, have the effect of lessening the demand for labour in the country where this takes place, but I incline to the opinion that if an attempt is made by legislation seriously to hamper the energy of the working classes and so to affect their income the law will be evaded. As far as I am able to judge this factor is not yet operative in this country. I think the productive capacity of the English workman is unimpaired, though I am inclined to doubt whether the limit is not now nearly reached, not perhaps so much by legislation as by ill-considered endeavours to limit production with a view to the increase of wages.
- 7. I select an example of this from the mining industry, where the men are very apt to come to work irregularly and to avail themselves of excuses for not working, failing to understand that the injury they inflict falls much more on their shoulders than on the shoulders of the employer, although the latter suffers also. The argument which I think should be used is that further increases of wage can only be obtained by greater efficiency. That does not necessarily mean longer hours of work, but it does mean working regularly and doing the best during the bours of work.
- II In particular, do modern developments tend to displace
 - (a) Middle-aged by younger persons;
 - (b) "All-round" skill by specialised mechanical skill;
 - (c) Skilled labour by unskilled; and
 - (d) Adult men by women and young persons?

- 8. I do not think that as far as recent developments have gone there has been much tendency to the displacement of middle-aged by younger persons. I think the tendency has been to replace manual force by machines, and these are better tended by experienced persons, particularly as they become more complicated. I hope that this is so and that skilled labour may be more and more required. By skilled labour I mean greater dexterity of hand and brain, producing better results and consequently obtaining better wages. The more the mere labourer disappears the better for the community, and I accordingly urge upon any man of the working classes who asks my advice to get his son a trade.
- 9. I incline to think that all-round skill is not so common as it was. There used to exist in the colliery districts of the north a class of men called enginewrights, who, in bygone days, when means of communication were less easy, were able to turn their hands to any emergency job and so keep the pit running. The telegraph and the telephone have enabled us to call to our aid the specialist, and the enginewright's occupation is gone.

III.—Do modern developments tend to reduce temporarily or permanently the total demand for labour within the trade where such developments occur?

- IV.—Are the changes indicated in Questions I. and II. fully compensated for by new demands in other directions for the labour displaced?
- 10. I have already stated my view as to the tendency of modern developments to reduce the demand for labour. I think that the workmen so dispensed with are rapidly absorbed elsewhere, often in the same trade. Certainly in my own industry the result of the great improvements which have taken place has been to provide far more employment at the end than at the beginning of the time which I can pass under review.
- V.—Do such changes call for greater mobility of labour (a) As between different trades, and
- (b) As between different branches of the same trade? VI.—If so, in what way is the mobility being, or should it
- be, provided for?

 11. It follows from what I have said that in so far as the changes call for greater mobility of labour the call
- has already been responded to and it does not appear to me necessary to do much more than is now done without legislative interference.

 VII.—If the demands on the adult worker are now more
- VII.—If the demands on the adult worker are now more exacting and if the apprenticeship system is falling into disuse, how would you suggest that youth be trained?
- 12. The rather exclusive tendency of the trade union, especially in England, is, I think, much to be regretted. It is certainly in the interest of the commonwealth as a whole that the youth of a nation should receive technical training in various industries. I hope it may be possible to bring this truth home to the leaders of the trade unions and that a willingness to afford instruction to the young men going into the trade may become manifest.
- 13. I feel considerable doubt as to the desirability of attempting the technical training in school or college of persons who are destined to belong to the operative classes. I incline to believe that there is already too great a tendency in English education to specialise at too early a period. It seems to me that as society is constituted it should be the desire of the statesmen to make the citizens of every country productive as early as possible, having regard to the mental and physical health and well being of the nation. It is clearly, therefore, a mere question of degree Probably there will be found few who would think a child should be sent to work earlier than twelve or even fourteen. I should hope that public opinion would tend to raise this limit and that the general training and education of the children of the nation might continue till as near sixteen as is possible.
- 14. Some general training in manual dexterity would no doubt form part of the education and a fairly intelligent lad of sixteen would be able in a very short time to take his place in the shop. I should like to rely much more on public opinion than on legislation. It seems to me that it is the plain duty of all those whose position gives them the opportunity of speaking with authority to the workmen to impress upon them the fact that the future well-being of the commonwealth depends upon the efficiency of its citizens.

APPENDIX No. II.-Continued.

15. It is, in my judgment, a short sighted policy which restricts the numbers of persons entering a trade, which seeks to lessen the productive capacity of those already in it, and which teaches that by restricting the output of a particular commodity you will increase the wealth of the nation at large.

VIII.—In view of the greater complexity of economic conditions, do you consider that some public organisation (such as, e.g., distress committees, labour exchanges, and the like) is necessary?

16. In reply to the final question, I view the establishment of distress committees with the greatest suspicion. There is in every community a certain number of persons who will rather subsist on the barest necessaries of life

than do honest work for a decent livelihood. My experience, which is, I believe, that of most people, is that a distress committee at once draws to it all the people of this class within reach and positively defeats its own object.

17. As to a labour exchange, I should be inclined to fear that the cost of its management would defeat its object. The facilities of communication which already exist seem almost to suffice for drawing labour to the points at which it is wanted. I should like to be assured that where stagnation takes place it is not stagnation of the class to which I have referred above, the members of which are only too content to remain in a community where distress is relieved without the necessity of giving labour in exchange.

APPENDIX No. III.

REPLIES BY EDWIN CANNAN, M.A., LL.D., APPOINTED TEACHER OF ECONOMIC THEORY IN THE UNIVERSITY OF LONDON AT THE LONDON SCHOOL OF ECONOMICS, TO QUESTIONS SUBMITTED TO HIM BY THE COMMISSION.

Question I .- What is the general effect :-

(a) Of the spread of machinery;

(b) Of more highly organised processes;

(c) Of industrial legislation on the demand for labour? Answer I.—The general effect of the phenomena mentioned in the question might be either to alter the total quantity of labour or to alter the distribution of labour. I shall deal first with the total quantity and then with its distribution.

1. Effect on the total quantity of labour.

Before we attempt to answer a question about the effect of some particular event upon the total number of persons engaged in labour, we shall do well to inquire generally what determines that total number. All sorts of answers have been given to this inquiry by those who are guided by nebulous theories, but the answer which commends itself to anyone who has regarded actual facts is that the number of persons engaged in labour is, and has always been, everywhere very nearly equal to the number able and willing to work. So familiar to us is this truth that we complain if the percentage of employed is below 95 per cent., and are horrified if it falls to 90 for a short period. The proportion of persons able and willing to work in the whole population varies with the distribution of the people between the various ages, with the arrangements of the society about property, and with other factors, but these variations are not very considerable in practice, so that it may be said with sufficient accuracy for most purposes that the number of persons engaged in labour is determined by the population. It is useless to attempt to reverse the proposition and say that population is determined by the number of persons engaged in labour or, more vaguely, by the demand for labour-since it is obvious that the population of the world, and still more the population of particular areas, is often largely varied both in an upward and in a downward direction by causes which are not economic at all and cannot be conceived to have anything to do with the demand for labour, however that may be defined.

(a) and (b) Machinery and improved organisation have certainly increased the population in the past. What would the population and amount of employment in this country be if machinery and organisation had remained in the condition they were in when Julius Cæsar landed? Surely no one can possibly imagine that the population and employment would be a tenth of what it actually is. Invention, organisation, and the accumulation of machinery which enables men to utilise invention, have made it possible for tens of millions to exist and labour, and some at least of these tens of millions have come into existence. So much for the past. In the future, further improvements in production will have the same potentiality. They will make it possible for still

more millions to exist and be employed. But we cannot be sure that the potentiality will be realised in the future as in the past. In recent years there have been signs of diminishing readiness on the part of possible parents to fill the world fuller, and this diminishing readiness appears to be in part at any rate the result of that very increasing comfort which is brought about by increase of machinery and improved organisation.

I should say, therefore, that machinery and improved organisation have increased the "demand for labour" (in the sense given to it in these Questions) in the past, and may do so in the future, but that it is not certain that

they will

(c) Industrial legislation is of so many kinds that no generalisation as to its effects on population or the demand for labour can be made. If it is of such a nature that organisation is improved by it, then we need only refer to the answer to (b) just given. If organisation is made worse by it, the effects will be opposite. Some industrial legislation is directly inimical to the growth of population, and therefore of employment, because it makes children a less valuable asset or a more expensive charge to their parents. This, however, may eventually, by improving physique, be beneficial to the productiveness of industry, and thus have the same effects as machinery and improved organisation.

2. Effect on the distribution of labour.

The general effect of the spread of machinery, more highly organised processes and industrial legislation on labour is to redistribute it between various occupations. Sometimes an occupation or occupations will be wholly extinguished and another or others created: almost always the demand for labour in some existing occupations will be increased and in others diminished. It is difficult, however, to lay down any generalisation as to the exact character of the redistribution which will take place. It is easy to think of many kinds of labour which have been superseded or diminished and of others which have been created or increased, but can we say that those which have been superseded or diminished are of one class and those which have been created or increased are of another?

(a) Very little mental labour has been superseded by machinery. There are a few machines (such as comptomoters) which dispense with the mental labour involved in some simple arithmetical processes, but these play but a small part beside ordinary machinery, the general effect of which is to economise muscular effort. A comprehensive view of the whole field of industry suggests that the general effect of the introduction of machinery has been to diminish the proportion of labour engaged in rough muscular effort and to increase that of watching, tending, and directing machinery. Many human carriers give way to the driver of a beast which carries or draws, and

APPENDIX No. III.—Continued.

many drivers of beasts make way to the one or two who work the automobile, the locomotive or the steam crane. A troop of excavators with pick and shovel give way to the three men who dig with a steam navvy. The general effect of machinery undoubtedly has been to diminish the demand for labour of the "heavy" kind and to increase that of the "light" type. Beyond this it seems impossible to say much.

(b) It is still more difficult to generalise about the effect of "more highly organised processes" on the distribution of labour. The phrase is vague, and I am not prepared to say that such processes are more extensively applied, or that they are applied with greater effect, in one particular group or some particular groups of industry than in others.

(c) Industrial legislation is of many kinds and has many different effects on the distribution of labour between different occupations. It seems impossible to lay down

any useful generalisation here.

Another general effect of the phenomena upon the distribution of labour might be to redistribute it as between different sexes and ages of the population. It is unlikely, of course, that any machinery or improved processes would actually throw out and render entirely useless the persons of any particular sex or age, and certainly nothing of this sort has occurred. But they have often had the effect of changing the proportions of the persons of different sexes and ages employed in the production of particular commodities. For example, machinery has helped to expel women from agriculture and to introduce them into many kinds of productions formerly carried on by men only.

Industrial legislation and compulsory education have had the effect of largely reducing the proportion of

young children employed in labour.

Question II.—In particular, do modern developments tend to displace:

(a) Middle-aged by younger persons; (b) "All-round" skill by specialised mechanical skill;

(c) Skilled labour by unskilled; and

(d) Adult men by women and young persons?

Answer II.—(a) If modern developments actually displaced middle-aged by younger persons there would be a larger percentage of unemployed and retired middleaged persons now than there was in the past. I know of no statistics which show this, and do not believe it is patent to common observation.

Possibly stress is to be laid on the word tend in the question, and the suggestion is that there is a tendency to displacement which is forthwith counteracted by an alteration in wages to the disadvantage of the middleaged. I know of nothing which suggests any such

(d) It is convenient to take this sub-question next, as the answer to it is the same. If modern developments actually displaced adult men by women and young persons there would be a larger percentage of unemployed adult men now than in the past. I know of no statistics which show a larger percentage of unemployed adult men, and do not believe any such increase can be discovered by common observation.

If it is proposed to lay stress on the word tend and to suggest merely that there is a tendency to displacement which is counteracted by an alteration in wages which improves the position of women and young persons compared with that of adult men, I can only say that

I do not know whether this is so or not.

(b) and (c) These sub-questions are on a somewhat different plane from (a) and (d), since the proportion between males and females and between old and young is fixed by physiological conditions, whereas the proportion between persons possessing different kinds of skill is susceptible of indefinite alteration by economic attractions. No rise in women's wages would cause an increase in the percentage of girls born as compared with boys, but sufficient remuneration will soon call into being any particular kind of skill.

(b) The tendency of "more highly organised processes" is to turn people into specialists in particular employments and particular branches of those employments. It would be little use for anyone to learn to guide the plough, to set up type, to cut hair, to trim coal on board ship and to make a barometer. If this is displacement of all-round skill by specialised mechanical skill, such displacement

undoubtedly occurs.

(c) The question whether modern developments tend to increase the quantity of skilled labour in proportionto that of unskilled, or vice versa, is one which it is uselessto ask until agreement is reached as to the definition of skilled and unskilled. The tendency of modern develop-ments is undoubtedly to increase-machine making and machine-minding in proportion to the direct manual production of commodities, but whether that means an increase of skilled labour in proportion to unskilled, or vice versa, it is quite impossible to say in the absence of an exact knowledge of what is meant by the terms. If "skilled" means possessed of mere manual dexterity, there is not much to choose between the two kinds of labour; if it means the sort of skill which is connected with general intelligence and use of reasoning powers I should say that modern methods lead to a relative increase of skilled labour. There is not much to choose between the manual dexterity required to drive and tend a horse and that required to drive and tend a motor, but the motorman requires more general intelligence and reasoning power than the carter or coachman. Among other things he has to keep up with the development of the motor, whereas horses have not changed much in historical times.

The idea which is usually latent in the mind of those who put this question is not really one of involving the measurement of skill, but some belief as to the relative proportion of different grades of labour, the grading being arranged by standards nominally of skill but really of pay. The questioner wants to know whether the lowpaid grades are increasing more rapidly than the upper, or vice versa. This is a matter on which statistical history as yet appears to afford no guidance. The question is generally ignored, and returns such as those annually published by the British Labour Department neatly and expressly exclude the phenomenon altogether. If it weretrue that the lowest ranks were increasing more rapidly than the higher, the average income from labour would increase by a smaller percentage (if at all) than the wages of particular kinds of work. For example, if at one period wefind A superintending at £500 a year, B to G doing superior work at £100 each and H to Z employed in low-class labour at £50 a year each, and at another A superintending at £550, B to G at £110 and H to Z at £55, the total increase would be from £2,050 to £2,255 or 10 per cent. But if at the second period A was employed at £550, B to E at £110and F to Z at £55, the increase would be from £2,050 toonly £2,145 or less than 5 per cent. On the other hand, if at the second period A was employed at £550, B to I at £110 and J to Z at £55, the increase would be from £2,050 to-£2,365 or 15 per cent. The ordinary statistics of wages. would only give the variation of 10 per cent in the wages of the particular kinds of labour performed by A, B, C, G, and H to Z and would ignore the changes in the numbers employed on each.

General observations alone must be relied on, and the conclusion arrived at will vary with the personal bias of the observer. For my own part I seem to observe an enormous proportionate increase in the upper ranks of labour. The poorest class of house and the worst clothes. seem to me to be becoming an obviously smaller proportion of the whole; the rise of the "lower middle class seems sufficiently notorious and proclaims itself to everyone who will contemplate our modern towns.

Question III .- Do modern developments tend to reduce temporarily or permanently the total demand for labour within the trade where such developments occur?

Answer III.—All improvements in production tend immediately to reduce the total demand for labour within the trade where they occur. Whether they actually doso or not depends on the extensibility of the demand for the products of the trade. The cheapening effected will extend the sale, and sometimes will, and sometimes will not, extend it sufficiently to employ the same number or a greater number of people. No reduction in the cost of spectacles or common wooden legs would increase their sale to any considerable extent. Consequently an improvement in the methods of producing them would diminish the number of persons employed in producing these articles and increase that of those employed in producing other articles, which the buyers of spectacles and wooden legs would be able to afford in consequence of the reduction in the price of spectacles and wooden legs. Question IV.—Are the changes indicated in Questions I. and II. fully compensated for by new demands in

other directions for the labour displaced?

APPENDIX No. III.-Continued.

Answer IV .- This question is rendered unnecessary by my answers to the previous questions, as I have answered them on the assumption that a comprehensive view of industry was expected.

Question V .- Do such changes call for greater mobility of

labour:

(a) As between different trades, and

(b) As between different branches of the same trade? Answer V .- I do not think it matters much whether modern developments call for greater mobility of labour or not. Greater mobility would be advantageous

Question VI.-If so, in what way is the mobility being, or

should it be, provided for?

Answer VI.—I do not know that mobility of labour is being provided for in any way special to modern times, except perhaps by an increase in general intelligence, which makes changes of occupation easier. Trade unionism appears to have a direct effect inimical to mobility. A person who has paid certain contributions, and is entitled to certain benefits therefrom while he remains out of work, seems less likely to desire a change of occupation. It would, however, be rash to assume without further examination, that this is all there is to be said on the question. The matter appears worthy of

The further provision for mobility seems to me to be an educational matter. The skill required for most kinds of labour employing large numbers of people is easily acquired by anyone who has had a good mental and manual general education. It is always observed that mobility is far greater in "new" countries, not because less special skill is required there, but because the people

(for various reasons) are generally more alert.

Question VII.—If the demands on the adult worker are now more exacting and if the apprenticeship system is falling into disuse, how would you suggest that youth be trained? Answer VII .- I do not know that the demands on the adult worker are now more exacting. The suggestion of better means than the present of training youth seems a practical question for employers and educationists.

Question VIII .- In view of the greater complexity of economic conditions, do you consider that some public organisation (such as, e.g., distress committees, labour

exchanges, and the like) is necessary?

Answer VIII .- I have considerable doubt whether the provision of labour exchanges, even if spread all over the country with proper means of communication, would meet any existing need. Unemployment does not appear to me to be at all frequently due to people who want a particular kind of work being unable to hear of other persons who are actually demanding labour of that particular kind and are unable to come across the people who want to do it. In a few occupations, of which

domestic service is the chief, the work of bringing employers and employed together is largely done by private adventure labour exchanges called registries. such agencies exist in most occupations rather suggests that they are not needed, as there is no reason to believe that other workers and other employers would not be just as read to support such institutions as domestic servants and householders are, if they found the same need for them. Unemployment seems generally the result either of personal causes, or of there not being enough demand for some particular kind of work at the prevailing rate of remuneration to employ all who want to do that work at that remuneration. Labour exchanges could only help if they were exchanges of one kind of labour for another, i.e., if they assisted changes of occupation. At present there seems to be no proposal that they should do this, and many difficulties are obvious.

For the relief of distress I consider that the long-established public organisation usually known as the Poor Law is necessary, and that no other organisation, public or private, should be set up alongside of it. Few more pernicious delusions prevail than that which makes many people think that persons are necessarily "pauperised," in the bad sense of that word, by the Poor Law, and that they are not pauperised, in the bad sense, by anything As a matter of fact, people are much more demoralised by the fitful operations of private benevolence than by any tolerably well-regulated Poor Law. I should rejoice to see the operations of the Poor Law considerably extended, if by that extension the operations of private

benevolence were reduced.

What is much wanted to prevent distress is, in my opinion, that the State should require all its subjects to have adequate visible means of subsistence, or, in the alternative, to accept its charity under such deterrent conditions as it finds desirable to impose. At present it is not necessary for anyone to have visible means of sub-sistence unless he wishes to sleep in the open air, and neglect to apply for poor relief is only punishable where it causes suffering to children. I think this should be changed, and that everyone should be compelled to take his choice between (1) showing that he and his wife, as well as his children, are supported in some recognised and regular manner, and (2) accepting the charity of the State with whatever conditions, such as work, abstinence from drink and so forth, that the State may decide to enforce. At present the State does not inquire into the incomes of more than about a million persons in the United Kingdom. It would certainly be too much to ask it to begin at once to put all the rest of the population to the proof. But much might be done if the proof were required from a recovery to the proof. required from everyone convicted of the offences, often trivial in themselves, which are the usual accompaniments of a life of cadging.

APPENDIX No. IV.

REPLIES BY SIR CHRISTOPHER FURNESS TO QUESTIONS SUBMITTED TO HIM BY THE COMMISSION.

I .- What is the general effect :

(a) Of the spread of machinery ;

(b) Of more highly organised processes; and

(c) Of industrial legislation

on the demand for labour?

1. The adaptation of machinery to manufacturing processes undoubtedly displaces, at least temporarily, much of the labour previously employed in the trades concerned. A large percentage of the older men fall out altogether, while younger and more active workers, being quicker to grasp the newer methods, and not "held in a rat," are employed in working the machines. the ultimate result is that more labour is employed than before. Such skilled labour as is required demands much higher techineal training than was called for by the old hand processes, but the percentage of this in proportion to output is less, although the field for efficient operatives is greatly widened, even those last are as well or better remunerated than the old all-round worker.

- 2. The same may be said of the effect of more highly organised processes of manufacture. These utilise a vast body of technically unskilled labour, but all demand from those employed therein alertness and a training of a certain kind, and of skill in some particular operation.
- 3. Industrial legislation apparently has small effect on the demand for labour, its limiting effects being largely met by the introduction of newer methods-it applies the whip to inventiveness and organisation. Industrial legislation as we know it has helped to kill bad methods,

II.—In particular, do modern developments tend to displace :

 (a) Middle-aged by younger persons;
 (b) "All-round" skill by specialised mechanical skill ;

(e) Skilled labour by unskilled; and

(d) Adult men by women and young persons ?

4. Modern developments undoubtedly tend to displace middle-aged by younger persons, not from any inherent

APPENDIX No. IV.-Continued.

objection on the part of the employer, as that the character of the work demands a physical activity and alertness to which advancing years do not conduce.

- All-round skill is not called for, though there is a very great opening for high mechanical ability, and in any case the term "unskilled" will hardly apply.
- Even in the lower grades of labour certain skill is requisite. There are very few manufacturing processes or organised industries to which the miscellaneous unemployed could be successfully put.
- With regard to women and young persons, there are certain processes and forms of machinery which these are better enabled to operate than adult male labour.
- III.—Do modern developments tend to reduce temporarily or permanently the total demand for labour within the trade where such developments occur?
- IV.—Are the changes indicated in Questions I. and II. fully compensated for by new demands in other directions for the labour displaced?
- These are already covered by my answer to the first question.
- Hand workers over a certain age, displaced by the introduction of machinery, appear to turn to casual occupations, but do not to any appreciable extent increase the number of the unemployed.
- V.—Do such changes call for greater mobility of labour:
 - (a) As between different trades, and
- (b) As between different branches of the same trade? VI.—If so, in what way is the mobility being, or should it be, provided for?
- 10. Mobility of labour becomes more difficult with every advance in methods of production, no matter whether those methods are of the hand or mechanical. The more limited the scope of a man's activities and the longer he is so employed therein, the less inclined is the man himself to turn his hand to other, although it may be, allied work, his power of adaptability greatly diminishes.
- 11. That is the natural penalty of modern methods, but one cannot help thinking and observing that the artificial distinctions drawn by the men themselves between so-call d different trades or different branches of the same trade, require the widest kind of revision in order to meet the altered circumstances of our times.
- VII.—If the demands on the adult worker are now more exacting and if the apprenticeship system is falling into disuse, how would you suggest that youth be trained?

- 12. The training of skilled mechanicians must be on broad lines. The pupil must be provided with a thorough technical and practical acquaintance with the whole principles of his craft, and not merely with the application of certain of those principles to some particular trade. Hence, the need for technical training under Government supervision. A man cannot learn his business as a mechanical engineer, for instance, by merely working in, say, a marine engine building shop.
- 13. We do not to-day want men who are "all-round" at building marine engines—we do need men who are "all-round" mechanical engineers—men who can apply the principles of their craft to any form of machinery that may be called for. This is a class of training which cannot be achieved by any system of apprenticeship and is essentially a matter which the governing authority must handle if this country is to maintain its position in the industrial world. That is a matter in which we lag behind our neighbours.
- 14. So far as the provision of semi-skilled labour for particular processes is required, the training demanded is best acquired in practice and a revival in a modified form of the apprenticeship system seems to be desirable.
- VIII.—In view of the greater complexity of economic conditions, do you consider that some public organisation (such as, e.g., distress committees, labour exchanges, and the like) is necessary?
- 15. Present day economic conditions are such as to call for close and constant observation on the part of some special Government department acting in consonance with representative persons in the principal centres of trade.
- 16. Distress committees of a permanent character are hardly to be desired, but such an organisation as that referred to would be able to deal sympathetically and authoritatively in great emergencies, and should be in a position to establish labour exchanges and other methods of adjusting labour supply and demand.
- 17. Much might be done in that way to minimise the percentage of unemployment, but it is to be remembered that every available man cannot always be employed, even as machinery cannot always be kept running.
- 18. The percentage of unemployment is probably less under modern methods than in the old days and under the old conditions, though the application of modern methods in the tabulation of labour statistics renders it more manifest.

APPENDIX No. V.

REPLIES BY MR. A. P. HAZELL TO QUESTIONS SUBMITTED TO HIM BY THE COMMISSION.

Question I.—What is the general effect (a) of the spread of machinery; (b) of more highly-organised processes, and (c) of industrial legislation on the demand for labour?

Answer I.—Of the spread of machinery—

The spread of machinery is inevitable, and, in my opinion, will continue to evolve till the end of time. That system of industrialism which can produce wealth quicker and with less labour than any other will ultimately prevail. The reason why capitalism or commercialism of to-day has superseded all other methods is because of its power to produce quicker than other economic systems. Capitalism, however, is much restricted in its power of co-operation on account of its being governed by the law of competition; thus capitalism in its turn will be superseded by a system of collectivism and universal co-operation which will allow of a wider application of machinery and, consequently, quicker production. Machinery under present conditions has a tendency to throw men out of

employment and to lower the price of labour. The reason is that employers are compelled on a competitive basis to engage in the production of commodities for profit. To maintain their position, and to increase their profits, they must aim at increasing their business by lowering their cost of production. To increase their output, they must offer inducements to buyers by lowering prices. To accomplish this the capitalists turn to machinery to aid them to produce quickly and in greater quantity. To produce in larger quantities constitutes in itself an economy, and, consequently, displaces labour. It may be said that introducing machinery is only another form of spending capital, and, indirectly, employing labour, which, at the worst, would only result in a local disturbance of labour, and, therefore, would not affect the working class nationally considered. This view controverts itself, for if we consider the matter for a moment we should see that there would be no incentive for the capitalist to change his wage capital into plant capital if there was no saving of wages. If a manufacturer had 100 men at work, and he could introduce machinery that would do

the work of fifty of them in the same time, he would shrug his shoulders if the machinery and its entailments cost as much as the fifty men. He would argue thus: "I had better go on in my old style. I at least shall save scrapping my old plant." Machinery is essentially a labour-saving factor, constantly displacing labour, and throwing men on the labour market, and compelling a number of them to accept what are known under present social conditions as menial occupations.

Surprise is sometimes expressed that if machinery has such dire results as can be logically demonstrated that we do not see them more in evidence. The reply to this argument is that emigration continually thins their ranks, and that mortality amongst men thrown out of work is very great. Many enter the ranks of the suicides, others beget consumption, while a greater number become victims to the thousand and one diseases that befall the ill-nourished unemployed man without hope. The prisons, lunatic asylums, work-houses, and casual wards also find shelter for many. Thus the ranks of the unemployed are being continu-ally diminished by so-called "natural" causes. "Dead men tell no tales," commit no crimes against property, raise no rates, foment no agitations, and form no de-putations to public authorities. Not only do the unemployed go over to the "great majority," but also over to the "great forgotten."

Of more highly-organised processes-

I take it that this term is meant to mean those industries in which more capital is spent in plant and machinery relatively to capital spent in wages, the latter industries representing the older forms of pro-

Those industries in which capital employs most labour are always being menaced by capitalists who can apply to the industry capital of a higher composi-At the present moment, in the baking industry, the little masters are being threatened by the large companies who are able to produce cheaper, owing to their better plant, or more highly-organised processes of production.

The low form of production in petty farming, which a few acres allotted to individuals involves, is prejudicial to it as a permanent system, as it is subject to dissolution if brought into competition with capital

of a higher order.

Highly-organised capital increases the power over production, and consequently brings in its train the social evils arising from competition and the throwing upon the labour market of older workers for younger, and of cheaper labour. In such industries the ten-dency is to pay higher wages to superintendents of labour, in order to drive the employees to work at high tension.

Industrial legislation on the demand for labour-

Industrial legislation can be made to have a beneficent effect on the demand for labour. It is now generally recognised that the capital and plant under the control of the producing class are more than sufficient to meet the demands of the public; in fact, a buoyant American correspondent in the "Standard," of De-cember 10th, 1908, writing on the Financial Crisis, said that "after a travel through the United States, he was of opinion that America had enough machinery was or opinion that America had enough machinery and plant to supply the whole world, and that was the aim of the capitalists of America." On every hand it is admitted that English producers are now able to produce a glut in a very short time. If the State passed a compulsory eight-hour day, or a forty-eight-hour week, it would only prove temporarily beneficial to the workers by giving many an opportunity to work, to the workers by giving many an opportunity to work, until such time as the employers again introduced improved machinery, and once more increased the body of unemployed to large dimensions.

The raising of age of children by Parliament to 16 before they can be employed would also be helpful. Such a measure would also add to the physical welfare of the children, and prevent some of the physical deterioration now taking place.

of the children, and prevent some of the physical de-terioration now taking place.

The principal ameliorative measures, however, for the unemployed and social uplifting of the "sub-merged tenth," I consider is the Minimum Wage of 30s. a week, coupled with the Right to Work. The wage of 30s. is taken because that is the lowest sum on which a man can rear a family. When he has paid at least a third of this in rent and railway fares there is not much left for food and clothing. By "the

right to work "I mean that if a worker could not get work from a capitalist employer, then he should be able to claim work from the State authority in his district. The right to work, coupled with a 30 shilling minimum wage for all adults, would give an enormous impetus to production, and would provide that home market for which Tariff Reformers and Free Traders alike are clamouring. The textile and leather trades would be specially favoured, and to them we might add market produce and food products generally. As to the possible objection that high wages would destroy profits, we have against that the written evidence of Mr. Andrew Carnegie, the successful capitalist millionaire, that "profits accrue in periods when wages are high, and the right to work" I mean that if a worker could not get fits accrue in periods when wages are high, and the higher the wages that have to be paid, the higher the revenues of the employer." The minimum wage and revenues of the employer. The minimum wage and the right to work would also abolish the worst features of sweating as we understand it to-day, and would lift the workers to a higher social level, which would bring with it more refinement and culture to the whole people. Under these new conditions it would be possible for the State to deal with the children of people on the lower social rung of the ladder. Children could then be kept at school till 16, and prohibited from entering factories and workshops till they had reached that age. From the age of 14 to 16 children might also receive technical instruction, of which they are very fond.

Question II.—In particular, do modern developments tend to displace.

- (a) Middle-aged by younger persons;
- (b) "All-round" skill by specialised mechanical skill;
- (c) Skilled labour by unskilled; and
- (d) Adult men by women and young persons?

Answer II.—(a) Certainly the middle-aged are being displaced by the young. The age most favoured by the employers is from 25 to 35, the workers at that age displaying the greatest physical activity combined with the necessary knowledge.

(b) Specialised mechanical skill is speedily supplanting "all-round" skill. The boot trade is an example of this where machinery has recently revolutionised the whole conditions of labour. The same thing has happened in the printing trade, and is still progressing.

(c) The terms "skilled" and "unskilled" have lost much of their special significance. The latter term is now being restricted to messengers and odd men who do rough work by instruction. Modern developments have practically raised all factory labour to the stan-dard of skilled. The more specialised labour becomes, the more skilled it is reckoned, though it may at the same time be more simple.

(d) Adult men are certainly being displaced by women and young persons. This is specially notice-able in the counting-house, where women are now being taken on as under-clerks and typists, many of the latter even taking the place of the confidential

In some industries women and young persons practically oust male adults altogether, as, for instance, in the jute and flax industries of Dundee. Women and children form the majority in the cotton industries of Lancashire. The match industry in the East of London is mainly composed of women and children.

Question III .- Do modern developments tend to reduce temporarily or permanently the total demand for labour within the trade where such developments occur?

Answer III .- The tendency of modern developments in machinery and improved methods of working is to increase the productivity of labour, and accelerate over-

It is quite possible that machinery may so cheapen a certain commodity that a fresh demand may be created which may speedily absorb the displaced labour. But the inevitable nemesis of quickened production over-takes the industry in the form of overproduction, and once more the ranks of the unemployed are increased. The older hands fall out, and the usual endeavour to employ cheaper labour is again attempted by employers. The natural outcome of overproduction and commercial crises is to establish a recruiting ground for the sweaters, numbers of workers accepting the terms offered to avoid absolute destitution and starva-

APPENDIX No. V.—Continued.

Question IV.—Are the changes indicated in Questions
I. and II. fully compensated for by new demands
in other directions for the labour displaced?

Answer IV .- The progress of science is always making it possible for new industries to be started, if only to employ cripples, as recently happened in Clerkenwell. The advent of electricity is a striking instance

of science creating a new industry.

Photography practically broke up that very highly-skilled and artistic profession of wood engraving, sub-stituting for it a photo-zinco process, which, by means of acids, now takes the place of artists' drawings and wood engravings. In the printing trade, the art of stereotyping has also displaced a great deal of type-casting and type-setting. The linotype machine in its turn has displaced to a great extent both type-casting, stereotyping, and type-setting. It thus becomes a question of balancing one factor against the other be-fore arriving at a decision. What forces itself upon our attention is that the higher industries, destroyed by new developments in science, are replaced by labour paid on a much lower scale, coupled with the tendency o employ labour more intermittently than formerly. The intermittence of labour is not brought to the notice of the public as it ought to be. Trade unionists are often employed part of the week, but such employment never finds its way in the returns of the secretary.

Question V .- Do such changes call for mobility of labour-

(a) As between different trades; and

(b) As between different branches of the same trade?

Answer V.—There are many trades known as "sea-son trades." The employees work overtime during the season, but such employees would resent the employment of outside labour during such season. would regard it as an attempt to deprive them of an opportunity of recouping themselves for the loss incurred during the slack season. Season trades may be considered skilled trades, and though, doubtless, help might be afforded by outsiders, the masters and men are too busy at the time to be bothered with newcomers.

The tendency at the present time is for the workers to resent employees in one trade working in another, and even among different branches of the same trade. Trade unionists persistently place obstacles in the way of one branch doing the work of another under any conditions. The reason is that trade unionists regard the employment of one outside their union, though closely allied to them, as a pecuniary loss to the par-ticular union which they represent. On occasions firms could draw labour from one department to another, and thus equalise the number of worked, but under present conditions of trade unionism that is impossible, although unions profess primarily to maintain price of labour and to limit the number of working hours per week. The specialisation of labour also tends to discourage the mobility of labour under present conditions. There are numerous customs, present conditions. also, maintained by trade unionists which prevent one department doing the work of another. It would be a great step in advance if trade unions adopted the principle that the price of labour was the principal thing to be considered, and that quality or description

of labour was of secondary importance.

Another strong reason why trade unionists, and non-unionists as well, object to men in another department doing their work is the fear that the experience gained by such helpers might be used against them in the case of a dispute with the employer. That objection, however, shows how behindhand trade unionists are in organisation, for such departments so nearly allied to each other ought to be united (rather than

federated) and form one union.

Ideal federation and mobility of labour, however, would only modify the evil of intermittent employ-ment, and could not prevent unemployment caused by the introduction of machinery, and overproduction of commodities. This is quite out of the power of the workers, and during the recent American monetary crises was also admitted to be even quite out of the power of the capitalists, notwithstanding the fact that they have posed as the "organisers of industry for generations.

Question VI .- If so, in what way is the mobility being, or should it be, provided for ?

Answer VI .- At the present time the mobility of labour is of very secondary importance as labour is so abundant. A shilling advertisement in the paper will bring more labour to an employer than he needs.

Question VII.—If the demands on the adult worker are now more exacting, and if the apprenticeship question is falling into disuse, how would you suggest that youth be trained?

Answer VII.—Keen competition and the specialisation of labour does not allow either employers or employees to give heed to apprentices, and where the latter exist they have to shift for themselves. The obvious remedy is to send the youth as fully equipped as possible into the workshop. Lads, therefore, should be kept at school till the age of 16, and should receive as much technical education as possible. Facili-ties should be placed at their disposal for equipping themselves for any trade which they selected three years' industrial training in the workshop, they should become fully equipped as journeymen, and at that age should be far superior to the seven-year ap-prentice of to-day. If youths were kept at school till 16, and allowed to remain, if they so willed, to obtain the advantages of higher education, it would raise the moral tone and intellectual outlook of the workers in a very marked manner.

It would be quite possible for Parliament to pro-mote the efficiency of labour by encouraging apprentices, and forcing the hands of employers to have them properly taught. Any legislation in this direction would, I am sure, be welcomed by trade unionists

generally.

Question VIII.—In view of the greater complexity of economic conditions, do you consider that some public organisation (such as, e.g., Distress Com-mittees, Labour Exchanges, and the like) is neces-

Answer VIII .- Distress Committees appear to think that they are a kind of Board of Guardians whose whole duty it is, by a system of cross-questioning and browbeating, to drive back applicants into the abyss of des-pair. Such Committees have been established because the present Poor Law system has broken down and the present acclaimed capitalist organisers of industry are unable to organise production and distribution so as to harmonise supply and demand, which, of course, is an

impossibility under a competitive system.

The function of Distress Committees should be to find permanent employment at the rate of pay not less than 30s, for out-of-works, until they are wholly ab-sorbed. Labour exchanges are only depots for the supply of sweated labour, and may be classed with the Salvation Army and the Church Army, who pay labour even at a lower rate than the sweaters. If the sweaters even at a lower rate than the sweaters. If the sweaters formed themselves into a corporate body, and registered themselves as a religious society, they would be economically and socially the equals of the Salvation Army and the Church Army.

The answer to this question is practically covered by that given under No. 1 beneath the sub title, "Indus-trial Legislation on the demand for labour," where I advocate the adoption of a minimum wage coupled with

the right to work.

REPLIES BY MR. J. RAMSAY MACDONALD, M.P., TO QUESTIONS SUBMITTED TO HIM BY THE COMMISSION.

Question I.—What is the general effect:

(a) Of the spread of machinery;

Of more highly organised processes, and
Of industrial legislation
on the demand for labour?

Answer I .- The immediate effect of the spread of machinery now is to displace labour and at the same time to increase the demand for unskilled labour. The first point can be illustrated in the experience of the boot and shoe industry; the second is very well brought out in the report of the Iron and Steel Institute upon American conditions, published two or

three years ago.

The expression "more highly organised processes The expression "more highly organised processes" does not convey very much meaning. If the organisation has been secured by the subdivision of complicated processes as in the boot and shoe industry, it means that nominally skilled workmen are reduced to such a narrow field of work that they are practically unskilled; and this is seen in a most decisive way when, owing to trade depression and for other reasons, they cannot for the time being, find employ-ment at the particular job they are usually engaged upon. If, on the other hand, the higher organisaupon. If, on the other hand, the higher organisa-tion means the introduction of new and more scientific processes, it may mean a demand for a higher type of labour, although it is very often followed by the creation of a sharp division between the man who works with his brains and the man who works with his hands, the latter becoming an unskilled labourer

and the doer of merely mechanical work.

The effect of industrial legislation has been of a somewhat complicated character. Its chief indirect effect has been to increase the efficiency of factory organisation so as to gain from the expenditure of a given unit of labour-power a maximum profit for the employer. From this has followed an unwillingness to employ men who are not in full possession of their labour vigour, the destruction of personal relationship between employer and employed, and the transformation of industry into a mechanical economic process in which nothing but economic interests are taken into account. All this makes for unemployment and unemployed agitations, immediately work

slackens.

Taken altogether, the influences mentioned in this first question are tending more and more to create great masses of unskilled and more or less casual workmen whose wages will always be low, but will be higher in proportion immediately after school age than in more mature years,

Question II .- In particular, do modern developments

tend to displace;
(a) Middle-aged by younger persons;
(b) "All-round" skill by specialised mechanical

(c) Skilled labour by unskilled; and (d) Adult men by women and young persons?

Answer II .- The answer to this is included in what I have said in answering the first question.

Question III.—Do modern developments tend to reduce temporarily or permanently the total demand for labour within the trade where such developments occur?

developments occur?

Answer III.—It is impossible to give a satisfactory answer to this question, because the conditions which it requires one to assume are so very fluctuating. If the demand for the trade products in question does not expand, undoubtedly these modern developments do tend to diminish the number of workpeople engaged upon their production. In a good many instances, however, improvements in production have enabled markets to expand, and in that case a diminution in the demand for labour has not been so evident. What has been evident in most cases is—the character of the demand has changed, and the relative proportions of skilled and unskilled workpeople from top to bottom in the trade have been altered, the alteration being creative of conditions which make unemployment more frequent and the reward of labour so low as to prevent the workman at work protecting himself by saving against the inevitable slack time.

Question IV.—Are the changes indicated in Ques-tions I. and II. fully compensated for by new demands in other directions for the labour displaced?

Answer IV.—The answer to this question is involved in previous answers, except in so far as it may mean: Do these changes lead to the expansion of national trade? They do, and they do not. National trade: They do, and they do not.
National trade is bound to expand quite apart from
an increased efficiency in national production; and
it would be a great mistake to assume that the enormous increases in the volume of the world's consumption were due more than to a very small extent to the increased efficiency in production. Up to now they have been caused rather by increased efficiency in distribution. The new opportunities for labour which our present expanding world's commerce offers ought not to be regarded as opportunities given in compensation for other opportunities lost, but simply as oppor-tunities which would have arisen practically irre-spective of the efficiency of production in any trade.

Question V .- Do such changes call for greater mobility of labour:

(a) As between different trades, and

(b) As between different branches of the same tradei

Answer V.—Theoretically, yes. Practically, labour would be very foolish if it aided such a mobility. The organisation of labour is absolutely essential in view of the organisation of capital, and it is practically impossible to organise labour if there is much fluidity of labour between trade and trade. Even if the theoretical sociologist may regard the trade unionist who takes this view as being a narrow-visioned man, the chief responsibility imposed upon a trade unionist is not to see that industry twenty years hence will be flourishing, but to see that he and his fellows are able week after week to earn enough money to keep themselves at a proper standard of life. The theoretical long view is a mere academic abstraction to the man who lives by weekly wages.

Question VI.—If so, in what way is the mobility being, or should it be, provided for?

Answer VI .- The answer to this is involved in Answer VII.

Question VII.—If the demands on the adult worker are now more exacting and if the apprenticeship system is falling into disuse, how would you sug-gest that youth be trained?

Answer VII.—To give a complete answer to this question would be to write a treatise on education. The technical school must become an essential part of our educational organisation, and it must be kept absolutely clear of the notions of university men. absolutely clear of the notions of university men. It ought to be linked up with the higher elementary school on the one hand, by adequate scholarships, and with the workshops on the other—I would suggest by some system of half-time apprenticeships. This half-time would not, of course, come into operation within the limits of elementary school age. At the present moment technical education means far too much trade education. If it were directed more to developing a craftsman's capacity in labour, it would contribute more to easing unemployment than the present kind of technical education does.

Question VIII.—In view of the greater complexity of economic conditions, do you consider that some pub'ic organisation (such as, e.g., Distress Com-mittees, Labour Exchanges, and the like) is necessary?

Answer VIII .- I consider that unemployment is becoming more and more a product of general industrial organisation, and less and less the result of individual acts. Therefore, I consider that industrial organisation must be supplemented by social organisation isation so that the victims of the former may receive some amount of protection. I, therefore, think that the Distress Committees and similar organisations are necessary.

APPENDIX No. VII.

REPLIES BY MR. SEEBOHM ROWNTREE TO QUESTIONS SUBMITTED TO HIM BY THE COMMISSION.

Question I .- What is the general effect :-

(a) Of the spread of machinery;

(b) Of more highly organised processes; and.

(c) Of industrial legislation on the demand for labour?

Answer I .- I should say that the general effect of the spread of machinery is firstly to throw a certain number of workers out of employment. I have constantly seen this in my own factory. When we have introduced a machine which did the work of five men, one of the men was kept to superintend the machine, the other four wereas far as this particular work was concerned—thrown out (As a matter of fact I think we have of employment. almost invariably found occupations for them in other parts of the factory, but this is an accidental circumstance).

Ultimately, the cost of production being lowered, competition will force down the price of goods, and the demand for goods will increase.

In connection with the manufacture of the new machines and the work incidental to driving the machinery (i.e. more oil required, more coal required, more water required, etc.), and in connection also with the production of the increased output, due to the lowering of price, there will be a new demand for labour. It may be, of course, that the demand may be for classes of goods other than those the price of which has been lowered by the introduction of machinery; (e.q., machinery may be introduced which lowers the price of clothing. It does not follow that people will demand more clothing, but the money which they save on their clothes they may spend on other goods).

Reverting now to what happens to those originally thrown out of work by the introduction of machinery : -it will depend upon the class of work upon which they were engaged. Some skilled workers may find skilled occupation in industries so nearly allied to their old one that they can readily adapt themselves to the new conditions; (e.g., fitters engaged in making bicycles who may be thrown out by the introduction of machinery, could probably find employment as skilled workers in the manufacture of motor cars). On the other hand, other skilled workers for instance, type-setters thrown out of employment by the linotype machine, would probably be obliged to accept unskilled labour.

I think there is no doubt that those thrown out of employment by the introduction of machinery ultimately all become absorbed, though I should not care to have to prove this economically. I should say that one important immediate effect of the introduction of machinery is that referred to above, namely, the transforming of some of the skilled workers into unskilled workers.

(b).-The effect of the introduction of more highly organised processes is practically the same as that of the introduction of machinery, in-so-much as the effect is to lessen the labour required for a given output.

Answer I. (c) .- Referring to the general effect of industrial legislation it is difficult to answer this question, for the effect must vary with the character of the legislation.

Referring for instance to legislation restricting the hours In our own works we voluntarily reduced the hours of labour from fifty-four to forty-eight per week some ten years ago, but I very much doubt whether the average output per head was lessened even in the case of those working on machines. We associated the introduction of the new system with a general stringing up of organisation, and this will probably always be the case. On the other hand, the effect of certain kinds of industrial legislation might be to throw out of employment the very lowest class of workers; those which it only pays anyone to employ when they can be "sweated." I should imagine that the effect of industrial legislation in the case of these would be the same as the introduction of a minimum wage. Employers would simply say: "under the new conditions it will not pay me to employ these men,' and they will be thrown out of work.

Taking a long view it is probably to the national advantage that these people should be thrown out of work rather than that they should continue in work under conditions which can only tend to lower the standard of life in the country.

Question II.—In particular, do modern developments tend to displace :-

(a) Middle-aged by younger persons; (b) "All-round" skill by specialised mechanical

(c) Skilled labour by unskilled; and

(d) Adult men by women and young persons?

Answer II. (a)-There is no doubt that with the speeding up of modern industry any persons who cannot maintain the quickened speed are not desired by employers.

I do not speak from wide personal knowledge, but I should not suppose that very many men are dismissed at middle age; but there is no doubt that when a man gets to be forty years of age he finds it difficult in many industries to find fresh employment.

Answer II. (b)—There is, I think, no doubt that "all round" skill is being replaced by specialised mechanical skill. This is largely the effect of the modern tendency to the agglomeration of industry. In a small concern there is only work for a few men who must be able to turn their hands to anything, but as the work of industries tends to be more and more performed in large factories, subdivision of labour becomes possible and "all-round" skill tends to become replaced by specialised skill.

Answer II. (c)-In any given industry there is always a tendency for skilled labour to be replaced by unskilled or by partially skilled labour, but in-so-far as this is principally the effect of the introduction of machinery, the manufacture of the machines creates in another industry (i.e., machine-making) fresh openings for skilled

Answer II. (d)-There are two influences at work in modern industry. The work of women and young persons is often unintelligent and mechanical. This is the kind of work which is being replaced by machines which are often superintended by men. Work in our own factory which hitherto was done by five young persons is now being done by a machine, superintended by one man. On the other hand, there is an influence acting in the opposite direction. With the specialisation of industry there is a tendency to replace men performing the whole of a process by a group of men who undertake the difficult and ardous portion of the work and a number of women and young persons doing the lighter and easier parts. I am unable to say whether on the whole the tendency is to increase or decrease the demand for women and young children. This is, however, a question of statistics with which you are familiar.

Question III .- Do modern developments tend to reduce temporarily or permanently the total demand for labour within the trade where such developments occur?

Answer III.—The answer to this question depends upon the special circumstances. Where the article manufactured is practically a monopoly, the price will not drop with the cost of manufacture, and, therefore, the demand for the article will not rise; in such case the effect of machinery will be to reduce the demand for labour in that trade. Again, the introduction of machinery may be accompanied by a reduction in price, but this will not necessarily mean an increase in demand for this specific article at all proportionate to the reduction in price. The savings which the purchaser experiences may create a demand for some other article. case the demand for labour in the trade under consideration would be permanently reduced. In all cases there will be a temporary reduction in the demand for labour in the particular trade, whether machinery is introduced or whether organisation reduces the amount of labour required to produce a given unit of goods. But undoubtedly in certain instances the reduction will only be temporary.

APPENDIX No. VII.—continued,

Question IV .- Are the changes indicated in Questions I and II fully compensated for by new demands in other directions for the labour displaced?

Answer IV .- This has already been answered under Question I.

Question V .- Do such changes call for greater mobility of labour :-

(a) As between different trades, and

(b) As between different branches of the same trade?

Answer V .- Yes, there is great need for greater mobility of labour.

Question VI.-If so, in what way is the mobility being, or should be, provided for?

Answer VI.—In order to get greater mobility of labour the workers must be more intelligent. At present they work too much in a rut without thought; their skill is merely mechanical. Ask them to do anything slightly different from that which they have been accustomed to and they cannot do it. To overcome this, there must be firstly a system of national education which teaches the children to think as distinct from merely supplying them with a quantity of ill-digested knowledge. I have been immensely struck by the low intelligence of the children coming from our York schools, although I believe these compare favourably with other schools elsewhere. Then this ground work of general intelligence must be supplemented by a thorough system of technical classes given either during work hours (in our factory we teach domestic economy to 750 girls during work hours), or else during the evening. These classes should be compulsory. Then it must be remembered that under existing trade union rules mobility of labour is often

forbidden, e.g., a bricklayer who is able and willing to do the work of a stone-mason is forbidden by his trade union to do it.

Question VII .- If the demands on the adult worker are now more exacting and if the apprenticeship system is falling into disuse, how would you suggest that youth be trained?

Answer VII .- I doubt whether the demands on the adult worker from the standpoint of skill are more exact-ing than they were. It requires less intelligence to acquire specialised mechanical skill than "all-round" skill.

I do not know that I can add to what I have replied under Question VI. any suggestion with regard to the training of youth.

Question VIII.-In view of the greater complexity of économic conditions, do you consider that some public organisation (such as, e.g., Distress Committees, Labour Exchanges, and the like) is necessary?

Answer VIII .- I think there is need for some public organisation for the distribution of labour, but it must be upon a much more systematic basis than anything hitherto attempted in this country. Local labour bureaus are by themselves of comparatively small value. I do not say that they are not of value, but they are entirely inadequate. To really deal with the question effectively there should be labour bureaus in all centres of population, and these should be federated and exchange their information two or three times a week as is done in some of the South German States. In a word, labour exchanges are required, but to make them effective they must be federated and thoroughly well organised.

APPENDIX No. VIII.

REPLIES BY MR. FRED THORNE, BUILDER AND CONTRACTOR, TO QUESTIONS SUBMITTED TO HIM BY THE COMMISSION

You will note that my replies in every case have reference to the building trade,

Question I.—Is the general effect of modern develop-ments (such as the spread of machinery, and of more highly organised processes) to increase the demand, on the part of employers, for high skill and intelligence?

Answer I .- The effect of modern machinery has been to create another class of workmen entirely-viz., machinists-who by process of ability are graded in accordance with their skill and intelligence as follows:

(1) Spindle hand.

(2) Minor machinist.

(3) Sawyer.

The process has entailed the higher intelligence of a

The process has entailed the higher intelligence of a small portion of the machinists, and lesser or lower intelligent requirements of the other workers.

The general effect has been to greatly facilitate the output to the disadvantage of the old carpenter and joiner; that is to say, before the institution of machinery these trades took the timber in its crude state and by hand labour developed the work in hand from start to finish.

At present a joiner has all the work prepared for him by the machinist, and has only " to knock it together and finish, except in a very few cases where the machinery is of no avail.

Question II .- Do such developments tend to displace :-

- (a) Higher paid grades of labour by lower paid;
 - (b) Middle-aged by younger persons;
 - (c) Adult men by women and young persons;
- (d) "All-round" skill by specialised mechani-cal skill;
- (e) Skilled labour by less skilled or un-skilled;
 - (f) Regular by easual labour?

Answer II .- The result is there is less work for the accomplished joiner and a less demand for his labour, which will naturally apply to your second question.

- (a) Our answer is no, inasmuch as the wages of the skilled mechanical workers is at a higher grade than the carpenter and joiner, but owing to machinery their output is much larger.
- (b) Our experience is that the middle-aged and older men are much better to employ than younger men, having greater experience.
 - (c) We do not apply women labour.
- (d) "All-round skill" has been displaced to a very large extent by mechanical skill.
 - (e) Yes, the joiner is displaced by the machinist.
- (f) Yes, owing to the effect of modern machinery creating a greater output and therefore greater facility and consequently less permanent labour.

Question III.—Do they tend to reduce, temporarily or permanently the total demand for labour within the trade where such changes occur?

Answer III .- See answer to (1).

Question IV.—If so, are these reductions fully com-pensated by new demands in other directions for the workers displaced?

Answer IV.—Yes, it creates demands on other callings—i.e., manufacture of machinery, etc., decreasing the cost of material and creating a larger market.

Question V.—Do these developments call for greater mobility of labour-

- (a) As between different trades; and
- (b) As between different branches of the same trade?

Question VI.—If so, in what way is the mobility being, or should it be, provided for?

APPENDIX No. VIII .- continued.

Answers V. and VI .- No, because men to-day apply themselves to trade union rules to specialised branches of skilled labour.

Question VII.—In view of the requirements now made on the adult worker, how would you suggest that the youth be trained? Would, e.g., any modification of the apprenticeship system, or technical school education, meet the case?

Answer VII .- In my view the apprenticeship system as it generally obtains unduly penalises the parent or guardian to the exclusion from skilled workers of the majority of the boys, hence our experience shows that by far the greater majority of unemployed workers to-day are of the unskilled class.

For example, take parents whose breadwinner is in my own trade (carpenter, bricklayer, or plasterer), whose weekly earnings average 35s., with, say, five children (three boys and two girls). How are these parents able to apprentice these boys to a trade and the girls to a calling (in some instances where a premium is demanded and a very small remuneration given) without tremendous sacrifice on the part of these parents? My personal experience is that in a typical parents? My personal experience is that in a typical

case like this only one of the family will have the privilege of learning a trade, the remainder swelling the ranks of the unskilled class who will have had to turn out at an early age to earn "the big penny."

Having had this experience as a youth, my system of apprenticeship for boys is to receive them without premium and pay them weekly wages beginning at 6s. and finishing at the age of 21 with 18s., thus relieving the boys' parents of a considerable portion of burden.

It may be impossible to bring the masters into line

on this point, hence I would offer the following suggestion.

It is obvious to most employers who have studied this question that large sums of money are now being wasted in what is termed technical education, boys starting at 10 and on to 14 receiving instruction in various trades (but by far the majority applying them-selves to the carpentry and joinery). The boys would be far better employed completing their elementary education. Money so expended, in my judgment, would be better employed in what I would term State apprenticeship, payments so arranged that the lads would receive wages somewhat pro rata to the terms customary in my own business.

SECOND SET OF QUESTIONS ADDRESSED TO CERTAIN EMPLOYERS OF LABOUR AND OTHERS.

- I.—Is the general effect of modern developments (such as the spread of machinery, and of more highly organised processes) to increase the demand, on the part of employers, for high skill and intelligence?
- II .- Do such developments tend to displace :-
 - (a) Higher paid grades of labour by lower paid;
 - (b) Middle-aged by younger persons:
 - (c) Adult men by women and young persons;
 - (d) "All-round" skill by specialised mechanical skill;
 - (e) Skilled labour by less skilled or unskilled;
 - (f) Regular by casual labour.
- III.—Do they tend to reduce, temporarily or permanently, the total demand for labour within the trade where such changes occur?
- IV.—If so, are these reductions fully compensated by new demands in other directions for the workers displaced?
- V.—Do these developments call for greater mobility of labour:—
 - (a) As between different trades, and
 - (b) As between different branches of the same trade?
- VI.—If so, in what way is the mobility being, or should it be, provided for ?
- VII.—In view of the requirements now made on the adult worker, how would you suggest that the youth be trained; would, e.g. any modification of the apprenticeship system, or technical school education meet the case?
- VIII.—In view of the greater complexity of economic conditions, do you consider that some public organisation (such as, e.g. Distress Committees, Labour Exchanges, and the like) is necessary?
- IX.—What is the practice in your firm as regards overtime? What do you say as to the general disapproval of it on the part of Trade Unions?

REPLIES BY MR. G. H. BAINES, OF THE CENTRAL MARINE ENGINE WORKS, WEST HARTLEPOOL, TO QUESTIONS SUBMITTED TO HIM BY THE COMMISSION.

I would point out that the questions are largely of a hypothetical character, and it may be that the course of observation of one trade, or in relation to one trade, on the part of your correspondents may reveal many differences of opinion. I will, however, endeavour to answer your questions as affected by my observation of the local engineering and shipbuilding trade.

Question I.—Is the general effect of modern developments (such as the spread of machinery, and of more highly organised processes) to increase the demand, on the part of employers, for high skill and intelligence?

Answer I.—To this I would say "Yes" as a whole. But with this it is necessary to couple the observation that the improvement of machinery, and the greater adoption of piece-work owing to the improvement in machinery, enables many processes to be completed, and a given amount of work produced, by a less number of skilled men than used to be the case. But, on the other hand, there is no doubt that the decrease in the cost of production stimulates a greatly-increased demand for goods, and as the general amount of goods produced expands more labour is required, and therefore there continues a demand for high skill and intelligence.

Question II .- Do such developments tend to displace: --

- (a) Higher paid grades of labour by lower paid;
 - (b) Middle-aged by younger persons;
 - (c) Adult men by women and young persons;
- (d) "All-round" skill by specialised mechanical skill;
- (e) Skilled labour by less skilled or unskilled;
 - (f) Regular by casual labour?

Answer II .-

(a) To some extent this is no doubt the case; the perfection of automatic machinery, which is very costly, does not demand so high-paid a grade of labour as in the less complicated machines, where more is left to the individual. This, however, is not inconsistent with the answer to Question I., but is the corollary to it. A few very skilful men are required, but the average complicated machine worker is not so skilled as the "handy" man of the past, and he can afford to work for a lower rate.

work for a lower rate.

(b) and (c) I think not in the engineering trade, except under the necessity of the employer having regard to the increased cost of the Workmen's

Compensation Act.
(d) See answer to (a).

(e) The answer to (a) also applies here. There is no doubt that the specialised mechanical skill applied in the division of labour in processes tends to the cheapening of production by enabling the less skilled person to be constantly employed, and to that extent skilled labour is being displaced by unskilled. Take the pneumatic processes. There is no doubt much less labour is required, but the trades unions endeavour to secure the work for their members to the exclusion of less trained men.

(f) I do not think that regular labour is displaced by casual labour, but see Question III.

Question III.—Do they tend to reduce, temporarily or permanently, the total demand for labour within the trade where such changes occur?

Answer III.—On the whole, there is no doubt that the combination of specialised machinery and more careful organisation, by reducing the difficulties of production, is also to some extent reducing the total amount of labour employed in the manufacture of any given articles, but here again the latter part of answer to (I.) applies. The cheapening of production enormously increases the demand for commodities, and therefore for labour. Question IV.—If so, are these reductions fully compensated by new demands in other directions for the workers displaced?

Answer IV.—I do not think it can be said that new demands in other directions entirely compensate for the displacing of skilled labour which may be assumed to be going on through the increase of organisation, but I do think the total amount of employment is not diminished. But this is only an opinion; I have no facts.

Question V.—Do these developments call for greater mobility of labour—

- (a) As between different trades; and
- (b) As between different branches of the same trade?

Question VI.—If so, in what way is the mobility being, or should it be, provided for?

Answers V. and VI.—These developments certainly call for greater mobility of labour both (a) as between different trades and (b) between branches of the same trade. In the shipbuilding and engineering trades some of the most bitter and prolonged trade disputes during the last ten or fifteen years have occurred over what are called "demarcation disputes." One trades union declines to allow any encroachment on its particular idea as to the right of their particular class to do certain work. The employer thinks that certain work can be done by some other trade, but any change is strenuously resisted. The object of the trades unions being to conserve and extend their power leads to their becoming close corporations, and in my opinion this has been, and is, working to the national disadvantage by preventing that mobility of labour which is necessary. I believe if investigation could be made it would be found that the restrictions on employers are a great national loss.

Question VII.—In view of the requirements now made on the adult worker, how would you suggest that the youth be trained? Would, e.g., any modification of the apprenticeship system, or technical school education, meet the case?

Answer VII.—For well-educated youths, destined to become skilled workmen, foremen, or managers, I think that some modification of the apprenticeship system in the direction of a shortening of the shop period, coupled with a certain amount of technical training, would be an improvement. But for the ordinary artisan I do not suggest any alteration in the training. In any case, elementary technical education ought to be of advantage, and this would be especially the case where the industrial necessity of changing occupation comes upon a man; but my observation goes to show that a very small percentage of those in technical schools derive a life benefit from it. Much money is wasted by the lack of selection of clever youths. I mean, that if the funds now spent by County Councils were directed to greater opportunities for better qualified students (instead of giving a smattering to a large number), more benefit would result to the nation from the higher efficiency of technically-trained workmen.

Question VIII.—In view of the greater complexity of economic conditions, do you consider that some public organisation (such as, e.g., Distress Committees, Labour Exchanges, and the like) is necessary?

Answer VIII.—I think that further public organisation for dealing with labour and labour questions is desirable. I think a Labour Exchange or Bureau in each county council area and in towns of, say, 5,000 population which might in some cases be an official department, and in others a voluntary association, might be established. At present we have no local office or officials of the Local Government Board or of the Board of Trade; the Chambers of Commerce are recognised for commercial subjects, but I think there

APPENDIX No. IX.—Continued.

might be established, preferably by the Local Government Board, as distinct from the Poor Law Organisation or the Home Office, Information Bureaux which would deal with the normal conditions of employment. Certainly not Distress Committees; these arise in times of special depression in trade, but are seldom effective; the establishment of permanent Labour Information Bureaux would render them unnecessary, as these bureaux which would be at work in ordinary times could be expended in times of depression. Here again the trades union will say "apply to us," but I think it is not in the national interest to increase the functions of trades unions on that side. These bureaux would help in the "mobility" referred to above.

Question IX .- What is the practice in your firm as regards overtime? What do you say as to the general disapproval of it on the part of trade

Answer IX .- Our own practice is to discourage overtime as much as is possible. In the production, how-

ever, of repairing work for ships and machinery, and frequently in the production of new work, brief periods of overtime are necessary, and are always paid for at a specially increased rate of pay. If the trade becomes really busy, so that the means of production are not equal to the demand, a special night-shift is put en, and this costs at the rate of about 35 per cent. above ordinary day rate. Overtime cannot be altogether ignored and dispensed with, and the attempts on the part of trades unions to convert leaves are on the part of trades unions to generally lessen over-time are recognised in our trade as, on the whole, beneficial to both employers and men. But, on the other hand, there is an amount of interference with necessary casual overtime on the part of the trades which is most unreasonable and irritating. especially in cases of emergency. It has been produc-tive of injury to the trade and of much ill-feeling be-tween employers and workmen. It must be remem-bered that whilst the employer and the trade union both discourage systematic overtime (and the latter casual overtime), the individual workman is always willing, nay eager, to work overtime in moderation.

APPENDIX No. X.

REPLIES BY MR. J. MILNE BARBOUR, MANAGING DIRECTOR OF THE LINEN THREAD COMPANY, LIMITED, TO QUESTIONS SUBMITTED TO HIM BY THE COMMISSION.

I am Managing Director of the Linen Thread Company, Ltd., which company consists of a group of subsidiary companies, carrying on the following branches of trade :-

Flax, hemp, and tow spinning. The manufacture of linen threads,

The manufacture of twines,

The manufacture of nets for all purposes, from flax, hemp, and cotton.

These subsidiary companies, comprised in the Linen Thread Company, Ltd., employ about 2,500 hands in Renfrewshire and Ayrshire and about 4,000 hands in the counties of Antrim and Down, Ireland, the greater portion of which is female labour; and while the general trend of your questions would indicate that you are trying to account for, and remedy, the state of unemployment, our experience has always been one of great difficulty in securing the processary amount of great difficulty in securing the necessary amount of great difficulty in securing the necessary amount of female labour for the carrying on of our operations in the districts above referred to. This I consider is due in part to the nature of the employment being unattractive in itself, and also due to the comparatively low rate of wages prevailing in the trade. Hitherto the flax spinning industry has suffered a great deal from the low prices at which Continental spinners have been in the habit of delivering yarns in the Belfast Market. On the Continent longer hours are worked and the rate of wages is lower. Locally, for adults the rate of wages would run about from for adults the rate of wages would run about from 25s. to 30s. per week for male labour, and about 12s. per week for female labour. To reply to your questions.

Question I.—Is the general effect of modern develop-ments-(such as the spread of machinery, and of more highly organised processes) to increase the demand, on the part of employers, for high skill and intelligence?

Answer I .- I certainly do consider the general effect of modern developments requires the exercise on the part of employers and foremen of high skill and intelligence, and especially of administrative ability

Question II. - Do such developments tend to displace -

- (a) Higher paid grades of labour by lower paid:
- (b) Middle-aged by younger persons;
- (e) Adult men by women and young persons;
- (d) " All-round" skill by specialised mechani-
- (e) Skilled labour by less skilled or unskilled :
- (f) Regular by casual labour?

Answer II .- The nature of the duties of the employees in the flax-spinning industry is that of attending to machinery, and careful attention is really more demanded than any great degree of skill or experience, as we find that, the more mechanical the operations are, and the less the human element enters into it, the more uniform is the quality of the work produced. The effect of modern machinery, however, is to increase the productivity of each individual operative.

Question III.—Do they tend to reduce, temporarily or permanently, the total demand for labour within the trade where such changes occur?

Question IV.—If so, are these reductions fully com-pensated by new demands in other directions for the workers displaced?

Answers III. and IV .- I do not consider that modern developments tend to reduce the demand for labour, as the cheaper a product can be put on the market there is every likelihood of its being used more extensively. This especially holds good in the case of the linen trade, which has a most formidable rival in cotton. Cotton can in many cases be substituted for linen, the cheaper prices off-setting in the eyes of some the difference in merits between the two fibres. On the whole, the number of hands employed in the fac-tories of which I have knowledge has remained about stationary for the last ten years.

Question V.—Do these developments call for greater mobility of labour-

- (a) As between different trades, and
- (b) As letween different branches of the same

Answer V.-I think a greater mobility or versatility of labour would be very desirable, both as between dif-ferent trades and as between the different branches of the same trade, as in nearly every business there are different departments, and these departments may not always be uniformly busy at different periods of the year, and so an operative who could turn his or her hand to any branch would be more sure of constant employment.

Question VI .- If so, in what way is the mobility being, or should it be, provided for?

Answer VI.—I do not think this mobility or versa-tility is being provided for at present. I think in the elementary schools no attention or special education is given to the branch of industry in which the children are likely to be employed, and I think that a worker would be more likely to carry out his or her particular duty if he or she had been previously instructed generally in the nature of the manufacturing processes,

APPENDIX No. X .- Continued.

and of the trouble or defects that ensue if his or her work is negligently carried out. In connection with nearly all our Irish mills there is a school where children of the operatives and half-timers are sent. Most of those children eventually go into the various mills, while there is no attempt made in those schools to interest the children and instruct them in flax spinning. I do not know how trades unions would regard mobility or versatility of labour, as they divide off various branches into trades, and are very jealous that no work which they consider as belonging to their trade should be done by anyone who is generally regarded as belonging to another trade.

Question VII.—In view of the requirements now made on the adult worker, how would you suggest that the youth be trained: would, e.g., any modification of the apprenticeship system, or technical school education meet the case?

Answer VII.—As the bulk of our labour consists of what is termed unskilled labour we have little to do with the apprenticeship system; and so far as technical school education is concerned, this is really of more service to those who wish to qualify themselves as foremen, and I do not think is likely to appeal much to the main body of unskilled operatives.

Question VIII.—In view of the greater complexity of economic conditions, do you consider that some public organisation (such as, e.g., Distress Committees, Labour Exchanges, and the like) is necessary?

Answer VIII.—It seems to me that some public organisation, such as labour exchanges, which can make themselves familiar with the supply and demand for labour in the various localities, and endeavour to transfer surplus labour from one locality to fill the shortage of labour in another locality, should help, even if such imported labour should receive a certain amount of assistance while making itself familiar with what might be a new industry to it. I have known instances where the Truck Act imposes a hardship on those people who try to move about in search of em-The employer does not care to advance money to enable a new hand to get lodgings, and very often the worker is unable to pay for his or her keep until pay-day comes round. I have thought at times of building a lodging-house at one or more of our works, where such workers could be taken in, and housed and fed more cheaply and more comfortably than they could provide for themselves, but of course such lodging-houses would be for operatives who would have little to tie them to the locality, and unless the employer could make sure that he could house them and feed them without loss and without fear of them decamping as soon as they had drawn their pay, he would be unwilling to go to the expense of putting up such a lodging-house. The Truck Act, while in the main a most beneficent measure, thus interferes with a scheme that might work well.

Question IX.—What is the practice in your firm as regards overtime? What do you say as to the general disapproval of it on the part of Trade Unions?

Answer IX.—Overtime in our companies is almost unknown, and is only resorted to in cases of emergency. As a systematic practice, I do not think overtime i economically satisfactory.

APPENDIX No. XI.

REPLIES BY MR. ARCHIBALD BARR, D.Sc., M.Inst.C.E., REGIUS PROFESSOR OF ENGINEERING AT THE UNIVERSITY OF GLASGOW, TO QUESTIONS SUBMITTED TO HIM BY THE COMMISSION.

Question I.—Is the general effect of modern developments (such as the spread of machinery, and of more highly organised processes) to increase the demand, on the part of employers, for high skill and intelligence?

Answer I.—I am of the opinion that the introduction of machinery tends, on the whole, to an increase in the demand for high skill and intelligence. The introduction of machinery into any industry may enable comparatively unskilled men to produce, in part, articles that could only be made by hand by highly skilled craftsmen, but, on the other hand, it often demands higher intelligence and knowledge to undertake other parts of the work and to superintend the whole process of production.

The effect of the introduction of machinery on the demand for skilled labour cannot be judged by such statements as that the introduction of a certain machine has enabled one man to turn out as much as several hand workers, but must be viewed as one detail of a general change in methods and processes and in workshop organisation, and the broad effect of such changes during the past 50 years has been, I believe, to raise the demand, both as to quality and quantity, for highly skilled workers.

The demand for the products in any industry must largely be governed by the price at which the goods can be produced. For example, everyone, I think, must realise that the introduction of the power-driven printing press has not led to the employment of fewer skilled men in the printing trades than would have been employed did we depend to-day on hand printing.

ployed did we depend to-day on hand printing.

If a mechanical craft depended to-day upon hand work, and the demand for the products was on the present scale, there would probably be more unskilled labour employed in handling material and such-like work than is the case under modern systems of production; and this type of labour now largely finds employment in the tending of machines—work that demands higher intelligence and more interest on the

part of the unskilled workers than would be required were the processes of production less highly organised. Question II.—Do such developments tend to displace:

- (a) Higher paid grades of labour by lower paid;
 - (b) Middle-aged by younger persons;
 - (c) Adult men by women and young persons;
- (d) "All-round" skill by specialised mechanical skill;
 - (e) Skilled labour by less skilled or unskilled;
- (f) Regular by casual labour?

Answer II .-

(a) The increased demand for products, referred to above, leading to an increased demand for highly intelligent labour, must also increase the power of the worker to demand a higher rate of wages in view of his services being more in request and more productive. I do not think that, as a matter of fact, lower paid—and therefore in most cases, less skilful—workers are displacing better men under modern conditions of employment.

(b) In the case of the skilled workman there is a progressive increase in skill and also in useful knowledge until he is past middle life, and hence he is unlikely to be displaced by a younger man. In the case of unskilled workers, whose labour demands strength and endurance, with but little skill, there may in some cases be such displacement. Advancing age is sometimes accompanied by irregularity of time-keeping, and makes it desirable to dismiss the workmen on that account. This, and the reduced efficiency of quite old men, when taken in conjunction with the action of some trade unions in prohibiting the employment of such men at a rate of pay proportional to this impaired efficiency, undoubtedly does lead to the displacement of such men, especially if they have, of

APPENDIX No. XI.-Continued.

their own choice or by force of circumstances, changed from one workshop to another; but employers of the best class are very willing, as a rule, to keep on old hands, though they may not be able economically to employ such men at the standard rates. Old men would no doubt much prefer to work at their own trades at reduced rates rather than be turned adrift into the unskilled class, and there is no valid reason why they should not be permitted to do so at rates of remuneration

proportional to their productiveness.

(c) Modern developments have created a demand for women and boy workers in factories to a greater extent than in the past, not necessarily as dis-placers of adult men, but in addition to them. It is seldom found to be permanently economical to employ women or boys in place of men; their lesser powers of endurance and the more frequent changes in the personnel involved in such employment are deterrent to their employment for work that would normally be done by men. The em-ployment of such labour has often been tried, with apparent success for a time, but it is usually aban-doned for such reasons as are indicated. On the other hand, the introduction of machinery has created a quite legitimate demand for women and boys at rates of pay that they could not secure under cruder methods of production. (d) In most factories, excepting perhaps the

largest and those manufacturing repeat work in large quantities, the "all-round" man is more valued than the man who can do only one operation or understand only one process. It is neces-sary to provide considerable flexibility among the workers to meet such day-to-day contingencies as sickness, accidents, leave, promotion, etc., in cases in which the vacant place must be filled imme-diately. As it is not economical to keep reserve men for such occasions unless they can be usefully employed, a certain number of "all-round" men are required, and the increasing complexity of modern mechanical processes tends, I believe, to increase rather than decrease the demand for such

(e) See answers to I and IIa.

(f) It is always more efficient to employ a worker who knows the factory, the special conditions of employment, and the foreman, in preference to a stranger equally skilled in the general sense, and as organisation grows this will apply increas-ingly, as the incidental losses incurred by the employment of new hands are greater the greater the capital expended on machines that must be kept working continuously and economically.

Question III.—Do they tend to reduce, temporarily or permanently, the total demand for labour within the trade where such changes occur?

Answer III .- The introduction of more perfect and more fully automatic machines may reduce the demand for labour in a given trade temporarily, but only so long as the demand for the article produced is not correspondingly increased by the change; but more economical production must in the long run lead to a reduction in the selling price of the article and an increased demand for it. In time—and in general this time is short—improved methods produce an increased demand in greater ratio than the reduced employment per article. The question of the effect of the introduction of improved machines is therefore one of just how long it will take for such new methods to sufficiently increase the demand for the articles in question.

Question IV.—If so, are these reductions fully com-pensated by new demands in other directions for the workers displaced?

Answer IV.—This question is hard to answer in general terms. I think it will be seldom that a highlyskilled craftsman will be permanently displaced by the introduction of machinery. Men must still be required who know the nature of the result to be attained, but in many cases there may be difficulty in such men, displaced by a temporary reduction in the demand for skilled labour, finding immediate employment. It may be remarked that highly-specialised skill in craftsmonship cannot readily find employment in other kinds of work, but when skill depends upon the understanding of more or less complex machinery, the man who has acquired such skill can more readily turn it to

good account in some other industry depending also upon a knowledge of machinery. Temporary displacement of men under the newer conditions will therefore, in all probability, become less serious as the industries come more and more to depend on intelligence in the working of machines and less upon skill of hand.

Question V .- Do these developments call for greater mobility of labour :-

(a) As between different trades, and

(b) As between different branches of the same trade?

Answer V.—This must depend on how widely separated the different branches may be. For instance, in the heavier class of engineering work at least, a good fitter is seldom a good turner, and vice versa, but skilful cabinet maker may make quite a good joiner. I think that a skilled worker's training should be made as general as possible, subject to the limitation that he must learn one branch of trade thoroughly. His chance of continued employment will then be somewhat greater than it would be if his knowledge were of a more limited kind.

Question VI.—If so, in what way is the mobility being, or should it be, provided for?

Answer VI.-I see no economic reason why, for example, a man trained as a pattern maker should be excluded by a trades union or otherwise from acting as a joiner if he is able to work efficiently as such.

Question VII.—In view of the requirements now made on the adult worker, how would you suggest that the youth be trained: would, e.g., any modification of the apprenticeship system, or technical school education, meet the case?

Answer VII .- The general effect of modern industrial development being to increase the demand for really skilled and intelligent workers, the training of really skilled and intelligent workers, the training of apprentices is becoming increasingly important. The problem is complicated by the tendency which un-doubtedly exists, and must exist, to take the greatest advantage of the labour of apprentices during their training. I think that it is possible to arrange a suit-able system of apprenticeship combined with attendance at continuation classes in the evenings, in appro-

priate subjects, provided that some temporary sacri-fice be made by the employer.

It is essential to a suitable training that the boy be not kept too long at one operation or in one department. If his training is sacrificed to the demand for a very limited and highly specialised skill in the management of one kind of machine or in one operation, the factory may benefit at the moment, but will suffer later on in having too few thoroughly trained men to draw upon when conditions change, as they must do in any progressive industry. The superintendence of such a training, involving a carefully graded series of changes of work combined with courses of instruction in the science and technology pertaining to the industry, should not be left to chance, but should be looked after by someone in sufficient authority to say whether the immediate interests of the factory as a producing organisation must be set aside to some slight extent in order to secure a better ultimate result. Such superintendence of the interests of apprentices requires to be in the hands of a man of broad views and sympa-thies, and such will be the more easily found as scientific and technical education advance.

Now, many managers, and even foremen, as well as employers themselves, have had training in universi-ties and technical colleges, and the broader views such men should be able to take, and I believe as a rule do take, will lead them to look further ahead, and not to sacrifice the future of their own business or of the industry in general to any narrow and immediate in-terests. In many cases the teachers in technical even-ing classes are themselves engaged during the day as managers, foremen, or draughtsmen, and so come into contact with apprentices not only in the school, but

in the factory or workshop.

I do not think that any systems of training which can be devised outside the daily factory routine, as by trade schools or by establishing a separate department within the factory for the purpose, are likely to be satisfactory, except, perhaps, in the case of very large establishments. It is an advantage not to be over-looked for apprentices from one factory or workshop to meet with those from another. This broadens their

APPENDIX No. XI.—Continued.

views and prevents the teacher from devoting the class hours to very specialised questions affecting only one branch of a trade; and besides, it will no doubt have the effect of letting the conditions of employment in various factories or workshops be more generally known, and so secure for the best-organised factories a supply of the most promising material of which to make men of wide skill and intelligence.

I think that the existing arrangements in most centres of industry are amply sufficient for the requirecentres of industry are amply sufficient for the require-ments of the ordinary apprentice. What is required is a more enlightened view on the part of employers, managers, and foremen, so that boys may be able to take full advantage of the facilities offered by evening science and arts classes. I think there is ample evi-dence that more enlightened views are being taken as time goes on, and, as I have said, the greater advantage that is being taken of the facilities now offered in all large centres for high scientific and technical training by youths who will become employers and managers, will lead to a rapid increase in the required enlightenment among leaders of industry.

Question VIII.—In view of the greater complexity of economic conditions, do you consider that some public organisation (such as, e.g., Distress Com-mittees, Labour Exchanges, and the like) is necessary?

Answer VIII.—I do not consider that any new organisation is needed to look after skilled workers. Such work is already efficiently performed by the trades unions and otherwise, and it is directly to the men's own interests that there should be ready and free exchange of information as to the demand for labour of certain kinds in any district. It is reasonable to expect that such information will always be provided by the men's own societies. In any of the organised trades at the present time it is always possible to secure such numbers of men as may be wanted at any given time up to the whole number who are out of work—at least, in the case of those who belong to the union of their trade. The number of non-union men in the most skilled trades is small, and I do not think that the disadvantages attendant upon the establishing of an independent Labour Exchange would be compensated for by any probable gain in getting into better touch with this minority. Such exchanges might conflict with the existing institutions which have grown up spontaneously; and I think skilled men who can be well recommended can usually find out where employment can be had. Apart from the unions, foremen readily hear of good men who are on the lookout for work, and in my experience there is seldom any difficulty in getting good men, except when the trade is so busy that such men are not available.

Question IX.—What is the practice in your firm as regards overtime? What do you say as to the general disapproval of it on the part of trade unions?

Answer IX .- We work overtime only when we find it quite necessary to do so, and then to as limited an extent as is consistent with the urgency of the demand. Our week is of 50 hours, and therefore, on special occasions, we can 'work overtime without in all cases exceeding the customary length of the working week.

In any workshop in which machinery is largely em-

ployed it would not be possible, economically, to install machines of each kind to the number that might be required at a period of exceptional demand, which may last only for a week or two in the year, and it is usually in the machine shop that we find overtime necessary. There are exceptional times when hand workers (fitters, etc.) have to work overtime. The work is highly specialised, and it would not be possible to get, at short notice, skilled workmen to meet a very temporary increase in the required output, and even if generally skilled men could be got they could not be trained to the special work in time to meet an emergency. This, I think, must be the case in many workshops.

The employment of additional hands in cases of special push is not practicable in all cases. At the same time, I think the systematic working of overtime should not be encouraged in the interests either of the employer or of the workmen. Our experience is that after a spell of overtime the efficiency of the men falls off, so that the interests of the manufacturer are probably only served by overtime work in so far as overtime allows of a greater output being made for a short time,

with little or no increase of output over the year.

Trades unions would, I think, be shortsighted were
they to oppose occasional overtime work, but they may
reasonably object to overtime if it becomes customary in any shop with a view to a reduction in the normal number of men that could be reasonably and economically employed.

We have had no remonstrance from the trades unions

regarding overtime work in our shops.

APPENDIX No. XII.

SIR WILLIAM BILSLAND, BART., LL.D., LORD PROVOST AND CHAIRMAN OF THE DISTRESS COMMITTEE OF THE CITY OF GLASGOW.

Question I .- Is the general effect of modern developments (such as the spread of machinery, and of more highly organised processes) to increase the demand, on the part of employers, for high skill and intelligence?

Answer I .- In my opinion the general effect of modern development has been to increase the demand on the part of employers for high skill and intelligence. This, I think, was inevitable

Question II.—Do such developments tend to displace:—

- (a) Higher paid grades of labour by lower
- (b) Middle-aged by younger persons;
- (c) Adult men by women and young persons;
- (d) "All-round" skill by specialised mechanical skill:
 - (e) Skilled labour by less skilled or unskilled;
 - (f) Regular by casual labour?

Answer II .- Questions (a), (b), (c), (e), and (f), I would answer in the negative.

Question III.—Do they tend to reduce, temporarily or permanently, the total demand for labour within the trade where such changes occur?

Answer III.—The effect of those modern developments has, I think, been to reduce slightly the total demand for labour within the trade, where such changes occur. That reduction will, in all probchanges occur. That reduction will, in all probability, be a steadily growing one, and I think may be taken as permanent.

Question IV.—If so, are these reductions fully com-pensated by new demands in other directions for the workers displaced?

Answer IV .- It never has been brought home to me that those reductions were fully compensated by new demands in other directions for the workers displaced. The reductions may, to some small extent, be com-pensated in other ways. In what manner and to what extent I would not care to venture an opinion. I however, have the feeling that the demand which may spring up in other directions compensates to only a very small extent the reductions.

APPENDIX No. XII .- Continued.

Question V.—Do these developments call for greater mobility of labour:—

(a) As between different trades, and

(b) As between different branches of the same trade?

Answer V.—I think it naturally follows that, where changes are continually taking place in a trade as to the methods of working, a man must be prepared to adapt himself rapidly to those changes, otherwise he undoubtedly runs the risk of losing his employment. The necessity, however, for this mobility I would confine to different branches of the same trade, as I de not think that the average man should be expected to adapt himself to other trades.

Question VI.—If so, in what way is the mobility being, or should it be, provided for?

Answer VI.—I am not aware of any provision which has been made to meet the necessity for greater mobility of labour.

Question VII.—In view of the requirements now made on the adult worker, how would you suggest that the youth be trained: would, e.g., any modification of the apprenticeship system, or technical school education, meet the case?

Answer VII.—I would strongly advocate a comprehensive system of technical school education.

Question VIII.—In view of the greater complexity of economic conditions, do you consider that some public organisation (such as, e.g., Distress Committees, Labour Exchanges, and the like) is necessary?

Answer VIII.—I am unhesitatingly of the opinion that the existence of some public organisation, whose functions are to deal with the distress arising through lack of employment, is necessary.

Question IX.—What is the practice in your firm as regards overtime? What do you say as to the general disapproval of it on the part of trade unions?

Answer IX.—The practice in my firm for many years has been to pay an agreed-on rate per hour as regards overtime, and in this matter we have always had the approval of the trades unions.

APPENDIX No. XIII.

REPLIES BY SIR WILLIAM CRAWFORD, OF THE YORK STREET FLAX SPINNING COMPANY, LIMITED, BELFAST, TO QUESTIONS SUBMITTED TO HIM BY THE COMMISSION.

Question I.—Is the general effect of modern developments (such as the spread of machinery, and of more highly organised processes) to increase the demand, on the part of employers, for high skill and intelligence?

Answer I .- For most of our departments the answer is "No"; for the others, "Yes."

Question II .- Do such developments tend to displace :-

- (a) Higher paid grades of labour by lower paid;
- (b) Middle-aged by younger persons;
- (c) Adult men by women and young persons;
- (d) "All-round" skill by specialised mechanical skill;
- (c) Skilled labour by less skilled or unskilled;
 - (f) Regular by casual labour?

Answer II .- (a) No.

- (b) No.
- (c) No.
- (d) Yes, in a few instances.
- (e) No.
- (f) No.

Question III.—Do they tend to reduce, temporarily or permanently, the total demand for labour within the trade where such changes occur?

Answer III .- Temporarily, to a small extent.

Question IV.—If so, are these reductions fully compensated by new demands in other directions for the workers displaced?

Answer IV.—Yes, further developments of the trade give them full employment, and it may be noted that Belfast is the district of the United Kingdom in which there is the smallest percentage of paupers.

Question V.—Do these developments call for greater mobility of labour—

(a) As between different trades; and

(b) As between different branches of the same trade?

Answer V.—In some instances and to a small extent, as (b).

Question VI.—If so, in what way is the mobility being, or should it be, provided for?

Answer VI.—A person is taken from one job and put to another.

Question VII.—In view of the requirements now made on the adult worker, how would you suggest modification of the apprenticeship system, or that the youth be trained? Would, e.g., any technical school education, meet the case?

Answer VII.—About one per cent. of males and half as many females should receive specialised technical education. The great body of the youth should should receive an improved and more thorough primary education. The apprenticeship should be supplemented with instruction in the technical school bearing on the trade the young person is learning, or, in the case of exceptionally promising young people, a portion of the apprenticeship should be spent in that school for theoretical and specialised instruction bearing on the occupation for which they are preparing.

Question VIII.—In view of the greater complexity of economic conditions, do you consider that some public organisation (such as, e.g., Distress Committees, Labour Exchanges, and the like) is necessary?

Answer VIII.—Do not seem to be necessary in Belfast.

Question IX.—What is the practice in your firm as regards overtime? What do you say as to the general disapproval of it on the part of trade unions?

Answer IX.—For the great majority of our workers the hours are limited by law. In making-up departments overtime is a necessity at certain seasons, e.g., when preparing "season" goods for shipment. Here also overtime is limited by the Act, as regards women and children. As a firm we do not like overtime.

REPLIES BY MR. W. A. DARBISHIRE TO QUESTIONS SUBMITTED TO HIM BY THE COMMISSION.

I am a managing partner of a slate quarry company in Nantlle, near Carnaryon. I claim to have had more experience in the relations of master and workman than any one else so engaged.

Question I.—Is the general effect of modern developments (such as the spread of machinery, and of more highly organised processes) to increase the demand, on the part of employers, for high skill and intelligence?

Answer I.—The demand for workmen capable of using machinery is increased in a very slight degree; such demand is now more easily supplied than 40 years ago. The skill in manipulating and working rock so as to be productive is less easily met with than 40 years ago.

Question II .- Do such developments tend to displace :-

 (a) Higher paid grades of labour by lower paid;

(b) Middle-aged by younger persons;

- (c) Adult men by women and young persons;
- (d) "All-round" skill by specialised mechanical skill;
 - (e) Skilled labour by less skilled or unskilled;
 - (f) Regular by casual labour?

Answer II.—(a) Such developments do not displace higher paid labour by lower paid; but enable inferior workmen to obtain higher wage than of old; and ipso facto enable the elever manipulator to take the place of the intelligent craftsman.

- (b) No such displacement is a necessary consequence as far as middle-aged men are concerned.
- (c) Adult men are not displaced by young persons of less than 15 years.
- (d) "All-round skill" has practically disappeared from the "slate-producing" work; strictly speaking the "rockman" is still a person whom machinery has not replaced so far.
- (e) No doubt machinery has displaced manual skilled labour.
- (f) Such a form of employment as "casual labour" is almost unknown in a reasonably well conducted slate quarry.

Question III.—Do they tend to reduce, temporarily or permanently, the total demand for labour within the trade where such changes occur?

Answer III.—There is a tendency to reduce permanently the demand for labour in the face of such changes.

Question IV.—If so, are these reductions fully compensated by new demands in other directions for the workers displaced?

Answer IV.—These reductions are compensated by new demands outside the slate district—viz., by way of emigration either to coal districts or to the States.

Question V.—Do these developments call for greater mobility of labour:—

- (a) As between different trades, and
- (b) As between different branches of the same trade?

Answer V.—There is no requirement in favour of mobility.

Question VI.—If so, in what way is the mobility being, or should it be, provided for?

Answer VI.—Practically an apprentice system prevails in the slate industry, and limits the number of applicants for work as slatemakers; there is no such thing and no need of mobility as regards ordinary labour.

Question VII.—In view of the requirements now made on the adult worker, how would you suggest that the youth be trained; would, e.g., any modification of the apprenticeship system or technical school education meet the case?

Answer VII.—I have no respect for any attempt to teach a trade such as the slate quarryman's at school; the education at technical or other schools should tend towards teaching pupils to speak the truth to themselves, to being thorough in any work which they undertake; to be alert, and possessed of courage, and physically quick and resolute; the eye, hand, and will should be drilled into harmonious action.

Question VIII.—In view of the greater complexity of conomic conditions, do you consider that some public organisation (such as, e.g., Distress Committees, Labour Exchanges, and the like) is necessary?

Answer VIII.—In regard to the slate trade I consider that no Distress Committees, Labour Exchanges, or the like are needed.

Question IX.—What is the practice in your firm as regards overtime? What do you say as to the general disapproval of it on the part of Trade Unions?

Answer IX.—Our firm have a rule as to overtime. I consider that general disapproval of such arrangements is a stupid and ignorant restriction in any trade, and an absurdity in the reasonable management of a slate quarry.

APPENDIX No. XV.

REPLIES BY MR. ARCHIBALD DENNY, OF MESSRS. DENNY & BROS., DUMBARTON, TO QUESTIONS SUBMITTED TO HIM BY THE COMMISSION.

Question I.—Is the general effect of modern developments (such as the spread of machinery, and of more highly organised processes) to increase the demand, on the part of employers, for high skill and intelligence?

Answer I.—In shipbuilding, in which so many different trades are employed, it is difficult to give a general answer to this question; it would almost require to be considered departmentally. Some of the trades interested, indeed those most highly paid, notably the rivetters, can hardly be called highly skilled men,

nor do they require an exceedingly high grade of intelligence. Their work is to a large extent hard manual labour, and up till now they have resisted, either wisely or unwisely for themselves, the introduction of pneumatic rivetting hammers, which would save them the hard manual labour, but probably would not demand any higher intelligence.

In the iron fitters, for those concerned in the fashioning of the framing of the vessel and the fitting of the skin plating, decks, etc., additional appliances are being somewhat slowly introduced, as there is not much

APPENDIX No. XV .- Continued.

room for improvement, except in regard to size of appliances, and speed in working, notably in punching and shearing machines, but the present tendency is on the lines of simplification in design of vessels to dispense as far as possible with intricate work, and to replace rivetted structures as far as possible by rolled sections.

Another development which has taken place in certain yards is in the direction of templating work from the boards in place of working to templates at the ship herself. Templates are made from the drawings of the vessels, which work requires an increased intelligence on the part of a few heads of squads, and thus we have a higher scale of intelligence generally throughout the younger men, the older men, not being able to adapt themselves to the changed conditions, doing the simpler part of the work.

In joiner and carpenter work, much more use is now made of machinery in the preparation of the material, and this has increased the output of work, and in our case, where piece work is almost universal in these departments, the men now work direct from the plans and organise the work in a better way, thus developing their intelligence.

The other trades involved, namely, painting, plumbing, upholstery, electricians, tinsmiths, etc., are very much in the same position as when they were in the early days of the industry, although in painting work, a certain use has been made of machinery, the paint being sprayed on the surface instead of applied by brushes; this is used only however in coarse work where skill is not required, also in gilding a certain use is made of small machines with the gold in long rolls in place of each gold leaf being individually cut, but this development might almost be excluded as trivial.

Generally in the handling of materials more numerous and improved appliances are in use, relieving the men of a great part of unskilled labour.

Question II .- Do such developments tend to displace-

- (a) Higher paid grades of labour by lower paid;
- (b) Middle-aged by younger persons;
- (c) Adult men by women and young persons;
- (d) "All-round" skill by specialised mechanical skill;
- (e) Skilled labour by less skilled or unskilled;
- (f) Regular by casual labour?

Answer II .- (a) No.

- (b) Not in our experience.
- (c) No.
- (d) Yes; to a certain extent.
- (e) No.
- (f) No.

With reference to our answer to question (b) we may say that we have a means of ascertaining generally the ages of our employees, as we have an accident fund society, in which that information is necessary, and the accompanying table gives the numbers of men and their ages at present employed with us. (See App. No. XV. (A)).

It will thus be apparent, so far as we are concerned, modern conditions have not led us to dispensing with our older men. We are, however, so far affected by modern conditions that we would perhaps be more particular than we were at an earlier date not to employ strange men advanced in years.

Question III.—Do they tend to reduce, temporarily or permanently, the total demand for labour within the trade where such changes occur?

Answer III.—In view of the increased use of machinery the product is increased, but the development of trade seems to make up for this, and the changes are so slowly introduced in shipbuilding that they affect only a few men at a time, who are easily absorbed in other work.

Question IV.—If so, are these reductions fully compensated by new demands in other directions for the workers displaced?

Answer IV .- Answered above.

Question V.—Do these developments call for greater mobility of labour—

- (a) As between different trades, and
- (b) As between different branches of the same trade?

Answer V .- No, and included in No. III.

Question VI.—If so, in what way is the mobility being, or should it be, provided for?

Answer VI .- Included in No. III.

There is of course in connection with every industry a certain number of unskilled labourers as distinguished from tradesmen who have served their apprenticeship at their various trades; but in shipbuilding the amount of what might be called wholly unskilled labour is small, and is confined to odd labour employed in the transport of material, or in cleaning the various shops and the yard generally. The so-called unskilled labour employed by the sub-contractors, for instance in the plating and framing squads, is paid at nearly double the rate of wholly unskilled labour, and after being so employed for some years the men become practically skilled assistants, but the Trade Unions will not of course acknowledge them as tradesmen. We have known instances where such a labourer served his time after attaining his majority and became a tradesman, but such an event is not looked upon with favour by the unions. Wholly unskilled labour is, of course, the first group to feel the pinch of dull times, because their wages are not at any time high, and they seem also to be the group of labour which is as a rule the least thrifty, practically living from hand to mouth. We merely state this fact without discussing whether this is their misfortune or their fault.

Question VII.—In view of the requirements now made on the adult worker, how would you suggest that the youth be trained? Would, e.g., any modification of the apprenticeship system, or technical school education meet the case?

Answer VII.—We think that as far as possible the apprenticeship system should be continued and that lads should be encouraged to become apprentices rather than immediately on leaving school taking up casual labour. which is usually more highly paid at the moment than the apprentice is. We find by enquiry of the masters of the schools that the tendency is for a boy to leave school the very day he attains the age of 14, and take up some casual employment, such as going errands, driving a baker's van, etc., forgetting that while they may get somewhat higher wages than an apprentice for the moment, no sooner are they of such an age as to require a rise of wages than they are turned off for another young lad, and go to join the ranks of the casual labourer. For this the parents we hold are responsible to a great extent, as they either covet the higher wages for themselves, or allow the lad to have them without explaining the drawbacks; but the control of the parents over their children seems to be much less than it was 30 or 40 years ago.

Question VIII.—In view of the greater complexity of economic conditions, do you consider that some public organisation (such as, e.g., Distress Committees, Labour Exchanges, and the like) is necessary?

Answer VIII.—We think Distress Committees, especially if they be official, do more harm than good, and give the workman the idea that the State has to provide him with employment and that he is entitled to get 1s. for doing 3d. worth of work. We are strongly in favour of encouraging the Friendly Societies and the thrift side of the men's unions, by which workmen themselves make provision for their out-of-work spells and old age.

Labour exchanges we are favourable to, as saving the workman or labourer from travelling great distances only to be disappointed in getting work, but they should be efficiently worked and be in close communication with each other, so that labour may be shifted rapidly to the point where it may be required.

cation with each other, so that labour may be shifted rapidly to the point where it may be required.

Question IX.—What is the practice in your firm as regards overtime? What do you say as to the general disapproval of it on the part of trade unions?

Answer IX.—The practice of our firm in regard to overtime is to avoid it wherever possible. The reason for this we think must be apparent when we say that any overtime that is worked has to be paid for at the rate of time and half on ordinary days and double

time on Sundays, and that it must be less efficient than the usual labour, in that the man has already worked a full day. We therefore never ask our men to work overtime if it can be at all avoided. The general disapproval of overtime by trade unions is thus in general agreement with our practice, except in so far as the trade unions would like to make castiron rules, which we hold are inapplicable to a well-conducted industry. If you had to keep additional men constantly employed in the anticipation of requiring to work occasionally a little overtime, the men would require to work slackly, and the occasions for overtime would come just as before when there would not be men available to work it, or you might require to keep men absolutely idle waiting for the overtime, which again would be unconomical. It must not be forgotten that frequently the necessity for working overtime may arise suddenly (but in the ordinary course of work, as distinguished from breakdowns), and that extra men from outside the works, besides being almost certainly even less efficient than a tried man, would probably not be available. By efficient, we mean that not only would the man be inherently less efficient, but being strange to the job would be practically useless to handle a job in a hurry. We have answered the questions to the best of our

we have answered the questions to the best of our ability, but perhaps our conditions are somewhat exceptional, in that Dumbarton has always been more or less an isolated centre, and until recent years the service on the one line of railway which passed through the town was such that the workman had to a large extent to live in the town itself. Although these conditions are somewhat changed since a second line of rail passed through the town, and are still further changing, in view of the tramways which are being constructed connecting the various towns of the district, Dumbarton still remains somewhat of a

special centre.

We attach herewith Table (See Appendix No. XV. (B)) showing the output of tonnage from our yard for each quinquennium since 1844. The population of the town at that date was 4,455; it is now 22,000. Before that date the principal industry was glass-making, now entirely extinguished; since that date shipbuilding and engineering have been the principal industries. There are two shipbuilding yards—our own and Messrs. MacMillans—the engine works of our friends, Messrs. Denny and Co., with their foundry as a separate works, a large forge belonging to a separate firm, and the engine works of Messrs. Matthew Paul and Co. These works show a total of 4,435 men. There are also the usual minor industries.

We append also a Table (See Appendix No. XV. (C)), which shows for each of the last thirty-two years the average number of men employed in our yard alone. It will be observed that as the number of men has more or less steadily increased, the tonnage has also increased. In 1844 the wages of the shipwrights, who were then the most skilled men, were 15s. per week; now these men are rated at 37s. 1½d. The present fitters, who developed out of these, average 25 per week, and we have known cases where a sub-contractor has carned as high as £15 per week.

The average weekly wage paid by our shipbuilding firm for man, woman, and boy (ages varying from 14

up to 80) is 30s, per week.

We are proud to think that we have an exceptionally intelligent staff of workmen, and, so far as the tradesmen are concerned, we might claim for them that they are sober and well-doing as a body, although of course there must always be exceptions. The greatest part of the unsteadiness is in the more unskilled sections. A large number of the population hails from the sister island, and in this respect we may quote what the Rev. Father Kelly said of his flock when he first came here some years ago. He told them that he had made a calculation, and he estimated that his own congregation spent no less than £25,000 in the public-houses in each year. He has devoted his energies to stopping this evil, and we believe with considerable success. We cannot help thinking that a good deal of the distress which arises from unemployment may be directly traced to insobriety and unsteadiness. This leads to a decrease in weekly pay when times are prosperous, and to an increase in distress when the times are bad. If this happens in a town like Dumbarton, which, as we have before said, we are proud to think is exceptionally good, what must occur in districts less favourably situated?

The progress of Dumbarton has been due to the joint efforts of employers and employed. In the year 1882 we bought a large property adjoining our yard for the purpose of extending same, and to the east of our yard we laid out 27 acres in streets for building plots, which we sold to our men for the purpose of building houses for themselves. This ground is now mostly covered with terraces, or what is known in Scotland as "lands," that is, flats, but, latterly, the prosperity of our tradesmen has been such that they asked to have the ground sold to them for the purpose of building self-contained cottages, costing £300 to £400 each, handsome and commodious dwelling-houses, with a small piece of ground attached to each. These have been built by the men themselves out of their savings through their building societies.

When our present yard was constructed in the year 1867 we laid off a certain portion of the ground immediately to the east of the yard for workmen's dwellings, which were built in a similar way. In those days the building societies were not so well known, and we assisted our men by a loan of money at a small rate of interest. In this way a town of about 4,500 inhabitants has been built up, the houses being almost entirely owned by our workmen. Theyard has been developed from our side in the same way, our savings having been put into additional plant and increased facilities, which, again, have reflected upon the men's earnings. We may say that we are the only yard in which the joiners and carpenters work on piece work. This has been of great benefit to these men, as they were able to earn from 10 per cent. to 50 per cent, more wages than they could do on time work, and we believe that a large number of these houses have been built out of this excess of earnings.

We have also, in conjunction with our men, developed "Self-Help" associations outside of the yard, and a Benevolent Committee, which take up the cases of those who have fallen somewhat out of the race. One of our partners is Chairman of the Benevolent-Committee, the members of which Committee are largely composed of tradesmen and labourers employed in the various works of the town. The Chairman reports that it is an exceedingly rare circumstance for the case to come up of a tradesman requiring assistance, but those that come winter by winter before them are largely the unemployable class-those who are generally and wrongly known as the unemployed. Three years ago, when work was somewhat slack, and demands upon the Society were very great, it seemed as if there was a considerable amount of distress, relief works were started by this Committee, over sixty men were getting regular assistance from the Committee before this, and they were offered em-ployment, when their numbers immediately dwindled down to under forty-five. The report of that Com-mittee says: "It is a remarkable fact that, whereas immediately before arrangements were made for providing relief work, as many as forty-five cases were considered at one fortnightly meeting, the number of applications rapidly fell away when relief work was started, until during the months of February, March. April and May very few applications for relief were received, and at one monthly meeting, namely, that in March, there were no cases for consideration."

The wage offered was 1s, per day for single men, 1s. 6d. for married men without family, 2s. for a married man with family, and over and above this rate, on Saturdays, he received a line to a grocer in the town for goods to the amount of 6d. for each child. The men were also supplied with one meal a day. Each man was employed for three days in each week and they were expected to look for work on the other three days. We are of opinion that such a test applied in any district would immediately separate the "sheep from the goats," but if Trades Unions' wages were offered, a class of unemployed would be created, and would be really a Trades Union in themselves. We think the experience of New Zealand in this respect, so far as we understand it, would be useful.

We have entered more into detail as to the special conditions existing in Dumbarton, as we think otherwise our answers to the above question might be misunderstood.

APPENDIX No. XV .- Con'inned.

APPENDIX No. XV. (A).

APPENDIX No. XV. (C).

HANDED in by Mr. A. DENNY.

HANDED IN BY MR. A. DENNY.

Table showing the average age of men employed in Leven Shipyard from 1st July, 1904, to 30th June, 1905:— Table Shewing Number of Men Employed; Tonnage for years 1875 to 1906, and tonnage per man for each Quinquennium.

Ages.			No.	of men.
Under 20		1011		411
20 and under 25				432
25 and under 30	***			352
30 and under 35				260
35 and under 40		100		197
40 and under 50		400	100	303
50 and under 60				144
Over 60		100		98
		Total	2	2,197

	Year.		T d	Number of men.	Tonnage.	Tonnage per man per quinquennium
1875	pile 1	0.0	1100	1,321	17,191	their general
1876	4000		-	558	4,394	Overting !
1877				551	10,533	CARNOLIN .
1878	1		-	1,035	22,054	Things.
1879		-	-	1,085	16,138	16'5
1880				1,274	18,114	
1881				1,463	17,455	
1882				1,526	22,010	T remarks
1883		111		1,627	22,237	frank inharg
1884	200			1,790	23,937	13.5
1885		1	1 2	1,371	16,423	well melassy.
1886				1,152	19,582	minimen his
1587				1,116	19,584	All Mainte E
1888		-		1,808	29,076	om tied? n!
1889	TO B	IN	3	1,668	25,131	15'4
1890	N E	-	01,	1,863	28,321	BONT THEN
1891				1,361	17,719	dgillolju bua
1892	Planti			1,262	17,759	
1893			2 4	1,787	25,741	A MINISTER
1894	The last		100	1,585	14,319	13.2
1895	100m	2011	12	1,794	35,019	A THOUGH
1896		-	1	1,741	32,629	day Shuthanking
1897	1 22 1			1,709	25,063	Character P.
1898				1,975	35,737	A second
1899	2.00		1	2,332	31,052	16.8
1900				2,244	31,562	
1901			-	-2,218	33,602	(8)
1902				2,246	41,979	
1903	nd day	-	-	2,074	29,153	(10)
1904	om-žor	1	275	2,199	29,168	15'0
1905			-	2,130	30,209	
1906		-	1100	2,016	40,632	763

APPENDIX No XV. (B).

HANDED in by Mr. A. DENNY,

Table showing the tennage for periods of five years

Years.				Tonnage.
1846-1850				5,627
1851-1855	(ale)	-	Laur I	24,651
1856-1860			100	21,678
1861-1865	10.00			41,665
1866-1870		***		52,003
1871-1875				83,059
1876-1880			22.48	71,579
1881-1885				102,064
1886-1890	***	***		121,904
1891-1895	100	***		109,024
1896-1900				156,043
1901-1905	***		444	164,101

APPENDIX No. XVI.

REPLIES BY MR. RICHARD H. GREEN, OF MESSRS. R. & H. GREEN, LIMITED, SHIPBUILDERS, &c., TO QUESTIONS SUBMITTED TO HIM BY THE COMMISSION.

1.—I have dealt with the subject from the point of view of my own business, which I cannot help thinking may illustrate the difficulties and possibilities of a once important industry in East London.

2.—The business of my firm, that of ship building, has been carried on on the same premises for nearly 300 years, during which time it has seen practically the whole of East London rise up around it. Up till the middle of the last century it was undoubtedly one of the principal private shipbuilding establishments in the country. The latter half of the last century saw the great struggle between wood and iron shipbuilding, and with the victory of iron, and the consequent transference of the industry to the North Country and the Clyde, shipbuilding on the Thames declined until it has practically ceased to exist.

3.—Lattribute this largely to the failure of the

3.—I attribute this largely to the failure of the old-time wood shipbuilder to adapt himself to altering conditions, and to the steady refusal of certain Trade Unions to recognise what was taking place.

4.—My firm, however, has realised that though shipbuilding has died out, London being still the largest port in the world, there must be a big business in the repairing of the ships that use the port.

5.—We have, therefore, for some years past been gradually reorganising our business, to meet the requirements of the trade which exists, instead of lamenting over a trade which has passed away. The worst feature of this altered business is its necessarily

intermittent character. We are liable to periods of great activity and comparative idleness, which undoubtedly have a demoralising effect on the men.

6.—Here I may say we are faced with very great difficulties, owing to the complete absence of facilities in the docks and Port of London for carrying out work.

7.—To my certain knowledge, a large amount of repair work has been taken out of London in recent years, that would never have gone had the same facilities existed in the public docks as exist in Liverpool, or on the Tyne and Clyde. This is a point that the present dock companies invariably ignore, there being little or no revenue derived by them from repairs. But a public trust, as in other ports, is interested in the result to the whole port, and would recognise the recessity of providing facilities for every branch of its allied trades.

8.—We have had, and still have, great difficulty in getting Trade Unions to recognise the altered conditions and the necessity for readjustment, and I think a large amount of poverty exists in the ranks of those mechanics who formerly were in full work, and in receipt of good wages owing to this short-sighted policy.

9.—Men cling to the London district when they know their particular trade has died out, and it seems impossible to get them to make for a place where they know their trade exists.

APPENDIX No. XVI.-Continued.

10.—It must not be ovelooked that one of the great difficulties of the present and future in London is the finding employment for youths leaving school in skilled trades. Although I am a great believer in in skilled trades. Although I am a great believer in technical education for everybody, yet I realise the very grave question that must shortly arise as to how the education given to our boys is to be linked up to our manufacturing system of the north. I fear I have digressed somewhat from the bare answers to your questions; but I felt that perhaps

these few remarks would explain the point of view from which the questions have been answered—viz., their application to my own business, rather than their general application to the trade of the country.

Question I.—Is the general effect of modern develop-ments (such as the spread of machinery, and of more highly organised processes) to increase the demand, on the part of employers, for high skill and intelligence?

'Answer I.—In certain grades, "Yes"; in other grades less skill may be required; but undoubtedly the greater the skill and intelligence of the man, the greater the efficiency of his labour and possibilities of his remuneration being increased.

I think that if Trade Unions allowed greater freedom

to their members, and the minimum wage were done away with, a general rise in pay would result, and greater incentive would be given to individual effort and intelligence.

At present the action of Trade Unions is largely restrictive, and against individual effort.

I believe this freedom could be allowed without the

Unions losing any of their proper functions of safe-guarding the interests of their members.

Question II.—Do such developments tend to displace—

- (a) Higher paid grades of labour by lower paid;
- (b) Middle-aged by younger persons;
- (c) Adult men by women and young persons;
- (d) "All-round" skill by specialised mechanical skill :
- (e) Skilled labour by less skilled or unskilled;
- (f) Regular by casual labour.

Answer II .- (a) No.

- (b) No.
- (c) No.
- (d) No.
- (e) No.
- (f) Unfortunately the nature of our business makes our employment intermittent, though the majority of our employees are at work most days of the year.

Question III.—Do they tend to reduce, temporarily or permanently, the total demand for labour within the trade where such changes occur?

Answer III.—No. The facilities of labour-saving machinery alone enable us to carry out the modern requirements of marine engineering and ship repairing on a commercial basis. Without them our trade would be impossible.

Question IV.—If so, are these reductions fully com-pensated by new demands in other directions for the workers displaced?

Answer IV .- See Number III.

Question V .- Do these developments call for greater mobility of labour-

- (a) As between different trades, and
- (b) As between different branches of the same trade?

Answer V .- (a) Yes.

(b) Yes.

Question VI.-If so, in what way is the mobility being, or should it be provided for?

Answer VI .- At present the demarcation of various trades is most rigidly enforced by Trade Unions. The continual change in methods of production are con-stantly altering the class of tradesman necessary to carry out the work.

An intelligent, skilled workman could readily adapt himself to altered conditions, but the hostility of Trade Unions one towards the other prohibits the training of men for other branches of work.

We, therefore, get bitter "demarcation" disputes between Trade Unions encroaching on each other; or one trade passes out of use, and its members join the ranks of the unemployed.

Greater mobility might be provided by the various Trade Unions amalgamating into more suitable groups, and allowing greater freedom to their members to engage in any class of work, thus doing away with lines of demarcation.

Question VII.—In view of the requirements now made on the adult worker, how would you suggest that the youth be trained; would, e.g., any modi-fication of the apprenticeship system, or technical school education meet the case

Answer VII.—It would be advisable if every boy, after leaving school at fourteen years of age, could devote some of his time during the next two years to technical education, and that the classes in technical schools could be so arranged as to enable him to spend part of the day at a trade.

The apprentice system as at present existing is a good one, though perhaps in large works boys should not be so much confined to one branch, as is often

Question VIII .- In view of the greater complexity of economic conditions, do you consider that some public organisation (such as, e.g., Distress Com-mittees, Labour Exchanges, and the like) is necessary?

Answer VIII.—I think, theoretically, Labour Exchanges should be established, and, if necessary, employers and employed compelled to engage through these agencies; but it is entirely foreign to British custom, and the tradition of generations is difficult

At present both employers and employed (organised trades) view the Labour Exchanges with suspicion.

It is a mistake to have both Distress Committees and Labour Exchanges; they duplicate work, and do harm to the movement.

Question IX.—What is the practice in your firm as regards overtime? What do you say as to the general disapproval of it on the part of Trade Unions?

Answer IX.—The nature of my business compels a large amount of overtime. The Trade Unions profess to discourage overtime, with a view to increasing the number of men to be employed; and to this end insist on increased rates of pay for overtime-e.g., the rates for overtime for ironmen are:

5 p.m. to 7 p.m.—i.e., 2 hours work: paid 3 hours. 5 p.m. to 8 p.m.—i.e., 3 hours work: paid 4½ hours. 5 p.m. to 10 p.m.—i.e., 5 hours work: paid 8½ hours. 5 p.m. to 7 a.m.—i.e., 11 hours work (3 hours for meals—14 — 3 = 11): paid 22 hours.

Instead of working shorter shift with double the number of men. The result of this is that if I want to work a night shift I have to pay double time for all night work.

Naturally "A," who has worked all day, will not agree to letting "B" work the same number of hours at night for double the pay "A" has received; therefore he ("A") insists on working a 24-hours shift, for which he receives 3½ days pay, and the value of his work to the employer is at most 12 hours.

If Trade Unions or the law made it impossible to work a man more than a certain number of hours, and allowed a reasonable extra payment (say time and a quarter) for a night shift, they would attain their end—viz., to increase the number of men employed, and the employer would benefit by greater efficiency of his

The result is in my own case that, being obliged to get through a large amount of work in a short time, my firm has to work long hours with the same men at high rates of pay.

APPENDIX No. XVII.

REPLIES BY MR. GEORGE HOOKHAM, M.A., J.P., OF KYNOCH, LTD., BIRMIMGHAM, TO QUESTIONS SUBMITTED TO HIM BY THE COMMISSION.

Question I.—Is the general effect of modern develop-ments (such as the spread of machinery, and of more highly organised processes) to increase the demand, on the part of employers, for high skill and intelligence?

Answer I.—I should say the very reverse, taken in the aggregate. I have in my mind articles now produced by, say, 100 unskilled men, women, and "young persons," tending specialised machinery with half-adozen exceptionally intelligent foremen to oversee them, which, 20 years ago, would have required a shopful of trained mechanics. The demand now is for exceptional skill and intelligence in a few designers and overseers, but relatively less in the ordinary workmen. [Note. but relatively less in the ordinary workmen. [Note.-If in former times one could argue a given percentage of unemployment of the unskilled from the Board of Trade figures, which mainly relate to the skilled; now, probably, the relation is altered, and is more favourable to the unskilled.]

Question II .- Do such developments tend to displace :-(a) Higher paid grades of labour by lower paid;

(b) Middle-aged by younger persons;

(c) Adult men by women and young persons; (d) "All-round" skill by specialised mechanical skill;

(e) Skilled labour by less skilled or unskilled;

(f) Regular by casual labour?

Answer II.—(a), (b), (c), and (e) are answered above.
(d). The exceptionally intelligent men of whom I speak are, in my experience, all-round mechanics.
(f). I think not, in my experience.

Question III.—Do they tend to reduce, temporarily or permanently, the total demand for labour within the trade where such changes occur?

Answer III.—Temporarily and locally, most certainly; but that the reduction in the demand for labour is not general and permanent is shown by the Board of Trade figures of unemployment, which, taken over a series of, say, 30 years, show a decreasing percentage, especially when the effects of such a thing as a great war are allowed for. But I think there is a great reduction in the demand from what it would have been had the changes not occurred—though this is not cer-tain, at least in the fullest sense, because the general advance in wealth (demand for commodities) has largely depended on these special changes.

Question IV.—If so, are these reductions fully com-pensated by new demands in other directions for the workers displaced?

Answer IV .- They are fully conpensated as compared with what they were, but not, in my opinion, as to what they would have been.

Question V .- Do these developments call for greater

mobility of labour—
(a) As between different trades; and
(b) As between different branches of the same

trade?

Answer V.—In strict logic the greater the unem-ployment the greater the demand for mobility, and, therefore, if, as would appear, the unemployment is less, the demand for mobility is less. But the call for a limited mobility does in fact represent a great need in some trades and within those trades, and the fact that it has been neglected in the past is no reason that it should be neglected now. By limited I mean that if, e.g., labour bureaus were formed they should not deal with places too far distant. The average Birmingham workman could rarely be induced to go to Glasgow, but he might go to Leeds. In the same way I think mobility between different trades, and even between very different branches of the same trade, is not attainable.

Question VI .- If so, in what way is the mobility being, or should it be, provided for?

Answer VI .- I have no experience to enable me to form an opinion.

Question VII.—In view of the requirements now made on the adult worker, how would you suggest that the youth be trained? Would, e.g., any modification of the apprenticeship system, or technical school education meet the case?

Answer VII.—Again I have not the materials for a "constructive" opinion; but, negatively, we often say at Kynoch's that the technical school spoils a good workman without making a scientific man of him. On the whole question, however, it must not be forgotten that if we really do improve the worker by technical education, we make the average labour more efficient, and, on the face of the matter, can do with less of it—in other words, it tends to unemployment, counteractions and compensations apart.

Question VIII.—In view of the greater complexity of economic conditions, do you consider that some public organisation (such as, e.g., Distress Com-mittees, Labour Exchanges, and the like) is

necessary?

Answer VIII.—Keeping strictly to the literal scope of the question, I can answer, briefly, Yes; such things are necessary, but not "in view of the greater complexity of economic conditions"—because, as I have already implied, I think they were still more necessary in times past, when the condition of labour was worse, though public attention had not been so emphatically called to it. (There has been nothing like the distress this and last winter that I can remember years ago.) But to answer the question at all satisfactorily I should But to answer the question at all satisfactorily I should have to try to look a little deeper into the matter. A certain amount of unemployment of willing and able men is a necessity, because, if the demand is permanently short of the supply, the price of labour must go up till the employer, not the workman, would be agitating for the living wage. The employer must prevent this by any means at his command; and in labour-saving machinery he has the means at his command. Assume the average minimum of unemploy. mand. Assume the average minimum of unemploy-ment to be 2 per cent., which is somewhere near the truth. As soon as it falls below this, the balance truth. As soon as it falls below this, the balance between the value of capital and the value of labour is disturbed, and we (employers) proceed to invest capital in labour-saving machinery. The law seems to be this: If (by emigration, e.g.) we get rid of unemployment in a time of "slump," then in the next "boom" there will be a deficiency of labour, and consequently an increase of labour-saving machinery; and when the "slump" comes again there will be unemployment, because the employer will get rid of his work-people in preference to his machinery. Briefly, given ups and downs of trade, there must be recurring periods of unemployment; and wheever promises full employment for all, as the standing order of things, promises what is demonstrably impossible. The disease itself is incurable, but we must all wish to relieve it. The ideal relief would be to find some kind of useful itself is incurable, but we must all wish to relieve it. The ideal relief would be to find some kind of useful public work, available in times of depression (winter, etc.), which would not be ruined by being dropped in better times. In this direction the problem seems practically insoluble. Any other kind of work is a pretence, and demoralises all connected with it. At the present moment the only solution is simple charity, private or public. The best solution, under present general conditions, would seem to be self-insurance but the workers counsed probably with a general rise. by the workers, coupled, probably, with a general rise in wages. I do not think labour exchanges can do much in times of real depression, such as call for distress committees.

Question IX.—What is the practice in your firm as regards overtime? What do you say as to the general disapproval of it on the part of trade unions?

Answer IX .- We set our faces against overtime, and Answer IX.—We set our faces against overtime, and only tolerate it for very short periods and in cases of exceptional emergency. We think the trade unions are entirely in the right to disapprove. May I add, though not very relevantly, that we would, if we could, abolish the practice by which married women, especially married women with families, work in factories. This is among the worst of present tendencies.

APPENDIX No. XVIII.

REPLIES BY MESSRS. HOLLOWAY BROTHERS (LONDON), LIMITED, BUILDERS AND CONTRACTORS, TO QUESTIONS SUBMITTED TO THEM BY THE COMMISSION.

With reference to the distress due to unemployment, our Mr. Henry Holloway has looked into this matter, and desires us to inform you that to some extent the development of machinery has displaced unskilled labour. This remark applies to the use of cranes for loading and unloading, hoisting and manipulating materials of various kinds. A great deal of work formerly executed by skilled mechanics is now carried out by machinery, such as joinery work, stone and marble masonry, framed steel work, etc., the result being that the number of men employed upon a particular piece of work is considerably reduced, but the aggregate production has so enormously increased, owing mainly to the reduction in cost, that the number of mechanics employed is doubtless much larger than would have been the case if machinery had not been brought so generally into use. Moreover, the elaboration of architectural design and the embellishment of buildings would not have been possible, owing to the excessive cost, if moulding and framing work had to be done without the aid of machinery.

Dealing now with the list of questions which you were good enough to enclose under cover of your letter, seriatim, our replies are as follows:—

Question I.—Is the general effect of modern developments (such as the spread of machinery, and of more highly organised processes) to increase the demand, on the part of employers, for high skill and intelligence?

Answer I .- To some extent, yes.

Question II.—Do such developments tend to displace:—

 (a) Higher paid grades of labour by lower paid;

(b) Middle-aged by younger persons;

(c) Adult men by women and young persons;

(d) "All-round" skill by specialised mechanical skill;

(e) Skilled labour by less skilled or unskilled;

(f) Regular by casual labour?

Answer II.—(a) (b) (c) (d) and (f) No. (e) Yes.

Question III.—Do they tend to reduce, temporarily or permanently, the total demand for labour within the trade where such changes occur?

Answer III.—No, not to any serious extent. See above.

Question IV.—If so, are these reductions fully compensated by new demands in other directions for the workers displaced?

Answer IV .- Yes.

Question V.—Do these developments call for greater mobility of labour—

(a) As between different trades; and

(b) As between different branches of the same trade?

Question VI.—If so, in what way is the mobility being, or should it be, provided for?

Answers V. and VI .- No, not as regards the building trade.

Question VII.—In view of the requirements now made on the adult worker, how would you suggest that the youth be trained? Would, e.g., any modification of the apprenticeship system, or technical school education, meet the case?

Answer VII.—The Technical School education does not meet the case of training for skilled workmen. Such training might be limited to geometrical drawing and a little theoretical routine, and possibly in some trades the use and handling of certain tools, but the apprenticeship system should be encouraged, and it might be helpful to lads to adopt that course if the terms of the apprenticeship were reduced to, say, four years instead of from five to six years as heretofore.

Question VIII.—In view of the greater complexity of economic conditions, do you consider that some public organisation (such as, e.g., Distress Committees, Labour Exchanges, and the like) is necessary?

Answer VIII.—Such an organisation as that suggested would be of little advantage except possibly to deal with the "unemployable" section of the community. There are a large number of men who are quite useless physically for ordinary work. Even in times of scarcity of labour such men are unable to keep regular employment.

Question IX.—What is the practice in your firm as regards overtime? What do you say as to the general disapproval of it on the part of trade unions?

Answer IX.—Our practice is to discourage overtime, except under special circumstances where work would be lost to us altogether unless overtime was resorted to. The trade union view that the abolition of all overtime would give regular employment to a greater number of individuals is not justified by experience. Many building schemes would probably be abandoned altogether under such conditions.

APPENDIX No. XIX.

REPLIES BY MR. G. B. HUNTER, D.Sc., CHAIRMAN OF MESSRS. SWAN, HUNTER & WIGHAM RICHARDSON, LIMITED, SHIP AND ENGINE BUILDERS, WALLSEND-ON-TYNE, TO QUESTIONS SUBMITTED TO HIM BY THE COMMISSION.

Question I.—Is the general effect of modern developments (such as the spread of machinery, and of more highly organised processes) to increase the demand, on the part of employers, for high skill and intelligence?

Question II.—Do such developments tend to displace:—

 (a) Higher paid grades of labour by lower paid;

(b) Middle-aged by younger persons;

(c) Adult men by women and young persons;

(d) "All-round" skill by specialised mechanical skill;

(e) Skilled labour by less skilled or unskilled;

(f) Regular by casual labour?

Question III.—Do they tend to reduce, temporarily or permanently, the total demand for labour within the trade where such changes occur?

Question IV.—If so, are these reductions fully compensated by new demands in other directions for the workers displaced?

Question V.—Do these developments call for greater mobility of labour:—

(a) As between different trades, and

(b) As between different branches of the same trade?

Question VI.—If so, in what way is the mobility being, or should it be, provided for?

APPENDIX No. XIX .- Continued.

Answers I-VI .- My answer to the first three of the questions, speaking generally with regard to shipbuild-ing, is in the negative. The same answer applies to question No. 5, and questions Nos. 4 and 6 therefore do not require an answer.

Question VII.—In view of the requirements now made on the adult worker, how would you suggest that the youth be trained; would, e.g., any modifica-tion of the apprenticeship system or technical school education meet the case?

Answer VII.—The greatest improvement with regard to the training of youth that I can suggest at present would be for all the trades unions to abandon the policy of restricting the admission of apprentices to their trade. This would increase the number of trained workmen and reduce the number of probabled labourers but the effect would be ber of unskilled labourers, but the effect would be much greater if employers would increase the scale of wages paid to apprentices, which are in most cases insufficient for the youths to live on.

Question VIII.—In view of the greater complexity of economic conditions, do you consider that some public organisation (such as, e.g., Distress Com-mittees, Labour Exchanges, and the like) is necessary?

Answer VIII .- Distress committees are no doubt necessary and beneficial under existing circumstances, but they should not be necessary. I have not had any experience of the working of labour exchanges, and the shipbuilding trade does not need them, but I am of opinion that if well organised and well managed

they serve a useful purpose.

I am of opinion that the best way to deal with poverty and unemployment would be for the State to find useful employment for those who cannot obtain it in the ordinary way. Such employment might include agriculture, forestry, road-making, house-building, and the manufacture of boilers, machinery, building, and the manufacture of boilers, machinery, etc. The work would no doubt be done at a loss, but the loss to the community would be less than for the labour of the unemployed to be entirely unproductive, while the unemployed and their families have to be fed, clothed, and housed. The wages paid for such work should be less than in ordinary trades, so that there should be a strong inducement for the workers to find employment in their regular trades as soon as possible. possible.

I am, of course, aware that there are objections to public works of the nature referred to, but I consider that the advantages would be greater than the disadvantages, that there is no insuperable difficulty in provid-ing work for all unemployed, and that in a properly-organised community there are no sufficient reasons why any men or women willing to work should suffer starvation or semi-starvation through being unable

to find employment.

Question IX.—What is the practice in your firm as regards overtime? What do you say as to the general disapproval of it on the part of Trade Unions?

Answer IX .-It is quite natural that the trades unions should object to systematic overtime. While I do not believe that the objections to it are really so I do not believe that the objections to it are really so great as expressed by the trades unions, and while I should object very much to make it illegal, I consider that overtime except in special cases is undesirable, and should be discouraged. As regards my own company, I endeavour to prevent overtime as far as possible (partly because it is much more costly than ordinary work), but I have never been able to prevent it. It must be borne in mind that it is necessary for a certain number of men to work overtime in order to prevent other men being kept idle and waiting. In shippards and most other works, one branch of workmen is dependent on the progress of other branches. If workmen were allowed occasionally to change from one branch to another, occasionally to change from one branch to another, there would be less need of overtime; but such changing is greatly discouraged by the trades unions, and is, in fact, not allowed. I should add, though it is not a direct answer to

any of the questions submitted, much of the unemployment which causes so much suffering is directly and indirectly caused by the trades unions. They discourage the employment of apprentices; they do not allow a man whose trade is depressed, but who is capable of working at another trade, to obtain employment at that other trade. Men who are capable of marking at the other trade. of working at two or more trades are not allowed to do so. In other cases, men who are capable of working at a trade, are not allowed to find employment ing at a trade, are not allowed to find employment because they are not members of the trades union. The Employers' Liability Acts cause in some cases unemployment of men who are not physically or mentally up to the average standard. One of the chief causes of unemployment, however, is the insistence by trades unionists on the same rates of wages being paid to all workmen whether good or bad. The result is that those who are below the average in skill or strength, but who could find employment if they were allowed to accept a rate of remuneration proportionate to their ability, are not employed because they are not worth the standard minimum rate of wages fixed

not worth the standard minimum rate of wages fixed by the trades unions.

While, no doubt, some of the unemployed do not want to find employment, there are always numbers of men and women unemployed who would gladly work if they could obtain work to do. The case of such men and women is very distressing; and in my opinion the community, both with a view of preventing such distress, and also with a view of avoiding the economic loss through so many consumers not being producers, can and ought to find some employment for such men and women.

APPENDIX No. XX.

REPLIES BY MR. G. N. JACOB, CHAIRMAN OF MESSRS. W. & R. JACOB & CO., LTD., DUBLIN, TO QUESTIONS SUBMITTED TO HIM BY THE COMMISSION.

Question I.—Is the general effect of modern develop-ments (such as the spread of machinery, and of more highly organised processes) to increase the demand, on the part of employers, for high skill and intelligence?

Answer I.—The "spread of machinery" does not always demand more skill and intelligence, but the "more highly organised processes" would naturally

Question II .- Do such dev lopments tend to displac: -

- (a) Higher paid grades of labour by lower paid:
- (b) Middle-aged by younger persons;
- (e) Adult men by women and young persons;
- (d) "All-round" skill by specialised mechanical skill;

- (e) Skilled labour by less skilled or un-
 - (f) Regular by casual labour?
- Answer II.—(a) Yes, where easily worked machinery displaces skilled manual labour. No, in many other cases.
 - (b) The tendency is in this direction.
 - (c) The tendency is in this direction.
 - (d) The tendency is in this direction.
 - (e) See answer to (a).
 - (f) It is not our experience.

Question III.—Do they tend to reduce, temporarily or permanently, the total demand for labour within the trade where such changes occur?

APPENDIX No. XX.-Continued.

Answer III.—The adoption of improved machinery and methods may temporarily reduce the demand for labour, but the cheapening of the articles produced, or the improvement in quality, should ultimately cause an increase in the total amount of labour employed within many of the trades where such changes

Question IV.—If so, are these reductions fully com-pensated by new demands in other directions for the workers displaced?

Answer IV .- In many instances.

Question V .- Do these developments call for greater mobility of labour-

(a) As between different trades; and

(b) As between different branches of the same trade?

Answer V. (a).—Doubtful.
(b) Yes, in some trades.

Question VI.—If so, in what way is the mobility being, or should it be, provided for?

Answer VI.-None.

Question VII .- In view of the requirements now made on the adult worker, how would you suggest that the youth be trained? Would, e.g., any modification of the apprenticeship system, or technical school education, meet the case?

Answer VII.—Both recommended.

Question VIII.—In view of the greater complexity of economic conditions, do you consider that some public organisation (such as, e.g., Distress Com-mittees, Labour Exchanges, and the like) is necessary?

Answer VIII .- Probably it would be an advantage, but methods in Germany should be copied.

Question IX.—What is the practice in your firm as regards overtime? What do you say as to the general disapproval of it on the part of trade unions?

Answer IX.—The practice of our firm is to limit overtime as much as possible, although there is always a desire on the part of the workers to earn the extra wages, overtime being paid for at the rate of time and a quarter. We do not approve of pressure on the part of the trade unions, as a general restriction preventing employers making use of over-time in exceptional circumstances might seriously injure the particular trade.

APPENDIX No. XXI.

REPLIES BY SIR WILLIAM MATHER, HON. LL.D. (PRINCETON), TO QUESTIONS SUBMITTED TO HIM BY THE COMMISSION.

Question I.—Is the general effect of modern develop-ments (such as the spread of machinery, and of more highly organised processes) to increase the demand, on the part of employers, for high skill and intelligence?

Answer I .- More highly organised processes demand increased skill and intelligence.

Question II .- Do such developments tend to displace:

(a) Higher paid grades of labour by lower paid;

(b) Middle-aged by younger persons;

(c) Adult men by women and young persons;

(d) "All-round" skill by specialised mechani-

(e) Skilled labour by less skilled or unskilled;

(f) Regular by cdsual labour?

Answer II .- (a) No.

(b) No.

(c) No.

(d) Yes.

(e) Not in our trade.

(f) No.

Question III.—Do they tend to reduce, temporarily or permanently, the total demand for labour within the trade where such changes occur?

Question IV.—If so, are these reductions fully com-pensated by new demands in other directions for the workers displaced?

Answers III. and IV .- We do not find a decrease in the total labour; rather the reverse. All machinery and engineering construction generally is nowadays of and engineering construction generally is nowadays of a higher order, and has replaced the work left rough-cast in former days, by its higher finish, accuracy, interchangeability, and standardisation. This is accom-plished at even lower cost by the extensive use of machine tools. On the other hand, the addition of more devices and accessories to machinery for every purpose, for the convenience of users, has increased the prices of modern machinery of all kinds all round, of which the user gets the heavily and is willing to of which the user gets the benefit, and is willing to pay for the improvements. The effect of these changes tends to increase the volume of trade and the demand for competent labour.

Question V .- Do these developments call for greater mobility of labour-

(a) As between different trades; and

(b) As between different branches of the same

Answer V .- Yes, both as between different trades and as between different branches of the same trade.

Question VI.—If 'so, in what way is the mobility being, or should it be, provided for?

Answer VI .- There is no difficulty in providing for the mobility of trained machine-labour in a well-organised works, unless some trade union prohibits its members from exercising their freedom of adaptability to various kinds of similar work.

Question VII.—In view of the requirements now made on the adult worker, how would you suggest that the youth be trained? Would, e.g., any modification of the apprenticeship system, or technical school education meet the case?

Answer VII.—The present system of technical school training following on the general education in elementary and higher elementary schools, in which manual work (as a means of education) and instruction in elementary science should be important featureswith a diminished number of subjects of a less impor-tant character for working men—should prepare boys to enter upon a system of apprenticeship which might be adopted by all enlightened employers in preference to the old system, which begins too early, and with boys ill-prepared for the training now necessary to form intelligent and capable working men. For those engineering apprentices who can give the time, and have the means, to train for foremen and managers and positions in which they would have to control others, the training in technical schools should be continued for a longer period before apprenticeship to practical work is commenced. The education for working men's sons should always be partly through manual work in the elementary schools, not to acquire mere dexterity, but to develop their faculties of thinking and reasoning, and habits of accuracy and thoroughness; and this work should be accompanied by instruc-tion in freehand and geometrical drawing. With such a training continued in a higher elementary school or elementary technical school, a boy should be equipped at 16 years old to learn a trade in the workshop in four or five years, far more thoroughly than under the old

APPENDIX No. XXI.-Continued.

system of apprenticeship and untrained faculties; and throughout his apprenticeship he would render more efficient service to his employer. During his apprenticeship, attendance at evening classes of technical schools should be one of the conditions which the boy must comply with, for two or three nights a week, the neglect of which would render him liable to be discharged. If a boy showed qualities for a superior position than that of ordinary workman, employers should give facilities for his attendance at day classes in the technical schools to take a specified course, by allowing him off certain hours in the week for that purpose.

Question VIII.—In view of the greater complexity of economic conditions, do you consider that some public organisation (such as, e.g., Distress Committees, Labour Exchanges, and the like) is necessary?

Answer VIII.—Public organisations may be useful for certain classes of workmen, who from various causes are the least efficient, and consequently get displaced even in the midst of an overwhelming demand for skilled and unskilled labour in every trade of the country. Distress Committees, Labour Erchanges, etc., might, if intelligently managed, form a sort of clearing-house to differentiate between the classes of the unemployed and non-employable. The willing worker should undoubtedly be found work, but under present conditions of high-class manufacturing in every branch there must always be a certain number of willing workers who could not possibly be employed in such industries. This class of men would form the right sort to select from for work on the land under

the Small Holdings Act. When skilled men of good character are displaced by reason of new processes or a superseded industry, it will always take time for them to be re-absorbed. Failing the trade unions, such men might be assisted by a public organisation in their efforts to enter on some new kind of employment. The problem of the unemployed would be greatly simplified in Great Britain by true education, not merely instruction, in schools for the working classes. Formation of character, good manners, reverence, cultivation of the faculties to think and reason with the aid of a manual training, and a sound comprehension of natural laws, all essential knowledge would follow, and a working class population would grow up in the future capable of taking care of themselves in mind, body, and estate.

Question IX.—What is the practice in your firm as regards overtime? What do you say as to the general disapproval of it on the part of trade unions?

Answer IX.—Disapproval of overtime is common to both employers and employed. It is economically unsound and morally detrimental if adopted as a regular practice. Occasional overtime is unavoidable for emergency work, and all parties may gain by it for a short and exceptional period. We have endeavoured to solve the problem by abolishing it altogether during the last fifteen years under a system of an eight-hours day or forty-eight hours week as the fixed period for each man. In stress of work we use a double shift for machine tools, and for erection and fitting work engage more men for day work, and, if necessary, start fresh men on a night shift.

APPENDIX No. XXII.

REPLIES BY MR. JAMES R. RAPER, MANAGING DIRECTOR OF MESSRS. ISAAC HOLDEN & SONS, LTD., WOOL COMBERS, BRADFORD, TO QUESTIONS SUBMITTED TO HIM BY THE COMMISSION.

Question I.—Is the general effect of modern developments (such as the spread of machinery, and of more highly organised processes) to increase the demand, on the part of employers, for high skill and intelligence?

Question II. - Do such developments tend to displace: -

- (a) Higher paid grades of labour by lower paid;
 - (b) Middle-aged by younger persons;
 - (c) Adult men by women and young persons;
- (d) " All-round" skill by specialised mechanical skill:
- (e) Skilled labour by less skilled or unskilled;
 - (f) Regular by casual labour?

Question III.—Do they tend to reduce, temporarily or permanently, the total demand for labour within the trade where such changes occur?

Question IV.—If so, are these reductions fully compensated by new demands in other directions for the workers displaced?

Answers I.-IV.—In the wool-combing industry there has been no change made during the last 25 years or so which has necessitated the employment of higher-skilled attendants to machinery. There has been no displacement of any kind of labour. Owing to the improvements made in the carding and combing machinery, more perfect work has been produced, but at the same time the attendants to these machines have been relieved of much strain, owing to automatic arrangements which have been introduced. All that we require is careful attention.

that we require is careful attention.

Question V.—Do these developments call for greater

mobility of labour-

(a) As between different trades; and

(b) As between different branches of the same trade?

Question VI.—If so, in what way is the mobility being, or should it be, provided for?

Answers V.-VI.—The irregularity of employment during recent years has arisen

- (a) From the drought in Australia which occurred during the year 1896, 1897, and 1898, millions of sheep then perished, and the number has scarcely yet been replaced; consequently this great shortage of wool has caused employment to be irregular.
- (b) From new methods in the wool and top trades. The trade is largely a season trade. The practice of importing wool direct from the Colonies has been adopted by many firms. This has led to the wool being pushed forward during the earlier months of the year, leaving the market with smaller supplies of wool at the latter end of the year, this being the slack time for all wool combers.

No mobility of labour as between branches of the wool-combing industry is called for, as all the combers invariably fall short of work together.

Question VII.—In view of the requirements now made on the adult worker, how would you suggest that the youth be trained? Would, e.g., any modification of the apprenticeship system, or technical school education, meet the case!

Answer VII.—It will be seen from the foregoing remarks that no apprenticeship system is called for in the wool-combing trade. About 10 per cent. of the male workers employed are boys. They are, as a rule, unreliable, constantly given to changes, and indifferent about work. Many of them, when they are old enough, leave us to obtain work in dyeworks, where the wages are a little better. In later years many of them find work again in wool-combing factories as night-workers. About 50 per cent. of the night-workers employed by us, I should say, have at one time or another been employed as boys in wool-combing factories, and the remaining 50 per cent. consists

APPENDIX No. XXII.-Continued.

of men who have been unfortunate or failures in other trades or professions. Technical schools would be of good to such as care to avail themselves of them to qualify themselves for positions of overlookers or foremen.

Question VIII.—In view of the greater complexity of economic conditions, do you consider that some public organisation (such as, e.g., Distress Committees, Labour Exchanges, and the like) is necessary?

Answer VIII.—I have not found labour exchanges to be of any benefit to the unemployed, so far as this industry is concerned, as plenty of personal applications for work are made to us at all times, quite sufficient to supply our need. Question IX.—What is the practice in your firm as regards overtime? What do you say as to the general disapproval of it on the part of trade unions?

Answer IX.—Personally, I object to systematic evertime, on the ground that it prevents a man from rendering efficient service during ordinary working hours. It is sometimes needed spasmodically owing to sudden influxes of wool, but we discourage overtime as much as possible. I have always been given to understand that trade unions disapprove of it, on the ground that its discontinuance would find employment for more men. In some trades it might tend in the direction they indicate, but it would not do this in all industries.

APPENDIX No. XXIII.

REPLIES BY MR. JAS. M. STRAIN, OF MESSRS. JOHN WATSON, LTD., COALMASTERS, GLASGOW, TO QUESTIONS SUBMITTED TO HIM BY THE COMMISSION.

Question I.—Is the general effect of modern developments (such as the spread of machinery, and of more highly organised processes) to increase the demand, on the part of employers, for high skill and intelligence?

Answer I.—Yes. The general effect of modern developments in coal-mining as regards the more highly organised systems and as regards the direct attendance upon machinery has increased the demand for greater skill and intelligence, but where coal-cutting machinery has been introduced the skilled miner (who is the tradesman) can be displaced by less skilled labour. Either workman can command the same rate of pay, and they comprise the greater part of the labour employed at a colliery.

Question II .- Do such developments tend to displace :--

- (a) Higher paid grades of labour by lower paid;
 - (b) Middle-aged by younger persons;
 - (c) Adult men by women and young persons;
- (d) "All-round" skill by specialised mechanical skill;
- (e) Skilled labour by less skilled or unskilled:
 - (f) Regular by casual labour?

Answer II .- (a) See answer to Question I.

- (b) The tendency is in favour of the employment of younger persons, and this has become more pronounced since the introduction of the Workmen's Compensation Acts.
- (c) Young men with the necessary experience are preferred to adult men.
- (d) The "all-round" man is preferred at a colliery.
 - (e) See answer to Question I.
 - (f) No.

Question III.—Do they tend to reduce, temporarily or permanently, the total demand for labour within the trade where such changes occur?

Question IV.—If so, are these reductions fully compensated by new demands in other directions for the workers displaced?

Answers III. and IV.—No. The spread in the introduction of machinery at a colliery does not necessarily lessen the demand for labour; the effect is

in the direction of an increased output. I would say that more labuor is required rather than less, as on account of the increased output obtained by the introduction of machinery, a larger number of oncost men, above and below ground, are required, and the number of miners are not lessened.

Question V.—Do these developments call for greater mobility of labour—

- (a) As between different trades; and
- (b) As between different branches of the same trade?

Answer V.—On the whole I would say that these developments call for greater mobility of labour.

Question VI.—If so, in what way is the mobility being, or should it be, provided for?

Answer VI.—The greater mobility is provided for by the employment of young, active persons.

Question VII.—In view of the requirements now made on the adult worker, how would you suggest modification of the apprenticeship system, or that the youth be trained? Would, e.g., any technical school education, meet the case?

Answer VII.—In my opinion the youth should receive, say after the age of 12 years, technical school education applicable to whatever trade he intends to follow.

Question VIII.—In view of the greater complexity of economic conditions, do you consider that some public organisation (such as, e.g., Distress Committees, Labour Exchanges, and the like) is necessary?

'Answer VIII.—There are no "unemployed" of any consequence in the mining districts in Lanarkshire (nor I believe are there in other mining districts), so that there is no necessity for any public organisation in our district, such as Distress Committees, Labour Exchanges, and the like.

Question IX.—What is the practice in your firm as regards overtime? What do you say as to the general disapproval of it on the part of trade unions?

Answer IX.—Where casual overtime occurs the same men do it. Our practice is to pay for overtime at the usual rates, but if it is frequently required, then extra men are provided. The peculiar conditions of mining render casual overtime at collieries indispensable.

APPENDIX No. XXIII.-Continued.

Question VIII.—In view of the greater complexity of economic conditions, do you consider that some public organisation (such as, e.g., Distress Committees, Labour Exchanges, and the like) is necessary?

Answer VIII.—Yes, but such organisation should be separate from and independent of the present hidebound administration of the Poor Law, whose funds at the mement are eaten up with cost of administration.

The object of such organisation should be to provide works of utility on a National basis, and Labour Exchanges properly organised could come under this department.

In my opinion the Poor Law of the future should confine itself to the young, the infirm, the sick, aged, and abnormal or lunstic; there remains, therefore, only the able-bodied to be dealt with, which would come under the administration of such a body as is suggested, and they should be made to work before they should eat.

Question IX.—What is the practice in your firm as regards overtime? What do you say as to the general disapproval of it on the part of trade unions?

Answer IX.—Our practice in regard to overtime is to discountenance it save only where absolutely necessary, which is seldom. We are in agreement with trade union views on this matter, our opinion being that a man is capable of doing a certain amount of work, and beyond that limit cannot do justice to himself, his work, or his employer.

APPENDIX No. XXIV.

REPLIES BY MR. A. F. YARROW, OF POPLAR AND GLASGOW, TO QUESTIONS SUBMITTED TO HIM BY THE COMMISSION.

Question I.—Is the general effect of modern developments (such as the spread of machinery, and of more highly-organised processes), to increase the demand, on the part of employers, for high skill and intelligence?

Answer I.—Beyond doubt in by far the greater number of cases the spread of machinery by diminishing the cost of production increases trade and gives employment ultimately to a larger number of workers, although temporarily it may in some cases diminish the number.

Question II .- Do such developments tend to displace :

- (a) Higher-paid grades of labour by lower-paid? Answer.—On the average, certainly not.
- (b) Middle-aged by younger persons? Answer.—No.
- (c) Adult men by women and young persons?

 Answer.—No.
- (e) Skilled labour by less skilled or unskilled?

 Answer.—No.
- Regular by casual labour? Answer.—No.

Question III.—Do they tend to reduce, temporarily or permanently, the total demand for labour within the trade where such changes occur?

Answer III.—They tend to increase the demand for labour by reducing cost of production and thereby increasing trade.

Question IV.—If so, are these reductions fully compensated by new demands in other directions for the workers displaced?

Answer IV.—In exceptional cases reductions may occur, but these are far more than compensated by fresh demands.

Question VII.—In view of the requirements now made on the adult worker, how would you suggest that the youth be trained; would, e.g., any modification of the apprenticeship system, or technical school education, meet the case?

Answer VII.—No general rule can be laid down; it all depends upon the need for practical training, as compared with scientific training.

Question VIII.—In view of the greater complexity of economic conditions, do you consider that some public organisation (such as, e.g., Distress Committees, Labour Exchanges, and the like) is necessary?

Answer VIII.—Distress Committees, often by tending to reduce thrift, are most objectionable. Labour exchanges doubtless are good.

Question IX.—What is the practice in your firm as regards overtime? What do you say as to the general disapproval of it on the part of Trade Unions?

Answer IX.—Continuous or habitual overtime is bad; occasional overtime is unavoidable.

THIRD SET OF QUESTIONS ISSUED TO RAILWAY MANAGERS, DOCK AUTHORITIES, ETC.

- I.—Is the lading and unlading of your port conducted by employing stevedores, or by the Shipping Companies, or by anything of the nature of a Harbour Board?
- II.—What is the system of taking on labour, and for what periods are men engaged ?
- 111.—What are the ordinary and the overtime wages? At what hour does overtime commence? When are they paid?
- IIIa .- Is there anything peculiar in the trade of your port that makes overtime inevitable?
- IV.—Is there much specialisation of labour?
- V.—Is the trade seasonal?
- VI.—Is the dock labour of the usual "casual" and irregular nature?
- VII.—Are there alternative employments open to the men when not engaged at the docks?
- VIII.—Is there ordinarily a surplus of labour seeking employment?
 - IX.—Can you give any account of labour saving appliances at the docks, and any estimate of how they have affected the total demand for labour there?
 - X .- Has there been any indication that the men would prefer constant steady work to being taken on by the job?
 - XI.—Has any attempt been made to "decasualise" the dock labour, e.g. are there any permanent staffs, or is there any system of "preference men" as in the London and India Dock Company?
- XII.—Would it be possible in your opinion to make the labour more regular?
- XIII.—Is there any Trade Union among the dock labourers? If so, how would it view any attempt at " decasualisation"?
- XIV .- What is the general personal character of the dockers ?

APPENDIX No. XXV

REPLIES BY MR. KAYE BUTTERWORTH, GENERAL MANAGER, NORTH-EASTERN RAILWAY, TO QUESTIONS SUBMITTED TO HIM BY THE COMMISSION.

The following answers refer to the North-Eastern Railway Company's docks at Hull, Middlesbrough and Hartlepool.

Question I .- Is the lading and unlading of your port conducted by employing stevedores, or by the shipping companies, or by anything of the nature of a harbour board?

Answer I .- General practice : -

Lading and unlading of vessels conducted by stevedores, who, as a rule, are employed by the

shipping companies.

Exceptions.—In some cases part of the work is done by the merchants. In others, the whole work is done by stevedores employed by the railway company.

Question II.—(a) What is the system of taking on labour; and (b) for what periods are men en-gaged?

Answer II.—(a) We engage each morning such workers as may then be considered necessary to deal with the business which has come to hand. More men are put on later in the day if necessary. (b) Usually a day; minimum, half a day.

Question III.—(a) What are the ordinary and over-time wages? (b) At what hour does overtime commence? (c) When are they paid?

(a) Hull.—Ordinary, 4s. 6d. per day, winter; 4s. 8d. per day, summer; overtime, rate and a half, based on a 10-hours

Middlesbrough.—Ordinary, 4s. 6d. per day; overtime, rate and a half, based on an 8-hours day.

on an 8-hours day.

Hartlepool.—Ordinary, 6s. 6d. per day

Monday to Friday; 4s. 6d. per day

Saturday; overtime, 1s. per hour.

(b) Hull .- After 10 hours work.

Middlesbrough.—After 8 hours work.

Hartlepool.—After 9½ hours work, Monday to Friday; after 5½ hours work on Saturday.

(c) Middlebrough.—At the end of each shift

of duty.

Hull, Hartlepool.—Weekly, but the men
can obtain payment at the end of each
day, if they require it, by means of
"advance notes."

Question IIIa.—Is there anything peculiar in the trade of your port that makes overtime inevitable?

Answer IIIa.—Hull has a great deal of perishable traffic, such as fish, fruit and butter, which must be promptly dealt with to meet market times, etc. Hartlepool has a large timber traffic. Large cargoes and unloading must be done at high speed to avoid delay to ships.

Question IV .- Is there much specialisation of labour? Answer IV .- Not for casuals,

Question V .- Is the trade seasonal?

Answer V.—To a great extent, e.g., at Hull for fish, fruit, and timber, at Hartlepool for timber.

Question VI.—Is the dock labour of the usual "casual" and irregular nature?

Answer VI .- Yes, for all in excess of our minimum regular business.

Question VII.—Are there alternative employments open to the men when not engaged at the dock?

Answer VII.—At Hull very little. At Middles-brough casual employment is to be obtained at the large works in the neighbourhood. At Hartlepool. very little.

Question VIII .- Is there ordinarily a surplus of labour seeking employment?

Answer VIII.—Yes; it is only when trade is ex-ceptionally brisk that difficulty is experienced in obtaining labour.

Question IX.—Can you give any account of labour-saving appliances at the docks, and any estimate of how they have affected the total demand for labour there?

Answer IX.—We have lately provided more efficient cranes (hydraulic and electric). The period since their erection has been one of great industrial activity, and it cannot be said that up to the present laboursaving appliances have lessened the demand for labour.

Question X .- Has there been any indication that the men would prefer constant, steady work, to being taken on by the job?

Answer X .- Casuals of the best class prefer permanent employment.

Question XI.—Has any attempt been made to de-casualise the dock labour, e.g., are there any permanent staffs, or is there any system of "preference men" as in the London and India Dock Company?

Answer XI.—Yes, we have a permanent staff at all our docks, and we increase this as the minimum regular business increases.

Question XII .- Wou'd it be possible, in your opinion, to make the labour more regular?

Answer XII .- It does not seem practicable to do more than to work on the lines indicated in the last

Question XIII.—(a) Is there any trade union among the dock labourers? If so (b) how would it view any attempt at "decasualisation"?

Answer XIII .- (a) Yes, the "Dockers' Union"; (b) No information.

Question XIV.—What is the general personal character of the dockers?

Answer XIV .- Many of the men are careful and respectable; others are indolent and improvident.

APPENDIX No. XXVI.

REPLIES BY MR. SAM FAY, GENERAL MANAGER, GREAT CENTRAL RAILWAY COMPANY, TO QUESTIONS SUBMITTED TO HIM BY THE COMMISSION.

Question I.—Is the lading and unlading of your port conducted by employing stevedores, or by the ship-ping companies, or by anything in the nature of a harbour board?

Answer I .- In the case of regular liners, the lading and unlading is performed by the shipping companies; in that of "tramps" and other vessels visiting the port at irregular intervals, the work is performed by professional stevedores, who are remunerated according to arrangement. There is nothing in the nature of a harbour board.

Question II .- What is the system of taking on labour, and for what periods are men engaged !

Answer II.—The system of employing labour in operation with the Great Central Railway Co., who employ most of the labour at the port, is for the men seeking work to stand in line in the sheds at 6 a.m., 9.30 a.m., 1 p.m., and 3.30 p.m., when the inspector or his foreman will pick out those whom he considers to be the most suitable candidates, the number varying according to the amount of traffic which requires to be handled. The men are engaged by the day, and are guaranteed

APPENDIX No. XXVI.-Continued.

a quarter of a day's employment, but are kept on, if practicable, until the end of the day. The professional stevedores, who are principally engaged with timber cargoes, employ their men by the hour, which really means until the particular ship on which they are engaged has been discharged or loaded, as the case may be. Each stevedore has a following, but when work is plentiful, recourse is had to what may be termed the "floating dock labour."

Question III.—What are the ordinary and the overtime wages? At what hour does overtime commence? When are they paid?

Answer III.—The shipping companies, who can give more regular work, pay less wages than the professional stevedores. The former pay varying rates, ordinary time being remunerated at 4s. 6d., 4s. 9d., 5s. 9d., and 6s. 8d. per day, while overtime is 8d., 9d., 10½d., and 1s. 2d. respectively. The professional stevedores pay 8d. per hour for day work, and 1s. 2d. for night work. With the shipping companies overtime commences at 6 p.m. all the year round; with the stevedores it commences at 6 p.m. in summer and 4 p.m. in winter. The largest shipping company at the port pays its men weekly, i.e., each Friday, but some of the smaller firms pay daily, the professional stevedores paying when the ship they are engaged upon is finished. This is the theory, but in practice it is found that large sums have to be disbunsed in advances, or "subs," as they are termed locally.

Question IIIa.—Is there anything peculiar in the trade of your port that makes overtime inevitable?

Answer IIIa.—While it cannot be said that there are any peculiar conditions making overtime inevitable at this port, it is a fact that much overtime is worked, the principal factors being the late arrival of ships and the discharge of perishable cargoes, such as butter, eggs, fruit, etc., particularly on Monday mornings. Overtime is also occasionally worked on "tramp" steamers in getting their inward cargoes discharged in order that they may book for a "turn" under the coal spouts 4s quickly as possible.

Question IV .- Is there much specialisation of labour?

Answer IV.—There is a certain amount of specialisation of labour at Grimsby Docks, particularly in regard to the fish traffic, which employs a lot of hands, but the essential knowledge is easily acquired. Timber carrying from ship to shore, etc., is a highly paid branch of work, and one which requires more than average physical strength, and a good deal of experience. The discharge of grain cargoes, also the warehousing of same, is usually done by a more or less regular staff.

Question V .- Is the trade seasonal?

Answer V.—Some of the trades are seasonal; for instance, timber from the Baltic arrives here from May to Christmas, whilst grain is imported from November to March inclusive. The import fruit season usually lasts from July to the end of September. The fish trade is an all-the-year-round one, and the same can be said with respect to general cargoes, but they are lighter in volume in the winter and spring than during the two remaining seasons of the year.

Question VI.—Is the dock labour of the usual "casual" and irregular nature?

Answer VI.—The majority of the dock labour here is of the casual type.

Question VII.—Are there alternative employments open to the men when not engaged at the docks?

Answer VII.—There is not much alternative employment open to the men in the town when work is scarce at the docks. A few men find employment in maltkilns and cattle cake mills, and a comparatively

large number go to sea in the Grimsby steam fishing vessels during the winter. A few are engaged harvesting in the autumn.

Question VIII.—Is there ordinarily a surplus of labour seeking employment?

Answer VIII.—Yes, there is generally a surplus of labour seeking employment.

Question IX.—Can you give any account of laboursaving appliances at the docks, and any estimate of how they have affected the total demand for labour there?

Answer IX.—There are few labour-saving appliances at Grimsby, and the effect of these has been almost inappreciable. There are two timber transporters at the Alexandra Dock, each of which when fully employed obviates the necessity of our employing ten casual labourers. There is also a grain elevator on the Royal Dock, working from the quayside, which saves the employment of six men.

Question X.—Has there been any indication that the men would prefer constant steady work to being taken on by the job?

Answer X.—Speaking generally, experience shows that "casual" men who have been transferred to the permanent staff would not willingly go back to their old conditions of service.

Question X1.—Has any attempt been made to "decasualise" the dock labour, e.g., are there any permanent staffs, or is there any system of "preference men," as in the London and India Dock Company?

Answer XI.—Yes, there are a large number of "preference men" employed by the Great Central Railway Company, and the smaller shipping firms also have a regular calling, but, of course, in a smaller degree. Speaking roughly, 50 per cent. of the money paid in wages by the railway company is to permanent and "preference" men, as large a number of which is employed as is practicable.

Question XII.—Would it be possible in your opinion to make the labour more regular?

Answer XII.—No, everything possible is done by the Great Central Railway Company to make labour regular, but owing to trade fluctuations employment necessarily fluctuates proportionately; consequently there are bound to be a large number of men of the "casual" type.

Question XIII.—Is there any trade union among the dock labourers? If so, how would it view any attempt at "decasualisation"?

Answer XIII.—Nearly all the "preference men' employed in the general trades belong to the Gas-Workers and General Labourers' Union, whilst the labourers engaged in the timber trade are attached to a local organisation entitled "The Grimsby General Workers' Friendly and Protection Society." The "casuals," as a rule, do not belong to any society. The unions would favour any attempt at "decasualisation," but they are aware that under existing conditions this cannot be carried out in its entirety.

Question XIV.—What is the general personal character of the dockers?

Answer XIV.—Captains of ships visiting this port say that the Grimsby dock labourers are superior to those at any other port in the world. If this is so, the reason may probably be found in the fact that the labourers are chiefly recruited from the agricultural districts of Lincolnshire.

APPENDIX No. XXVII.

REPLIES BY MR. S. FISHER, GENERAL SECRETARY TO THE COALTRIMMERS' AND TIPPERS' UNION, CARDIFF, TO QUESTIONS SUBMITTED TO HIM BY THE COMMISSION.

Question I.—Is the lading and unlading of your port conducted by employing steedores, or by the Shipping Companies, or by anything of the nature of a Harbour Board?

Answer I.*—The bulk of the lading and unlading at this Port (which includes Cardiff, Penarth, and Barry) is done by the Great Western Railway Company, the Cardiff Railway Company, the Taff Vale Railway Company, and the Barry Railway Company.

Question II.—What is the system of taking on labour, and for what periods are men engaged?

Answer II.—The men who work for the above are employed more or less permanently, and are paid for the most part by the ton.

Question III.—What are the ordinary and the overtime wages? At what hour does overtime commence? When are they paid?

Question IIIa.—Is there anything peculiar in the trade of your port that makes overtime inevitable?

Answers III and IIIa.+—Speaking generally, the work is carried on by day and night shifts, and in consequence of the work being continuous, there is not much overtime paid for.

Question IV.—Is there much specialisation of labour?

Answer IV.—The stowing of coal, coke, patent fuel, iron, and steel cargoes requires some special training.

Question V .- Is the trade seasonal?

Answer V.—A good deal of the timber trade is seasonal.

Question VI.—Is the dock labour of the usual "easual" and irregular nature?

Answer VI.—Much of the work is of a casual nature.

Question VII.—Are there alternative employments open to the men when not engaged at the docks?

Answer VII.—Not to any extent, most of the men stick to dock work when once they take up with it.

* Explanatory Note.—I mean by this that the machinery both for lading and unlading and the men who manipulate it belong to those companies. The men, however, who work in the holds of vessels, either stowing or discharging cargoes, and those who deal with discharged cargoes on shore, are engaged by the various companies or persons to whom the cargoes belong or are consigned. These men are mostly casually employed, and are either paid by the day, the job, or by the ton.

† As regards timber cargoes and the handling of general merchandise, the work not being continuous on these, overtime is worked and paid for after 5 p.m. at the rate of time and quarter. Question VIII.—Is there ordinarily a surplus of labour seeking employment?

Answer VIII .- Yes, nearly always.

Question IX.—Can you give any account of laboursaving appliances at the docks, and any estimate of how they have affected the total demand for labour there?

Answer IX.—As far as my experience goes, the improvements in appliances have gone in the direction of increasing the amount of tons shipped or discharged in a given time rather than in reducing the number of men in a gang.

As far as coal is concerned, two or three million tons are now annually carried coastwise in steamers denominated "self-trimmers," and these, as compared with the sailing ships and steamers of 25 or 30 years ago, have displaced very much labour.

Question X.—Has there been any indication that the men would prefer constant, steady work to being taken on by the job?

Answer X.—I think most men would like steady, constant work if it could be got and fairly paid for. Most dock work, when there is any, is better paid for than other work.

Question XI.—Has any attempt been made to "decasualise" the dock labour, e.g., are there any permanent staffs, or is there any system of "preference men," as in the London and India Dock Company?

Answer XI.—There are gang men or "preference men" engaged here, and I should say they number about one-half of the whole.

Question XII.—Would it be possible, in your opinion, to make the labour more regular?

Answer XII.—Some little, but not to a very great extent.

Question XIII.—Is there any Trade Union among the dock labourers? If so, how would it view any attempt at "decasualisation"?

Answer XIII.—Yes. The most casual would favour it, and those most regularly employed as "preference men" oppose it strenuously, and the Union which attempted it would not meet with much success.

Question XIV.—What is the general personal character of the dockers?

Answer XIV.—In this district the docker has attained to a good high average as regards character. The steady, sober, thrifty men by far outnumber the careless and indifferent.

APPENDIX No. XXVIII.

REPLIES BY MR. F. B. GIRDLESTONE, SECRETARY AND GENERAL MANAGER OF THE BRISTOL DOCKS, TO QUESTIONS SUBMITTED TO HIM BY THE COMMISSION.

Question I.—Is the lading and unlading of your port conducted by employing stevedores, or by the shipping companies, or by anything of the nature of a harbour board?

Answer I.—I enclose copy* of the Handbook of the Port of Bristol, in which you will see that the three docks, viz., the Bristol City Docks, the Avonmouth Dock (situated on the Gloucestershire side of the River Avon), and the Portishead Dock (situated on the Somersetshire side) are all under the control of the Corporation of Bristol. At the City Docks the lading and unlading is practically all done by the shipowner and merchants employing outside stevedors, except

grain vessels discharging at the Princes Wharf Granary. Here the work of lifting the cargo from the ship is done by the stevedore, but the servants of the Corporation receive the grain and manipulate it in accordance with instructions received from the merchants. At the Avonmouth Dock nearly the whole of the lading and unlading of all the vessels frequenting that dock is entrusted by the shipowners to the Docks Committee of the Corporation, but as far as the lading and unlading of the cargoes are concerned they, the Corporation, employ a master stevedore, the receiving of the cargo, the merchants' portion of the work, being performed by the servants of the Corporation. In some instances the shipowner employs his own stevedore and not the Corporation. At Portishead Dock the steve-

^{*} Not reprinted.

doring is done entirely by outside stevedores, but the receiving of the cargoes is performed as at Avonmouth by the servants of the Corporation.

Question II.—What is the system of taking on labour, and for what periods are men engaged?

Answer II.—The permanent hands are engaged by the week, others by the day, half day, hour, or piece work, a minimum rate of 2s. being paid for men employed by the hour.

Question III.—What are the ordinary and the overtime wages? At what hour does overtime commence? When are they paid?

Answer III.—General goods labourers, 6½d. per hour day work, 9d. per hour night work; deal carriers, 5s. 6d. per day first five days of the week, 4s. for Saturdays. 9d. per hour night work. Overtime commences at 6 p.m.; Saturdays 2 p.m. on general carge, 1 p.m. on timber. The men are paid either weekly or daily; in the former case the men are allowed to have "subs." on Tuesdays and Thursdays, the maximum amount of "sub." allowed to each man being 3s. per "sub." The daily pay is made on the completion of the work, and the weekly pay on Saturdays. The piece work men are paid various rates. Weighers receiving, if they work 1,600 bus. per day, 5s., and any quantity over this 3½ t. per 100 bus. and 8½d. per 100 bus. night work. Truckers receive 4s. 9d. for 1,600 bus. and 3d. per 100 bus. for heavy grain and seeds, and 4½d. per 100 bus. for light grain and seeds.

Question IIIa.—Is there anything peculiar in the trade of your port that makes overtime inevitable?

Answer IIIa.—Overtime is inevitable when shipowners require their cargoes discharged in, say, 72 hours and sometimes more rapidly to enable them to sail their steamers on the advertised dates, or in cases of ships arriving upon early and late tides, desiring to work their cargoes immediately with a view to giving despatch to the ship.

Question IV.—Is there much specialisation of labour?

Answer IV.—The work is to some extent specialised—that is to say the corn porters, timber porters, and general goods porters adhere, as far as possible, to their particular class, a large number of casual men known as quay labourers being unfit for various reasons, such as lack of physical strength, specially in rough weather, and absence of training to engage themselves in this work.

Question V .- Is the trade seasonal?

Answer V.—Whilst there is a considerable amount of work being performed either in discharging or loading steamers a great deal of the trade is seasonal.

Question VI.—Is the dock labour of the usual "casual" and irregular nature?

Answer VI .- Yes.

Question VII.—Are there alternative employments open to the men when not engaged at the docks? Answer VII.—No regular alternative employment.

Question VIII.—Is there ordinarily a surplus of labour seeking employment?

Answer VIII .- Yes.

Question IX.—Can you give any account of laboursaving appliances at the docks, and any estimate of how they have affected the total demand for labour there?

Answer IX.—At the Bristol City Docks there are, in addition to the usual cranes, one movable electric grain elevator for discharging the grain out of the ship's hold; at the Princes' Wharf Granary there are conveyor bands driven electrically in a tunnel under the wharf for conveying grain from the point of discharge to four fixed elevators to lift the grain to the top of the granary; on the top floor of the granary there are conveyor bands for distributing grain to the various parts of the granary. Undoubtedly these appliances have saved the use of much labour in regard to working grain, but are absolutely necessary to secure the despatch necessary to enable large modern liners to be discharged profitably.

At the Avonmouth Docks, in addition to the usual cranes there is a movable electric elevator for discharging grain out of the ship's hold. There is also a movable hydraulic elevator and a fixed electric elevator for doing the same work, and similar arrangements in regard to conveyor bands for distributing grain in the granaries. Elevators are also used for lifting

bundles of bananas from the hold of the steamer carrying them to the deck of the ship. These are labour-

saving appliances.

At Portishead Dock, in addition to the usual cranes, there is the same arrangement for distributing grain into the granary as at Avonmouth and Bristol. At Portishead (as will be seen on the plan)* the Corporation have recently erected a very commodious timber wharf and have fitted it with steam cranes which pick up the timber from the ship's side in large quantities, with which they travel back to piles of timber situated at some distance from the ship. This, in an ordinary way, would be carried on the men's shoulders, and a considerable quantity of labour is saved thereby.

considerable quantity of labour is saved thereby.

It would be very difficult to estimate how these appliances have affected the total demand for labour here, because the effect of these labour-saving appliances is, as a rule, to increase the volume of trade,

and thereby afford more employment.

Question X.—Has there been any indication that the men would prefer constant steady work to being taken on by the job?

Answer X.—There are undoubtedly a number of men who would prefer "constant, steady work" if it were possible to find it for them. These men are those who may be described as dockers, i.e., who have from boyhood been employed about the docks, and depend solely upon the work on the quays and in the waze houses for a livelihood, and who are desirous of keeping up a respectable home. There are, however, a number of men who have drifted to the dock for various causes, such as failure in other occupations, or having been driven to engage in dock work through misfortune, or through faults of their own, and who, so far as we have an opportunity of judging, are content to eke out a precarious existence, and prefer to work casually.

Question XI.—Has any attempt been made to "decasualise" the dock labour—e.g., are there any permanent staffs, or is there any system of "preference men" as in the London and India Dock Company?

Answer XI.—No attempt has been made to "decasualise" dock labour at this port, the arrival and departure of shipping being in itself very irregular. At times the whole of the docks are filled with shipping, when it is most difficult to find sufficient labour, rendering it necessary to try and obtain men from other docks in the Chanael. At other times it may be said that the docks are practically empty, when nardly any labour is required. As the whole volume and classes of trade of the port expand, and especially exports, so will the demand for dock labour become more steady and regular, and so allow of more permanent hands being retained. There are permanent men, and certain men are preferred for employment when available, but there is no regular system of "preference men." The movements of shipping are largely dependent upon the state of weather conditions, of harvests, both abroad and at home, and on market prices and merchants' requirements.

Question XII.—Would it be possible, in your opinion, to make the labour more regular?

Answer XII.—No, for the reasons given in the answer to XI.

Question XIII.—Is there any trade union among the dock labourers? If so, how would it view any attempt at "decasualisation"?

Answer XIII.—Yes, there is a trade union among the dock labourers. No casual labourer is allowed by this union to work at any work in connection with the docks for less than 64d. per hour. As "decasualisation" would necessarily mean a considerable reduction in this rate of pay, the union would, I think, oppose it.

Question XIV.—What is the general personal character of the dockers?

Answer XIV.—The better class docker, the one who has fairly regular work, is usually a steady, soher, and reliable man; the others, who may be described as "drift" or casual workmen, drawn as they are from all classes, are unfortunately unreliable and apparently have but little desire to do regular work. They prefer to have two or three days' casual work at a fixed hourly rate rather than regular weekly work at a less proportionate rate of pay.

^{*} Not reprinted.

APPENDIX No. XXIX.

REPLIES BY MR. THOMAS GALLAHER, J.P., CHAIRMAN OF THE BELFAST STEAMSHIP COMPANY, TO QUESTIONS SUBMITTED TO HIM BY THE COMMISSION.

Question I .- Is the lading and unlading of your port conducted by employing stevedores, or by the Shipping Companies, or by anything of the nature of a Harbour Board?

Answer I .- Our Company do our work with weekly men and spellsmen.

Question II .- What is the system of taking on labour, and for what periods are men engaged?

Answer II .- Weekly for regular men; spellsmen by the hour.

Question III .- What are the ordinary and the overtime wages? At what hour does overtime com-mence? When are they paid?

Answer III .- Ordinary wages 26s.; 8 a.m. to 8 p.m.; overtime 7d. per hour.

Question IIIa .- Is there anything peculiar in the trade of your port that makes overtime inevitable?

Answer IIIa .- Yes; tidal sa'lings from Liverpool.

Question IV .- Is there much specialisation of labour? Answer IV .- Not with this Company,

Question V .- Is the trade scasonal?

Answer V .- No.

Question VI.—Is the dock labour of the usual "casual" and irregular nature?

Answer VI .- Steady with us.

Question VII .- Are there alternative employments open to the men when not engaged at the docks? Answer VII.-Yes.

Question VIII .- Is there ordinarily a surplus of labour seeking employment?

Answer VIII .- Not always.

Question IX.—Can you give any account of labour-saving appliances at the docks, and any estimate of how they have affected the total demand for labour there?

Answer IX .- We have none.

Question X .- Has there been any indication that the men would prefer constant, steady work to being taken on by the job?

Answer X .- Some prefer one, and some another.

Question XI.—Has any attempt been made to "de-casualise" the dock labour—e.g., are there any permanent staffs, or is there any system of "pre-ference men," as in the London and India Dock Company?

Answer XI.-No.

Question XII.—Would it be possible, in your opinion, to make the labour more regular?

Answer XII .- No.

Question XIII.—Is there any Trade Union among-the dock labourers? If so, how would it view any attempt at "decasualisation"?

'Answer XIII .- Two unions. Don't know.

Question XIV .- What is the general personal character of the dockers?

Answer XIV .- Majority good; drink the curse of the country.

APPENDIX No. XXX.

REPLIES BY SIR FREDERICK HARRISON, GENERAL MANAGER, LONDON AND NORTH WESTERN RAILWAY, TO QUESTIONS SUBMITTED TO HIM BY THE COMMISSION.

Question I.—Is the lading and unlading at your port conducted by employing steredores, or by the ship-ping companies, or by anything of the nature of a Harbour Board?

Answer I.-L. and N.W. Company are their own st.vedores, and perform all loading and discharging of vessels at Garston Docks.

Question II .- What is the system of taking on labour, and for what periods are men engaged?

Answer II.—Men are taken on from day to day to meet requirements of business. If work is plentiful they remain on our books until the pressure cases when they leave because there is no demand. Not taken on for particular jobs.

Question III.—What are the ordinary and the over-time wages? At what hour does overtime com-mence? When are they paid?

Answer III .- Ordinary wages 4s. per day or piecework rates, which of course vary considerably.

Overtime commences after 5.30 p.m. Monday to

Wages paid noon each Saturday.
Wages paid noon each Saturday.
Week closes Thursday 5.30 a.m. piece work; Thursday 5.30 p.m. day work.
All time worked between close of week and pay-time

Saturday included following week.

A number of men apply for a "sub." on the time kept in hand.

Question IIIa.—Is there anything peculiar in the trade of your port that makes overtime inevitable?

Answer IIIa .- Overtime at Garston is chiefly brought about by the steamship owners, who give orders unexpectedly for late working in order to clear a vessel by a given time. The circumstances governing a decision of this kind vary very considerably, but, as higher rates are paid for overtime, it may be understood there is a desire to avoid late work whenever circumstances admit.

If a ship is going to work continuously, we arrange night gangs, and overtime is thus avoided. The work, generally speaking, however, is much too irregular and uncertain to admit of a fixed night staff; therefore some overtime is inevitable.

Question IV.—Is there much specialisation of labour?

Answer IV.—Yes. We have the following grades, apart from "labourers." These special (or skilled) men are not subject to broken time to the same extent as ordinary labourers:—55 checkers, 52 coal-tippers, 112 coal-trimmers, 38 capstanmen, 40 ropers, chainers, and sheeters, 134 miscellaneous.

Question V .- Is the trade seasonal?

Answer V .- Yes.

Question VI .- Is the dock labour of the usual "casual" and irregular nature?

Answer VI .- Yes.

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Question VII .- Are there alternative employments open to the men when not engaged at the docks?

Answer VII .- No; except occasionally, when extra assistance is required on the estate to deal with timber, ore, etc. This work is given to men not required

Question VIII .- Is there ordinarily a surplus of labour seeking employment?

Answer VIII .- Yes. As soon as we are taking men on word goes about, and there are generally a great many applicants for work, but many of the applicants are quite unsuitable.

Question IX.—Can you give any account of labour-saving appliances at the docks, and any estimate of how they have affected the total demand for labour there?

Answer IX .- Nil.

Question X .- Has there been any indication that the men would prefer constant, steady work to being taken on by the job?

Answer X.—No. Broken time shows this. The fetter class men would like regular work, but our experience is that when there is plenty of work, and steady employment is available, many of the men stop away after they have earned a few days' wages. This is particularly noticeable on the days immediately following pay-day.

Question XI.—Has any attempt been made to "de-casualise" the dock labour—e.g., are there any permanent staffs, or is there any system of pre-ference men, as in the London and India Dock Company?

Answer XI.—Yes. We have a certain number of regular men who, although not guaranteed a week's work, are always on the stand in the morning, knowing they will be put on. These are invariably the better class of dock labourers, who are practically never out of work.

Question XII.—Would it be possible, in your opinion, to make the labour more regular?

Answer XII.—No. There must always be a number of men who will have to depend for employment upon pressure of business.

Question XIII.—Is there any trade union among the dock labourers? If so, how would it view any attempt at "decasualisation"?

Answer XIII .- No.

Question XIV.—What is the general personal character of the dockers?

Answer XIV.—I should divide the staff into three grades, viz :- lst. good; 2nd, fair; 3rd, poor. Naturally the casuals gravitate to the third section.

APPENDIX No. XXXI.

REPLIES BY MR. J. C. INGLIS, GENERAL MANAGER OF THE GREAT WESTERN RAILWAY, TO QUESTIONS SUBMITTED TO HIM BY THE COMMISSION.

Question I .- Is the lading and unlading of your port conducted by employing stevedores, or by the shipping companies, or by anything of the nature of a harbour board?

Answer I.:-

Chelsea Basin.—Railway companies let the work out to a contractor.

Brentford.—Company finds the labour required.

Bridgwater.-If English vessels, stevedores are employed, but if foreign vessels, the crews discharge.

Kingswear. - Stevedores do the work.

Fowey.-Stevelores do the work

Newquay .- Steve lores do the work.

Newham .- Stevedores do the work.

Plymouth.—The lading and unlading of all car-goes from and to foreign ports other than Con-tinental as well as some of the Continental and coastwise cargoes, except in those cases which are worked by the crews of the vestels, are performed by the Great Western Railway Co., by whom the docks are owned, and who have their own stevedore and other necessary staff. Other Continental and coastwise cargoes are dealt with by the shipping companies themselves, and various merchants, all of whom employ their own stevedores.

Bullo Pill.—Ships' crews.

Fishguard.-Great Western men do the work.

Neyland .- Great Western men do the work.

Llanelly.-Contractor does the work and employs men as required.

Briton Ferry.-Contractor does the work and employs men as required.

Saltney.-Great Western men do the work at so much per ton.

Question II.—What is the system of taking on labour; and for what periods are men engaged?

Answer II. : -

Chelsea Basin.—The contractor employs men as required, and the period of employment depends upon the quantity of traffic to be dealt with.

Brentford.—Men are regularly employed.

Bridgwater.—Men are always available and are em-ployed by the stevedores until discharge of vessel is completed.

Kingswear.-Gangs of men are retained by shipping companies or merchants, but regular employment is not guaranteed.

Fowey.-A number of men are employed regularly, and others are taken on as and when required. Newquay.—Four men are regularly employed. Newham.—Two permanent hands are employed and

Newham.—Two permanent hands are employed and these engage others according to requirements. Plymouth.—On vessel's arrival the required number of men are told off for each job, and in most cases are paid "piece work" at so much per ton. In other cases the rate of wages paid is at per hour or per day. Work fairly regular. Bulto Pill.—Men engaged as required. Fishguard.—Staff appointed for the purpose, exceptional demands being met by the employment of supernumeraries.

of supernumeraries.

Neyland.—Staff appointed for the purpose, exceptional demands being met by the employment

of supernumeraries.

Llanelly.—Men engaged as required and paid so much per ton. Work fairly regular.

Briton Ferry.—Contractor has a gang of fifteen men who are paid at tonnage rates. Work fairly

regular.

Saltney.—The men are paid at tonnage rates, and are only employed when vessels are berthed at the wharf.

Question III.—What are the ordinary and over-time wages? At what hour does overtime com-mence? When are they paid?

Answer III .:-

Chelsea Basin.-The men are paid by the contractor. Brentford.—Paid at tonnage rates, wages amount-ing to 26s. or 27s. per week. No overtime paid. Men paid weekly.

Men paid weekly.

Bridgwater.—If discharging deals 2s. per standard, and 5d. per ton for general cargo. Ordinary working hours 6 a.m. to 6 p.m. Overtime after 6 p.m. 2s. per man each night or part of a night. Paid on completion of the discharge of vessel.

APPENDIX No. XXXI.-Continued,

Kingswear.-All piece work at 72d. per ton handled. Paid as soon as loading or unloading of each vessel is completed.

Fowey.—Ordinary wages are 4s. per day, and 4s. 6d. per night. Overtime is paid only on Saturdays and provided work is continued after 10 p.m. and up to midnight, when the sum of 2s. 6d. is paid to each man. Men working by day are paid on Friday afternoon, and those engaged by night are paid on Saturday mornings.

Newquay .- The men are paid at the rate of 2d. per Newquay.—Ine men are paid at the rate of 2d. per ton for loading china clay and china stone, and ore from trucks on the quay to vessels' holds; also 14d. per ton for trimming coal in trucks ex ship. No overtime is worked at this place. Payment made on completion of cargoes. Newham.—Each man is paid 2d. per ton. The hours are not limited. No overtime rates in

Newnam.—Each man is paid 2d. per ton. The hours are not limited. No overtime rates in force. Payment made on completion of cargoes. Plymouth.—The ordinary wages per hour are 7d., and for overtime 9d. When employed at per day the rate is 4s. Overtime commences at 6 p.m. and is till 6 a.m. As a general rule wages are paid weekly, on Saturdays, but in some special cases the wages are paid when the discharge or loading of a vessel is completed.

Bullo Pill.—The boatmen (who perform the work of loading) are paid so much per trip, i.e., 16s, to 18s. Stroud to Bullo Pill and back, and 20s. Gloucester to Bullo Pill and back, payment being made on completion of trip.

Fishguard.—Wages vary from 3s. 6d. to 4s. 6d. per day of 10 hours; overtime paid for on completion of 10 hours at the ordinary rates of pay according to time worked. Payment, appointed staff, weekly; supernumeraries, daily.

Neyland.—Wages vary from 2s. 6d. to 4s.; other conditions are the same as given in the case of Fishguard.

Lianelly.—Wages

Fishguard.

handled. Overtime, Monday to Friday, 7 p.m. to 10 p.m. for which 3s. is paid. Saturday after 4 p.m., 1s. per hour per day. Pay-day on Llanelly.-Wages Saturday.

Saturday.

Briton Ferry.—Wages vary according to tonnage handled. Overtime commences 6 p.m., and men are paid 1d. per ton extra. Pay-day, Saturday.

Saltney.—Wages vary from 25s. to 30s. per week.

Hours:—Summer, 6 a.m. to 5.30 p.m., 1½ hours for meals. Winter, 8 a.m. to 4.30 p.m. or until dusk, 1 hour for meals. Overtime worked in order to catch a tide paid for by arrangement between agent in charge and captain, the amount varying from 3s to 5s, per night. Wages paid on Saturday.

Oursign IIIa.—Is there anything peculiar in the

Question IIIa .- Is there anything peculiar in the trade of your port that makes overtime inevitable?

Answer IIIa. :-

Chelsea Basin.-No.

Brentford .- No.

Bridgwater.-No.

Kingswear.-No.

Fowey .- Overtime is only worked to save detention to steamers.

Newham.—The port being subject to tides, over-time cannot always be avoided. Plymouth.—Overtime on steamers trading coast-wise is frequently necessary in order to enable them to keep their appointed time of sailing, and overtime on steamers trading from Con-tinental ports is often required in order to save a tide in the next port to which the steamer is destined with part cargo. In other cases it is necessary to work overtime to prevent demuraccruing.

Bullo Pill .- No.

Fishguard.-Fluctuating cargoes from Ireland and bad weather.

Neyland .- Traffic is chiefly fish and arrival by boats

is irregular.
Llanelly.—Yes, the dock being a tidal one.

Briton Ferry .- No.

Saltney.—The Dee not being navigable during neap tides, it is sometimes necessary for overtime to be vorked so as to get the vessels away before the tide is too low, otherwise they may be de-tained several days. Question IV.—Is there much specialisation of labour?

Answer IV .:-

Chelsea Basin.—No.

Brentford.—No.

Bridgwater.-No.

Kingswear.-No.

Fowey.—Stowing clay in casks in vessels' holds, and separating china clay in bulk therein, are the principal occupations of the men.

Newquay.—China, clay, china stone, and iron are the only exports from Newquay; coal is the principal import.

Newham.—Labour consists principally of discharg-ing coal, cement and manure ex ship into truck.

Plymouth.—Grain-carrying and the handling of

general cargoes are usually undertaken by dif-ferent sets of men, who from experience are better qualified to deal with the respective goods.

Bullo Pill .-- No.

Fishguard .- No.

Neyland .- No.

Llanelly .- No.

Briton Ferry .- No.

Saltney .- No.

Question V .- Is the trade seasonal?

Answer V .:-

Chelsea Basin.—No.

Brentford.-No.

Bridgwater.-No.

Kingswear.-No.

Towey.-No.

Newquay.-No.

Newham .- No.

Plymouth.-Certain traffic is seasonal, but the general trade is all the year round.

Bullo Pill.-No.

Fishguard.-No.

Neyland .- Yes. Llanelly .- No.

Briton Ferry.-No.

Saltney.—The traffic is generally heavier between January and April when the manure cargoes

Question VI .- Is the dock labour of the usual casual and irregular nature?

Answer VI. :-

Chelsea Basin.—Yes.

Brentford .- No.

Bridgwater.-Yes.

Kingswear.—Beyond the regular gangs retained by merchants, etc., the labour is casual, and for all it is irregular.

Fowey.—No, the labour is not of the usual casual or irregular nature.

Newquay.—Yes.

Newham.—Yes.

Plymouth.—Yes.

Bullo Pill.—Yes.

Fishguard.-No.

Neyland.-Yes.

Llanelly.-Yes.

Briton Ferry .-- Yes.

Saltney .- Yes.

Question VII.—Are these alternative employments open to the men when not engaged at the docks?

Answer VII.:-Chelsea Basin.—No.

Brentford.—The men are regularly employed.

Bridgwater.-Yes.

Kingswear.—The same men also work on steamers calling for coal. Fowey.—Yes, boating and fishing in the harbour.

Newquay.-Yes, in a quarry.

APPENDIX No. XXXI.-Continued.

Newham.-Other wharves and depots on the river are open to the men.

Plymouth.-No.

Bullo Pill.-Yes.

Fishguard.-No.

Neyland.—Yes.

Llanelly.-Yes, to an extent.

Briton Ferry .- No.

Saltney .- Yes, at works in the neighbourhood, but this can only be obtained in busy times.

Question VIII .- Is there ordinarily a surplus of labour seeking employment?

Answer VIII. :-

Chelsea Basin.-Yes,

Brentford.-Yes.

Bridgwater.-Depends upon demand, labour limited.

Kingswear .- Yes.

Fowey.-No, there is not ordinarily a surplus of labour seeking employment. Newquay.—No, there is not ordinarily a surplus of

labour seeking employment.

Newham.—No.

Plymouth.-Yes.

Bullo Pill .- No.

Fishguard.-No.

Neyland.—Not ordinarily, but since reduction in dockyard staff there has been no difficulty in obtaining men.

Llanelly.-No.

Briton Ferry .- No.

Saltney .- Occasionally there is a surplus of labour, but rather seldom.

Question IX.—Can you give any account of labour-saving appliances at the docks, and any estimate of how they have affected the total demand for labour there?

Answer IX. :-

Chelsen Basin.-The coal tips are worked by hand. Brentford.-The coal tips are worked by hydraulic power.

Bridgwater.-No labour-saving appliances have been introduced.

Kingswear.—No labour-saving appliances have been introduced.

Fowey.—The introduction of hone grabs for the discharging of coal resulted in an estimated saving of eight men throughout the twenty-four hours.

Newquay.-No labour-saying appliances have been introduced.

Newham.-No labour-saving appliances have been introduced.

Plymouth.—Steamers' winches and steam and hy-draulic cranes are utilised at these docks and have been for many years.

Bullo Pill .- No.

Fishguard.—Electric cranes are used.

Neyland .- Hydraulic cranes are used.

Llanelly .- No.

Briton Ferry .-- No.

Saltney .-- The only labour-saving appliances in use are steam cranes.

Question X .- Has there been any indication that the men would prefer constant, steady work to being taken on by the job?

Answer X.:-

Chelsea Basin.-No.

Brentford.—The men are regularly employed.

Bridgwater.-No.

Kingswear.-No.

Fowey.-Yes, the men prefer constant and steady

Newquay.—There has been no indication that the men would prefer constant, steady work to being taken on by the job. As stated, when a vessel is not in the harbour, the men have employment in their quarry.

Newham. -No.

Plymouth.-No.

Bullo Pill .- No.

Fishguard.-Men prefer regular employment.

Neyland.-Men prefer regular employment.

Llanelly.-Men prefer regular employment.

Briton Ferry .- No. Cessation from work is rare.

Saltney.—No. The men seem to prefer the present system of payment by results at tonnage rates.

Question XI.—Has any attempt been made to de-casualise the dock labour, e.g., are there any permanent staffs, or is there any system of "pre-'erence men" as in the London and India Dock Company?

Answer XI. :-

Chelsea Basin.—No permanent staff. Contremploys what men he is able to obtain.

Brentford.—The men are employed regularly. Contractor

Bridgwater.-No.

Kingswear.-No.

Fowey.-There is in operation a system of preference men: those longest in the employ of the contractor are the first taken on.

Newquay.—There is no permanent staff employed, but the men usually employed are given the preference.

Newham.—There is no permanent staff employed, but the men usually employed are given the preference.

Plymouth .- No.

Bullo Pill .- No.

Fishguard.—Portion of casual men has been replaced by appointed servants of the company. No system of preference is in vogue in the employment of supernumeraries.

Neyland .- Not possible to decasualise, and preference is given to men previously employed.

Llanelly.-No. Briton Ferry.-No.

Saltney .- There is no permanent staff employed, but the men usually employed are given the pre-

Question XII .- Would it be possible, in your opinion, to make the labour more regular?

Answer XII. :-

Chelsea Basin.-No.

Brentford.-No.

Bridgwater .- No, the shipping traffic being of a fluctuating nature. Kingswear.—No, the shipping traffic being of a

fluctuating nature.

Fowey.—No, the shipping traffic being of a

fluctuating nature.

Newquay.—No, the shipping traffic being of a fluctuating nature.

Newham.—No, the shipping traffic being of a fluctuating nature.

Plymouth.—No, the shipping traffic being of a

fluctuating nature. Bullo Pill.—No, the shipping traffic being of a

fluctuating nature. Fishguard.—No, the shipping traffic being of a

fluctuating nature. Neyland.—No, the shipping traffic being of a

fluctuating nature. Llanelly.—No, the shipping traffic being of a

fluctuating nature.

Briton Ferry .- No, the shipping traffic being of a fluctuating nature. Saltney.—No, the shipping traffic being of a

fluctuating nature.

Question XIII.—Is there any trade union among the dock labourers? If so, how would it view any attempt at decasualisation?

Answer XIII.:-

Chelsea Basin.-No.

Brentford .- No.

Bridgwater.-No trade union.

Kingswear.- No trade union.

Fowey.—No trade union.

APPENDIX No. XXXI.-Continued.

Newquay.—No trade union.
Newham.—No trade union.
Plymouth.—No trade union.
Bullo Pill.—No trade union.
Fishguard.—No trade union.
Neyland.—No trade union.
Llanelly.—Yes. Cannot say.
Briton Ferry.—Yes. Cannot say.
Saltney.—No trade union.

Question XIV.—What is the general personal character of the dockers?

Answer XIV.:—
Chelsea Basin.—Good.
Brentford.—Good.

Bridgwater.-Good workers.

Kingswear.-Good for the class of men employed.

Fowey.—The men are steady and good general labourers.

Newquay .- Hardworking, respectable men.

Newham.-Good general labourers.

Plymouth.—They vary. Some are good workmen of respectable character. Others can hardly be correctly so described.

Bullo Pill .- Good workers.

Fishguard.-Good.

Neyland .- Good.

Llanelly.-Fairly good.

Briton Ferry.—Twenty-five per cent. steady and reliable. Seventy-five per cent. not quite so steady and reliable.

Saltney .- Steady and reliable workers.

APPENDIX No. XXXII.

REPLIES BY MR. E. LATIMER, GENERAL SUPERINTENDENT TO THE MANCHESTER SHIP CANAL COMPANY TO QUESTIONS SUBMITTED TO HIM BY THE COMMISSION.

Question I.—Is the lading and unlading of your port conducted by employing stevedores, or by the shipping companies, or by anything in the nature of a harbour board?

Answer I.—There are no contracting stevedores employed, and, with the exception of a few regular lines of coasting and Continental steamers where, by arrangement with the Canal Company, the shipowners do their own labour, the lading and unlading at the Manchester Docks is performed by the Canal Company.

Question II.—What is the system of taking on labour, and for what periods are men engaged?

Answer II.—The men assemble at the booking-on offices of the company at stated times, and are then engaged by the Canal Company's foremen as required. No labourer is engaged for a less period than four hours between 8 a.m. and 6 p.m. (Saturdays 5 p.m.). After ordinary working hours men are not employed for any given period, and are only paid for the actual time required.

Question III.—What are the ordinary and the overtime wages? At what hour does overtime commence? When are they paid?

Answer III .- The ordinary rates of pay for casual labourers are :-

Discharging Ships,—General cargo, 6d. per hour; grain in bulk, 7d. per hour; timber, 8d. per hour

Loading Ships.—General cargo, 5s. per day of nine hours.

Quay Work.—General cargo, 6d. per hour; grain in bulk and bags, 6d. per hour*; timber, 8d. per hour.

The pay for overtime to casual labourers is 50 per cent. over the day-work rates of pay.

A considerable amount of work is done by piecework men., viz., piling to stock and delivering timber, discharging minerals, loading coal, etc.

The overtime hours are between 6 p.m. and 8 a.m.

The wages are paid each Friday. "Subs" are given on account each Monday evening.

Question IIIa.—Is there anything peculiar in the trade of your port that makes overtime inevitable?

* Grain in bulk generally discharged at the Company's grain elevator, where most of the handling is done by machinery, but when landed at quay sheds extra wages to the ordinary rate is paid for bushelling, i.e., filling into sacks. Answer IIIa.—There is nothing peculiar in the trade of the port that makes overtime inevitable, but shipowners generally require a considerable amount of overtime to be worked.

Question IV .- Is there much specialisation of labour?

Answer IV.—There is no specialisation of labour, but only certain men are suitable for the proper and expeditious handling of particular classes of goods.

Question V .- Is the trade seasonal?

Answer V.—Certain trades are seasonal, particularly timber and cotton. The largest proportion of the timber arrives from May to October, and cotton from October to March.

Question VI.—Is the dock labour of the usual " casual" and irregular nature?

Answer VI.—A proportion of the dock labour is of the usual "casual" and irregular nature, but not so irregular as at most ports where there are many employers of labour.

Question VII.—Are there alternative employments open to the men when not engaged at the docks?

Answer VII.—There are alternative employments open to the men when not engaged at the docks, but a large proportion of them do not seek employment elsewhere.

Question VIII.—Is there ordinarily a surplus of labour seeking employment?

Answer VIII.—Generally there is a small surplus of labour seeking employment, but it occasionally happens that the supply is not equal to the demand.

Question IX.—Can you give any account of laboursaving appliances at the docks, and any estimate of how they have affected the total demand for labour there?

Answer IX.—There are labour-saving appliances at the docks, the chief being the company's grain and fruit (banana) elevators. It is difficult to form a reliable estimate of their effect upon the total demand for labour.

Question X.—Has there been any indication that the men would prefer constant steady work to being taken on by the job?

Answer X.—There has been no special indication that the men would prefer constant, steady work to being taken on by the job.

APPENDIX No. XXXII.—Continued,

Question XI.—Has any attempt been made to "decasualise" the dock labour, e.g., are there any permanent staffs, or is there any system of "pre-ference men," as in the London and India Dock Company?

Answer XI.—There has been no particular attempt made to "decasualise" the dock labour, but there are some permanent men employed in the capacity of warehouse labourers, crane-drivers, checkers, etc. There is no system of "preference men," as in the London Docks, but a large number of the casual men receive almost regular employment.

Question XII .- Would it be possible, in your opinion, to make the labour more regular?

Answer XII .- Perhaps it would, but it would be

a difficult matter to regulate satisfactorily.

Question XIII.—Is there any trade union among
the dock labourers? If so, how would it view any
attempt at "decasualisation"?

Answer XIII .- The Dock Labourers' Union have a branch here, but only a small number of men belong to it. Impossible to say what view the union would take of any attempt at "decasualisation."

Question XIV.—What is the general personal character of the dockers?

Answer XIV .- Good, excepting for a small proportion, which are of the usual unsteady class.

APPENDIX No. XXXIII.

REPLIES FROM MR. WILLIAM LAW, GENERAL MANAGER SWANSEA HARBOUR TRUST, TO QUESTIONS SUBMITTED TO HIM BY THE COMMISSION.

Question I.—Is the lading and unlading of your port conducted by employing stevedores, or by the shipping companies, or by anything of the nature of a harbour board?

Answer I .- The loading and unloading of vessels is done partly by the Swansea Harbour Trust, partly by the railway companies serving the port, and partly by the shipping companies. In each case the work is done partly by employing stevedores and partly by direct employment of the men.

Question II .- What is the system of taking on labour, and for what periods are men engaged?

Answer II.—To a considerable extent men are employed more or less permanently, but there is some employment of a casual nature.

Question III .- What are the ordinary and the overtime wages? At what hour does overtime com-When are they paid? mence?

Answer III .- In the great majority of cases men are employed at piece rates, with 3s. extra for night work, but when engaged otherwise they are generally paid 7d. per hour, or 7s. per day, with 2s. extra for night work. Overtime commences at 7 p.m. and finishes at 6 a.m.. They are paid, as a rule, on Fridays and Saturdays.

Question IIIa.—Is there anything peculiar in the trade of your port that makes overtime inevitable?

Answer IIIa .- I know of nothing which differentiates the trade of this port from that of other ports-I am of opinion that the facilities and accommodation of many ports, including this, would not be able to cope with the work required if overtime work were not resorted to.

Question IV.—Is there much specialisation of labour?

Answer IV. -As a general rule the men keep to one particular kind of work.

Question V .- Is the trade seasonable?

Answer V.—Only to a very small extent.

Question VI .- Is the dock labour of the usual " casual " and irregular nature?

Answer VI .- Much less than in ports like Hull, West Hartlepool, and certain other places which are largely dependent upon the timber trade.

Question VII.—Are there alternative employments open to the men when not engaged at the docks?

Answer VII .- No.

Question VIII. Is there ordinarily a surplus of labour seeking employment?

Answer VIII .- Not to any large extent.

Question IX.—Can you give any account of labour-saving appliances at the docks, and any estimate of how they have affected the total demand for labour there?

Answer IX.—Only as regards grain elevators and conveyors, which have been adopted by one milling firm here, as is done in most other ports, and which have materially reduced the amount of manual labour.

Question X .- Has there been any indication that the men would prefer constant steady work to being taken on by the job?

Answer X .- I know of none.

Question XI.—Has any attempt been made to "de-casualise" the dock labour—e.g., are there any permanent staffs, or is there any system of "pre ference men" as in the London and India Dock Company?

Answer XI.—Speaking generally, the older hands are given the preference, and it is only when the amount of work exceeds what the older and regular hands can do that outside men are engaged.

Question XII.-Would it be possible, in your opinion, to make the labour more regular?

Answer XII .- I think not.

Question XIII.—Is there any trade union among the dock labourers? If so, how would it view any attempt at "decasualisation"?

Answer XIII .- Trade unionism is pretty strong, and one of the unions seeks to prevent the employment of one of the unions seeks to prevent the employment of those who are not members thereof. The enclosed circular supplies an example of this. It will be noticed, for example, that by circular dated June 18th, 1907 (see Appendix No. XXXIII (A)), "all recognised boatmen" are to be members of the particular union, and by notice without date, but which was issued yesterday (see Appendix No. XXXIII (B)), "no boatman is to touch any ropes or in any way assist any vessel" consigned to certain firms with whom the union have a dispute. How the union would view any attempt at decasualisation I am unable to say. decasualisation I am unable to say.

Question XIV.—What is the general personal character of the dockers?

Answer XIV .- Very good.

APPENDIX No. XXXIII. (A).

HANDED IN BY MR. LAW, SWANSEA.

UNION OF GREAT BRITAIN AND IRELAND.

June 18th, 1907.

To Brokers, Ship Owners, Ship Masters and any person whom it may concern:

We beg to give you notice that on and from this date all recognised boatmen of the Port of Swansea will wear a badge with "Swansea Harbour Boatmen" in-scribed upon it. To prevent any trouble arising through the employment of men who are not recog-nised boatmen, we ask you to use, as far as possible, every precaution in the engaging of boatmen, so that

no man shall be engaged unless he can produce his badge, which will be proof that he is a recognised boatman of the port,

We are doing this in the interest of the port, that ships may be sure of having proper attention by proper men.

Trusting you will assist us in this work,

I remain, Yours faithfully,

Fac-simile of badge.

General Secretary.

APPENDIX No. XXXIII. (B).

HANDED IN BY MR. W. LAW, SWANSEA.

THE * UNION OF GREAT BRITAIN AND IRELAND.

Instructions to all Men belonging to the above Union:

To W- and Co.'s Workmen.-No workman is to return to work until the dispute in wages is finally settled. All workmen at present engaged must not go to work to-morrow morning (Thursday). If this notice is not in time, they must finish to-morrow night at the usual time, and not go in again until this dispute is settled.

To T— and E— and J. D—'s, Limited, Workmen.—All men must give their firm one week's notice to-morrow night (Thursday).

To Boatmen.—No union boatman is to touch any ropes, or in any way assist any vessel consigned to Messrs. W——and Co. or T——and E——and J. D——, Limited.

To Tug-boatmen.-No union tug-boatman is to touch any ropes or in any way assist any vessel consigned to Messrs. W—— and Co. or T—— and E—— and J. D-, Limited,

To Trimmers.—No trimmer is to put any coal into any vessel that has been discharged by Messrs. W—

and Co. or T- and E- and J. D-, Limited, by non-union labour.

To Hydraulic Men.—No hydraulic man (top or bottom) is to put down a shoot on any vessel discharged by Messrs. W—— and Co. or T—— and E—and J. D——, Limited, by non-union labour.

Further instructions will be issued to lockgate men and others as circumstances arise.

No cranemen are to work on any vessel consigned to W— and Co. or T— and E— and J. D—, Limited, unless ordered by the General Secretary.

The Strike Committee will sit at the Bird-in-Hand Hotel, High Street, every day, and any other place as decided by the Secretary, where all information can

All members are requested not to congregate in the streets, and not to molest any person. This is a fight to a finish, and as the employers give no quarter they can expect none from us. Every man is requested to be true to the Society, and fight to an end.

APPENDIX No. XXXIV.

REPLIES BY MR. JOHN MACAULAY, GENERAL MANAGER OF THE ALEXANDRA (NEWPORT AND SOUTH WALES) DOCKS AND RAILWAY, TO QUESTIONS SUBMITTED TO HIM BY THE COMMISSION.

Question I .- Is the lading and unlading of your port conducted by employing stevedores, or by the shipping companies, or by anything in the nature of a harbour board?

Answer I.—In regard to coal cargoes, which form the principal trade, the loading into the ship by means of hoists is performed by the Company, regular men being employed at this work. The trimming of the coal cargoes is undertaken by the shippers of the coal, who employ their own gangs of men to perform this work.

With regard to lading and unlading of general cargoes, this is performed in some instances by the Company's Cargo Labour Department, who engage men direct as required. In other cases this work is done by outside firms of stevedores.

The local Harbour Commissioners do not interfere

at all.

Question II.—What is the system of taking on labour, and for what periods are men engaged:

Answer II.—The system varies a good deal. Labour is engaged according to the particular work required to be performed, and for the period necessary to complete same. In some cases gangs are employed in rotation; in others the men are engaged from day to day. Engagements do not go beyond the completion of the particular shipping or discharging operation.

Question III.—What are the ordinary and the over-time wages? At what hour does overtime com-mence? When are they paid?

Answer III.—The wages vary according to the class of work. Some cargoes are paid for on a tonnage basis, and others by day work. Ordinary day-work rates vary from 4s. 6d. to 7s. per day.

Overtime commences at 6 p.m., and is paid for in the case of day-work wages at the rate of time and a

half. The men are paid every Saturday.

Question IIIa.—Is there anything peculiar in the trade of your port that makes overtime inevitable?

Answer IIIa .- Yes. Overtime is generally worked in order to complete the discharging or loading within a stipulated time, as provided in the charter party. Sometimes it is due to vessels being late in arriving owing to stress of weather, and in other cases anxiety on the part of the owners to have their vessels loaded or discharged with the utmost possible dispatch. Without overtime it would not be possible to give the dispatch required.

Question IV.—Is there much specialisation of labour? Answer IV .- No.

Question V .- Is the trade seasonal?

Answer V .- Partly. Timber cargoes are only received during a part of the year, and the trade in potatoes is also seasonal.

Question VI.—Is the dock labour of the usual " casual " and irregular nature?

Answer VI .- Yes. A good percentage of the men, however, receive very regular employment and earn good wages.

Question VII .- Are there alternative employments open to the men when not engaged at the docks?

Answer VII.—There is not a very wide field for alternative employment. Employment can be got at intervals at works and wharves.

Question VIII .- Is there ordinarily a surplus of labour seeking employment?

Answer VIII .- Yes.

Question IX.—Can you give any account of labour-saving appliances at the docks, and any estimate of how they have affected the total demand for labour there?

Answer IX.-No.

Question X .- Has there been any indication that the men would prefer constant steady work to being taken on by the job?

Answer X .- No.

Question XI.—Has any attempt been made to "decaswalise" the dock labour, e.g., are there any permanent staffs, or is there any system of "preference men," as in the London and India Dock Company?

Answer XI.—There are no permanent staffs, but a system of "preference gangs" is in operation, these being employed in turn as required. Additional men are taken on as found necessary, vacancies in the preference gangs being filled from the "casuals."

Question XII .- Would it be possible, in your opinion, to make the labour more regular?

Answer XII .- No. The matter of shipment and discharging is beyond the control of any dock company.

Question XIII.—Is there any trade union among the dock labourers? If so, how would it view any attempt at "decasualisation"?

Answer XIII .- Yes. It is not thought that the men would agree to any other method of payment than the one in vogue at present.

Question XIV.—What is the general personal character of the dockers?

Answer XIV .- Fairly good.

N.B.—The above remarks in no case apply to the men engaged in the shipment of coal at the docks, i.e., in working the company's appliances for coal shipping, which work, as indicated in the answer to Question I., provides regular employment.

APPENDIX No. XXXV.

REPLIES BY MR. CHARLES MACFARLANE, OF MESSRS. MOWBRAY & MACFARLANE, CON-TRACTORS AND STEVEDORES, WEST HARTLEPOOL, TO QUESTIONS SUBMITTED TO HIM BY THE COMMISSION ..

Question I.—Is the lading and unlading of your port conducted by employing stevedores, or by the shipping companies, or by anything of the nature of a harbour board?

Answer I .- The work is chiefly done by stevedoring contractors. Only one shipping company employs labour directly. The dock company (N.E.R.) undertake the discharging of iron ore, which they sub-let to gangs of men working on piece—company providing cranes. Coal trimming is also done by gangs of men

working on piece for ships, but appointed, and to some extent governed, by dock company.

Question II.—What is the system of taking on labour,

and for what periods are men engaged?

Answer II.—Labour is taken on by the day, and less than half day is unusual—usually it is three-quarters of a day or full day. Usually, also, men continue at ship day by day until cargo is completed. It is, however, day labour, and either party can terminate at end of day, or when the work is completed.

APPENDIX No. XXXV.-Continued.

Question III.—What are the ordinary and the overtime wages? At what hour does overtime commence? When are they paid?

Answer III.—For Stevedores men: Ordinary wages 6s. 6d. per full 9½ hours day, Monday to Friday; 4s. 6d. per full 5½ hours, Saturday, 6 to 12 noon; winter, usually 5s., 8 to 4, less dinner hour: overtime 1s. per hour, after 5 p.m. In our own case, nominally we pay on Saturday; unfortunately, "sub" goes on every day, and if any interruption of work balances are paid up at once. Some leave balances with us to week-end. Other firms pay up each night. In addition to men actually employed discharging and loading ships, a large amount of labour is employed by merchants in yards adjacent to the docks and on the quays storing and forwarding lumber: props, deals, etc. The deal merchants chiefly employ contractors, who pay the same wages as stevedores. The prop merchants usually employ men direct, partly on piece rates, but chiefly on time, at 6d. per hour—say 27s. per week.

Question IIIa.—Is there anything peculiar in the trade of your port that makes overtime inevitable?

Answer IIIa.—No. We do not work a great deal of overtime—only when steamer urgently wanted.

Question IV.—Is there much specialisation of labour?

Answer IV.—Not a great deal. Most of our men work at anything that is going. Of course, some men get more expert at handling certain classes of work owing to being frequently engaged at it. Both in our own business and generally in the docks there is a tendency this way to a little specialisation; but on the whole labour here is fluid. As previously stated.

the whole labour here is fluid. As previously stated, timber, iron ore, and coals form our main lines of import and export; and trimming coals is the only branch strictly specialised.

Question V .- Is the trade season il?

Answer V.—I regret to say Yes. May to December covers our busy season in timber. Iron ore and coal are less seasonal. From January to April work is very slack for timber workers.

Question VI.—Is the dock labour of the usual "casual" and irregular nature?

Answer VI.—Men employed doing work for merchants' storing and forwarding are less casual. Stevedores' men are irregularly employed owing to intermittent arrivals; but in the season many men have almost regular work.

Question VII.—Are there alternative employments open to the men when not engaged at the docks?

Answer VII.—When the shippards and house building trades are brisk many men go to these occupations winter by winter, coming to the timber trade in summer and autumn. Some also go to other towns to work. In dull times, such as the present, these alternatives are not easily found.

Question VIII.—Is there ordinarily a surplus of labour seeking employment?

Answer VIII.—Frequently in the import season there is a shortage of efficient men; ordinarily, there is a surplus of men; but in busy times the surplus is quite unskilled—men who have drifted in for a day's work.

Question IX.—Can you give any account of laboursaving appliances at the docks, and any estimate of how they have affected the total demand for labour there?

Answer IX.—Formerly pit props (of which there is the largest importation here of any port in the U.K., except Cardiff) were discharged by steamers' own gear, landed on quays, and stacked by hand labour; afterwards loaded to rail waggons, by hand labour also. In order to save quay space, the railway company (dock company) have provided electric cranes, and the great bulk of the props are now slung out of the steamers direct into trucks, which are unloaded in storage yards. This has reduced the numbers of labourers employed, but extended the facilities of the port for handling a large quantity of these goods. The work is more humane for those who are engaged at it, and is slightly more "skilled." The change tends slightly, also, to regularise the demand for this class of labour in the season, as the number of cranes available is limited, and steamers have frequently to wait in a busy time. On the other hand, it lessens the demand for the more casual and less skilled labour, and necessarily diminishes the total wages paid. The stevedores pay for use of crane, instead of paying labourers.

Question X.—Has there been any indication that the men would prefer constant steady work to being taken on by the job?

Answer X.—No. Though there can be no doubt of the benefit such a change would bring, the tendency would be for the wages to be less per day for the steady job, though more in the year. What would happen if there was a choice would be a running off in busy times to the higher casual labour. A firm of timber merchants here have had the greatest difficulty in getting men to stay over the busy season, though they were promised full wages (27s. per week) all the year round. Some always go off in summer to get the higher, though more casual, rate from Stevedores.

Question XI.—Has any attempt been made to "de casualise" the dock labour, e.g., are there any permanent staffs, or is there any system of "pre ference men," as in the London and India Dock Company?

Answer XI.—The railway company's iron ore department have preference gangs, but they fill up with casuals. The coal trimmers are permanent, to this extent, that they do nothing else but coal; the work is given to gangs in turn; the trade is fairly regular, and there is no casual labour. Timber merchants have small nuclei of practically permanent men. As stevedores,' a proportion of our men get preference, and seldom work elsewhere. There has been no systematic attempt to decasualise apart from individual practice as above.

Question XII.—Would it be possible, in your opinion, to make the labour more regular?

Answer XII.—With our seasonal trade I have not seen any practicable plan for making labour more regular.

Question XIII.—Is there any trade union among the dock labourers? If so, how would it view any attempt at "decasualisation"?

Answer XIII.—The Dock, Riverside, and Wharf Labour Society has a branch and some members. The Gasworkers and Labourers have also branches, and probably a greater number of members. I have no information as to their views on the subject.

Question XIV.—What is the general personal character of the dockers?

Answer XIV.—A large proportion of the men are ordinarily well behaved and a good class of dock labourer; a smaller number are very steady, sober men, but many are of intemperate habits, and some are gamblers—chiefly on horse-racing events. Of this larger section it must be said that their methods, and I fear their homes, are thriftless. The system of "subbing" day by day, coupled with drink, betting and unthrift, tends to degeneration, physically and otherwise. The irregularity of employment, particularly the winter slackness, tends in the same direction. Unfortunately, if there is even a temporary break in employment, wages are demanded and speedily spent in such cases. As a rule, even when work is plentiful for weeks continuously, nothing is kept in hand by the majority.

REPLIES BY MR. T. MERRELLS, SECRETARY TO THE SWANSEA DISTRICT OF THE DOCK, WHARF, RIVERSIDE, AND GENERAL WORKERS' UNION OF GREAT BRITAIN AND IRELAND, TO QUESTIONS SUBMITTED TO HIM BY THE COMMISSION.

Question I.—Is the lading and unlading of your port conducted by employing stevedores, or by the Shipping Companies, or by anything of the nature of a Harbour Board?

Answer I.—The work of lading and unlading is almost entirely conducted without stevedores, i.e., it is chiefly conducted direct by merchants, shipping companies, and the Harbour Board.

Question II.—What is the system of taking on labour, and for what periods are men engaged?

Asswer II.—In the lading of coals, should there be more men present than are required, lots are drawn. (Only privileged men may draw lots.) In all other cases the foreman—or leading gangman—select. For so long as the job may last.

Question III.—What are the ordinary and the overtime wages? At what hour does overtime commence? When are they paid?

Answer III.—About 95 per cent. of all employed in handling cargoes are paid tonnage or piece rates, with a bonus for overtime. Average earnings per day, about 10s., night 12s. to 15s. Time workers, 7s. per day, 9s. by night. Overtime commences first five nights 6.0 p.m. Saturdays 1.0 p.m. Payments are made weekly.

Question IIIa.—Is there anything peculiar in the trade of your port that makes overtime inevitable?

Answer IIIa.—No, the exigencies of the shipping trade will always demand it.

Question IV.—Is there much specialisation of labour?

Answer IV.—Yes, e.g., the same men are continually engaged in handling similar cargoes.

Question V .- Is the trade seasonal?

Answer V .- No, except so far as the timber trade is concerned.

Question VI.—Is the dock labour of the usual "casual" and irregular nature?

Answer VI .- No, although intermittent.

Question VII.—Are there alternative emp'oyments open to the men when not engaged at the docks?

Answer VII.—No, not in the sense that men might find employment and be able to return to the docks at will.

Question VIII.—Is there ordinarily a surplus of labour seeking employment?

Answer VIII. -Yes, but not to a very large extent.

Question IX.—Can you give any account of laboursaving appliances at the docks, and any estimate of how they have affected the total demand for labour there?

Answer IX.—The only case in recent years of labour-saving machinery is in connection with the discharging of grain, elevators and conveyors being substituted for the old method of filling in bags in the ship's hold, and which had to be carried, e.g., take a ship of 3,000 tons; now the grain is automatically taken from the ship's hold and conveyed direct to the mill, in which case eight men only are employed, whereas under the old process any number between 50 and 70 would be required. In addition to the above, as larger bottoms are being built for carrying coals, along with improved construction, fewer men are required to trim cargoes. The difference in the number of men required to trim a cargo in, say, a ship of 3,000 tons and a modern steamship of the same capacity would be as two to one.

Question X.—Has there been any indication that the men would prefer constant steady work to being taken on by the job?

Answer X.—No; men very much prefer to work on tonnage or piece system, with occasional days off.

Question XI.—Has any attempt been made to "decasualise" the dock labour—e.g., are there any permanent staffs, or is there any system of "preference men," as in the London and India Dock Company?

Answer XI.—Except in the case of cranemen, engine men, and permanent way men, there is no permanent staff. In the case of all employment each employer has preference men.

Question XII.—Would it be possible, in your opinion, to make the labour more regular?

Answer XII.—No; although the work is intermittent, 90 per cent, of the total might be said to be in regular employment.

Question XIII.—Is there any Trade Union among the dock labourers? If so, how would it view any attempt at "decasualisation"?

Answer XIII.—Yes, two: the Dock, Wharf, Riverside and General Workers' Union and the National Amalgamated Labourers' Union. Speaking on behalf of the first, we much prefer the present system than that men should be employed continuously without a break

Question XIV.—What is the general personal character of the dockers?

Answer XIV.—Good; will compare favourably with any other class of workmen.

APPENDIX No. XXXVII.

REPLIES BY MR. R. MILLAR, GENERAL MANAGER OF THE CALEDONIAN RAILWAY COMPANY, TO QUESTIONS SUBMITTED TO HIM BY THE COMMISSION.

Question I.—Is the lading and unlading of your port conducted by employing stevedores, or by the shipping companies, or by anything of the nature of a harbour board?

Answer I,—The labour in connection with the loading and unloading of vessels is performed by men employed either directly by the shipping companies or by men employed by the stevedores, who contract with the shipping companies.

Question II.—What is the system of taking on labour, and for what periods are men engaged?

Answer II.—The shipping companies and stevedores keep more or loss a staff of regular porters, and they augment this staff by casual labour to the extent required from day to day. Question III.—What are the ordinary and the overtime wages? At what hour does overtime commence? When are they paid?

Answer III.—Ordinary wages of casual labourers are 7d. per hour, generally from 6 a.m. till 6 p.m., and for night work after 6 p.m. the rate is 9d. per hour. The casual men are paid daily.

Question IIIa.—Is there anything poculiar in the trade of your port that makes overtime inevitable?

Answer IIIa.—The regular coasting and continental shipping companies require to work overtime to enable them to sail their steamers at the appointed times.

Question IV.—Is there much specialisation of labour?

Answer IV.—Not particularly; the trade of the port is general.

APPENDIX No. XXXVII.-Continued.

Question V .- Is the trade seasonable?

Answer V.—The trade is partly seasonable owing to a large part of the trade being to or from Baltic ports, which are closed during winter with ice.

Question VI.—Is the dock labour of the usual "casual" and irregular nature?

Answer VI.—Yes, with the exception of the permanent men employed by the shipping companies and stevedores, as stated in No. II.

Question VII.—Are there alternative employments open to the men when not engaged at the docks?

Answer VII.—There is little employment about Grangemouth other than the dock business.

Question VIII.—Is there ordinarily a surplus of labour seeking employment?

Answer VIII.—Ordinarily the supply and demand are fairly equal, and when the season's business closes, about the end of the year, nearly the whole of the casual labourers migrate elsewhere.

Question 1X.—Can you give any account of laboursaving appliances at the docks, and any estimate of how they have affected the total demand for labour there?

Answer IX.—The company from time to time have erected hydraulic cranes for the discharge and loading of vessels, but it would be quite impossible to give any estimate of how these may have affected the demand or saving of labour.

Question X.—Has there been any indication that the men would prefer constant steady work to being taken on by the job?

Answer X.—As this company do not engage casual labourers or pay them, the various shipping companies and stevedores could only give accurate information here.

Question XI.—Has any attempt been made to "decasualise" the dock labour—e.g., are there any permanent staffs, or is there any system of "preference men" as in the London and India Dock Company?

Answer XI .- Please see reply to Question No. II.

Question XII.—Would it be possible, in your opinion, to make the labour more regular?

Answer XII.—With the exception of the regular coasting and continental steamers, the other traffics arrive or depart irregularly, and labour is only employed as and at the times required by the shipping companies.

Question XIII.—Is there any trade union among the dock labourers? If so, how would it view any attempt at "decasualisation"?

Answer XIII.—There is no trade union among the men.

Question XIV.—What is the general personal character of the dockers?

Answer XIV.—The permanent men employed by the shipping companies and stevederes are a respectable, steady class, but the ordinary "docker" is of the usual casual type, drinking a large part of his earnings immediately after they are earned.

APPENDIX No. XXXVIII.

REPLIES BY SIR CHARLES J. OWENS, GENERAL MANAGER, LONDON AND SOUTH WESTERN RAILWAY, TO QUESTIONS SUBMITTED TO HIM BY THE COMMISSION.

SOUTHAMPTON DOCKS.

Question I.—Is the lading and unlading of your port conducted by employing stevedores, or by the shipping companies, or by anything of the nature of a harbour board?

Answer I.—The shipping companies employ their own stevedores or contract with a master stevedore.

Question II.—What is the system of taking on labour, and for what periods are men engaged?

Answer II.—Casual labourers are taken from the labour shed; each man is handed a metal token and is given a minimum of four hours' employment.

Question III.—What are the ordinary and the overtime wages? At what hour does overtime commence? When are they paid?

Answer III.—Ordinary wages 5d. per hour; overtime, 6d., from 6 p.m. to 10 p.m., and from 10 p.m. to 6 a.m., 7d. When engaged continuously for six hours an additional hour is paid.

Question IIIa.—Is there anything peculiar in the trade of your port that makes overtime inevitable?

Answer IIIa.—Yes. The sailing of the Channel Islands and French steam packets at midnight; the necessity for getting various ships out of port by a certain time; the dealing with perishable traffic, mails, passengers, etc.

Question IV .- Is there much specialisation of labour?

Question V .- Is the trade seasonable?

Answer V .- Yes, to a large extent.

Question VI.—Is the dock labour of the usual "casual" and irregular nature?

Answer VI.—The great bulk of the dock labour is of the usual casual nature, but as mentioned in the answer to No. 11, we have a certain number of permanent men.

Question VII.—Are there alternative employments open to the men when not engaged at the docks?

Answer VII .- No.

Question VIII.—Is there ordinarily a surplus of labour seeking employment?

Answer VIII .- Generally,

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Question IX.—Can you give any account of laboursaving appliances at the docks, and any estimate of how they have affected the total demand for labour there?

Answer IX.—There are several pieces of machinery used, viz.:—A grain elevator, grain-conveying machinery, steam and hydraulic cranes, and baggage conveyor. It is very difficult to gauge the amount of labour saved. As regards the grain elevator, when the circumstances are such as to preclude its use, about eight men are requisitioned for the work. In the absence of the grain-conveying machinery occupation would probably be given to eight men in carrying the grain, but the considerable advantage in the way of improving the condition of the grain by the existing method of handling would be lost as well as other advantages. The other appliances mentioned perform work which manual labour could not well perform.

Question X.—Has there been any indication that the men would prefer constant steady work to being taken on by the job?

Ansier X.—No; but several cases have come under notice where permanent hands have asked to be given casual employment.

Question XI.—Has any attempt been made to "decasualise" the dock labour—e.g., are there any permanent staffs, or is there any system of "preference men" as in the London and India Dock Company?

Answer XI.—Yes, we have permanent and preference men.

Question XII.—Would it be possible, in your opinion to make the labour more regular?

Answer XII .- No.

Question XIII.—Is there any trade union among the dock labourers? If so, how would it view any attempt at "decasualisation"?

Answer XIII.—No trade union among the dock labourers at Southampton, but there is a Free Labour Association which would doubtless view "decasualisation" with favour, if such were practicable.

Question XIV.—What is the general personal character of the dockers?

Answer XIV .- Very mixed.

APPENDIX No. XXXIX.

REPLIES BY MR. WILLIAM R. REA, SHIPOWNER, BELFAST, TO QUESTIONS SUBMITTED TO HIM BY THE COMMISSION.

Question I.—Is the lading and unlading of your port conducted by employing stevedores, or by the shipping companies, or by anything of the nature of a harbour board?

Answer I.—The lading and unlading of goods is effected by employing stevedores, in the case of over-sea steamers, and by the direct employment of workmen by the various companies interested in the cross-Channel traffic

Question II.—What is the system of taking on labour, and for what periods are men engaged?

Answer II.—The men are taken on by the day, as required, and are paid by the day at the rate of 5s. (viz., $7\frac{1}{2}$ d. per hour for a winter day of eight hours, and 6d. per hour for a summer day of ten hours).

Note.—The winter hours are in force from 1st November to 28th February, and the Summer hours from 1st March to 31st October.

Question III.—What are the ordinary and the overtime wages? At what hour does overtime commence? When are they paid?

Answer III .- See number 2.

Note.—Overtime commences as follows:— From 1st November to 28th February: at 5 p.m.

From 1st March to 31st October at 6 p.m. Rate during summer eriod is 9d, per hour. Rate during winter period is 10½d, per hour. The men are paid daily.

Question IIIa.—Is there anything peculiar in the trade of your port that makes overtime inevitable?

Answer IIIa.—Overtime is most frequently worked in the case of steamers which have to complete their discharge on a certain date, or when overside craft have to be loaded outside the ordinary hours of working.

Question IV .- Is there much specialisation of labour?

Answer IV.—The workmen employed are of the ordinary labouring class, skilled labour being unnecessary.

Question V .- Is the trade seasonal?

Answer V.—The trade varies in accordance with the season of the year. From June up to November River Plate maize boats usually arrive, and during the other months of the year there are usually arrivals of North American and Black Sea maize, which give fairly continuous work to the labourers. The cross-Channel traffic, of course continues all the year round.

Question VI.—Is the dock labour of the usual "casual" and irregular nature?

Answer VI .- Yes.

Question VII.—Are there alternative employments open to the men when not engaged at the docks?

Answer VII.—As a rule the men employed on this work do not undertake other employment.

Question VIII.—Is there ordinarily a surplus of • labour seeking employment?

Answer VIII.—The supply of labour is usually fully equal to the demand, although the reverse has occurred occasionally during the past year, owing to labour troubles.

Question IX.—Can you give any account of laboursaving appliances at the docks, and any estimate of how they have affected the total demand for labour there?

Answer IX.—There are cranes at different places in the docks. They are not used in connection with the discharge of oversea steamers, but largely for the discharge of coal, iron, and other cross-Channel traffic. These appliances are a necessary adjunct, and do not affect the labour supply.

Steamers discharge with their own winches, except in the case of bulk cargoes, which are occasionally discharged by elevators, the plant for which is contained in barges belonging to a Liverpool company, which are available for hire.

There are also sundry barges with steam for hoisting purposes, these being used solely by sailing ships.

Question X.—Has there been any indication that the men would prefer constant steady work to being taken on by the job?

Answer X.—On the whole it is believed the oversea men would prefer working by the job; while most of the cross-Channel men have regular employment, and prefer it.

Question XI.—Has any attempt been made to "deeasualise" the dock labour, e.g., are there any permanent staffs, or is there any system of "preference men," as in the London and India Dock Company?

Answer XI .- Not to any extent.

Question XII.—Would it be possible, in your opinion, to make the labour more regular?

Answer XII.—I fear not, the requirements being regulated by the shipping which enters the port.

Question XIII.—Is there any Trade Union among the dock labourers? If so, how would it view any attempt at "decasualisation"?

Answer XIII .- (1). There is a trade union.

(2). I am not in a position to state.

Question XIV.—What is the general personal character of the dockers?

Answer XIV.—They are as a rule, of an improvident class, spending their wages as soon as earned, many of them on drink.

APPENDIX No. XL.

REPLIES BY MR. ROBERT THOMPSON, CHAIRMAN OF THE BELFAST HARBOUR COMMISSIONERS, TO QUESTIONS SUBMITTED TO HIM BY THE COMMISSION.

Question I.—Is the lading and unlading of your port conducted by employing steredores, or by the shipping companies, or by anything of the nature of a Harbour Board?

Answer I.—The loading and unloading of vessels at Belfast are conducted in some cases by stevedores and in others by the shipping companies themselves. The Belfast Harbour Commissioners do not undertake any work of this nature.

Question II.—What is the system of taking on labour, and for what periods are men engaged?

Answer II.—The system of taking on labour varies. In some cases the men are engaged by the hour, in some cases by the week, and in some cases at a rate per ton.

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APPENDIX No. XL .- Continued.

Question III .- What are the ordinary and the overtime wages? At what hour does overtime commence? When are they paid?

Answer III .- As regards wages :

(a) Men employed in discharging cross-Channel traffic from passenger and cargo steamers re-ceive 26s. per week of 64 hours. The working day begins at six o'clock on Monday morning, and on every other morning at eight o'clock, and ends at eight o'clock p.m.

Overtime at the rate of 7d. per hour is paid for any time wrought after eight o'clock p.m. There are some men, who may be called spellmen, employed at 6d, per hour with overtime at 7d, per hour after eight o'clock

(b) Labourers engaged in discharging coal-laden vessels (filling buckets in hold, etc.) are paid 28s. per week of 58 hours, and 7½i. per hour for overtime wrought after 6 p.:a.

In some cases squads of eight or ten men, according to the size of the vessel's hold, are employed, and paid at the rate of 41. per ton, which is divided amongst them equally at the finish of the discharge of the cargo.

Occasionally men are paid 4s, per day, with 6d. per hour overtime.

(c) Men engaged in discharging other classes of vessels are paid between 1st March and 1st November at the rate of 6d. per hour during the working day and 9d, per hour overtime, and between 1st November and 1st March at the rate of 7½d. per hour, with 10½d, per hour for overtime—overtime being paid after five o'clock p.m. in winter and after six o'clock p.m. in summer.

Men specially qualified for the discharge of certain classes of wood goods are paid be-tween 1st March and 1st November at the rate of 81d. per hour, and between 1st No-vember and 1st March at the rate of 101d. per hour, with 1s. per hour for overtime in

each case.

Question IIIa.—Is there anything peculiar in the trade of your port that makes overtime inevit-

Answer IIIa .- There is a considerable amount of overtime worked in connection with the cross-Channel "catch the tide" at the port on the other side of the steamers (both passenger and coal) with the view to

Question IV.—Is there much specialisation of labour? Answer IV .- There is very little specialisation of labour.

Question V .- Is the trade seasonal?

Answer V .- The trade is not seasonal.

Question VI .- Is the dock labour of the usual "casual" and irregular nature?

Answer VI .- Dock labour is only partly "casual" and irregular.

Question VII .- Arc there alternative employments open to the men when not engaged at the docks?

Answer VII .- There are no alternative employments open to men when not engaged at the docks.

Question VIII.—Is there ordinarily a surplus of labour seeking employment?

Answer VIII.—There is usually a surplus of labour seeking employment.

Question IX.—Can you give any account of labour-saving appliances at the docks, and any estimate of how they have affected the total demand for

Answer IX .- The labour-saving appliances at this port are cranes, grab-buckets, derricks, etc. I cannot estimate to what extent they have affected the total demand for labour. The trade of the port has increased so much in late years that there is under existing conditions more employment than ever before.

Question X.—Has there been any indication that the men would prefer constant, steady work to being taken on by the job?

Answer X.—Many men prefer constant, steady work to being taken on "by the job," but there are men who do not want and would not take constant, steady work.

Question XI.—Has any attempt been made to "de-casualise" the dock labour—e.g., are there any permanent staffs, or is there any system of "preference men," as in the London and India Dock Company?

Answer XI .- As stated in answer to No. 1, this Trust does not undertake the unloading or discharging of vessels, as is the case with the London and India Dock Company, consequently the permanent and/or preference men, if any, are limited to the employees of the local steamship companies and of stevedores.

Question XII.-Would it be possible, in your opinion, to make the labour more regular?

Answer XII.—It would, in my opinion, be difficult ander existing circumstances to make the dock labour here more regular. The Belfast Harbour Commissioners do not find complaints as to irregularity of employment.

Question XIII.—Is there any trade union among the dock labourers? If so, how would it view any attempt at "decasualisation"?

Answer XIII.—There is a branch of the National Union of Dock Labourers in Belfast, but I do not know their views as regards "decasualisation."

Question XIV.—What is the general personal charac-ter of the dockers?

Answer XIV .- Generally speaking, I believe the majority of the dock labourers are respectable and well-conducted men.

APPENDIX No. XLI.

REPLIES BY MR. W. WHITMORE, SWANSEA, TO QUESTIONS SUBMITTED TO HIM BY THE COMMISSION.

Question I.—Is the lading and unlading of your port conducted by employing stevedores, or by the shipping companies, or by anything of the nature of a harbour board?

Answer I .- The loading and unloading is done by the shipping companies and by the harbour trustees, and they employ stevedores to carry out the work of loading and discharging.

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Question II.—What is the system of taking on labour, and for what periods are men engaged?

Answer II.—The system of taking on labour is that there is what is termed a first gang and a second gang, who work under normal conditions of trade, and then there is a large number of men called hobblers, standing and waiting for a rush of loading or unloading. In some instances there are six gangs employed, and they

APPENDIX No. XLI.-Continued.

follow on in these respective gangs according to the quantity of loading there is to be done. ,

Question III.—What are the ordinary and the overtime wages? At what hour does overtime commence? When are they paid?

Answer III.—Ton work from 3½d. to 5d. per ton. Hour work 7d. per hour, for working until eight o'clock at night 1s., until twelve o'clock 2s., all night 3s.. The above scale of overtime does not apply to all loading gangs. The men are paid on Friday and Saturday.

Question IIIa.—Is there anything peculiar in the trade of your port that makes occrtime inevitable?

Answer IIIa.—None in particular, except in the case of some ships cease loading tin plates through heavy rain or of some large ships which are bound to have a certain depth of water or be delayed three or four days for the rising tides. Often it is caused through want of berthing room to meet the demand.

Question IV .- Is there much specialisation of labour?

Answer IV.—Yes, there is the shipping of fuel bricks, shipping of tin plates, and the unloading of different kinds of ore, which requires skilled labour.

Question V .- Is the trade seasonable?

Answer V.—Yes, in the winter months there is a large import of sulphate of copper and none in the summer months; Til cove ore in summer months, none in winter months. Timber in summer months is fairly regular, but in winter very small quantities arrive in port.

Question VI.—Is the dock labour of the usual "casual" and irregular nature?

Answer VI.—Yes, in the majority of loading and discharging gangs it is very irregular. I know that some gangs of men are unemployed from one day to ten or twelve days, and this does not occur on rare occasions, but very frequently.

Question VII.—Are there alternative employments open to the men when not engaged at the docks?

Answer VII.—None, only that of a man getting a chance of a hobble with various gangs who may have a bit of a rush of work. The chance of the men to get a day's work is very remote, because there is always a surplus of men following these particular gangs in loading and discharging.

Question VIII.—Is there ordinarily a surplus of labour seeking employment?

Answer VIII.—I have seen it very frequently that when a ship has arrived in berth to be loaded, and the number of men required has been from ten to fifteen, there has been thirty to forty men seeking employment on the same ship. Question IX.—Can you give any account of laboursaving appliances at the docks, and any estimate of how they have affected the total demand for labour there?

Answer IX.—In the discharging of grain there is labour-saving appliance which displaces 75 per cent. of the labour usually employed before the introduction of this machine.

Question X.—Has there been any indication that the men would prefer constant steady work to being taken on by the job?

Answer X.—Yes, there is an indication that the men would prefer steady, constant work, but that would largely depend on the amount of labour required to be done and the amount of wages received for doing that labour under present conditions. I am thinking it is a great problem.

Question XI.—Has any attempt been made to "decasualise" the dock labour—e.g., are there any permanent staffs, or is there any system of "preference men" as in the London and India Dock Company?

Answer XI.—There has been no attempt to decasualise the dock labour. Yes, there are permanent staffs employed, and there is a system of preference men, as I have already stated in answer to Question No. II., that preference is given to certain gangs of men because they know best how to carry out that particular kind of labour to be carried out.

Question XII.—Would it be possible, in your opinion, to make the labour more regular?

Answer XII.—Under present conditions I am of the opinion that it would be impossible to bring about the regular employment of labour, because there is a large surplus of men more than what is required to carry out the amount of labour to be done.

Question XIII.—Is there any trade union among the dock labourers? If so, how would it view any attempt at "decasualisation"?

Answer XIII.—The men employed in these docks are well organised. I am of the opinion that the union would be favourable to decasualisation. I know of cases where gangs of men have been regularly employed for a season that they have given the casual men a chance of working one or two days a week in their stead so that they have some money to take home.

Question XIV.—What is the general personal character of the dockers?

Answer XIV.—The personal character of the men employed in the docks, with a few exceptions, are very industrious.

FOURTH SET OF QUESTIONS ADDRESSED TO MISCELLANEOUS EMPLOYERS.

- I.—What is the system of taking on labour in your trade, and for what periods are men engaged ?
- II.—What are the ordinary and the overtime wages? At what hour does overtime commence? When are they paid?
- III.—Is there anything peculiar in your trade that makes overtime inevitable? What do you say as to the general disapproval of overtime on the part of Trade Unions?
- IV .- Is the trade seasonal ?
- V .- Is any of your labour of the "casual" type ?
- VI.—If so, are there alternative employments open to the men when not engaged with you?
- VII.—Is there ordinarily a surplus of labour-seeking employment?
- VIII. Is there much specialisation of labour among the low skilled or casual workers ?
- IX.—Has there been any indication on the part of such casauls that they would prefer constant steady work to being taken on by the job?
- X.—Has any attempt been made to "decasualise" such labour?
- XI.—Would it be possible in your opinion to make casual labour more regular?
- XII.—Is there any Trade Union among your workers? If so, how would it view any attempt at "decasualisation"?
- XIII.—What is the general personal character of your workers?
- XIV.—Has there been any introduction of labour saving appliances with you? If so, how have they affected the tota demand for labour in your business?
- XV.—Do you employ boys, and if so, are you able to retain any considerable proportion of them when they become adults?
- XVI.—Have you any suggestions to make as to the training and education of boys? For instance, do you find the present system of education helpful in aiding the class of boy you employ to maintain himself?
- XVII.—In view of the greater complexity of economic conditions, do you consider that some public organisation (such as, e.g., Distress Committees, Labour Exchanges, and the like), is necessary?

APPENDIX No. XLII.

REPLIES BY MR. JOHN WESLEY FORD, WHARFINGER TO MESSRS. GUEST, KEEN & CO., LTD., CARDIFF, TO QUESTIONS SUBMITTED TO HIM BY THE COMMISSION.

Question I.—What is the system of taking on labour in your trade, and for what periods are men engaged?

Answer I.—We employ a number of men regular that is, as long as there is work for them to do, but if work is pressing we have to employ a large number of strangers, but no fixed time.

Question II.—What are the ordinary and the overtime wages? At what hour does overtime commence? When are they paid?

Answer II.—The ordinary day wages are 4s. 6d. from 6 a.m. to 5 p.m., and overtime is paid time and half. Men are all paid up every Saturday, at the wharf, at 2 o'clock.

Question 111.—Is there anything peculiar in your trade that makes overtime inevitable? What do you say as to the general disapproval of overtime on the part of Trade Unions?

Answer III.—We are obliged to work overtime when steamers are loading, to prevent demurrage. And I have never heard any of the men or Unions complain of overtime; they all like to get as much as they can.

Question IV .- Is the trade seasonal?

Answer IV .- No, we work all the year.

Question V.—Is any of your labour of the "casual" type?

Answer V.—Yes.

Question VI.—If so, are there alternative employments open to the men when not engaged with you?

Answer VI.—Yes, men—good men—can nearly always get work with the Bute or with prop. steamers.

Question VII.—Is there ordinarily a surplus of labour seeking employment?

Answer VII.—Yes, I have not had to go to look for men this 40 years.

Question VIII.—Is there much specialisation of labour among the low-skilled or casual workers? Answer VIII.—No. Question IX.—Has there been any indication on the part of such casuals that they would prefer constant, steady work to being taken on by the job?

Answer IX.—No. But I find all the men I employ like to stop as long as they can.

Question X.—Has any attempt been made to "decasualise" such labour?

Answer X .- No, I have never heard of anything of the kind.

Question XI.—Would it be possible, in your opinion, to make casual labour more regular?

Answer XI.—I do not see at present how this can be done.

Question XII.—Is there any Trade Union among your workers? If so, how would it view any attempt at "decasualisation"?

Answer XII .- I do not think our day labourers belong to any Union.

Question XIII.—What is the general personal character of your workers?

Answer XIII .- Good at work, but fond of drink.

Question XIV.—Has there been any introduction of labour-saving appliances with you? If so, how have they affected the total demand for labour in your business?

Answer XIV.—We have up to the present no laboursaving appliances; all our work is manual labour.

Question XV.—Do you employ boys, and, if so, are you able to retain any considerable proportion of them when they become adults?

Answer XV.—We do not employ boys, but when our ton men's sons are grown up we give them our first chance.

Question XVI.—In view of the greater complexity of economic conditions, do you consider that some public organisation (such as, e.g., Distress Committees, Labour Exchanges, and the like) is necessary?

Answer XVI .- No.

APPENDIX No. XLIII.

REPLIES BY MR. PATRICK O'DONOVAN, CARDIFF, TO QUESTIONS SUBMITTED TO HIM BY THE COMMISSION.

Question I.—What is the system of taking on labour in your trade, and for what periods are men engaged?

Answer I.—There are regular gangs for trimming boats as they come along, supplemented by hobblers or casual trimmers, but, of course, work depends upon the amount and type of tonnage arriving.

Question II.—What are the ordinary and the overtime wages? At what hour does overtime commence? When are they paid?

Answer II.—Men are paid according to a tariff mutually agreed by them and the masters. No overtime. They are paid once a week.

Question 111.—Is there anything peculiar in your trade that makes overtime inevitable? What do you say as to the general disapproval of overtime on the part of Trade Unions? Answer III .- Nothing to say.

Question IV .- Is the trade seasonal?

Answer IV.-No. Its volume depends upon the amount of coal exported.

Question V.—Is any of your labour of the "casual" type?

Answer V.—Yes, the hobblers; but, of course, all trimmers' work is casual, in the sense that one cannot say that there will be work a month ahead.

Question VI.—If so, are there alternative employments open to the men when not engaged with you?

Answer VI.—No; they must hold themselves in readiness for work when it does turn up.

Question VII.—Is there ordinarily a surplus of labour seeking employment?

Answer VII.—Yes, a considerable surplus.

APPENDIX No. XLIII. - Continued.

Question VIII .- Is there much specialisation of labour among the low-skilled or casual workers?

Answer VIII .- No ; al! trimmers.

Question IX .- Has there been any indication on the part of such casuals that they would prefer con-stant steady work to being taken on by the job? Answer IX .- No.

Question X .- Has any attempt been made to decasualise" such labour?

Answer X .- No ; impossible.

Question XI.—Would it be possible, in your opinion, to make casual labour more regular?

Answer XI.—Impossible, owing to the conditions of the work.

Question XII.—Is there any Trade Union among your workers? If so, how would it view any attempt at "decasualisation"?

Answer XII .- Yes. It would regard same as utterly impossible.

Question XIII. - What is the general personal character of your workers?

Answer XIII.-Good.

Question XIV.—Has there been any introduction of labour-saving appliances with you? If so, how have they affected the total demand for labour in your

Answer XIV.—Certain types of ships are so-called "self-trimmers," and the rate for trimming these is substantially less, and fewer men are employed on

Question XV.—Do you employ boys, and, if so, are you able to retain any considerable proportion of them when they become adults?

Answer XV .- No.

Question XVI.—Have you any suggestions to make as to the training and education of boys? For in-stance, do you find the present system of education helpful in aiding the class of boy you employ to maintain himself?

Answer XVI .- Do not employ boys.

Question XVII.—In view of the greater complexity of economic conditions, do you consider that some public organisation (such as, e.g., Distress Com-mittees, Labour Exchanges, and the like) is necessary?

Answer XVII.—Yes. Both Distress Committees and Labour Exchanges, if organised and staffed by the right people, would be of great advantage.

APPENDIX No. XLIV.

REPLIES BY MR. MARCUS ROBINSON, OF MESSRS. ROBINSON, DUNN & CO., SAW-MILLERS, GLASGOW, TO QUESTIONS SUBMITTED TO HIM BY THE COMMISSION.

1. The business of sawmilling in Scotland is usually combined with that of buying and selling timber; and the trade is sharply divided between those who deal almost exclusively with home timber and those who confine themselves to foreign timber.

2. Many of the sawmillers working in foreign timber are also importers, and a large proportion of the goods handled by them pass to the consumer in the same condition of manufacture as when imported. All the large firms of carpenters, shipbuilders, wagon builders, engineers, etc., have more or less sawing machinery themselves.

My own firm are importers, merchants, and sawmillers, and this is the combined business of the largest and most representative sawmillers in Scotland.

4. My answers, therefore, to the following questions, while bearing chiefly on sawmilling, cannot be entirely dissociated from these other branches of the business.

5. I have no intimate knowledge of the home timber trade.

Question I .- What is the system of taking on labour in your trade, and for what periods are men engaged?

Answer I.—Labourers are generally taken on at the gate; cartiers the same. Skilled sawyers, machinemen, etc., we train ourselves; formerly we selected handy labourers; now they are generally trained from boyhood, promotion being given as opportunities occur.
The boys are frequently relatives of employees. None
of our employees are under any engagement.
In some sawmills it is usual to apply to the Sawmill
Operatives' Society for skilled men.

Question II.—What are the ordinary and the over-time wages? At what hour does overtime com-mence? When are they paid?

Answer II .- Wages per week of 54 hours for all employees except carters :-Labourers, ordinary 20s. to 21s.

Leading hands, foremen, foremen labourers, labourers, cranemen, watermen, etc. -22s. to 30s.

Discharging squad (21s.), bonus when discharging about (6s.) -

Assistants behind machines and saws Engineers 33s. to 35s. Enginemen 28s. to 32s.

Sawmill operatives (as arranged between the Glasgow Master Sawmillers' Society and the Operatives' Society).

	7.6	inimun	
0 1 1			
Saw doctors, general hands -			
Spindle machine		33s.	
German saw		32s.	
Moulding, flooring and lining mad	chines,		
band or fretsaw		31s.	
Log frame, large; general circular	saw;		
rack bench		30s.	
Log frame, small		28s.	
Deal frame; planer with sidel	ieads;		
batten saw		27s.	
Planer without sideheads -		25s.	
Crosscut saw		23s.	
Grinders		30s.	to 35s.
Boys behind moulding machines			
Lads behind moulding machines			
Overtime, after 54 hours, paid t			

Average wages fully 5 per cent. higher.
Carters, 25s. per week, including tending their horses
on mornings of Sundays and holidays. Allowances
given for exceptional work. No deductions for

holidays. Weekly pays; no Foremen at higher rates. advances given.

The employment is exceptionally steady in its character, and broken or short time seldom occurs.

Question III.—Is there anything peculiar in your trade that makes overtime inevitable? What do you say as to the general disapproval of overtime on the part of trade unions?

Answer III.—There is no peculiarity in our trade that makes overtime inevitable. Sometimes, but infrequently, it is necessary. When overtime is long continued, the men get fagged, and do not keep up the same amount or quality of work. I am aware that trade unions disapprove of overtime, and, speaking generally, I quite agree with them. I consider that healthy man's day's work should not exhaust his vigour beyond what his night's rest will restore, fair wear and beyond what his night's rest will restore, fair wear and

tear excepted. This is the condition of things in our trade. Men last in our service up to old age. In Canada and the United States, where the work in the sawmills is much harder and the hours longer (two spells of five hours per day for six days per week) a man is considered old for sawmill work at forty.

Question IV .- Is the trade seasonal?

Answer IV.—It is to a limited extent. The Scottish system of yearly house-letting from Whitsunday term causes in busy times a pressure during the Spring months in supplying material for houses intended for occupation at the term. The arrivals of wood goods from Canada and Northern Europe are practically limited to "open water"—say from May to November, during which time we employ more labourers than in the winter months. Arrivals from other ports may occur at any time throughout the year, and involve the employment of a few extra labourers for a limited time, if quantities are large and the goods are taken direct to our yards. If the goods are stored in the public yards, the work is undertaken by the timber measurers, who employ the necessary labour. If the amount of carting is exceptional, we engage carting contractors.

Question V.—Is any of your labour of the "casual" type?

Answer V.—Little of the labour which we directly employ can be called of the casual type. The chief addition to our staff of men is a squad of 12 or 15, who are occupied from May to November, discharging lighters and stacking deals and battens at our Temple Mills on Forth and Clyde Canal. But these men have other winter jobs, mostly in the Glasgow Corporation Gas Works. Some further extra labour is occasionally employed, as explained in reply to the previous question. Our mills are situated several miles from Glasgow; in some sawmills within the city more casual labour is employed.

Question VI.—If so are there alternative employments open to the men when not engaged with you?

Answer VI.—The chief alternatives are work in other sawmills, or in shippards, and quay work and storing of timber in the public timber yards.

Question VII. — Is there ordinarily a surplus of labour seeking employment?

Answer VII.—In times of fair trade I do not think there is a surplus. In dull times, as at present, there is a large surplus.

Question VIII. — Is there much specialisation of labour among the low-skilled or casual workers?

Answer VIII.—There is specialisation to a certain extent, and labourers accustomed to handle wood goods keep pretty generally to such work. There is also specialisation in the following way:—An ordinary unskilled labourer, showing himself intelligent and well conducted, may get promotion to be a leading man of a squad, or a craneman, or waterman, or become an assistant to a machineman or sawyer, and so on, with a consequent advance in wage.

Question IX.—Has there been any indication on the part of such casuals that they would prefer constant steady work to being taken on by the job?

Answer IX.—The majority of the men taken on for temporary work, especially married men, would prefer constant employment.

Question X.—Has any attempt been made to "decasualise" such labour?

Answer X .- I am not aware of any such attempt.

Question XI.—Would it be possible, in your opinion, to make casual lubour more regular?

Answer XI.—I regret I can offer no suggestion of any value. Any irregular employment which arises in our trade is connected with the arrival of timber cargoes, and though the resulting labour is chiefly done by timber measurers and forwarding agents, it is necessarily irregular, much more so now, with the rapid discharge demanded by steamers, than thirty years ago with the smaller and more leisurely sailing vessels, which were often discharged by their own crews.

Question XII.—Is there any trade union among your workers? If so, how would it view any attempt at "decasualisation"?

Answer XII.—All, or nearly all, our employees who are engaged in the conversion of timber belong to the Scottish Sawmill Operatives' and Woodworking Machinemen's Society. There is also a Carters' Society, but I think very few of our men belong to it

The union would resent anything which they thought would conflict with their interests, or interfere with their special trade.

Question XIII.—What is the general personal character of your workers?

Answer XIII.—Excellent. The nature of our trade would not permit of our retaining unreliable men. The influence of the trade union encourages temperance and good conduct.

Question XIV.—Has there been any introduction of labour-saving appliances with you? If so, how have they affected the total demand for labour in your business?

Answer XIV.—It is difficult to apply mechanism to much of the work in a timber yard.

For instance, in discharging deals, battens, etc., from lighters (into which the goods had been transhipped from ocean-going vessels), and stacking them to lengths, breadths, and thicknesses, there may be anything from 100 to 200 different dimensions, all of which have to be placed on separate tiers over a large space of ground; and generally in the handling of a great variety of kinds, qualities, and dimensons, nothing but hand-labour can be applied.

The chief labour-saving appliances take the form of lifts of one kind or other, which make the work less arduous. And, of course, any improvement of the conditions of work, such as the use of rails and bogies, as compared with carrying on the shoulder; good wooden or other floors, as compared with muddy roadways; shelter in inclement weather; or other conveniences for the comfort of the men, all tend to facilitate the work, and reduce the number of men required.

But I can only point to one instance in which we were enabled to dispense with any men directly through the introduction of a machine. A squad of six men employed in stoving flooring, lining, etc., carrying up and down a steep gangway, was reduced to four by the use of an electric jenny. On the other hand, an increased wage was obtained by the man put in charge of the jenny.

Improved wages seem always to follow mechanical adaptations.

Question XV.—Do you employ boys, and if so, are you able to retain any considerable proportion of them when they become adults?

Answer XV.—We employ a number of boys to assist at moulding machines.

Some of these leave us for higher immediate remuneration, such as in brickfields, as rivet-heaters in shipyards, etc., but generally they remain in our employment, ultimately getting charge of machines, or other good permanent jobs. We do not part with them on account of their reaching maturity.

Question XVI.—Have you any suggestions to make as to the training and education of boys? For instance, do you find the present system of education helpful in aiding the class of boy you employ to maintain himself?

Answer XVI.—No; all the boys we come in contact with now seem to have a fair education. Thirty or forty years ago we had many labourers in our employment whose character and intelligence would have secured them better positions, but who were quite illiterate. Now, I believe we have only one man who can neither read nor write.

APPENDIX No. XLIV .- Continued,

Question XVII.— In view of the greater complexity of economic conditions, do you consider that some public organisation (such as, e.g., Distress Committees, Labour Exchanges, and the like) is necessary?

Answer XVII.—I am sorry I cannot give an opinion of any value upon this difficult question. I believe, however, that when relief work is provided on too favourable terms, it drains away labour from other employment. My observation, too, leads me to think that many of the men employed in relief works have

no desire for work of any kind. I cannot see any particular utility in Labour Exchanges. Through trade unions and other channels, workmen seeking employment soon learn of any vacancies in the industry with which they are familiar. But I fear that unemployment will increase. The standard wage of the trade unions and the employers' liability are combining to squeeze out of employment, not merely the weaklings, but also the elderly men.

A pension scheme, somewhat on the lines of that successfully adopted for the police force, might, I

think, prove of great value.

APPENDIX No. XLV.

REPLIES BY MESSRS. SUTTON AND COMPANY, GENERAL CARRIERS, LONDON, TO QUESTIONS SUBMITTED TO THEM BY THE COMMISSION.

Question I.—What is the system of taking on labour in your trade, and for what periods are men engaged?

Answer I.—We make a practice of taking on lads between the ages of 14 and 16 and training them to our business, and we engage them by the week.

Question II.—What are the ordinary and the overtime wages? At what hour does overtime commence? When are they paid?

Question III.—Is there anything peculiar in your trade that makes overtime inevitable? What do you say as to the general disapproval of overtime on the part of trade unions?

Answers II. and III.—The rate of wages varies according to the work done by the employee; the maximum wage for porters is 28s. per week; scalesmen, 30s. per week; drivers of single horse vans, 26s. per week, drivers of pair horse vans, 30s. per week. Wages are paid on Friday afternoons. It is very seldom we have any overtime.

Question IV .- Is the trade seasonal?

Answer IV.—Our business varies according to the season of the year, but it makes little difference to the number of hands employed.

Question V.—Is any of your labour of the "casual" type?

Answer V.—In times of pressure we engage a number of men for afternoon work, but we do not employ anyone in this way unless we have previously had a satisfactory character with them.

Question VI.—If so are there alternative employments open to the men when not engaged with you?

Answer VI.—All men whom we employ on half-day work have other employment, usually night work at the newspaper offices.

Question VII. — Is there ordinarily a surplus of labour seeking employment?

Answer VII.—For a long time past we have had a large number of applications for permanent and halfday work in excess of the number we require.

Question VIII. — Is there much specialisation of labour among the low-skilled or casual workers?

Answer VIII.—As our work is different to that of most other forms of employment, strangers are of very little use to us.

Question IX.—Has there been any indication on the part of such casuals that they would prefer constant steady work to being taken on by the job?

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Question X.—Has any attempt been made to "decasualise" such labour?

Answers IX. and X.—In the ordinary sense of the term "casual labour," we do not employ men coming under this description, as the men whom we employ on half-day work have other means of livelihood.

Question XI.—Would it be possible, in your opinion, to make casual labour more regular?

Answer XI.—Our business does not offer any opportunity for judging on this point.

Question XII.—Is there any trade union among your workers? If so, how would it view any attempt at "decasualisation"?

Answer XII.—So far as we are aware our men do not belong to any trade union.

Question XIII,—What is the general personal character of your workers?

Answer XIII.—We consider the general character of our workers is good considering the class from which they are drawn.

Question XIV.—Has there been any introduction of labour-saving appliances with you? If so, how have they affected the total demand for labour in your business?

Answer XIV .- None.

Question XF.—Do you employ boys, and if so, are you able to retain any considerable proportion of them when they become adults?

Answer XV.—We employ a number of boys, both in the warehouse and as vanguards, and a considerable proportion of these continue with us after they become adults.

Question XVI.—Have you any suggestions to make as to the training and education of boys? For instance, do you find the present system of education helpful in aiding the class of boy you employ to maintain himself?

Answer XVI.—In our opinion the lads who apply to us for situations as porters and vanguards are not sufficiently grounded in reading, writing, and arithmetic, and experience shows that a boy who has passed the sixth or even seventh standard, after he has been away from school twelve months can only with difficulty write a short report, and it frequently happens that the report is not intelligible; and, further, the writing of these applicants is usually very poor indeed.

Question XVII.—In view of the greater complexity of economic conditions, do you consider that some public organisation (such as, e.g., Distress Committees, Labour Exchanges, and the like), is necessary?

Answer XVII.—Unable to offer any information hereon.

PART II.

STATEMENTS OF EVIDENCE NOT INCLUDED IN OTHER APPENDIX VOLUMES.

APPENDIX No. XLVI.

STATEMENT OF EVIDENCE AS TO UNEMPLOYMENT BY MR. F. B. GIRDLESTONE, SECRETARY AND GENERAL MANAGER OF THE BRISTOL DOCKS.

EXTENT.

- 1. It is difficult to give the number of men so far as dock labour is concerned who are affected, practically the whole of the work at the City Docks (situated in the heart of the city) being performed by contractors, whilst at the Avonmouth and Portishead Docks (situated seven and ten miles respectively from the city), at the mouth of the river Avon, the Docks Committee performs the greater part of the labourage operations either directly or by the employment of a responsible sub-contractor. The grain trade during the past year has been slack, and at least 100 to 150 of this class of labourer (who keep to this particular class of work) have been out of work for two or three days each week; but it must be remembered that when at work, for which they are paid "piece work," they get a very substantial rate of pay, earning without undue exertion as much as 10s. 10d. per day.
 - The various classes of men employed are as follows: Grain Porters.—Weighers, landers, bushellers, truckers, trimmers, and occasionally samplers, damage pickers, checkers, etc.

Timber Porters.—General goods porters stevedores,

3. The amount of employment in connection with the docks varies from day to day according to the general state of trade, condition of markets, and the arrival of vessels requiring to discharge or load cargo. The attached statement shows the fluctuations of labour, so far as the Docks Committee is concerned, on the amount of wages paid in the grain and general goods departments. (See Appendix No. XLVI (A.)

CAUSES

4. Unsuitability of men generally employed on dock work for any other class of labour other than general labourers' work, and in this there is but little scope owing to the building trade being very slack, and the men regularly engaged in this trade being generally preferred as ordinary labourers to the dock labourer. Again, in some classes of work for which the dock labourer might be suited, on enquiring for such work, it is found that it has already been filled up by aliens or by men who are unable to follow their usual vocations in consequence of the influx of aliens into large cities like London, and who are consequently obliged to seek work elsewhere.

EFFECTS.

5. Many of the better class labourers have emigrated, being assisted either by the Distress Committee, one of the local charities, or by private persons. There is a danger of many of those thrown out of employment becoming habitual loafers or wastrels.

REMEDIES.

- 6. The corporation have during the two past winters found work under the Unemployed Workmen Act, 1905, in the repair of the river bank, the Corporation finding the materials and the distress committee the wages of the men employed—the wages being paid out of the Local Government Board grant, and by private subscription. During the last winter 489 men altogether were employed on this work, which consists of the construction of about 1,450 lineal feet of sea bank, including the necessary subsidiary work of protecting the bank with rubble stone, laying down a temporary railway, excavating, loading up, and unloading spoil for refilling the holes from which the material for forming the bank was taken. On the whole the men worked satisfactorily under the direction of the docks engineer's foreman, who assigned suitable work to men of varying capabilities.
- 7. The establishment of labour exchanges in every leading city and particularly in each leading port whereat, certainly week to week and if possible day to day, the demand for the different classes of dock labour could be readily met. The establishment of such exchanges would enable men to ascertain where, at the most convenient places from their place of residence, work of the character to which they are accustomed can be secured. This would prove of great importance and usefulness.
- 8. The substitution of a permanent staff of men divided into say, first, second, and third classes on regular rates of pay. This would not be palatable to the dock labourer, who prefers as a rule to work at the high piece work rates (even although they only get two or three days employment per week) to regular employment at a lower wage, which would be the case if this system were adopted for the leading classes of work in the handling of grain, timber, and provisions. The Dockers union would probably also raise great objection to the present scale of wages being interfered with.

APPENDIX No. XLVI (A).

Handed in by Mr. F. B. Girdlestone, Bristol.

SEASONAL FLUCTUATIONS OF LABOUR.

Table Showing Wages paid by Bristol Docks Committee for Labour in their Grain, General Goods, and Timber Departments from October, 1902, to March, 1907, 1807,

October to De January to M. April to June, July to Septen October to De January to Ma April to June, July to Septen October to De January to Ma April to June, July to Septen October to De January to Ma April to June, July to Septen October to De January to Ma April to June, July to Septen			Grain De	Grain Department.	Like in	Ger	neral Good	General Goods Department.	at.		Timber D	Timber Department.			Agg	Aggregate.	
Coolear to December, 1902 4 E 4 E 4 E 4 E 4 E 4 E B E B E B E B E B E B E B E B E B E B <th>Period.</th> <th>City Docks.</th> <th>Avon- mouth Dock.</th> <th>Portishead Dock.</th> <th></th> <th>City Docks.</th> <th>Avon- mouth. Dock.</th> <th>Portishead Dock.</th> <th>Total.</th> <th>City Docks.</th> <th>Avon- mouth Dock.</th> <th>Portishead Dock.</th> <th>Total.</th> <th>City Docks.</th> <th>Avon- mouth. Dock.</th> <th>Portishend Dock.</th> <th>Total.</th>	Period.	City Docks.	Avon- mouth Dock.	Portishead Dock.		City Docks.	Avon- mouth. Dock.	Portishead Dock.	Total.	City Docks.	Avon- mouth Dock.	Portishead Dock.	Total.	City Docks.	Avon- mouth. Dock.	Portishend Dock.	Total.
October to December, 1992 9, 907 3,524 2,313 7,794 - 3,706 - 1,073 - 1,073 - 1,073 9,077 8,700 9,341 Jannary to March, 1903 3,122 5,036 634 7,731 - 3,476 - 8,710 - 8,710 9,913		क्र	43	43	43	3	33	37	42	42	3	3	93	47	3	93	43
April to June, 1906 3,122 3,605 534 7,731 - 3,476 - 8,176 - 8,176 - 8,176 - 8,176 - 8,176 - 8,176 - 8,176 - 8,176 - 8,176 - 8,176 - 8,176 - 1,104 - 1,106 - 1,106 - 8,149 6,334 July to September, 1903 2,635 4,632 4,632 - 2,636 - 2,132 - 1,107 - 1,1		2,007	3,524	2,343	7,964	1	3,503	10	3,503	1	1,673	1	1,673	2,097	8,700	2,343	13,140
Appil to June, 1963		921,0	5,095	534	7,751	.1.	3,476	1	3,476	1	87.1	i	871	2,122	9,443	534	12,098
July to September, 1903 4,054 4,054 1,054 - 4,054 - 4,044 - 4,054 - 4,054 - 4,054 - 4,054 - 4,054 - 4,054 - 4,054 - 4,054 - 1,418 7,684 - 4,044 - 1,418 7,684 - 1,414 - 1,418 7,684 - 1,414 - 1,418	April to June, 1903	2,673	4,425	633	7,731	1	9696	1	2,626	1	1,098	-	1,098	2,673	8,149	633	11,455
October to Docember, 1903 9,643 4,082 12,806 - 4,730 - 4,194 - 1,944 - 1,944 9,613 1,175 4,082 January to March, 1904 - 2,589 2,673 1,418 7,684 - 2,122 - 1,107 - 1,107 - 1,107 - 1,107 2,589 6,906 1,418 4,418 7,684 - 1,707 - 623 - 1,107 - 1,107 2,589 6,906 1,418 4,418 1,707 - 2,814 - 1,707 - 623 - 1,707 - 1,107 - 1,108 6,906 1,418 1,707 - 1,107 - 1,108 - 1,107 - 1,118 1,118 1,118 1,118 1,118 1,118 1,118 1,118 1,118 1,118 1,118 1,118 1,118 1,118 1,118 1,118 1,118 1,118 1,118		3,256	4,055	2,455	9,766	1	4,054	1	4,054	,	1,556	-	1,556	3,256	9,665	2,455	15,376
Annuary to March, 1904 2,589 3,677 1,418 7,684 2,122 1,107 1,107 1,107 1,107 1,107 1,107 1,110 1,118 1,188 1,188 6,734 1,707 623 1,189 1,707 623 1,188 1,188 1,189 1,189 1,190 1,188 1,188 1,190 1,189 1,190 1,189 1,188 1,190 1,189 1,190 1,198 1,198 1,190 1,189 1,190 1,198 1,190 1,190 1,198 1,198 1,190 1,190 1,198		2,643	6,084	4,082	12,800	1	3,730	,	3,730	1	1,944	1	1,944	2,613	11,758	4,082	18,483
April to June, 1904		9,589	3,677	1,418	7,684	1	2,122	1	9,120		1,107	1	1,107	2,589	906'9	1,418	10,913
July to September, 1904 . 2,326 2,923 1,138 6,447 - 2,844 - 1,684 - 1,584 - 1,584 - 1,584 - 1,584 - 1,584 - 1,584 - 1,198 - 1,198 - 1,199 - 1,517 - 1,170 1,170 1,170 1,170 1,170 1,170 1,170 1,170 1,170 1,170 1	April to June, 1904	2,372	2,654	1,728	6,754	10.	1,707		1,707	1	623	-	623	2,372	4,984	1,728	9,084
044 2,327 2,623 3,327 6,223 - 2,910 - 1,170 - 1,170 2,273 6,703 3,227 - 2,910 - 1,170 - 1,170 2,217 6,703 3,227 - 1,200 -	July to September, 1904	9,396	2,923	1,198	6,447	1	2,844	1	9,844	1	1,584	1	1,584	2,326	7,351	1,198	10,875
April to June, 1905 1,771 3,568 1,368 6,707 - 1,209 - 1,209 - 352 - 352 1,778 - 1,209 - 2,577 <td>October to December, 1904</td> <td>9,973</td> <td>2,623</td> <td>3,327</td> <td>8,223</td> <td>1</td> <td>9,910</td> <td></td> <td>2,910</td> <td>1</td> <td>1,170</td> <td>1</td> <td>1,170</td> <td>2,273</td> <td>6,703</td> <td>3,327</td> <td>12,303</td>	October to December, 1904	9,973	2,623	3,327	8,223	1	9,910		2,910	1	1,170	1	1,170	2,273	6,703	3,327	12,303
April to June, 1905	January to March, 1905	1,771	3,568	1,368	6,707	1	1,209	-	1,209	1	352		352	1,771	5,129	1,368	8,268
July to September, 1905 2,371 2,519 1,203 6,063 - 2,577 - 2,577 - 9,657 - 2,577 2,577 2,577 2,577 2,577 2,577 2,577 2,577 2,577 2,578	April to June, 1905 · · ·	9,424	3,427	329	6,210	1	1,678	-	1,678	1	800	849	1,517	2,424	5,773	1,208	9,405
October to December, 1905 2,031 2,030 844 4,905 - 2,269 - 645 418 1,063 2,031 4,944 1,262 January to March, 1906 1,736 5,392 404 7,591 - 1,819 - 5,469 - 1,819 - 576 162 738 1,735 5,787 566 1,789 7,781 5,018 5,787 5,618 3,189 1,789 6,034 3,189 - 2,541 -	July to September, 1905	2,37.1	2,519	1,203	6,093	1	2,577	1	2,577	L	902	714	1,679	2,371	6,061	1,917	10,349
January to March, 1906 1,736 5,382 404 7,581 - 1,819 - 6,189 - 6,258 - 1,819 - 6,258 - 2,258 - 2,258 - 2,258 - 2,258 - 2,248 - 2,541	October to December, 1905	2,031	9,030	844	4,905	1	2,263	,	695'5	-1	645	418	1,063	2,031	4,944	1,262	8,237
April to June, 1906 - 2,018 3,304 644 5,966 - 2,258 - 4,92 287 779 2,018 6,054 931 540 between 1906 - 2,220 3,482 751 6,453 - 2,541 - 2,511, - 2,06 1,705 2,001 2,220 6,319 2,456 1	January to March, 1906	1,796	5,392	404	7,591	1	1,819		1,819	1	576	162	738	1,795	7,787	999	10,148
July to September, 1906 2,320 3,482 751 6,453 - 2,541 2,611, - 296 1,705 2,001 2,320 6,319 2,456 1 1 October to December, 1906 . 2,442 2,803 1,139 6,384 233 2,383 2,616 - 253 810 1,063 2,675 5,439 1,949 1 January to March, 1907 1,521 2,473 590 4,584 565 1,466 . 2,031 - 115 321 436 2,086 4,054 911	April to June, 1906	2,018	3,304	644	5,966	1	9,258	1	8926	1	495	287	779	2,018	6,054	931	9,003
October to December, 1906 . 2,442 2,803 1,139 6,384 233 2,383 . 2,616 . 2,616 . 253 810 1,063 2,675 5,439 1,949 1 January to March, 1907 . 1,521 2,473 590 4,584 565 1,466 . 2,031 . 115 321 436 2,086 4,054 911	July to September, 1906	2,220	3,482	751	6,453	1	2,541	,	2,541,	1	908	1,705	2,001	2,920	6,319	2,456	10,995
January to March, 1907 1,521 2,473 530 4,584 565 1,466 - 2,031 - 115 321 436 2,086 4,054 911	October to December, 1906	2,442	2,803	1,139	6,384	233	2,383		2,616	1	253	810	1,063	2,675	5,439	1,949	10,063
	January to March, 1907	1,521	2,473	290	4,584	2992	1,466		180,2		115	321	436	2,086	4,054	911	7,051

Bristol Docks Office, 8th June, 1907.

STATEMENT OF EVIDENCE BY MESSRS. ARTHUR GUINNESS, SON & COMPANY, LIMITED, DUBLIN.

The Board would wish to point out that the cost of labour in the brewing industry cannot be regarded as important compared with the price of materials, the cost of materials as compared with the amount spent on wages being as 8 is to 1.

LOCAL CONDITIONS.

Dublin is a city of 300,000 inhabitants, in which the only large industries are brewing, distilling, and biscuit-making. The company of Arthur Guinness, Son and Company, Limited, is the largest employer of labour, the number of workmen on the books on the 1st January, 1908, being 2,506, roughly distributed as follows:—

SKILLED LABOUR.

						Men.	Apprentices
Coopers					_	216	29
Fitters	-	-	-			48	1,1
Carpenters						17	2
Bricklayers			-			14	0
Electricians	-			-		19	2
Blacksmiths	-					7	0
Painters			-	-	-	6	0
Printers						6	0
Other Trade	s		-			53	0
						379	44

Unskilled Labour.	,	
Foremen and men in charge	of	Men
various brewing operations		152
Malthouse men		102
Draymen		160
Boatmen		45
Firemen and stokers		52
Tradesmen's helpers	2000	39
General brewery labourers	***	1,380
Boys	***	153
		2,083

CONTINUITY OF EMPLOYMENT.

In all the foregoing classes, with the exception of a proportion of the coopers, employment after a period of probation is permanent. Owing, however, to the fact that during the summer there is a seasonal expansion of trade, labour in the various departments requires to be supplemented to the extent of nearly 150 men, and formerly this demand was met by the employment of temporary hands. Owing to the fact that this arrangement was found unsatisfactory, the following scheme has been adopted in recent years. It was found that a certain number of men belonging to the distilling and malting trades left these employments in the early summer, and by arrangements with Messrs. John Power and Sons, and others, these men are now taken on the books of the company for the busy season, returning to their original employment in the autumn or early winter, when the distilling and malting trades become active. It has been found that the men so obtained,

together with our own malthouse men, are usually sufficient for the demand of our summer trade, and also to relieve our own ordinary labourers, who are given an excursion day in addition to one day's leave during the summer. The advantages of this method of working are that the men in the distilling and malting trades secure continuous employment, while our company are relieved of all responsibility for these temporary men at the end of the season for which they are required. It occurs to our Board that in other towns it might be found possible for traders to co-operate in a similar manner on a larger scale, thereby securing greater continuity of employment for the labourers in the particular town.

In the case of coopers, who are employed on piecework (making and repairing), the necessity of reducing the staff has been in certain years avoided by arranging that the men on piece-work should not earn more than the standard wage for coopers on time. Ordinarily a cooper making or repairing casks on piece-work can earn at the Trades Union rates considerably more than the coopers on time, and the Coopers' Union, who pay 12s. a week out of employment money to their members, chose the above alternative.

UNEMPLOYMENT IN DUBLIN.

It is the opinion of the Board that unemployment in Dublin is, except as regards the building trade, to a very large extent chronic, by which is meant that there is in Dublin a proportion of labourers who seldom get a full week's work, and who are in a chronic state of poverty. It is possible that figures in support or contradiction of this view might be obtained by the Commission from such charitable institutions as

The Mendicity Institution, 9, Usher's Island; and The Night Asylum for the Houseless Poor, 8, Bow Street.

LABOUR BUREAU.

It is not the opinion of the Board that there is any difficulty in Dublin as regards employment which would be removed by the establishment of a Labour Bureau.

QUALITY OF LABOUR SEEKING EMPLOYMENT.

No record has been kept at the brewery of applicants for employment other than those whose names are from time to time entered on the application book according as labourers may be required. During the year 1907, 329 names were so entered. All employés before being placed on the books of the company are subject to a physical and medical examination, the following being the standard adopted:—

Height.	Weight.	Circumference of Chest.
ft. ins.	st. lbs. lbs. 10 8 = 148	ins. 37½
5 8	11 1 = 155	38
5 9	11 9 162	38§
5 10	12 1 = 169	39
5 11	12 6 = 174	391
6 0	12 10 = 178	40
6 1	13 0 = 182	403

APPENDIX No. XLVII.-Continued.

The percentage of applicants falling below the above standard during 1907 was as follows:—

Rejected on general grounds ... 171=51 per cent.
,, by medical officer ... 54=16 per cent.

Generally speaking, it is the impression of the Board that few town-bred men satisfy the requirements of the company as regards physique.

UNEMPLOYMENT THROUGH SICKNESS OR OLD AGE.

The Company take on themselves, without exacting any contribution from the men (except coopers), to pay all labourers and tradesmen sick allowance and pension, the latter being granted on a graded scale, where the inability to work arises from sickness or old age.

In the case of coopers a sick club exists, to which the coopers contribute 6d. a week, a corresponding sum being paid by the company. The fund so formed does not provide for pensions which the company pay both to men and widows in addition to their contribution. The cost to the company per man per week for sick allowance, pension, and widows' pensions works out roughly between 2s. 6d. and 3s.

DEVELOPMENT OF MACHINERY.

The only department in the brewery in which machinery might be used to the displacement of labour is that of the cooperage, where it would possibly pay the company, apart from local and sentimental reasons, to introduce a steam cooperage, as other breweries in England have done. As the relations of the old firm and the present company with the Coopers' Union have always been of the friendliest character, the Board have not yet so far been forced to consider this alternative.

EFFECT ON SKILLED COOPERS OF MACHINERY.

There is no doubt that a large proportion of skilled coopers would be displaced by machinists who would probably be ordinary labourers trained by ourselves, and the cooper as a craftsman would tend to a large extent to disappear.

WEEKDAY OVERTIME-LABOURERS.

Systematic overtime generally is by a rule of the Board prohibited, and any time worked over 48 hours per week is counted as overtime.

Overtime is chiefly made in the cooperage and delivery departments owing to the incidence of public holidays during which the brewery is closed. Even in these cases it is avoided as much as possible by drafting men from departments such as the engineering department which are unaffected by the actual trade of the particular day.

In cases where weekday overtime is worked by labourers, the system adopted for many years is to give equal time off on some other day at the discretion of the head of the department. An account is kept running during the summer with the idea that all outstanding overtime should be paid off in this way before the 1st October in any year. When this has not been found possible the outstanding cases are dealt with by payments per hour at the average rate of weekly wages. The method of payment is preferred by the men, but the system of time allowance is considered preferable by the Board as regards health, and as constituting less inducement to the making of unnecessary overtime.

During the winter all occasional overtime is paid off by giving equal time. It is not considered fair to the men to work them "undertime," by which is meant giving a man leave on a slack day in anticipation of overtime to be worked later, though in some cases for particular work a man comes in the next day at a later or earlier hour, according to the time he works on any particular day.

NIGHT OVERTIME-LABOURERS.

In the case of a tradesman's helper being required to work night overtime, it is paid off at the rate of double time, but in the ordinary departments this overtime does not occur.

WEEKDAY OVERTIME-TRADESMEN.

In the case of tradesmen, payment is made for any overtime worked at the ordinary rate.

NIGHT OVERTIME -TRADESMEN.

For night overtime tradesmen are paid at the following rates:—

From 5.30 p.m., to 10.30 p.m., time and-a-quarter. ,, 10.0 p.m. to 8.0 a.m., time and-a-half.

SUNDAY OVERTIME-LABOURERS.

In most departments Sunday overtime is nonexistent. In some departments, however, the continuous operations of brewing necessitate the attendance of certain men. In these cases a number of men are selected, who divide the duty between them so that no man works on a series of consecutive Sundays. The hours of Sunday work are three, for which the men receive money payment at the rate of time and-a-half.

SUNDAY OVERTIME-TRADESMEN.

There is no rule regarding the hours of work or the number of Sundays on which tradesmen work overtime. The rate of pay for Sundays is double time, and the minimum time paid for is three hours, i.e., a man who works less than three hours on Sunday is paid for three hours.

SUNDAY WORK AS APART FROM SUNDAY OVERTIME.

In the malthouse attached to the brewery Sunday work is necessary, and the system is adopted of counting the work as 48 hours, irrespective of the day on which it may be considered to end; thus, a man working on this system would have Sunday off, being relieved on that day one week, whereas the next week he would be relieved on Monday, and so on until he came round again to Sunday. It is in contemplation to make some monetary allowance in these cases.

TRADES UNION VIEW.

Overtime is objected to by the Board on principle, as contrary to the physical and other interests of the men; and the fact that overtime has been prohibited by law in the case of women workers, young persons and children in certain trades would seem to some extent to point in the same direction, though of course moderate occasional overtime cannot be regarded as injuring the adult male worker.

The Board also consider that assuming the hours of labour to be arranged without outside influence in what the employer considers to be the most advantageous manner, both in his own interests and those of his employés, the working of systematic overtime amounts to an admission that the best working arrangement has not been made. From this point of view, and the point of view of health, as stated above, the position of the Trades Union would appear to be justified. On the other hand, it would seem that the main interest in the question of overtime evinced by the Trades Unions is based on the supposition that if overtime were abolished a demand for the labour of a larger number of men would be created, and would thereby place the Trades Unions in a stronger position. This may be true to some extent as regards the systematic overtime, but it appears to our Board that the prohibition of occasional overtime would tend to create irregularity of employment for those workers who were taken on for short periods of pressure, and dismissed when the pressure ceased.

TECHNICAL TRAINING.

Our Board attach importance to the technical training both of their tradesmen and labourers, and facilities are afforded to their employés to attend technical schools. During the year 1907, 165 employés attended various classes at the City of Dublin Technical Schools. A scheme of competitions amongst the younger employés has been in operation for five years, under which scholarships and money prizes are awarded to employés who reach the necessary standard of ability.

The Board would not be prepared to express any definite opinion as to whether in the case of trades the apprenticeship system might be modified with advantage.

APPENDIX No. XLVIII.

STATEMENT OF EVIDENCE BY MISS NORA M. HALL.

- 1. I have been closely associated for the last fourteen years with rescue work in the Metropolis. From 1894-1899 the guardians of St. Saviour's Union entrusted me with the task of helping unmarried mothers confined in one of their workhouses. I was also responsible for the work of the Rochester Diocesan Association for the Care of Friendless Girls in Southwark for five years. I am now, and have been for the last nine years, honorary secretary of the outdoor rescue work department of the Church Army.
- 2. I have thus had considerable experience of the details of rescue work. One of the greatest problems which confronts those engaged in this work is the difficulty which unmarried mothers experience in maintaining their children. The wages which they may earn in domestic service are not sufficient to maintain the child and provide suitable clothing for themselves If, on the application of a solicitor acting on behalf of some rescue association or of the mother herself, an affiliation order is granted, payment is required to be made direct by the father of the child to the mother. But the great aim of the rescue worker is to break off all connection between the father and the mother. A weekly payment on a magistrates' order involves constant meetings which not only prevent the mother settling down in a respectable way of life, but most undesirable results almost inevitably Either she has to hang about on pay day at the shop where he works (and it very soon becomes well known why she is there), or she has to haunt his home or the place where he lodges. If, as is often the case, the father regains his hold upon her, he works upon her affections, and not infrequently drags her down again, with the result that boards of guardians are apt to regard her as an altogether depraved woman when the blame, as a matter of justice, should be laid on other shoulders.
- 3. On the other hand, it is very difficult for the mother to enforce payment even when the magistrate has made the necessary order. By threats, by persuasions, by deliberate falsehood, the father can often induce her to relinquish her claim upon him, and even if he finds he cannot do this, he can change his lodgings and his employment and then all trace of him is lost.
- 4. In the light of my experience I am strongly of opinion that when an order for maintenance is made on

- the father of any illegitimate child he should be required to pay the money into court, to a third party, and, as far as practicable, be under police supervision.* If this were done I believe this form of immorality in particular would be checked to an astonishing degree.
- 5. In connection with preventive and rescue work, I take this opportunity of urging the Commission to consider the growing necessity which exists (owing to the growth of seasonal trades) in large centres of population for the appointment of female relieving officers. In my own experience I have noticed that there is a tendency to hector, if not to bully girls and young women who, through seasonal slackness of trade, are driven to apply for workhouse orders. So serious is this deterrent influence that when these girls are induced to make application for workhouse orders rather than lead disreputable lives, they are repelled by the harshness of the relieving officer; no doubt, for a time at any rate, they are kept off the rates while they lead intermittently degraded lives; but they have to seek admission in due course to the maternity department or even the lock wards of the infirmary or workhouse.
- 6. Some such dialogue as the following is of not infrequent occurrence. A girl on the borderline of temptation says to one of our outdoor rescue workers: "Trade is slack; I cannot keep straight, or I shall starve. 'Oh," replies the rescue worker, "why don't you go to the workhouse until times improve? Let me come with you to get an order for admission?" After some conversation they go to the relief office together. relieving officer who hears the application proceeds to bully and hector the girl: "What do you mean," he says, "by coming on the rates; the house is not meant for strong young women like you? What next, if the ratepayers have to keep such people as you?" etc., etc. As a result the girl turns away from the "window," ashamed and scared, and nothing will induce her to renew the application. What follows I need not describe. . .
- 7. I should like to add that the indoor Poor Law officers as well as the members of the Metropolitan Police Force have been of the greatest assistance. Frequently have I been impressed by the great trouble which they take to help us in our work.

way, should be required to find him if he disappears. Under the present system the cost of maintenance, even when an order is made, falls on the mother of the child; her whole life is ruined while the father goes free.

* By " police supervision " I mean not such supervision as will penalise the man, but sufficient to prevent him absconding; he should be compelled to report change of address to the police, and the police by means of a warrant, or in some other

APPENDIX No. XLIX.

STATEMENT BY MR. T. HAYNES, J.P., OVERSEER OF ST. GEORGE'S, SOUTHWARK, FROM 1894-1900, AND CHAIRMAN OF THE RATING AND ASSESSMENT COMMITTEE OF THE METROPOLITAN BOROUGH OF SOUTHWARK FROM 1900-1906, AND MR. R. R. FULTON, OVERSEER OF ST. GEORGE'S, SOUTHWARK, FROM 1894-1900, AND MEMBER OF THE RATING COMMITTEE OF THE METROPOLITAN BOROUGH OF SOUTHWARK FROM 1900-1906.

- 1. We have had experience in the Borough of Southwark :-
 - (1) Of the difficulties; and
 - (2) Of the practicability of the direct collection of rates from the occupants of small property.

We are of opinion that the compounding system could, and should be, abolished.

1. The main difficulty is that those who occupy property rented at from 5s. to 10s. per week find great difficulty in saving the amount necessary to meet the quarterly demand of the rating authority, frequently by reason of unexpected calls of various kinds on the family exchequer. If the compounding system were abolished, the loss to the rating authority in this borough would be the difference between a compounding allowance of 15 per cent on the rateable value of houses rated at £15 per annum and under, and the losses of rates by reason of "flittings," and of empty property. This loss, in our experience, would be more than made good by the saving of the compounding allowance, for these losses do not amount to 15 per cent, of the rateable value of the property in question. When an experiment to test the practicability of the proposal to abolish compounding, the collection of these rates was made by an ordinary collector working on ordinary lines, not by a collector specially appointed on special terms. We are of opinion that arrangements might and should be made We are for a weekly and monthly collection of rates on property rated at £20 per annum and under. A special collector should be appointed by the rating authority at a fixed

APPENDIX XLIX .- Continued.

salary, plus a percentage on the amount collected. If the landlord desired to collect the rates himself it might be desirable to authorise him to do so, if he were able to give satisfactory guarantees. If this were done he would practically receive a payment as ordinary collector, and receive the ordinary percentage. We have been closely associated for many years with the work of local self-government, and we are of opinion that direct financial responsibility should be laid on the electors by the direct payment of rates. Speaking from our own experience, the separation of control and responsibility is fraught with danger to the community, especially in view of the demands that are now made for the supply of public services of various kinds. If rates rise, landlords endeavour to raise the rent, unless they are prevented by the extension of tramway service, and the like. On the other hand, if rates fall through more careful administration the land lord, and not the tenant, reaps the advantage.

2. When the rates in one parish in this borough were reduced by nearly 1s. in the £, there was not, so far as we were able to learn, any fall in rents. We are well aware that this proposal is opposed by many who have had considerable administrative experience of the difficulties of rate collecting, but in this connection we take leave to point out that the natural conservatism of officials leads them to attach certainly full importance to difficulties which might, and could, be surmounted by resolute action on the part of the rating authorities. If, as is sometimes urged, the rating and valuation of the Metropolis should be transferred to a central authority, acting on behalf of the whole of London, tenants who "filt" in order to escape payment of rates would be more liable to be traced. In all probability, the collectors financially interested in the discovery of defaulting ratepayers would establish amongst themselves an informal bureau for the exchange of information.

APPENDIX No. L.

STATEMENT OF EVIDENCE BY MISS FRANCES L. HOGG, SECRETARY OF THE SOUTHWARK DIOCESAN ASSOCIATION FOR THE CARE OF FRIENDLESS GIRLS (RESCUE AND PREVENTIVE WORK).

- I have been closely associated with rescue work for eighteen years, and since 1894 have been Organising Secretary of the Southwark Diocesan Association for the Care of Friendless Girls. Both directly and indirectly I have had considerable experience of the law by which payments are made to the unmarried mother by the father of an illegitimate child.
- 2. I have no hesitation in stating that when payments are made direct from the father to the mother the effect is so detrimental that so far as the influence of this Association is concerned the law is practically a dead letter. As a matter of practice those connected with this Association request that the payments may be made to one of its workers, and I do not remember any refusal by the man.
- 3. The magistrate at present can only make the order payable to the mother, unless the mother and child are chargeable to the parish, when the payment can be made to the guardians by special application.
- 4. When orders are made, however, our Association has the greatest difficulty in enforcing payment, many fathers cease to pay after a few weeks and if a fresh summons is obtained we practically get no redress.

- 5. Out of a large number of such instances I give two :-
 - Case 1.—Girl has been under the care of our Association two and a half years. Order was obtained in court for 3s. 6d. a week. No money was paid. Summons for arrears was taken out (cost, 2s.). Man failed to appear, warrant applied for (cost, 3s.). After eight or nine months man was arrested at Bristol, brought to London. When in court a third summons was taken out for accumulated arrears (cost, 2s.). The two charges were then heard. The amount owing with police costs, was then £15 15s. Sentence, two months imprisonment, to run concurrently; which meant one month second class.

Case 2.—Six years ago order for 3s. 6d. was made against man. During six years 6s. has been paid towards maintenance, though the man has been imprisoned four times. This man was in work, and married three years ago.

6. Having regard to the claims of morality and of equity, I am strongly of opinion that the present system of legal procedure with reference to affiliation orders should be so amended as to secure the end intended by the legislature.

APPENDIX No. LI.

STATEMENT OF EVIDENCE BY MR. CHARLES MACFARLANE, J.P., WEST HARTLEPOOL.

PROVINCIAL URBAN CENTRES-WEST HARTLEPOOL

- My business is that of Mowbray and Macfarlane, contractors for discharging and loading vessels and for forwarding or storing cargoes. I have thirty-six years' experience, and twenty-seven years as member of the firm.
- My observation over a series of years leads me to the conclusion that—apart from dock labour—unemployment in this locality is chiefly due to :—
 - (1) Depression in trade generally, leading to lessening of employment in all branches.
 - Slackening of work in some one industry, due to depression in that branch, or to some cause private or public—affecting a particular firm engaged therein.
 - (3) Industrial disputes.

- 3. There is also intermittent employment in some branches—shipbuilding, for example—due to the fact that special classes of work are "not ready," or are delayed by the preceding portion not being constructed.
- 4. Again, such a trade as the building trade (locally) by over-building due to speculative builders, has run itself into a slack period which has now lasted here for five or six years. It is right to say that previously, and for many years, there had been rapid expansion of the town. This also is a trade acted and reacted on by the several trades of the district.
- I do not think there has been much chronic unemployment in the local industrial world over a lengthened period of years, apart from the above reasons, except for inefficient men and loafers.

- 6. With regard to dock work with which I am intimately acquainted, the position is somewhat different. Dock work, it is recognised, is everywhere more or less spasmodic owing to the irregularity of arrivals. Here there are few regular liners, such as at Hull, Liverpool, and London, which always give a certain steady weekly nucleus of employment. The chief trades are: Import, timber, and iron-ore. Export: coal.
- 7. The greatest amount of labour is employed in the timber trade—discharging ships—and by merchants. It is almost entirely a seasonal trade; nearly all the countries shipping timber to us have winter-blocked ports and rivers.
- 8. In the season from May to December the bulk of the men employed get fairly regular employment, and efficient men, who stick to their work, make at least a living wage in that period. From Christmas to the end of April the work is very intermittent, and there is not much of it. There is thus periodic unemployment.
- Men employed by timber merchants in forwarding ex-stock are affected seasonally to a less extent than those employed discharging steamers and ships.
- 10. I reckon the number affected by the seasonal slackness to be about 700. Many of these, however, appear to find a considerable amount of work as labourers in shipyards and ironworks and in the building trade, when these industries are busy. Some regularly leave the town in winter, migrating to quarries and other forms of general labour. A few single men go to the workhouse in winter and turn out in summer, or are turned out.
- 11. A few years ago a detachment came regularly from Ireland, usually from Sligo, in May, and worked until September or October in the timber trade. These were usually small farmers or their sons. Most of these who came returned to Ireland at the end of the season; a few remained as permanent members of the population. Of recent years few have come in this way; I am told that this is

- due partly to emigration to the States and partly owing to Land Law Reform in Ireland.
- 12. There is no great surplusage of efficient dock labourers here in the import season, and in busy seasons there is sometimes actual shortage.
- 13. In addition to the variation in supply and demand of labour due to intermittent arrivals, and the seasonal stoppage, there is considerable irregularity of working, due to drinking habits. This is, of course, more obvious in the busy season, but unfortunately it is never "far off."
- 14. An Appearance of Unemployment is sometimes given by the tendency—observable everywhere—of the unemployed—and the unemployable—to gravitate to the docks, with their uneven demand for labour. I have seen many men at our meeting place after all our regular men were employed, and yet have found it difficult to get sufficient men capable of doing the work in anything like a skilled fashion.
- 15. The work of shipping coal and discharging ironore is intermittent, but it is not so much affected seasonally. The men employed in the iron ore trade occasionally work at timber when their own branch is slack.
- 16. I know of no effective remedy for the unemployment at the docks caused by seasonal trade or intermittent arrivals. I do not regard the Unemployed Act as a remedy. It seems to me that the only way to counteract the effects is by "making hay while the sun shines," and garnering the hay. In other words, by earning as good wages as possible in the busy season, and being as thrifty as possible in the use of what is earned. I think the men would resent any compulsory system of deferred pay or "permanent pay" which would give some of them more than they get at present in winter, at the expense of their summer pay. Indeed, any but a voluntary provident club would be difficult to carry out owing to the way in which men change from one branch of work to another.

APPENDIX No. LIL

STATEMENT OF EVIDENCE AS TO UNEMPLOYMENT BY MR. JOHN MACAULAY, JUSTICE OF THE PEACE FOR THE COUNTY OF MONMOUTH; SINCE 1900 GENERAL MANAGER OF THE ALEXANDRA (NEWPORT AND SOUTH WALES) DOCKS AND RAILWAY; AND AN ASSOCIATE OF THE INSTITUTE OF CIVIL ENGINEERS; PRIOR TO 1900 TRAFFIC MANAGER OF THE MERSEY RAILWAY FOR A PERIOD OF SIX YEARS, AND FOR TWENTY YEARS PREVIOUSLY ENGAGED IN RAILWAY AND DOCK MANAGEMENT AT LIVERPOOL.

PROVINCIAL URBAN CENTRES-NEWPORT.

- I have visited all the large docks in the United Kingdom and ports in Germany, Belgium, Holland and other parts of the Continent; also the United States and Canada for the purpose of studying American labour and railway questions.
- 2. I am author of, among others, the following brochures:—
 - "Canada as an Imperial Asset."—(Article in the Magazine of Commerce, September and October, 1905.)
 - "Impressions and Conclusions of a Continental Tour." (Article in the *Iron and Coal Trades Review*, Friday, January 15th, 1904, reprinted in pamphlet form)
 - form.)
 "An Imperial Clearing House." (Article in Transport, July 8th, 1904, reprinted in pamphlet form.)
 - "Report of the Royal Commission on Coal Supplies."—(Article in reference thereto in the *Economic Journal*, June, 1905.)
 - "University Studies in their Relation to Practical Careers." (Lecture at Aberystwyth College, printed in the *Dragon*—the Aberystwyth College Magazine, February, 1904.)

- "How to get on in the Railway World." (Lecture at Cardiff, printed verbatim in the *Great Western* Railway Magazine, April, 1904.)
- 3. Newport is a town of about 75,000 inhabitants, and like many other seaport towns, is largely dependent upon its shipping trade for its existence and prosperity. The volume of this trade, including exports and imports, now amounts, approximately, to 6,250,000 tons per annum, of which the larger proportion consists of export coal from the South Wales Coalfield.
- 4. I propose, in response to the invitation you have made for a statement of the facts in regard to unemployment which have been impressed upon me in the course of my experience, to confine myself to the classes of labour with which I have been closely connected, and of which I have, therefore, a personal knowledge, namely the classes of labour directly and indirectly connected with the working of docks and railways.
- 5. It is difficult to give, even within a reasonable margin, the number of men engaged from day to day directly at docks and wharves and in connection with the movement of traffic to and from vessels, as the work is carried out principally on a tonnage basis, but there is no

doubt that the number of men, more particularly those whose employment is of a casual kind, varies within wide limits. Generally speaking the summer and autumn are the busiest times of the year, the winter and early months of the year affording opportunities for work in a much less degree. The fluctuation in the numbers employed at the docks and wharves of the port naturally affects the general business of the town and consequently not only does a depreciation in trade at the docks and wharves affect those who depend for employment there, but many other industries of the town are also affected to an appreciable extent.

- 6. The work at the docks and wharves consists principally of the shipment of coal, in which trade employment is more regular than in any other branch of export or import trade. The wages earned are also good,
- 7. With regard to the general import and export trade, such as iron ore, pitwood, timber, bars and billets, tinplates, general goods and the shipment of general cargoes, the employment offered is essentially precarious. It is entirely in the nature of casual labour, and while a number of men (apart from those engaged in the shipment of coal)—probably 1,000—rely in Newport, in ordinary periods, upon this class of work, in the busy season a far larger number apply for and obtain such work for varying periods of from two to three days to several weeks duration.
- 8. It frequently happens that a number of vessels engaged in the general import and export trade have to be dealt with at the same time in the same port. This consequently involves a sudden demand for a larger number of men than can be immediately found waiting employment, hence, in order to cope with the work, and give the dispatch which modern conditions and the competition of rival ports demand, overtime has to be worked, amounting almost to continuous day and night labour until the vessels are discharged. It is not, however, a general rule to work continuously day and night, except in the shipment of coal, in which branch of the export trade day and night working is essential and the invariable custom. This work is carried out by day and night shifts, and the coal trimmers employ relief men when necessary.
- 9. The wages paid for casual employment are good; a minimum of 5s. per day to men engaged on light work, and tonnage rates to other classes of men, equal to as much as 14s. to 16s. per day of ten and a half hours, while the average may be taken at about 11s. per day. This is all very well so long as the work continues, but one job frequently does not last longer than three or four days, and when discharged the men have to loaf about until other vessels arrive. Such periods of enforced idleness sometimes extend to as much as twelve days, and it is obvious that this precarious employment is hardly conducive to habits of thrift among the workmen concerned. This condition of things exists even during the summer months, when the chances of employment are at a maximum. At this time it is occasionally difficult to get even a sufficient number of men for the heavier class of work; for light work the supply is usually equal to the demand, but many of the applicants are below the standard of fitness. In the winter months, it will be readily understood, when the chances of employment are at a minimum and the supply of labour at a maximum, the distress is naturally very acute.

10. One of the chief causes of unemployment and its variableness is undoubtedly due to the irregular arrival of vessels. At some periods the docks and wharves are crowded with shipping, and at others there are comparatively few vessels in port. This is due to a variety of causes, such as delays in loading abroad, accidents, fog. gales, and many other causes incidental to shipping, over which little or no control can be exercised. It is this form of unemployment which, to my mind, presents the greatest difficulties in suggesting a remedy.

11. I certainly do not think, if a remedy can be found, that such lies in the application of the unemployed Workmen Act of 1905, valuable as the provisions of that Act may be in assisting some forms of unemployment. Even though distress committees have power to assist the unemployed to migrate from one part of the country to another, the drafting of men from one pert owing to a searcity of ships, to another port where there might be a larger number of vessels would result in considerable

expense and very little relief. As a matter of fact this exodus from one port to another already exists in a natural form, and rather accentuates than diminishes the evils complained of. The form of labour to which I refer is perhaps the lowest of which it is possible to conceive, its only essential requirement being brute strength, and there is no doubt that in the neighbourhood of all ports and docks there is a large native supply upon which to draw at ordinary times.

- 12. The difficulty in dealing with this phase of unemployment is unquestionably due to the fact that the supply of the labour is, in the majority of cases, largely in excess of the demand, and one can only attribute the attraction of so large a section of the labouring class to this form of labour, notwithstanding the great uncertainty of employment, to the fact that its members prefer the intermittent nature of the occupation and comparatively high wages offered by the shipping trade, with periods of idleness, to regular occupation of some other if less remunerative kind.
- 13. The heaviness of the occupation necessitates the employment of men of the best physique, and the enforced idleness on completion of a job naturally throws the men upon their own resources, which is, in nine cases out of ten, the nearest public house. The frequent change from strenuous hard work to absolute indolence to men of this character naturally tends to gradual moral and physical degeneration, and ultimately the individuals become unfit for work even when opportunity offers, and so, from this class of casual labourer is gradually recruited a large portion of the permanently unemployed in a community. From idleness to drunkenness, and from drunkenness to feeblemindedness, and from feeblemindedness to insanity are but short steps. Unfortunately the retrogression of the casual labourer affects not only his own well-being but that of his dependents, and sooner or later the man and his family become a charge on the ratepayers.
- 14. It is also a fact that a very large number of casual labourers out of employment are those who are physically unfit from hereditary causes, or are otherwise of degenerate types, the unrestricted wholesale manufacture of which throughout the country is an alarming feature of the present situation, and one which cannot be ignored in any scheme for the application of remedial measures. When it is borne in mind that there is hardly sufficient work to continuously employ those who are in every sense sound members of the class to which they belong, it will be readily understood how much more difficult the problem becomes when the army of physically fit easual labourers is inundated with a still larger army of inefficients. These inefficients represent the extent to which the labour market is over-capitalised, and therefore overburdened, inasmuch as the relief of the unremunerative section has to be borne by the remunerative portion; thus a tax is practically placed upon the industrious members for the support of those who cannot or will not work.
- 15. Another fruitful source of the overcrowding of the casual labour market is, in my opinion, due to the importation of aliens, both desirable and undesirable, having regard to the definition applied to the term "undesirable in the present Aliens Act. Although a remedy only in part, still it would effect a very material influence in bettering the condition of our native labouring classes if the immigration of aliens were absolutely restricted. An "undesirable" should not only mean a person physically unsound, criminal. immoral, or destitute, but should include all aliens not having actual business relations with the country. Regard should be had to whether the conditions of the labour market justify the importation into this country of aliens under any conditions other than that they have actually secured employment in the country. Speculative aliens, even though physically perfect and possessed of temporary means, should not be accepted, and it would also be an advantage to place a tax on employers ergaging other than native labour. How much the industrial communities of this country are injured by alien immigration can readily be gathered from a consideration of the figures given by Dr. Robert Rentoul in "The Undesirable Alien from the Medical Standpoint." It appears that during a recent year fully 8,884 alien lunatics, criminals, and paupers were dealt with at a cost to the ratepayers of the United Kingdom of £143,090. If it is true, as the same authority puts it, that a statesman has lately said that

nearly one-third of our population is verging on starvation, what excuse can there be for introducing an alien population to compete with this unfortunate multitude of our own people?

16. A radical change in our alien immigration laws is then, it appears to me, the first remedy that should be applied. It is fully time it was recognised that the duty of our legislation is to protect the interests of our own countrymen, and it is hardly necessary for me, in the scope of this short statement, to produce statistics to prove that as a nation we have no need to import foreign labour to our assistance. Every alien obtaining work in this country must of necessity add yet another member to the ranks of the unemployed. This must naturally be the effect of the importation of aliens, so long as the supply of native labour of whatever kind exceeds the demand. The exclusion of the alien would incidentally check to a great extent the present physical and mental degeneration of our own pauper classes to whom the lower standard of living of the former, their less cleanly habits, and customary herding together in insanitary surroundings, is an unfavourable example.

17. Having prevented the influx of aliens to the country, and thus lessened the acuteness of the competition for labour, attention should next be devoted to the reduction of the large proportion of degenerates amongst the native labouring classes; it is essential to the industrial efficiency of the country that its subjects should be healthy, sober, and well-cared for. There is no more prolific cause of unemployment than drunkenness. Inebriety is, as are also many other vices, in the majority of cases, now recognised as a form of insanity, over which the victim has little or no control. Such individuals should be treated as feeble-minded and deprived of their liberty until cured.

18. It is not sufficient to depend upon the theory of the survival of the fittest to remove the vast number of physical and mental degenerates, as, unfortunately, it is a fact that instead of the unfit decreasing they are even more prolific than their more fortunate brethren. Prevention is better than cure. Improvident and early marriages should not only be discouraged but prohibited. The education of the labouring classes should be in the direction of providing them with the knowledge of skilled handicrafts. It is equally, if not more important, that a man should learn a trade than that he should be taught to read and write. Possessed of such a valuable asset he can seek employment in any sphere, whether at home or abroad, with a far greater chance of success. In order to encourage the unemployed and pauper class to rise above their surroundings a strenuous effort should be made to improve their social conditions.

19. A great deal might be done in this direction by paying attention to the better housing of the poor, instead of, as is now often the case, crowding as many houses as possible in the smallest possible space. Decent dwellings should be provided, the minimum dimensions of which should be specified, and a reasonable amount of land should be attached to the house at both front and back. The practice of constructing houses for the poor abutting directly on to the streets is one which must

obviously encourage the entrance of filth into the dwellings, and thus promote disease. The custom should be prohibited. More attention should also be paid to ventilation, sanitation, and equipment in the form of bath rooms, washhouses, etc., to induce habits of cleanliness and so ward off disease and sickness, both of which are largely responsible for, in the first place, unemployment, and ultimately destitution, of not only the casual labourer, but of many of the classes of skilled workmen.

20. The present system of workhouses and casual wards for the destitute is one which induces the loss of self-respect. Moreover, the assistance so rendered is, in the majority of cases, too late to be of any benefit to the recipient. Some such system as that known as the "Elberfeld" system in Germany should be adopted, in which the great point is to keep the poor from becoming destitute. Care of the unfortunate and poor should be the direct duty of individual citizens. The encouragement afforded to the vagrant population of the country by the creation of casual wards should be abandoned, and, as in the Elberfeld system, it should be made more difficult for tramps and other suspicious persons to become burdensome to a community to which they are strangers.

21. A great deal could also be done to lessen the effect of occasional unemployment by making insurance against sickness and old age compulsory to the extent of a definite percentage of a man's or woman's earnings. For this purpose the many friendly societies might with advantage be amalgamated and placed under the control of the State. All forms of sweating labour should be abolished, as well as the employment of child labour. The legal obligation of supporting relations in distress might also be more strictly enforced.

22. Laboratories for the study of criminal paupers and the defective classes should be created, presided over by men of the highest intellectual attainments in order to investigate and elucidate, and suggest remedies for, the many forms of physical and mental degeneration which affect the labouring classes.

23. Some such system as the "Borstal" might with advantage be introduced for dealing with "young-adult" criminals and first offenders, and lastly emigration might be largely encouraged, and, if need be, more liberally State-aided.

24. In conclusion I would like to add that as the result of the many years' experience I have had, during which I have been thrown into contact with individuals belonging to many varied classes of labour, and during which I have witnessed many failures through one or another of the causes I have mentioned, it is my firm conviction that anything like permanent benefit to the workers can be obtained, not by the introduction of machinery for dealing in an arbitrary method with individual cases, but by an investigation of the root causes underlying the distress of sections of the working classes as a whole, and by the application of remedies which will transform the evil conditions which are the bases of the troubles sought to be cured.

APPENDIX No. LIII.

STATEMENT BY MR. A. H. MADDOCKS, CLERK TO THE GUARDIANS, STRAND UNION, AS TO: (1) THE NUMBER OF PERSONS REFERRED TO SHEFFIELD STREET WORKHOUSE FROM CHARING CROSS AND KING'S COLLEGE HOSPITALS; AND (2) SUICIDAL CASES BROUGHT TO THE WORKHOUSE BY THE POLICE.

I.—Cases Transferred from Hospitals to Workhouse.

1. The following table shows the number of persons referred to the Sheffield Street Receiving Workhouse

by the authorities of Charing Cross and King's College Hospitals, during the five years ended Lady-Day, 1908:—

The Said London		A Maria Carlo				
Hospital.	1904	1905	1906	1907	1908	Totals.
Charing Cross	56	158	129	118	103	564
King's College	89	115	167	134	163	668
Totals	145	273	296	252	266	1,232

APPENDIX LIII.-Continued.

2. The following may be regarded as typical examples of the sort of cases transferred:—

(a) Charing Cross Hospital.

(a) September 22nd, 1901 (Sunday), 2.15 p.m. A soldier, named C. W. T., of 17th Lancers, came with paper from Charing Cross Hospital stating he was suffering from "debility after malaria." On being informed that this was a workhouse (Bear Yard), he refused to stay, and stated he would go to St. George's Barracks.

(b) October 7th, 1901. P. E. and H. B. were sent to Bear Yard by the authorities of Charing Cross Hospital with a paper, signed "J. P. C.," H.S., in which it was stated that both patients were "homeless and destitute." In the possession of P. E. two £5 notes and £3 in coin were found. The hospital authorities were informed that the guardians were at a loss to understand how this man could be described as "homeless and destitute," as it must have been apparent from the articles of jewellery worn by the man that he was not at all likely to require Poor Law relief.

October 28th, 1901. The hospital authorities were informed that the establishment at Bear Yard is a workhouse and not an infirmary, and that some of the persons referred by them are under the impression that the workhouse is in some way connected with the hospital. It was pointed out that P. E. was taken to Bear Yard at 9.15 p.m., and that there was ample opportunity for him to have applied for a relieving officer's admission order, when inquiries could have been made as to his means.

- (c) January 4th, 1902. At 11.35 p.m. W. S. B., aged 44, a retired Army major, came with a paper from Charing Cross Hospital. On being told that it was a workhouse, he expressed great surprise, and informed the master that he was not destitute, and refused to remain. He also stated he had been led to believe that the Bear Yard establishment was a branch of the hospital. The hospital authorities were informed that the guardians were unable to understand why it was thought necessary to make this gentleman a recipient of Poor Law relief against his wish.
- (d) February 6th, 1903 F. W. sent in a state of "collapse," suffering from chronic phthisis, tubercular laryngitis, and slight delusions. He was carried to the sick ward, put to bed, and the medical officer immediately sent for. The patient never rallied, and died at 4 p.m. on February 7th, 1903. The guardians communicated with the hospital authorities, protesting against this man being discharged in the condition referred to.
- (e) March 17th, 1903. A. W. sent from hospital although he had friends who would have removed him if they had been communicated with. The guardians informed the hospital authorities that, in their opinion, there was no necessity to make this man a recipient of Poor Law relief, as his friends would have taken charge of him.
- (f) February 11th, 1906. A. G. sent to Sheffield Street Workhouse from hospital, and died in sick wards of workhouse February 12th, 1906. The medical officer submitted a written report on the case. The following extract was sent to the secretary of the hospital: "This case was reported to have been detained in Charing Cross Hospital for over one hour before finding that it was 'ineligible.' The patient was then left to the care of an almost penniless woman—his landlady—to take him to the 'infirmary,' for which she paid a cabman 1s. This man was admitted to the workhouse late on Sunday, about 10 p.m. in a dying state, and died next day in the afternoon."

(b) King's College Hospital,

(g) June 8th, 1902. R. W. admitted from King's College Hospital, suffering from "Potts" fracture of right leg, having been found by the police in Milford Lane, Strand, and taken to the hospital, where, in consequence of there being no beds available, he was sent by the house surgeon to the receiving workhouse, on the ground that he was a suitable case for the infirmary. He was subsequently sent to the sick asylum, Cleveland Street. The guardians informed the hospital authorities, that, in their opinion, cases of this character should be treated at a hospital, and not made the recipients of Pocr Law relief. It was also pointed out to them that the establishment at Bear Yard is a workhouse and not an infirmary, that the medical officer is non-resident and has to be sent for, that admission to the workhouse constitutes Poor Law relief, which disqualifies a person from voting at Parliamentary and other elections.

(h) June 8th, 1904. E. J. T., admitted 3.30 p.m., on being informed it was a workhouse, declined to stop. It was subsequently stated by the hospital authorities that this woman was of unsound mind. The secretary was informed that as no medical certificate was sent with the woman, the master of the workhouse had no power to detain her.

II.-SUICIDAL CASES.

-3. The number of suicidal cases, brought to the work-house by the police authorities during the five years ended Lady-Day, 1908, is as follows:—
Year ended:—

Lady-Day, 1904

Lany-Day,	1004	-					99
	1905				-		56
	1906	- 2				4	46
HW No.	1907			160	15.5		35
	1908 (t	o date) -		.80		27
To	tal -						219
							-
These persons w	ere dea	lt with	as f	ollow	s:-		
Discharged	to poli	ce -			-		157
Died -			-		-		4
Sent to Cen	tral Lor	idon S	ick A	sylun	n, Cle	ve-	
	Street,						
Union							51
Sent to St.	. Giles'	Work	hous	e, as	alles	red	
	s, charg						7
То	tal -						219

- 4. Most of the cases referred to were brought from the Waterloo Police Pier, which is moored off the Victoria Embankment, or from the Bow Street Police Station, both of which are in this union. A few of the suicidal cases have been brought to the Sheffield Street Workhouse by police authorities of the City of London, the boundary between the City of London and Strand Unions being near to the Sheffield Street Workhouse, these cases having been of an urgent character.
- 5. Other persons have been brought from the Cannon Row Police Station, which is not within this union, but as they had attempted to commit suicide from that part of the Victoria Embankment which is in the Strand Union they are brought to the Sheffield Street Workhouse. When the suicidal cases are brought by the police, a form, headed "No. 17, Metropolitan Police," and signed by the police surgeon, is also sent.
- 6. With regard to the cases sent from the Waterloo-Police Pier, I am informed that two suits of clothes belonging to the Sheffield Street Workhouse are constantly kept there, viz., one suit for a man, and one suit for a woman, and when a case is admitted to the workhouse another suit is sent to the police authorities to replace the one worn by the person admitted.

III.—SHEFFIELD STREET WORKHOUSE.

7. The workhouse in question is a small receiving home for the use of this union; the main workhouse being situated at Edmonton, while, for sick accommodation, the union is included in the Central London Sick Asylum District, the infirmaries of which district are situated; (1) In Cleveland Street, near the Middlesex Hospital; and (2) at Hendon.

The Sheffield Street Workhouse has a certified accommodation of sixty-eight beds (thirty-four for each sex). There are two small sick wards providing ten beds for men and five for women, and there is a lying-in ward of four beds; but the institution is not intended or equipped for the reception of casualties, nor for the retention of cases needing hospital or infirmary treatment.

APPENDIX No. LIII.-Continued.

Attached to it are the casual wards of the union, providing ninety-four beds for men, and thirty-three for women.

The staff of the whole establishment consists of: Master, matron, porter, portress, night-porter, labourmaster, superintendent nurse, day nurse, night nurse, midwifery nurse.

The matron was trained at University College Hospital, but training is not a necessary condition of her appointment, though under the circumstances it is obviously a very desirable one. The nurses are all experienced, but none of them are trained (i.e., in the sense of holding a certificate of systematic instruction for three years in a recognised training school). The superintendent nurse has a certificate from an asylum, and the midwifety nurse holds the "L.O.S." certificate, and is registered by the Central Midwives Board. The medical officer is a general practitioner residing in Drury Lane. If he is out, his deputy would have to be sought. He is not on the telephone.

 Within about fifty yards of this combined workhouse and casual ward is King's College Hospital, and it is

difficult to understand why the suicidal cases are not taken there. It would appear clearly the right course to secure without delay for their succour, the advantages of a great and fully-equipped hospital with its resident medical staff and elaborate appliances. The administration of oxygen, the application of electrical stimulation, the injection of ether or of other powerful restoratives or antidotes, may be required, and at once. It may happen that a person taken out of the river has previously swallowed poison. Moreover the care of these cases imposes a constant vigilance which should not properly be placed on the staff of a workhouse, and only recently a man taken out of the Thames and removed to this workhouse succeeded in cutting his throat. It is a considerable testimony to the workhouse officials that there have not been more instances of this kind.

9. I hope that it may be possible to again draw rotice to this, and to direct the attention of the authorities concerned to the importance of a proper discrimination of cases needing hospital treatment, and unsuitable for reception into an ordinary workhouse.

APPENDIX No. LIV.

STATEMENT OF EVIDENCE AS TO UNEMPLOYMENT BY MR. T. MERRELLS, SECRETARY OF THE SWANSEA DISTRICT, DOCK, WHARF, RIVERSIDE AND GENERAL WORKERS UNION.

PROVINCIAL URBAN CENTRES-SWANSEA.

1. I am occupying (and have been for nearly eight years) the position of district secretary (Swansea district) of the Dock, Wharf, Riverside and General Workers' Union. The Swansea district covers an area extending from Port Talbot in the east to Burry Port in the west of South Wales, embracing a membership of nearly 6,000, comprised of men employed in dock work, tinplate, iron work, spelter, copper, galvanizing, and chemical industries, also corporation employees and general labourers

I am a member of the Swansea Unemployed Committee, being one of the representatives of the Swansea County Council.

- 2. I estimate the number of unemployed, i.e., employable adult males, at present to be about between 750 and 1,000, composed chiefly of general and dock labourers—including riggers and persons usually employed direct by shipowners; men usually employed in the copper industry (mills department); and building trades. I should say the present number unemployed represents the chronic state, as at the present (and for the past year) the trade of Swansea and district, according to every return published locally, is better than it has ever been in the history of the town, except as so far relate to the building trades, and these cannot be said to be in an abnormal state of depression.
- 3. In my opinion, one of the chief causes arises from the fact that labour is continually being superseded by improved methods and machinery, c.g. some five years ago, to discharge a cargo of grain—say about 3,000 tons it was necessary to employ about sixty men. To-day, by the aid of machinery, similar cargoes are being discharged in less time by about twelve men.
- 4. Up till quite recently the whole of the timber imported was brought by sailing vessels, which necessitated the cargoes being passed out through port-holes and carried by men to yards. Now the greater proportion of timber is carried in steamships, whose cargoes are got out by means of cranes and dumped on wharf, which mean not only is the number of men required on each ship reduced by more than 50 per cent., but the lesser number can by the use of cranes do about twice the amount of work.
- 5. The same remarks apply to coal-shipping; owing to increased size of steamships, and the better facilities provided, it is possible, with the same number of men, to load more than three times the quantity of coals than in former years when steamships were smaller and fewer, and sailing ships more numerous.
- 6. Within the last fifteen years the copper industry has undergone almost a revolution. Whereas at one time raw ores were imported here (amounting to scores of thousands of tons per annum), smelted and the copper extracted, at present the amount imported might be said to be infinitesimal when compared with former times.

The reason of this is that instead of ores, copper, copper regulus, and precipitate are imported, which only need a refining process, with the result that although the quantity of finished—or refined—copper manufactured in this district is probably more than four times the quantity than formerly, the number of men employed in the process of handling and process of manufacture does not amount to one-third.

- 7. Speaking generally, the effect of unemployment always tends to keep down the standard of living among the whole of the workers, by reason of the fact that the labour-market, like all other markets, is partially governed by the law of supply and demand. Hence so long as there are unemployed workers, so long must the standard of living among the whole remain at a level below that to which they are by their labour justly entitled to. More than that: unemployment produces effects which act detrimentally on society as a whole. Unemployment produces a class of unemployables who in no way affect the labour-market, but who, as admitted by all, are a source of worry, annoyance, and expense, and who are likely—unless something is quickly done—to become a source of extreme danger.
- 8. I must candidly confess I know of no set remedies which will be likely to solve the great problem of unemployment. To my mind, measures will have to be adopted which will gradually evolve the difficulty in which we are involved. As it has taken many years to produce the present evil, so it will, in my opinion, take years to eradicate it.
- 9. I would suggest a start might be made by shortening the hours of labour by legal enactment. I am aware that even this proposal, simple as it may appear, is difficult to give effect to, but unless something of the kind is done, or a stop put to the march of science—a thing no man desires—then it is inevitable the number of unemployed must increase.
- 10. By shortening the hours of labour it would necessarily follow more would have to be employed, which in turn would mean that having found employment will have found the means to satisfy their wants, there would be a further call for employment, which between the two would go a long way to absorb those now unemployed. There are (as doubtless you are aware) so many phases of our social life which bear on unemployment, and on which so many different opinions are held, that I fear to trespass on your patience by giving any further views which I hold on this subject.
- 11. In conclusion I desire to express as my opinion, after nearly two years' experience of the working of the Unemployed Workmen's Act, that even in localities where it is possible to take the fullest advantage of its provisions, it can never be more than a means of temporary relief.

APPENDIX No. LV.

STATEMENT BY THE MIDWIVES COMMITTEE OF THE LONDON AND COUNTIES MEDICAL PROTECTION SOCIETY.

POOR LAW GUARDIANS AND THE MIDWIVES ACT.

On March 4th, 1908, in accordance with the instructions of the Council of this society, the following letter was forwarded to the clerks of the various boards of guardians in England and Wales, 648 in number, and a copy of the report of the Midwives Committee, as approved by the Council of this society, was enclosed with each letter. The letter was as follows:—

1 Enel.

Craven Street, Strend,
 London, W.C.
 March 3rd, 1908.

DEAR SIR,—I am directed by the Council of the London and Counties Medical Protection Society to call the attention of the boards of guardians throughout the country to the enclosed report, which has been unanimously approved by the Council of this society. Will you, therefore, kindly submit the report to your board and convey to me the views of your board on the subject.

Yours faithfully,

Hugh Woods, General Secretary.

The Clerk of the Guardians,
——Union.

The report referred to is to be found on p. 156 of the Medical Magazine for March, 1908. (See App. No. LV. (A).)

The provisions of Section 2 of the Poor Law Amendment Act, 1848, which are applicable to the payment of medical practitioners called in by midwives, by the boards of guardians, are as follows:—

Extract from Section 2 of 11 and 12 Vict., c. 110.

"It shall be lawful for the guardians of any union, if they think proper, to pay for any medical or other assistance which shall be rendered to any poor person on the happening of any accident, bodily casualty, or sudden illness, although no order shall have been given for the same by them or any of their officers, or by the overseers."

Up to July 30th, 1908, replies had been received by this society from 152 boards of guardians. The position taken up by the different boards of guardians, in reference to the payment of doctors called in by midwives, is given below, in accordance with the replies received from the clerks to the various guardians.

HUDDERSFIELD UNION.

In cases arising under Rule 18 of the Midwives Board, the guardians will be prepared to pay the Local Government Board scale of fees, provided that application be made wherever possible to the district medical officer of the guardians or in extreme cases to the nearest medical practitioner.

MANCHESTER TOWNSHIP.

Had decided to consider on its own merits each ease in which a medical man is called in to a poor person on the advice of a midwife.

CAMBRIDGE PARISH.

Having regard to the circumstances of the parish and the accessibility of the relieving officers and district medical officers it was decided that no steps need be taken in the matter.

HOUGHTON-LE-SPRING UNION.

Agreed to consider any applications made by medical practitioners for payment of a fee in the cases referred to. TRURO UNION.

Had decided to take no action in the matter.

KINGSTON UNION.

No resolution passed on the subject of the circular letter.

CITY OF LONDON.

Resolved to pay the fee of any medical man called in on the advice of a midwife to attend upon a poor person in case of difficulty.

SOUTH SHIELDS UNION

Fees to be paid to medical practitioners called in according to Rule 18 of the Central Midwives Board on the same basis as the district medical officers, but this arrangement to operate only when the district medical officer or his duly approved substitute is not available.

St. Mary Abbott's, Kensington.

In cases of proved emergency and destitution the guardians will be prepared to avail themselves of the powers conferred upon them by the provisions of the Poor Law (Amendment) Act, 1848.

NORWICH INCORPORATION OF THE POOR.

Have agreed to pay the following fees in cases where they are satisfied from the report of the relieving officer that the patient or her husband, or legally responsible relatives, are unable to pay the sum, viz.: In cases where a second medical man was necessarily or properly called in, £2; in other cases, £1.

St. George's Union (London).

A fee of 10s. 6d. is paid by the guardians to medical practitioners when summoned by midwives in cases of emergency.

LEWISHAM UNION.

The guardians did not see their way to enter into any obligation for the payment of medical gentlemen when summoned by midwives. The machinery in existence in this union for affording medical relief in cases of urgency provides for the attendance of the district medical officers, under regulations prescribed by the Local Government Board.

PARISH OF COLCHESTER.

The guardians decided not to fix any fee for cases where medical men are called in, but to consider each application which may be made to them on its merits.

SOUTHWARK UNION (LONDON).

The guardians have instructed their district medical officers to attend cases of difficulty, where patients are too poor to obtain medical aid on their own account for their confinement, upon application being made to them by the midwife or other person. The guardians are prepared to pay the district medical officers a fee of £1 in each of such cases where they are unable to obtain payment of their fees.

SKIPTON UNION.

No action was taken on the circular and report.

MUTFORD AND LOTHINGLAND UNION.

The guardians resolved that in cases where a medical practitioner is called in by a midwife, in pursuance of Rule 18 of the Central Midwives Board, the relief

committees be authorised to pay the under-mentioned fees, on being satisfied from the report of the relieving officer, that the patient, her husband, or legally responsible relatives are unable to pay the same, viz: In cases where an anæsthetic is required to be administered and in difficult cases, £2; in other cases, £1.

WAKEFIELD UNION.

It was resolved that the guardians, in accordance with the suggestion contained in the Local Government Board's circular letter, pay to the district medical officers when called in to a case of child birth on the advice of a certified midwife under Rule 18 of the Central Midwives Board, if in such case the guardians are satisfied that the woman is too poor to pay the medical fee, a fee of £1 ls., and that in urgent cases where the services of the district medical officer cannot promptly be obtained, the guardians pay a fee not exceeding £1 ls. to any qualified medical man called in under the above Rule.

Parish of St. Giles', Camberwell.

The guardians had decided that if the nearest district medical officer is summoned by the midwife and the facts of the case subsequently reported to the clerk to the guardians, the fee ordinarily paid for cases in which a Midwifery Order has been issued by a relieving officer is paid, subject to inquiry proving that the case is unable to discharge the doctor's account.

PRESTWICH UNION.

The guardians consider each application for a fee in the case of a medical practitioner being called in to assist a midwife on its merits.

SAFFRON WALDEN UNION.

The guardians cannot agree with the views put forward by the London and Counties Medical Protection Society in its report.

CHORLTON UNION (MANCHESTER).

The Manchester Corporation pay for the services of medical practitioners who have been called in by midwives, and in that part of the union which is outside the City of Manchester, the guardians do likewise.

CHESTERFIELD UNION.

When midwives call in medical aid, in cases presenting difficulty, in the manner prescribed in the Rules of the Central Midwives Board, claims for attendance in such cases will be considered subject to the directions and restrictions contained in the following regulations, viz.:—

- (1) That with respect to persons in receipt of relief the guardians are not as a rule prepared to entertain claims for attendance in such cases except from their own medical officers.
- (2) That where the husband, relatives or friend requested by a midwife to provide medical help, is too poor to pay for such help, such husband, relative or friend, should call in the district medical officer, but if such officer is not available without undue delay, the guardians are prepared to consider a claim from the medical practitioner called to the case.
- (3) Any such claim must be sent to the Clerk to the Guardians, Union Offices, Chesterfield, within seven days from the date upon which the requisition was received, giving briefly the particulars of the case, and the name of the midwife in attendance; together with a statement to the effect that the claim is sent to the guardians at the request of the patient, her husband, or other relative or friend. All claims must be accompanied by the notices signed by the midwives.
- (4) The guardians will, on receipt of a claim from a medical practitioner, cause inquiries to be made, and in all cases of destitution will be prepared to accept responsibility.
- (5) For each case in respect of which liability is accepted by the guardians they will be prepared to pay the private medical attendant a fee not exceeding one guinea.

(6) Any assistance which may be granted will be in the nature of out-relief to the woman, or her husband or other relative, and will, unless the guardians otherwise direct, be given by way of loan.

NANTWICH UNION.

Having regard to the fact that a medical practitioner is occasionally called in by a midwife under circumstances. which preclude the possibility of a fee being received from the patient, the guardians decided that in cases arising under Rule 18 of the Rules of the Central Midwives Board, they will, on being satisfied of the poverty of the patient, or her husband, be prepared to exercise their statutory powers and to pay to the nearest available medical man called in by the midwife under the above Rule a fee of 10s. for a case of simple labour, and 21s. for an operative case. A fee will only be paid by the guardians after the most careful inquiry into all the circumstances of the case in respect of which an application for the feeis received, and then only on the condition that the medical man called in was the one residing, or having a surgery, nearest to the place of confinement, and available at the time.

WOLVERHAMPTON UNION.

The guardians resolved that for six months or such longer period as might be necessary pending a further decision, £1 ls. be paid by the guardians to each of their district medical officers for attendance on non-pauper cases of confinement to which they are called by any midwife under the provisions of the Midwives Act, 1902, subject to inquiry proving them to be proper cases for such payment by the guardians.

ECCLESALL BIERLOW UNION.

The guardians decided to inform medical practitioners and certified midwives practising within the union that in cases arising under Rule 18 of the Rules of the Central Midwives Board, where the woman is actually resident within this union, they would pay the fee of any medical practitioner called in on the advice of a certified midwife to attend any such woman, on their being satisfied that the woman, and those legally responsible for her, are too poor so to do, and subject to the restrictions that the fee for such practitioner will not be paid by the guardians unless the guardians are satisfied:—

- That the case is one of sudden and urgent necessity.
- (2) That the nearest available practitioner has been called in.
- (3) That the legally responsible relatives of the woman are not able to pay the usual fee of the medical practitioner.

PARISH OF BIRMINGHAM.

Finally decided to pay fees agreed upon with the local medical association in all destitute urgent cases where the midwives had to call in the services of a medical man. The plan was to be reconsidered shortly. Not many claims had been received during the first few months that the plan was in operation.

PRESCOT UNION.

The guardians decided to pay medical practitioners whenever a midwife has occasion under the Act to call in a medical practitioner. It is required that the medical practitioner shall send to the guardians a written declaration that he is unable to obtain payment and he is expected to have taken reasonable means to secure his fee before making application to the guardians first. The following fees will be paid, viz.: 10s. 6d. for attendance on all cases of urgency and danger not requiring operative interference; 21s. where operative interference is required, and has been carried out, such fees are not cumulative. Any claim for additional fees consequent upon prolonged attendance, use of anæsthetic, etc., will be considered on its merits by the guardians. Midwives are required to call in the nearest available medical practitioner.

HUNSLET UNION (LEEDS).

In the case of persons in receipt of relief the guardians are prepared to pay for medical help requested by midwives under Rules 18 and 19 of the Midwives Act, if the

district medical officer is not available, but if available the district medical officer must be summoned and he will be paid by the guardians.

In the case of a destitute woman not in possession of an order upon the district medical officer payment will be made to private practitioners if the case is urgent, if the services of the district medical officer cannot be obtained, and if the guardians are satisfied that the husband, relative, or friend requested by the midwife to summon the doctor is too poor to pay the doctor. Application for such payment must be made to the relieving officer of the district within seven days and a statement must be produced from the medical attendant as to the nature of the services rendered. This assistance, will, unless the poverty is due to misfortune, or the guardians consider it desirable to order otherwise, be given only by way of loan and repayment thereof will be strictly enforced.

The fees which subject to these regulations the guardians are prepared to pay are as follows:—

- (1) For the necessary attendance and medicines in and about childbirth, such attendance being limited to fourteen days after the birth (including use of instruments whenever necessary):—
 - (a) Where the abnormality or complication is in respect of the mother alone and no anæsthetic is necessary, 15s.
 - (b) In similar cases where an anæsthetic is administered (to include qualified assistance), 30s.
 - (c) Where there is abnormality or complication in respect of both mother and child and no anæsthetic is necessary, 21s.
 - (d) In similar cases where an anasthetic is administered (to include qualified assistance), £2.
- (2) For necessary attendance and medicines during pregnancy, other than as above mentioned, by request of a midwife under the Rules of the Midwives Board: The fees usually charged to poor persons in the district and proportionate to those before mentioned.
- (3) For separate attendance and medicines in the case of a newly-born child, and where there are any abnormalities or complications as set out in No. 19 (5) of the said Rules: The fees usually charged to poor persons in the district and proportionate to those before mentioned.

In normal cases the guardians will not hold themselves responsible to anyone but the district medical officer and a relieving officer's Midwifery Order must invariably be applied for in advance in such cases. The treatment provided for is that which comes under the head of sudden and urgent necessity, and if subsequent attendance is required the case must be referred to the relieving officer and district medical officer.

ATCHAM UNION.

The guardians decided that in cases arising under Rule 18 of the Central Midwives Board, they would on being satisfied that the woman was too poor to pay the medical fee, be prepared to exercise their powers and to pay the following fees to the medical man called on: For ordinary midwifery, 10s.; for extraordinary midwifery, £2. These fees will only be paid where a certified midwife has found it necessary to call in a medical man under circumstances which render it impossible for the relieving officer to be communicated with, and where the guardians find on subsequent inquiries that the person is, by reason of poverty, entitled to medical assistance at the expense of the rates. Where there is no urgency, as for instance, in the class of cases mentioned in Rule 19 (2) (a) the application must be made to the relieving officer. The guardians wish it clearly understood that the fees mentioned will only be paid when any delay would endanger the life of the mother or child. The midwives have been instructed that, that wherever possible they must call in a private practitioner. The guardians request private practitioners, when called in by midwives, to inquire whether she has fulfilled this instruction. To enable the guardians to decide whether

a case is one in which they would be justified in paying the fee, medical practitioners are requested, on receiving a requisition to attend such a case, to notify the relieving officer for the district in which the patient resides. A list of the relieving officers is supplied to the medical practitioners.

SALISBURY UNION.

The guardians have arranged that in the event of medical practitioners being called in by midwives the same fee shall be paid as is paid to the district medical officer.

BROMSGROVE UNION.

The guardians decided to pay the fee according to the Poor Law scale to any medical man called in by a midwife to attend a poor woman in case of difficulty.

ST. ALBANS UNION.

The guardians have arranged to pay a uniform fee of £1 ls. to the medical practitioners called in by a midwife when satisfied that the persons themselves are not in a position to pay.

KEIGHLEY UNION.

The board pay the medical practitioners called in on the advice of a midwife, if the patient, or her husband is too poor to pay the fee.

FARNHAM UNION.

The guardians have undertaken to pay medical practitioners on the existing Poor Law scale where they are of opinion that their services have been called in in cases of urgency by a midwife.

Walsingham Union.

The guardians have agreed to pay fees on Poor Law scale (£1 and £2), where medical men are summoned.

MAIDENHEAD UNION.

The guardians decided that in cases arising under Rule 18 of the Rules of the Central Midwives Board, on being satisfied that the legally responsible relatives of the woman are unable to pay the necessary fee, they will be prepared to exercise the powers conferred on them and pay a remuneration of £1 ls. per case for medical assistance requisitioned by a certified midwife. Midwives practising within the union were informed that it is the wish of the guardians that in cases presenting difficulty in the manner prescribed by the Rule referred to the services of the nearest medical practitioner should be requisitioned. Medical men so summoned by midwives were asked to notify the clerk to the guardians of the fact of their attendance in all such cases, giving briefly the particulars of the case and of the midwife who requisitioned their services, so that the matter might be brought before the notice of the guardians.

CHESTERTON UNION (CAMBRIDGE).

Arrangements are made with the district medical officers for the payment of the sum of 10s. 6d. for attendance and medicines in ordinary cases where the woman is in receipt of relief and special cases are provided for by Article 183 of the General Consolidated Order, 1847. As regards cases in receipt of relief the guardians are not as a rule prepared to entertain claims from other medical practitioners, but if the district medical officer is not available, the guardians will pay the same fees to another medical man for attendance and medicines when sent for in urgent cases under Rules 18 and 19 of the Central Mid-wives Board. In regard to cases not in receipt of relief, where the husband, or nearest relative or friend of a destitute woman not in possession of an order upon the District medical officer, is requested by a midwife to provide medical help under the abnormal circumstances set out in Nos. 18 and 19 of the said Rules and such person is too poor to pay for such medical help, application may within fourteen days be made to the guardians, who will, if satisfied of such inability to pay, that the case was an urgent one, and that it was not possible to obtain the services of the district medical officer, be prepared to pay the medical attendant the following fees

for the necessary attendance and medicines, viz.: A fee of £1 for attendance and medicines where no subsequent attendance is required, or a fee of £2 where subsequent attendances are necessary. Unless the guardians otherwise order the relief will be given by way of loan.

SWANSEA UNION.

The circular from this society was referred to a Committee and the Committee made no recommendation thereon.

ST. THOMAS' UNION (EXETER).

The guardians decided that in cases arising under Rule 18 they will, on being satisfied that the woman is too poor to pay the medical fee, be prepared to pay the doctor called in the fees usually paid to district medical officers, viz.: 10s. for his attendance in cases of childbirth within two miles of his residence, and the sum of £1 for similar cases at a distance of more than two miles from his residence.

ISLE OF THANET UNION.

The guardians have for some years paid medical practitioners fees for attending cases of difficult confinement on requisition by certified midwives provided they were satisfied that the parties themselves were unable to pay. The amount of the fee was always £2: since the receipt of the Local Government Board Memorandum a circular was issued to medical practitioners informing them that when the services of a medical practitioner are requisitioned by a midwife under Rule 18 of the Central Midwives Board, the guardians, if satisfied that the patient is too poor to pay the medical practitioner, will themselves pay him according to services rendered, but in no case will they be responsible for more than £2. All cases in which application is to be made to the guardians for payment should be notified forthwith to the relieving officer of the district.

DEVONPORT UNION.

This society's circular was referred to a committee for consideration and report.

EASINGWOLD UNION (YORKSHIRE).

No action was taken in reference to this society's circular.

AUCKLAND UNION.

The guardians had previously passed a resolution undertaking to pay for the services of medical men who might be called in by midwives

NEWPORT PAGNELL UNION.

The guardians agreed to pay a fee of 10s, to medical practitioners (not being medical officers) when called in to a confinement by a certified midwife if they are satisfied that the husband is unable to pay

PARISH OF PADDINGTON.

Although the guardians had made no definite promise to pay, yet they paid a fee to a medical practitioner who was not one of their own medical officers, in a case which occurred before the passing of the Midwives Act, 1902; and since then they have not (March 8th, 1908) received a single application of a similar kind. In reply to a communication from the London County Council the guardians stated that they were prepared to allow their district medical officers to attend women in confinements when summoned by a certified midwife, and pay them the fees already agreed upon by the guardians and the district medical officers provided the cases are suitable for parish relief and the district medical officers are unable to obtain payment from the persons liable.

MACCLESFIELD UNION.

The guardians informed medical practitioners that when they attend a case in compliance with a request of a midwife on Form A. if it should afterwards appear to the guardians that the patient or her husband is unable by reason of poverty to pay for the same, they will pay

their usual fee for such attendance. The fee which theguardians allow is 10s, for an ordinary case and £2 in any special case in which great difficulty may have occurred in the delivery, or long subsequent attendance in respect of some purperal malady or affection may have been requisite.

CLUTTON UNION.

No resolution was come to on the society's circular.

GODSTONE UNION.

Receipt of society's circular was acknowledged.

PARISH OF LIVERPOOL.

The claims of medical practitioners in the city of Liverpool arising under the circumstances specified in the society's circular and report are recognised by the civic authority acting through the medical officer of health.

OLDHAM UNION.

This society's circular to be submitted to the board in due course.

DRIFFIELD UNION.

The board of guardians resolved to pay medical practitioners, when called in on the advice of midwives toattend upon poor persons in cases of difficulty, the samefees as those paid in this union to medical officers under Articles 182 and 183 of the General Consolidated Orders-(Union) of the Poor Law Commissioners dated July 24th, 1847, namely:—

(a) A fee of 10s, in each ordinary midwifery caseas mentioned in Article 182 of the said orders.

(b) A fee not exceeding £I in each special midwifery case of great difficulty or long subsequentattendance as mentioned in Article 183 of thesaid orders.

With the usual allowance for mileage added to the fees in each case.

BATTLE UNION.

The guardians will be prepared to pay a fee of £1 toany medical practitioner whose presence may berequired by a certified midwife under any of the circumstances set out in Rule 18 of the new rules of the Central Midwives Board, provided the said guardians are satisfied that the woman and her husband are too poorto pay the fee of the medical practitioner thus called in. Forms of application for the fee are supplied.

NEWHAVEN UNION.

The guardians decided to pay the sum of £1 ls. in each case where the medical man is called in by the midwife; and it is afterwards found that the patient, or her husband, is unable to pay the fee. The clerk has every reason to believe that the fee is satisfactory.

ASHTON-UNDER-LYNE UNION.

The guardians accepted the recommendation of their Committee that prior to taking action in regard to thecircular of the Local Government Board, &c., they should await an expression of opinion from the Executive Councilof the Poor Law Unions Association.

BERKHAMSTED UNION.

The guardians resolved that in midwifery cases where a practitioner is, on the advice of a certified midwife, called in to a woman who is in receipt of relief, or as to whom the guardians subsequently decide that she is too poor to pay the medical fee, such medical fee bepaid by the board at the following rates, viz.: 10s. for ordinary midwifery cases, and £2 for cases in which there is any difficulty or long after attendance, although no order may have been given by an officer of the board.

HUNTINGDON UNION.

The guardians of this union have given their relieving officers an ample discretion to deal with cases under the Midwives Act.

BRADFORD-ON-AVON UNION.

The society's circular letter was read at a meeting of the guardians, and they decided that the fees to be paid to medical practitioners called in by midwives should be the same as those provided for by the General Poor Law Orders.

FROME UNION.

Society's circular and report laid before the guardians-

BAKEWELL UNION.

Guardians decided to take no action in the matter.

TOTNES UNION.

The guardians are of opinion that the statutory provisions are sufficient, and that no further arrangements are necessary in the matter.

POCKLINGTON UNION.

The guardians have intimated to the medical men and midwives in the union their willingness to consider applications for fees where a medical man has been called in by a certified midwife under Rule 18 of the Central Midwives Board.

St. George's in the Fields and St. George, Bloomsbury Union.

Receipt of the society's circular and report acknowledged by the guardians.

EAST ASHFORD UNION.

In cases arising under Rule 18 of the Central Midwives Board, on being satisfied that the legally responsible relatives of the women are unable to pay the fee, the guardians will be prepared to pay £1 ls. per case for medical assistance requisitioned by the midwife. The midwives are told that if no arrangement for calling in medical help has been made the services of the Poor Law medical officer of the district should be requisitioned, and, if he is not available, the nearest medical practitioner.

TIVERTON UNION.

No difficulty had hitherto been experienced in this union, directions having been given to all midwives to send for the district medical officer in cases where the patient is unable to pay for medical assistance, and on the guardians being satisfied that the case is a proper one for assistance by them the ordinary midwifery fee is paid.

PETWORTH UNION.

The society's circular and report was laid before the guardians and no action was taken thereon.

DERBY UNION.

The guardians regretted that they could not see their way to agree with the arrangement proposed by this society, and if they are to be called upon for payment at all they are in favour of limiting any arrangements which might hereafter be made to their own district medical officers.

PARISH OF LAMBETH.

It has been the practice of the guardians to pay the fee of the medical practitioner summoned by a midwife in cases of emergency in this parish, and to pay the fee fixed under the General Consolidated Poor Law Orders.

TAMWORTH UNION.

The guardians decided to remunerate medical practitioners practising in the union in cases under Rule 18, where a midwife summons a medical practitioner to her assistance, and the husband is too poor and unable to pay his charges, with a fee of one guinea.

DORE UNION.

The guardians for the present intended to adhere to their usual practice, that is to grant medical attendance

in those cases in which they think the circumstances of the case require it, and where due application has been made to them for the attendance of the medical officer.

PARISH OF BERMONDSEY.

The guardians decided to deal with each case under the Midwives Act upon its merits.

ONGAR UNION.

The society's circular and report was brought before a meeting of the Board of Guardians, and they could not see their way to take any action in the matter.

CITY OF NOTTINGHAM.

The guardians decided to pay fees for attendance of medical men, called in by midwives, to lying-in women. The guardians satisfy themselves that the husband or other responsible person is too poor to provide the services of a medical man. They had paid several fees of 21s., one of 31s. 6d., and some smaller fees were charged.

PARISH OF BRIGHTON.

The guardians are prepared to deal with individual cases as they arise.

COVENTRY UNION.

The guardians pay one guinea in all cases that come under the Midwives Act, whether instrumental or otherwise.

FYLDE UNION.

The society's circular letter and report was laid before a meeting of the guardians, but they took no action in the matter.

HOLBORN UNION.

Under Section 2 of the Poor Law Amendment Act, 1848, the guardians have power to pay any medical practitioner who may have been summoned to a case of difficulty or emergency, and although the guardians have decided to pass no general resolution on the subject, they are prepared to consider every case which arises in the Holborn Union on its merits, and if it can be shown that the friends or relatives are not in a position to pay the medical practitioners' fees, they are prepared to pay him in accordance with the existing Poor Law scale.

LYMINGTON UNION.

The society's circular and report was laid by the guardians, but no directions were given thereon.

NORTHLEACH UNION.

The report of the society's Midwives Committee was considered by the guardians, and it was thought that it would be sufficient if the guardians dealt with each case on its merits as it arose.

BLEAN UNION (CANTERBURY).

The guardians of this union have made arrangements for the remuneration of medical practitioners called in by midwives, such payment to be 10s. 6d. when called in between 8 a.m. and 8 p.m., and £1 Is. when called in between 8 p.m., and 8 a.m.

EAST GRINSTEAD UNION.

In cases arising under Rule 18 of the Central Midwives Board in this union, the guardians will be prepared to consider each case on its merits.

HAMBLEDON UNION (GUILDFORD).

On the recommendation of the committee appointed to consider the circular letter from the Local Government Board with reference to payment of medical practitioners called in to attend upon poor persons in cases of difficulty in midwifery cases on the advice of midwives, it was resolved by the guardians that on their being satisfied that the woman is too poor to pay the medical fee, a payment not exceeding one pound shall be made to any medical practitioner called in on the advice of a midwife to attend a case of confinement.

HASLINGDEN UNION

The society's circular and report were ordered to lie on the table.

NEWTON ABBOT UNION.

The guardians had informed the medical practitioners that they would pay a fee of 10s, 6d, in any case in which the practitioner was called in by a midwife where the parent or guardian was not in a position to pay a fee. This is the same fee as paid to the district medical officers.

TISBURY UNION.

The guardians resolved, on the report of the London Medical Protection Society having been read, that in the opinion of this Board, Guardians ought to have power in their discretion to pay the fee of a medical practitioner called in by a midwife.

TYNEMOUTH UNION.

The guardians had arrived at a decision to consider and deal with any application for remuneration in respect of medical assistance rendered in cases of this nature (i.e., cases of difficult child birth when medical practitioners are called in by midwives).

WELWYN UNION.

The guardians concurred with the views expressed in the report of the London and Counties Medical Protection Society.

PARISH OF ALVERSTOKE.

The guardians informed the medical practitioners and midwives of their willingness to consider the question of the payment of the fee to a medical man called in by a midwife in any case where it is found, after inquiry, that the person is too poor to pay. The fees to be paid are the same as to the district medical officers, viz.: In ordinary cases, 15s.; in difficult cases, £2. All the medical men replied agreeing to these conditions.

BARNSTAPLE UNION.

The circular and report of the London and Counties Medical Protection Society was submitted to the board but no action was taken thereon.

FAVERSHAM UNION.

The practice of the guardians has been to consider each application from a medical man, for attending in confinement at the request of a midwife, on its merits, and if it is thought that a fee is properly payable owing to the circumstances of the people, the fee hitherto paid has been that granted to the medical officers under the Poor Law Orders. They look upon the matter as a case of relief, and deal with it accordingly.

STRAND UNION.

Receipt of the society's circular and report was acknowledged with a statement that they had been read at the last meeting of the guardians.

WANDSWORTH UNION.

The circular and report of the London and Counties Medical Protection Society were submitted to the guardians, and in reply it was stated that in 1906 a circular was issued to all the registered midwives within the union giving the names and addresses of the several district medical officers, and suggesting that as no provision was made in the Act for a medical practitioner being remunerated, they should in cases of poverty send on to the nearest district medical officer, who could attend the case and afterwards get an order from the relieving officer. The issue of the circular did not meet with the approbation of the local practitioners, and a deputation waited upon the guardians, and from the remarks of the deputation it appeared that they were of opinion that the circular favoured the medical men who happened to be district medical officers more than the general body of medical practitioners, and it was decided that before withdrawing the circular the local association should be asked whether they would be satisfied if the guardians placed them on the same footing

as the district medical officers, to whom a recognised fee of 15s. is allowed in cases of midwifery, it being distinctly understood that each case would be considered on its merits, and it would be perfectly open to the quardians to decide whether or not they would pay the fee in any particular case. The local association would not accept this, and proposed a scale of charge altogether out of proportion to that paid to the district medical officers, and the guardians of course, declined to agree to their terms, and in consequence the circular is still in the hands of the midwives. Notwithstanding that, the circular suggests sending to the district medical officers, the guardians have, in two or three cases, paid the fee of 15s. to other medical practitioners where it was evident the persons were too poor to pay. The last application was from a doctor who stated that the husband of the patient was too poor to pay, but upon inquiry being made the husband expressed his readiness to pay the doctor called in, and it would appear that although the husband, on the night of the confinement, was unable to pay a fee down, the doctor did not appear to have tried to collect the amount, but applied to the guardians for it. Needless to say the application was refused.

STEPNEY UNION.

The guardians decided to take no action on the circular and report of the London and Counties Medical Protection Society. It is the practice of the union to pay a fee of 3s. 6d. for an attendance during the day, and 7s. 6d. for an attendance during the pight, to any medical practitioner who may be called upon to attend a destitute sick person in the absence of the district medical officer.

DROXFORD UNION, HANTS.

The guardians are not aware that any certified midwife is at present practising within the union. It is the practice of the board, on an application being made, to grant medical orders in confinement cases where they are of opinion that poverty exists.

HAYFIELD UNION.

The question of the payment of medical men called in by midwives, had already been dealt with in this union.

HERTFORD UNION.

The circular and report of the London and Counties Medical Protection Society were read at a meeting of the guardians, and the board did not consider the matter one in which they could interfere.

MALTON OUT-RELIEF UNION.

The circular and report of the London and Counties Medical Protection Society were laid before a meeting of the guardians, but no order was made thereon. There are no midwives practising within this union.

RUGBY UNION.

The guardians took no action on the circular and report of the London and Counties Medical Protection Society which were laid before them.

WARWICK UNION.

The guardians had passed the following resolution:—
"That where the husband or nearest relative or friend of a destitute woman not in possession of an order upon the district medical officer is requested by a midwife to provide medical help for such woman under the abnormal circumstances set out in Nos. 18 and 19 of the Rules of the Central Midwives Board, and such husband, relative or friend is too poor to pay for such medical help, such husband, relative or friend shall call in the district medical officer, but, if such officer is not available without undue delay then some other medical man should be called in, and it shall be open to such husband, relative or friend to apply to the guardians, who will, if satisfied of such inability to pay, that the case was an urgent one, and that it was impossible to obtain the services of the district medical officer, be prepared to pay the private medical attendant called in a fee of from 5s. to £1 1s."

CARLISLE UNION.

The guardians ordered the circular and report of the London and Counties Medical Protection Society to be laid on the table.

FAREHAM UNION.

The circular and report of the London and Counties Medical Protection Society were brought before the board, and were receiving their most careful attention.

HENDON UNION.

The guardians had resolved :-

(1) That where the husband or nearest relative or friend of the destitute woman, not in possession of an order upon the district medical officer, is requested by a midwife to provide help for such woman under any of the abnormal circumstances set out in Nos. 18 and 19 of the Rules of the Central Midwives Board, and such husband, relative or friend is too poor to pay for such help, such husband or relative or friend shall call in a medical practitioner, and it shall be open to such husband, relative or friend to apply to the guardians, who will, if satisfied of such inability to pay, be prepared to pay the medical practitioner called in a fee of £1 1s.

(2) That in cases where the district medical officer is called in under such Rule the same fee be paid to him as to a private medical practitioner.

HENSTEAD UNION.

The guardians had no special views to express on the subject of the circular and report of the London and Counties Medical Protection Society.

LICHFIELD UNION.

The circular and report of the London and Counties Medical Protection Society were laid before the guardians, but no action was taken with regard thereto.

SAINT AUSTELL UNION (CORNWALL).

The circular and report of the London and Counties Medical Protection Society were submitted to the guardians, but no action was taken thereon.

PARISH OF ST. MARYLEBONE.

The report and circular of the London and Counties Medical Protection Society were submitted to a meeting of the guardians,

RICHMOND UNION (SURREY).

The guardians had already entered into an arrangement with the medical practitioners in this union to pay them a fee of £1 lls. 6d. in respect of their attendance in cases of confinement when summoned by a midwife, subject to the guardians being satisfied that the patient attended is unable to pay a medical fec.

WHITBY UNION.

The board decided to take no action in the matter.

BROMLEY UNION (KENT).

The guardians decided, on being satisfied that a woman is too poor to pay the medical fee, to allow the same fee to a medical practitioner called in by the midwife as is now paid to the several medical officers in this union, viz., 10s.

CROYDON UNION.

The guardians acknowledged receipt of the circular and report of the London and Counties Medical Protection Society, and stated that no action was taken thereon.

FESTINIOG UNION.

The guardians reported that there were no registered midwives in this union.

KIDDERMINSTER UNION.

The circular and report of the London and Counties Medical Protection Society were laid before the guardians, but no action was taken thereon.

LONGTOWN UNION.

The guardians will be prepared to favourably consider the payment of a fee to a medical practitioner called in by a midwife as and when the occasion arises and the fact is brought before them in a proper way.

SCULCOATES UNION.

After considering the circular and report of the London and Counties Medical Protection Society the guardians decided that they could not extend the following undertaking which they had adopted in June, 1905—i.e., to pay according to the usual scale for the services of the district medical officers when summoned by midwives in accordance with the requirements of Article 17 of the Rules of the Central Midwives Board, although medical orders have not been obtained, if satisfactory evidence be submitted to the guardians that by reason of poverty the persons concerned are themselves unable to pay for such medical assistance.

CERNE UNION.

The circular and report of the London and Counties Medical Protection Society were considered, and the guardians replied saying that they have always considered each case, and have given an order to the medical practitioner if satisfied that the persons are destitute and unable to pay.

FOLESHILL UNION.

The circular and report of the London and Counties Medical Protection Society were submitted to the guardians, but no action was taken thereon.

HOWDEN UNION.

The Howden Union pay medical practitioners summoned by midwives in emergency cases upon the Poor Law scale.

KINGSTON-UPON-HULL INCORPORATION FOR THE POOR.

The circular and report of the London and Counties Medical Protection Society were considered, and it was resolved that as the matter had already been dealt with by the board no action be taken thereon.

REIGATE UNION.

The guardians deal with each case as it arises, and in proper cases they are prepared to pay the fees paid in similar circumstances to the union medical officers.

STAINES UNION.

The circular and report of the London and Counties Medical Protection Society were laid before the guardians. They had already decided to take no action in the matter referred to.

SWINDON AND HIGHWORTH UNION.

The circular and report of the London and Counties Medical Protection Society were laid before the guardians, and no action was taken thereon.

DOVER UNION.

The guardians have for many years past paid the usual fees to their medical officers in cases where poor people could not afford to pay for medical attendance in cases of confinement, and no distinction is made as to the cases already attended to by a midwife, each case being dealt with on its merits.

DRAYTON UNION.

The circular and report of the London and Counties Medical Protection Society were submitted to the guardians, and they decided to take no action in the matter.

BASINGSTOKE UNION.

In the cases of medical practitioners called in by midwives, the guardians take each case on its merits, and if it appears that the patient and those legally responsible for her are unable through poverty to pay the practitioner's fee, the guardians pay him such remuneration as they think fit.

RISBRIDGE UNION."

The guardians forwarded the following letter to the Local Government Board and asked that copies of the circular and report of the London and Counties Medical Protection Society should be sent to the Local Government Board and to the Poor Law Unions Association:—

Risbridge Union.

Clerk's Office, Haverhill, March 21st, 1908

Midwives Act, 1902.

SIR,-The guardians of the Risbridge Union beg to inform the Local Government Board that a letter has been received from the London and Counties Medical Protection Society, Ltd., of 31, Craven Street, Strand, London, dealing with the subject of the payment for medical assistance called in by midwives. The guardians in this union have resolved to pay a sum not exceeding £1 ls. in such cases to medical men called in by midwives should the circumstances of the case justify the payment as pointed out on p. 3 in the circular letter of the Local Government Board, dated July 29th last, but the guardians desire to point out the difficulty which may arise in such cases. The midwife is compelled to call in a medical man in accordance with Rule 18 of the Midwives Board Regulations, the medical man need not attend unless be is certain of his fee, the husband or natural guardian of the woman may refuse to pay the fee, and if the doctor refuses to attend, the poor woman's life may be in danger and there may be cases where lives will be lost owing to the delay.

The guardians are of opinion that it would be better for all concerned were an order to be issued making the guardians responsible for the payment of the fee not to exceed that payable to district medical officers under the terms of the General Order (Consolidated) July 24th, 1847, Art. 183, and give them the power to recover, from the husband or natural guardian of the woman confined, the fee so paid should the guardians on consideration think the case is one in which the fee should be repaid.

The guardians agree with the expressions contained in the letter from the London and Counties Medical Protection Society, Ltd., that the present state of affairs is most unsatisfactory.—I am, Sir,

> Your obedient servant, (Signed) S. L. Bigmore, Clerk.

The Secretary, Local Government Board.

PARISH OF ST. GEORGE-IN-THE-EAST.

The guardians noted the views of the London and Counties Medical Protection Society.

Parish of St. Leonard, Shoreditch.

The guardians acknowledged receipt of the circular and report of the London and Counties Medical Protection Society, and took no action in the matter.

ABERGAVENNY POOR LAW UNION.

The guardians will deal with each case as it arises.

SHIFNAL UNION.

The guardians acknowledged receipt of the letter and report of the London and Counties Medical Protection Society.

WEST HAM UNION.

The guardians were unable to adopt the suggestion for them to arrange for the payment of medical practitioners summoned by midwives to assist in emergency, the scale of payment not to be lower than the existing Poor Law scale for attendance on midwifery cases, as in their opinion the medical relief arrangements throughout their union area are sufficient to meet emergencies of the nature indicator.

LINCOLN UNION.

The guardians considered the letter and report of the London and Counties Medical Protection Society, and arrived at a decision to take no action in the matter.

OLDHAM UNION.

The guardians decided to take no action in the matter.

PARISH OF ST. MARY, ISLINGTON.

The guardians of this parish consider each case on its merits where a medical practitioner has been called in by a midwife and decide whether the fee should be paid.

PARISH OF CHELSEA.

The guardians considered the letter and Report of the London and Counties Medical Protection Society, and resolved to take no action thereon.

GUILDFORD UNION.

The guardians having regard to No. 18 of the Rules of the Central Midwives Board, will, on being satisfied that the woman is too poor to pay the medical fee, be prepared to exercise their powers under the Poor Law Acts Amendment Act, 1848, and pay a fee of 10s. 6d. to the medical man called in by a midwife where one visit is made, and a fee of £1 ls. where the attendance of the medical man is necessary after the first visit.

PARISH OF HAMMERSMITH.

The guardians have entered into an arrangement with their outdoor medical officers with regard to the payment of them in cases where they have been summoned by midwives to assist them in emergencies, whereby, if the patient is unable to pay, the medical officer shall submit to the guardians his claim, and in the event of the case being found to be such as in the ordinary way had application been made to the relieving officer for a Midwifery Order, it would have been granted, a fee would be paid to the medical practitioner on the same scale as he would be entitled to receive had a Relieving Officers Order been actually given in the first instance.

NORTON OUT-RELIEF UNION.

The circular and report of the London and Counties Medical Protection Society was laid before the guardians but no Order was made thereon. There are no midwives practising within this union.

ISLE OF WIGHT UNION.

In this union, so far as the guardians know the condition of things referred to in the Report of the London and Counties Medical Protection Society has not arisen.

ASHBOURNE UNION.

The guardians decided to pay a fee of 10s, to medical practitioners summoned by midwives to assist them in emergencies provided a proper record of having been called in is sent by the medical practitioner to the local supervising authority. The fee is the same as that paid to the district medical officers.

CARDIFF UNION.

The guardians have resolved to consider any application by a mdical man for a fee (when called in to attend a difficult case of labour—by a certified midwife under the Rules of the Central Midwives Board)—upon its merits but are not prepared to issue any general intimation of their willingness to pay fees of this description.

KINGSBRIDGE UNION.

On the subject of payment to medical practitioners called in to assist midwives in confinement cases, in relief and destitution cases, the guardians recommend that the medical practitioners should be remunerated as follows:—Half a guinea as a minimum fee and 1s. per mile as travelling expenses.

It appears from the above replies that there are a certain number of unions in which there are no midwives, and in these, of course, the question of providing for medical assistance to midwives does not arise. A certain number of boards of guardians decline to accept the responsibility of dealing with the matter of providing medical assistance for midwives altogether. Of those boards which make provision for medical assistance to

midwives a considerable number have come to the conclusion that their own medical officers can give all the help needed, and they have arranged to pay them the same fees that they already receive when they attend confinement cases under a Midwifery Order from the relieving officer, provided that inability to pay for medical attendance is satisfactorily made out. Several boards extend this arrangement by saying that other medical practitioners may be called in if the district medical officers are found to be not available. Other boards recognising the necessity for providing prompt assistance have arranged for the payment of any medical practitioner, or the nearest available medical practitioner, when summoned by midwives to patients who are unable to pay. Of these methods, your Committee strongly recommends the last as being the only one which will properly obviate serious and sometimes fatal loss of zime. As regards fees, it is evident that the fees at present paid by boards of guardians to their medical officers for attendance on confinement cases vary considerably, and are, in many instances, very inadequate. Your Committee is of opinion that a fee of £I Is, is the lowest that should be paid to, or received by, a medical practitioner for attendance on a confinement case, and that not less than £2 2s. should be paid in cases of special difficulty. Your Committee is of opinion also that the fee paid should be fixed to include a few subsequent visits by the medical man to the patient, as these are very desirable in interests of the patients in cases coming under Rule 18 of the Rules of the Midwives Board. In regard to the mode of proving the poverty of the patients there is a diversity in the practice of the boards of guardians. Some boards seek to throw upon the medical practitioners the onus of proving the poverty of the patients; other boards undertake that task through their own officers. The former method is most objec-tionable in the opinion of your Committee, and the latter is the one which alone should be adopted. Several boards of guardians appear to require that the patient's husband, relative or friend, should apply for the medical practitioner's fee, although it is not stated whether or not the money is handed to such applicant. Presumably the money will be sent direct to the medical practitioner, or he may often fail to receive it. But it must be remembered that the patient's husband, relative, or friend will not be so anxious about the payment of the medical practitioners fee as to take the trouble of attending before a board of guardians, etc., and if the practitioner has to wait till he does so for his fee he will often wait in vain. Moreover, in some cases the husband, etc., must apply within a week or fortnight. The more usual method is far preferable by which the medical practitioner sends in particulars of his claim, and the guardians, after such inquiry as they think desirable, pay the medical practitioner his fee. In conclusion your Committee strongly urge:—

- (1) That it should be clearly understood that no doctor shall be expected to attend on the summons of a midwife unless he chooses to undertake such work at the fees guaranteed by the guardians, or others.
- (2) That the fees of doctors summoned by midwives should be paid to them in all cases without requiring from them any proof of the poverty of the patients, any necessary inquiry being made by the boards of guardians, or others, who should pay the fees of the medical practitioners without demur, and then take such steps as they might think fit to recover the fees when the patients are able to pay them.
- (3) That when a doctor is summoned by a midwife to operate or attend on a woman in a serious emergency, he should be the judge as to whether or not he should visit the patient again, and, if so, how often, and that for these visits the doctor should be entitled to the usual fees in addition to the fee for the operation or attendance.

The above report was unanimously adopted by the council of the London and Counties Medical Protection Society at its meeting on September 2nd, 1908.

APPENDIX No. LV. (A.)

THE LONDON AND COUNTIES MEDICAL PROTECTION SOCIETY, LIMITED.

REPORT OF MIDWIVES COMMITTEE.

This Committee was appointed for the purpose of considering the working of the Midwives Act, and reporting thereon, especially in reference to the remuneration of medical practitioners called in by midwives.

The Committee accordingly directed that a circular letter should be addressed to members of the Society, and other medical practitioners, and also published in the medical press, asking for (1) information as to the number of confinements to which each medical practitioner had been summoned by midwives under the regulations of the Midwives' Board; (2) what payment they had received in each case, and from whom; (3) and what was the nature of each case to which they were summoned.

Several hundred replies were received, and the following information has been derived from them:-

A large number of practitioners replied saying that they had never been summoned by midwives, several saying that there were no midwives in their districts.

In considerably more than half the cases the medical practitioners summoned by midwives received no payment whatever, and the average payment, calculated from a large number of cases, was not over 9s. A noteworthy point is that while some practitioners seem to be uniformly unpaid, a few seem to be almost uniformly paid. Probably the class of people in the districts concerned accounts largely for this; but, in one or two instances, the explanation given by the medical practitioner was that he refused to go unless paid.

Of the fees received all but a few were received from the patients or their relatives, and it seems to be quite exceptional for payment to be made by the midwife. A few fees were paid by Boards of Guardians, Nursing Associations, Provident Dispensaries, etc. The cases to which the medical practitioners were summoned were, in the great majority, serious ones. Operative assistance was required in many cases. The largest number of the less serious cases were described as delayed or difficult labour. In about 3 per cent. of the cases the death of the child appears to have been the cause of the summoning of the doctor, and puerperal fever was the cause in about 2 per cent. of the cases.

Grave dissatisfaction was expressed by many of the writers at the present state of affairs, and it is evident from the tone of many of the letters that, unless proper provision is made for the payment of doctors summoned by midwives, the latter will frequently be unable to obtain medical assistance. It is apparently the more galling to medical practitioners to be called on to assist midwives in difficult emergencies without payment, because they often regard the midwives as competing with them for midwifery practice, and doing so with the advantage of charging lower fees, and of being able to advertise for patients with impunity.

This Committee is of opinion that the Poor Law Guardians, or other competent authority, should arrange for the payment of medical practitioners summoned by midwives to assist them in emergencies, and the Committee considers that the scale of payment should, in any case, not be lower than the existing Poor Law scale for attendance on midwifery cases. While present conditions continue the Committee recommends medical men to require payment to be made in advance or guaranteed by some responsible person.

Signed on behalf of the Committee,

G. A. HERON,

January 31st, 1908.

Chairman.

APPENDIX No. LVI.

STATEMENT OF EVIDENCE BY MISS HELEN NEWILL, PRESIDENT OF THE BIRMINGHAM ASSOCIATION FOR RESCUE TRAINING OF YOUNG WOMEN, AND GUARDIAN KING'S NORTON UNION.

AFFILIATION ORDERS.

There are one or two suggestions we should like to man when paying directly has every opportunity to make on this subject.

1. An order once having been made, should be enforced we think by the police, and not by the mother of the child.

(In many cases not only time is wasted-which, of course, means money in the majority of cases—but expense is incurred in obtaining a summons and appearing in court again, after an order has been made, because the man refuses to pay. Frequently too, he leaves the town, and settles in another under an assumed name. Unless the mother can afford to trace him and so have a summons issued against him, he defies the law and over and over again the order for which the girl has probably paid at least 7s. becomes waste paper.)

2. That the payment he is ordered to pay should be m de into court and not directly to the mother of the

The great aim of all rescue workers is to sever all connection between the putative father and the mother of an illegitimate child. For very obvious reasons the man should never be allowed to pay directly to the woman. At present no one but the mother is legally authorised to receive it. By threats or persuasions the

induce the woman either to return to him or relinquish her claim upon him.

- 3. Men having such orders made against them would, if obliged to pay into court, come under a kind of police supervision which would surely be a most wholesome discipline and serve as a deterrent to immorality.
- 4. That when these cases are being heard in court it is most undesirable that young men and young women should be allowed to be present and hear all the sordid. details, unless of course, they are needed to give evidence.
- 5. Justices should be empowered on the application of the guardians to adjudge the paternity of bastard children, and to make an order upon the putative father, without the evidence of the mother when, through death, insanity, or any other sufficient cause her evidence cannot be obtained.
- 6. When an order is once made either upon the application of the mother, or of the guardians, it should continue in force, until the child attains the age mentioned in the order whether the mother lives so long or not, and whenever the child becomes chargeable to the guardians they should be empowered to enforce it.

APPENDIX No. LVII.

STATEMENT OF EVIDENCE AS TO THE SYSTEM OF POOR RELIEF IN THE TOWN OF DOUGLAS, ISLE OF MAN, BY MR. D. H. ROTHWELL, CLERK TO THE GUARDIANS OF THE POOR.

- Prior to the year 1888 the poor of this town were relieved by voluntary subscriptions raised principally by a house to house canvas. For many years when the population of the town remained fairly stationary, I believe this system of relief worked satisfactorily, but in the eighties, when the population increased considerably, and the poor along with it, the committee having charge of the poor funds found themselves getting much into debt, for the reason that the subscriptions did not keep pace with the requirements of the poor. In 1888 the committee, therefore, was compelled to obtain legislation to enable them to levy a sufficient rate for the 'proper relief of the poor of the town, and a rate has since that year been levied yearly, such rate averaging about 6d. in the pound.
- 2. I may add that since the town of Douglas found it necessary to levy a rate for poor relief purposes, most of the other towns and parishes in the island have from time to time, and for similar reasons, found it necessary to follow suit, and to-day only few places in the island are able to support their poor out of funds obtained from voluntary sources.
- 3. I may further add the different boards of guardians have no voice in the management of the Insular Workhouse, it having been built, and is separately controlled by the Insular Government, and inmates sent to the workhouse, under the order of the boards of guardians, are charged for at the rate of 5s. 6d. a week. which is collected from the different boards quarterly.
- The poor rate on the town of Douglas since 1888 has averaged about 6d. in the pound and produces yearly about £4,000.
- 5. I daresay the cost of supporting the poor of the island in the matter of outdoor and indoor relief, apart from the £4,000 yearly required by Douglas, would be covered by the yearly sum of £1,500.
- 6. It will be of interest to state that no paid relieving officers are employed by my Board. The method adopted many years ago, of guardians voluntarily distributing outdoor relief is still in operation, works very well, and is a large saving yearly to the Board in the cost of administration.

APPENDIX No. LVIII.

STATEMENT OF EVIDENCE BY MR. D. M. STEVENSON, CITY TREASURER, GLASGOW.

- 1. I have been a member of Glasgow Town Council since 1892, and am chairman of its finance committee. From 1899 to 1903, I was a magistrate of the city, and was chairman of the bench in 1903. I had occasion, as a magistrate, to sit during the four years as a judge in the police courts. I have taken a special interest for over twenty years in the question of how best to deal with the poverty of our great cities, especially with what has come to be known as distress from want of employment. In 1889 and 1890, the question came prominently before a society of which I was honorary secretary, with the result that a special committee was formed of leading citizens with the then Lord Provost, Sir James King, Bart., as chairman, and myself as honorary secretary, to consider and report on the desirability of establishing a labour colony in Scotland.
- 2. General Booth's Darkest England Scheme came out shortly afterwards, and in 1891 I visited several of the German and Dutch labour colonies. In December, 1891, a larger committee was formed, of which I was joint convener, called the Labour Centres Board. Four of the members were sent in the following year to study and report on the Hadleigh Farm Colony, and on labour colonies in Germany. They recommended the establishment of a voluntary farm colony where food and shelter would be provided for able-bodied men out of employment, in exchange for work. They also recommended the establishment of compulsory colonies for inebriates and for certain classes of persons convicted of vagrancy and petty crime.
- 3. The public did not respond to the appeals made from time to time for support; moreover, the owners of suitable properties were unwilling to lease or sell portions of them to be used as farm colonies, and it was not until 1896 that a suitable place, at a rent which the committee was able to face, was obtained, namely, the farm of Midlocharwoods, about eight miles south of Dumfries. The Committee formed itself into the Scottish Labour Colony Association, and leased the estate at £310 per annum, with an option of purchase at £7,000. The rent was afterwards reduced to £280. The farm was worked in the ordinary way during 1897. A few colonists were sent down early in 1898, and by the end of 1899, about 100 men had passed through the colony.
- 4. The farm consists of 150 acres of arable land, 40 acres of reclaimed moss, and about 300 acres of unreclaimed moss. The crops grown are oats, hay, potatoes, turnips and cabbage, and a number of cattle, sheep, pigs and poultry are reared. Rug-making and brush-making are also carried on indoors.
- 5. Reports are issued annually with a summary of the accounts, but detailed accounts are kept by the treasurer and audited by a chartered accountant. Twelve copies of the last annual report and a copy of the detailed accounts for the years ending May, 1906, and May, 1907, are handed in. These show the income and expenditure and the profit and loss on the various trading accounts.
- 6. In 1900, the estate was purchased for the sum of £6,250, £2,250 being paid out of monies subscribed by the public, and £4,000 remaining as a burden on the property at 3½ per cent., with the option of repaying as funds permit. Other £2,000 have already been paid off out of public subscriptions, and it is intended to pay a further sum of £500 in May. The interest on the amount outstanding was raised last year to 4 per cent.

7. Up till May 31st, 1907, £2,811 of additional capital expenditure had been incurred as follows:—

		£
Water supply, etc		240
Additions to buildings and fittings, etc.		1,036
Erecting and furnishing dormitory (met by	v	
subscriptions specially for the pur		
pose)-		609
Farm improvements, including reclaiming	g	
moss land · · · ·		926
the same of the sa		
		2,811

- 8. The colony used to accommodate twenty-five men or even thirty at a pinch, but can accommodate forty since the new dormitory was erected. It was opened in December, 1905, and the old dormitory has since been used for indoor work, chiefly rug-making.
- The following was the total current expenditure for the years 1906 and 1907:—

Tot the years 1000 and 1001.	1906.	1907.
Farm:	£	£
Purchases · · · ·	792	808
Expenses, etc	79	69
Wages (including colonists' labour)	264	231
100	1,135	1,108
Colony:	£	£
Stores and coal · · · ·	383	455
Clothing and tobacco	86	120
Wages, etc. (excluding grants in	130	131
kind).		
Expenses	106	140
	705	846
General:	£	£
Expenses	81	190
1907 includes £60 retiring allowance	or	100
of the late farm manager, and		1111111
£55 for salaries to secretary	-	-
and treasurer, whose work had	TO WOO	W ST
previously been gratuitous.	of many	Washington and
Bond interest, etc	177	155
the state of the s		100
	258	345
The foregoing figures include:-	£	£
Cash paid to colonists	22	25
Clothing	48	74
Tobacco · · · ·	38	48
Provisions	358	433
Coal	24	21
and the second second second second second	Vanada .	

Nothing has been paid to the wives and families of colonists. No statistics are kept regarding their wives and children. The men are not questioned regarding their past, and the information volunteered is not carefully recorded. In many cases their only chance of turning over a new leaf is to have their past obliterated.

10. The following are abstracts showing the profit or loss from the farm, colony, and head office:—

		19	06.	1 19	07.
Farm:			£		£
Sales Stock (increase)	:	:	1,242 80		1,100 182
Total cre	dits		1,322		1,282
Expenditure as shown above.	£1,	135	£	£ 1,108	2
Rent and deprecia- tion.		185		226	
			1,320		1,334
Profit - Loss -	1	:	2	1	52
Colony: Value of labour to farm.	charg	ged	£ 141		£ 114
Industry departm profit.	ent —			175	81
Contributions for tenance of col			12	Ser Syans	110
Total ere	dits		153		305

	1	1903.	1907.		
Colony-cont.		£	1 2	10 £	£
Expenditure shown.	as	705		846	
Rent and	de-	117		147	
preciation.	1		822	-	993
Loss	s -		669		688
General:			£	in other	2
Rents, etc.			302	OT MES	312
Expenditure	as abo	ove -	258		345
Prof			-44	1000	MINE.
Loss			4	1000	33
Abstract :			£		£
Colony loss			669		688
Farm loss					52
Farm profit		. 2			
General profit	t -	- 44	- 100	drin m	
General loss			46	non pale	33
General 1000					00
100 100			623	pood	773
			£		£
Subscriptions tions.	s and	dona-	2,156		1,485
Surplus per	balanc	e sheets	1,533	*Sofani	712

The number of colonists resident during each of the calendar years 1906 and 1907 were, respectively, 89 and 122. Of these, there were resident on different occasions two, and the period of residence overlapped into both years in thirty-five cases.

11. For the year ending May, 1906, £12 was received on account of inebriates who had only been in residence for a short time. During the year 1906–7, four inebriates from Dundee were in the colony, and the sum of £105 was received for them. Five pounds was also received from a private individual. There were four inebriates from Glasgow district, but no amount had been received on their account up till the close of the financial year. The rate allowed by Government per week is 10s. 6d., subject to the local authority allowing 3s. 6d.

12. The number of colonists resident on the following dates was:-

March 31st, 1906 -	0.01	32	March 31st, 1907 -	3
June 30th, 1906 -		28	June 30th, 1907 -	3
September 30th, 1906		37	September 30th, 1907	3
December 31st, 1905		23	December 31st, 1907	3
December 31st, 1906		34		

The maximum number resident in 1906 was 37, and in 1907 was 38.

The minimum number resident in 1906 was 25, and in 1907 was 27.

13. The following is a list of the colonists resident in January, 1906 and 1907, respectively, with their age and occupation:—

January, 1906. January, 1907. 70. Joiner. 69. Joiner. 58. Plumber. 59. Plumber. 49. Merchant. 49. Merchant. 40. Schoolmaster. 39. Clerk. 44. Tailor. 39. Schoolmaster. 47. Labourer. 35. Labourer. 33. Railway clerk. 35. Labourer. 24. Carter. 27. Grocer. 21. Labourer. 46. Labourer. 21. Boot and shoe worker. 30. Clerk. 30. Chemist. 35. Joiner. 18. Labourer. 36. Labourer. 30. Labourer. 28. Groom. 33. Porter. 52. Tailor. 40. Grocer. 26. Spirit trade. 42. Cloth lapper. 47. Hatter. 31. Railway porter. 40. Ironmonger. 25. Labourer. 49. Labourer. 32. Painter. 37. Joiner. 33. Labourer. 26. Labourer. 21. Labourer. 42. Storeman.

January, 1965-cont.	January, 1907-cont.
43. Tailor.	40. Labourer.
18. Labourer.	26. Labourer.
23. Farm worker.	52. Engineer.
27. Groom.	56. Clerk.
35. Joiner.	52. Slater.
40. Labourer.	40. Butler.
to appear need to strain in	35. Doctor.
	42. Draper.
	35. Labourer.
	50. Cycle-maker.
	42. Traveller.
	45. Mason.
	39. Groom.

14. The following is the classification according to the length of stay in weeks, and reasons for leaving of the colonists whose periods of residence terminated in 1906 and 1907, respectively:—

Number	left	colony,	1906		51	colonists.
Number					86	11

Intelligence of the last of th	No. E.	Lengti	of Ste	y:	A CONTRACTOR	-	1906.	1907.
Under 1	2 wee	ks -		1111	Page 1	1	10	24
12 week		-					12	20
Over 12	up t	0 16	weeks				7	-11
16		20	,,			1.	6	14
20		24			194	1	6	i 70
24		28	100			1	6	3
28		32	1000 E		100	-	2	3
32		36					and the se	3
., 36		40	nie fin			14	1	4
40		48					1	*

Reasons for Leaving:	1906.	1907.
discount, about eight raise front to	013036	SET LOTTE
Left for situations	24	28
Left for Canada	6	2
Left for New Zealand	Vielde I	I I
Left with prospects of situations -	2 1	- 11
Left without prospects of situations	13	20
Left without giving notice	3	15
Dismissed for drunkenness	1	177-1
Dismissed for misbehaviour	1	3
Left on account of ill health	oct lent	4
Inebriates removed to Perth Peni- tentiary.	THE CASE	dan 4
Inebriate escaped - · · ·	recebook	1

The average period of residence of colonists whose periods terminated in 1906 and 1907 was about four months.

15. None of the colonists has been put on the permanent staff, but several have been there for many months at one time or another, men who do well while there but cannot manage themselves when outside. For instance, one man, a joiner, has been at the colony off and on for over five years; another for about four years.

The number of paid staff on				1905.	1906.	1907.
March 31st -	1			E ALE	5	5
June 30th ·					5	4
September 30th		-	-	-	5	4
December 31st				5	5	4

16. The amount paid in wages and salaries to the staff for 1906 was £292, and in 1907 £250. During the year 1906 there were five of the staff paid, and during 1907 there were only four. The above sums are purely wages, and do not include any allowances for board and rations, etc. All have free house accommodation, and the farm manager has small allowances in respect of milk, etc. The superintendent has free board for himself and his

wife. The rations amounted in 1906 to £49 18s. 4d., and in 1907 to £53 6s. 9d.

17. The average cost of maintenance of colonists per head per week was:—

	-	-			1906.	1907.
Provisions -					s. d. 4 1	s. d. 4 2
Clothing -					8	91
General and	coal			-	11	8

 The aggregate number of days on which the colonists were maintained was in 1906, 10,220, and in 1907, 13,140.

19. Thirty-five men left the colony during the first six months of 1907:-

Three for situations as grocers. At end of year two still in same situation.

Two for situations as clerks. At end of year two still in same situation.

One for situation as cook. At end of year one still in same situation.

Eight for situations as labourers. At end of year five still in same situation.

One for situation as doctor. At end of year one still in same situation.

One for situation as draper.

One for situation as painter.

One for situation as slater. Returned to colony.

Two for situations as farm labourers.

One unfit.

Two removed to Perth Penitentiary.

Two sent home to their friends.

One admitted to Glasgow Labour Yard.

Nine unknown.

20. The experience of the Association has been much the same as that of similar efforts elsewhere. The men pass a few days in a shelter or labour yard in Glasgow or other towns, to ensure that only able-bodied men willing to work are sent to the farm. Most of them in a more or less broken-down condition, the result, in most cases, of intemperance, ending in longer or shorter spells of unemployment and consequent privation. The regular life, good food, and interesting employment on the farm soon restore the men to fitness. As shown by the statistics, a fair proportion of them on leaving get and retain employment at their ordinary occupations. Some have asked to be emigrated, and have been sent to Canada and New Zealand, where they have done well. Others, on getting back to their old haunts, fall into the old habits, and in some cases have begged again and again to be taken back to the colony as the only way in which they are able to live a decent life and keep clear of drink. The Association is satisfied that this class of men are absolutely incapable of self-government. While under kindly discipline they behave well, are anxious and willing to do right, but have not the moral stamina necessary for self-reliance. If would therefore appear that some such establishments as labour colonies are essential if such people are to be enabled to live decently, as many of them wish to do. The Association has had very little experience of malingering or of people trying to get all they can out of the colony and do nothing in return. On the whole, the Association is of opinion that although the labour colony system of giving men a chance of reinstatement in the industrial ranks, after having fallen out, is a costly one, the results obtained are worth the outlay. They think, however, that large establishments are undesirable, and not likely to be successful, as the personal relationship between superintendent and colonists is the principal factor in restoring them to self-respect. Everything, of course, depends on the suitability of the superintendent.

21. Since 1904, Midlocharwoods has been licensed as an inebriate reformatory. Eight men committed under the Inebriates Acts have been received, all during the last two years. Their behaviour on the whole was satisfactory at first with one exception; but the fact of their being under sentence, and not free to leave as the other colonists are, made them restless and less amenable to discipline.

22. The first man, a labourer, aged 35, was sent from Dundee on March 27th, 1906. Between that date and 1886 he had been convicted eighteen times for drunkenness. He did well for about three months, after which he became insolent, kept the other men off their work, and ultimately ran away. He was caught and imprisoned in Dumfries for fourteen days, and finally had to be removed on April 22nd, 1907, to the State Reformatory at Perth. He is at liberty now, but shows no improvement.

23. The second man, a fish-hawker, aged 46, was also sent from Dundee. He was admitted on April 4th, 1906. Was not only troublesome, but a mischief-maker. Left without permission. Got fourteen days' imprisonment in Dunfries. Was brought back to the colony, but did not behave a bit better. Had to be sent to the State Reformatory at Perth on September 14th, 1907, where he is still. He had been more in prison than out of it before coming to the colony.

24. The third inebriate, a joiner, aged 35, came from Dundee, on May 16th, 1906. He was an epileptic, troublesome, and refused to work. He was removed to Perth on September 14th, 1907, where he is still. In his case there is strong evidence of mental weakness.

25. Dundee sent a fourth man, a labourer, aged 49, on July 12th, 1906. He has always done his work well. His behaviour has been good, except on one occasion when he left without permission and came back late at night the worse for liquor. He expressed great regret, and got a fresh chance. Since then he has been on leave three times, and has always behaved well. He had been ninety-two times convicted in Dundee alone before coming to the colony.

26. Number five, a traveller, aged 42, entered on January 5th, 1907, from Glasgow. Down-hearted at first, but now much improved in every way, and likely to benefit by his stay. Has been on leave even to Glasgow, but his conduct has always been good. Still doing well.

27. Number six, a labourer, aged 32, was sent from Glasgow on February 27th, 1907. He did well for about three weeks, then left without permission; was brought back, but he refused to work and escaped a second time. Was apprehended in Glasgow, and sent to Perth on January 25th, 1907, where he is still. Was well-known to the Glasgow police.

28. The seventh man, a tailor, aged 34, was sent from Glasgow on April 17th, 1907. Attends to his work, but is discontented. Got leave of absence on January 22nd, 1908, took drink in Dumfries, and did not turn up till next day. The case was remitted to the police, but the colony superintendent arranged to take him back without punishment. It is not a very hopeful case, as he is ready to do almost anything to get drink.

29. The eighth and last case, a craneman, aged 36, was sent from Glasgow on May 13th, 1907. Has always been discontented and troublesome. Got leave of absence on August 27th, 1907, and stayed away. Was captured in Glasgow on February 19th, and got seven days imprisonment. Was taken back to the colony, but is still causing trouble, and an application has been sent in to have him removed to Perth. Not a hopeful case.

30. The directors are not disposed to receive any more convicted inebriates, because, although cases Nos. 4 and 5 may be said to have justified the experiment, the risk of injuring the discipline and tone of the colony is too great. It would appear as if this class of men would require to be dealt with in separate establishments, although I would deprecate anything in the nature of prison discipline. The maximum of freedom ought to be allowed consistent with saving the men from themselves.

RELIEF AND DISTRESS COMMITTEES.

31. I have taken part since I entered the town council in 1892 in the work of the various committees appointed from time to time by the Corporation of Glasgow to deal with the unemployed, and am now a member of the distress committee appointed under the Unemployed Workmen Act of 1905. My experience on these committees and as a director of the Labour Colony Association has been more or less similar. The labour colony, as already stated, only receives men who have given preliminary proof of their being able-bodied and

willing to work. The men received there have therefore been to some extent a selected class, whereas the applicants for relief to the distress committees have turned out in many cases unsuitable or undeserving. By unsuitable, I mean that they were rather cases for direct poor relief or hospital treatment. By undeserving, I mean that they were unemployed because they were practically unemployable or unwilling to do any work that they could shirk.

32. The statistics of the corporation committee for the last winter of severe distress from lack of employment (1904–5) are as follows:—

Number	of ay	plicar	nts, 6	,300.		
Granted work -					. 1	2,453
Refused work .		277				666
Did not attend	17.14		1113			892
Single men with	no de	pende	ents		120	617
Not found at addr	ess gi	ven, v	vorkir	ng wh	en	
visited, etc.		-	100	Rya		1,672
						0.000
						6,300

The committee's operations began on November 19th, and ended on April 1st.

The maximum number of men afforded relief employment at one time was 1,601 on February 10th.

The proportion of skilled artisans was 22 per cent.

Fully one-fourth of the applicants might fairly be called chronic unemployed.

Thirty-nine per cent. of the applicants were granted work.

Of the remaining 61 per cent., about 15 per cent. could safely be classed as unemployable or unwilling to work.

The work done by those to whom employment was given was valued at £8,354, whereas the cost to the corporation of the work was £20,265. That is to say, the value received was 8s. 3d. per £ spent, or 41.2 per cent.

33. The 666 men who were refused work, and the 892 who did not attend, are not necessarily to be classed as unemployable or unwilling to work, and the same may be said of those of the 1,672 who were "not found at address given," Under these headings are included men—

(a) Who had found work.

(b) Who were found to have prospects of work.

(c) Whose circumstances were not specially necessitous.

(d) Who had no residential qualification; or

(e) Members of whose family were earning sufficient for the support of all.

Only about 5 per cent. of the total number of applicants were found to be actually unfit or in receipt of parish relief, or habitual inebriates.

34. The corresponding statistics of the distress committee under the 1905 Act for the year 1905–6 were as follows:—

N	umber e	of app	licant	8, 5	2,500.		
Number g	ranted v	work					968
Number re	fused v	vork	-	-			510
Number w	ho did	not at	tend	-	-		419
Number w	ithdraw	n (wor	king)	1-			20
Working w	hen visit	ed, no	t foun	dat	addre	188	
given,	etc.	-	-		-	1-	583
						100	2.500

The committee's operations began on December 11th, and ended on April 30th.

The maximum number of men afforded relief employment at one time was 368 on February 16th.

The proportion of skilled artisans was 26.5 per cent.

Probably 25 per cent. of the applicants might fairly be called chronic unemployed.

Thirty-eight per cent. of the applicants were granted work.

Of the remaining 62 per cent. about 10 per cent. could safely be classed as unemployable or unwilling to work.

The work done by those to whom employment was given was valued at £1,114, whereas the cost to the distress committee of the work was £3,900. That is to say, the value received was 5s. 8\d. per £ spent, or 28:3 per cent.

The same remarks apply generally to the above statistics as to those for 1904-5. 35. The corresponding statistics of the distress committee for the year 1906-7 were as follows:—

Number of applica	ants, 2,	335		
Number granted work -				915
Number refused work -				214
Number who did not atter			-	605
Working when visited, not	found	at	ad-	
dress, etc		-	-	601

The committee's operations began on November 15th, and the figures given cover the period to May 15th following. The work was continued throughout the summer.

The maximum number of men afforded relief employment at one time was 444 on February 15th.

The proportion of skilled artisans was 39 per cent.

Probably 25 per cent. of the applicants might fairly
be called chronic unemployed, although not unemployable.

Thirty-nine per cent. of the applicants were granted

Of the remaining 61 per cent., about 10 per cent. could safely be classed as unemployable or unwilling to

The work done by those to whom employment was given was valued at £1,946, whereas the cost to the distress committee of the work was £6,215, that is to say, the value received was 6s. 3d. per £ spent, or 31.3 per cent.

The same remarks apply generally to the above statistics as to those for 1904–5.

MATRICULATION.

36. My work in connection with labour colonies, distress committees, and police courts has convinced me for many years that something in the nature of the registration or matriculation adopted, I understand, in certain foreign countries and to some extent in our own Army, would be of great use in dealing with these problems. Registration of births and deaths is compulsory. Why should not everyone be compelled to have his matriculation papers for production when required? On these would be endorsed from time to time and recorded at headquarters any special incidents in the bearer's career, such as admission to a labour colony-voluntary, penal or inebriate-distress committee or parish relief, imprisonment, etc. With such a system in operation the work of the criminal authorities would, it seems to me, be much simplified, and even penal colonies could be run without special surveillance, as anyone escaping would be certain to be found out before long unless his conduct was entirely satisfactory-in which case, of course, it would not matter.

LABOUR EXCHANGES.

37. The Corporation of Glasgow carried on a labour bureau for eleven years, but it never was a success. On the one hand, large employers of labour and even the managers of the Corporation departments declined to apply to it, as they had always an ample choice of suitable men at their gates. Skilled artisans, on the other hand, ignored it, preferring to arrange for employment through their houses of call. The result was that it gradually drifted into being a bureau for the employment of working-class domestic servants, charwomen, etc.

38. The exchange has now been reorganised under the distress committee, the hearty support of the Corporation departments has been promised, and a number of leading employers have also agreed to co-operate. It is hoped that the results which theoretically ought to attend the establishment of properly organised labour exchanges will follow. I believe that this would be generally the case throughout the country if the municipalities made it compulsory on their managers to employ all their hands through the labour exchange, but the large employers of labour can hardly be expected to encourage Corporation or distress committee exchanges, which are not even sup-ported by the public authorities themselves. Possibly a circular from the Local Government Board on the subject might be helpful. One of the chief benefits I would expect from labour exchanges would be what is now called the decasualisation of labour, and in this connection I think that all public authorities ought to be encouraged as far as possible to put their employees on upstanding wages, that is to say, they ought to pay by the week or month, not by the hour. It is a remarkable fact that the agricultural labourers in Scotland, who are paid by the half year, are practically unknown as applicants to distress committees.

In fact, even in the hardest winters, relief funds are all but unheard of in country places.

39. I believe it would be a great advantage if labour exchanges were carried on by the local authorities and the central Government in co-operation. This would ensure the prompt interchange of correct information for the whole country, and, where there was a tendency to laxity, the central authorities would be able to insist on all exchanges working up to the standards of efficiency obtained by the best districts. A journal of the work carried on could be published daily or at least weekly at small cost, and might even be made self-supporting.

GENERAL.

- 40. The greatly increased efficiency of labour owing to the application of steam, electricity, and labour-saving machinery to production, has made it possible for a much smaller percentage of the population than formerly to produce the necessaries of life for the whole, with the result that a much larger proportion than formerly is set free for work connected with the production of luxuries or amenity, or to live on interest and dividends. The standard of amenity has advanced greatly but not correspondingly, and has, therefore, not absorbed all the labour set free. It would appear as if the hours of labour could be reduced in proportion to the increased productivity, or better still, the surplus labour could be applied to greatly increase the amenities of life.
- 41. For instance, the condition of the streets and highways in town and country, as to construction, upkeep and cleansing, is much inferior to what it might be. Parks, libraries, and other public amenities might be greatly increased and improved and in many ways the working classes might get by communal effort the comforts and conveniences which go so far to make life pleasant to those who are better off. If this were done at the expense of the well-to-do it would greatly increase employment. It would also have the effect of raising wages all round which in turn would tend to equalise the present unfair distribution of wealth, that is to say of the product of labour, which, in my opinion, is at the root of the whole problem.
- 42. I do not think that these employees of public authorities ought to be paid higher wages than they could get in similar private employment, but I think that the standard ought to be the maximum obtainable outside, and this in itself would tend to raise outside wages.
- 43. While in this way efficient surplus labour would be largely, if not entirely taken up, there would still remain a certain number of industrial weaklings in every community. They are maintained at present in unsatisfactory ways—begging, stealing, etc. It seems to me that society, knowing that they exist and admitting that they have to be provided for somehow, ought to make up its mind that they shall be provided for in ways less harmful to themselves and to the community, than those now in operation.
- 44. The suggestions which the Scottish Labour Colony Association originally put forward appear still to be sound, namely, the organisation of:—
 - Voluntary labour colonies providing food and shelter for able-bodied men out of employment in exchange for work.
 - (2) Compulsory colonies for inebriates, ,with separate establishments for the hopeful and hopeless cases. The inebriate reformatory for women at Girgenti has been a comparative failure owing to the few hopeful cases being mixed with the many absolutely hopeless ones, most of whom were constantly trying to escape.

- (3) Penal colonies for able-bodied loafers, vagrants, and petty criminals. The inmates should have as much freedom as practicable; strict prison discipline seems only to create a desire to break the rules.
- 45. I suggest that the weaklings ought to be segregated in a fourth type of labour colony, something between the voluntary and the penal one, where they would be put to such work as they could do, and would thus contribute to some extent to their own maintenance. class is largely recruited from boys who are allowed to grow up without learning any trade. They can earn as much at fifteen or sixteen by selling newspapers on the streets and running errands as they can in manhood. In my opinion it would be a great advantage to extend the school years and compel all boys to learn a trade or qualify themselves for elerical or professional careers. The mere labour of the world is being done more and more by machinery at the same time that the unskilled and untrained labourers are increasing. It is this class that has given all the serious trouble in the various periods of depression with which I have had to do, although it must be admitted that there has been a tendency in the last year or two towards an increase in the percentage of skilled artisans among the applicants for relief employment.
- 46. The unusually acute distress from want of employment prevailing in Glasgow and the West of Scotland this year has emphasised what is well-known to all who have had much to do with distress and relief work, viz., that the workmen in the highly organised trades, either as the result of accumulated savings or through membership of Societies allowing out-of-work pay, are able to tide over even long spells of unemployment, whereas the unorganised labourers are almost all without resources and, after a few days' unemployment have either to be supported on relief works, which are costly and wasteful, or out of public charity. In my opinion these labourers cannot be expected to save out of their low and often intermittent wages. They are practically incapable of organising mutual insurance against unemployment. Secing, however, that the members of Societies connected with organised trades are able by combination to protect themselves against periods of depression, it seems to me that the necessary organisation of the unskilled labourers ought to be undertaken by the State and out-of-work wages made a charge upon the industries with which they are connected, just as life and limb have been made a charge by the Workmen's Compensation Act, etc.
- 47. My references to various authorities remind me that since 1891 I have advocated the establishment of municipal exchequers in all large towns as there is no doubt that considerable waste results from several separate authorities in each district dealing with the finances of the ratepayers. If, for instance, in Glasgow the rates for municipal, school board, parish council and lunacy purposes, and the relative loans, were all dealt with by one exchequer, there would be a great saving in cost of collection, and there would also be a substantial saving of interest on the loans. Absurd as it may appear, the other bodies borrow at higher rates of interest than those paid by the corporation, although they all have the same security to offer, namely the rates. I believe that the best way to secure economy and efficiency and to prevent overlapping would be to enlarge the town councils and entrust the work of the school boards and parish councils to committees of the councils. This would be a drastic change and would probably take years to bring about. In the meantime, however, it would be comparatively easy to consolidate the financial part of the work.

APPENDIX No. LIX.

STATEMENT OF EVIDENCE AS TO CO-PARTNERSHIP AND THE UNEMPLOYED PROBLEM BY MR. HENRY VIVIAN, M.P.

- 1. It is not want of employment that is the heart of the trouble; it is the failure of so many to be able to command the services of others in meeting their needs the moment they cease to be employed. What happens is that unemployment in one trade cuts off the demand in other trades. This not only brings suffering to the homes of those first affected, but increases the area of unemployment by lessening the demand for the products of labour. Thus, an industrial crisis is developed by its own impetus owing to the lack of resisting power among the great mass of the people.
- 2. The fact that a cotton operative or a bricklayer or milliner has ceased for a time to spn cotton lay bricks or make bonnets is not in itself an insurmountable difficulty; the most serious evil arises out of the fact that the moment they cease to work they are without purchasing power, and are in want.
- With many thousands in this position in one trade the evil extends with accumulative effect to others.
- In the course of the ebb of demand for labour, the penniless, because they are usually the least efficient, go under first.
- 5. Much will, I think, be done to meet the difficulty of unemployment if we can secure those first affected some purchasing power, and at the same time check this ebbing tendency of demand by increasing the reserves of the workers in the different industries to which it extends.
- 6. The gains of prosperous years must be so accumulated that they shall, when a depression comes, act automatically as a check to the ebbing of demand until it is arrested, and a flow of demand in the opposite direction set up.
- 7. Huge accumulations of capital under the control of a limited number of people do not produce this effect. Indeed, rather the reverse. The owners of such capital become alarmed at some great industrial reverse, and at the very moment when recuperative influences are wanted, the owners of this capital restrict their enterprise, and consequently the demand for labour is restricted.
- Further, the unemployed worker without reserve not only ceases to have purchasing power, he is also without the means to transfer his labour to other channels where it might be needed.
- Sa. I have elsewhere made some suggestions, for dealing with this problem through the agency of trade organizations specially created under Law, but here I confine myself, as requested, to Co-partnership and its bearing on the problem.
- 9. Co-partnership and the Problem.—The more general adoption of co-partnership in its various forms would, I believe, tend to lessen the evils. In the co-partnership factories which have been established by working men, and in which the employees are partners, there is a more ready disposition to adjust the hours of labour in a period of depression so as to keep the workers on. Even if this is not so profitable as dismissing the workers, the fact that the profits during good years have been accumulated in one form or another, and are regarded as reserves to meet hard times, justifies the Board of Management in taking this course.
- 10. The following extracts from letters I have received from managers of workmen's co-partnership businesses may be of interest on this point:—

Leicester Anchor Boot and Shoe Society:

We never discharge any worker who has been permanently put on. If we are short all workers share the same. We should carry this out to the full, even were the depression severe, as indeed it was two or three years ago. Short time would be equal for workers in each department alike. The employees number 200.

Kettering Co-operative Clothing Society:

We never dismiss a worker on account of slackness of trade, but reduce the hours in that particular department in which we are quiet. About four years ago for four weeks it was necessary for us to work about 14 hours a week short all round. The employees number 500.

Walsall Locks and Cart Gear Society:

Our practice has been, in times of slack trade, to reduce the hours of labour. This has sometimes been, for a short period, to the extent of three days per week, but usually not more than one day per week for any prolonged period. The employees number 230.

Kettering Co-operative Boot and Shoe Society:

When trade is slack with us, we always reduce the number of working hours to the necessary requirements. We have never dismissed an employee through short work. The employees number 240.

Kettering Co-operative Corset Society:

When trade is quiet, we go on short time. Each worker shares what we have got. The time worked is entirely regulated by the amount of orders received. Employees number 180.

- 11. Again the accumulations of capital by employees in these societies during good times result in the employees, even if they have to stop work temporarily, retaining some purchasing power or credit which enables them to meet their own needs, and thus not only decreases the likelihood of want in their own case, but makes unemployment in other trades of which they are customers less severe.
- 12. The value of these reserves in checking the evil of unemployment is seen on a wider scale even in the great co-operative store movement, which has over two million members, and about 36 million of capital, with 70 million of retail trade, about 63,000 employees in distribution, and 46,000 employees in production.
- 13. Experience, we think, shows that in times of trade depression or during a prolonged strike or lock-out the works established to meet the requirements of this movement suffer much less than others. This is partly accounted for by the greater willingness of the administration to regulate hours by the state of the trade, but more important still is the fact that the 2,000,000 shareholding customers consist in the main of thrifty working people who have put by their £10, £50, or even £100 during good times. Further, a much smaller percentage of their customers are in debt than would be the case with the working-class customers outside this movement.
- 14. Actual examples could, of course, be given of those who during a prolonged strike or great depression have, by means of their accumulated capital, not only kept their own home going, but, what is more important for the problem we are considering, have been able to check the extension of the evil which had fallen upon them to others.
- 15. Co-partnership principles, if more generally adopted, would bring more of the working-class community into the stage of possessing some of the accumulated wealth of the country.

- 16. It cannot be expected that the number of copartnership businesses established by working men in
 our important industries can increase rapidly; the
 difficulties are so great. Capital has to be raised from
 men with small means. Workmen unaccustomed to
 administer businesses have to be educated and markets
 have to be found. Each of these problems in itself is
 difficult, but in starting a workers' co-partnership factory they all have to be grappled with at the same
 time. In great established businesses, however, two
 of these difficulties are usually solved, viz., capital
 is present and markets organised. If labour co-partnership is practised, the degree to which the workers
 are admitted to share in the government can be
 adapted to each set of circumstances, so that even this
 difficulty may be reduced to a minimum.
- 17. If, for example, the plan adopted by the South Metropolitan Gas Company and other companies were adopted by a large number of similar concerns, it would, in my opinion, have a marked effect on the unemployed problem.
- 18. In the South Metropolitan Gas Company there are, roughly, 5,000 workpeople, gas stokers, etc., the bulk of whom, before co-partnership was practised, not only never possessed a penny of reserve purchasing power, but were probably a few pounds in debt; to-day, on an average, they possess over £60 a man, and in a comparatively few years, if the same progress is made as during the last few years, will possess in the aggregate not far short of £1,000,000 in the capital of the company.
- 19. The following figures illustrate the increase in recent years in capital owned by employees of the South Metropolitan Gas Company and certain other firms, of which I have particulars:—

South Metropolitan Gas Armstrong, Whitworth and Company Co., Ltd. 1903 - £195,000 1901 - £124,306

 1904
 225,000
 1904
 172,800

 1905
 264,000
 1905
 195,500

 1906
 309,000
 1906
 214,800

 1907
 327,367
 1907
 222,500

 1908
 363,367

South Suburban Gas Com- Commercial Gas Company.
pany.

1903 1903 - £ 8,333 - £18,000 11,500 1904 20,000 1904 1905 24,131 1905 25,640 1906 27,000 1906 30,043 28,168 34,738 1907 1907 30,607 38,959 1908 1908

J. T. and J. Taylor, Ltd., Batley:

For several years this firm has paid to its employees a bonus of 10 per cent. on wages. Every man, woman, or young person, who has been in the employ of the firm for a whole year shares in this. The bonus is given in the form of shares in the company, and the employees are encouraged to hold these shares and not convert them into cash. Over 900 workpeople hold shares.

- 20. In some businesses it may be unwise for work-people to take their accumulated capital in a form which takes the full risk, but this is a question of detail. The great thing is for machinery to be created wherever possible for enabling the workers during profitable times to create an Industrial or Employment Risks' Reserve Fund. Every extension of this practice would tend to create the habit of mind, which would make its further extension possible.
- 21. The benefit of co-partnership has during the last few years been extended to housing in a way which, I think, will help in increasing the number of owners of capital.
- 22. On our co-partnership estates every tenant is invited and encouraged to become a shareholder in the society owning the estate. A fixed rate of interest is paid out of the revenue, and any surplus credited to the tenant shareholders in the form of shares.
- 23. I am confident that in a few years it will be the general thing on these estates for the tenants to possess from £50 to £300 of capital in a form which does not tie them to the estate, yet if other things are favourable it will be to their interest to remain.

- 24. All these agencies, in my opinion, are helping those concerned to make provision to meet the risks of trade and commerce, and in so far as they extend their influence must help in checking the evils which accompany the fluctuating demand for labour.
- 25. It might possibly be suggested that the good results which follow capital saving by co-partnership methods would follow capital saving under any system. In a sense this is true, but it is important to bear in mind that habits of thrift and forethought have to be taught and stimulated in the average person. To leave him to his own sweet will on this is a counsel of perfection not likely to be followed by a great many people. The special feaures about the co-partnership system of accumulating capital for employees are (1) that the fund out of which the savings are chiefly though not entirely provided is increased or otherwise according to the profits of the enterprise. Thus zeal and economy are stimulated.

 (2) In a good co-partnership scheme the accumulation of capital in some form or other to a greater or less degree out of the profits allocated to employees is either made a condition of participating in this profit or some preference or encouragement is given to those who do accumulate capital.
- 26. What arrangements, it may be asked, are made in co-partnership businesses for enabling the employee investor to take part in the management! These arrangements vary indefinitely both as to method and degree. In a few purely working class co-partnership businesses such as the Walsall Locks and Cart Gear Mannfacturers, the bulk of the shareholders being employees, practically the whole of the managing Board consists of employees elected directly by the meeting of shareholders. In other cases the rules or articles of shareholders. In other cases the rules or articles of shareholders. In other cases the rules or articles of shareholders. In other cases the rules or articles of shareholders. In other cases the rules or articles of shareholders provide that the number of employees on the board may not exceed two-thirds, one-half or even one-third. These are elected in some cases by the whole body of shareholders from the employees, or in others they are elected by employee shareholders only from amongst themselves. The South Metropolitan Gas Company are examples of the latter method. In the case of the South Metropolitan Gas Company provision was made that when the aggregate holding of employees reached £40,000 there should be three employee directors (the total number of directors being nine) elected by ballot by the shareholders employeed. The shareholding qualification for an employee director is £100, as against the much larger qualification for an ordinary director.

In many cases no arrangements are made for representation of employee shareholders on the Board. In other cases, as in the case of Armstrong, Whitworth and Co., and Furness, Withy & Co., the capital held by the employees is a preference or debenture capital, and does not entitle the holder to voting power as in the case of ordinary shares.

Another plan by which employees are brought into close relationship with the firm employing them is through an Employees' Investment Society, Ltd.

Foster, Sons & Company, Ltd., a builder's company at Padiham, Lanes., is an example of this. It has arranged for its employees to organise and register themselves as an Employees' Investment Society under the Industrial and Provident Societies Acts. The Employees' Investment Society has become in its corporate capacity a partner in the firm of Messrs. Foster, Sons & Co., Ltd. By an agreement between the Company and the Employees' Investment Society. after all fixed charges have been met and 5 per cent. interest has been paid on capital, 40 per cent. of the net profit goes to the Employees' Investment Society and is credited in that Society as £1 shares to the individual workers. The Investment Society invests the total amount in the Company and holds the same in its corporate capacity, having representation at the meetings of shareholders proportionate to its investment in the Company.

The Labour Co-partnership Association believes that such societies might be established with advantage in connection with a large number of businesses. This plan gets rid of the objection often urged against admitting large numbers of employees, unaccustomed to business methods, to be individual shareholders, while it secures through the chosen representatives of the investment society a real partnership between the business and its employees. Step by step, as the employees' interests at stake grow, so will their capacity

for taking responsibility. On the other hand the employees are most likely to take kindly to a society at the meetings of which they can talk freely. It is, in fact, the kind of society workmen are accustomed to.

which these co-partnership schemes provide for. The arrangements on this point vary greatly. In some cases the plan is to allow 5 per cent. interest on shares and credit the employees with practically all that remains. In others, such as J. T. & J. Taylor, of Batley, capital gets 4½ per cent., and the surplus is then divided at an unequal rate per cent. on wages and on capital. Last year under this arrangement after paying 4½ per cent. to capital, wages and capital obtained 7½ per cent. additional remuneration. In the Armstrong, Whitworth Company and the Furness, Withy Company the preference capital of the employees is guaranteed 4 per cent., but it participates in the prosperity of the companies by getting a further dividend varying with the dividend on ordinary shares. In these cases it should be noted that the profit allocated to employees is not on their wages but on their capital holding, and is not therefore in the strict sense of the term profit sharing with labour, it is only so indirectly. In the case of the gas companies the profit to employees is not directly connected with the dividend paid on capital, it is based on the price of gas. As the price of gas declines the bonus to employees is increased, the theory being that by zealous service the employees can reduce the cost of producing gas to the advantage of the Company and the public. Experience seems to bear this out, and that the gas companies are beginning to realize the importance of the principle may be judged from the fact that during 1968 the following companies, Leanington, Rugby, Walker and Wallsend, Wrexham, Tunbridge Wells, Croydon, Bournemouth, Gloucester, and Tottenham, have adopted somewhat similar schemes to those of the South Metropolitan and other companies named above, and other important gas companies are considering schemes.

28. It is sometimes suggested that whilst experience shows that the system is applicable to quasi monopoly businesses, it is doubtful whether extension is possible in purely competitive concerns. It is, I think, true that in its more complete form—that is where the employees (a) own ordinary share capital, (b) have votes corresponding to their holding at shareholders meetings, (c) have representatives on the Board of Management—Labour Co-partnership is more easily worked in businesses which are not of a highly speculative or fluctuating character. In a more limited form, however, I think it can be shown that a place can be made for co-partnership in most branches of industry. Where the risk is great and the business speculative it can, as I have shown, be arranged for the employees' capital to be

in the form of preference shares or employee debentures, with provisions for a further gain to the employees varying with the prosperity of the concern.

29. It is sometimes asked what advantage the copartnership system of housing has over the plan by which a workman buys his own house on the instalment plan? On this I submit the following points:—

Many workmen find it risky as well as expensive to try and buy the houses they live in on the usual individualistic plan. To deal first with the expense: one plot of land will cost more in proportion than fifty or one hundred plots. The legal expenses, the survey fees and the building of the house, cost more in proportion. The interest to be paid, the legal charges in connection with the borrowing of capital which a workman usually requires to enable him to build, are also proportionately heavy. This is because everything is done on a retail basis and there are retail working expenses. Secondly, with regard to the risk. Many even of the best class of workmen in large cities have no certainty of permanent employment at one place. This often means that after a man has partly bought his house by a comparatively expensive method he is burdened with the cost of finding a tenant for it and collecting the rent, or else he must sell his interest, usually at something considerably below what he has given for it. In co-partnership tenants societies, after interest on capital has been paid and the usual fixed charges have been met, any surplus profit is placed to the credit of the tenant shareholders as shares in the society in proportion to the rents they have paid until the value of the house is acquired in shares, after which the profit may be withdrawn as cash. It seems clear that if the preliminary expenses, such as legal fees and survey fees, and the interest on capital to be paid out of the revenue from rent, are less under this system, and if the tenant shareholder pays as rent what under the other system would go as repayment in instalments, then the margin or surplus which can go towards building up the capital fund must be greater. By taking as his security scrip for shares in a tenants society instead of a deed of a particular site and house, the tenant averages the risk of removal with his co-partners in the tenancy of the estate. The value of his accumulated savings is therefore kept up, and can be transferr

The following figures illustrate the growth of the co-partnership tenants' movement:--

	PROPERTY YEAR ENDING DECEMBER							
Name of Society.	1888.	1903,	1904.	1905.	1908.	1907.	1908.	
Tenant Co-operators Ltd	£	£ 28,680	£ 28,680	£ 28,680	£ 28,680	£ 28,680	£ 28,680	
Ealing Tenants Ltd	- Capitai	10,237	17,308	26,840	36,765	71,197	93,000	
Garden City Tenants Ltd.	- 1			5,000	37,670	72,357	81,000	
Sevencaks Tenants Ltd			made 1	4,550	14,500	16,550	18,480	
Leicester Anchor Tenants Society	mala de la companya d	_	-			1,500	4,555	
Bournville Tenants Ltd	-		shi <u>ning</u> lo	Hard_s / S and		10,801	22,000	
Manchester Tenants Ltd	100000		-	-	_	8,660	23,500	
Hampstead Tenants Ltd	_	_	DATE:		-	16,674	69,000	
Harborne Tenants Ltd		423		-	-	16,501	45,933	
Oldham Garden Suburb Tenants Ltd.			-	-	4	9,000	20,500	
Fallings Park Garden Suburb Tenants Ltd	-	_	-		-	1,200	10,584	
		£38,917	45,988	65,070	117,615	253,120	417,232	

The following Societies were registered during 1908 but had not commenced building at the end of the year:—
Rubery and Eachway Tenants Limited; Brighton and Sussex Tenants Limited; King's Norton Tenants Limited;
New Forest Tenants Limited; Trentham Tenants Limited; and Cardiff Tenants Limited.

PART III. (A).

RESOLUTIONS RECEIVED FROM BOARDS OF GUARDIANS.

APPENDIX No. LX.

Alton, Hants, April 7th, 1908.

The Secretary, Local Government Board, Whitehall, S.W.

Re JOHN DAVID MARSHALL.

SIR,-I have been instructed by the Board of Guardians of this Union to write to you with reference to the above. John David Marshall is an able-bodied man and has been for several years off and on an inmate of the Alton Union with his wife and children, at present six in number, and his wife is now expecting an addition to her family which has constantly been increasing.

Marshall has each summer taken his discharge from the union with his family and has found work for a short time but has returned to the union alleging as his reason that he cannot find a house, and this is probably true, both because of the largeness of his family and because he never

pays any rent.

Marshall has recently been allowed out in search of work leaving his wife in the union with some of the children, others7 being at the District School at Crondall. Marshall did obtain work, but the Guardians could not get anything from him for the support of his family, and on the Guardians calling on him to take his wife and family out he, Marshall, came into the union again. Marshall has now, and avowedly to spite the Guardians, taken his discharge with his family on a certain day (and this has necessitated sending to Crondall for three of his children) and has on the following day come back with his wife and family and applied and obtained admission again to the union, and has stated that unless he is allowed to go out leaving his wife and family chargeable he will repeat this performance at frequent intervals.

As the children have to be sent back to Crondall School and this, independently of other matters, puts the Guardians to considerable expense besides being defied in the

manner above mentioned by Marshall, and it is under these circumstances that I am directed to ask your Board to kindly advise the Guardians as to what they can do under the circumstances.

Marshall some time ago expressed himself willing to go to Canada with his family, but there was at that time a difficulty raised by the Dominion of Canada as to his being sent over, and the condition of his wife now renders this impossible.—Thanking you in anticipation,

I am, Your most obedient Servant, (Signed) A. F. M. DOWNIE.

Local Government Board. Whitehall, S.W. April 16th, 1908.

SIR,-I am directed by the Local Government Board to acknowledge the receipt of your letter of the 7th instant, with reference to the case of an able-bodied man named John David Marshall.

The Board direct me to state that they appreciate the difficulty which the Guardians experience in dealing with this case, but they are not aware of any authority for imposing any condition upon the claim of a pauper for his discharge if he has complied with the provisions of the Pauper Inmates Discharge and Regulation Act, 1871, as extended by Section 4 of the Poor Law Act, 1899.

I am to add that it is of course open to the Guardians to bring the facts under the notice of the Royal Commission on the Poor Laws .- I am, Sir,

Your obedient Servant, H. C. MONRO. Assistant Secretary.

The Clerk to the Guardians of the Alton Union.

APPENDIX No. LXI.

PARISH OF BERMONDSEY.

Guardians' Offices, 283, Tooley Street, S.E. February 14th, 1908.

SIR,-I am directed by the Guardians of this parish to inform your Board that they have had under considera-tion the question of the cost of maintenance in the workhouse of pregnant single women.

An extract from the Report of the Workhouse Parish Street Committee by whom the subject was specially dealt with, is transmitted herewith for the information

The recommendation of the Committee was adopted by the Guardians at their meeting held on February 13th, 1908.-I am, Sir,

> Your obedient Servant, (Signed) E. Pitts Fenton.

The Secretary,

The Royal Commission on the Poor Laws and Relief of Distress. Scotland House, S.W.

PARISH OF BERMONDSEY.

EXTRACT FROM REPORT OF WORKHOUSE PARISH STREET COMMITTEE, FEBRUARY 6TH, 1908.

Women-Pregnant Single-Cost of Maintenance of. Upon the recommendation of the Committee, the Guardians, at their meeting on July 18th, 1907, passed resolutions dealing with the question of the repayment of cost of maintenance of pregnant single women in the workhouse, as follows:

(a) "That in the opinion of this Board an amendment of the law is desirable whereby magistrates shall be empowered upon the application of the Guardians on the admission of a single woman in a condition of pregnancy to make an Order upon the man who shall upon a summons issued and served upon him in accordance with the provisions of the Bastardy Laws Amendment Act, 1872, be adjudged to be the putative father of such bastard child for the payment of a weekly sum (being the cost of the maintenance of establishment charges) towards the cost of such woman during the whole period she is chargeable to the Guardians.

(b) "That a copy of the foregoing resolution be sent to each Metropolitan Board of Guardians and their opinion asked upon the matter."

A circular letter was accordingly sent to the Guardians of each Metropolitan Union and parish in accordance with the resolution of the Board. Replies have been received from nearly all such Guardians, and a summary of the replies prepared shows that of the thirty-one Metropolitan Unions and parishes, nineteen concur with the resolution (with Bermondsey making twenty in all), one disagrees and the remaining ten have either decided to take no action thereon or have not replied at all. The Committee considering the result of the Guardians' communication to be eminently satisfactory, is of opinion that some further steps should now be taken with a view to support legislation being promoted on the lines proposed. Recommended:

(a) "That a copy of the resolution of this Board of July 18th, 1907, with reference to maintenance of pregnant single women in the Workhouse be forwarded to the Local Government Board and the Royal Commission on the Poor Laws and Relief of Distress, and a hope expressed that steps will be taken to amend the Bastardy Acts, to provide for the suggestion made becoming law.

(b) "That the Local Government Board and the Royal Commission on the Poor Laws and Relief of Distress be informed that a circular letter embodying this resolution has been sent by the Guardians to each Metropolitan Union and Parish with the result that of the thirty-one bodies, twenty concur with the resolution, ten have decided to take no action thereon or have not replied and only one disagrees.

Resolutions in a similar sense were received from the following Unions:-

George's St. in-the-East Hartley Wintney

APPENDIX No. LXII.

LETTER from the Berwick-upon-Tweed Union, and a Petition from certain Unions in the Counties of Northumberland and Cumberland, situated on and near to the Border between England and Scotland, setting forth the difficulties experienced by them in the administration of the Poor Laws, owing to the difference between the English and Scotlish Poor Law systems.

BERWICK-UPON-TWEED UNION.

Berwick-upon-Tweed,

29th April, 1908.

SIR, I send you herewith, on behalf of certain Unions situate on and near to the Border between England and Scotland, a petition duly sealed, setting forth the difficulties experienced by them in the ad-ministration of the Poor Laws, owing to the difference between the English and Scottish Poor Law Systems, and I have to respectfully request that you will lay the same before the Royal Commission on the Poor Laws and Relief of Distress, for consideration.

The petition deals with the existing statutory provisions, both as to the acquirement and retention of a status of irremovability or of settlement, and as to the power and procedure nocessary to effect a removal between the two countries of lunatics as well as paupers. It also purports to deal with other matters of extreme and vital importance to English Unions situate on the borders, such as a power of obtaining contributions from relatives of paupers chargeable to English Unions when residing in Scotland, the provision of housing of casual poor in small parishes in Scotland, and the illegal removal of paupers from Scotland into England, a frequent cause of complaint.

I may also state in support of paragraph 8 that at the present time the Guardians of this Union are chargeable with the cost of the maintenance of a pauper lunatic. This pauper lunatic appears to have been a patient in the Roxburgh District Asylum, Melrose, in Scotland, and was discharged on trial about the month of October, 1907, when arrangements were made for his residence with a son working on a farm in this Union. In the month of March last, however, he suffered a relapse, and again became insane, and was consequently removed to the County Asylum at Mor peth, at the charge of this Board. It also appeared that the Relieving Officer of the District in this Union had been in communication with the Parish Council of his settlement, whe, whilst willing to accept of his charge-ability if removed into Scotland, would not pay the expense of removed into Scotland, would not pay the expense of removal, therefore nothing can be done, and this Union remains saddled with the cost of maintenance of (to all appearances) a permanent case.* A perusal of this petition will make it perfectly clear, without further emphasis, that under the present conditions Border Unions labour under a grave injustice.

I am therefore directed to most respectfully urge I am therefore directed to most respectivity urge that the Royal Commission will make such repre-sentations in the Report to be furnished by them to Parliament as will secure an amelioration of these difficulties in the event of fresh legislation being passed consequent on such Report.-I have the honour to be, Sir, your very obedient servant,

H. R. Peters.

Clerk to the Guardians of the Berwick-upon-Tweed Union.

The Secretary, Royal Commission on the Poor Laws and Relief of Distress, 68, Victoria Street, London, S.W.

To THE ROYAL COMMISSION ON THE POOR LAWS AND RELIEF OF DISTRESS.

THE PETITION of Guardians of the Poor of certain Poor Law Unions in the Counties of Northumberland and Cumberland, being Unions situated on and near to the Border between England and Scotland

SHOWETH as follows : --

1. That English Unions are placed in a position of great disadvantage, and have many difficulties to con-tend with in the administration of Poor Law in the districts on and near to the Border between England and Scotland, owing to the difference between the English and Scottish Poor Law systems.

English and Scottish Poor Law systems.

2. That if a person resides for one year without interruption in any part of a Union in England, he acquires a status of irremovability (24 and 25 Victoria, cap. 55, S. 1, and 27 and 28 Victoria, cap. 105, S. 1). In Scotland an English-born pauper must reside continuously in Scotland for not less than five years (of which not less than one year shall have been continuously in the parish in which he applies for parochial relief), and shall have maintained himself without having recourse to common begging, either by himout having recourse to common begging, either by him-self or his family, and without having received paro-chial relief, before he becomes irremovable (61 and 62 Victoria, cap. 21, S. 4).

3. That a person acquires a settlement in a parish in England by (inter alia) three years' residence in such manner and under such circumstances in each of such years as would, in accordance with the several statutes in that behalf, render him irremovable, and retains such settlement until he acquires another in some other parish by like residence or otherwise (39 and 40 Victoria, cap. 61, S. 34). In Scotland a person acquires a settlement by (inter alia) three years' continuous residence in a parish, provided he shall have maintained himself during such period without having recourse to common begging, either by himself or his family, and without having received or applied for parochial relief, but he does not retain such settlement unless during any subsequent period of four years he resides in such parish continuously for at least a year and a day (61 and 62 Victoria, cap. 21, S. 1)

4. That at the present time no statutory power exists whereby English Boards of Guardians may obtain and enforce contributions from persons living in Scotland who, under the English laws, are liable to contribute towards the support of a pauper, such as a son,

daughter, parent, or grandparent.

no statutory power exists whereby English That Boards of Guardians may pay outdoor relief to English non-resident paupers in Scotland. Power should be given to Guardians to grant such non-resident relief in the same way and under similar circumstances to which non-resident relief is granted in England. Non-resident relief is granted to Scotch paupers in England. And the Poor Removal Act, 1900 (63 and 64 Victoria, cap. 25, Sec. 1, Sub-sec. 2), authorises agreements whereby Irish paupers liable to be removed may be kept by English Unions at the expense of Irish Unions. 6. That at the present time a pauper may only be removed from England to Scotland, or rice tersa, on given to Guardians to grant such non-resident relief in

^{*} Unless an Order can be obtained before the Justices making him chargeable to the County as a person whose settlement cannot be ascertained.

·APPENDIX No. LXII.—Continued.

an order of removal being obtained by legal process. Power should be given to English and Scotch Poor Law Authorities to accept a pauper without an order of removal if satisfied that a settlement has been obtained.

- That the family of a Scotch or Irish-born pauper chargeable to any English Union cannot be removed into Scotland or Ireland unless the head of the family is removed with them (Poor Law Commissioners of Ireland v. Liverpool, 1871, L.R. 5, Q.B.D. 79, 34 J.P. 294).
- 8. That there is no power whereby a pauper lunation may be removed from England to his settlement in Scotland if born there, and unless such person has acquired an English settlement in some other Union he is a person whose "settlement cannot be ascertained" within the meaning of Section 290 of the Lunacy Act, 1890, and consequently the expense of his maintenance falls on the County, unless he was irremovable from the Union whence he was sent to the asylum, in which case he is chargeable to that Union (Somersetshire (Clerk of the Peace) r. Shipham Overseers, 27 J.P. 437). Lunatics may be removed from Scotland to England.
- 9. That the Guardians of Poor Law Unions on and near to the Border have cause to complain that vagrant poor in the neighbouring Scotch parishes are paid sums of money for railway fares to enable them to reach the nearest English Union, more especially in the case of those who are in need of medical assistance. The cases are difficult of proof as there is nothing

but the word of the pauper, though it has been admitted in several cases, and complaints have been made to the Local Government Board for Scotland. This arises through Inspectors of Poor in Scotland being enabled to give temporary relief in money and could be remedied by an order of the Local Government Board for Scotland directing that in all cases where temporary relief is required the same should be given in kind and not in money until the next parish council meeting, when the same should be brought forward by the Inspector of Poor, and the directions of the parish council obtained in the same manner as temporary relief is granted in England.

10. That no provision is made in the smaller parishes in Scotland for the housing of the casual poor as is done in England, consequently such persons are forced to sleep out all night and either fall into the hands of the police, or arrive at the nearest English Union in such a condition that it is some time before they are able to proceed on their way.

YOUR PETITIONERS therefore pray that the said Royal Commission may be pleased in exercise of the powers and privileges vested in them to make representation in their report to be furnished to Parliament that it is necessary and expedient for the better administration of the laws relating to the poor that the existing differences between the English and Scottish Poor Law systems be abolished.

AND YOUR PETITIONERS as in duty bound will ever pray, etc.

THE COMMON SEAL of the Guardians of the Poor of the Berwick-upon-Tweed Union was hereunto affixed in the presence of



JOHN R. WOOD, Chairman. H. R. Peters, Clerk to the Guardians,

THE COMMON SEAL of the Guardians of the Poor of the Brampton Union was hereunto affixed in the presence of



WILLIAM DOBSON, Chairman.
THOS. E. BAXTEE, Clerk to the Guardians.

THE COMMON SEAL of the Guardians of the Poor of the Carlisle Union was hereunto affixed in the presence of



Geo. N. Waterton, Chairman. H. B. Lonsdale, Clerk to the Guardians.

THE COMMON SEAL of the Guardians of the Poor of the Glendale Union was hereunto affixed in the presence of



G. G. Rea, Chairman. Robt. Middlemas, Clerk to the Guardians.

THE COMMON SEAL of the Guardians of the Poor of the Longtown Union was hereunto affixed in the presence of



Joseph Jefferson, Chairman. C. B. Hodgson, Clerk to the Guardians.

APPENDIX No. LXIII.

BETHNAL GREEN BOARD OF GUARDIANS.

17th December, 1907.

PAUPER LUNATICS.

Sir,—I am directed by the Guardians to send you herewith copy of the report of their Finance and General Purposes Committee with regard to the recent report of the Local Government and Finance Committees of the London County Council as to the incidence of cost of pauper lunatics.

I am, Sir,

Your obedient servant,

D. Thomas,

Clerk to the Guardians.

To the Secretary,

Royal Commission on Poor Laws.

INCIDENCE OF COST OF PAUPER LUNATICS.

Your committee beg to report that the clerk has submitted to them the following recommendation of the Local Government Committee of the London County Council on this question, and has reported as to the effect of such a change:—

That in the opinion of the Council-

- (i.) The existing system of charging the cost of maintaining London pauper lunatics is complicated, cumbersome, and unsatisfactory.
- (ii.) The cost of maintaining London pauper lunatics should be charged directly upon the Metropolitan Common Poor Fund, instead of first being charged upon individual Poor Law Unions.
- (iii.) The grant of 4s. a week for each pauper lunatic, payable by the Council to Guardians, pursuant to Section 24 (2f) of the Local Government Act, 1888, should be paid into the Metro-

politan Common Poor Fund, or be deducted from the cost of maintenance before such cost is charged upon the Metropolitan Common Poor Fund.

- (iv.) The responsibility for maintaining all pauper lunatics belonging to Unions in the County of London should be in the hands of the Asylums Committee of the Council.
- (v.) The responsibility for ascertaining the settlement of pauper lunatics in the County of London and obtaining adjudication orders, and of collecting contributions from estates and relatives of lunatics should be transferred to the Council.
- (vi.) The charges made by some of the Boards of Guardians in connection with the certification and removal of pauper lunatics are excessive.
- (b) That the foregoing resolution be sent to the Royal Commission on the Poor Laws, with a request that evidence may be received from the Council with respect to the matters referred to therein.

Your committee recommend that this Board should concur with paragraphs i. to v., on the grounds that the reform would abolish needless clerical and other work, and thus greater efficiency and economy would be secured.

Your committee would, however, point out that paragraph vi. is misleading, because it assumes that the guardians have control over the expenses of certification and removal of pauper lunatics.

The only certification expenses paid by this board are the fees to the medical practitioners called in by the certifying justices, and it has no option but to pay such fees, whether they be large or small.

The guardians' control over the cost of removal is also limited.

Your committee further recommend that the Royal Commission on the Poor Laws and the London County Council be informed of this board's decision herein.

APPENDIX No. LXIV.

BRADFIELD RESOLUTION.

- "(1) That in the opinion of this Board it is desirable that the members of the Royal Commission on the Poor Laws, besides receiving evidence through the usual channels, should in person, or by carefully selected Assistant Commissioners, conduct local investigations, both in town and country, into the administration of the Poor Laws, and the conditions of the Poor.
- "(2) That this Board is further of opinion that such investigation should be conducted upon lines analogous to those laid down by the Poor Law Commissioners of 1832, for a similar purpose, in the instructions issued by them to their Assistant Commissioners.
- "(3) That the Commissioners should also consider whether any steps can be taken to ensure closer cooperation between Poor Law and charity, especially as regards endowed charities, on the lines of Mr. Goschen's Circular of 1868, or otherwise.
- "(4) That copies of these Resolutions be sent to the Secretary of the Poor Law Commission, and those Boards of Guardians who attended the South Eastern and Metro-

politan Poor Law Conference, held on December 7th and 8th, 1905."

Resolutions in a similar sense were received from the following Unions:-

following Unions:

Alverstoke
Abingdon
Bethnal Green
Bristol
Brighton
Cuckfield
Canterbury
Chelsea
Eastbourne
Eastry
Fulham
George's St.-in-the-East

Guildford

Hammersmith

Hackney

Hartley Wintney
Hastings
Hungerford and Rumsbury
Hambledon
Lewisham
Paddington
Paneras St.
Richmond
Ringwood
Stepney
Strood
Sevenoaks
Wallingford
West Ham

APPENDIX No. LXV.

BRADFIELD RESOLUTION AS TO SINGLE PREGNANT WOMEN.

"Owing to the fact that parents are not liable to maintain children over sixteen, unless such children are 'not able to work' Guardians are obliged to maintain at the expense of the rates many destitute unmarried girls over that age, who, being pregnant, are out of situations

and are not wanted at their homes.

"The burden of such maintenance ought to fall on the parents, if of sufficient ability, rather than on the rate-

payers. "The practice of thus making gratuitous use of the workhouse for periods extending often over many months before their confinement, appears to be growing, at any rate in this Union, with results detrimental to the interests of these young girls, and detrimental also to a proper feeling of parental responsibility, as well as to the interests of the ratepayers.

"It is desirable, therefore, that Guardians should be enabled to recover from either parent, if of sufficient ability, the cost of maintenance of an unmarried daughter becoming chargeable through pregnancy, together (after her confinement) with her child or children.

Provided:

"(a) That nothing should be thus recoverable in respect of any period of such chargeability occurring after such daughter, being able to work, shall have

attained the age of twenty-one, and
"(b) That the liability of the putative father, if and when duly ascertained, should not be affected."

Resolutions in a similar sense were received from the following Unions :---

Reading

Wokingham

APPENDIX No. LXVI.

CAMBERWELL RESOLUTION.

"That in the opinion of this Board persons who have been admitted three times within twelve months to the Lunatic Wards of a workhouse, owing to the effects of alcohol, should be constituted offenders under the Inebriates Act, 1898, and that statutory power should be given to any local justice to send such persons, on their con-senting, to Inebriates' Reformatories as established under that Act, or failing their consent, to commit them to the Sessions to be dealt with under the Act."

Resolutions in a similar sense were received from the following unions:-

Chelsea George's St.

George's St. in-the-East Hackney Holborn Islington Lambeth

Lewisham Marylebone St. Paddington Stepney Southwark Wandsworth

APPENDIX No. LXVII.

CHRISTCHURCH UNION RESOLUTION.

At a meeting of the guardians Mrs. Grimes proposed, pursuant to notice that the attention of the Poor Law Commission be drawn to the need of powers being granted to boards of guardians or some other authority to detain

feeble-minded unmarried mothers who come under their care in the interest of public morality and to ensure protection of such women for whom useful employment can be found in the workhouse. Mrs. Shave seconded. and it was so resolved.

APPENDIX No. LXVIII.

CONWAY RESOLUTION.

"That the Board of Guardians of this Union draw the attention of the Local Government Board to the desirability of establishing homes for imbeciles, etc., with a view of relieving the present undue pressure on the accommodation of our lunatic asylums and workhouses, believing, as this Board do, that such persons could be more adequately cared for and trained to do work which would be advantageous to the Institutions as well as to the inmates.

That the Local Government Board be urged to bring some measure before the Government having this most desirable reform in view."

Resolutions in a similar sense were received from the following Unions:-

Albans, St. Aylesbury

Barnstaple Bury St. Edmunds Incor-

poration Castle Ward, Newcastleon-Tyne

Dartford Elham

Faversham

Hawarden Hemel Hempstead Hinckley Newark

Reading West Ham Woodbridge

APPENDIX No. LXIX.

CASE OF MAGGIE RANGER BROUGHT TO NOTICE OF THE ROYAL COMMISSION ON THE POOR LAWS BY THE DORKING UNION.

Sib,—I am directed by the guardians of the Dorking Union to call your attention to the case of Maggie Ranger who, with her illegitimate children have, as will be seen from the enclosed details, been in and out of the Dorking Workhouse on eleven occasions during the last eleven years. During that time three more illegitimate children have been born to her in the workhouse. My Board feels as this case is only one of many like cases throughout the country in which boards of guardians are apparently unable to take any legitimate steps to deter immoral women from becoming, with their families, a constant and ever increasing burden to the ratepayers, that some steps should, if possible, be taken to empower boards of guardians to take stringent measures to prevent what is really a public scandal. A similar letter to this has been sent to the Local Government Board.

> (Signed) W. James Clerk.

The Secretary,

Royal Commission on the Poor Laws and Relief of Distress.

DORKING UNION.

DETAILS SHEWING DATES OF ADMISSION AND DISCHARGE OF MAGGIE RANGER AND HER ILLEGITIMATE CHILDREN TOGETHER WITH DATES OF SUBSEQUENT BIRTHS.

	Admitted,	Discharged.	Illegitimate children born in Workhouse and admitted subsequently with Mother.
Maggie Ranger and two illegitim to children, Margaret : nd Arthur.	23/2/95	28/8/95	Ethel born March 11th, 1895.
Annual Company of the	23/2/95	23/8/95	
	23/2/95	28/8/95	
	26/11/95	27/8/97	
	15/10/97	14/5/98	James born March 3rd, 1899.
	29/9/98	29/6/1900	
	4/10/1900	8/4/01	
	25/4/01	15/6/01	
	9/10/01	31/5/02	Violet born March 28th, 1903.
	6/10/02	10/3/06	
	3/5/06	2/6/06	Three children only admitted or the last occasion.

APPENDIX No. LXX.

ECCLESALL BIERLOW UNION RESOLUTION.

"That in the opinion of this Board of Guardians, it is desirable that it should be brought before the notice of the Commission sitting upon the question of Poor Law Administration, that the provisions of the Medical Relief Disqualification Removal Act, 1885 (48 & 49 Vict., c. 46, s.1.) should be extended to apply to all cases of direct admission for medical treatment to the hospitals of any union workhouse, or any hospital maintained directly at the expense of the poor rate, or on an order of, or recommendation by, a registered medical practitioner, so that such persons so admitted, or of whose families members may have been so admitted, to any workhouse hospital, or hospital maintained directly at the expense of the poor rate, will not by reason thereof, be deprived of any right to be registered or to vote, but will be regarded as if they had merely received for themselves or any members of their families, such medical assistance outside the workhouse hospital as would have entitled them to the provisions of the Medical Relief Disqualification Act, 1885.

"And that a copy of this Resolution be sent to the Local Government Board, the local Members of Parliament, and the Association of Poor Law Unions."

APPENDIX No. LXXL

FALMOUTH UNION RESOLUTION.

"That this Board draw the attention of the President of the Local Government Board, the Chairman of the Royal Commission on the Poor Laws and each Member of Parliament for the County of Cornwall, to the enormous increase of vagrants as shown by the Returns presented to the Liskeard Union, and to the Report of the Departmental Committee on Vagrancy, and urge them to do their utmost to promote a Bill dealing with the Vagrancy Question."

APPENDIX No. LXXII.

PARISH OF FULHAM.

Board Room and Offices,
Fulham Palace Road,

am Palace Road, Hammersmith, W. May 11th, 1907.

RELIGIOUS CREED OF CHILDREN.

Sir.—I am directed by the Guardians of the Poor of this parish to transmit for the information of the Royal Commission on the Poor Laws and Relief of Distress the accompanying copy letter they have addressed to the Local Government Board and to express the hope that in the event of the Local Government Board not taking action in the matter your Commissioners will give the suggestion therein contained their careful consideration.—I am, Sir, Your obedient Servant.

(Signed) E. J. MOTT. Clerk of the Guardians.

The Secretary.

Royal Commission on the Poor Laws and Relief of Distress.

68, Victoria Street, S.W.

May 11th, 1907.

MY LORDS AND GENTLEMEN,—I am directed to inform your Board that the Guardians of the Poor of this Parish have recently had under consideration the case of the children Edwin and John M. Wiggins, whose father's religious creed is Church of England and mother's Roman Catholic.

The children were baptised as Roman Catholic and the father is willing that they should continue in that faith. They have, however, been entered in the Creed Register as Church of England in accordance with the provisions of 31 & 32 Vict., c. 22, Section 17.

Assuming that your Board have no power to direct an alteration of the Creed Register in the circumstances above referred to, I am directed to ask your Board to take into consideration the advisability of taking steps to secure an amendment of the law in order to provide that in cases where parents are of different religious denominations the religious creed to be entered in the Creed Register as that of the child shall be that which the father of the child decires

A copy of this letter has been addressed to the Royal Commission on the Poor Laws and Relief of Distress.— I am, my Lords and Gentlemen,

Your obedient Servant,

(Signed) E. J. MOTT.

Clerk to the Guardians.

The Local Government Board, Whitehall, S.W.

APPENDIX No. LXXIII.

PARISH OF ST. GILES, CAMBERWELL.

Board of Guardians, Peckham Road, Camberwell, S.E. March 10th, 1908.

Sir.—I am directed to forward you the following copy of a Resolution adopted at a meeting of the Infirmary Visiting Committee of this Board, held on February 26th, 1908, viz:—

"That the attention of the Royal Commission on the Poor Laws and Relief of Distress, be drawn to the fact that there are cases brought to the infirmary by the police, owing to severe accident, and received as cases of urgency, who subsequently obtain compensation in respect of their accident but decline to refund to the Guardians the cost of their maintenance, and, with a view to a way being provided by which such cost can be more easily recovered than at the present time, the law on the subject being very uncertain, it is suggested that Boards of Guardians be empowered to attach payments made by way of compensation, in respect of the cost of maintenance."

> Yours obediently, (Signed) C. S. Stevens, Clerk to the Guardians.

The Secretary,

Royal Commission on the Poor Laws and Relief of Distress.

APPENDIX No. LXXIV.

PARISH OF ST. GILES, CAMBERWELL.

Board of Guardians. Peckham Road, Camberwell. May 15th, 1908.

SIR,—I am directed by the Guardians to forward to you the following copy of Resolutions adopted at their meeting held on the 13th instant, in reference to the distribution of the Indoor Pauper Grant, etc., viz.:—

"That with a view to securing a more equitable distribution of the Indoor Pauper Grant, an application be made to the Local Government Board and the London County Council asking for a redistribution of the amount according to the average number of indoor paupers now chargeable to the several Metropolitan unions and parishes,"

"That the attention of the Local Government Board be drawn to the recommendations contained in the Final Report of the Royal Commission on Local Taxation, so far as the same relate to grants in aid of Poor Law expenditure, and further that the Board be respectfully urged to introduce legislation, with a view to giving effect to the recommendation in favour of the abolition of the Metropolitan Indoor Pauper Grant, and the substitution therefor of a grant to be fixed on a similar basis to that of the Union Officers' Grant made to provincial boards of guardians."

Yours obediently, (Signed) C. T. Stevens, Clerk to the Guardians.

The Secretary,

Royal Commission on the Poor Laws and Relief of Distress.

Victoria Embankment, S.W.

APPENDIX No. LXXV.

Greenwich Union, Greenwich, S.E. January 21st, 1907.

SIR,—I am instructed by the Guardians to represent to you their opinion that the law which exempts a step father from liability to maintain his step-children although under 16 years of age, after the death of their mother, should be amended so that his liability may be assimilated to that relating to his own children.—I am, Sir,

> Your obedient Servant, (Signed) Samuel Saw. Clerk to the Guardians.

The Right Hon. Chairman,

Royal Commission on the Poor Laws and Relief of Distress,

68, Victoria Street, Westminster, S.W.

APPENDIX No. LXXVI.

GUISBOROUGH UNION.

July 27th, 1906.

Str.—I am instructed by the Guardians of the Guisborough Union to inform you that in July last they presented to the Local Government Board a Memorial asking that Board to take steps to make it absolutely imperative on all Boards of Guardians to pay relief to Non-Resident and Non-Settled Poor when requested by other Boards of Guardians to do so.

The Local Government Board now state that they are not at present prepared to express any opinion upon the prayer of the Memorial and suggest that the views of the Guardians should be brought to the notice of the Royal Commission on the Poor Laws and Relief of Distress and the Guardians now direct me to do so.

The Guardians have found that great hardship is caused to poor people who have come to reside with relatives or other friends in their Union from Unions who decline to pay relief to paupers not resident therein.

It often happens that such poor people with the assistance and sympathy of friends and the general public manage to exist for one year in this Union and then become the recipients of out-relief, having gained a status of irremovability. In other cases where the poor have not been quite so fortunate the Guardians have to give relief out of their Common Fund.

In the Guardians' view the matter is one that should be dealt with in one of the two following ways:—

(a) By all Boards of Guardians being compelled to pay relief to Non-Resident and Non-settled Poor when requested by other Boards of Guardians to do so, or

(b) By abolishing the law of Settlement altogether. The latter course would probably be found the best in the end and it would cast the burden of maintaining

the poor upon the actual place of residence.

It may be considered that the Guardians in the large Unions comprising towns, would by this means be unduly burthened by the removal thereto of the old poor people on the chance of being able to pick up a little light employment to supplement their out-relief. These cases would not be numerous, unless it were that the old people had children employed in the towns and in that event, it must be pointed out that while the towns get the benefit of the labour of the young men and women they would only be discharging their duty to the old people by allotting part of that benefit to them.—I am, Sir,

> Your obedient Servant, (Signed) W. RICHARDSON,

The Secretary,

Royal Commission on the Poor Laws and Relief of Distress.

68, Victoria Street, London, S.W.

APPENDIX No. LXXVII.

HACKNEY UNION.

Extract from the Report of the Finance Committee of July 1st, 1908, which was adopted by the Guardians on July 8th, 1908.

Indoor Pauper Grant.—The Committee had under consideration letters from the Guardians of Hammersmith and the Guardians of Southwark relative to the Indoor Pauper Grant—nominally 4d, per head per day, but, unhappily based upon the average number of Indoor poor in the five years ended Lady-Day, 1888, instead of on present number of inmates.

The Guardians have dealt with this question, on the recommendation of this Committee, in 1897, 1900, 1901, 1902, and 1903, and three times have succeeded in getting Bills into Parliament to endeavour to bring the Grant up to date, but nothing has come of these repeated efforts; the reply being that the Government intend to deal with the whole question of Poor Law Administration and nothing can be done until they do.

1. The so-called grant, in all £326,809, does not give
4d. per head per day as was intended, because (n) The
number of indoor poor, as a whole, has greatly increased,
while the sum of money distributed has remained unaltered; and (b) shifting population has varied the
numbers of indoor poor in the different Unions, some
having largely increased and others decreased; so that
the actual payment ranges from about 2d. per head per day
to 6d. per head per day. In Hackney Union it is about
2½d. per head per day.

2. The present so-called "Grant" of £326,809 is a

2. The present so-called Grant of £326,869 is a delusion, as £243,020 of it has to be provided by Rates, the Grant from Government being only £83,789. Thus the present payment to the Guardians of this Union, based on the numbers of 1888, is £11,619 per annum, but on the other hand the Borough Councils have to provide from Rates £8,772, the benefit to Hackney and Stoke Newington Leing only £2,847. It is presumed that the intention of

the Act was that the whole amount of the Grant should come from the Imperial Revenue. If the Hackney Union received a Grant at the rate of 4d, per head per day on present number of indoor poor it would amount to about £20,000, no part of which should come from Local Rates.

3. The Royal Commission on Local Taxation, after sittings spread over five years, reported upon this question and pointed out that London suffered injustice as a great compared with Country Unions; and said that if the Government Grant to London Unions were made to correspond with the Grants to Country Unions, instead of being only £83,709, as at present, the Grant would be £567,240, a sum which would be amply sufficient to give 4d. per head per day on present number of indoor poor, without any part of it coming from Local Rates.

4. The urgent need of London as a whole, is that the injustice under which it has suffered for nearly twenty years should forthwith be remedied, by making the Government Grant a reality, not a sham—i.e, making it sufficient to pay 4d, per head per day for indoor poor on the basis of present numbers; and providing that the basis should be automatically revised year by year to meet changes in the amount and in the distribution of pauperism.

The Southwark Union suggests that the Grant should be paid into the Common Poor Fund. The Hammersmith Parish suggests that the Government Grant should be based, as it is for Country Unions, on the amount of salaries.

Your Committee cannot agree with either of them, but think the Indoor Poor Grant should be maintained and made a reality, as stated in Section 4 above; and your representatives at the Hammersmith Conference have endeavoured to enforce that view.

The Committee recommend that a copy of this report be forwarded to the Chancellor of the Exchequer, Local Government Board, Local Members of Parliament, Poor Law Commission, and to the Guardians of the Metropolitan Unions and Parishes.

APPENDIX No. LXXVIII.

HAMMERSMITH RESOLUTION.

"That, in the opinion of this Council, it is most desirable that the administration of the Poor Laws in London should be transferred to the Municipal Authorities." A Resolution in a similar sense was received from the St. Marylebone Union.

APPENDIX No. LXXIX.

HASLINGDEN UNION.

Union Offices,
Higher Pike Law,
Rawtenstall.
January 7th, 1907.

PENSIONER JOHN SPENCER.

SIR,—I am directed to place the following facts before your Commission in the hope that in framing their Report and Recommendations they will suggest a means of putting an end to so undesirable a state of things in future.

The man in question, Spencer, is seventy-six years of ago and a pensioner.

During the past six years he has been admitted to the workhouse on the following occasions:—

1900. Admitted December 19th.

1901.

" March 11th. May 22nd.

1902.

.. February 6th and November 4th.

1903.

" February 23rd. 1904.

" January 5th, April 5th, August 13th. 1905.

.. April 3rd. 1906.

" May 15th, June 11th and September 15th and November 2nd. For years he has made a practice of drawing his pension, indulging in a debauch and then seeking the help of either the workhouse or out-relief.

Recently the War Office agreed to Spencer's pension of 10d, per day (5s. 10d, per week) being paid weekly by the guardians provided Spencer's written consent was obtained thereto; the written consent Spencer refused to give—there the matter stands at present.

On January 2nd Spencer again left the workhouse presumably to draw his pension.

So long as the War Office insist on written consent being obtained, my Board are helpless in the matter, and they would strongly urge upon your Commission the necessity of remedying so wretched a state of affairs by which men like Spencer can systematically draw their pension, enter on a few days drinking bout, and then for the rest of the period quarter themselves on the rates until the next pension day shall bring forth fresh opportunities and renewed resources.—I am, Sir,

> Faithfully yours, (Signed) J. H. Sinkinson, Clerk.

R. G. Duff, Esq. Secretary,

> Royal Commission on the Poor Laws and Relief of Distress. 68, Victoria Street, Westminster.

APPENDIX No. LXXX.

IPSWICH RESOLUTION.

Guardians Office, 19, Tower St., Ipswich. 11th March, 1967.

SIR,—I am directed by the Guardians of the poor of the Parish of Ipswich to forward to you the accompanying copy of a resolution passed at their last meeting with reference to the Relief to Army and Naval pensioners and to ask you to be good enough to lay the same before the Royal Commission on the Poor Laws and Relief of D'stress.

> I am, Sir, Your obedient S

Your obedient Servant, (Signed) RICHARD J. KENT. Clerk to the Guardians,

Secretary.

Royal Commission on the Poor Laws and Relief of Distress. COPY OF A RESOLUTION PASSED AT A MEETING OF THE GUARDIANS OF THE POOR OF THE PARISH OF IPSWICH, HELD ON 7TH MARCH, 1907.

"That in the opinion of this Board, Naval and Army pensioners should be placed upon the same footing as members of friendly societies, if they are compelled to apply for out-relief, and that no portion of their pension up to and including the sum of 5s. per week should be taken into account by the Guardians.

taken into account by the Guardians.

"That a copy of this Resolution be sent to the Local Government Board, to the Royal Commission on the Poor Laws and Relief of Distress, and to the Members of Parliament for the Borough of Ipswich."

A Resolution in a similar sense was received from the Reigate Union.

APPENDIX No. LXXXI.

IPSWICH UNION RESOLUTION.

Guardians' Office, 19, Tower Street, Ipswich. 18th November, 1907.

Dear Sir,—I am directed by the Guardians of the Parish of Ipswich to forward to you the accompanying copy of a Resolution passed at their last meeting.

Yours faithfully, (Signed) RICHARD J. KENT. Clerk to the Guardians,

The Secretary.

Royal Commission on the Poor Laws and the Relief of Distress,

Scotland House,

Victoria Embankment, Westminster.

COPY OF RESOLUTION.

"That in the opinion of this Board the Regulations of the Local Government Board relating to the apprenticeship of pauper children contained in their General Consolidated Order of 24th July, 1847, are unsuitable to the conditions at the present time existent in connection with the binding, of apprentices inasmuch as it is, so far as urban districts are concerned, impossible to find masters willing to incur the responsibility of finding food, clothing, lodgings and medical attendance for their apprentices, and of causing them to attend Sunday School and places of worship,"

"That the regulations referred to, in imposing unnecessary restrictions prevent the apprenticeship of many children who might otherwise be taught useful trades."

APPENDIX No. LXXXII.

ISLINGTON UNION RESOLUTION RE ELLEN WARD.

Guardians Offices, St. John's Rd., Upper Holloway. July 6th, 1907.

SIR,—I am desired by the Visiting Committee of the St-John's Road Workhouse of this Parish to state that they have recently had under their notice the case of Ellen Ward, an inmate of that Workhouse.

The Committee wish me to send you particulars of her circumstances which are enclosed herewith.

It appears to them that it is very unsatisfactory that Boards of Guardians have not more power to detain women of her class, so as to prevent at any rate to some degree the heavy charge that is imposed upon the ratepayers through her conduct.

The Committee will be glad if the Royal Commission can consider this case and see whether in their recommendations they can make one that will be helpful to the Boards of Guardians in cases like the above, so that they may have further powers of detention.—I am, Sir,

Your obedient Servant, (Signed) EDWIN DAVEY. Clerk.

Secretary,

Royal Commission on the Poor Laws and Relief of Distress.

GUARDIANS OF ST. MARY, ISLINGTON.

July 6th, 1907.

Ellen Ward, now 37 years of age, was first admitted into the workhouse of this parish seven years ago.

Her husband died in Islington in 1899.

There were then four children; Ellen, 9; Catherine, 6; Cornelius, 4; Jane, 8 months.

Two of the children were admitted before the woman and sent to Roman Catholic Schools.

The elder was afterwards sent and is now at the Home at Midhurst, having been very unsatisfactory in her conduct.

The woman was frequently in and out of the workhouse and wanted Jane sent away to a Roman Catholic School, but the Guardians refused as they thought she ought to be able to maintain one child. This child, however, has just been sent.

In August, 1905, an illegitimate child, Elizabeth, was born. She is now expecting another. She has cohabited with the father of the two children and he is in the Infirmary. The woman and all the children are still chargeable to this parish.

She has been in and out of the workhouse a great many times and there is no power to keep her in.

APPENDIX No. LXXXIII.

KINGSTON UNION RESOLUTION.

Union Offices, Kingston-on-Thames, August 18th, 1906.

THE PUBLIC HEALTH ACT.

Prevention of Infectious Discase.

Dear Sir,—I beg to enclose copy of a Resolution on this subject passed by my Board on the 24th ulto., and to request your carnest consideration of the recommendations therein contained.

Yours faithfully, (Signed) James Edgell, Clerk.

To the Secretary.

Royal Commission on the Poor Laws and Relief of Distress.

68, Victoria Street, Westminster, S.W.

Tuesday, July 24th, 1906.

COPY RESOLUTION.

KINGSTON BOARD OF GUARDIANS.

THE PUBLIC HEALTH ACT.

Injectious Diseases.

Mr. Judd mentioned the case of a widow resident at Hook, who earned her living at laundry work, and with whom was living a son aged about seventeen years and one other child. That the younger child was in the infectious hospital, and that in consequence of an intimation given to the woman by the officers of the Sanitary authority of Surbiton, she had abstained from going to work, and consequently was destitute. That he had referred the woman to the relieving officer, who refused outdoor relief, and referred applicant to the sanitary authority, who also declined assistance.

Resolved that the circumstances of the case be reported to the Local Government Board with a view to legislation requiring sanitary authorities to relieve destitution from the general district rate where it is caused by the action of their authority by endeavouring to prevent the spread of infectious disease, so that no person should be compulsorily pauperised in consequence of infectious disease only.

Resolved that this matter be mentioned as deserving the attention of the Royal Commission on Poor Laws and Relief of Distress.

Resolved further, that a letter be addressed to the several sanitary authorities within the limits of the union, drawing their attention to the hardship caused in such cases as the above, by refusal of the sanitary authority to place the head of the family in such a position during enforced isolation as to prevent the necessity for application to a board of guardians for relief.

APPENDIX No. LXXXIV.

CORRESPONDENCE BETWEEN THE KINGSTON GUARDIANS AND THE LOCAL GOVERNMENT BOARD ON THE SUBJECT OF THE EDUCATION OF CHILDREN OVER SCHOOL AGE.

KINGSTON UNION.

Union Offices, Kingston-on-Thames. March 8th, 1907.

EDUCATION OF CHILDREN OVER SCHOOL AGE. S.E,-I am directed by the Guardians of the Kingston Union to furnish you with the accompanying copy of a letter addressed by them to the Local Government Board upon this subject, together with a copy of the reply to such communication, and to ask that you will kindly bring the same before the members of your Poor Law Commission. with a request that the subject may receive their careful consideration, with a view to a recommendation being forwarded by them to the proper authority, for an alteration in the Poor Laws, to enable Boards of Guardians to pay the fees for technical instruction of children of outdoor paupers, who are over school age.-I have the honour to be, Sir,

Your obedient servant, (Signed) Jas. Edgell. Clerk.

The Secretary, Royal Commission on Poor Laws, 68, Victoria Street, Westminster, S.W.

> Union Offices, Kingston-on-Thames. December 17th, 1906.

The Local Government Board, Whitehall.

EDUCATION OF CHILDREN OVER SCHOOL AGE. MY LORDS AND GENTLEMEN, -My Board of serve with much concern how frequently the children over school age of widows in receipt of out-door relief are thrown upon the world with no possible prospect of earning a livelihood certainly not an honest one.

It is true that some get situations as errand boys, some as telegraph boys and otherwise, but a very large proportion are left on the streets, and my Board wish to know whether they can be empowered to have such children taught trades or attend technical classes at their expense. Many of these boys being engaged as errand boys, then as golf caddies, drift into permanent wasters or loafers, and thus increase pauperism, while the widow mothers have themselves no power to advance their children's interests as ordinary citizens.

The guardians cannot help constrasting the advantages which a child having indoor relief has over such children, and they will be glad if they can apply Articles 114 of the General Order of July 24th, 1847, to the advancement of boys and girls over school age of widows in receipt of outdoor relief .- I have the honour to be. My Lords and Gentlemen.

Your obedient servant, (Signed) JAS. EDGELL, Clerk.

Local Government Board, Whitehall, S.W. February 19th, 1907.

146.546 A., 1907.

Str,-I am directed by the Local Government Board to advert to your letter of December 17th last, and in reply, to state that they are not aware of any legal authority for the payment, by the guardians, of fees for technical instruction of children of out-door paupers. It is, however, competent to the guardians to apprentice such children and to pay a premium in connection with the apprentice-ship. Where such children are placed in service without apprenticeship, or as outdoor apprentices the guardians could, with the Board's assent, grant weekly relief to enable a child to live otherwise than with its master, to such an extent as may be necessary having regard to the wages earned by the child whilst learning a trade.

The guardians should in every case satisfy themselves that the wages of the child are not less than would ordinarily be paid to children of the same age in the particular trade to which it is intended that the child should be apprenticed or placed .- I am, Sir.

> Your obedient servant, (Signed) J. S. DAVY. Assistant Secretary.

The Clerk to the Guardians of the Kingston Union.

APPENDIX No. LXXXV.

LEWISHAM UNION.

394, High Street, Lewisham, S.E. March 4th, 1908.

DEAR SIR,-I am directed by the guardians of the Lewisham Union to transmit a copy of a Minute and Resolution passed by them at their last meeting against a proposal to transfer to the London County Council the whole of the Poor Law administration of the Metropolis,

The Secretary,

Royal Commission on the Poor Laws.

Yours faithfully, H. C. Mott, Clerk.

LEWISHAM UNION.

March 2nd, 1908.

At a meeting of the board of guardians of the Lewisham Union held this day (inter alia) a letter was read from the Poor Law Guardians' Association for England and Wales, transmitting copies of a Report of the Local Government Committee of the London County Council containing recommendations for placing the Poor Law administration for the County of London in the hands of the London County Council.

The Board fully considered and discussed the proposals contained in the Report, and it was moved by Mr. Weeks, the Chairman, seconded by Mr. Howes, the Vice-Chairman, and resolved unanimously

"That the guardians of the Lewisham Union view with great alarm the proposal of the London County Council to undertake the whole administration of the Poor Laws in the County of London. The guardians are fully persuaded that the London County Council has already undertaken more than can be properly and successfully accomplished by one authority, and they therefore feel most strongly that if the legislature were to entrust to that overburdened authority the multifarious and onerous duties connected with Poor Law administration as now proposed it will be highly detrimental to the best interests of the ratepayers of the Metropolis. The guardians are moreover satisfied that Poor Law administration cannot be undertaken by the London County Council without incurring a very heavy additional expenditure for carrying out the same, and which will in the end prove most unsatisfactory to all persons concerned. The guardians therefore trust that the London County Council will withdraw their proposal and that the Royal Commission on the Poor Laws (now sitting) will not favour any such scheme if submitted to them.

'That copies of the foregoing Resolution be sent to the Local Government Board; the London County Council; the Royal Commission on the Poor Laws; the Members of Parliament and Representatives on the London County Council for the Boroughs of Lewisham, Woolwich, and Greenwich; and to the Poor Law Guardians Association for England and Wales; and

"That further copies be sent to the whole of the Metropolitan Boards of Guardians with a request that they take similar action in the matter."

Resolutions in a similar sense were received from the following Unions:-

Bethnal Green Bermondsey Chelsea Fulham

Lambeth

George's St. in-the-East Giles' St., Camberwell Hackney Holborn Kensington

Leonard St., Shoreditch London (City of) Paneras St. Poplar Borough Council Stepney

Strand Southwark Wandsworth Also from the British Constitution Association

APPENDIX No. LXXXVI.

BOARD OF GUARDIANS OF THE POOR OF THE PARISH OF ST. MARYLEBONE.

Guardians' Offices, Northumberland Street, W. London, 10th December, 1907.

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The enclosed letter, a copy of which, previous to the meeting of the Board, on the 9th instant, I had sent to each member, was before the Guardians at their meeting on that date, and I was instructed to inform you that the Board desired me to send the same to the Royal Commission on the Poor Laws, with a view to the matter therein contained being considered by the Commissioners, in conjunction with the report sent to you by the London County Council on the same subject. The Guardians desired me further to state that, while desiring that the letter should be sent to the Commissioners, they do not of necessity endorse every conclusion arrived at therein by myself, taking into consideration the extreme complexity of the whole subject which they feel could only be properly thrashed out by such a body as the Royal Commission, who are equally as interested in Poor Law administration as boards of guardians. Should the Commissioners desire any further information, I shall be most pleased to do my best to furnish it, but, as I am Superintendent Registrar as well as Clerk to the Board of Guardians, it would be exceedingly difficult for me to guarantee to attend the Commissioners to give personal evidence, as my duties require constant attendance in the Register Office, as well as in my own office as Clerk to the Guardians.

I am, Sir,

Your obedient servant,

HENRY T. DUDMAN.

R. G. Duff, Esq., Secretary, Royal Commission on the Poor Laws, 68, Victoria Street,

Westminster,

BOARD OF GUARDIANS OF THE POOR OF THE PARISH OF ST. MARYLEBONE.

> Guardians' Offices, Northumberland Street, Marylebone Road, W. 7th December, 1907.

Ladies and Gentlemen,

The following is a copy of a letter I addressed to the Clerk to the London County Council on the 30th ultimo:—

"I observe on page 889 of the Minutes of the London County Council of the 29th October, 1907, a report of the Local Government, Records, and Museums Committee with respect to the manner in which boards of guardians deal with pauper lunatics, the consideration of which report up to the last meeting of the Council, viz., the 26th ultimo, has been postponed.

"As the report is of so important a nature to boards of guardians, I have considered it desirable that it should prominently be brought to the notice of my board, and I am calling the attention of the guardians to it at their meeting on Monday, the 9th December next.

"The suggestion that boards of guardians, so far as St. Marylebone is concerned, are not exercising their legal powers with regard to effecting the settlement and other matters connected with pauper lunatics is unwarranted.

"It is a well-known fact that it is a most difficult matter to obtain reliable information respecting the settlement of pauper lunatics, and I cannot conceive for one moment that officers of the London County Council would be more expert in that matter than officers of boards of guardians, nor would they be better equipped. The matter of the certification and removal of lunatics is one that is entirely vested in the Justices of the Peace under the Lunacy Acts and the guardians are bound to pay the amount that the Justice allows to the medical gentlemen called in by him and to the relieving officer who first moves in the matter as required by Statute. The guardians of this parish some years ago approached the Justices in the matter of the fees and expenses then allowed by them to the medical gentlemen and relieving officers, with the result that reductions were then made. If information is given to the officers of the Council with regard to estates of pauper lunatics, the lunatic is immediately classified as a private patient, and the full costs charged to the estate, which estates in many cases are very small and quickly absorbed; the patient is then re-transferred to the pauper class. This is the reason why some boards of guardians object to give information to the officials of the London County Council in such matters, preferring that the money derived from the estates of lunatics should go to the relief of the rates of their particular parish as much as possible, credit in those instances being given to the Metropolitan Common Poor Fund, and not to the London County Council rate, which is a most important matter to London boards of guardians.

"Another important factor that guides boards of guardians in such matters is that in many cases they desire to retain a certain sum in hand for the benefit of the lunatic, in the event of his ultimate recovery, which practical assistance is not possible when the whole of the estate is absorbed by the Council in the transfer of the lunatic to the private class. Great distress of mind has been caused to recovered patients when he or she has found that their estate has been entirely absorbed.

"Under the above circumstances I will ask you very kindly to bring this letter under the notice of your Council, with a view to the further postponement of the consideration of the report, so that my board may have an opportunity of expressing an opinion on it."

As the report referred to is of a lengthy nature, I have not gone to the expense of having the whole of it printed. Therefore, only certain extracts from it are set forth below, viz.:—

"As regards settlement, different policies are adopted by the several boards of guardians in cases where inquiries are necessary in order to ascertain to which area lunatics are chargeable, some boards of guardians making few or no inquiries, owing to the trouble and possible expense in connection with adjudication orders. Moreover, as the whole cost of maintenance is eventually a county charge, there is an inducement to boards of guardians not to get lunatics adjudicated to other unions in London, and but little inducement to obtain their adjudication to unions in other counties. A recent case in the latter category was brought to our notice by the Asylums Committee, in which, owing to the oversight of a board of guardians, the cost of the accommodation and maintenance of a pauper lunatic was borne by London for a considerable period when it should properly have been borne by a neighbouring county, and neither this expense nor the county grant paid to the guardians in respect of the lunatic could be fully recovered. The Asylums Committee are of opinion that certain of the London boards of guardians do not take full advantage of the legal provisions for adjudications are considerably and unnecessarily delayed. In the case of patients chargeable to out-county unions this means a substantial loss to the London ratépayers.

"The method which prevails in the various unions, with one exception, of remunerating collectors by means of commissions on the contributions collected, appears to us to be open to objection. It tends to encourage the improper classification of lunatics, and to delay adjudication, and in other ways has been found detrimental to good administration. Moreover, we understand that great difficulty is experienced by the Asylums Committee in obtaining information as to patients' estates from some of the boards of guardians.

APPENDIX No. LXXXVI.-Continue I.

"It appears to us that it would be advantageous for the responsibility of making inquiries concerning the settlement of pauper lumatics and of obtaining adjudication orders, and also of collecting contributions from estates or relatives to be in all cases vested in the Council, as the authority for the area upon which the charge ultimately falls.

"We recommend-

"(a) That in the opinion of the Council-

"(i.) The existing system of charging the cost of maintaining London pauper lunatics is complicated, cumbersome, and unsatisfactory.

"(ii.) The cost of maintaining London pauper lunatics should be charged directly upon the Metropolitan Common Poor Fund instead of first being charged upon individual Poor Law unions.

"(iii.) The grant of 4s. a week for each pauper lunatic, payable by the Council to guardians, pursuant to Section 24 (2f) of the Local Government Act, 1888, should be paid into the Metropolitan Common Poor Fund, or be deducted from the cost of maintenance before such cost is charged upon the Metropolitan Common Poor Fund.

"(iv.) The responsibility for maintaining all pauper lunatics belonging to unions in the County of London should be in the hands of the Asylums Committee of the Council.

"(v.) The responsibility for ascertaining the settlement of pauper lunatics in the County of London and obtaining adjudication orders, and of collecting contributions from estates and relatives of lunatics, should be transferred to the Council.

"(vi.) The charges made by some of the boards of guardians in connection with the certification and removal of pauper lunatics are excessive.

(b) That the foregoing resolution be sent to the Royal Commission on the Poor Laws, with a request that evidence may be received from the Council with respect to the matters referred to therein."

I would desire, for the information of the guardians, to make a few observations on the recommendations in the foregoing report of the Committee.

Recommendations (ii.) (iii.).

The cost of maintaining pauper lunatics is, and has been since 1867, a direct charge on the Metropolitan Common Poor Fund, through the medium of London boards of guardians, and credit—is and has been given to the Metropolitan Common Poor Fund for the whole of the grant of 4s. per week since its creation by Parliament in 1888. The guardians are the only authority who work the Metropolitan Common Poor Fund, and any alteration would upset financial arrangements considerably, to the detriment and loss of the richer parishes and Unions. The London County Council are not the authority for the control of the Metropolitan Common Poor Fund, and have nothing whatever to do with it.

Recommendation (iv.).

The responsibility for maintaining all pauper lunatics belonging to parishes and unions in the County of London has been for many years in the hands of the Asylums Committee of the London County Council, after the removal of the lunatic to the asylum named in the order, made by the Justice of the Peace on the information laid by the relieving officer.

Recommendation (v.).

This recommendation is, in the main, dealt with in my letter to the Clerk to the London County Council, set forth above. The officer of the guardians who collects, on commission, the money due from the union or parish on whom the lunatic is adjudicated is also the person who obtains the Justice's order for the adjudication. It is therefore only a reasonable supposition that it is a great inducement to him to obtain as many adjudications of pauper lunatics to the proper places of settlement, either in or out of London, as possible. Twelve months maintenance, and all certification and removal expenses, can be recovered from the guardians on whom the lunatic is adjudicated either in or out of London.

Recommendation (vi.).

Charges which are made to the rates and other parishes by boards of guardians for the certification and removal of pauper lunatics, whether considered to be excessive or not, are made on the direct orders of the Justices of the Peace, who adjudge persons lunatics, and the guardians have absolutely no control over these gentlemen, and must disburse the expenses ordered.

Recommendation (b).

I suggest, for the consideration of the guardians, that a copy of this letter should be sent to the Royal Commission on the Poor Law, the recommendations of the Committee having now been adopted by the Council.

I am not surprised that a case is cited where the adjudication of a pauper lunatic was delayed for four years. That is easily understandable where the greater part of the information has to be obtained from the lunatic to gain an adjudication. Only at lucid intervals can the required information be extracted from the lunatic. I have known my assistant visit the asylum half a dezen times, and then fail in gaining the information he was seeking. It is well known that lunatics are cunning. Once my assistant had to run for his life with a lunatic after him and two attendants after the lunatic, some question in the course of inquiry having been asked which caused the lunatic to have murderous intentions.

I am.

Ladies and Gentlemen,
Your obedient servant,
HENRY T. DUDMAN,
Clerk to the Board.

To the Board of Guardians of the Parish of St. Marylebone

APPENDIX No. LXXXVII.

PLYMPTON ST. MARY UNION RESOLUTION.

Temple Chambers, Westwell Street, Plymouth. 26th September, 1907.

S18,—I am directed by the Guardians of this Union to draw your attention to the following case and to state that in the opinion of this Board steps should be taken to prevent cases of this description, especially those having no visible means of support and not able to work, taking their discharge from the workhouse.

Richard Ball since Christmas last has been removed as

follows :-

January 4th, 1907, from Calue Workhouse. April 19th, 1907, from Bodmin Prison. June 1st, 1907, from Newton Abbot Union. September 11th, 1907, from Plymouth Prison.

am, Sir,
Your obedient Servant,
(Signed) John W. Bickle,
Clerk.

The Secretary,
Royal Commission on Poor Laws and Relief of
Distress,

Westminster, London, S.W.

APPENDIX No. LXXXVIII.

PONTYPOOL RESOLUTION.

"(1) That the Court of King's Beach having recently held, on the appeal of the Pontypool Union v. Buck, that a married woman with ample separate estate is net liable to contribute towards the maintenance of her parents or parent creates a legal anomaly and an unfair distinction between the sexes, as a son with property or of sufficient wage earning capacity is so liable, in fact in that very case the one brother of the defendant was contributing 1s. 6d per week and the other 1s. towards the father's support whilst she got off free though of greater ability than either, and that it is desirable that such an anomaly and distinction should be forthwith removed by legislation; and

"(2) That a copy of the foregoing Resolution be forwarded to the Local Government Board, the Royal Commission on the Poor Laws and Relief of Distress, the Association of Poor Law Unions in England and Wales and the Local Member of Parliament."

Resolutions in a similar sense were received from the following Unions:—

Ashton-under-Lyne Andover Auckland Alverstoke Alresford Aylesbury Bakewell Bethnal Green Berwick-upon-Tweed Bodmin Builth Belper Bucklow Barnstaple Urban and Rural District Council Unions:—
Bradford
Bradford-on-Avon
Burnley
Bangor and Beaumaris
Chapel-en-le-Frith
Caxton and Arrington
Camberwell
Chard
Croydon
Chorley
Cannock
Cosford
Dolgelley
Droitwich
Dartford

D:oxford Dore Exeter East Retford Ellesmere Fulham Falmouth Godstone Goole Gainsborough George's St. Hackney Hinekley Hereford Haslingden Hunslet lpswich Islington Llanfyllin Liskeard Leominster Long Ashten Leigh Monmouth Newark Newcastle-on-Tyne Newport (Mon) Newtown and Llanidloes Northampton Northwich Oldham Okehampton Patrington Paneras, St. Pershore Poatypridd

Petersfield Rotherham Redruth Reigate Reeth Romford Stepney Skipton Salford South Shields Seisdon Southwark Stone Sculeoates Stratford-on-Avon Searborough Tenterden Tynemouth Tisbury Truro Ulverston Wolverhampton Wirral Williton Wycombe Wheatenhurst Wakefield Wight, Isle of Wigton Woodstock Warminster Weardale Willesden West Bromwich Wareham and Purbeck Yarmouth, Great

APPENDIX No. LXXXIX.

Portsmouth

PETITION RE THE UNEMPLOYED WORKMEN ACT, 1905, FROM THE PARISH OF POPLAR BOROUGH

To the Chairman of the Royal Commission on the Poor Laws and the Relief of Distress.

- Your petitioners are the Guardians of the Poor of the Parish of Poplar Borough.
- That the area of your petitioners' parish is 2,328 acres, the population 168,822, and the rateable value £818,922.
- 3. Your petitioners constituted as a Board of Guardians for dealing with cases of destitution in a poor district, a considerable portion of the inhabitants of which are dependent on casual labour, have for many years experienced great difficulty in the winter months in dealing with persons applying for relief through being out of employment.
- 4. That pursuant to the provisions of the Unemployed Workmen Act, 1905, the Distress Committee was duly appointed for the Borough of Poplar, on which your petitioners were represented by eight members.
- 5. That your petitioners are informed that offices for the registration of applicants were opened on the 5th November, 1906, at the Northumberland Wharf for the parish of Poplar, Council Depôt, Glaucus Street, for Bromley, and Council Depôt, Old Ford Road, for Bow.
- 6. During the period up to the 14th March, 1907, 1,972 men and women were registered. Work was found for 249 men and 89 women by the central body from July 1st, 1906, to June 30th, 1907, and in addition 262 adults with 186 children were emigrated.

- 7. From the experience gained during the last two years under the Unemployed Workmen Act, your patitioners are of opinion that the Act has been of very great benefit by reason of the system of registration, which has shown that the unemployed may be divided generally into the following classes:—
 - 1. Artisans and skilled mechanics.
 - The less skilful artisans and general labourers, clerks, warehousemen, mechanics, and the better class casual labourer.
 - The chronic casual and men of indifferent character.

With the last are included the physically unfit, which amount to about 15 per cent. of the total, and can only be dealt with through the Poor Law.

Your petitioners are of opinion that in dealing with the unemployed the unemployable class will have to be considered separately, and therefore strongly urge that the system of registration laid down by the Act may be continued, and, if possible, more strongly enforced.

8. Your petitioners have been greatly concerned to hear that representations have been made that the Act has not been so far effective as to justify its renewal during the coming winter, that its provisions are incapable of amendment, and that it has been of no substatial value in solving the problem of the unemployed;

APPENDIX No. LXXXIX.-Continued.

the objecting petitioners and others, however, fail to suggest any alternative Parliamentary powers, and leave the difficult problem to be dealt with upon the old lines found to be both ineffective and extravagant. In the experience of your petitioners the Act has been of material use, and should be re-enacted with the registration and other clauses now contained therein and amended Amongst others, your petitioners humbly suggest the following amendments:—

- (a) By authority to provide permanent and useful work, both of a national and local character, to meet the necessities arising in large towns.
- (b) By provision for the permanent settlement on the land of men trained at farm colonies, thus enabling them to earn a livelihood in this country in lieu of emigration, or a forced return, after a farm colony training, to the London labour market, resulting in their again joining the ranks of the unemployed or coming upon the Poor Law.

- (c) By authority for the provision of other work than that for which only physically strong and trained men are capable.
- (d) By the provision of an alternative to the Poor Law for those who have grown too old to work.
- (e) By increased national grants for the purpose of technical education and encouragement of the apprenticeship system.
- (f) By providing in the case of the systematic loafer, idler, and those of the tramp class, for the establishment of penal colonies, where such persons may be detained for stated periods.
- (g) By the removal of the restrictions under which persons who have received Poor Law relief in the twelve months preceding application to the Distress Committee are debarred from receiving any assistance under the unemployed (Workmen) Act, and persons who may have been assisted under the Act in two consecutive years are debarred from receiving further assistance.

And your petitione:s will ever pray, etc.

THE COMMON SEAL of the BOARD OF GUARDIANS was affixed at a Meeting held on Wednesday, 27th November, 1907, in the presence of



G. Herbert Lough, Clerk to the Guardians.

(Sd.) ALTRED W. YEO, J.P., Presiding Chairman.

APPENDIX No. XC.

PORTSMOUTH RESOLUTION.

April 22nd, 1907.

Re Pauper Lunatic's Grant.

Dear Sir,—At the meeting of the Guardians on Wednesday last it was unanimously resolved by this Board:—

"That the grant of 4s. a week which is made through the county and borough councils under Section 24 of Sub-section 2 (f) of the Local Government Board Act, 1888 (51 & 52 Vict., c. 41), in respect of each lunatic who is maintained in a lunatic asylum, should also be made applicable to the imbeciles and lunatics certified for treatment in workhouses and maintained therein at the cost of the ratepayers for whom no grant from imperial taxation is made."

I was then instructed to forward copy of this Resolution to the Royal Commission now sitting on the Poor Laws with a request that effect may be given to the same.—I beg to remain,

Yours faithfully, (Signed) E. H. MITCHELL. Clerk.

APPENDIX No. XCI.

SOLIHULL UNION.

Union Offices, Council House, Sparkhill, Near Birmingham. July 8th, 1907.

Sir,—I am instructed by my Board to forward for the information of the Royal Commission on the Poor Laws and Relief of Distress the accompanying Returns of Male Casuals relieved in this Union for the half-years ended October 1st, 1906, and March 25th, 1907, respectively, and to call attention to the large proportion noted as having served in the Army.

I am at the same time to state that in the opinion of my Board, as local ratepayers have to support a large number of casuals relieved who are not connected with the district the whole cost of relieving Casuals should be made a National charge and that the adoption of Labour Colonies for Casuals would be cheaper from a National point of view than the present system of maintaining them.—I am, Sir,

> Your obedient Servant, (Signed) Fras. L. Thompson, Clerk to the Guardians.

The Secretary,

Royal Commission on the Poor Laws and Relief of Distress.

68, Victoria Street, Westminster, London, S.W.

SOLIHULL UNION.

RETURN OF MALE CASUALS RELIEVED, FOR THE HALF-YEAR ENDING OCTOBER 1st, 1906.

		Ages.				OCCUPATION.			8	ARMY			
16 to 35.	35 to 45.	45 to 55.	Over 55.	TOTAL.	Skilled Labourers.	General Labourers.	Other Occupa- tions.	TOTAL.	7 years.	12 years.	21 years	TOTAL	PEN- SIONERS.
645	860	884	1262	3651	1227	2242	*182	3651	83	145	63	291	Nil.
-	Percer	itage.				Percentage.				Percer	itage.	of total	
17:7	23.5	24 2	34-6		33-6	61:4	5.0	200	8-0 of	Total M	ale Casu	als.	

*Includes :-

1 Grocer.

1 Draper.

Printed by order of the Board of Guardians.

FRANCIS LADBURY THOMPSON, Clerk to the Guardians.

Solmull, January 1st, 1907.

SOLIHULL UNION.

RETURN OF MALE CASUALS RELIEVED, FOR THE HALF-YEAR ENDING MARCH 25th, 1907.

		Ages.	site on		Oce	CUPATION.			8		ARMY		
16 to 35.	35 to 45.	45 to 55.	Over 55.	TOTAL	Skilled Labourers.	General Labourers.	Other Occupa- tions.	TOTAL.	7 years.	12 years.	21 years.	TOTAL.	PEN- SIONERS.
675	956	900	1018	3549	1007	2400	*142	3549	151	137	52	340	Nil.
	Percer	itage			a polyti	Percentage.	District	real el	Up lie	Percer	itage.		
19-0	26 9	25.4	287		28-4	67-6	4.0		,9	6 of Tot	al Casus	ls	

*Includes :-

Grocer.

Draper.

Optician.

Corresponding period, 1906 Total as above - 3549

1354

Printed by order of the Board of Guardians.

FRANCIS LADBURY THOMPSON, Clerk to the Guardians.

Solfiell, April 23rd, 1907.

APPENDIX No. XCII.

SOUTHWARK UNION RESOLUTION. RE ABLE-BODIED.

2nd March, 1906.

Sta,-After lengthy consideration of the matter the Guardians have come to the conclusion it would be a distinct advantage if they had compulsory powers to send able-bodied men chargeable in their workhouses, to labour

colonies, and they have directed me to ask the Poor Law Commission to take such steps as may be necessary to ensure the Guardians being granted such powers accordingly.

> I am, Sir, Your obedient Servant, (Signed) HOWARD C. JONES. Clerk.

APPENDIX No. XCIII.

SOUTHWARK UNION RESOLUTION.

Re Law relating to Removals between LONDON UNIONS AND PARISHES.

June 23rd, 1906.

SIE,-The Guardians have had a Return prepared, with reference to the numbers and cost of removals and adjudi-cations to and from this Union during the past 5 years and after going into the matter very fully, they directed me to send you the accompanying copy thereof with an expression of their opinion that an alteration in the law relating to removals between London Unions and Parishes, should be made.

They trust the Commission will give the matter their consideration.-I am, Sir,

Your obedient Servant, (Signed) HOWARD C. JONES. Clerk.

SOUTHWARK UNION, LONDON.

RETURN SHOWING THE NUMBER OF CASES DEALT WITH BY THE INQUIRY AND REMOVAL OFFICER DURING THE FIVE YEARS ENDED LADY-DAY 1906, AS WELL AS THE NUMBER OF INQUIRIES AND THE COST OF SAME, AND THE NUMBER AND COST OF REMOVALS TO AND FROM THE UNION DURING THE SAME PERIOD.

Number of Cases dealt by the Removal Officer during years ended Lady- Day:—	Settlement and Removal Expenses divided as follows:— (a) Within the Metropolitan Area. (b) Outside the Metropolitan Area.	Metropolitan	Amount received from (a) Metropolitan Unions and Parishes. (b) Unions and Parishes outside Metropolitan Area.	Number of Removal and Ad- judication Orders made upon this Union and enquired into.	Number of Persons removed and adjudicated under Orders made upon this Union. (a) From Metropolitan Area. (b) Outside Metropolitan Area.	Amount paid as follows: (a) To Metropolitan Unions and Parishes. (b) To Unions and Parishes outside Metropolitan Area.
1902 1115	£ s. d. £ s. d. (a) 54 2 1½ (b) 65 18 7 ————————————————————————————————————	(a) 132 (b) 30 —— 162(c)	£ s. d. £ s. d. (a) 278 13 9 - (b) 104 1 6 - 382 15 3	144	(a) 112 (b) 13 ——125	£ s. d. £ s. d. (a) 362 0 4 (b) 81 0 4
3903 1140	(a) 63 10 4½ (b) 49 10 10½ ————————————————————————————————————	(a) 197 (b) 32 ——229	(a) 395 9 10 (b) 183 17 8 579 7 6	141	(a) 108 (b) 11 ——119	$ \begin{array}{c} (a) \ 281 0 2 \\ (b) 47 \ 11 9 \\ \hline \qquad \qquad 328 \ 11 \ 11 \\ \end{array} $
1904 1214	(a) 56 5 4½ (b) 49 14 4 105 19 8½	(a) 258 (b) 19 —— 277(d)	(a) 369 0 0 (b) 77 14 2 ————————————————————————————————————	211	(a) 180 (b) 24 ——204	$ \begin{array}{c} (a) \ 469 \ 14 & 2 \\ (b) \ 141 \ 15 \ 10 \\ \hline \end{array} \qquad \begin{array}{c} 611 \ 10 & 0 \\ \end{array} $
1905	(a) 46 11 6 (b) 32 19 9 79 11 3	(a) 235 (b) 18 —— 253(c)	(a) 258 0 11 (b) 43 1 4 301 2 3	210	(a) 185 (b) 15 ——200	(a) 420 18 9 (b) 99 11 8 ——————————————————————————————————
1906 1202	(a) 44 1 0 (b) 38 9 4½ 82 10 4	(a) 125 (b) 16 ————————————————————————————————————	(a) 236 1 0 (b) 49 15 1 ——————————————————————————————————	229	(a) 190 (b) 23 ——213	(a) 461 13 3 (b) 72 4 6

to Scotland and 1 to Ireland.

to Ireland.

20th June, 1906.

APPENDIX No. XCIV.

SOUTHWARK UNION, LONDON.

Offices, John Street West, Blackfriars Road, S.E. June 5th, 1908.

SIR,—I am desired by the Guardians to send herewith for the information of the Commissioners, copy of a letter they have addressed to the Local Government Board, in reply to one received enclosing copy petition from certain inmates of their St. George's Workhouse complaining as to their leave.—I am, Sir,

> Your obedient Servant, (Signed) H. C. Jones. Clerk.

The Secretary, Poor Law Commission, Scotland House.

SOUTHWARK UNION, LONDON.

Offices, John Street West, Blackfriars Road, S.E. June 4th, 1908.

Sir,-Adverting to your letter of the 14th ultimo, No. 55233A 1908, enclosing copy petition from W. Smith and other inmates from St. George's Workhouse, Mint Street, Borough, the Guardians desire to call your earnest attention to the state of things prevailing at the Workhouse. In spite of leave of absence granted frequently and continuously to men with families chargeable there are at present (summer time) a great many young vigorous men who ought to be out at work and maintaining their families. From the figures hereafter quoted, the Guardians doubt whether the privilege as to leave has had a beneficial result. It will be seen that the men returning to the Workhouse and those absconding, represent a greater percentage to those who found work. Further in regard to some of the men the Guardians cannot but observe that there is a spirit amongst them which it is feared at any time might break out into open mutiny. A short time ago the porter at the Workhouse was nearly killed in the street through a sudden attack made upon him, doubtless by someone who had been an inmate, and at the last meeting of the Committee another man was not only rude to them, but in their opinion refractory. But the magistrate before whom he was charged dismissed him with a caution. This man on being refused further leave that day defiantly said he would get it somehow.

Under these circumstances the Guardians feel compelled to request your Board to take steps to provide some remedy and they suggest that Labour Colonies or a Workhouse Test House should be provided for the class of men referred to, who, in their opinion, are lazy and quite satisfied if they can only get leave out of the Workhouse without their families. A very great loss has been felt since the abolition of the Test Workhouse at Notting Hill and the Guardians have been placed at a further disadvantage in consequence of the Church Army having been unable to receive inmates for a considerable time. The Board are aware the Workhouse is antiquated and it is extremely difficult to maintain proper discipline when it is overcrowded or even full up to its number.

A return recently prepared with regard to men allowed out of the workhouse to seek work presents the following figures.

> Number of men allowed to leave, 111. Children chargeable whilst parents on leave, 358. Leave granted, 1 man, 7 months.

	Manage of the			
**	11	1 ,,	11 .,	0
**	113	2 men	over 120	days
	11	1 man	90	15
**		4 men	70	-
**	***	5	60	**
**	- "	6 ,,	50	
**		16 .,	40	-
**	**	13 .,	30	22
77	***	22 ,,	20	13
		40	20	

RESULTS OF LEAVE GRANTED.

40 men removed families, taking 138 children. 49 returned to House, involving 152 children. 13 absconded, involving 44 children.

102

Rest-9-still on leave, involving 24 children.

The Guardians would be glad if your Board would give an early consideration to this matter.—I, am Sir,

> Your obedient Servant, (Signed) Howard C Jones. Clerk.

The Secretary, Local Government Board.

APPENDIX No. XCV.

WANDSWORTH UNION.

Board Room and Offices, St. John's Hill, Wandsworth, S.W. February 16th, 1907.

SIR,—I am directed by the Guardians of this Union to bring to the notice of the Royal Commission on Poor Laws the difficulty experienced by them with regard to children admitted with their parents to the workhouse.

children admitted with their parents to the workhouse.

From the copy of a letter (see Appendix No. XCV (A)) addressed to the Local Government Board, you will see that immediately children are sent to the district schools at Anerley, the parents decide to take their discharge and the consequence is the children have to be sent for and brought back to the intermediate schools to be handed over to their parents.

In the reply from the Local Government Board (see Appendix No. XCV (B)) it is stated that the Board are not aware of any condition which can be imposed on inmates handing in their notice of discharge.

It is true that where inmates frequently discharge themselves without any intention of remaining outside, the Guardians are empowered by the Poor Law Act of 1899, to pass a Resolution requiring inmates to give 168 hours notice of intention to take their discharge, but the Act hardly deals with the cases referred to, as they can immediately on admission, give in their discharge and consequently go out every week. The Guardians trust that the Royal Commission will take the matter into their consideration with a view of assisting the Guardians to more effectually deal with such cases.—I am, Sir,

> Your obedient Servant, (Signed) F. W. PIPER, Clerk.

The Secretary.

Royal Commission on Poor Laws and Relief of Distress, Victoria Street, S.W.

APPENDIX No. XCV (A)
WANDSWORTH UNION.
Board Room and Offices,
St. John's Hill,
Wandsworth, S.W.
December 7th, 1906.

Sir,—I am directed to transmit to the Local Government Board the following extract from the report of a committee which has been adopted by the Guardians, viz.:—

INTERMEDIATE SCHOOLS.

"That attention was drawn to the number of children sent to the district schools who, immediately after admission, have to be brought back to the intermediate schools to be discharged to their parents.

APPENDIX No. XCV.—Continued,

"Upon the last admission day, a child, who had been resident in the intermediate school for over a month, and therefore could hardly be clased as one of the 'ins-and-outs,' was sent to Anerley, but before the officer had left the school, a telephone message was received, stating that the parent was taking her discharge, and the child must be brought back.

"It would almost appear, on the face of it, that certain parents, the moment their children are sent to Anerley, decide to take their discharge and then return to the workhouse, the same evening, so that their children shall remain at the intermediate school.

"In view of the expense incurred in taking and bringing back children from the district schools your Committee are of opinion something should be done to put a stop to this.

At the present time, all the Guardians can do is to require the parents to give 168 hours notice of intention to take their discharge, and as many give notice immediately upon admission, it allows inmates to go out every week.

Your Committee accordingly recommend: That the Local Government Board be asked to advise the Guardians as to what steps can be taken to deal with the cases which are so frequently in and out.

From a Return prepared by the matron it would appear that during the last twelve months 422 children were sent to school and 310 brought back, to be discharged to parents, etc., at a cost of £58 1s. 2d., and the Guardians feel that it is simply useless to try and educate children when parents have the power to claim them the moment they are sent to the district school, and they would be

glad if the Board would advise them of the best way of dealing with the difficulty.-I am, Sir,

Your obedient Servant, (Signed) F. W. PIPER, Clerk.

The Secretary.

Local Government Board, Whitehall, S.W.

APPENDIX XCV. (B).

Local Govern nent Board, Whitehall, S.W. February 4th, 1907.

SIR, - I am directed by the Local Government Board to advert to your letter of December 7th last, with reference to the number of children sent by the Guardians of the Wandsworth Union to the district schools who, immediately after admission, have to be brought back to the intermediate schools to be discharged to their parents.

The Board direct me to state that they appreciate the difficulty which the Guardians experience in dealing with these cases, but they are not aware of any authority for imposing any condition upon the claim of a pauper for his discharge if he has complied with the provisions of the Pauper Inmates Discharge and Regulation Act, 1871, as extended by Section 4 of the Poor Law Act, 1899.

I am to add that it is of course open to the Guardians to bring the facts under the notice of the Royal Commission on the Poor Laws.-I am, Sir,

Your obedient Servant,

(Signed) H. C. Monbo, Assistant Secretary.

The Clerk to the Guardians of the Wandsworth Union.

APPENDIX No. XCVI.

WANDSWORTH UNION. Board Room and Offices, St. John's Hill, Wandsworth, S.W., 4th February, 1908.

Sig,-I am directed by the Guardians of this Union to transmit to you copy of a report made by a committee after a call-over of the inmates of the workhouse. (See Appendix No. XCVI. (A)).

I am also to send extracts from reports of committees with regard to:-

(b) Charles Dickens, who had been in and out of the workhouse for years; the Guardians decided to accommodate him in the casual ward, and the result is that after two admissions to those wards he took himself off and has not been seen or heard of since. (See Appendix No. XCVI. (B)).

The same report also shows the effect of dealing with the men who will not leave the workhouse and seek work.

(c) John Thomas Robinson, another of the class who make the workhouse a home except when they go out for a drunken bout, was also accommodated in the casual wards, and the report shows how the able-bodied loafer, when the pressure is put on, can manage without troubling the Guardians. (See Appendix No.

XCVI. (C)).

It was thought that the information might be of use to the Commission.

Yours faithfully, F. W. PIPER, Clerk.

The Secretary,

Royal Commission on Poor Laws, Scotland House, Embankment, S.W.

APPENDIX No. XCVI. (A).
REPORT of Committee appointed to make a "Call-over" of the Inmates of the Workhouse.

Reporting—

(1) That your Committee have held eleven meetings, which usually lasted from 2 to 7 p.m., and interviewed

915 inmates, and the following particulars are furnished for the information of the Board:—

Between	thes	ages o	f-			Males.	Females.	Totals.
20 and 30 -	-		-			12	32	44
31 ., 40 -		-	-	-		35	36	71
41 ,, 50 -				-		56	30	86
51 , 60 -	181	*				115	28	143
Totals		*			4	218	126	344
61 and 70 ·	-				-	319	58	377
71 ,, 80 .	1				-	123	48	171
81 ,, 90 -	-	1			-	13	9	99
90 upwards -	15					1	-	1
Tetals	-					456	115	571
Summary -	114		1120	-		218	126	344
Ditto -	100	-				456	115	571

APPENDIX No. XCVI. (A.)-Continued.

(b.) STATEMENT SHOWING THE OCCUPATIONS OF MALE INMATES, TOGETHER WITH A RETURN AS TO THOSE Working at their particular Trades.

TRADES.		Number of Men under	15	Emplo	nber oyed at Trade khouse.	Emple	mber oyed at work.		ot loyed ail.
	60.	60.		Over 60.	Under 60.	Over 60.	Under 60.	Over 60,	Under 60.
Advertising Canvasser · · ·	1	-	1	-	-	-		- 1-	194.41
Artist	1	-	1		-	-		1	-34
Bookseller		1	1	-	-	-			1
Brassfounder	1	1	1	-	-	-	-	1	-
Bus-driver	-	1	1	-		-	1	e =34	-
Blind-maker.	1	1	2	-	-	-	- 1	- 1	11 -01
Boxing Teacher · · · ·	1	-	1	-	-	1	-	-	
Butcher's Assistant	1	-	1	-	-	- 1	-		-
Bookbinder	1	-	1_	-	-	1		-	- 1
Butler · . · · · ·	4	-	4	-	**	- 4			
Brickleyer · · · · ·	16	7	23	4	3	- 11	3	1	1
Builder	1	2	1	-	-	1	-	-0	- 1
Boiler-maker · · · · ·	2	-	2		-	2		-	201
Blacksmith	6	4	10	1	-	3	- 4	- 2	- 1
Baker - · · · · ·	6	8	14	2	2	4	5	-	1
Carpenter	34	12	46	8	1	18	10	. 8 -	1
Clerk · · · · · ·	9	10	19	-1	-	8	9	1	1
Cowman	1	-	1	-	-	- 1	-	12	-
Cheesemonger · · · · ·	1		1-	-	-	- 1			-
Carman · · · · · ·	9	11	20	-	-	- 7	9	2	2
Clothier	3	-	3	-	-	- 3			-
Compositor	2_	2	4	-1	-	- 2	- 2		-
Cab-driver · · · ·	3		3	-	-	- 3			-
Coachman	4	-	4	-	-	4	_	12	-
Coach maker	2	-	2	-	-	2		50. 1	-
Cabinet Maker	2	-	2	-	-	- 1	2	1	-
Coppersmith	1 -	-	1		-	1	- 4 -		-
Cutter (Tailor's)	. 1.	1	2	-	_	-	- 1-	- 1	-
Candle-maker	1 -	2	3		_	-	2 -	- 1	2 4
Chemist	133	1	1	-	-	_	- 1	-	
Cook	-	1	1	-	-		- 1-		_
Draper	3	1	4	_	-	3	- 1-	-	-
Decorator (Gilder)	3_	_	3		_	2		- 1	gary
Dyer		1	1	_	-	-	- 1 -	-	_
Dentist · · · · ·		1	1			_	. 1-		-
Draughtsman · · · · · ·		1	i		_		1		
Engineer		5	7	-	1	2	- 3 -	1-	1
Engine-driver.		1	6		-	4		1	1
Engraver		1	1				1 -	100	
Carried ferward .									
429 — App. XI						-	-	-	0

APPENDIX No. XCVI. (A.)-Continued.

(b) Statement showing the Occupations of Male Inmates, &c .- continued.

TRADE	es.			Number of Men over	Number of Men under	Totals.	Emplo own '	nber oved at Frade khouse.	Nun Emplo other	nber yed at work.	Not En	ployed all.
				60.	60.		over 60.	under 60.	over 60.	under 60.	over 60.	under 60.
Brou	ght fo	orward										
Fitter	. '		-	2	-	2	-	-	2	-	- 1	-
Firework-maker -				1	-	1	-	-	1	-	-	-
Fitter (Gas)				1	3	4	-	-	1	3	-	1000-014
Fitter (Hot water) -			-	1	-	1	-	-	1	-	2	-
Fishmonger · ·				1	-	1	-	-	-	-	1	-
Fish Frier				1	-	1	-	(8)	1	-	-	-
Glass-cutter				2	2	2	-	-	2	-	-	-
Gardener				15	1	16	4	-	6	1	5	-
Greengrocer				3	-	3	-	-	2	-	- 1	- 1
Grocer				1	-	1	-	-	1	-		-
Grocer's Assistant .			-	-	1	1	211	-	-	1	-	-
General Dealer			100	1	121	1	-	25	1	-		NO DEE
Goldsmith			-	-	1	1	-	-	-	-	2	1
Handyman			-	3	1	4	-	-	1	-	2	1
Hammerman · ·				3	1	4	-	-	2	1	1 -	-
Hawker · · ·				7	2	9	- 1	-	7	1	-	1
Horse-keeper · ·				1	1	2	-	-	1	1	-	-
Harness-maker -				1	-	1	-	-	1	-		-
Hairdresser - ·				1	-	1	-	-	1	-	-	-
Insurance Agent .				1		1	-8	-	1	-	-	-
Iron Turner · ·				- 1	-	1-	1	-	-	-		-
Joiner			-	1	-	1	-	-	-	-	1	-
Labourer · · ·				158	82	240	21	17	115	64	22	1
Lath-render			-	1	-	1	-	-	1	-	-	
Lather • • •			-	1	-	1	-	-	1	-	-	-
Librarian's Assistant				1	-	1	-	-	1	-	20	-
Laundryman - •				-	1	1	-	-	-	-	-	1
Millhand				1	-	1	-	-	1	-	-	~
Messenger				1	-	1	- 1	-	1	-	-	-
Musician				1	-	1	-	-	1	-	-	-
Millwright				1	-	1	-	-	1	-	-	-
Machinist	*			-	1	1	-	-	-	1	-	-
Miner				1	-	- 1	-	-	-	-	1	-
Milk-seller				-	1	1.	-	-	-	1	-	-
Ostler	* 1			3	-	3	-	-	3	-	-	-
Oil and Colourman				1	-	1	=	-	-		1	-
Organ-grinder				-	1	1	-	-	-	-	-	1
Ogan Pipe-maker -				-	1	1	- 0	-	-	1	-	-
Painter - · ·	-			26	16	42	6	6	16	9	4	1
Plumber	*			4	-	4	1	-	2	-	1	-
Carrie	d forv	vard -										

APPENDIX No. XCVI. (A).-Continued.

(b) Statement showing the Occupation of Male Inmates, &c.-continued.

TRADES.	of Men over	Number of Men under	Totals.	Emplo	mber oved at Trade khouse.	Nus Emplo other	mber yed at Work.	Not En	nployed all.
	60.	60.		Over 60.	Under 60.	Over 60,	Under 60,	Over 60.	Under 60.
Brought forward .					100		out this part	m	
Porter (Shop) - · · · · ·	1	1	2	-	-	1	1	- 1	-
Porter (Kitchen)	-	1	1	-	-	-	1	-	Simp = Specif
Porter (Coal)	1	- 1	1	-	-	1	-	-	11127011
Porter (Corn)		1	1	-	-		1	-	- to Four!
Porter (Furniture)	-	1	1	-	-	-	1	-	-10/
Porter (Railway) · · · · ·	1	2	3	-	-	-	2	1	-
Potman	1	1	2	-	-	1	1	-	-
Portmanteau-maker	3	-	3	-	-	. 1	-	2	-
Photographer	1	-	1	-	-	1	**	-	-
Plasterer	9	5	14	-	. 1	9	4	-	-
Paperhanger · · · · ·	1	1	2	-	-	1	1	-	-
Publican (ex)	1	-	1		0.0200	1	-	-	-
Policeman (ex)	1	-	1	-	-	1	-	-	-
Platelayer	1	1	2	-	-	1	1	-	-
Packer	1	1	2	-		-	1	1	-
Roadsweeper	1	-	1	-	-	1	-	-	
Railwayman (Lampman)	-	1	1	-	-	-	-	-	1
Stonemason · · · · ·	12	-	12	1	-	9	-	2	-
Scaffolder	3	1	4	-	-	3	1	-	-
Shoemaker	8	2	10	4	1	1	1	3	Col Topics
Servant	4	-	4	-	-	4	-	-	
Shoeblack · · · · ·	1	1	2	-	-	1	-	-	1
Schoolmaster · · · · ·	1	1	2	-	-	- 1	1	2	e recent
Sweep · · · · · ·	1	-	1	-	-	1	-	-	-
Silkweaver	1	-	1	-	-	1	-	-	1
Stone-polisher · · · · ·	2	-	2	-	-	1	-	1	-
Slater · · · · · ·	1	-	1	-	-	1	-	-	- 121
Stoker · · · · · ·	1	4	5	-	-	1	3	2	To die
Sawyer · · · · · ·	1	-	1	-	-	1	-	=,	1-11
Ship's Steward	-	1	1	-	-	-	1	-2	. Altono
Sailor		1	1	-	-	-	-	-	1
Salesman (Wallpaper)	-	1	1	-	-	-	1	2.7	10 - 100
Tiaplate-worker · · · ·	1	-	1	-	-	-1	-	2.0	-
Traveller	2	-	2	-	-	1	-	1	-
Tailor · · · · · ·	2	-	2	2	-	-	-	-	-
Upholsterer	1	1	2	-	-	-	1	1	-
Valet	1	1	2		-	1	1	-	-
Watchman · · · · ·	2	-	2	-	-	2	-	₩.	123 30
Window-cleaner · · · · ·	1	-	1		-	1	-	2	100
Woodchopper - · · · · ·	3	-	3	2	-		-	1	
Carried forward .		-		11	-			-	-
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APPENDIX No. XCVI. (A),-Continued.

(b) Statements showing the Gccupations of Male Inmater, &c .- continued.

т	TRADES.						Number of Men	Totals.	Emple	mber byed at Trade rkhouse.	Emplo	mber oyed at work.	Not Er	mployed all.
						60.	under 60.		over 60.	under 60.	over 60.	under 60.	over 60.	under 60.
	Brou	ght fe	rwar	1 -							or harm			
Wheelwright .				-	-	2	-	2	-		2	-	-	-
Warehouseman				-	-	2	-	2	-	5-4	- 2	-	(234)	11120
Waterman .			2	20		2	-	2	_	-	2	-2 1	-	11 =
Woodcarver .						1	-	1	-	-	- 1-		-	-
Waiter	-					1	1	2	-	-	- 1	1	7-1	1
		To	TALS			456	218	674	57	32	323	166	76	20
									8	9	- 41	89	9	6
											67	4		

(e) STATEMENT SHOWING THE OCCUPATIONS OF FEMALE INNATES, WITH A RETURN AS TO THOSE WORKING AT THEIR PARTICULAR TRADES, &c.

	TRADES.					Number of Women over	Number of Women under		Empl own	mber oyed at Trade rkhouse.	Empl	mber oyed at work.	Not E	mployed all.		
								60.	60.		over 60.	under 60.	over 60.	under 60.	over 60.	under 60.
vii								5	5	10	-	- 1	4	2	1	3
Bonnet make	r						-	-	1	1	-	-	-	-	-	1
čeok -					*		*	5	8	13	-	-	3	6	2	2
haring -								21	36	57	-	21	10	13	11	2
igar maker				-	-	193		-	1	1		-	-	-	-	1
)re-smaker	-				-		-	4	2	6	3	-		1	1	_ 1
actory hand	-							-//	1	1	-	-		1	5	- 50
Governess					23			1	-	1	-	-	1	-	-	une.
lawker -								-	2	2	325			2	-	-
Iousekeeper								9	-	9	-	-	. 7	-	2	-
roner -				ž.				2	2	4	-			.1	. 2	1
aundry -						3	4	29	28	57	4	_ 17 _	.13	. 8	. 12	3
Iachinist								1	3	4	-			.3	. 1	
Iusic Teache	r						-	1	-	1	-		. 1	7	-	-
fantle make	r							1	-	1	1			7	-	- 170
iurse -							-	7	1	8	-	-	2	_1	. 5	-
Seedlewoman				-				9	4	13	7	-	-	2	2	
hop Assistar	ıt				-	-		2	1	3	-	-	. 2	-	-	1
ervant -						18	-	16	30	46	1	12	_11	10	. 4	. 8.
ailoress -							-	-	1	1	-	-	-	1	-	
Veaving -						*		1	-	1	-	-	-	-	1	-
Vignaker						.*		1	-	1	-	-	-	=	. 1	-
		Tota	als			0.4		115	126	241	16	50	54	51	45	25

APPENDIX No. XCVI. (A) -Continued.

(d) STATEMENT SHOWING THE LENGTH OF TIME SINCE PERSONS FIRST BECAME CHARGEABLE.

L	ength o	ft'me C	harg	gealle			Men over 60	Men under 60.	Tetal Number of Men.	Women over 60.	Women under 60.	Total Number of Women.	Grand Total.
Under 1 y	ear				-		88	51	139	20	44	64	203
Over 1 yes	ar and u	inder 2 y	ears		-		57	35	92	10	11	21	113
. 2	. "	3					51	36	90	15	11	26	116
" 3		4			60	1	66	22	88	13	9	22	110
,, 4		5					37	9	46	8	. 8	16	62
,, 5		6	**				31	6	37	7	13	20	57
,, 6		7	17				25	8	33	7	5	12	45
,, 7		8	100			*	19	10	23	3	1	4	33
" 8	33	9					18	7	25	4	4	8	33
,, 9	"	10	**				13	10	23	3	4	7	30
,, 19	10	11	**		14.0		22	7	29	9	2	11	40
,, 11		12			-	-	3	2	5	-	2	2	7
,, 12	33	13	10				5	4	9	6	5	11	20
,, 13		14	10			4	1	2	3	2	-	2	5
, 14	,,	15	11	2			5	1	6	2	1	3	9
,, 15		16	19				1	-	1	2	1	3	4
,, 16		17	10	-			1	1	2	2	1	3	5
,, 17	,,	18	11		-		1	3	4	-	-		4
,, 18	**	19	11			4	2	1	3	-	1	1	4
,, 19		20	91		(*)		2	1	3	-	-	-	3
" 20 yes	Ars -						5	2	7	2	3	5	12
	-	Totals					456	218	674	115	126	241	915

(This return shows, with regard to the persons interviewed, the periods during which such persons have been chargeable, from the date of their first entry into the workhouse; but it must be borne in mind that, although a person may have first entered the workhouse ten or fifteen years ago and is now chargeable, it does not necessarily follow that such person has been continuously chargeable, as the inmate may have only come in during the winter months, or have kept out for a year or so before returning.)

(e) Statement showing the number of able-bodied . inmates under 50 years of age :-

MILA.	
With wife and family chargeable -	19
With wife only chargeable	2
With children only chargeable -	15
With wife and family outside -	2
Single, or widowers without children	12
	- 50

				-
Women.				
Married, with children chargeal	le-	-hus-	1	
Married, deserted, or living apart, band in prison, etc., with	or chi	hus- ldren		
chargeable	-	-	12	
Widows, with children chargeable	le		13	
Widows, without children -	-		4	
Single, with children chargeable			16	
Single, without children -			7	
				53

(2) That, of the 915 inmates interviewed, your Committee adjourned for further consideration the cases of 56 men and 32 women—88, where the replies to questions were deemed to be unsatisfactory.

In a large number of these cases there did not seem

to be any tangible reason why they were in the work-

house at all.

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Every conceivable excuse was made as to the reason

Every conceivable excuse was made as to the reason of becoming chargeable, but your Committee regret to say that the only opinion which could be formed, as the result of inquiries, was that many were in the workhouse simply through improvidence and drink.

Many admitted they had done no work for years; in fact, could not give the date or place where they last worked—many of this class were so reduced in physique on admission that they could not be classed as able-bodied, but with the regular diet and absence of intoxicating liquors they rapidly recovered; but, unfortunately for the worst classes, the conditions of the house appear to be conducive to their disinclination to shift for themselves.

Upon such cases again coming before the Committee

Upon such cases again coming before the Committee it was found that several inmates, who appeared to be quietly settling down for the remainder of their lives, had awoke to the fact that the Guardians were making investigations, and had taken their discharge; also several who had not been out for months had dis-charged themselves, but, failing to find work, had been re-admitted.

- (3) That your Committee impressed on some of the inmates that the workhouse was not a home of rest, and that it was their duty, should they fail to find work on the first occasion of going out, to try again and again until they succeeded.
- (4) That, with regard to the case of Reginald Kent, age 58, a single man, who has been chargeable off and on for about 12 years, the man stated he could obtain work if the Guardians would provide him with some

APPENDIX No. XCVI. (A),-Continued,

clothing and boots, and, by arrangement with the Master, this was done, and Kent took his discharge on a Thursday; but on the following Monday Kent called on Mr. Sullivan (Guardian) and the chairman of your Committee, for assistance, and he was then wearing some very old clothing. Upon being questioned by Lieut. E. A. Sanders, R.N., he could not satisfac-torily account for the disappearance of the decent clothing and boots given him when he left the workhouse four days previously, and it can only be sur-mised that he had sold or otherwise disposed of them, and was wearing his own clothing, which, by Kent's version, were too shabby to enable him to obtain employment.

The only gratifying feature in the case is that through the action of your Committee in providing Kent with assistance (which he appears not to have appreciated) he has ceased, since that date, to im-pose on the ratepayers of this Union.

(5) That in some cases the men stated they could get work if the Guardians would allow them out for a short time without their wives and children, and they

were instructed to make application in the usual manner to the Workhouse Committee.

The result of such applications is duly dealt with in the Report of the Workhouse Committee and Visiting Committee, submitted at last Board meeting.

- (6) That the clerk was directed, in several instances, to write to relatives of inmates who stated such relatives were in a position to assist them, but in most cases the relatives did not take the trouble to reply, and the only conclusion that can be come to is that the relatives did not want to have anything to do with
- (7) That your Committee were very much struck with the number of men who, when their wives died, seemed to lose all energy for work, and came into the workhouse; also the number who, when their wives refused to keep them any longer, and, as some openly expressed it, "the wife turned me out," came to settle

down in the house—in many cases drink and laziness were found to be the cause of the wives' action. Although the Chairman of the Committee pointed out to these men that work was better than idling, it is very doubtful if the good advice will have any per-

manent effect.

- (6) That your Committee, in interviewing all the inmates over sixty years of age, had in view the statements which are often made in public—that, were outdoor relief more judiciously given, the workhouses would not be so crowded. Each case was asked whether, "in the event of out-relief being granted, could you reside outside with children or relatives?" and, in the majority of cases, it appeared that outdoor relief could not be given for the following reasons:—
 - (a) Children had not accommodation for them.
 - (b) Could not agree with relatives.
 - (c) Could not stand the noise or worry of children or grandchildren.
 - (d) Would rather remain where they are.

The number of inmates over sixty years of age to whom the question was put was 571, and of this number only twenty-eight expressed a wish to be granted outdoor relief, and each case was advised to apply to the Relieving Officer of the district in which they proposed to reside, and the following table shows how the twenty-eight cases were dealt with :-

Number applying for and granted outdoor relief Number applying, but refused outdoor relief on account of unsatisfactory characters

Number who did not make any application

Your Committee feel that the foregoing is a com-Your Committee feel that the foregoing is a complete answer to those who appear to think that the Guardians' present policy is not a wise one. The above result, in your Committee's opinion, also tends towards the complete explosion of the theory, as appears to obtain in some quarters, that many persons who are now in the workhouse, could, with grants of outdoor relief, be able to reside outside.

(5) That sixteen cases were referred for enquiries

as to settlement, and it is hoped that several persons will cease to be chargeable to this Union through the reference.

- (10) That eighty-four cases, representing 196 sons, were referred to the collectors, and, although the enquiries are not yet completed, sons, who before did not contribute, have now to pay to the Guardians to the extent of 34s. per week.
- (11) That the Clerk was instructed to try and arrange with the Charity Organisation Society for the removal of a woman and three children to her home in Devonshire, as the Guardians are precluded from incurring any expense for this purpose,
- (12) That your Committee noticed a number of inmates who, though physically strong, were decidedly not very bright, and whilst they cannot be classed as able-bodied are not ill—some of these cases have been in the workhouse for periods from fifteen to twenty years or more—and the Medical Officer was requested to furnish a report on this subject.

The following is his report :-

"Included in the number of Inmates examined by the 'Call-over' Committee (between the ages of 16 and 60) were 29 Men and 13 Women who, by reason of defective intellect, have been for varying periods, and in many cases are likely to be for the rest of their lives, Inmates of the Workhouse.

"They are so-called 'border-cases,' not bad enough to be sent to an Imbecile or Lunatic Asylum, and yet lacking sufficient initiative and self-reliance to maintain themselves outside; at the same time, under constant supervision and direction, they are employed in cleaning and other domestic work in the House."

(Signed) A. E. DODSON, Medical Officer.

- (13) That your Committee were very pleased to find how few genuine able-bodied men had to enter the Workhouse; but this may be accounted for by the fact that, under the Unemployed Workmen Act, and the rules framed thereunder, work has been found for some who might otherwise have become chargeable, whilst the fact that applicants if they accept Poor Law Relief are precluded from benefiting under the Act is no doubt a great deterrent to the honest working man.
- (14) That with regard to the large number of men chargeable between 50 and 60 years of age, your Com-mittee can only attribute this to the operations of the Workmen's Compensation Act, as men with slight defects who have hitherto been in work for years cannot now obtain employment, as Employers generally will not take any risks.

Recommending

- (1) That a register be kept of all able-bodied Men and Women, such Register to show—
 - (a) Dates of Admissions and Discharges.
 - (b) Trade or occupation.
 - (c) How employed in Workhouse.
 - (d) Whether families chargeable.

(This will of course entail additional work in the Master's office.)

- (2) That a call-over of the able-bodied Inmates of the Workhouse be held Quarterly (in the same manner as the Committee with reference to Parents in District Schools, etc.), so that Inmates who, in the past, have quietly settled down in the Workhouse may be fre-quently brought before the Committee, with the view of inducing them to take their discharge and seek work.
- (3) That it be referred to the Workhouse Committee and Visiting Committee to appoint a Sub-Committee to make the quarterly call-over of the able-bodied

Further reporting-

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(1) That in the course of your Committee's enquiries as to persons working at their particular trades in the Workhouse, it was ascertained that the men working in the Gardens are allowed an extra allowance of tobacco because they work in the Gardens.

APPENDIX No. XCVI. (A).-Continued.

This appears to your Committee to be very unfair to the other Inmates, as with regard to the men selected for work in the Gardens, although perhaps good tradesmen, it is not considered by mason of character or other cause to be advisable for them to work in the shops; consequently, the reliable Inmate is worse off than the man who is sent to the Gardens.

By Article 112 of the General Order (Consolidated), the several classes of Inmates are to be employed

according to their capacity and ability, and no In-

mate shall receive any compensation for his labour.

Your Committee recommend—That the question be referred to the Workhouse Committee and Visiting Committee for consideration and report.

(2) That your Committee desire to express their appreciation of the interest taken and assistance rendered by the Officials in connection with the "Call-

APPENDIX No. XCVI. (B).

(19) That your Committee considered the letter from the Local Government Board, transmitting copy of a memorandum made by one of the Board's officers, after an interview with Charles Dickens, on 12th inst., viz. :-

"Charles Dickens complained that, suffering from an affection of the eyes, he was sent by the medical officer of the Garratt Lane Workhouse to the Moorfields Hospital, and that on his return to the workhouse on Saturday night (November 9th), although possessed of a relieving officer's order, he was refused admission by the gate porter, acting on the instructions of the master, and relegated to the casual wards. C. Dickens said something about a 'call-over' being given as the reason for the refusal to admit him. On his leaving the casual ward this morning he came here to report the matter to the Board.

The medical officer reported as follows:-

"Charles Dickens was first admitted to the workhouse in 1902. He had, some time before, lost the sight of one eye by accident, the other was normal. Being otherwise strong and healthy, he was sent to the test house at Kensington on every admission, until that institution was closed for able-bodied men.

"Since that, now about four years ago, Dickens has practically lived in the workhouse, and deter-

"On several occasions he has told me that if he could only get a glass eye he could get employ-ment, and these, to the number of six, have been supplied by the Guardians, but in spite of this he always returned to the workhouse within a very

short time.

"The statement that I sent him to Moorfields Hospital is absolutely untrue, the facts being as follows:—The labour master, as the best authority, tells me that Dickens anticipated that the 'Call-over' Committee would order him out of the workhouse, and so, on the morning of the 1st inst. he applied to me for spectacles. On questioning him he admitted that he did not require Ist inst. he applied to me for spectacles. On questioning him he admitted that he did not require them to do his work with, but said that years ago he had some from a hospital, and he would like another pair. As I did not consider them necessary, I told him he had better go outside and then he could go to any hospital he liked. He has been for some time under the seven days' detention order, and that morning he gave notice and left the house on the morning of the 8th inst. (If I had considered it necessary, or advised him to go to a hospital, I should have asked the master to discharge him on the 1st inst.

asked the master to discharge him on the 1st instance a matter of urgency.)

"When he next applied for admission, the Guardians' order' for Dickens to be sent to the casual ward had come into force, and he was duly directed there. He stayed there two nights, did his work, and did not complain or ask to see me. The superintendent says that at that time Dickens was not wearing speciales although he believes was not wearing spectacles, although he believes he had a pair with him.

"Since that he has not been seen, either at the workhouse or the casual ward."

Between 3rd December 1902, and 8th November, 1907, Dickens was admitted and discharged no less than 74 times.

On 31st October, 1907, Dickens appeared before your Committee upon a re-admission, and was unable to inform them when or where he last had a residence; all he could state was he had been "staying anywhere," and as Dickens seemed to regard the work-house as a resting place for the remainder of his days, the Committee felt that it was unfair to the ratepayers of this Union that a man who was to all intents a "wayfarer" and "wanderer," should be kept in comfort in the workhouse, and they decided that Dickens should be accommodated in the casual wards, which were obviously intended for the reception of destitute wayfarers and wanderers.

Your Committee recommend—That the foregoing be transmitted to the Local Government Board as the Guardians' observations on the memorandum for-

(20) That in connection with this matter your Committee think it might be of interest to the Board to know the result of accommodating homeless men who have evidently decided not to work for their living, but settle down in comfort in the workhouse—to the casual wards—and the following table shows the result, viz.:—

Name.	Age.	Date of Order for Transfer to Casual Ward.	Number of times Admitted.	Date of last admission.
Allert Lahaway	19	28 Mar. 1903		ed at smile
Henry McKuher	19	28 ,, ,,	3	13 Feb. 1906
James Merwick	20	31 ,, ,,		THE STATE OF THE S
Frederick	31	4 Jan. 1904		
Muttett Henry Highams	18	4 ,, ,,	6	2 Nov. 1905
Henry Jones -	32	22 July ,,	1	25 Oct. ,,
William	32	25 ,, ,,	8	27 June 1907
Rampton Albert Hedges -	29	25 ,, ,,	2	26 Nov,
Alfred Gannon	23	20 ,, ,,	9	10 ,, 1906:
Archur Bright -	24	28 ,, 1905	22	15 ,, 1907
Wi'liam Hen-	20	21 Sej t. 1906	2	28 Mar,
Alfred Allen	29	1 Oct. 1906	-	28 ,, ,,
Charles Smith -	35	1 ,, ,,	2	28 ,, ,,
George Bird -	25	31 Dec. ,,	4	5 ,, ,,
Charle	24	31 ,, ,,	1	
Chapman Walter	20	31 ,, ,,	-	
John Robinson	42	31 ,, ,,	5	14 Nov. "
Alfred Robinson	34	31 ,, ,,	-	
George Daveney	34	31 ,, ,	-	
Walter Sibley -	42	12 Jan. 1907	-	
Rebert Collins -	46	19 Jan. 1907		
Fanny Collins -	45	11 11	-	
William Stacey	43	25 Feb. "	-	

APPENDIX No. XCVI. (B).—Continued.

Name.	Age,	Date of Order for Transfer to Casual, Ward.	Number of times Admitted.	Date of last Admission.
Sidney Robins -	19	25 Feb. 1907		
Edward Cooper	53	11 11	3	8 Aug. 1907
Catchpole.	3.1			
John Harley -	38	2 Mar,	=	
James Wallis	43	7 11 12	- 3	
James McKay -	46	14 ,,, .,	-	
Frederick	32	16 ,, ,,	3	3 ,, ,,
Sexton	-			
Thomas Sharp .	53	31 July, ,,	7.	1
James Sandys -	44	11	1	23 ,, ,,
James William	47	16 Aug. ,,	-	
East.			-	
Joseph Gi'tenan	38	29 29		
John Snook	54		=.	
Christopher	28	21 Sep. ,,	1	8 Oct. ,,
Rolinson			No. of the	
Lewis Wilcock	35	25 ". "	1	25
Erne t J. Eccle				20 10 10
Frederick	48	28 Oct. ,,	100	
Brooks	19.3			no.
Henry Hopkin- Charles Dickens	32 45	11 5 "	2 1	28 ., ., 12 Nov
	26	11 Nov. ,,	2	91 Out
George Valance		30 Oct. ,,	2	0 V
Charles Bird	44	0 Van "	2	2 Nov. 11
Frederick Jame	26	2 Nov. ,,		
Edward Bayless	46	6 ,, ,,	18	
William Joinett Albert Case		9		
	35 49	30 Sept		29 Oct
George Martin -	43	29 Oct. "	1	
William Budd -	40	77 77	1	19 19

From the foregoing it will be seen that of the 43 cases ordered to be transferred, 26 did not go, but preferred to look for work, and have not been heard of since. Of the remainder, the number of admissions to the wards since are given:—

Men - - - - 8 5 3 1 1 1 1 1 1 Times admitted - - 1 2 3 4 5 6 8 9 22

thus showing that if the conditions under which these men are maintained are too comfortable there is no incentive to seek work, but the moment some of the comforts are withdrawn the effect is to make them dissatisfied, and they then think it is time they sought work.

Before your Committee decided upon this mode of dealing with the able-bodied habitual inmate, they ascertained that the system had been in force for some years at Islington Parish and other places in the Metropolis, had been found to be a great deterrent, and from the statement above it would appear that the system has been a great success in this Union, as many men who for years had regarded the workhouse as their home are not now chargeable.

It might be pointed out that the Guardians can, in the exercise of their discretion, order the discharge from the workhouse and refuse all other relief to any pauper whom they consider capable of supporting himself, but the Committee consider their method of dealing with the worthless able-bodied inmates to be far preferable.

Your Committee recommend—That the foregoing particulars be transmitted to the Local Government Board in connection with the case of Dickens.

APPENDIX No. XCVI. (C).

(17) That your Committee considered the letter from the Local Government Board, transmitting copy of a communication received from John T. Robinson, and asking to be furnished with the Guardians' observations, viz.:—

Sir,—I have been a resident in Putney all my life—42 years. Through illness and misfortunto I had to seek shelter in the workhouse. I was an inmate on and off for some time, and

I was an inmate on and off for some time, and at last I was told I should be accommodated in the casual ward. I think it very hard to be compelled to go to the casual ward, as I belong to one of the oldest boat-building families in Putney.

I obtained an order for the workhouse from our relieving officer, as I was queer, and the Master sent me to the casual ward, and would not let me see the doctor till the morning; when I saw him he ordered me medicine, and to sit in the cell all

day and do nothing.

The doctor knows that I am suffering from heart and liver complaint, chronic gastritis, rupture, and going blind in the right eye, and he makes a laughing stock of it to the Master. I came out of the casual ward on Sunday, eight weeks ago, and I was brought here by the police ambulance on the next day and reported dead.

This is the second time I have been served like this. I went to the magistrate and he told me to write to you.—Sir, I ask your advice on the subject, and would thank you to let me know what course to adopt.

I am, Sir, yours respectfully,

(Signed) JOHN THOMAS ROBINSON.

Lower Male Ward, Infirmary, New Wandsworth.

That with regard to this case the Medical Officer reported as follows:-

"John Robinson, aged 42 years, is one of three brothers who, until recently, had been in and out of the workhouse for years—in the case of two, Alfred and Frederick, deterrent task work, and eventually casual ward orders, have had the effect of keeping them outside for a considerable time past. "John Robinson was first admitted some fifteen years ago, and since that time has been an inmate on several hundred occasions, and, practically without exception, has always presented himself suffering from or recovering from the effects of drink. He would stay in the workhouse just sufficiently long to recover, and then, after a very short absence, would return in a disgusting condition.

absence, would return in a disgusting condition.

"His saturated state has naturally led to alcoholic gastritis and slight enlargement of his liver, and his statement that he now drops from alcoholic syncope is the natural sequence of events in such a case.

"He has been under treatment dozens of times for various conditions, symptoms due entirely to over-indulgence in drink and want of proper food when outside the workhouse.

Recently I have seen him on two occasions, as follows:—On October 18th, when I saw him in the casual ward, he was in his usual state of semi-intoxication, and complained of his gastritis—for this he was treated—on November 14th I again saw him in the casual ward, and he then showed me an order for the parish doctor, issued by the Relieving Officer of Putney. He asked particularly to be let out so as to be able to see Dr. Sheard, and at my suggestion the superintendent allowed him out at once, as he declined treatment in the casual wards.

"When I first knew him, soon after he left the Army, he was in a good, healthy condition and his present state is entirely due to years of drunkenness and dissipation.

As regards the allegation of being ridiculed before the Master, this is absolutely untrue, for the obvious reason that on no occasion is the Master present when I examine any inmate in the receiving or casual wards."

It would appear that during the past ten years Robinson, who has had no home for many years, was admitted and discharged no less than times, the only work he has ever been known to do is upon the occasion of regattas, etc., to dive off Putney Bridge for a shilling or so; in fact, the occasion he refers to in his letter as being brought to the infirmary on the police ambulance and reported dead

APPENDIX No. XCVI. (C).—Continued.

(October 21st, 1907) was after diving off the Bridge, and the nature of the complaint, as diagnosed by the infirmary medical staff, was "alcoholic gastritis"; he remained in the infirmary until November 6th, 1907.

He has no home, and is to all intents a vagrant.

On November 15th, 1907 (the date he declined to receive treatment at the casual ward), he appears to have gone to Putney and obtained an infirmary order, which certified him to be suffering from bronchitis, and he remained in the infirmary until December 7th

With regard to the last paragraph of Robinson's letter, in which he applies for advice, it has been pointed out to him, on numerous occasions, that it pointed out to him, on numerous occasions, that it would be more to his credit if he worked instead of ruining his constitution, but he evidently does not care for good advice, and wishes to use the workhouse as a resting place to recover from his drunken bouts.

It might be of interest to know that although the Guardians decided, on December 31st, 1906, he should be accommodated in the casual ward, he has only accepted such accommodation five times since that

date, the last being November 14th, 1907, thus show-ing he can, if he chooses, when some of the comforts of the workhouse are withdrawn, keep off the rates.

With regard to the brothers who were habitues of the workhouse, it is interesting to note that although Alfred was ordered to be accommodated in the casual ward on December 31st, 1906, and Christopher on September 21st 1907, the former has never since applied for admission, and the latter only once, and that on October 8th, 1907 thus showing that when pressure is put on the able-bodied loafer, he does not care to trouble the Guardians. care to trouble the Guardians.

As was previously pointed out, the Guardians can, in the exercise of their discretion, order the discharge from the workhouse, and refuse all other relief, to any pauper whom they consider capable of supporting himself, but the Committee consider their method of dealing with the worthless able-bodied inmates to be

far preferable.

Your Committee recommend—That the foregoing particulars be transmitted to the Local Government Board, as the observations of the Guardians.

APPENDIX No. XCVII.

WARMINSTER UNION.

Union Offices, Workhouse, Warminster, April 6th, 1908.

Subject: Proposed Repeal of Section 40 of THE ELEMENTARY EDUCATION ACT, 1876.

SIR,-I am instructed to forward for the information of the Poor Law Commission the following resolution of the Board of Guardians of the Warminster Union passed at their meeting on the 30th day of March last and to ask favourable consideration for same.

Resolved that in the opinion of this Board Section 40 of the Education Act, 1876, should be repealed as being unnecessary and inflicting the distinguishing brand of pauperism on children of parents in receipt of relief .-I am, Sir,

Yours obediently, (Signed) Fred. G. Bradbury. Clerk.

R. G. Duff, Esq.,

Secretary Royal Poor Law Commission. 68, Victoria Street, Westminster, S.W.

APPENDIX No. XCVIII.

WARMINSTER UNION.

To R. G. Duff, Esq., Secretary, Royal Commission on the Poor Laws and Relief of Distress.

Westminster, S.W.

Union Offices, Workhouse, Warminster, April 6th, 1908.

Subject: Non-settled Relief of Married Couples. Operation of 9 & 10 Vict., c. 66, Section 2, Over-riding Arts. 3 and 4 of the Outdoor Relief Pro-RIBITORY ORDER OF DECEMBER 21st, 1844.

Sir,—I am instructed by my Board to state the following facts relative to a case of relief in this Union.

On January 20th last, at the request of the Wilton Union, this Union granted George Crouch, age 78, and his wife, Ann, aged 65, relief in the Parish of Suttonberry in this Union, Wilton Union undertaking to repay the relief 5s. weekly given.

On February 25th, 1908, George Crouch died, and the fact was reported to Wilton Union, who at once replied stating the continued relief to Crouch's widow could not be paid by them as she was entitled to her widowhood and

was irremovable from this Union for twelve months, under 9 & 10 Viet., c. 66, Section 2.

On looking up the subject this is found to be good law, the Local Government Board having so decided as far back as 1846.

This Board, are therefore, penalized to the extent of twelve months relief to the widow for the privilege of obliging Wilton Union and benefiting the old couple for a period of five weeks.

A similar case is stated in Reg. v. East Stonehouse, 24 L.I.M.C. 121, and a decision of the L.G.B. July 29th, 1905, Colchester v. Bromley Union.

I am desired to ask your consideration of the case with a view to an alteration in the law relating thereto:

(1) With regard to the hardship involved to the

Union advancing the relief.

(2) With regard to the hardship to the old people who may be desirous of residing with their relatives as the Guardians on this case coming to their notice cannot see their way to advance any such relief in future.

> Yours faithfully, (Signed) FRED. G. BRADBURY, Clerk.

APPENDIX No. XCIX.

WEST BROMWICH.

June 17th, 1908.

Proposed Repeal of Section 40 of the Elementary Education Act, 1876.

SIR,-I am directed by the Guardians of the Poor of the West Bromwich Union to send you the enclosed print of a letter which they have addressed to all the Boards of Guardians in England and Wales together with the enclosures therein referred to and to ask you to please do all you can to prevent the repeal of Section 40 of the Elementary Education Act, 1876, and the compulsory discontinuance of the school card system in force in this Union.-I am, Sir,

Your obedient Servant, (Signed) H. WARD.

The Secretary,

Royal Commission on Poor Laws and Relief of Distress

68, Victoria Street, Westminster, S.W.

WEST BROMWICH.

May 23rd, 1908.

Proposed Repeal of Section 40 of the Elementary Education Act, 1876.

Dear Sir,—I am directed by the Guardians of the Poor of the West Bromwich Union to send you the enclosed print of their letter, of March 26th last, to the Guardians of the Poor of the Lewisham Union in reply to the letter which the Guardians of that Union sent in March to all the Boards of Guardians in England and Wales.

The Guardians of this Union respectfully ask your Board to please consider the enclosed copy of their letter to the Lewisham Board of Guardians, of March 26th last, and to inform the Board of Education, the Local Government Board, and Members of Parliament that in the interests of the children, Section 40 of the Elementary Education Act, 1876, should not be repealed, and that the giving of relief to the parents should continue to be conditional on their children attending school regularly, and that the School Card System in force in this and other Unions should be made obligatory so as to prevent children, whose parents are in receipt of relief, from being distinguished from other children. The system referred to has been in operation in this Union for very many years and also in many other Unions.

Yours faithfully,

(Signed) H. WARD.

The Clerk to the Guardians of the Poor of the Union.

COPY LETTER FROM THE GUARDIANS OF THE POOR OF THE WEST BROMWICH UNION TO THE GUARDIANS OF THE POOR OF THE LEWISHAM UNION.

West Bromwich, March 26th, 1968.

Dear Sir,—I submitted your letter of the 19th instant in which you ask the Guardians of this Union to support the action taken by the Lewisham Union in asking the Local Government Board and also the Members of Parliament representing the districts to use their influence with the view to Section 40 of the Eiementary Education Act, 1876, being repealed, to my Board as its last meeting, and was directed to inform you that my Board is of opinion that the use of school cards should, in the interests of the children, be continued. Several years ago a system was adopted in this Union to prevent children, whose parents were in receipt of relief, being distinguished from other children.

Under the old system the school cards were taken by the children to the school teachers to be marked, but this system was done away with some years ago and all the school cards have since been sent by post in an envelope by each relieving officer direct to the teacher for each school, together with a stamped addressed envelope to the relieving officer in which to return the cards. The school cards are marked by the teachers and sent back to the relieving officer by post.

Under this system the teachers only know which children are receiving relief and the children cannot suffer from "the stigma of pauperism." The Guardians have found that it has been of considerable help to them, in dealing with cases of relief, to have information as to whether children are attending school or whether they have been kept at home improperly, and the Education Authorities benefit by receiving better grants because these children attend school more regularly than many children whose parents are not in receipt of relief.

I enclose print of school card used in this Union and also pattern of envelopes,*

My Board trust that your Board will further consider the matter and modify their proposal in such a way as to provide that the giving of relief to the parent shall continue to be conditional on the children attending school regularly and that the school card system shall continue obligatory.

My Board will be glad to hear further from your Guardians.

Yours faithfully, (Signed) H. Ward.

H. C. Mott, Esq., Union Offices,

394, High Street, Lewisham, S.E.

* Not printed.

APPENDIX No. C.

WORCESTER UNION.

Worcester,

June 13th, 1908.

Sir,—My Board have had under consideration the question of testing the age of Applicants for Out-relief by obtaining a certified copy of the entry of the birth. The prescribed fee for a certificate of this nature is 3s. 7d. and the Guardians consider that certificates required for the purpose before mentioned should be supplied at a reduced sec.

I am accordingly directed to forward you the following copy of a resolution passed by them at their last meeting, viz:-- "That the Royal Commission on the Poor Laws be asked to consider the question of recommending legislation in order to lessen the expense of obtaining evidence as to the age of applicants for Out-relief, on the same lines as provided by the Factory and Workshop Act, 1901, in the case of certificates required for the purposes of that Act or connected with the employment of labour."—I am, Sir,

Your obedient Servant, (Signed) J. Gilson Sheild, Clerk.

The Secretary,

Royal Commission on the Poor Laws and Relief of

PART III. (B).

RESOLUTIONS RECEIVED FROM ASSOCIATIONS, SOCIETIES, &c.

APPENDIX No. CI.

THE ASSOCIATION OF POOR LAW UNIONS IN ENGLAND AND WALES.

5, King's Bench Walk, Temple, E.C. 23rd September, 1907.

SETTLEMENT OF ILLEGITIMATE CHILDREN.

SIR,—I am directed by my Executive Council to inform you that they have given careful consideration to the above subject in so far as the law thereon appears to be laid down by the decision of the House of Lords in Fulham v. Woolwich Union on June 4th, 1907. My Council are of opinion that it is desirable illegitimate children should in all cases while under 16 have and follow their mothers' settlements, and should not be capable of acquiring settlements apart from their mothers while under that age.

I am, Sir, Yours obediently, (Signed) Herbert Davey.

The Secretary.

Royal Commission on the Poor Laws and Relief of Distress, Victoria Street, S.W.

APPENDIX No. CII.

THE ASSOCIATION OF POOR LAW UNIONS IN ENGLAND AND WALES.

RESOLUTION BE MAINTENANCE OF POOR AND AGED PERSONS BY CHILDREN.

> 5, King's Bench Walk, Temple, E.C. 24th September, 1907.

Sib,—I am directed by my Executive Council to state that they have agreed to support the following Resolution upon the subject of the "Maintenance of poor and aged persons by their children."

"That aged people who are destitute of the necessaries of life, and whose circumstances therefore are such as to require relief for their sustenance and support, and who are by their own labour or other means unable to provide for themselves, should be permitted by the law to obtain before justices orders upon their children to maintain them, in the same manner as deserted wives are enabled to obtain such orders against their husbands; and that such aged people should not be compelled to have recourse to the Poor Law in order to make their children support them."

> I am, Sir, Your obedient Servant, (Signed) HERBERT DAVEY.

The Secretary,

Royal Commission on the Poor Laws and Relief of Distress,

Scotland House,

Victoria Embankment, S.W.

APPENDIX No. CHI.

THE ASSOCIATION OF POOR LAW UNIONS IN ENGLAND AND WALES.

5, King's Bench Walk, Temple, E.C. 20th January, 1908.

DETENTION OF "INS-AND-OUTS."

SIR,—I am desired by my Executive Council to inform you that they have had under consideration the subjectmatter of the following resolution which has been submitted to the Council for that purpose by one of the Boards subscribing to this Association:—

COPY RESOLUTION.

"That the Local Government Board be as provide for extending the period of deten Workhouses of: (a) Paupers of a class of 'I Outs,' who spend most of their time in the house, but frequently take their discharge return in a few days or weeks, cut of health a filthy condition; and (b) Partially weak-

women who go out of the house and return to it pregnant: the new power of detention to be exercised by the guardians under an order of justices for such a period, not exceeding twelve months, as the character of the pauper and the circumstances of the case would justify."

I am to state that my Council is of opinion that legislation in the direction suggested is desirable, and that power should be given to magistrates in open Court, upon the application of Boards of Guardians, to make orders for the detention of such paupers, for a period, say, of six months, with power to renew such orders from time to time.

> am, Sir, Your obedient Servant, (Signed) HERBERT DAVEY.

The Secretary,

Royal Commission on the Poor Laws and Relief of Distress.

Scotland House, Victoria Embankment, S.W.

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ASSOCIATION OF POOR LAW UNIONS IN ENGLAND AND WALES.

5, King's Bench Walk. Temple, E.C., 5th February, 1908.

MAINTENANCE OF METROPOLITAN PAUPER LUNATICS

Sir,—My Executive Council have considered a Report of the Local Government, Records and Museums Committee of the London County Council, together with Reports of the Asylums Committee and Finance Committee of such Council, upon the above mentioned subject, and on consideration of which the London County Council passed the following resotions on December 3rd, 1907:

(a) That, in the opinion of the Council:

(i.) The existing system of charging the cost of maintaining London pauper lunatics is compli-cated, cumbersome, and unsatisfactory.

(ii.) The cost of maintaining London pauper lunatics should be charged directly upon the Metropolitan Common Poor Fund, instead of first being charged upon individual Poor Law unions.

(iii.) The grant of 4s. a week for each pauper lunatic, payable by the Council to guardians, pur-suant to section 24 (2f) of the Local Government Act, 1888, should be paid into the Metropolitan Common Poor Fund, or be deducted from the cost of maintenance before such cost is charged upon the Metropolitan Common Poor Fund.

(iv.) The responsibility for maintaining all pauper lunatics belonging to unions in the County of London should be in the hands of the Asylums Committee of the Council.

(v.) The responsibility for ascertaining the settlement of pauper lunatics in the County of London, and obtaining adjudication orders, and of collecting contributions from estates and rela-tives of lunatics, should be transferred to the

(vi.) The charges made by some of the Boards of Guardians in connection with the certification and removal of pauper lunatics are excessive.

(b) That the foregoing resolutions be sent to the Royal Commission on the Poor Laws, with a request that evidence may be received from the Council with respect to the matters referred to therein.

My Council are emphatically of opinion that no ground exists for the implications in the Local Government Committee's Report of the withholding of information for official personal gain, and while admitting that the method of charging the cost of maintenance of Metropolitan pauper lunatics must necestenance of Metropolitan pauper lunatics must necessarily be complicated, are of opinion that the changes proposed would not tend to less complication, especi-ally having regard to the fact that the City of London is not included in the proposals of the London County Council.

My Council are of opinion that the London County Council and its Committees have unjustly disparaged the work done by the Boards of Guardians, and, heed-less of the enormous cost the suggested alterations would entail, made the recommendations set forth

In reference to the resolutions of the London County Council, Nos. 1, 2, and 3 may conveniently be considered together. So long as the union or parish is the area for Poor Law purposes, the total cost of Poor Law relief should be charged in the first instance to the area. The method of distribution suggested by the London County Council of the grant of 4s, per week is no improvement upon, and is but little different from that now in force.

As regards Resolution No. 4, although the London County Council seek power to have transferred to them the responsibility for maintaining all pauper lunatics chargeable in asylums to unions in the County of

London, no mention has been made of the very con-siderable number of aged and harmless lunatics now maintained in Poor Law institutions at a cost very maintained in Foor Law Institutions at a cost very much less than in London County Asylums. The experience of the past respecting the accommodation provided for lunatics by the London County Council cannot be regarded with satisfaction. For several years London Boards of Guardians, unable to obtain vacancies in the London County Asylums, have been forced to obtain the admission of their patients into private and Out-County Asylums in various parts of the kingdom at a great distance from their friends and relations, and at a great cost to the ratepayers, and relations, and at a great cost to the ratepayers, as much as two guineas per week being charged in some cases. Again, no mention is made as to the authority upon which the duty will fall of visiting quarterly the pauper lunatics not in an institution for lunatics, who at present are visited by the medical officer of the union or district in which the lunatic is visited. resident.

The visiting of patients in the asylums by members of Boards of Guardians is one of the most important items in the present administration. The patients are seen by responsible persons coming from the same locality to which they themselves belong, and who in very many cases are charged with personal mes-sages between such patients and their friends. My Council believe that the removal of this right to visit their patients from the guardians would of itself be a serious mistake.

As regards Resolution No. 5, my Council are not disposed to believe that the officers at present ap-pointed to carry out the various duties in regard to pauper lunatics in London could be better replaced by the officials of a Central Committee.

The removal of control in regard to questions of settlement and maintenance by relatives from the local areas to the centre would involve a revolution which would be more costly and troublesome than advantageous.

In order to carry on their present work in respect "private patient classification," the officials of the Asylums Committee repeatedly subject patients and their friends to examination as to means and ante-cedents in cases where the union or parish officers have already made such investigations, thus, it is submitted, duplicating work and incurring a risk of divided responsibility, resulting in a weakness of effort on both sides. It should be remembered that the Relieving Officer is, in the majority of cases, the person first brought into contact with the patient, and he is bound, as in the case of all other appli-cations to him, to make diligent inquiry into all the circumstances.

The reasons which the Local Government, Records and Museums Committee put forward advocating the transfer of the duty of obtaining adjudication orders to the London County Council, are somewhat inept when considered in relation to the results such a transfer would effect. It is stated that, "as the whole cost of maintenance is eventually a county charge, there is an inducement to Boards of Guardians not to get lunatics adjudicated to other unions in London. It may, however, be pointed out that if the recommendations of the London County Council were adopted, an alteration of the law of settlement and removal as regards Metropolitan lunatics would become necessary, inasmuch as if the metropolis should become the area of chargeability, there would be no necessity to obtain the adjudication of a lunatic from one London union to another, and, further, the fact that a person might be able to acquire irremova bility by residence in different parts of London would result in an enormous increase of settled and irre-movable pauper lunatics in the metropolis, and would thus give provincial unions a tremendous advantage

in the matter of adjudication, on account of the wide area and vast population of the County of London, whilst it would act prejudicially on the metropolis. It is also stated there is "little inducement to obtain their adjudication to unions in other counties." This is decided by my Council.

their adjudication to unions in other counties." This is denied by my Council.

As regards the proposal to transfer the responsibility of collecting contributions from estates and relatives of lunatics from the guardians to the London County Council, the reasons alleged are that difficulty is experienced "in obtaining information from certain boards of guardians in response to enquiries as to the means of patients," and that the method which prevails of remunerating the collectors of the guardians by commission on the amount collected is open to objection.

During the year ended Lady Day, 1907, there were over 4,000 persons contributing to the cost of main-tenance of lunatics in London.

Many of these were paying small sums, from 1s. upwards per week. Great trouble was experienced in getting many of the relatives to keep up their payments regularly. Often the collector has to call again and again at the house of the person liable, and it is a common practice for the officer to be in attendance at night to receive small sums from workmen who have mo other time in the week in which to make their pay-ments. If this duty of collection is to be cast upon the officials of a central authority, the trouble and expense incurred in the collection of such moneys

would be added to very greatly.

If the London County Council recommendations were adopted it would be necessary for them to appoint collectors, whilst the necessity of collectors of the guardians in cases of contributions for paupers not lunatics would still remain, with the result that two collectors would be collecting in the same street for contribu-tions towards the expense of lunatic paupers and

contributions for non-funatic paupers.

As regards enquiries by asylum committee officials of Board of Guardians, whenever it has been ascer-tained by the guardians that the patient has reasonable means, information is always given so that the patient may be placed on the private list, and in suit-able cases it is the practice of the guardians to initiate proceedings before the Master in Lunacy for the appointment of a receiver.

In cases where there are relatives liable the guardians decide the amount to be contributed, subject to any variation by order of a magistrate. The collector has simply to carry out the directions of the guardians and it may fairly be urged that payment by results in-

duces greater energy than payment by a fixed salary.

The information which guides the guardians to their decision is obtained from other officers than the col-lectors. The cases are carefully considered by the guardians and the persons liable to contribute interviewed before the amount of contribution is decided

If the recommendation of the London County Council was adopted either a committee of the London County Council would have to interview persons from all parts of London or this portion of the work would have to be delegated to magistrates. Neither course could, however, be expected to be a financial success or even generally desirable. Arbitrary methods would work harshly inasmuch as after a contribution has been fixed the pecuniary and other circumstances of the con-tributor frequently alter, the payments fall in arrear

and the guardians have to decide upon the case anew.

The Finance Committee of the Council state that it The Finance Committee of the Council state that it is not possible to frame any reliable estimate of the additional cost that would be entailed if the settlement work and duty of collection were undertaken by the Council. There can be no possible doubt but that the cost would be enormous. As previously mentioned, many new officials would have to be appointed to do the work, and there would be little or no reduction in the guardians' expenditure. In no London parish or union is a separate officer employed to obtain Orders of Adjudication only: he has other duties to perfect As regards the collector it is true he would if the re-commendation of the London County Council were adopted, no longer receive commission in respect of lunatics; but as the rate of commission is usually decided after the guardians have determined what the approximate value of the appointment shall be, the guardians would have to reconsider the rate of commission to be paid to their collectors for obtaining con-

tributions from relatives of other classes of paupers.
As regards resolution No. 6, my Council would point
out that as to the charges for certification Boards of Guardians have no legal control over the same.

My Council feel that it is impossible to fully represent the case of the metropolitan unions in regard to these questions in the form of a letter and, therefore, having regard to the fact that the London County Council have forwarded a copy of their resolutions to the Poor Law Commission with a request that evi-dence may be received from such Council with respect to the matters referred to therein, my Council would respectfully ask that if the Royal Commission decide to hear evidence from the London County Council, they will also hear evidence from this association.

> I am sir Your obedient servant, HERBERT DAVEY, Secretary.

The Secretary.

Royal Commission on the Poor Laws and Relief of Distress, Scotland House, Victoria Embankment, S.W.

APPENDIX No. CV.

The following paper has been forwarded to the Commission by the Secretary of the Charity Voting Reform Association, who states that the paper has just been circularised to the Members of the House of Commons :-

Charity Voting Reform Association, No. 3 Room, Denison House Vauxhall Bridge Road, London, S.W. April, 1908.

Re THE REFORM AND ABOLITION OF VOTING CHARITIES.

An eminent lawyer, not long deceased, who had combined with success the practice of the Common Law and Politics, added considerably to his repute by a measure in Parliament to restrict the giving and receiving of illicit commissions. The public were doubtless not aware that the restraint within bounds of this form of fraud had long been known to equitable jurisprudence. To annex a whole head of equity and serve it up to the public in the form of a Bill in Parliament satisfied the popular con-science, stamped the author of the annexation as a public benefactor, and the public became aware that illicit and secret commissions were illegal.

Under the Companies Acts it has long been possible for a company to alter the provisions of its articles of association. It must, however, in doing this, observe strictly the requisitions of those Acts, and is not allowed to alter

its Memorandum.

The position of charitable societies is on a different footing but the time seems to have arrived when their freedom from regulation, except in matters coming within the view of the Charity Commissioners, demands consideration.

While the voting system has probably served a good purpose in the past, it now forms, admittedly, an obstacle to giving the fullest effect to the real aims and objects of many charitable institutions. The essence of a charitable society is association for the purpose of rendering assistance to its objects, its methods of doing so are subject to improvement in accordance with the requirements of the

How can the voting system be abolished without doing an injustice to the existing subscribers? It should be noted in the first place that the number of persons who favour its abolition has become very large. If a threefourths majority at a General Meeting passed a resolution on due notice to abandon the voting system, surely notice might be given to the remaining annual subscribers that the right of voting would not attach to subscriptions after the current year

It could hardly be contended that the payment of a guinea binds a society irrevocably to an antiquated form of administration injurious to its objects. The subscribers and life governors would remain, but many would be willing, as at present, to place their votes in the hands of the Committees of their Society, and these might be used

to neutralise out-standing votes, and thus terminate a system which has for generations perpetuated an abuse and which has thus far evaded any Statute of Mortmain.

The above considerations seem to indicate that a Bill respecting the provisions of Laws at present applicable to the modification of the internal administration (but not the constitution) of charitable institutions would, even if eventually not proceeded with, engage public attention and direct it towards the reform of the voting charities.

and direct it towards the reform of the voting charities.

The Bill might even be entitled "A Bill to Facilitate the Abandonment of the 'Voting System' by Charitable Societies." It might provide for the passing of resolutions ad hoc at General and Special General Meetings and at shortened dates, and for notices by advertisement in the press limiting the time for objections, etc.

The Bill might further provide for the extinction of the system: (1) By a charitable society on its own motion, or (2) under the direction of the Charity Commissioners as the result of a canvass at the instance of the Commissioners to ascertain the propriety of the change, and what regard should be had to any vested interests. If these proposals should seem chimerical, it would in any case seem fitting and reasonable that while: (a) Proxies placed in the hands of Committees at elections should pay no duty; (b) a 6d. stamp should be imposed on every vote otherwise given at a charitable election under the voting system, an amount which probably does not represent the average tax in time, money and expense at present imposed upon candidates under the system. The secretaries of the various institutions would easily be required to make returns of the number of votes under each class polled.

A useful provision would be to exact that any power of voting not exercised at any election by the subscriber by proxy or otherwise, should be exercisable by the Committee conducting the election. They might be trusted to exercise a wiser discrimination and with fuller knowledge of comparative claims than any individual subscriber

> W. H. Sturges, Secretary.

APPENDIX No. CVI.

At a meeting of the Oxford City Branch of the Christian Social Union, the following resolutions were passed:—

"(1) That an old-age pension scheme should be put in force as soon as possible.

"(2) That such pensions, not so large as to take away the incentive to thrift, should be given to all persons in England above a specified age who should apply for them, not being criminals, aliens or habitual drunkards; and especially that no person should be excluded because he has had Poor Law relief before

the specified age.

"(3) That pending the establishment of such pensions, adequate out-relief be granted to the deserving

aged poor.

"(4) That medical relief should be given freely to all sick persons unable to pay for it, without putting it on loan, or requiring the sick person (or in the case

of a child his parent) to attend the Board or a Committee.

"(5) That midwives be appointed in every district to assist poor people who are unable to pay for skilled assistance in childbirth.

"(6) That in the opinion of this meeting the greatly restrictive policy of the Oxford Board of Guardians as to out-relief which prevailed until recently was unsatisfactory.

"(7) That a serious attempt be made to distinguish in the casual wards between the genuine labourer in search of work who can produce credentials, and the habitual vagrant.

"(8) That the above resolutions be sent to the Poor Law Commission.

(Signed) J. Theodore Dodd. Secretary.

APPENDIX No. CVII.

Kirk Ella, Near Hull, October 29th, 1907.

Sir,—I have the honour to enclose Copy of Resolutions passed unanimously at a Meeting of the Clerical and Lay Conference of the Rural Deanery of Howden in the Diocese of York, and remain

> Yours obediently, (Signed) G. H. CLARKE, Colonel and Hon, Secretary.

The Chairman of the Poor Law Commission.

COPY OF RESOLUTION PASSED UNANIMOUSLY AT A MEETING OF THE CLERICAL AND LAY CONFERENCE OF THE RURAL DEANERY OF HOWDEN IN THE DIOCESE OF YORK.

"That this Conference is of an opinion that the present system of administering the Poor Laws is highly unsatisfactory, being undesirable in regard to the Poor, and inequitable in regard to the ratepayers, and needs immediate and thorough revision.

> (Signed) Jas. Foord, Chairman and Rural Dean.

APPENDIX No. CVIII.

Telephone No. 78, Town Clerk's Office, Town Hall, Dudley, 18th February, 1908.

Sir,—I am directed to inform you that at a meeting of the Association of Midland Local Authorities held at Wolverhampton on the 12th inst. the following resolution was carried by 16 votes to 4 against:—

"That this Association of Midland Local Authorities is of opinion that it is desirable that powers to acquire pit mounds, spoil banks and other similar waste lands should be conferred upon local authorities, so as to enable them to acquire the same compulsory, and to utilise them as occasion may require in providing work for the unemployed: and that a copy of this resolution be sent to the President of the Local Government Board and the Chairman of the Royal Commission on the Poor Laws and Relief of Distress with a respectful request that they will take the matter into consideration with a view to the necessary Parliamentary powers being obtained."

> I am, Sir, Your obedient Servant, (Signed) H. C. Brettell, Town Clerk,

The Chairman,

Royal Commission on the Poor Laws and Relief of Distress,

House of Commons, London.

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APPENDIX No. CIX.

NATIONAL POOR LAW OFFICERS' ASSOCIATION.

Surrey House. Vicotria Embankment, London, W.C. 20th March, 1908.

SIB,-The Council of this Association has had under consideration the Common Law rights of Boards of Guar dians to assist financially officers who in connection with their office are libelled or slandered.

The question has arisen in consequence of two cases having lately occurred, particulars of which are briefly

(a) A master of a workhouse and a female office were accused by an ex-guardian and an inmate with immoral conduct, and it became necessary to institute a criminal prosecution in order to vindicate their character. In the result the ex-guardian was fined £10, and the inmate was on a technical point found not guilty, and

(b) A labour mistress was slandered by a guardian who imputed unchastity on her part and in order to avoid proceedings gave a public apology and paid £5 to the Benevolent and Orphan Fund of this

Association.

In both these cases considerable expense was incurred by the officers concerned who had the sympathy of their respective Boards of Guardians.

The Counsel to whom a case was submitted (Mr. Horace

Avory, K.C.) states:—
"I am of opinion that the relationship between the guardians and the workhouse master whether it be

that of a master and servant or not, and I doubt if it is, would be sufficient answer to any charge of maintenance, but I cannot find any statutory authority to justify the guardians in employing the funds in their hands to maintain an action for tort brought by the workhouse master or any of their officers in his own interest against a third party, and in the absence of such statutory authority I do not think the funds can be so employed."

I am directed to request you to bring these facts under the notice of the Royal Commission on the Poor Laws and to state that the Council feel that Board of Guardians should have the option to defray out of the Common Fund of the Union the whole or part of the costs and expenses incurred by an Officer in any action brought by (or against) him having reference to any matter arising out of, or in the course of, the performance of the duties of his office, and to respectfully urge the desirability of a Clause to this effect being inserted in the next Act amending the Laws relating to the relief of the poor.

> Yours faithfully. (Signed) SHIRLEY FUSSELL, Secretary.

R. G. Duff, Esq., Secretary,

Royal Commission on the Poor Laws and Relief of Distress, Scotland House,

Victoria Embankment, S.W.

APPENDIX No. CX.

SEAMEN'S HOSPITAL SOCIETY.

FOR THE RELIEF OF SICK AND INJURED SEAMEN OF ALL NATIONS SUPPORTED BY VOLUNTARY CONTRI-BUTIONS.

> Dreadnought Hospital. Greenwich, S.E. 3rd January, 1907.

DEAR SIR, -I thank you for your letter of the 1st instant, and have the pleasure to enclose herewith a memorandum giving my views in regard to Poor Law infirmaries and medical relief. If you think it is worthy the consideration of your Commission perhaps you will circulate it as you suggest.

The statements I have made are, I think, common knowledge to all workers in hospitals and infirmaries, and if there is any point you think I could substantiate in any other

way I shall be happy to do so.

Believe me to be, Yours faithfully (Signed) P. J. MITCHELLI. Secretary.

The Secretary,

Royal Commission on the Poor Laws, and Relief of Distress

68, Victoria Street, Westminster, S.W.

To the Members of the Royal Commission on the Poor Laws and Relief of Distress.

MEMORANDUM ON THE POOR LAW INFIRMARIES AND MEDICAL RELIEF, WITH SPECIAL REFERENCE TO THE ABSENCE OF FACILI-TIES FOR MEDICAL EDUCATION.

By P. J. MICHELLI, C.M.G., SECRETARY OF THE SEAMEN'S HOSPITAL SOCIETY, AND FORMERLY SECRETARY OF ST. MARY'S HOSPITAL.

Experience has shown that the usefulness of any hospital or infirmary from the point of view of efficiency and energy on the part of its medical staff, no less than from that of the

successful treatment of its patients, is most satisfactorily fulfilled when the cases are investigated and treated by a sufficient number of medical men of high reputation under the critical observation of both qualified and unqualified students.

There is in the Poor Law infirmaries clinical material of great value and interest which is lost to science. the law forbids the entry of the teacher and students to the infirmaries, or the rules and regulations that control these institutions render it impracticable for the medical profession and students of medicine to observe those patients who are suffering from diseases, which if investigated by modern methods (a process which absorbs much time) would be of inestimable value not only to the patient but to the community at large. At the present time it not infrequently happens that a Poor Law infirmary, with a daily occupied number of 500 patients, has attached to it only three medical officers, and it is therefore practically impossible for those who have the medical charge of such a large number of beds to pay that attention or to observe the phases of disease which would be possible if a larger staff and students were present.

This is no reflection upon the accomplished and able men who constitute the medical staff of the Poor Law infirmaries. Many of these officers have a considerable amount of administrative and routine work to accomplish, in addition to their professional duties, while recent ad-vances in medicine and surgery make far larger claims on the time and attention of medical men than formerly. It is well known that many of the cases in union infirmaries are of a chronic and uninteresting type, but even making allowance for this, investigation of disease such as exists in the general hospitals is impossible under existing conditions.

The fact that the Poor Law infirmaries are closed for purpose of medical education is probably the basis and cause of the alleged abuse of the out-patient departments of the general hospitals. The outcry which is now being heard from the general practitioners throughout the country has doubtless its origin in the present condition of the Poor Law, for so long as teachers of medicine and students are unable to obtain access to the clinical material in the Poor Law infirmaries, so long must the leaders of the medical profession attract patients of every class to the

out-patient departments of the general hospitals, to provide that clinical material which could be found in such abundance in the Poor Law infirmaries,

At the present time the pauper seeks and frequently gains admission to the voluntary hospitals because he knows he will come under the observation of teacher and students-a condition it is impossible for him to attain under the Poor Law.

It is an anomaly that the Union (under the Anatomy Act, 2 & 3 Will. IV., c. 75) hands over to the medical profession for purposes of medical education the cadaver of many of those who die in the Poor Law infirmaries, yet the leaders of the medical profession and students of medicine are debarred from rendering assistance to the patient before death, or from profiting from a study of his disease while alive.

England is probably the only country where teachers of medicine and students are shut out from rate supported hospitals. In most countries every facility is given to provide the pauper with the best medical skill, while at the ame time affording a field of study and research that is of the highest service to the community. Much waste of opportunity also exists in the dispensaries and places where out-patients are seen under the Poor Law.

Certain accidents and emergencies are now treated in the Poor Law infirmaries, and many of the patients are not of the pauper class—when this is the case payment is exacted according to the patient's means. This boon to the public, especially to the middle classes, might be

The question of the paucity of nurses in Poor Law infirmaries also appears to be worthy of consideration.

3rd January, 1907.

APPENDIX No. CXI.

SOCIETY OF POOR LAW WORKERS (LONDON.)

Resolutions adopted by the Society of Poor Law Workers (London) at a meeting held at the St. Martin's Church Vestry Hall, Charing Cross, May 11th, 1908, after having been provisionally passed at a meeting held on March 31st, 1908.

Resolved:-That the Society of Poor Law Workers (London) hereby agree as follows:

- '(1) That it is not advisable that the duties now performed by Boards of Guardians should be transferred to borough councils or other municipal bodies; and that the society also deprecates the entrusting of any form of public relief to authorities other than those specially responsible for the administration of the Poor Law.
- (2) That it is desirable to preserve Boards of Guardians (though not necessarily for existing areas) for the administration of the Poor Law, with such checks by a Government Department as will ensure efficiency and uniformity of administration."
 (3) That Poor Law administration should be
- separated altogether from municipal government, and

that a central department, analogous to the old Poor Law Board, might with advantage be constituted the controlling authority."

- (4) That with a view to improving the work o Boards of Guardians more systematic criticism and instruction by inspectors should be given, and that better use be made of statistics of pauperism.
- (5) That candidates for official posts of responsibility should give evidence of their fitness for appointment by passing an examination in the subjects of their future work.
- "(6) That the question of greatest importance is not by whom the Poor Law is to be administered, but upon what principles it is to be administered. and that the principles laid down in 1834 should be maintained as the basis of Poor Law administration."

F. Kensington, Hon. Secretary.

145, Gloucester Terrace, Hyde Park, W.

PART III. (C).

RESOLUTIONS, &c., RECEIVED FROM INDIVIDUALS.

APPENDIX No. CXII.

39, Williams Place, Senydarren, 20th July, 1908.

Sir,-I respectfully beg to inform you that I omitted, through an oversight, reporting one fact to the Members of the Royal Commission on Poor Laws, during their visit to the upper district of Merthyr Tydfil, which in my opinion is an important factor in conducing to the great poverty that unhappily exists in this admittedly overcrowded and badly housed district,

I am referring to a custom that unfortunately prevails to a great extent, of Jews advancing money upon the security of the pay cards of the working men.

In order to make it quite clear, I ought to explain, that the principal industry in the district is Guest Keen and Nettlefold's works, comprising large steel works and coal mines, employing thousands of hands, and I might here state that the miners are happily free from this practice.

The system of payment is weekly with a week kept in hand. A pay card is given out on the first Friday in

every month, without which money cannot be drawn, and each succeeding Friday a draw ticket is issued.

The pay card is taken to the moneylender, who advances, for example, 5s. upon it; the following day he produces the pay card, draws the week's wages, retains 6s. 3d., principal and interest, giving the balance to the man.

The interest is 25 per cent, per week or fraction thereof (1,300 per cent, per annum) and if the man desires, he can leave the principal until the end of the month; the interest however must be paid weekly.

The last Saturday in every month, the pay eard is retained by the employer, so that a settling up is inevitable on that day, principal and interest being invariably kept by the usurer.

In this four weeks, the man has paid interest equal to the principal, but nevertheless, has no option but to pay the whole of the principal as well, as the moneylender must now part with his security to the employer, whose property it is.

Having been deprived of principal and interest out of the week's wages, the unhappy victim is often reduced to sore straits, for he cannot hope to get anything advanced until the following Friday, when the new pay cards are issued; he is therefore eagerly looking forward to that issue in order that he may hurry with it to his ever obliging creditor. Single men often feign sickness at this period, and by this deceit, frequently obtain a certificate from the medical officer recommending admission to the workhouse.

In fairness to the employers, I ought to say that they discourage this practice, and have warned the workmen that the pay cards are the property of the employers, and should not be given out of their custody by the workmen, besides obstructing it in other ways.

They have, however, great difficulties to contend with, for the workmen are anxious that it should not be known that they indulge in such discreditable practices, and are therefore particularly secretive; the shrewd moneylender on the other hand, throwing off the scent, by engaging indigent women, residing in the neighbourhood, to draw his victim's pays.

The pays of the workmen in these large works are generally drawn by their wives, mothers, or landladies, and in this guise, the moneylenders' tools, armed with a few tickets each, are glad to appear for a trifle, to draw the pays of his victims.

I regret to state that from what I can gather, the turnover of this nefarious trade is considerable, and not only creates distress, but assists evil disposed single persons to cheat their landlords, by enabling them to obtain about three-fourths of the monies due to them at an earlier date than they would otherwise do, and clearing off before the landlords can take steps to obtain their dues.

> I am, Sir, Your obedient Servant, (Signed) L. Batten, Relieving Officer.

The Secretary,
Royal Commission on Poor Laws,
Scotland House,
Westminster, S.W.

APPENDIX No. CXIII.

October 5th, 1906.

SIR,—At the request of Mr. R. P. Jones, of 3, Ravenscourt Square, Hammersmith, W., a Guardian of the Poor of this parish, and chairman of the Out-Relief Committee, I beg to transmit herewith for the consideration of the Royal Commission on the Poor Laws his suggestion with regard to the appointment of religious instructors for Union Workhouses and Infirmaries, viz:—

houses and Infirmaries, viz:—
"That stipendiary chaplaincies in workhouses and infirmaries be abolished, and in future on the occur-

rence of vacancies in the office of chaplain or religious instructor that invitations be addressed to the Established Church clergymen, Roman Catholic priests, and ministers of the Free Church, asking them to be good enough to arrange for the voluntary services of ministers or priests of their respective denominations."

I am, Sir, Your obedient Servant, (Signed) J. Lamb, Clerk to the Gwardians.

APPENDIX No. CXIV.

Finchampstead, Berks, 1st April, 1908.

To The Secretary of the Parliamentary Commission on the Poor Laws.

Sir,—May I be permitted to draw the attention of the Commission on the Poor Laws to the following matter.

I am a guardian of the poor for a village in Berkshire and in the course of my attendance at the meetings of my Board of Guardians I have been struck by what appeared to me the inadequate scale of relief granted to widows left with young children. As I find the same scale prevails in many other unions, I believe in the majority there is no need to mention any particular one.

The usual allowance to a widow with children is 1s. 6d. a week for each child. Circumstances may somewhat raise or lower the grant; thus sometimes the widow who if in health is of course expected to maintain herself, is also required wholly to maintain one child. In discussing the question, it has been argued—and the argument carries great weight—that a labourer on 18s. or 20s. a week with a family of six young children cannot afford to spend and does not usually spend more than 1s. 6d. a week on the maintenance of each, and that it is not right to place a child on the rates in a better position than the child of an industrious working man. This consideration, though greatly influencing Boards of Guardians, would

appear to be based on a wrong principle, for surely the standard of expenditure per child ought not to be drawn from families in which the struggle for existence is severe owing to the excessive number of children, but from families of the same class in which the children are not too numerous to be well fed; and there is no doubt that such children cost their parents much more than 21d. a day.

It is generally admitted I find that children between the ages of 7 and 13 require at least as much food as elderly people, but the allowance to the latter when on outdoor relief is commonly from 2s. 6d. to 3s., a poor pittance indeed—but more liberal than the grant for widow's children.

It may be supposed that the widow can supplement by her carnings the insufficient allowance for her children. Indeed as I mentioned above she is often expected to maintain one of them without rate aid. But it is seldom I believe that a widow of the working class can do more than maintain herself and pay her house rent, unless she obtains charitable assistance.

The Parliamentary Commission will in the course of their enquiries have no difficulty in verifying these facts, and perhaps may think fit to comment on them in their report.

> I am, Sir, Your obedient Servant, (Signed) PERCY W. POWLETT, Colonel,

PART III. (D).

RESOLUTIONS FORWARDED BY LOCAL GOVERNMENT BOARD.

APPENDIX No. CXV.

Local Government Board. Whitehall, S.W. September 15th, 1906.

Str,-I am directed by the Local Government Board to forward to the Royal Commission on the Poor Laws the accompanying note of a variety of suggestions which have been submitted to the Board by Boards of Guardians in recent years for the amendment of the Poor Law in different directions and which seem to have received some considerable amount of support from those bodies .-- I am

> Your obedient Servant. H. C. MONRO, Assistant Secretary.

The Secretary, Royal Commission on the Poor Laws, 68, Victoria Street, S.W.

REPRESENTATIONS MADE TO THE BOARD SINCE 1900 WHICH HAVE RECEIVED THE SUPPORT OF A LARGE NUMBER OF BOARDS OF GUARDIANS.

Bristol Guardians other Boards of Guardians.

Detention in workhouse of single women entering it for confinement, so as to enable Guardians to secure evidence and some 135 for a bastardy order. Also to enable Guardians to recover the cost of maintenance of the woman from the putative father of the child.

Madeley Guardians and other Boards of Guardians.

Detention in workhouse of single women confined of children in the workhouse for period not exceeding twelve months.

Hunslet. Guardians and 168 other Boards of Guardians.

Amendment of Section 5 of the Bastardy Laws Amendment Act, 1873, so as to enable Guardians to obtain a bastardy order without the evidence of the mother of the child when through death, insanity, etc., her evidence cannot be given, provided other reliable corroborative evidence be produced.

Kensington Guardians and 98 other Boards of Guardians.

Urging legislation on behalf of the feeble-minded in workhouse with the object of obtaining power to detain the younger people for periods not exceeding one year at

Cocker. Boards of Guardians.

To enable Guardians to recover from persons, whether mouth Guar- above or below twenty-one years, the cost of medical and some 80 other other relief rendered necessary through immorality.

> Also detention of persons in workhouse at discretion of Guardians, where there is considered reason for detention.

Bristol Guardians Boards of Guardians.

Pointing out that the present method of procedure for recovery of contributions from parents of children under and 140 other the control of Guardians is ineffective and urging that the proceedings should be similar to those in bastardy or other cases.

Payment by Guardians of travelling expenses of their

members and of members of the Assessment Committee

Chorlton Guardians and other Boards of Guardians.

Guisborough Guardians

and other

Boards of

Guardiane.

within their union.

It should be absolutely imperative on all Boards of Guardians to pay relief to non-resident and non-settled poor, when requested by Guardians of other unions to

Steps should be taken for the removal of imbeciles and Colche epileptics from workhouses to separate institutions.

Urging an inquiry with the view to the transfer of feeble. Guard minded paupers in workhouses and harmless pauper Mallin lunatics now in asylums, to separate institutions provided and se by county councils, and for the payment of increased other Parliamentary grants for such cases and for lunatics in of Gu

Payment of a Parliamentary grant for imbeciles and and se epileptics maintained by Guardians in institutions other of Gu than county or borough asylums.

Revision of the basis of the Union Officers' Grant pay- Guard able under Section 26 of the Local Government Act, 1888, and n

Urging an increase in the Pauper Lunatic Grant.

In order more equitably to distribute the cost of poor other relief, grants-in-aid should be made from the Imperial Exchequer similar to the Education Grants and the Pauper Guard Lunatic Grant.

In favour of a grant to Guardians from the National Clithe Exchequer in respect of boys sent to training ships and Guard chargeable to the Guardians.

Urging early legislation to carry out the recommenda- South tions of the Royal Commission of Local Taxation for the Guard relief of local taxation and also a general revision of the Board Imperial allowances for salaries, etc.

A large number of Boards of Guardians also urged that the cost of maintaining ex-soldiers and sailors disabled through service in the Army and Navy should be borne by the War Office and Admiralty respectively., The Board recently addressed a Circular* to Guardians embodying the views of the War Office and Admiralty as to the proposals.

* (Dated June 12th, 1906.)

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PART IV.

APPENDIX No. CXVI.

SUMMARY OF RECOMMENDATIONS FROM BOARDS OF GUARDIANS AND THEIR CHAIRMEN IN RESPONSE TO INVITATIONS ADDRESSED TO THEM BY THE COMMISSION.

	of Chairmen o making recon		And the modernal controls
Chairmen.	Boards of Guardians.	Total.	
			1. CENTRAL AUTHORITY.
*M 1		1	I. President of the Local Government Board should be a permanent official.
			II.
Ŗ –	1	1	Increase in the number of Poor Law Inspectors; appointment of women inspectors.
	-		III.
U - R -	3 3	} 6	Existing control of Local Government Board over administration should be maintained.
			IV.
R 1	-	1	Poor relief should be administered by paid officials of the Local Government Board.
			V.
R 1	-	1	Local Government Board should take over and administer workhouses.
w .			VI.
M 5 U 5 R 11	3 4	32	Control of Local Government Board unsatisfactory, e.g. —
		Account of the second of the s	(a) Local Government Board should do more to lay down general principles for the guidance of Guardians. (Five Chairmen and six Boards of Guardians made this recommendation.) ("The policy of the Poor Law is not at present defined with sufficient clearness, and an authoritative statement of its general principles is urgently called for, as the basis of all subsidiary reform".) (b) Local Government Board never has any definite policy. (c) Local Government Board circulars largely to blame for excessive out-relief. (d) Rules and Regulations too inelastic. (e) Rules as to relief not stringent enough. (f) Orders should be more stringently enforced. (g) Local Government Board should have greater powers to enforce its Orders. (h) Different regulations required for urban and rural districts respectively. (i) Differentiation to be made between urban and rural unions in matters of general administration. (j) Excessive amount of officialism: present inspectors do no good but only encourage extravagant expenditure. (k) Inspectors should more frequently attend meetings of Boards of Guardians. (l) The local inquiry system should be extended. (m) Local Government Board should have greater power to combine Unions for special purposes.* (n) Local Government Board should have less authority over matters of detail.; (o) Guardi-ns hindered by too much red-tapeism. (p) Procedure as to Metropolitan Common Poor Fund too stereotyped.

^{*}N.B.—M indicates Metropolitan. U, Urban or Mainly Urban. R, Rural or Mainly Rural. † As to this see also head No. 4 (IL).

As to this see also head No. 2 (XXXVI.).

^{429.—}App. XI.

		f Chairmen of making recon		
Chair	rmen.	Boards of Guardians.	Total.	
	736			1. CENTRAL AUTHORITY—continued.
				VII.
·M U	-	1 1	} 2	Local Government Board Orders should not be operative until two months after they have been published in draft.
				VIII.
U	1	-	1	Poor Law Unions Association should be more frequently consulted by the Local Government Board.
				IX.
R	-	7	someta s	Number of returns called for should be reduced.
M U R	6 3	2 4 12	27	Audit—dissatisfaction with, e.g.:— (a) Auditors have not sufficient local knowledge to detect errors. (b) Experience in Poor Law administration and accounts should be an indispensable qualification for an auditor. (c) Auditor's power to surcharge out relief should be curtailed. (d) Auditor's scrutiny of contracts insufficient. (e) Auditor's scrutiny is confined too much to insignificant items, the surcharge of which causes friction out of proportion to the sums involved. (f) Guardians should not be surcharged bona file and useful expenditure, although not strictly legal. (g) Persons to be surcharged should be those voting for the expendi-
				ture, or those present at the meeting, and not those signing the cheque. (12 Boards of Guardians and one Chairman made representations to this effect.) (h) What is legal and illegal expenditure should be more clearly defined. (i) Longer notice of audit should be given, except where audit is an extraordinary one. (j) Audits should be held within shorter time of the date to which the accounts are made up.
36				XI.
М	1		1	Local Government Board should be divested of Poor Law control in London.
M				XII.
M		1	1	Local Government Board should establish Central Stores for distributing provisions, etc., to London institutions.
Total NUR	12 16	8 11 27	81	
	10	21	<u>'</u>	2. LOCAL AUTHORITIES.
м		7	,	I.
M U R	=	29 32	68	Poor Law administration should remain vested in Boards of Guardians. II.
М	_	1	1	Work of Relief Committees should not be transferred to Stipendiaries.
				III.
R	9	-	2	Administration or control of poor laws should be transferred to County Councils.
				IV.
R	1	-	1,	New Poor Law "control" authority to be established for each county,
**		a bredlere		V.
U	-	1	1	Abolition of Boards of Guardians and election of "committees" for well-defined areas.
				VI.
R	1	1	2	Guardians should be a committee of, or appointed by, the urban and rural district councils.

^{*} N.B.—M indicates Metropolitan. U, Urban or Mainly Urban. R, Rural or Mainly Rural.

Chair	rmen.	Boards of Guardians,	Totals.	Charge Parks Commission of the
-				A TOOLY AND
				2. LOCAL AUTHORITIES—continued.
				VII.
•M	1	1	2	One Poor Law Authority for London.
				VIII.
М	-	3	3	Against the appointment of a Central Body to administer the Poor La in London, e.g., such an appointment would "be a mistake and contrar to the true interests of the poor themselves."
				Entre inhance and the Law IX.
U R	-	8 5	} 13	Poor Law authorities should be directly elected ad hoc.
I				Col Mark Colonia Colonia X.
R	2	_	2	Elective system conducive to bad administration.
				XL
M U	2) 5	Office of Guardian and of Borough or Rural District Councillor should no
Ř	-	-	1 "	be held by the same individual.
R	-	1	1	Some of the rural Guardians should be elected ad hoc.
w		1	and the same	XIII.
M U	1		5	The qualification for Guardians should be altered.
R	3	A STATE OF	and the same of	XIV.
M	1	_	1	Magistrates should be ex-officio guardians.
				XV.
M	1	1	2	Nominees of the Local Government Board should sit on each Board of
				Guardians. XVI.
R	_	1	1	There should be at least two women members of each Board of Guardians
				XVII.
U	2	-	} 5	"Experts" (e.g. charity workers) should be co-opted to each Board of
R	-	3	,	Guardians. XVIII.
U	,		,	Guardians should administer all charities for the poor.
0	1	-	1	XIX.
М	_	1	1 .	Voluntary Charity Committee should be appointed to work in co-opera
M U	1	1	} 3	tion with the Poor Law.
				XX.
U	1		1	All Guardians should retire triennially.
				XXI.
U	-	1	1	Term of office for Guardians should be extended to five years.
				XXII.
R	-	2	2	Smaller quorum for Guardians' meetings in rural districts.
				XXIII.
U	1	-	1	Guardians should meet more frequently.
				XXIV.
UR	2	1	} 3	Boards of Guardians too large numerically.
				XXV.
U	1		1	County Council should be divested of power to increase Guardians

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Nu Guar	mber o	f Chairmen o making recon	r Boards of nmendations.	Number of Chairman and Abert.
Chai	rmen.	Boards of Guardians.	Total.	alar Marale amount
		la de la constante de la const	-RELITION	2. LOCAL AUTHORITIES—continued.
			-70	XXVI.
*U R	1	=	2	Redistribution of seats on Board of Guardians.
			3111	XXVII.
U	-	1	1	Guardians should be allowed to vote either by show of hands or by ballot.
				XXVIII.
U	1	-	1	Press should be excluded from meetings of Guardians.
			family with the	XXIX.
R	1	-	1	Position of Guardian should be made more attractive,
М	_	1)	XXX.
U R	4	14 6	25	Chairman of Boards of Guardians should be ex-officio J.P.'s.
М		3		XXXI.
Ü	6	6	} 15	Guardians should be recouped their out-of-pocket expenses in travelling within the Union.
				XXXII.
U	1		1	Guardians' powers to send delegates to conferences should be extended.
				XXXIII.
U	-	1	1	Scale of expenses for attending conferences should be raised.
				XXXIV.
U	-	1	1	Guardians should be exempted from serving on juries.
M	5	4	1	XXXV.
R	17 16	7 5	34	Poor Law administration defective or lacking in uniformity.
M U	4	4	1	XXXVI.
R	24 38	33 22	125	Administrative discretion of Guardians should be increased (chiefly with regard to control over "minor matters" and over appointment and dismissal of officers and servants).
				XXXVII.
R	2	1 2) 5	Guardians should have further powers of renting or compulsorily acquiring land, e.g., for putting paupers to suitable work.
				XXXVIII.
R	-	1	1	Guardians should report to Sanitary Authorities cases of paupers living in insanitary dwellings.
				XXXIX.
UR	1	- 1) 3	Extension of Guardians' power to contribute to charitable institutions;
			Summary,	e.g., rescue homes for women and homes for the unemployed.
17			. 11/4	XL.
U	1		1	Extension of Guardians' power to visit institutions in which their paupers are maintained. XLI.
M U R	- 1	1	1 -	
R	1	3	} 7	Guardians should be empowered to administer pensions or other property belonging to paupers. XLII.
M U	- 2	2 15	24	Guardians should be represented on Committee of pauper lunatic
Ř	-	5) -	asylums. XLIII.
U	_	2	2	Lunatic Asylums should be transferred from County Councils to Boards
1 1 1 1			Provide Lab	of Guardians. XLIV.
-U-R	2	1	} 4	Overseers' power to give relief should be transferred to individual
16	-	1		Guardians.

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Guar			1	
Chair	men.	Boards of Guardians.	Total.	Opairosa Charden
	1	No-Estin	HORESTER J	2. LOCAL AUTHORITIES—continued.
*W	9			XLV.
U R	3 8	1 2	17	Guardians should have more power to detain paupers (classes of pauper not specified). (For recommendations as to detention of particular classes of paupers see the following heads: No. 7, Medical Reliet No. 15, Ins and Outs; No. 16, Tramps; No. 17, Able-bodied; No. 2 Imbeciles; and No. 23, Bastardy.)
			-2011	XLVI.
U R	=	2 2	} = 4	Guardians should have more power to remove destitute persons to the workhouse (classes of persons not specified). (For recommendations to compulsory removal of particular classes of paupers, see heads No. Medical Relief; No. 18, Children; and No. 19, Aged and Deserving Poor
				XLVII.
R	-	1	1	Publication and circulation of annual reports by all Poor Law administra- tive bodies. XLVIII.
М	_	2	2	Guardians should be divested of non-Poor Law functions.
				XLIX.
M U R	3 9 5	6 17 7	47	Vaccination laws or administration, dissatisfaction with, e.g:— (a) Administration should be transferred to Sanitary Authorities (eight Chairmen and eight Boards of Guardians made the recommendation).
		des a de la constante de la co		 (b) Administration should be transferred to Local Government Boar (c) Cost of vaccination excessive; fees to Vaccinators and Vaccination officers should be reduced (seven Chairmen and fiftee Boards of Guardians made this recommendation). (d) Cost should be a National Charge. (e) Any medical practitioner should be recognised as a Publ Vaccinator. (f) Compulsory vaccination should be re-established. (g) Vaccination stations should be re-established and domicilian visits done away with. (h) Only pauper children should be vaccinated at expense a Ratepayers. (i) Only calf lymph should be used.
UR R	20 82 84	38 146 103	473	
				3. OFFICERS OF LOCAL AUTHORITIES. I.
M U R	2 - 3	1 1	} 7	Workhouse Masters and Relieving Officers should be a higher type of official with greater qualification, e.g.:— (a) They should be required to pass an examination. (b) Retired Army and Navy Officers might be appointed as Workhouse Masters.
M U R	-1	1	1 .	II. Position of various workhouse officers should be made more attractive, e.g.:-
Ř	i	1		 (a) By allowing them more liberty in regard to time of coming in an going out of workhouse. (b) By allowing the large majority of the officers in workhouses, &c to reside outside the establishment. (c) By instituting a better system of promotion. (d) By making the position of master and matron worth the acceptance of persons of higher education.
				III.
R	1	-	1	Workhouse Master and Matron should have the supervision of the whole of the Workhouse, including the Infirmary.
				IV.
U	-	1	1	Where the Workhouse and Infirmary adjoin, the duties of the Master, th Matron and the Superintendent Nurse should be clearly defined.
				V.

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Guardians	of Chairmen of making recon		
Chairmen.	Boards of Guardians.	Total.	The Charles of the Control of the Co
	Von things	-laimac	3. OFFICERS OF LOCAL AUTHORITIES—continued.
		0	VI.
*U 1	-	1	Head Nurse should be subordinate to master and matron.
		day tolk	VII.
R -	1	1	The "ration system" for officers' food should be abolished.
		1 188	VIII.
R -	1	1	Independent stock-taker should be appointed.
			IX.
U 1	-	1	The Clerk to the Guardians should not be allowed to act as Registrar e Births, &c. X.
U -	2	2	Relieving Officers should not be required to remove lunatics (pauper an non-pauper).
		The last of	XI.
R 1	-	1	Post of District Medical Officer should be abolished. (This recommendation was made in conjunction with a recommendation that outdoor relief should be abolished.)
	THE PARTY OF		XII.
M 1 U 1	=	2	District Medical Officers should devote their whole time to their duties.
			XIII.
R -	1	1	Medical Officers should be dismissable by Guardians.
			XIV.
R -	1	1	Appointment of Assistant Overseers should rest with Guardians.
	le lende		XV.
U -	1	1	Assistant Overseers should be fit and qualified persons.
			XVI.
U 1 R 1	182-1801	1 2	Overseers and assistant overseers should be abolished.
			XVII.
U —	2	. 2	Teachers transferring their services from Education to Poor La Authorities, or vice versa, should not suffer as regards superannuation, &
			XVIII.
R —	1	1	Women Investigators should be appointed for affiliation cases.
м —	2		XIX.
U 3 R 2	1	9	New basis for salaries of officials, e.g. :-
			 (a) No fees to be paid to officers: salary to cover all duties to I performed. (b) Local Government Board should frame a scale of salaries for union officers throughout the country, based on area, population, &c. (c) Salaries of workhouse officials should be based on the number of indoor paupers at the time of appointment; "this would check the frequent change of officers." (d) The operation of the Metropolitan Common Poor Fund cause London salaries to be lower than those for the rest of the country. (e) More uniform payment of District Medical Officers, having regar to mileage and number of outdoor paupers.
			XX.
R -	1	1	Payment by Government for preparation of official returns

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	Boards of		
Chairme	Guardians.	Total.	
			3. OFFICERS OF LOCAL AUTHORITIES—continued.
*M			XXI.
U		26	Objections to the operation of the Poor Law Officers' Superannuation
R	nin landinest	Jacobson and	Act, e.g.:— (a) Superannuation should be paid out of a Central Fund (eigh Chairmen and thirteen Boards of Guardians made this recommendation). (b) Where an officer bas been employed in more than one Union he superannuation allowance should be paid by the various Union in proportion to his years of service in each. (c) Lower retiring age for female Poor Law officers.
		an amiliai	(d) Where female officers leave the service of the Guardians for an reason they should be entitled to receive the amount deducte from their salaries during that service.
			XXII.
U		5	Where security is required from an officer it should always be given by Society or an Insurance Company.
$ \begin{pmatrix} M & 1 \\ U & 1 \\ R & 1 \end{pmatrix} $	18	69	
(R 1	14		4. AREAS.
11			I.
M - U - R -	2.0	28	Present Poor Law areas should be retained.
к		1	II.
U :) 46	Guardians should have wider powers to combine for special purposes, e.g. treatment and classification of epileptics, imbeciles, harmless lunatic aged deserving poor, children, vagrants, confirmed drunkards an loafers, able-bodied paupers, consumptive cases, and provision of hospital accommodation for sick.
	A DESCRIPTION OF THE PARTY OF T		III.
U I) 9	Poor Law areas should be larger.
and files			IV.
U I) 9	Union areas should be revised, e.g.:— (a) Unions should consist either of rural or of urban parishes. (b) Areas of rural unions should be co-terminous with areas of District Councils. (c) "Circumstances governing choice in 1836 (have) greatly altered.
(M -		1 00	since that date,"
(R 1		92	TO AN AND AND AND AND AND AND AND AND AND
			5. FRANCHISE AND ELECTIONS.
U -	1	1	Questions of disfranchisement in any particular case should be decided by the Guardians. 11.
U	-	1	All contractors and persons employed by the Guardians should be disqualified from voting at Guardians' elections.
			III.
M U -	1) 3	All relief (including medical relief) should disfranchise,
R		1	IV.
M U R 10	17	49	The principle of no disfranchisement should be extended as regards certai forms of relief or certain classes of persons, e.g.:— (a) All out relief. (b) Out-relief to respectable able-bodied persons out of employment (c) Out-relief "approximating to old-age pensions."
	Alexander Inc		(d) All temporary relief. (e) Temporary relief to able-bodied persons out of employment. (f) Temporary relief, if repaid. (g) Relief to Friendly Society Members. (h) Relief to aged and deserving paupers.

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Chairmen	Boards of	Total.	·
Chairmen	Guardians.	Total.	Charges Seemed Total
		Laborator State of the Laborator of the	5. FRANCHISE AND ELECTIONS—continued.
			 (i) Relief to sick and infirm persons. (j) Relief to widows for maintenance and education of their children. (k) All cases admitted to Workhouse Hospitals. (l) Cases compulsorily removed to a workhouse. (m) Case of man contributing towards cost of imbecile child or lunation wife and other cases of a like nature.
		and to be be a	(n) Poor relief should disfranchise only for Guardians' elections. V.
*R 1	-	1	Direct payment of rates should be the qualification for voters at Guardians elections.
W .			VI.
M I	1	} 4	Revision of times for Guardians' elections, etc.
			VII.
М —	1	1	"Mode of election needs reconsideration."
			VIII.
U	-	1	Guardians should have power to fill casual vacancy.
			IX.
-М —		1 '	Local Government Board should have further power of checking briber at Guardians' elections.
MU 10	20	62	
11.		-	6. RELIEF IN GENERAL.
М -	- 5		L.
U -	- 16 - 17	38	Existing principles as to relief satisfactory and should be maintained e.g.:—
			 (i) "The right to receive relief must be assured. (ii) "The condition of the person relieved should not be (or even seer to be) in any respect better than that of the lowest class of in dependent labourer. (iii) "It is essential to associate with the receipt of relief such draw backs as will induce the poor so far as lies in their power t make provision for their future."
M			II.
	1 3	8	The term "destitution" should be defined.
	1 1	1	III.
U	4 3 3 2	} 11	Relief should be given to persons who are not actually destitute, with view to prevent them from lapsing into pauperism.;
			IV.
Л	I THE THE	1	Present relief system too elaborate.
	1 -	1	V.
R	5 1	10	Cost of administration excessive.
U -	- 1	1	VI. Rules for relief and a scale of relief should be drawn up for each Union.
R -	- 2	3	VII.
U	1 -	1 .	General Inspector and Guardians should settle standard scale of relief.
R	1 -	} 2	VIII.
U	1 3	4	Relief of disabled soldiers or sailors becoming chargeable during service home or abroad or on discharge should be an Imperial charge.
			IX.
U	1 -	1	Relief of prisoners discharged before expiration of sentence should be

		Chairmen or making recom		Collin learning of an illumination of the collins o
Chair	men.	Boards of Guardians.	Total.	Culture Constitute of the Cons
		Javida	- ARIJER	6. RELIEF IN GENERAL-continued.
*U	-	5 1 0360m of p	1	Payments by Guardians to or for discharged prisoners to bring them back to their homes should be allowed.
				XI.
M R	-	1 3	} 4	Relief of families of prisoners should be borne by County Fund or by Government.
				XIL.
М		.barrisai s	1	Relief of panpers becoming chargeable from Lodging Houses to be a County Charge.
MU	- 2	1) 6	XIII.
Ř	1	path i the	la riama	Case paper system should be extended. XIV.
U	1	1	2	Application and Report Book should be abolished or modified.
	n turi		reason practice	TV . XV.
R	1	hat-ana	1	Record of trade of all paupers should be kept,
E MUR	3 13	9 30	96 11/7	
R	15	26	1	7. MEDICAL RELIEF.
М				I.
M U R	91 91 91	2 2	10	The power to grant medical relief should be further restricted, e.g., (a) because medical relief is often the first step to pauperism. (b) persons who are not destitute should not be granted outdoo medical relief or be admitted to workhouse infirmaries.
				II.
U R	3	3	8	Greater facilities for treating all kinds of disease in Poor Law Hospital (e.g., the admission of sick persons who are not destitute : repayment of cost according to ability). III.
U		1	1	Need for system of State-aided hospitals to which all classes could
		alle state exce	TOTAL OF THE PARTY	contribute.
М	-	1	1	Sick poor should be dealt with by the State co-ordination of voluntar hospitals and Poor Law infirmaries,
М	1	2	naxa	V.
U R	1	- 100	4-in	Co-ordination of indoor and outdoor medical relief under supervision one officer.
U.			PATRIX	VI.
U	1	de de la	-	Sick should be removed from small workhouses. VII.
U	2	2	4	The Sanitary Authorities should be entirely responsible for the treatmen of all cases of infectious disease,
				VIII.
R	-	1	1	Infectious or contagious cases should receive indoor relief only.
			1177	IX.
U	-	1	1	Special Institutions should be provided for ringworm cases.
М	-	1	1	X.
U R	2	11 4	19	Power to detain infectious or contagious or "contact" cases should be increased. XI.
U		1	1	Systematic medical examination of tramps with a view to detectin

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Number of Chairmen or Boards of Guardians making recommendation.				be against or asserted a Western W.
Chairmen.		Boards of Guardians.	Total.	
			SAME SE	7. MEDICAL RELIEF—continued. XII.
*R	1	3	4	Sanitary Authorities should give compensation to "contacts" while they are prevented from earning their livelihood.
M U R	1 1	- 2 1	5	XIII. Need for power to detain incurable or improvable consumptive cases. XIV.
R	-	1	1	Consumptive cases treated in workhouse should be isolated. XV.
R		1	1	Consumptive cases should not be treated in small cottages where there are families. XVI.
M U R	1 -	1 8 4	15	Consumptives should be sent to special institutions or treated in open air shelters. (Some Boards of Guardians suggested that Unions might be combined for the purpose of providing special institutions for consumptive cases. One Board of Guardians suggested that these institutions should be supported from State Funds.)
		-		XVII.
U	-	1	1	All cases of consumptives should be dealt with by Sanitary Authorities.
				XVIII.
U R	_	1 1	} 2	Compulsory notification of phthisis.
				XIX.
R	-	1	1	National training of nurses with a view to their employment in work-houses,
				XX.
R	-	1	1	Workhouse infirmary should be in charge of a trained nurse night and day. XXI.
R	1	The Holle	1	Where there is only one nurse in a workhouse she should be fully qualified.
R	1	La stantine	1	Recognition of lower grade nurses.
				XXIII.
M R	1		} 2	Judiciously chosen inmates and ward-maids might be trained as assistant nurses.
				XXIV.
U	1	-	1	No paupers should be allowed to assist in attending the sick. XXV.
U R	2 3	2	} 8	Greater nursing facilities for outdoor sick and infirm.
				XXVI.
U	-	1	1	Provision for payment of midwives called in by medical practitioners.
				XXVII.
R	-	1	1	Midwifery work should be under the supervision of the Central Midwives, Board. XXVIII.
U	1	1	1	Midwives' Board should grant certificates in midwifery to nurses trained in workhouses who take the London Obstetrical Society degree.
				XXIX.
R	-	2	2	Guardians should have greater powers to employ or to appoint midwives.

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	of Chairmen on making recon		the same of the programme of the speciment of the specime
Chairmer	Boards of Guardians.	Total.	the Transfer of State
		- TRUM	7. MEDICAL RELIEF—continued.
*U 1	-	1	XXX. "Extension of the Midwives' Act to Unions of considerable size should be made more feasible than at the present time."
		211	XXXI.
R -	1	1	Further facilities for calling in a consultant doctor in particular cases. XXXII.
U -	1	1	Better provision as to medical attendance on boarded out children.
		370	XXXIII.
И —	1) 2	Reform in method of tendering for drugs and surgical appliances.
R -	2	2	XXXIV. Medical Clubs or Provident Dispensaries to be established and subsidised
			frem "some public fund." XXXV.
UR =	1	} 2	Reform of basis of statistics as to "medical relief only."
R -	1	1	XXXVI. Before granting a certificate of death medical officers should apply a
Buong no		il-labor	surgical test to ascertain whether death has actually occurred. See also heading No. 12, "Relief on Loan." Detention of persons suffering from venereal diseases. (See head No. 17,
₹(M €		1	"Able-bodied : Detention of immoral men and women.")
# T 18		110	8. INDOOR RELIEF.
		1	I.
R -	1	1	The name "Workhouse" should be altered.
U 1	-) 5	II. Small workhouses should be abolished.
R 4	-	,	III.
M 1 U 1 R 1		3	The building of large establishments should be discouraged.
U -	1 1	} 3	Cost of buildings excessive. V.
R 1	1	2	Cost of workhouses should be a County or an Imperial charge.
		a sto mo	VI.
R 2	-	2	Multiplicity of workhouse institutions. VII.
M 1	-	1	Town workhouses should be transferred to the country, where villages for paupers should be established.
M 4 U 4 R 8	1	} 24	VIII. Indoor relief no longer deterrent. IX.
M 1		- Total	Workhouse life too harsh or dreary.
200 1	-	The same of the sa	v
R 1	_	1	X. Workhouse test should be universally enforced.

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Number of Chairmen or Boards of Guardians making recommendation.				Number of Castral or Branch of Branch or Branch of Branch or Branch of Branch or Branc
Chairmen.		Boards of Guardians.	Total.	Jan T. Margania
		Jones	C-TELOTE	8. INDOOR RELIEF—continued.
*U				XII.
R	2 2		5	Infirmaries should invariably be separate from the workhouse.
			- 172	XIII.
M	-	1	1.	Admission to Separate Infirmaries should only be made through the work- house.
W		1	MEN	XIV.
M U R	1	1	4 -	Modification of rule as to simultaneous discharge of pauper and dependents or as to admission of children without the head of the family.
			Tital	XV.
U R	1	1 -	} 3	Further facilities for paupers going out to visit friends and for receiving visits from friends.
n Su				XVI.
M U	4	1	11	Inmates should be usefully employed.
R	2	_	,	XVII.
M U R	3	1 3 1	9	Inmates should be allowed to earn a small sum of money or a reward to be given to them on leaving the workhouse.
4 3 5		A CONTRACT	Silvershall	XVIII.
U	-	1	1	Industrial instruction should be provided—especially for young people and partially able-bodied.
				XIX.
M R	-	1) 2	Greater powers required for dealing with disorderly and refractory inmates.
				XX.
U R	7 4	9 8) 28	Quantity and quality of diet should be in the discretion of the Guardians.
				XXI.
M	-	2	9	Waste of provisions in workhouses.
			111	XXII,
U	-	1	1	Alteration in Creed Register requirements.
				XXIII.
R		1	1	Infirmaries and all female departments of workhouses should be inspected by women inspectors.
Tatol MUR	21 24	9 24	116	
≗(Ř	28	20	1	9. CLASSIFICATION OF PAUPERS.
	ESSIS			I.
M U	9 23	4 24	135	Paupers should be further classified and dealt with according to classes.
R	55	20		II.
R	1	1	2	Further classification undesirable.
Tato MU	9 23	4 24	} 137	
₽ (R	56	21		10. OUTDOOR RELIEF.
			100	I.
R		1	1	Provisions of outdoor relief (prohibitory) order should be continued.
				II.
U	_	1	1	Prohibitory order should be replaced by outdoor relief (regulation) order.
		1		

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Number of Chairmen or Boards of Guardians making recommendation.				Sumban of Undantes of Burdens
Chair	men.	Boards of Guardians.	Total.	Charles Continued Total
			SHIPE	10. OUTDOOR RELIEF—continued.
*M U	2 8	1 9	35	Outdoor relief system should be extended, e.g., by granting out-relief more
R	7	8	1	freely. (a) to necessitous thrifty persons.
				(b) to widows with one child dependent. (c) to deserted wives.
				(d) to reformed immoral women. (e) to widowers with children.
				(f) Guardians should have greater freedom in administration of out-relief.
				(g) See also Head No. 17, able-bodied; No. 19, aged and deserving poor; No. 18, children.
				IV.
R	_	3 5	} s	Principles of outdoor relief (Friendly Societies' Acts) should be extended to other forms of thrift. V.
U	1	-	} 2	Principles of outdoor relief (Friendly Societies' Acts) objectionable.
11	1		,	VI.
M U	6	1 4	43	Outdoor relief should be still further restricted, e.g.
R	21	9	CHOK U	(a) by confining it within the narrowest possible limits.
				(b) by confining it (i) to widows or infirm females and chil- dren; (ii) to persons of good character.
				(c) by prohibiting it (i) to persons of drunken or immoral or thriftless habits; (ii) to persons with no suitable habi-
				tation; (iii) to deserted wives. (d) By prohibiting it to persons who refuse to come into
		la outsis	a dinima y	the workhouse. Three Boards of Guardians recommended that
			100	Relieving Officers should be relieved of responsibility in cases where indoor relief is offered and refused. (e) Boards of Guardians should not distribute charity under the guise of relief.
			1/1	VII.
R	2		} 3	Out-relief should be abolished.
UR	1 3	-	} 4	Out-relief no longer deterrent.
ı	3	T SERVE	- See - B	IX.
M U	1	=) 5	Inadequate out-relief.
R	3	1	1	X.
R	-	2	4	Differential treatment of deserving and undeserving cases in receipt of out-relief. XI.
M U	1	-	1 4	Out-relief should be wholly or partly an Imperial charge.
R	2	-	1	XII.
U R	2 2	I	} 4	Club money of widows should be no bar to relief.
100				XIII.
R	1	=) 3	More Relieving Officers required: Relieving Officers' districts too large. A maximum number of cases should be prescribed for each relief district.
				XIV.
U R	1 2	_	} 3	Relieving Officers need more supervision.
	-			XV.
R	1	2	3	Out-relief stations should be abolished.
				XVI.
R	1	-	1	Extension of system of out-relief stations,
-		1		

	Number of Chairmen or Boards of							
			making recon					
C	Chairmen.		Boards of Guardians.	Total.	July Milliant Minimum			
1/2	200	20010		-THERE	10. OUTDOOR RELIEF—continued.			
					XVII.			
536	*U R	1 2	English	} 3	Publication of list of names of paupers.			
					XVIII.			
	MU	=	1	} 2	A register should be kept of persons in receipt of relief and of charity.			
				.mathuda	XIX-			
	U R	1	5	} 8	Savings Banks and Co-operative or other Societies should be compelled to furnish Relieving Officers with information as to savings, etc., of depositors and members; employers and relatives should be compelled to furnish certificates of earnings of paupers.			
					XX.			
	U	2	1	3	Elberfeld system should be introduced.			
	U	T	1	1	Extension of system of emigrating paupers (see also head No. recommending a grant in aid of emigration of paupers).			
Total	M U R	7 27 49	3 23 32	141				
-	-				11. NON-RESIDENT AND NON-SETTLED RELIEF.			
	м	1			I.			
	UR	4	- 1	10	Non-resident relief should be abolished.			
	11	1			II.			
	M	-	2	2	Non-resident relief should be very carefully administered.			
	М		1		HI.			
	Ü	1	6 4	12	Restrictions on giving non-resident relief should be abolished.			
					IV.			
	R	-	1	1	Guardians should be allowed to pay non-resident relief to paupers living in Scotland.			
				*****	Simple of Section 1850/2011 V.			
	U	1		1	Non-resident relief should be on the scale obtaining in the Union of residence. VI.			
	UR	10	9 12	} 39	Guardians should not have the option of refusing to administer non-			
	**			Ann all to	settled relief.			
					VII.			
	U	-	1	1	Guardians should have power to administer non-settled indoor relief as well as out door relief.			
	U	_		-112	VIII.			
	Ř	3	91 91	} 7	When required, Relieving Officers should be obliged to make any necessary inquiries into circumstances of non-settled paupers.			
Total	MU	1 16	3 18	} 73				
31	Ř	15	20	1 "1	12. RELIEF ON LOAN.			
					I.			
	R	1		1	System of loan relief too restrictive.			
	**			72	II.			
	U	1	-) 2	Difficulty in recovering loan relief.			
	R		-	,	III.			
	U	_	1	} 3	Arrest of wages should be a method of recovering loan relief.			
	R	1	1	,				

^{*} N.B.—M indicates Metropolitan. U, Urban or Mainly Urban. R, Rural or Mainly Rural.

		f Chairmen o making recon		State of King and an Israel on the State of Stat	
Chairmen.		Boards of Guardians.	Total.	Challenge Control	
OKA	THE	TANUAL NI	S TOKA	12. RELIEF ON LOAN—continued.	
*U R	2 3	1	} 6	IV. Loan relief should be recoverable in Courts of Summary Jurisdiction. V.	
M U R	- 1 5	1 2	} 9	Loan relief system should be extended, e.g. :	
			100	 (a) All relief should be given on loan. (b) All medical relief should be given on loan. (c) Outdoor relief should always be given on loan. (d) Outdoor medical relief to able-bodied men on account of wives and families should be given on loan. (e) Guardians should have power to grant out-relief on loan to able-bodied men in times of exceptional distress. (f) Guardians should have it in their discretion to grant relief on loan without necessity of obtaining sanction of Local Government Board. 	
Total MUR	4	1 4	} 21		
			Louis	13. LIABILITY FOR MAINTENANCE: REIMBURSEMENT AND RECOVERY OF RELIEF, ETC.	
				I.	
R	3	and the sale	3	The circle of relatives liable to contribute to the maintenance of paupers shou'd be "extended" (nature of extension not indicated).	
				II.	
R	1 2		} 3	Brothers should be liable for the maintenance of brothers and sisters. (One of the chairmen limited the recommendation to "brothers living in the same house.") III.	
R	- 1	1	2	All members of a family should be liable for the support of their parents; at present the thriftless members go free while the thrifty are made to pay; in many cases this is "a tax on industry."	
		and the same		IV.	
U	1		1	No married man whose income is less than £1 per week should be compelled to contribute to the maintenance of his parents.	
17				v.	
R	1 4	-	5	A growing indisposition on the part of children to support their parents; the law on the subject should be rigidly enforced.	
			niv	VI.	
R	1	1	2	The poor persons in respect of whom maintenance may be recovered from relatives should not be limited to "poor, old, blind, lame and impotent persons or other persons not able to work."	
17				VII.	
U R	9 7	5	30	Liability for maintenance between grandparent and grandchild should be either mutual or non-existent.	
				VIII.	
R	4	15 41	} 62	Married women with property should be responsible for the support of their parents. IX.	
R	-	1	1	A woman should be liable for the maintenance of her husband.	
			3/12	X.	
R	-	1	1	Deserted married women with means should be liable for the maintenance of their children. XI.	
UR	1	20	} 68	Illegitimate children should be liable for the support of their mothers	
It	3	44	1	when single or widows.	

^{*} N.B. -M indicates Metropolitan. U, Urban or Mainly Urban. R, Rural or Mainly Rural.

	Chairmen or making recom		to absorb in woman to be winted an authority and the state of the stat
Chairmen.	Boards of Guardians.	Total.	Land . Market - market
	- 249	KN01	13. LIABILITY FOR MAINTENANCE: REIMBURSEMENT AND RECOVERY OF RELIEF, ETC.—continued.
			XII
*R —	1	1	Parents to be liable for the cost of maintenance during pregnancy of an unmarried daughter under 21 years of age, and after confinement, for the cost of maintenance of herself and child or children. (The recommendation contained a proviso that the liability of the putative father if, and when, ascertained should not be affected).
			XIII.
U G R 5	31 19	65	The liability of putative fathers in respect of illegitimate children should be extended and wider powers should be given to enforce such liability, e.g.:—
	A A I		 (a) Affiliation orders to be obtained although the mother may have died. (b) Affiliation orders to continue in force although the mother may die subsequently to the date of the order. (c) Affiliation orders obtained by the Guardians should be transferable to the mother when she ceases to be chargeable. (d) Unmarried mothers to be allowed to proceed in their own name for maintenance orders.
	.013	GRIDS S	 (e) Affiliation orders obtained at the instance of the mother to be transferable to the Guardians when the mother becomes chargeable; in such cases the guardians to have the right to apply if they think fit for an increase in the amount directed to be paid during such time as they may maintain the child. (f) Putative father should be liable for cost of mother's maintenance during pregnancy.
		in community	(g) Affiliation orders to be obtained without the evidence of the mother when, through death, insanity or other sufficient cause, her evi- dence cannot be obtained but other reliable evidence is adduced.
			XIV.
R 1	1	2	Power to enforce recovery of maintenance from men living in British Colonies or "abroad" whose wives and children are receiving relief.
м —	2		XV.
R =	1	5	Guardians should have power to recover expenses from persons who have become chargeable on account of excessive drinking or immorality.
м —	3	1	XVI.
u –	1	j 5	Greater power to Guardians to recover cost of maintenance from Trade Unions, Friendly Societies, &c., in respect of members who are paupers.
			XVII.
R 1	1	2	Maintenance orders should be obtainable against persons residing in Scotland. XVIII.
U 2 R 4	12 25	43	Guardians should have further power to recover past maintenance, e.g.:— (a) Power to recover relief from persons who have at any time been in receipt of relief and who have become possessed of means to repay.
			(b) Maintenance for six years back instead of 12 months as at present. (c) Maintenance orders to be retrospective to the date when relief was first given.
		the all the	 (d) In removal cases the Union to which pauper belongs should bear the expenses of his removal, together with the cost of his maintenance incurred within 12 months of the date of his removal or incurred from the date of the application for his removal. (e) No insurance money payable on the death of a pauper to be paid to relatives until burial expenses and the amount of the relief
	Name of		paid to the pauper during the previous three years† have been refunded to the Guardians.
M 1	4	1	XIX.
Ü 6 R 9	23 21	64	Maintenance orders to be obtainable and to continue in force independent of the chargeability to the rates of the beneficiary under the order, e.g.: (a) Aged, etc., persons unable to work should themselves be given power to proceed against those liable to maintain them without first having recourse to the Poor Law. (b) Guardians should be allowed to apply for orders of maintenance

		Chairmen or aking recom		Nonline and the remains of Branch of
Chairm	en.	Boards of Guardians.	Total.	Chairman, Panche of Trade
	Au	mes- IAV	OR REMO	13. LIABILITY FOR MAINTENANCE: REIMBURSEMENT AND RECOVERY OF RELIEF, ETC.—continued.
	dark dark		a a suspend of the section of the se	against children without first making the parents actually chargeable to the Poor Law. (c) Orders for maintenance of deserted wives to be operative in favour of the wife although she may have ceased to be chargeable. (d) See also under XIII. above.
+и		1		XX.
Ü	9 5	16 19	50	Procedure as to recovery of maintenance should be made more simple and expeditious, e.g.:—
			- filmala soliti - 2.7 - hadolfosti - 21.7	 (a) The Guardians should have "greater powers" of recovery. (b) The power now vested in the Justices of making an order upon children to contribute towards their parents maintenance should be vested in the Guardians with right of appeal to the Justices. (c) Instead of as at present the proof being on the Guardians that the person summoned has the means to pay and will not pay, the onus of proving inability to pay should be thrown on the defendant. (d) The procedure for recovery of maintenance should be the same as
	lo		TUV	that for the recovery of sums payable under the Acts relating to (i) oastardy, (ii) the maintenance of married women and their children under separate orders of maintenance, and (iii) the maintenance of children sent by Justices to Reformatory Schools. (e) In default of payment under orders of the Justices recovery should not necessarily be as for a "civil debt"; Justices should be empowered to impose a penalty for non-compliance with the order.
	41141		has township	(f) For the purpose of obtaining possession of the property of a deceased pauper Guardians should be able to apply to a Magistrate's Court for an order instead of having to apply to the County Court as at present. (g) Guardians should have power to apply for a summary order for the purpose of obtaining possession of the property of paupers.
		distributed of		XXI.
R	=	1	O GMV S	Where a workman becomes chargeable in consequence of an accident Guardians should have power to enforce his claim to compensation either (i) by assisting him to take proceedings or (ii) by themselves taking proceedings.
Total MUR	1 38	14 131	418	Of the first of the party broken and the state of the sta
€ (R	50	184	<u> </u>	14. SETTLEMENT OR REMOVAL.
м	3	1		L and the second second
U R	9	9 9	37	The law of settlement should be abolished. II.
UR	5 9	5 6	} 25	The law of settlement should be simplified or abolished.
М	6	12		III.
R	25 33	45 77	198	The law and decision of settlement should be simplified, e.g.:— (a) By making the Union the area for settlement instead of the parish (4 Chairmen and 27 Boards of Guardians made this recommen dation.) (b) By making the county the area for settlement instead of the county of the county the area for settlement instead of the county of t
		tot , com	All studyname All studyname All studyname All studyname All study alam alam alam alam alam alam alam ala	 (b) By making the county the area for settlement instead of the parish. (c) By making one year's residence constitute a settlement; by abolishing the distinction between irremovability and settlement (d) By abolishing all settlements except settlement by residence. (e) By making special provision for settlements affected by alteration of boundaries, e.g., in cases where parishes are divided settlement to be in that proportion of the divided parish in which the person resided at the time of the division. (f) By regarding all paupers as settled in the parish in which they were born unless irremovable by one year's residence in a Union
			are adred	without receiving poor relief. (g) By abolishing all settlements except settlement by birth. (h) By instituting a more economical method of dealing with disputes (method not stated).

^{*}N.B.—M indicates Metropolitan. U, Urban or Mainly Urban. R, Rural or Mainly Rural.

†On 20th November, 1907, the House of Lords in West Ham Guardians versus Edmonton Guardians reversed the decision (Reg. versus Tipton), which gave rise to this recommendation being made.

		Chairmen or aking recom		
Chairm	en.	Boards of Guardians,	Total.	but histories
DEA AND	a M Z S	anamine	SOMETH	14. SETTLEMENT OR REMOVAL—continued.
				 (i) By submitting all cases of dispute to the Local Government Board for decision (8 Chairmen and 55 †Boards of Guardians made this recommendation). (j) Where a Union is asked to accept chargeability, such Union to accept within 14 days; unless there is some genuine doubt as to the settlement of the poor person.
				IV.
R	1	3	} 5	Assimilation or simplification of the law as between England, Scotland and Ireland.
UR	-	2 2	} 4	Residence in a charitable institution should not count towards settlement.
· K		2		VI.
U	1		1	Compulsory removal should be abolished.
				VII.
R	-	1	1	The powers of the Justices to make orders for removal should be transferred to Boards of Guardians.
				VIII.
R	-	1	1	Law as to irremovability of widows for 12 months after husband's death unreasonable. IX.
U	-	1	1	Expenses in connection with settlement and removal of paupers to be a national charge.
			The second state of the se	X.
U	-	1	1	Guardians to have power, with Local Government Board sanction, to pay travelling expenses of persons not legally removable whose relatives or friends in other Unions might be prepared to receive them.
Fotal M UR	9 40	13 66	274	and the second s
FIR	49	97	<u> </u>	15. INS AND OUTS.
				I
M U R	3 3	4 2 1	} 15	Insufficient power to deal with ins and outs (most of the recommendations simply stated that "larger powers" were needed).
M				II.
M U R	9 11	6 18 24	70	Power should be given to detain chronic ins and outs.
n		21	1	III.
М	-	11	1	Farm Colonies should be established for ins and outs.
E (MUR)	4 12	11 20	86	
₽ (R	14	25	!	16. TRAMPS.
				I.
M U R	1 10 15	3 15 26	} 70	Method of dealing with tramps unsatisfactory (with the exception of "uniform treatment" throughout the country, no specific remedies were suggested)
				II.
1R	-	1	1	Methods of dealing with tramps sufficient. III.
U	Bull	5	1	Tramps should continue to be dealt with by Boards of Guardians.
R	=	4) 9	Tramps should continue to be dealt with by Doards of Guardians. IV.
M U R	1 15 35	5 30 36	} 122	Tramps thould not be dealt with by the Guardians, e.g.: - 22 Chairmen and 11 Boards of Guardians recommended that the duty of relieving tramps

N.B.—M indicates Metropolitan. U, Urbon or Mainly Urlan. R, Rural or Mainly Rural.
 Two of these Boards of Guardians are also in favour of abolition, but submit this recommendation as an alternative in the event of settlement being retained.
 One of the Boards of Guardians making this recommendation substituted four weeks for the 14 days.

Guardians making recommendation.				
Chair	men.	Boards of Guardians.	Total.	Contract Contract Contract
		12702	MENU CO	16. TRAMPS—continued.
			JUL -	should rest with the police; 23 Chairmen and 36 Boards of Guardian recommended that their relief should be a State matter. In addition 1 Boards of Guardians approved of the recommendations of the Depart mental Committee on Vagrancy; three Boards of Guardians approved these recommendations except as to certain details; one Board of Guardians expressed its disapproval of the recommendations of the Committee.
			10-2 (27) - 14	Committee. V.
*U R	15 20	18 15	68	Favourable discrimination for casuals genuinely searching for work.
				VI.
UR	11	8 14	} 44	"Police passes" or "identification papers" for tramps.
10			1	VII.
R.	1	2	1	Charity to vagrants should be prohibited.
			1111	VIII.
U R	=	1 2) 3	Guardians should have power to give tramps who leave the casual ware a mid-day meal to be consumed during the day.
				IX.
U	-	1	1	Guardians should have complete discretion in fixing task work for casuals.†
R		1	1	
10				Extension of separate and cellular system for accommodating tramps.
U	-	1	1	Abolition of casual wards.
M	3	3	1	XII.
R	25 31	28 40	3 . 130	Colonies for tramps should be established. (In some cases it was suggested that Unions should be combined for the purpose; in other cases the the colonies should be established and managed by the State.)
м	2	- 2	John	XIII.
R	9 21	14 28	} 76	Tramps should be detained. (In many cases it was suggested that the tramps should be detained for a lengthened period; in a number of oth cases, however, it was only suggested that tramps should be detained over Sunday.)
				XIV.
U R	5 6	3	} 14	Tramping with children should be prohibited.
М	_	1	,	XV
UR	12 8	14 17	52	Children of tramps should be detained.
			- 12	XVI.
U	-	1	1	Children and wives of vagrants should be relieved in the workhouse inster of in the casual wards. XVII.
R	-	1	1	The English and Scottish Poor Laws as to casuals should be assimilate (The recommendations under this heading were received from a Bord- Union.)
(MUR	7 102	14 136	595	the best of the state of the st
(R	148	188	1	17. ABLE-BODIED AND UNEMPLOYED.
				I.
M	3 2	9	} 24	Method of dealing with able-bodied men inadequate. (Most of the
R	5	3	1 24	recommendations were simply asking for "greater powers".)
-			1 200	II.
MR		1	} 2	Method of relieving able-bodied men unduly harsh.

^{*} N.B.—M indicates Metropolitan. U. Urban or Mainly Urban. R, Rural or Mainly Rural.
† A number of recommendations were also received to the effect that the Guardians should have full discretion in fixing the diet of Vagrants. These recommendations have been included under head No. 11.

		Chairmen or making recom		Numeral Dannel or Bender of Control of Contr
Chair	men.	Boards of Guardians.	Total.	The State of the S
		- Arme	MPS	17. ABLE-BODIED AND UNEMPLOYED—continued.
			the state of	-depoint the two blocks III.
*U	-	2	2	General adoption of principles of Mr. Chamberlain's circular as the best means of dealing with able-bodied men.
all land		CHANGE OF THE		IV.
M U R	1 9 13	1 9 8	41	Guardians† should have power to offer temporary out-relief or work for wages to able-bodied men or to the unemployed.
			SLOTING TO SERVICE	V.
U	_	3	3	Guardians should have power to give out-relief to families of able-bodied men.
			to between for	VI.
M	2	-	} 3	
U	1	-	} 3	Modified Workhouse Test Order should be made a General Order.
	35		1077	VII.
M	1	in man only	equipment eris	Labour Yards should be abolished.
M	2	9	ord rangements bearing	VIII.
U R	3	10 9	36	Able-bodied should be relieved in separate Test Workhouses or in Labour Colonies. (In some cases it was suggested that the Colonies should be under State control: in others that special Colonies should be established for the "unfit," the "unskilled" and "degenerate"; while in others the
				Labour Colonies were to be regarded as training schools for emigra- tion.)
		inh promest	a contract on	IX.
R	-	1	. 1	Objection to Farm Colonies for Unemployed
			- TIX	X.
M	-	1) ban den	The able-bodied should be taught a trade.
			The last last	Managed Inches (1964) all XI.
M U	=	3 1	6	Less ample dietary for the able-bodied.
R	-	2	1	Limited to the second XII.
M	1	7	} 12	Detention of able bodied.
R	2	2	1 12	XIII.
M U	5	3 16	47	Detention of immoral men and women.
R	2	21	1	XIV.
M U	1	1	7	Detention of habitual drunkards and "druggers."
R	-	1) inner	XV.
U	1	_	1	Guardians should have power to pay railway fares of men in search of
	1	a piral by	Served Staged	w.rk. XVI.
**			11422	
U	-	1	ole and	Unemployed should be dealt with by the Guardians.
				XVII.
М	-	1	1	Unemployed should be dealt with by a body elected ad hoc with power to organise relief. XVIII.
UR	=	2 1	} 3	Unemployed should be dealt with by the State.
11			1	XIX.
М	-	1	1	Definite rules as to the "unemployed" required for the guidance of Guardians. XX.
R	_	1	dubin 1 mil	Main roads should be nationalised and the unemployed employed on them.

^{*} N.B. —M indicates Metropolitan. U, Urban or Mainly Urban. R, Rural or Mainly Rural. \dagger In one instance the suggestion was "Some authority."

Chairman Boards of Total			100000000000000000000000000000000000000	
Chairmen.		Boards of Guardians.	Total.	dan't limited and a
		2 630	- BEE	17. ABLE-BODIED AND UNEMPLOYED -continued.
			e se auna	XXI.
*U		1	1	Unemployed should be set to work on afforestation and reclamation of waste land.
			37/	XXII.
R	5	1 2	9	General system of Labour Bureaux should be established.
				XXIII.
M	-	1	1	Enlarged powers to Distress Committees to provide work.
		Manning bea	mails risk to	XXIV.
М	.1		1	"Municipal Authorities should be discouraged from giving relief by way of doles of work to inefficient labour."
WUR R	11 27	34 56	206	
- (R	26	52)	18. CHILDREN.
				I
R	1	_	1	Boarding-out system should be abolished.
		and the last of th	artikali da	II.
M U R	3 15 32	2 15 27	94	Extension of boarding-out system, e.g.:— (a) Guardians should have "extended powers" or "greater faci
		Gloods zeiß		(b) Guardians should have power to board out children other than orphan and deserted children.
M				III.
M U R	2 3	1 4 4	14	Boarding-out allowances should be increased.
A			1	IV.
R	-	1	1	Powers of Boarding-out Committees should be "extended."
				v.
R	-	1	1	Further inspection of boarded-out children and children under Infant Life Protection Act.
				VI.
U R	6	3	} 15	Extension or alteration of scattered or cottage homes system.
М	2	1	1	VII.
M U R	1	1 -	6	Extension of power to emigrate children and to maintain them outsid England. VIII.
R	-	1	1	Restriction of emigration of children.
				IX.
M U	13	7	42	No children to be maintained in the workhouse.
R	15	6	1	X.
R	3	4	100700	Separation of children from adults in the workhouse.
				XI.
R	1	Land Francisco	1	Power to bring into the workhouse without their father (a) motherless children, or (b) children insufficiently housed.
35		1		XIL
MU		1	9	Separation of children from vicious parents.†

^{*} N.B.—M indicates Metropolitan. U, Urban or Mainly Urban. R, Rural or Mainly Rural. † See also under head No. 16 (Trampe).

			Chairmen or aking recom		
Chai	irmer		Boards of Guardians.	Total.	The Bridge of the State of the
			-	Planting	18. CHILDREN—continued.
				THE	XIII.
* *U		1	2	3	Children remanded by magistrates should not be sent to workhouse, unless special accommodation has been provided for them.
					XIV.
U R		2	21 21	9	Guardians' power of adopting children should be extended to, e.g.:-
K			anne nito		(a) Children of habitual vagrants.+ (b) ,, ins and outs. (c) ,, thriftless or incapable parents. (d) ,, disabled or partially disabled parents. (e) Children who have been chargeable for five years or longer and whose parents or relatives have not contributed to their support. (f) All children maintained by the Guardians.
					XV.
τ		1	1	2	Adopted children who have been placed in service but who have had to leave such service should, pending the obtaining of another situation, be sent to a suitable home and not to the workhouse.
				Julius I	XVI.
ì	-	-	1) 2	"The adoption of a child by a person should legally involve all the responsibilities of a parent." XVII.
N.	1	2 2	1) 8	System of apprenticing children should be amended or extended, e.g.:
ì		ĩ	i		(a) Outdoor apprenticeship of pauper children should be allowed. (b) "Law as to the apprenticeship of pauper children should be modernized and simplified." (c) A proper system of apprenticeship should be made general.
				I	XVIII.
1		1	1	} 4	Parents' consent should not be necessary to putting children into certified schools or out to service. XIX.
1	M -	1 1	2 11 5	} 20	Guardians should have power to supervise and maintain children when first sent to work. XX.
1	U .	-	1) 2	Better provision for after care of Poor Law children.
	R ·		1	Parent no	XXI.
1	M ·	-	1	1	Greater power to deal with boys over school age who come into workhouse.
				, mr	XXII.
,	U	-	.1	1	Further discretion as to relief of orphan children.
1	M	-	2	2	XXIII. Children in Poor Law Schools should be allowed to compete for County
					Council Scholarships. XXIV.
	R	_	1	1	Guardians should have power to contribute to maintenance of pauper children who have won scholarships.
				10-7-16	XXV.
	M U	-	3) 5	Poor Law Children educated at Public Elementary Schools to be educated on the same financial and other terms as ordinary children.
					XXVI.
	М	-	1	1	Poor Law Schools to be transferred to Education Authorities.

^{*} N.B.—M indicates Metropolitan. U, Urban or Mainly Urban. R, Rural or Mainly Rural. † See also under head No. 16 (Tramps). ‡ See also under head No. 10 (Outdoor Rehef).

		Chairmen of making recom		Sealon of Chalmen on Bonds of
Chairn	nen.	Boards of Guardians.	Total.	South State of State
		.0.8	ORREG HE	18. CHILDREN-Continued.
			en bebild	XXVII.
·U R	Total rode	1	} 2	Education of children in Poor Law Schools to be under Education Authorities and the housing and maintenance of the children to remain with the Guardians.
	Control of	fait to too	1	
M		. 1		Co-ordination of Poor Law and Education Authority Schools.
1				XXIX.
U	1	2	2	Government Grant towards schools provided by Boards of Guardians.
				XXX.
R	1000	1	1	" Cost of Education should be made an Imperial Charge."
				XXXL
R	_	1	1	Abolition of school cards for pauper children.
				XXXII.
U		,		
0	-	1	alo de la	New Authorities with larger areas for dealing with physically deficien children.†
			.41	XXXIII.
M U R	3 5 —	2 21 16	} 47	Scope of Infant Life Protection Act, 1897, should be extended. (The recommendations were mainly to the effect that "one child" case should be brought within the scope of the Act.)
				XXXIV.
UR	4 2	1	} 8	Objections to Relief (School Children) Order and Act,
14	-			XXXV.
R	-	1	1	Parents should not be allowed to insure the lives of children unde
dale	dr do	Est alminist		12 years of age.
M	12 54	21 79	317	
(R	71	80	1	10 AGED AND DESERVING BOOD
			0113	19. AGED AND DESERVING POOR.
M	2	4	1	I.
R	37	26 89	163	Guardians should have compulsory power to bring into the workhouse age infirm or aged sick persons living under insanitary conditions or havin no one to look after them. II.
U		3	} 6	More adequate provisions (e.g., old age wards and married couple
R	-	3	SOUTARI	quarters) for aged and deserving poor in workhouse. (One Board of Guardians recommended this especially for cases compulsorily remove to workhouse.)
M	3	9 8	1	III.
R	12	9	32	Special Institutions for aged and deserving poor should be established, e.c. Cottage Homes, Almshouses, Infirmaries, Special Homes, Special Workhouses, etc. IV.
II	1	1 5 mm	5	Adequate out-relief should be more extensively given to aged an
		parezista esti	The second	deserving poor. (Aged and deserving poor should be boarded out as f: as possible.) V.
R	14	-	Chilgio	Imperial Grant towards cost of maintaining aged and deserving poor.
14			.71	VI.
R	10	(0.00220E)	ed locapida	"Boards of Guardians should not be the authority for administering relief to the deserving poor."
= (M	5	6	r	
	10	42	211	Anna transport the bull of the state of the

		Chairmen or naking recom		
Chair	men.	Boards of Guardians.	Total.	AND SOME THE PARTY OF THE PARTY
*M U R	5 10	5 7 6	33	20. OLD-AGE PENSIONS, Old Age Pensions should be established. (In some cases it was recommended that the pensions should be served for aged persons who had been thrifty and were of good character; in other cases that the pensions should be universal and non-discriminatory, while in other cases a pension scheme on a contributory basis was suggested (in one case the premiums were to be paid into the Common Fund of the Union).)
$\sup_{E} \left\{ \begin{matrix} M \\ U \\ R \end{matrix} \right.$	5 10	5 7 6	} . 33	21. IMBECILES, FEEBLE-MINDED AND EPILEPTICS.
U	_	2	2	I. Insufficient power for dealing with imbeciles. (Nothing recommended beyond "improved treatment.")
M U R	3 23 37	4 28 40	} 135	II. Segregation of imbeciles and epileptics.
M U R	4 19 13	11 50 62	} 159	III. Greater control over or detention of feeble-minded. IV.
U R	=	2 7) 9	Guardians should have compulsory power to remove feeble-minded paupers to the workhouse.
, <u>M</u> U	=	1	} 2	Imbeciles, &c., should continue to be provided for under the Poor Law.
M U R	3 6 8	8 5	30	Imbeciles, &c., should be dealt with outside the Poor Law, eg.:— (a) in County Asylums. (b) in Institutions provided by the State or towards which the State contributes. VII.
R	-	1 2009. e	1	Senile dements should not be sent to lunatic asylums, but should be treated in Workhouse Infirmaries.
U R	- 1	1 -	} 2	VIII. New Authorities with larger areas for dealing with weak-minded children.
Teto I MUR	10 48 59	16 92 115	} 340	
	- 111	delma de		22. LUNATICS.
U R	1 2	2 1	} 6	Separate Asylums for pauper lunatics where persons could be looked after at a less cost than in the present County Asylum.
M U	1		} 3	II. Lunatics should be dealt with either by the County Council or by the Metropolitan Asylums Board. [The second alternative applies only to London.]
M R	1	2	} 4	Workhouses should not be used as receiving homes for suspected lunatics. 1V.
U	-	1	1	Provision should be made in workhouses for treatment of cases of temporary insanity.
М	_	1	1	Method of certifying pauper lunatics unsatisfactory, e.g., compare method of certifying a pauper lunatic with that for a private patient.

		f Chairmen or making recon		to email to mobile a jurgolica).
Chair	men.	Boards of Guardians,	Total.	and testing manual
			yaz	22. LUNATICS—continued.
			ALE	VI.
*U R	2	E and	} 3	Assimilation of laws as to removal of lunatics as between England, Scotland and Ireland.†
				VII.
U	2	ALT LINE	2 2	Law as to settlement and maintenance should be the same for lunatic paupers and non-lunatic paupers.
				VIII.
R	1	and plants	1	Criminal pauper lunatics of unascertained settlement should be a national
				charge, IX.
UR	-	1) 2	Cost of pauper lunatics should be a National charge.
п		STRUBOOA	ENY HOM	X. X.
U		1	1	A Court of Summary Jurisdiction upon proof of sufficient means should
				have power to order pauper inmates of lunatic asylums to be main-
				tained as private patients by relatives legally liable for their main- tenance. XI.
M	=	1 2	} 3	Guardians should be represented at inquests of pauper lunatics.
			- Indianam	XII.
M U	=	3 4	8	Delirium tremens to be made a penal offence.
R	=	1	June 10 To	XIII.
MU	=	1) 3	Further classification of lunatics desirable, e.g., child lunatics should be
R	-	i	1 "	kept apart from adults.
				White the proposed to the property of the party of the pa
Total MUR	6	9 12	38	Find to A supposed Banda 140
FIR	4	5		23. BASTARDY.
				Large of the control
M	19	5 ,	139	Guardians should have power to detain unmarried mothers.
R	34	47	1	
			100	artisten benteved by saladi. II.
R	1	-	1	Unmarried mothers should not be discharged from the workhouse "with- out means of living being found for them."
		- Commence		III.
U	1	_	1.	Guardians should have power to appoint a committee of ladies to look
		as dentile t		after unmarried mothers.
MU	1 2	des lando) 9	Insufficient powers to deal with unmarried mothers. (No specific remedies
R	3	3	January 1	suggested.) V.
M U	1	-)	
R	1	1	5	Unmarried mothers should not be relieved in the workhouse, e.g.:— (a) Rescue Homes or Reformatories should be provided.
				(b) "Parents should be required to receive them (unmarried mothers) at their own homes."
				VI.
U	1	4) 8	Severer punishment for fathers of illegitimate children.
R	2'	1	1. 17	VII.
М	All Lore	1	1 .	His work to color it is placed at the Color of the Color
U		2) 3	Bastardy laws require amendment.§ (No specific remedies suggested.)

^{*} N.B.—M indicates Metropolitan. U, Urban or Mainly Urban. R, Rural or Mainly Rural.

† As to this see also head 5.

‡ Where the enmarried mothers were stated to be of weak mind the recommendations have as far as possible been included under head No. 21.

§ See also under Recovery of Maintenance.

		Chairmen or making recom		Resident to annual to be under the second to be second to
Chair	men.	Boards of Guardians.	Total.	And Belleville accuracy
			Service - B.	23. BASTARDY—continued.
				VIII.
*R	1	1	1	Charitable lying in institutions should be obliged to ascertain the Union (or Parish) of aettlement of women resorting to the institution.
-				IX.
R	-	1	1	The maximum payment in an affiliation order should be 5s.
-			410	X.
R	-	1	ultim Comer	Mother should be legally able to appoint a Guardian for her child.
= (M	4	6	1	
Top (R	25 41	38 55	169	at Broade as positive graph to mark a
				24. RATING, FINANCE AND ACCOUNTS.
. 17		name and the	binny magne	paralleliate community was the L
U R	3	3	9	Uniformity of Assessment, e.g.:— (a) For all local rates levied within the same area. (b) For all Unions within the same County.
			-1-2	II.
UR	=	1 1	} 2	Present valuation system should be maintained.
			1	III.
U	2	_	2	Guardians should be divested of all "Assessment" powers.
				IV.
U R	Ξ	1 1	} 2	Alteration in constitution of Union Assessment Committee, e.g., ther should be represented on the Committee :-
				(a) Inland Revenue Authorities. (b) Spending Authorities within the Union.
			TORATE	V.
U	1	1	2	Revision of law as to Rating Appeals.
		t-miltour be	de la constante de la constant	the same and historical victoria victoria victoria
U R	=	1	} 3	Rating of Government property. VII.
U R	-4	1	} 6	One Rating Authority and one general rate for each county.
			1	VIII.
M U	2	1 5	22	The term "Poor Rate" misleading, and should be altered, e.g. :-
R	6	8	1 39	(a) Other than Poor Law expenditure is defrayed out of the Poor
		THE NAME OF THE PARTY OF	diam fronts	Rate. (b) Precepts for County Rates to be levied directly on the Overseer instead of the Guardians being made the medium for payment.
		and the	I al I mallocation	IX.
U R	1	-	} 3	Poor Rate should be separately collected.
It		1		X.
R	-	1	1	Rates should be levied quarterly.
		, menjidi	of stenleys!	to product we in authorize states XI.
R		1	1	The procedure for the recovery of precepts in arrear requires simplification and amendment.
				XII.
U	100	1	i and the	Precept notices should be issued earlier.

	f Chairmen or making recon		Maintee Continue of Boards of Continue
Chairmen.	Boards of Guardians.	Total.	Character Treat Treat
Asia	and) STHU	AND ACCO	24. RATING, FINANCE AND ACCOUNTS—continued.
		3127	XIII.
*R	1	1	Personal service of precept notices should be abolished.
		SHEET	XIV.
R 2	San brigadine	2	Guardians' collectors should collect all rates within the Union.
		THE PARTY	XV.
U -	2	2	All rates in the same area should be collected on the one demand note.
17			XVI.
R 3	1	} 6	Abolition of compounding.
			XVII.
R 1	-	1	Tenements of less rateable value than £4 should be exempt from rates.
topic_		. 2	XVIII. Taxation of land values.
	2	12 ,00	XIX.
U 4	3	1 11	Cost of pauperism should be an Imperial charge.
R 2	2	,	XX.
U 1	_	1	"Difficulty is experienced in obtaining the necessary funds to carry out
	Mary Tukes 11 A	Action Service	the various Poor Law enactments."
м -	1	1 0	XXI.
M -	-	} 2	Adoption of recommendations of Local Taxation Commission as to incidence of cost of relief.
U 1			XXII. Equalisation of Poor Rates over the whole country.
U 1	2	3	XXIII.
M -	1 5	1 8	Principle of Union Common Fund charges should not be departed from.
Ř –	2	1	XXIV.
U 1	3	4	Revision of basis of contributions to Union Common Fund.
			XXV.
M 6	5	11	Principle of Metropolitan Common Poor Fund should be extended.
- Linearing	1200 600		XXVI.
M 1	5	6	Revision of basis of Metropolitan Common Poor Fund.
	h	7,111	XXVII.
м -	Aller Toll to	1	London County Council should distribute Metropolitan Common Roor Fund.
M 1			XXVIII.
M 1 U 9 R 4	28 30	77	Revision of basis of grant to Union officers.
	3	1	XXIX.
M - U 3 R 5	32 31	74	Extension or increase of lunacy grant. (The recommendations for "extension" were chiefly in favour of the grant being paid in respect of idiots, imbeciles and epileptics maintained in workhouses.)
	la selate	Lin Ma	XXX.
U -	2	2	Abolition of the lunacy grant.
M -	1 9	19	Revision of basis of agricultural rates grant
R -	8	1	Novision of basis of agricultural faces grant.

[•] N.B. - M indicates Metropolitan. U, Urban or Mainly Urban. R, Rural or Mainly Rural.

		Chairmen or making recom		Simples Chineses and Daniel
Chairm	en.	Boards of Guardians.	Total.	total totalist medical
		the STREET	DOOM GALV	24. RATING, FINANCE AND ACCOUNTS - Continued.
*M	-	2)	XXXII.
*M U R	=	1	, ,	Periodical revision of the basis of all grants-in-aid. XXXIII.
U ·	-	1	1	Unions outside London should receive a grant-in-aid of drugs and medical
			7.7	appliances. XXXIV.
U R	=	1 1	} 2	Grant-in-aid of emigration of paupers.
1.			,	XXXV.
М	1	_	1	Grant-in-aid of emigration of pauper children.
				XXXVL
M V	-	1) 2	Grant-in-aid of pauper boys sent to training ships,
f.	7	1	(TAIL COMM	XXXVII.
M		2	1 .	
U .	-	1	} 3	All grants should be paid conditionally upon a Local Government Board certificate of efficient adminstration.
M		1	1	XXXVIII.
Ü	1 3	2 2	9	Greater facilities for obtaining loans and longer periods of repayment.
M		1		XXXIX.
U	1	6	- 11	Union accounts should be balanced yearly instead of half-yearly.
R	1	2	1	XI.
U	_	1	1	Union accounts should be closed half-yearly, as at present.
				XLI.
M U R	5 5	16 22	} 50	Book-keeping should be simplified (6 Chairmen and 31 Boards of Guardians recommended a simplification of the workhouse books; 4 Chairmen and 9 Boards of Guardians a simplification of the "accounts of the Union" or of the "book-keeping required").
₫ (M U	9 36	32	371	and a configuration of the second of the
e 1 10	40	119	347	25. MISCELLANEOUS.
		land rome		anthonomies to short the mounth I.
M	7	12	100 12	
	24 31	56 58	188	Codification or consolidation and revision of the Poor Laws and Local Government Board Orders.
			177	II.
U .	-	1	1	Assimilation of the Poor Laws of the United Kingdom. (This recommenda- tion was made by a Border Union.)
	1		717	III.
UR	1 2	16 16	35	Army and Navy pensions should be paid at shorter intervals.
1	2			Jan 4 IV.
R	2	_	2	Pensioners who have sufficient pensions to maintain themselves, and who
			478918111	become paupers, should be proceeded against as having neglected to maintain themselves.
M		1)	V M
U	-3	1 1	5	Conditions of service in the Army, the Navy, and the Militia are conducive of pauperism.
11		Consequence (Consequence of	al facilities	VI.
R	4	3	} 11	Encouragement of Benefit Societies and Clubs as preventives of pauperism.
M U R	3 6 5	3 6 1	} 24	Penalties for desertion should be increased.

^{*} N.B -M indicates Metropolitan U, Urban or Mainly Urban. R, Rural or Mainly Rural.

			The second secon
men.	Boards of Guardians.	Total.	DESCRIPTION OF ROBBINSO SHE THE
SPJU!	MARQUE.	a san	25. MISCELLANEOUS—continued.
	la l	Annah Sva	VIII.
1	- 1	1	Imprisonment for debt should be abolished in cases where the dependants would in consequence become chargeable.
line			IX.
1	1	} 3	The housing difficulty contributes to pauperism.
			X.
=	. 1	} 2	An alteration of the land system whereby more people might be induced to remain on the land would tend to reduce pauperism.
			. It amounted about XI and sales and and and
_	1	1	An overseer should be allowed to become a contractor to the Guardians.
	draw a see	7 m Inner	XII.
-	1	1	Restrictions to be imposed on the removal of infectious cases from one residence to another or from one sanitary area to another.
40.0	12 days 17.5	ag bran as	XIII.
-	1	1	Compensation allowances to workmen 55 years and over should be reduced so as to encourage employers to keep men in their employment.
mur.		THE PARTY OF	XIV.
-	1	1	Non-able-bodied workmen should be allowed to contract themselves out of the Employers' Liability Acts.
10 33 48	16 88 81	276	I read of contrast of the cont
	1 1 1 1 1 1 1 1 1 1 1 1 1 1 1 1 1 1 1	1 - 1 1 - 1 - 1 1 1 1 1 1 1 1 1 1 1 1 1	1 - 1 1 1 - 1 1 1 1 - 1 1 1 1 - 1 1 1 1 - 1 - 1 1 - 1 1 - 1 1 - 1 1 - 1 1 - 1 1 - 1 1

^{*} N.B.-M indicates Metropolitan. U, Urban or Mainly Urban. R, Rural or Mainly Rural.

PART V.

APPENDIX No. CXVII.

*REPORT OF THE CHAIRMAN OF THE SPECIAL COMMITTEE APPOINTED BY THE COMMISSION TO INQUIRE INTO THE PROVISION MADE FOR RELIGIOUS SERVICES AND MINISTRATIONS IN WORKHOUSES.+

The Committee appointed to consider the position of workhouse chaplains and generally religious ministrations under the Poor Law beg to report as follows:—

We directed the Secretary to write to the Bishop of every diocese in England and Wales asking him to give the names of his chaplains in his diocese to whom we might apply for information, and to all those recommended we sent the questions given in App. I. We received replies from forty-seven chaplains, and in addition we had before us communications from the Association of Poor Law Chaplains and from the Secretary of the Truro Diocesan Committee on Workhouse Ministrations, and the Report (1899) of a Committee of the House of Laymen for the Province of Canterbury on the same subject, and the resolutions of the House of Laymen based upon it.

Great stress is laid in these communications on the tendency, which is thought to be growing, on the part of boards of guardians to refuse to appoint a chaplain, but it is not very easy to give definite figures on the subject without increasing very much the work of inquiry. It may probably be assumed that an increasing number of boards of guardians will refuse in the future to appoint chaplains, and great pressure is often brought to bear upon them to do so. Those members of the Commission who were present at the election of a chaplain at Bridgwater will remember the persistency with which the argument from economy, among others, was urged.

Now it is clear that the appointment of a chaplain in every workhouse is contemplated in 4 & 5 Will. IV., c. 76, the Poor Law Commissioners assume it in orders and circular letters, and their opinion is upheld by a decision of the Court of Queen's Bench. (Cf. Consolidated Order, 1847, Art. 153. Queen v. The Guardians of Braintree Union (10 Law Journal Reports, M.C.N.S., p. 76.) It is also clear that where a workhouse contains a large number of sick and infirm provisions for their religious needs must be made over and above Sunday services, and that for able-bodied inmates and children continuous ministration and instruction are essential. In view of the above it is strongly urged that the Local Government Board should exercise its compulsory powers and appoint a chaplain in all cases in which the guardians neglect or refuse to do so. But the Board is, not unreasonably, averse to such an exercise of its powers, partly, no doubt, on the ground that it is inadvisable to bring the central authority into collision with the local authority on a religious question, and partly, also, because the position of a chaplain so appointed would be one of great difficulty.

The following remedies for a state of things which is certainly undesirable suggest themselves:—

(1) That the Local Government Board should take the appointment and control of workhouse chaplains entirely out of the hands of boards of guardians and establish a service similar to that which obtains in the Army and Navy and under the Prison Commissioners. This would probably carry with it the appointment of a chaplain-general, and the establishment of a system of promotion, graduated salaries and pensions.

There are obvious difficulties in the way of any such drastic proceeding. It would be much criticised in Parliament, it would require a large expenditure, it would cause great friction in the administration of a workhouse, and it would not be easy to combine it with the practice of appointing a parochial clergyman, nor would it meet the wishes of those who wish to see the workhouse chaplains licensed, controlled and even appointed by the Bishop of the diocese.

(2) That the provision of religious ministrations should be left entirely to voluntary effort.

The position of affairs in Cornwall is interesting on this point. (See App. III.) No one of the thirteen unions in the county appoints a chaplain. This has led to the formation of a diocesan committee for the purpose of providing acting-chaplains, subscriptions are invited to a fund for their remuneration, and it is

^{*} Note.--The Commission expressed no opinion on this Report.—R. G. Duff, Secretary.

See also Part XII., p. 211.—Letter from the Bishop of Croydon as to Workhouse Chaplains.

noteworthy that in five out of the thirteen unions the guardians subscribe, an example which would probably be widely followed If such committees became general they might possibly be recognised, and even subsidised out of the sums paid on account of chaplains' salaries by the county councils under the Local Government Act of 1888.

It must not be thought that the Committee underrate the difficulty of the existing state of things in such a union, e.g., as South Shields. Here no chaplain is appointed or recognised for the 1,023 inmates. The vicar of the parish does what he can, but meets with small encouragement. He reports congregations of twenty or thirty inmates and a single official. It is not fair to him, or to his 8,000 parishioners, that he should have such a tax upon his powers as is implied even in the minimum of ministration to so large a workhouse. On the other hand it is clear that difficulties are not insuperable. Nottingham is quoted by the Committee of the House of Laymen as a union in which the guardians refused to appoint a chaplain, and all religious ministrations ceased, in spite of a strong protest on the part of His Majesty's Inspector. Now Bishop Baynes reports that the guardians pay him £150 a year as chaplain, the work is undertaken by his staff, and few workhouses are more efficiently tended. There is a chapel, and some 400 out of 580 inmates from the body of the house attend the services; celebrations of Holy Communion, weekday and special services are frequent; and last, but not least, the Roman Catholics use a transept of the chapel at their own times for their services.

As to the manner in which the duties of a chaplain are discharged the answers received are very encouraging, but it must be borne in mind that the writers were probably selected on account of their known zeal. Services are frequent, and there is every reason to think that they are reverently given, though in many cases the want of a chapel is a serious hindrance, for the associations of a dining hall make it totally unfit for use in this connexion. Again, when we consider the antecedents of the great majority of the aged inmates there is not likely to be a great demand on their part for opportunities of public worship. When we pass beyond the actual services we find very great difference. It is impossible to read the reports from Newcastle-upon-Tyne, Epsom, Oundle and Biggleswade, to name only a few, without feeling that where the right man is appointed great good results; nor, we believe, does such a man fail to carry the guardians and the officers with him. As to the best method of securing the right man, conditions vary so infinitely that no general rule can be laid down.

Many of the witnesses complain that their profession is not well treated in the matter of status and salary. This is partly due to tradition, partly to the parsimony characteristic of corporate bodies in remunerating professional services. So long as the present system continues the question of salary must be left to boards of guardians. As to status it is difficult to see any remedy. The status which a particular profession enjoys must depend in part on its members, and in part on those wholly unconnected with it. If workhouse chaplains are regarded by those in authority as fit and proper persons for preferment, are admitted freely to diocesan and other societies, and generally treated on an equality with incumbents of parishes, these complaints will soon cease. The instance of Carlisle, where the chaplain of the workhouse is a Canon of the Cathedral, is in point.

In unions in which no chaplain is appointed, it is not unusual to find that the various religious denominations are invited or allowed to hold services in the workhouse (see the rota at Pontypridd, one of the unions visited by the Commission). We think that such a practice is much to be deprecated. Religious teaching in a workhouse should be, before all, continuous and consistent, and, further, under this system, no provision is made for ministrations other than the conducting of services, and no personal ties are formed. In our judgment it is all-important that every institution under the Poor Law should include on its staff someone who will stand to the inmates in a directly personal relation, who will minister comfort to the aged dying, who will be a strong moral force in the lives of the able-bodied, and who will shape the characters of children. In short, every inmate of an institution is a moral problem, requiring treatment suitable to his or her particular case, and the performance of Sunday services is no guarantee that these responsibilities will be recognised or discharged.

It remains to ask whether any steps can be recommended which will improve the present state of things. The difficulty really lies in the fact that the standard of efficiency, which is expected in a workhouse chaplain has risen enormously. It is now felt on all hands that the regular and punctual performance of service is not sufficient, that the chaplain should be the motive power in all moral improvement in the inmates. How the multifarious duties implied can be adequately discharged is an administrative question for each particular house. No doubt the order on the subject is out of date, and probably applies to

a state of things which has passed away. But the propriety of issuing a new order is not beyond question. In the case of duties so elastic and so wide-reaching as those of a chaplain it is not easy to give precise instructions. Whilst, e.g., the number of services is easily fixed, it is impossible to do more than sketch in very general terms the amount of visiting which is required of a chaplain. Further, the duties which many witnesses wish to see assigned to chaplains are already discharged by the more zealous, and in a case in which so much turns on the spirit in which they are discharged, no amount of injunction will force the idle to discharge them. So, again, it is urged that greater power of removal is desirable in cases of inefficiency, but this is a difficulty common to every parish in England.

Although we cannot recommend the issue of a new order, we think it might be well if a circular letter were addressed to chaplains, embodying recommendations on such points as the following:—

The need of interpreting the order in a broad spirit.

(2) The greater powers now given of holding shortened and special services.

(3) The advisability of calling in lay helpers, church workers, voluntary choir, etc.

(4) The utilisation of societies such as Girls' Friendly Society, Church Army, etc.

(5) The responsibility of the chaplain with regard to officers, and vice versa.

(6) The sending in of an Annual Report to the Local Government Board (?) on the state and progress of the inmates.

If our suggestions as to this classification of institutions are adopted, we hope and believe that the religious and moral care of the inmates will be carefully considered. No doubt in different places different solutions of the problems involved will be discovered, but we feel strongly that chaplains or religious instructors should be appointed in every case, according to the creed register, so that the members of every religious body are guaranteed religious ministrations and instruction.

We append :-

(I.) A list of questions circulated.(II.) A rough analysis of the replies.

(III.) A plan of services in the Pontypridd Union, for 1907.
 (IV.) A table showing state of things in Cornwall in 1905.

(Sd.) L. R. PHELPS,

Chairman.

APPENDIX I.

- 1. What services do you hold in your workhouse :-
 - (a) On Sundays ?
 - (b) On other days?
- 2. How often is Holy Communion administered during the year ?
- 3. What proportion of the inmates, and what average number, are present at services and celebrations?
- 4. How often are the children catechised and examined? Do you prepare them for Confirmation?

 What proportion of them are presented to the Bishop?
 - What religious ministrations are provided for :—
 - (a) Sick?
 - (b) Aged and infirm?
 - (c) Vagrants?
 - (d) Able-bodied ?
 - (e) Imbeciles ?
 - (f) Women with illegitimate children?
 - 6. Are services held in your workhouse by any religious body other than the Church of England?
- 7. What provision is made for religious ministrations to those inmates who are not members of the Church of England?
 - 8. Have you any duties with regard to inmates :-
 - (a) On first admission?
 - (b) After discharge?
 - 9. How far do you act as a link between the inmates of the workhouse and the outer world ?
 - 10. Can you suggest :-
 - (a) Any improvement in the position and duties of a workhouse chaplain?
 - (b) Any enlargement of his sphere of usefulness as specified in the Local Government Board Orders?
- 11. What in your opinion is the mental, moral, and as far as you are able to judge, the physical effect of workhouse life on several classes of inmates ?

APPENDIX II.

The answers to many of the questions only give a general impression and cannot be tabulated, and it must be borne in mind that the unions are selected unions.

Services on Sunday.—One in thirty workhouses; two in sixteen workhouses; four in one workhouse.

- 2. Holy Communion .- Once a month in twenty-one workhouses; more than once a month in five workhouses; less than once a month in twenty workhouses; at vague intervals in one workhouse; on great festivals as well in six workhouses; in sick wards when needed in all workhouses.
- 3. Attendance at Services.—In the great majority of cases 50 per cent. and more are present of those physically and mentally capable; in many cases 100 per cent. (but it is not stated whether attendance is compulsory or not).

4. Attendance at Holy Communion.—Very small.

Vagrants receive attention in fourteen workhouses.

6. The Roman Catholic clergy in all cases look after their people, and in all large workhouses Noncon-

formists hold services on Sunday.

11. The answers to this question are full of interest, but very difficult to tabulate. Some chaplains are very definite, some very vague in their answers. Roughly, it may be said that twenty-eight report the physical effect of workhouse life to be good, almost always owing to the absence of drink and presence of discipline, but in five cases it is said to be bad. The moral effects are very variously estimated and differ greatly in different classes of inmates. The aged and infirm improve from some points of view and deteriorate from others; sometimes they are described as peaceful and contented, sometimes as listless to weak-minded, active only in quarrel and scandal. The able-bodied, especially women, are thought in most cases to deteriorate, mainly from bad associations, and there is a great demand for more thorough classification. Children are reported to improve steadily. The general effect of workhouse life is approved by fifteen and condemned by twenty-three,

The answers point to the pressing need for enlisting the services of men and women outside the workhouse to brighten and enliven the inmates. And in this connection we would suggest that far more liberty should be given to inmates of good character and behaviour to attend parochial services and gatherings of

APPENDIX III-PONTYPRIDD UNION.

Plan of Religious Services at the Union Workhouse to December 29th, 1907.

N.B.—This Plan will be the only notification. Date. Morning.—(Supplied by). Afternoon.-(Supplied by). Denomination. Church. Denomination. 1907. Church Berw Road. Calvary, Treforest. Welsh Wesleyan -Siloam, Gyfeillon. Norton Bridge. Jan. 6th Calvinistic Methodist Wesleyan Church of England Congregational 13th Baptist -22 Church of England Coedpenmaen. Sardis, Pontypridd. Gelliwastad Road. Glyntaff. 20th Congregational English Wesleyan Trehafod. 27th Feb. 3rd Calvinistic Methodist Cilfynydd. Trehafod. Rhondda, Hopkinstown 10th Pontypridd. St. Catherine's Wesleyan Baptist -17th 22 Gelliwastad Road. Christian Brethren Pontypridd. 24th Gyfeillon: Moriah, Cilfynydd. Saron, Treforest. Trehafod. Bethesda, Trehafod. Calvinistic Methodist Penuel. Church of England March 3rd Primitive Methodist Church of England Salvation Army -English Wesleyan -Pwllgwaun. Congregational 10th Graig. Pontypridd. Calvinistic Methodist Primitive Methodist 17th 24th Treforest Baptist -31st Welsh, Pontypridd. 7th Church of England Wesleyan Hawthorn. April Temple, St. David's. Baptist Calvinistic Methodist 14th Baptist -Hopkinstown. Presbyterian Church Welsh Baptist 21st Upper Boat. Coedpenmaen. Tabernacle. Baptist 28th May Church of England Pwllgwaun. Church of England Eglwysila :. Rehoboth, Cilfynydd. Salvation Army -English Baptist -Calvinistic Methodist Primitive Methodist 12th Welsh Baptist Treforest. 19th Baptist . Carmel. Cilfynydd. Welsh Congregational Calvinistic Methodist Zion. Zoar, Hopkinstown. Cilfynydd. Wood Road, Glyntaff. 26th Zion. Graig. Berw Road. Calvary, Treforest. Coedpenmaen. Sardis, Pontypridd. Gelliwastad Road. Pontypridd. June 2nd Welsh Wesleyan Church of England Bethlehem, Rhydfelen. Ebenezer, Rhydfelen. Siloam, Gyfeillon. Norton Bridge. 16th Baptist -Baptist -99 Church of England Congregational -Calvinistic Methodist 23rd Congregational -English Wesleyan -30th July Wesleyan 7th Unitarian - - - - Church of England - English Congregational Pontypridd. St. Catherine's 14th Baptist -Libanus, Treforest. Church of England 21st Glyntaff. Trehafod Gelliwastad Road. Congregational 28th English Congregation Calvinistic Methodist Primitive Methodist Church of England Salvation Army -English Wesleyan -Penuel. Calvinistic Methodist August 4th Cilfynydd. 11th Pwllgwaun. Wesleyan Trehafod. Rhondda, Hopkinstown 18th Graig. Baptist -Pontypridd. Christian Brethren Pontypridd. Gyfeillon. 25th Trefore Church of England Sept. 1st Moriah, Cilfynydd. Soran, Treforest. Welsh, Pontypridd. Church of England Congregational Calvinistic Methodist Primitive Methodist Temple. St. David's. Baptist - Presbyterian Church 15th Trehafod. Bethesda, Trehafod. 22nd Welsh Baptist Church of England Tabernacle. 29th Baptist Pwllgwaun. Rehoboth, Cilfynydd. Wesleyan Hawthorn. October 6th Welsh Baptist 13th Baptist -Hopkinstown. Baptist -Welsh Congregational Calvinistic Methodist Welsh Wesleyan -Coedpenmaen. Upper Boat. Carmel. Baptist -Calvinistic Methodist 20th Zion. 27th Zion. Graig. Berw Road. Calvary, Treforest. Coedpenmaen. Sardis, Pontypridd. Gelliwastad Road. Pontypridd Nov. Church of England Eglwysilan. 3rd Salvation Army -Calvinistic Methodist Primitive Methodist 10th Treforest. Baptist Zoar, Hopkinstown. Cilfynydd. Wood Road, Glyntaff. 17th Church of England 24th Congregational -English Wesleyan -Dec. Church of England 1st Bethlehem, Rhydfelen. Ebenezer, Rhydfelen. Siloam, Gyfeillon. Norton Bridge. Sth Baptist -

Congregational - - Calvinistic Methodist -

Pontypridd. St. Catherine's

Gelliwastad Road.

15th 22nd Unitarian Church of England

English Congregational

APPENDIX IV.

WORKHOUSE MINISTRATIONS, 1905.

CHURCH SERVICES, FPC., IN WORKHOUSES IN THE DIOCESE OF TRUED.

(From Returns, etc., made by Acting Chaplains.)

		REMARKS.					Services on Sunday mornings, and occasionally on week-days by Non-	Communicants encouraged to come to the parish church.	* Formerly schoolroom, and arranged and made decent about 12 years may, fittings and prayer desk from parisk church. Efforts are being made to secure a morning ser- vice with eclebration of Holy Communica. † Other Sundays are enteristed by guardian to	Discuting ministers.			
	STIPEND.		What is the amount?	Average £25		11	Under £20	About £25	1)	£14 for 1904	1	11	629
-	STILL	Are there	untary contri- butions?	Yes	None	None None	Yes	Yes	None	Yes	None	None	Yes
	Church Services.	By whom	are the services taken?	Acting Chaplam.	A.C.	A.C.	A.C.	A.C.	A.C. and in- cumbents of 3 neighbour- ing parishes.	A.C.	A.C.	Rota A.C. and	V.C.
		Other Services,	Week-days.	Tuesdays, Xmas Day, and Good Friday.	Wednesdays	Wednesdays Tuesdays evensong and	instruction.	1	Thursdays	Fridays	Tuesdays	Occasionally	Once a month service in men's and wo- men's wards.
		Other 8	Sandays.			Mattins and sermon.	3 p.m.	5 p.m.	Every sixth : Sunday evening.	4 p.m.	1	3 p.m.	3.15 except last Sunday of month.
		mion.	Where ?	In the hospital wards,	1	11	In the chapel.	In wards	In infirmary wards.	In wards	1	In wards	Chapel
		Holy Communion,	How often administered.	Octave of Christ- mas, Easter, Whit- Sunday, and when required for indi-	vidual sick cases. Not at all.	Never Only clinical	Rarely	Once a quarter and when required by	See remark.	As required	Only clinical	Only clinical	Last Sunday of month, 10 a.m.
	7	Is the room set apart for	Chapel used also for other than religious purposes?	Very occasionally.	Used some-	recreation. Dining room Christmas festivities,	etc.	Board room	No o No	Board room	Yes	Board room	1
	Силрег.	A room	set apart for Chapel.	Yes	Yes	Yes	Yes	1	Yes.	1	1	Yes	T
		~	properly fitted Chapel.	1	1	11	1	1	11	1	1	11	Yes
		NAME OF WORKHOUSE.		1. St. Austell	2. Bodmin	3. Camelford 4. St. Columb Major	5. East Kerrier (Fal- mouth.	6. S. Germans	7. Helston 8. Launceston	9. Liskeard - · ·	10. Penwith West (Pen-	zance.) 11. Redruth	13. Truro

N.B.-Only five of the above Unions voluntarily provide a stipend for the Acting Chaplain.

MEMORANDUM ON REPORTS OF WORKHOUSE CHAPLAINS AS TO THE EFFECTS OF WORKHOUSE LIFE ON THE INMATES.

The following question was addressed by the Secretary of the Commission to a number of chaplains of workhouses and other clergymen with special information:—

What in your view is the mental, moral, and, as far as you are able to judge, the physical effect of workhouse life on the several classes of inmates?

Answers have been received from forty-eight clergymen, including the Vice-President Informants. of the Poor Law Chaplains' Association, writing on behalf of that body.

The following is a list, in alphabetical order, of the workhouses reported upon, with particulars of the accommodation they provide:—

Number in Appendix	I.	Workh	ouse.						In	mates provided for
29	Ashbourne, Derby									160
4	Ashton-under-Lyne -	10.000						-		792
42	Barnet, Hertfordshire -									270
10	Bath									1,029
30	Biggleswade, Bedfordshire			-		-				320
35	Brighton			-		-	-			1,470
36	Buckingham									101
46	Bucklow, Cheshire	-		-	-		-			414
41	Cambridge		-	18						376
18	Carlisle				-				- 4	78; 105
11	Chelsea									981
26	Congleton, Cheshire -		2				-			354
7	Coventry	-	-	-						454
43	Depwade, Norfolk	+	-				-			500
47	Eastville, Bristol	-		-				1		1,176
19	Epsom	-			-	-			-	480
17	Headington	-		-	-				-	250
23	King's Lynn									468
5	Lambeth									221; 409
12	Leeds				-			-		547
28	Lichfield			-				-		159
31	Malling			-			-			472
37	Milnthorpe (Kendal, West	morlar	id)				-	-	-	110
48	Newcastle-on-Tyne		-	-	-	-				1,287
39	Nottingham Oundle, Northants Pershore			-				-		1,459
24	Oundle, Northants								-	178
21	Pershore			-						220
45	Peterborough				-		-		4	365
34				-				-	-	170
20	Poor Law Chaplains' Asso	ciation								
15	Poplar Union Labour Cole	ny -	-		-		84	-		150
22	Richmond, Yorks		-	-	-					120
40	St. Asaph		-	-	-		-			132
6	St. Olave's Union, Bermon	idsey-	-							
	Tanner Street -				-	-		-		400
	Parish Street	-								355
	Ladywell	-							*	857
1	St. Thomas, Devon -				-		-	-		450
8	Salisbury	-	-					-	-	309
9	Shoreditch	-						-		792
27	South Shields						-		-	1,000
32	Stafford						-	-		398
3	Strood		-	-					-	521
33	Stroud, Gloucestershire -									500
44	Swindon		4							466
25	Thornbury, Gloucestershin		-		-		-	14	52	300
38	Towcester, Northants -		-		-		-		2.5	208
16	Walton, West Derby			-						2,300
2	Wantage			0						330
14	Warrington, Lancashire -		-			100			19	407
13	Wincanton, Somerset .		-	-						307

opendices.*

APPENDIX No. CXVII.-Continued.

A tabulated statement of the views of the informants (Appendix I.), as well as their replies in full (Appendix II.), will be found herewith.

(1) Effects on Children.

ildren.

Where children are specifically dealt with, the effect upon them is generally said to be good. An improvement in the condition of the children has in many cases been observed and is attributed to their removal from workhouse influences and attendance at outside ecommendations schools. In a few cases the effect upon the children is said to be bad (Wincanton, 13, Pershore, 21, Ashbourne, 29), and in the two last-named cases it is recommended that the system of boarding-out or of cottage homes be adopted. The chaplain of Thornbury (25) recommends that children be taught a trade.

(2) Effects on Adults.

In some instances these have been classified by the gentlemen giving information:—

- Able-bodied.
- (2) Vagrants.
- (3) Imbeciles.
- (4) Sick.
- (5) Mothers of illegitimate children.
- Able-bodied.—With one exception (Swindon, 44) the mental and moral effects upon able-bodied adults are said to be bad. The physical effect upon them is generally said to be good.
- (2) Vagrants.—These are not often specifically referred to. Where they are the effect of workhouse life upon them is said to be bad, except physically.

shbourne (29).

Severe dealing with vagrants and able-bodied inmates is recommended. For the former, penal colonies are suggested.

- (3) Imbeciles.—This class is also seldom specifically dealt with. In one case (Malling, 31) the general effect upon them is said to be good. In another (Pershore, 21) the physical effect upon them is said to be good, and it is added that mentally and morally there is no effect at all to be observed.
- (4) Sick.—Wherever these are dealt with separately, the effects of workhouse life upon them are said to be good.

In one case (Towcester, 38) a better standard of nursing is desired.

(5) Mothers of illegitimate children.—A good deal of attention is given to the women. who are often in the workhouse for the purpose of lying-in. In one case (Strood, 3) the effect of workhouse life upon them is said to be good, but most of the chaplains! think either that the effect upon them is bad or that they are themselves an evil influence.

It seems to be generally agreed that this class needs different treatment from that ecommendations now in force, but there is a great difference of opinion as to what form treatment of them should take. Thus the chaplain of Strood Workhouse (3) wishes that these women could stay longer in the workhouse, and the report on Barnet Workhouse (42) advises that they should not be permitted to discharge themselves, but should be kept in upon probation. On the other hand, the Towcester (38) chaplain thinks that their stay should be as short as possible.

> In two cases the suggestion is made that such women should not come to the workhouse at all, but should go to some form of penitentiary home, and another suggestion is that they should be kept apart from other inmates of the workhouse.

> Generally speaking, the effects upon adults appear to be mentally and morally bad, but physically good, except in the case of the sick, where the clergy have satisfied themselves that their ministrations have a good effect.

eneral Effects n Adults.

† Pershore (21).

^{*} The numbers in the text refer to Appendix I.

Salisbury (8), Pershore (21), Malling (31), Towcester (38), Barnet (42).

Pershore (21), Malling (31). | Wantage (2), Salisbury (8).

(3) Effects on Aged.

Physically.-Good.

e.g. Ashtonunder-Lyne (4), Chelsea (11), Wincanton (13), Pershore (21).

Morally.—The effect is usually said to be good. See, however, the report of the chaplain of Salisbury Workhouse (8), who is of opinion that the moral effect is bad.

As to the *mental* effects there is a diversity of opinion. There is a tendency to describe the effect as depressing. A remark in the report on the Bucklow Workhouse (46) is worth quoting in this connection:—

"Every pauper who seeks admission does so only because he is broken down in health or circumstances. This naturally leads to depression which might appear to be, but is not, the effect of workhouse life, or of the treatment which they receive."

It is suggested that more occupation should be provided for the aged, e.g., light work and country walks for those able to enjoy them (Peterborough, 45). It is also recommended that more opportunities for reading be given. Where there are such opportunities, an Recommendation improvement is observed mentally. See Report on Epsom Workhouse (19).

cf. Coventry (7),

The Report on the Wantage Workhouse (2) suggests that "more little comforts" for Stafford (32).
the aged should be provided.

(4) GENERAL EFFECTS.

Under this heading the remarks of those informants who do not deal specifically with the various classes of inmates are summarised.

Physical.—Here the effect is almost always said to be good. The only exception is the report on the Eastville Workhouse, Bristol (47).

Mental.—Here there is often said to be no change in either direction. The Poor Law Chaplains' Association (20) thinks the effect detrimental. In one case it is said to be good (Epsom, 19).

Moral.—The Poor Law Chaplains' Association (20) reports that the moral effects are "degrading." It is said to be good in many cases, however. The chaplain who describes the moral effects as "restrictive" (Cambridge, 41) sums up a good deal that is said.

In commenting generally upon the effects of workhouse life there is the same disposition to dwell upon its depressing influence which has been noticed under the head of "Effects on the Aged" (supra).

(5) General Recommendations.

Some of the recommendations have already been quoted under the classes to which they refer. The following should also be noted:—

(1) Further and better classification is recommended by a large proportion Classification. of advisers, who dwell upon the evil done to respectable people by contact with bad characters, and upon the bad results of mingling together the sane and the mentally weak.

That there is another side to this is shown by the report on the Wincanton Workhouse, Somerset (13):—

"Some of them" (the inmates) "are excellent old folk, whose influence is of very great value in softening their neighbours."

^{*} See Salisbury (8), Barnet (42), Stafford (32), Buckingham (36), Peterborough (45).

- (2) The selection of workhouse officials from a higher social class. (See Reports on Lambeth, 5, and Pershore, 21.)
- (3) Treatment of Deserving Class.—It is suggested in one case (Warrington, Lancashire, 14) that financial help should be given to deserving inmates, capable of work, in order to enable them to start afresh outside the workhouse.

The fact that outdoor relief is not given to deserving cases is regretted in two instances (Stafford, 32, and Pershore, 21).

OBSERVATIONS.

(1) It does not appear to be possible to draw any deductions from the size or locality of the workhouses. Workhouses of all sizes figure in both classes, the well and badly reported upon. Better classification is demanded in large and small workhouses alike, e.g., Lambeth (5), where one workhouse has accommodation for 1,221 inmates, Pershore (21), where there is accommodation for 220 only, and Milnthorpe (37), where only 110 can be accommodated.

On the other hand the different classes of inmates, whether they are found in large or small workhouses, seem to be similarly affected. The effects on the able-bodied are almost everywhere bad, except physically. The effects on children, whenever they are "removed from workhouse influences," seem to be generally good. On such points as this practical unanimity is to be observed.

(2) The facility with which inmates discharge themselves seems to be a danger. This is commented upon in the case of women with illegitimate children. Another of its effects is one detrimental to the interests of the children whom parents take with them when they discharge themselves. These "return after some days spent in begging in the streets." (Report on Salisbury Workhouse, 8.)

APPENDIX 1

TABULATED STATEMENT OF REPORTS OF WORKHOUSE CHAPLAINS.

	Remarks and Recommendations.	(Inmates chiefly aged and infirm.)	Segregation of mothers of illegitimate children. More "comforts" for aged.	Effect on mothers of illegitimate children, good.	A regular chaplain should be appointed. There is none in this union.	1. Better classification. 2. Higher class of officials.		Reading and conversation. An or Classification. An ore outdoor exercise for those able to take it.	 Classification. Light work for aged and infirm. Separation of women with illegitimate children. 	The state of the s
	General Effects.	"On the whole, they deteriorate."	Physical: Good. Moral: Bad in some cases.	I was	Mental Moral Physical	Physical: Good. Moral: Doubtful. Mental: Generally detri- mental.	Moral: Good.	Mental Not calcu- Moral lated to Physical improve.	1	Physical: Generally bad. Mental Bad.
	Effects on Aged.	1	Mental: Bad.	ı	Physical: Good. Moral: Good, but mar- red by communication with depraved.	1	Mental: Bad.	1	Depressing and morally bad.	-
	Effects on Adults.	1	Mothers of Illegitimate Children: Good.	Physical: Good. Mental: Doubtful. Moral: Men, not beneficial; Women, good.	ARLE-BODIED: Moval Bad.	1	Able-bodied or slightly sick: Mentally "ener- vating."	1	1	
	Effects on Children.	1	1	Physical: Beneficial. Mental: Dulling. Moral: Generally bene- ficial.		Mental: Good, owing to removal from work- house influences.		Mental, Moral, Physical: Very great improve- ment when they have attended outside school.	Bad where children are taken out temporarily by parents discharging themselves.	1
	Workhouse.	St. Thomas, Devon	Wantage	Strood	Ashton-under-Lyne	Lambeth	St. Olave's Union, Bermondsey.		Salisbury	Shoreditch
-	Informant,	and the state of	Rev. M. Ponsonby -	Rev. A. T. Wallis -	Rev. J. G. Bird, Vicar of Christ Church,	Rev. W. J. Beechey	Rev. W. Harrison .	Rev. T. A. Blyth, Coventry D.D.	Bev. T. J. Woodall .	Rev. T. Hodgson .
1	No.	-	01	m	4	0	9	-1	00	0

Tabulated Statement of Reports of Workhouse Chaplains-continued.

,_		0			AP	PEND	IX No.	CXVII.—C	ontinue	d.	151 KESS		
	Remarks and Recommendations,				More stringent measures should be taken with women of irregular life (lying-in cases).	Help should be given to descrying inmates in order to give them a fresh start.	ns' Association "Report, Infra, No. 20.]	Judicious classification. Extension of principle of Brabazon Employment Society. Use of literature (not novels).			Contraction of the Contraction of	The association offers to send a deputation to attend before Commissioners.	Classification of aged and of able- bodied. Provision of establishments where vagrant class should be compelled to learn or work at a trade.
Constitutions.	General Effects.	Loss of sense of respon- sibility.	Mental: Bad only on those of weak mental- ity on admission.	Good.	1	Good in all respects.	[See "Poor Law Chaplains' Association." Report, Infra, No. 20.]	Mental: No improve- ment. Moval: Good. Physical: Bad.	Improvement in all re- spects.	Mental: Not much change. Moral: Good. Physical: Good.	Physical: Very good. Montal: Good generally. Moral: Not so good.	Moval: Detrimental. Moval: Degrading. Physical: Good.	
tomation of the same of the sa	Effects on Aged.	Pullings no parent	Physical: Good. Moral: Good.	F	See " Adults."	1	1 de la		1	1 Share Street	1		Mental: Too late for improvement. Moral: Good. Physical: Good.
	Effects on Adults.	1	Moral: Bad.	1	Physical: Good. Otherwise (No distinct effect.	ı	1	Physical : Bad.	Total Services	Comparison Const.	1		VAGRANTS: Montal Physical Nil. Moral: Bad.
Total Control of the	Effects on Children.		white his and and white		$\frac{Mental}{Physical}$ Good. $\frac{Physical}{Moval}$: Bad.	1 to the second	Division in Line in the second	Good in all respects— where they are brought up in separate schools.	Month of the state	1	1	Beneficial owing to re- movalfrom workhouse influences.	Mental Bad.
	Workhouse,	Bath	Chelsea - · ·	Leeds	Wincanton, Somer- set.	Warrington, Lanes	Poplar Union Labour Colony, Brentwood,	Walton, W. Derby -	Headington	Carlisle	Epsom	Association	Pershore -
	Informant,	Rev. B. N. Thompson.	Rev. J. F. Downes -	Rev. F. Newton .	Bev. W. Farmer -	Rev. W. Bracecamp	Rev. G. J. H. Llewellyn.	Rev. Saml. Gasking	Rev. H. Mare	Rev. R. Bower	Rev. G. Swift	Poor Law Chaplains' Association	Rev. G. H. Bridgwater.
-	No.	10	=	12	13	7	22	16	17	18	19	06	51

		APP	ENDIX	Ne. C	XVII.—C	ontinued.			
3. Women with illegitimate children should be sent to penitentiary homes. 4. Cottage homes for children. 5. Masters of workhouses should be chosen from higher social ranks. 6. Almshouse system or alternatively out-relief for aged and infirm.	Very small workhouse,			Children should be taught a trade,		The "materialistic" policy of the guardians is complained of. (There is no regular chaplain.)	These two classes should be dealt with separately.	 Guardians should periodically investigate cases of able-bodied, and see that they are regularly employed. Children should be boarded out. 	Classification—the house should be divided into small communities of six or eight.
A CONTRACT OF THE PARTY OF THE	Little change - some improvement.	Good in all respects.	Physical: Good. Moral: Good. Mental: Nil.	The Party of the P	Moral "Irresponsi- Moral bility." Physical: Good.	Physical: Good. Mental Disappointing.	Good or bad in case of (1) blameless, but unfortunate; (2) idle and immoral respectively.	1	Very slight, but probably good physically.
	1	. !	1	Mental [Bad (men) Good (women)		1		- Lands	The part of the state of the st
Able: Mental Not good. Moral Not good. Physical: Molerate. Moral Nil. Horal Nil. Physical: Good. Mothers of Illibrit. Mate Childen: Moral Doubful. Physical: Good. Sick: Good in all respects.	1	1	1	1	1	1	1	Able: Bodied: Good. Hental Bad. Mont	Standard Transfer
	1.	Good in all respects.	1	Mental Good.	L	1	I	Bad.	1
	Richmond, Yorks .	King's Lynn	Oundle	Thornbury, Gloucester.	Congleton, Cheshire	South Shields	Lichfield	Ashbourne .	Biggleswade -
	Rev. L. S. Robinson	Rev. A. H. Hayes -	Rev. W. S. Law -	Rev. A. W. Cornwall	Rev. T. R. Price .	Rev. J. Robson	Rev. O. Steele	Rev. E. E. Morris -	Rev. R. W. Barber-
429App. XI.	61	60	76°	65 100 100 100 100 100 100 100 100 100 10	96	53	88	Si	8 x 2

TABULATED STATEMENT OF REPORTS OF WORKHOUSE CHAPLAINS-continued,

		1	PPEND.	IX No. CAV.	11.—	Contin	wed.			
Remarks and Recommendations.	Homes "between a union and a lunatic asylum" recommended for: (a) Able-bodied and vagrant men. (b) women and mothers of illegitimate children. Such children should be brought up separately from their parents.	Outdoor relief. More exercise for young and middle- aged women, with less work.	Drunkenness on the part of inmates let out for a day should be made "a serious criminal offence."	Classification recommended. Work of Brabazon Society commended.		Most of the inmates are of weak intellect. Work of Brabazon Society commended.	Classification recommended.	 Nursing should be brought nearer to hospital standard. Mothers of illegitimate children should stay as short a time as possible in the workhouse. 		Classification recommended,
General Effects.		"Hardening and deadening."		Nental: Sometimes bad, Moval: Sometimes good, sometimes good, sometimes bad. Physical: Good.	Good in all respects.	Dulling.	Good. Physical conditions improved since introduction of trained nurses.	Good.	Moral Good.	Physical: Good. Mental: Good. Moral (Bad-except as Moral (to children (q.v.))
Effects on Aged.	Good.	1	Women: Good, Men: Variable.	1	1	1	1 +	Good, mentally and physically.	1	ı
Effects on Adults.	Vagrants Able bodied Women with illustrimate children Sick and imbeciles: Good.	1	Young women: Bad.	1	1	1	1		1	-
Effects on Children.	1	1	Good (owing to at- tendance of outside schools).	1	1	1	1	:	1.	Physical: Good, but rather liable to infec- tious ailments. Moral: Good.
Workhouse.	Malling	Stafford	Stroud, Gloucester	Poole, Dorset.	Brighton	Buckingham	Milnthorpe	Towcester -	Nottingham	St. Asaph
Unformant	Rev. C. H. Fielding	Rev. N. E. Goddard	Rev. E. H. Hawkins	Rev. W. Okes Parish	Rev. W. E. Minchin	Rev. P. P. Goldingham.	Rev. G. E. P. Reade	Rev. C. A. Hulbert	Rt. Rev. A. H. Baynes	Rev. E. W. Powell -
.No.	3	25	8	75	123	98	12	88	8	9

				APPE	NDL	X No. C	XVII.—Continued.	100
	 Children should be boarded out. Classification. Mothers of illegitimate children should be kept in on probation, and not allowed to discharge themselves. 			 Mentally weak should be kept apart. More variety of occupation needed (e.g., occasional walk in the country for the old). 		Complaint made that people are "massed together."		
Mental: No improve- ment. Moral: Chiefly "restric- tive." Good.	Physical: Good, except upon able-hodied.	Far better than formerly		Depressing.	Good.	Physical: Not good, Moval: Not good, Mental: Bad.	Good, where the people are in small wards (aged, infirm, and im- beciles). Less good, where inmates are in large wards.	
	Mental Restful, but Mond depressing.	1		1	1	1	Monal Good Physical	
nut of and comparing top one	Moral Bad.	1	Able-bodied: Good. Sick: Very good morally.	I	1	1		
1	Mental Bad.	1	Good (boys better than girls).	1	Good in all respects .	1		
Cambridge		Depwade, Norfolk -	Swindon	Peterborough -	Rev. J. H. Poole . Bucklow, Cheshire	Eastville, Bristol .	Newcastle-on-Tyne	
41 Rev. J. Hargreave - Cambridge	Rev. D. W. Barrett Barne -	Rev. S. Fellows -	Rev. C. F. Burgess -	Rev. W. R. Morse -		Rev. S. Marle	Rev. T. Averell	
4	3	43	4	4	46	4. T.	4	

APPENDIX II.

REPORTS OF INFORMANTS.

[The Reports in this Appendix are Arranged According to the Alphabetical Order of the Workhouses.]

QUESTION.

What in your view is the mental, moral, and, as far as you are able to judge, the physical effect of workhouse life on the several classes of inmates?

ASHBOURNE.-From the Rev. E. E. Morris, Chaplain.

After many years of close observation I am led to say that, in my opinion, workhouse life in its mental and moral effects upon able-bodied men and women is bad. Physically they flourish, and, as the result of regular life and no temptation to strong drink, enjoy good health. In other respects they become disinclined for work, dissatisfied, and quarrelsome, and, in my opinion, boards of guardians should have all able-bodied inmates before them periodically and endeavour to see that they are regularly and suitably employed.

As regards the children chargeable to boards of guardians, the workhouse life is, I am convinced, bad. Children are best boarded out in suitable homes. Girls brought up in a workhouse are almost useless for domestic service and are frequently regarded as dishonest. This I have always held to be due to the fact that in a workhouse a child possesses nothing of its own, not even a needle, thimble, or book. Consequently, when, as in past days, the girl or boy was suddenly transplanted from the institute to the private house of master or mistress, it was difficult to resist the temptation to possess small articles. Hence the reputation which was carned by workhouse girls who went "into service."

ASHTON-UNDER-LYNE.-From the Rev. J. Grant Bird, Vicar of Christ Church, Stalybridge.

Workhouse life as conducted: (a) In our hospital certainly is good for the patients, mentally, morally, and physically. This is owing to the regular life in good environment under care of doctor and nurses skilled and kindly. Here the ministrations of clergy and ministers seem to a wonderful extent to be welcome and helpful. (b) In the aged and infirm wards this is also the case, modified by greater and freer communication of the careless and wicked with the fairly decent and the thoroughly upright. The physical effect is good, regularity and freedom from excess being the cause.

The able-bodied in my opinion physically improve, but morally and mentally deteriorate, owing to the

fact that the majority of them are either feeble-minded or vicious, and corrupt the others.

I should desire to add that, however self-denying the efforts of clergy and ministers voluntarily acting may be, they cannot possibly take the place of a chaplain:—

- (1) Because a series of men can never command the influence for good that one man's personality can.
- (2) It is specially trying for the sick and dying to be visited by a series of persons, however worthy, while they easily become accustomed to one voice and manner.
 - (3) Anything like organised dealing with tramps and vagrants cannot be attempted.
- (4) Nothing like a sufficiency of visits can be paid to the sick or well.

Undoubtedly there should be a Church of England, a Roman Catholic, and a Nonconformist chaplain.

BARNET.-From the Rev. D. W. Barrett, Chaplain.

Mental and Moral Effect.—On children, bad; on young people, bad; on middle-aged, bad and depressing; on old people, well, restful but at times depressing.

Physical Effect. - Generally speaking good, except for able-bodied.

Notes.

Young Women.—I regard it a fatal mistake to allow women who come in for lying in purposes and perhaps over and over again to discharge themselves at will. They should be kept in on probation for varying periods according to whether it is first, second, or third case, etc.

Children.—If children cannot be boarded out they should be in an entirely separate block, and not mix with the older people. I know it will be objected that they brighten the lives of older people. They do sometimes, but at the risk of evil and contaminating influences. I am in favour of boarding out when proper homes and supervision can be assured, or failing this cottage home centres. I fear the reason of opposition to this on the part of many really kind hearted people interested in workhouses is that they would personally miss the children, and perhaps a bit of sunshine be taken out of the workhouse surroundings, forgetful of the real well-being of the children themselves in not removing them from the scene of a tainting influence. The real point is the children's training for the future, nothing could be kinder from the point of view of personal kindness than that bestowed on the children and others in Barnet workhouse, but children removed to a separate home or block could and would still receive that kindness under new and safer conditions.

Classification.—This is a crying need. An omnium gatherum of all sorts and conditions with more or less permanence of association cannot be good. It is a difficult problem, but to my mind it is clear that the honest but unfortunate aged or broken down in health people should not be associated with the thriftless vagrant ne'er-do-well type, and that epileptic and idiocy and like cases need separate treatment and provision. This, however, is barely my province to speak of except so far as it affects the moral and mental well being of the mentally and morally sound.

I make these suggestions in all respect and with diffidence, and with no personal bias. I am thankful to have had nearly twenty years' experience of the work of chaplain, and though I cannot look forward to many more years of active service, my heart goes out to the poor, and especially to the children.

Bath.—From the Rev. B. Norton Thompson, Chairman of the Bath Board of Guardians and Prebendary of Wells.

Inmates after a time lose their sense of responsibility and so degenerate. All domestic and other work being done for them, they have nothing to worry or trouble about.

BIGGLESWADE (Bedfordshire) .- From the Rev. R. W. Barber, Chaplain.

I think the life in the workhouse has very little effect one way or another. The viciously disposed can hardly be expected to speedily reform. The respectable and contented-minded make themselves very happy, and often regret not having come in earlier. The simple and feeble-minded lead a vegetating existence, but even they seem wonderfully happy. I should think that the physical effect is to prolong their lives, as they are removed from temptation to drink, and from the struggle of life.

Of course, drink in many instances has been the direct or indirect cause of many becoming paupers. On the other hand, numbers are here who have led blameless lives. The more the house is broken up into little communities of six or eight like-minded old people the better—it makes it more home-like, or approximates to the almshouse, which should be the ideal. The herding together of the foul-mouthed and dirty-minded with the more self-respecting ones is a sad feature. It is almost inevitable, for one class fades into the other.

Brighton.-From the Rev. W. E. Minchin, Chaplain.

Effect of workhouse life upon inmates is, I think, in many cases good, mentally, because they have opportunities of reading instructive books; morally, because they are brought under religious influences; physically, because the strong and healthy are compelled to work.

BUCKINGHAM .- From the Rev. P. P. Goldingham, Chaplain.

The tendency of all inmates here is to weakness of intellect, if not of actual imbecility. Many are of a great age. Those who can are glad to work in the large garden, where they do useful work. There are those who have to be under strict control because of the tendency to drink which has wrecked their lives. Workhouse life has a dulling effect, owing to the necessity of the surroundings, but it would be very difficult to improve upon it as it is carried out here. The actual building with its high windows and unhomely appearance has as much to do with this as anything. The care that is taken of the inmates could not very well be improved. I cannot speak too highly of the work of the "Brabazon" ladies here, in brightening the lives of the inmates by their system of work, etc.

Bucklow (Cheshire) .- From the Rev. J. H. Poole, Chaplain.

A distinction must be made between the patients in the hospital and the inmates of the workhouse, although the institution is one. Many of the former are "lodgers" brought in on account of sickness, and whose places are kept open until they are able to resume their work. With regard to the inmates, one has to bear in mind that every pauper who seeks admission does so only because he is broken down in health or circumstances. This naturally leads to depression which might appear to be, but is not, the effect of workhouse life, or of the treatment which they receive. Judging from their welcome of a gift of a newspaper, their attention both in public and in private to the ministrations of a clergyman, and their conduct in a hundred little ways, the chaplain cannot think that the effect of workhouse life is deleterious either mentally or morally; while the manner in which children brought up in the workhouse gain and retain situations is perhaps the surest test of all that, whether viewed from the mental, moral, or physical standpoint, those within the workhouse-walls will bear a comparison not at all unfavourable with those without. The chaplain is of opinion that the habits of regularity and cleanliness which form part of the discipline of workhouse life have a salutary effect both on mind and body. He will be forgiven for being desirous to mention, with thankfulness, that there is here a handsome new chapel, well lighted and well warmed; and that the music and singing are congregational and of the most hearty description; and he will conclude by venturing the remark that, quite apart from his own ministrations, whether as regards the board of guardians, lady visitors, or officials, there are few workhouses where the inmates are more conscientiously looked after than at the Bucklow Union, Knutsford. Such, at least, has been the opinion which the experience of the present chaplain hitherto has led him to entertain.

Cambridge.-From the Rev. J. Hargreave, Chaplain.

This is a difficult question—very close observation would be necessary before framing an answer of any value.

- (a) Mental.—It must be remembered that a great many of the inmates are persons of decidedly low intellectual power, and who enter the house when, by reason of age or physical infirmity, they have little desire or capacity for mental improvement. Moreover their intercourse, at least in a small union, is very limited and monotonous, and they have few opportunities of meeting with persons of higher culture than themselves, one might say none, except for the officials—the chaplain and master or matron. Their reading is chiefly confined to newspapers. I do not see how any mental improvement can be looked for.
- (b) Moral.—Part of what has been said above will apply here. The principal moral effect of workhouse life is, I think, restrictive—it guards from temptation of intemperance * (except on leave days), and this fruitful source of crime and vice being dried up, there is a general improvement.

^{*} As evidence of how very largely intemperance is due to habit rather than to natural desire for stimulants, it is interesting to notice that last Christmas 75 per cent. of the inmates voluntarily accepted a packet of cocoa and sugar in place of the allowance of beer. Enforced abstinence for months or years had killed the craving for drink, though, doubtless, many had formerly been fond of drink.

(c) Physical.—On this point answer should be made rather by the medical officer, but I think the absence of anxiety as to daily bread, regular hours, and abundant food all tend to good health and longevity.

Carlisle.-From the Rev. R. Bower, Chaplain.

Mentally there is not much change in the inmates of the workhouse. Morally (in many cases) there is improvement. The association with trained nurses every day and the privilege of worshipping in their own chapel have a good influence on the inmates. I find, after twenty years' service as chaplain, an immense improvement in the manners and general behaviour of the men and women. Physically there is improvement generally. Often and often old people have come in whom their friends expected to die, and with the nurses' care and attention have recovered and lived many years. Many also half-starved and drunken people come in, and with good food and clothing and regular habits have wonderfully improved in health and strength. Unfortunately when they go out they frequently fall away again.

CHELSEA .- From the Rev. J. Farrington Downes, Chaplain.

Mental.—Those who enter the workhouse with full mental activity usually retain the same and take an intelligent interest in general matters for a very considerable period. Those who enter with weak or failing mental power usually gradually deteriorate and become passive, imbecile, or childish.

Moral.—I believe many of the infirm people are to a certain extent refined and softened and frequently brought to a clearer perception of right and wrong, and generally become more thoughtful and serious.

For the younger men and women who do not as a rule become inmates of the workhouse through misfortune, but in consequence of their own folly or misconduct, the moral influence is not good, but the reverse. The association with those who are no better and sometimes worse than themselves has a deteriorating influence, and, I think in nine cases out of ten, they do not leave to be better members of society than they were before they entered the workhouse.

Physical.—The physical effect on the infirm, the quiet life, regular hours, and good food, tend to prolong life for a longer period than probably would be the case in the outer world.

Congleton (Cheshire) .- From the Rev. T. R. Price, Chaplain.

Mental and Moral Effect.—With a very few bright exceptions, irresponsibility.

Physical Effect.—Wonderfully beneficial on the whole in this particular workhouse.

COVENTRY .- From the Rev. T. A. Blyth, D.D., Chaplain.

I am of the opinion that workhouse life is not calculated to promote the mental, moral, and physical development of the inmates. Their mental condition might be improved by means of reading and conversation amongst themselves on the topics of the day. I have often seen women sitting on a chair mounted on a table reading aloud to the other women in the room or ward, and I have frequently found men reading and commenting upon the contents of journals which have found their way into their hands. Their moral condition is not likely to be improved if simple-minded people and "gaol-birds" are crowded together in rooms where only very occasionally in the day an officer of the institution is to be seen. Their physical condition might, I think, be improved if those who are able to take out door exercise were made to move about in the courtyard or elsewhere for at least two hours each day.

With respect to the children, I have noticed a very, very great improvement in the mental, moral, and physical character where they have been allowed to attend some public elementary school and to mix with other children, which is practicable, provided that the workhouse children are fairly well clothed and do not wear a distinctive dress.

DEPWADE (Norfolk) .- From the Rev. Spencer Fellows, Chaplain.

Far better than it used to be.

EASTVILLE (Bristol).-From the Rev. Samuel Marle, Chaplain.

The workhouse life is monotonous and uninspiring. The mind is so little exercised that it necessarily becomes enfeebled. The moral effect is not good as the leaven of evil is so strong, especially in massing of people to live together. The physical effects are not good. The feeling (always present) that the labour is unremunerative gives the work a perfunctory character.

Epsom.—From the Rev. G. Swift, Chaplain.

The physical effect is, without doubt, very good. With regard to the mental, I think it also is good generally, as people are encouraged to read books in their leisure hours. We have a very good library which is under the chaplain's personal supervision and care. The moral effect is, I fear, not so good, as the life is calculated to take away habits of self-reliance. There is too much scope for a lazy man to shirk work and in the end to come off as well as the industrious.

HEADINGTON.-From the Rev. H. Mare, Chaplain.

An improvement in all respects.

King's Lynn.-From the Rev. A. H. Hayes.

. So far as I am able to judge I should state without any hesitation that the effect of the life in the Lynn workhouse is to improve the mental, moral, and physical condition of the several classes of inmates. This is especially the case with the children, who almost invariably turn out well when they leave the workhouse.

LAMBETH.-From the Rev. W. J. Beechey, Chaplain.

Effect of Workhouse Life.

Physical.—Good on the whole.

Moral.—Doubtful as regards good, except to those who require restraint and discipline; better classification, and a higher class of officials, would improve the moral effect.

Mental.—Generally speaking, this is detrimental, except with regard to the children, whose removal from workhouse influences has been very beneficial.

Religious.—There seems to be a greater regard for the ordinances of religion than with the same class outside the house.

LEEDS .- From the Rev. F. Newton, Chaplain.

I humbly trust that the efforts put forth by the chaplain and his helpers have a good moral and spiritual effect on all connected with the several classes of the inmates, imbeciles, patients, and epileptics.

LICHFIELD.-From the Rev. Othow Steele, Chaplain.

Regarding this question as applying to inmates of the workhouse proper rather than to patients in the infirmary, I am of opinion that the effect of workhouse life depends almost entirely upon the old home surroundings and upon the cause of inmates being there. The discontented, the immoral, and the idle, derive no benefit, moral or physical, from the present system, and they undoubtedly have a bad influence. On the other hand, many who have become inmates through infirmity or misfortune, and through no fault of their own, are as contented and happy as they would be in their own homes. The two classes need to be dealt with separately and under entirely different methods.

Malling (Kent).—From the Rev. C. H. Fielding, Chaplain.

As regards the sick, the aged, the infirm, and imbeciles, there can be no place better than a union, and mentally and morally and physically, undoubtedly, I have known for many reasons in the greater number of cases they are better and in many cases own themselves that they are better in every way, and rightly look upon the union when they are deserted by their friends as a quiet home, not being distracted by the world around; they are cared for better; they can rest; they have opportunities of continually hearing religious teaching and being amused in many ways that they could not have at home, especially those who are too infirm to go to church or chapel or to a place of amusement. As regards vagrants, able-bodied paupers of whom some have been frequent visitants here for the last thirty years and some who are evidently intending to copy their example and women with illegitimates, the union is not the place for them, but they should be sent to a home between a union and a lunatic asylum on their second or third appearance at the union unless they prove they were seeking work which should be advertised for, and if they refused the work they should be sent to this Home. There should be two of these Homes, one for males and one for females, and all should be made to work with a distinct understanding that the better the work done the better the food and other comforts. The children should be taken from those who have them and be brought up respectably without their fathers and mothers having anything to do with them. Such is the only way, as far as I can see, that mental, moral, physical good can be done to the man or woman who, as a vagrant, sets out each morning from the union with no object in life but to rest in the next union in the evening and on the way to beg, and, should they be successful in getting more than enough for food, to sleep in a low lodging-house. Such is the only way, I believe, with able-bodied paupers who postpone their visits for the summer months. Such also for those women whose only object in life appears to be to have children, always poor diseased little creatures for whom they cannot have the slightest maternal feelings. I may be pardoned if I add that I consider these three last classes as worse than imbeciles from the long experience of twenty years' work as an unbeneficed clergyman and sixteen years' work as a union chaplain who has always worked hard amongst the poor. because whilst I have been able to bring the imbecile to the real faith in God and to do his best, mine has been a sad experience with these three last classes : few could ever be taught better.

MILNTHORP (Kendal, Westmoreland).—From the Rev. Geo. E. P. Reade, Chaplain.

Whilst not wishing to contradict the views expressed by many men much abler than myself upon the effects of workhouse life upon the inmates in large houses serving for densely populated districts, I feel nevertheless bound to say that my experience in the small house at Milnthorpe, containing only 106 inmates, does not quite accord with theirs. The majority of the inmates here are more comfortable than they could possibly be in the homes of relations, and the physical conditions have been vastly improved since the introduction of trained nurses. The mental and moral effect would, I think, be much improved if those persons who have come in through misfortune could be kept apart from those whose lives have been rendered a failure through a violent temper, or drink, or other immorality. The latter class cannot be prevented from, occasionally at least, breaking out into language and actions very painful and trying to the former.

NEWCASTLE-ON-TYNE .- From the Rev. Thomas Averill, Chaplain.

In the hospital and the aged and infirm wards there seems to be no doubt but the mental, moral, and physical conditions of the inmates do not deteriorate, but rather *improve*, assuming that these conditions are not seriously damaged on admission.

And I think the improvement is to be attributed to having the people in small wards, and under the immediate control and care of the nurses and attendants.

People who are, sometimes, morose and cowed on admission, under kindly treatment and care become more genial and agreeable.

In the imbecile wards, patients coming in who are not permanently past cure improve, and this is to be attributed to being protected from worry and irritation in their previous life, as well as the gentle firmness exercised by the attendants, and the rest, mental and physical.

In the body of the house, where the inmates are in large wards, without the supervision of officers, I think the improvement is not so marked.

The fact of a man of fair character and intelligence, free from the grosser habits of life, being obliged to sit in the same common room and sleep in the same dormitory with men of practically no character, is deteriorating.

Still, men who have some good in them mentally and morally, which may have been injured by perhaps intemperate ways, improve, especially if they are willing to work, and, owing to the regular life, and free from the temptations to which they have been exposed previously, sometimes go back to the outer world and do fairly.

But a man of weak moral tone, thrown upon the society of men like himself, seems to become indolent and spiritless. What is remarkable, men who are rather feeble-minded are generally willing to work, and proud to be entrusted with duties.

These observations apply also to the women, and when tact and patience are exercised towards them they are willing to work.

NOTTINGHAM .- From the Right Rev. A. Hamilton Baynes, Chaplain.

On the whole—especially among the poorest and most degraded—the discipline and order of a workhouse seems to have a good moral and physical effect. But the great problem often is how to get men re-started in a life of honourable independence.

OUNDLE.-From the Rev. W. Smalley Law, Chaplain.

I regard the general mental condition of the average inmate as lower than the average person outside. I consider there is nothing to be said one way or the other as to the special effect of such persons dwelling together in a workhouse.

The moral tone of Oundle Workhouse is good, and, I am inclined to think, rule raises even this individual.

The physical effect is undoubtedly good.

Pershore (Worcestershire).-From the Rev. T. H. Bridgwater, Chaplain.

- (a) The Sick are the most likely class to be mentally morally and physically improved by admission to the workhouse, being brought under the influence of often excellent nurses and being amenable to spiritual ministrations.
- (b) The Aged and Infirm, mentally, have reached a stage where growth can be no longer expected; morally, the necessary discipline of an institution must have some good effect; physically, regular diet, cleanliness of person, and sanitary surroundings, tend to promote health and to prolong life. But there is urgent need of this class of inmates being divided—those who have always lived respectable lives being separated from those who have not—the almshouse system being adopted for the former, and the married man and woman being allowed to spend the last years of their life together; but, better still, that adequate outdoor relief be given much more readily than it is to aged or infirm respectable paupers, who can look after themselves or be taken care of by others.
- (c) Vagrants.—Mental and physical effect of workhouse life nil; moral effect, bad; the present system of dealing with vagrants being a means of fostering the great horde of tramps. As this class have no claim on any parish, there seems a need for State establishments being provided, where they would be compelled to remain for long periods of time, learning or working at a trade or industry already learnt, and by so doing help towards the cost of their maintenance. A system of this kind would have a good effect mentally, morally, and physically on those capable of working, which the present short detention at a workhouse can never have.
- (d) The Able-bodied.—Under the present system, the mental and moral effect not good, the physical more or less so. This class also needs most urgently dividing into two classes:—
 - (1) Those who have lived respectable lives.
 - (2) Those who have come to the workhouse through their own fault.
- (1) being entirely separated from (2).
 - (e) Imbeciles. Mental and moral effect nil; physical effect good.
- (f) Women with Illegitimate Children.—Mental and moral effect for good very doubtful; physical effect possibly good. If there is to be any good mental and moral effect they require to be detained for a very much longer period than they are, or to be sent at the expense of the guardians to penitentiary Homes for two years, the guardians, where possible, recovering the cost of maintenance at the homes from those who have brought the women into trouble. The mental and moral effect of these homes is admirable.

Under the present system, experience proves that these women frequently come back to the workhouse in the same condition, and therefore are a constant financial burden on the parish.

(g) Children.—The mental and moral effect of workhouse life on children is most undesirable. What the heart of a child yearns for is home-life, not barrack-life. However good and kind a master or matron may be, they have not the time to give individual attention to each child, the children must necessarily be treated as a whole, and the individual character of each child must in consequence suffer. No child ought ever to be allowed by the Local Government Board to be admitted to a workhouse; the results of such a system of up-bringing are far-reaching and lasting on the character. There is only one system that ought to be recognised by the Local Government Board, that is the boarding-out in cottage homes—that system ought to be compulsory upon the guardians, and not, as now, optional.

May I be allowed to add one thing more—it is what very directly bears on the question of the mental, moral and physical effect of workhouse life on the inmates. I would humbly suggest that the selection of masters of workhouses should be made from a higher social status than it usually is. Their work is one of the highest responsibility—they have the care of human lives. In other public establishments where there is the care of human lives, e.g., prisons, convict establishments, reformatory training ships, etc., the chief official is one of good education and social rank—such have the care of the lowest order of humanity, those who are

waiting for trial or have been convicted of crime. Many of those under the charge of a master of a workhouse are there through no fault of their own, therefore one would logically think that the social status of the master of a workhouse would be of the same degree as the governor of a prison or the commander of a reformatory ship. It would often make a vast difference to the tone of a workhouse, and to the mental and moral effect it had upon the inmates, if the master was a man of good education and refinement.

Peterborough.-From the Rev. W. R. Morse, Chaplain.

Many of the inmates of the infirmary are mentally weak and should be kept apart from the rest. A good moral tone seems to prevail. The inmates are well cared for and have occasional treats and entertainments. On the whole the effect of workhouse life is depressing. It is too monotonous and more variety of occupation should be introduced. An occasional walk in the country would be an excellent thing for those old people in the infirmary who are physically capable of enjoying it. Some are.

POOLE (Dorset) .- From the Rev. W. Okes Parish, Chaplain.

Mental .- Both good and bad.

- (a) Good.—Their minds are improved by being read to and spoken to, and by the work of the Brabazon Society. I was asked the other day by a female inmate if I could lend her a copy of the Idylls of Tennyson.
- (b) Bad when mixed characters get together, and the bad ones disseminate discentented and foul ideas.

Moral.—I should like to see more discrimination between types of inmates.—There are some very good and some the reverse.

Physical.—Decidedly good; excess is checked; regular hours for plain and wholesome meals improves their appearance; unless their health is too shattered.

THE POOR LAW CHAPLAINS' ASSOCIATION.

Mental, Moral, and Physical Effect of Workhouse Life.

Mental.—On the whole the effect is detrimental, but can only be determined by following up each individual case.

Moral.—From want of proper classification the effect is generally very pernicious and degrading.

Physical.—Generally the effect is good because of the restraint from strong drink, regularity of habits, wholesome food, medical and nursing attendance, and cleanliness imposed.

The children especially have been greatly benefited by their removal from workhouse influences. We would venture respectfully to submit an offer to send a deputation, if desired, to attend before the Commissioners and give evidence if required.

POPLAR UNION LABOUR COLONY.—From the Rev. G. J. H. Llwellyn, Hon. Chaplain (Chairman of the Poor Law Chaplains' Association).

See Poor Law Chaplains' Association Report.

RICHMOND .- From the Rev. L. Stewart Robinson, Chaplain.

This depends on the size of the workhouse. In a very small one, like our own in Richmond, where so much liberty is allowed and so much care taken of the inmates, very little difference is noticeable, except, indeed, in the way of improvement in their condition. The children go to our National Schools, and mix freely with the other children.

St. Asaph.—From the Rev. E. Worthington Powell, Vicar of St. Asaph. [There is no Chaplain.]

So far as my observation goes, the effect of workhouse life is from a physical point of view distinctly good. The sick and infirm inmates derive much benefit from the medical attention and nursing they receive, which is far in advance of anything they can have in their own homes. Then, again, so many owe their illhealth to drinking propensities that the absence of any opportunity to indulge their craving is very beneficial to their health. This, of course, applies to able-bodied as well as infirm. With regard to the children, a comparison instituted between them and their school-fellows of a similar class in life would be markedly favourable to the former. The workhouse children seem, however, to be rather liable to infectious ailments. of the house are inclined to attribute this to their catching the infection from their associates in school, but on the other hand it does sometimes appear as though the infection was brought from the workhouse to the school. But even if the officials' view be correct, any disadvantage on this score is amply compensated for by the fact that the children here, through association with non-workhouse children, grow up like children and are not solemn and sedate beyond their years as were the children of the only workhouse school I have had experience of. As to the mental effect of workhouse life, the inmates, though far from being contented with their lot, are surprisingly patient and cheerful on the whole. But the rigid discipline bears very heavily on the aged inmates; for the poorer classes of the community are utterly unaccustomed to discipline, and, however much it may or may not be for their good, it is certainly hard to have to begin to submit to discipline after they have lived sixty years or more without. With regard to the moral effect of workhouse life on the inmates, the influence on the *children* is in our workhouse thoroughly good. The master and matron take a personal, parental interest in the children, and the master in particular is a man of very earnest religious conviction. But with regard to the rest of the immates, the moral influence is bad, and is bound to be bad as long as there is no classification of immates enforced. It is impossible to justify a system by which the respectable, hardworking poor who are in the house through no fault of their own should have to associate day and night with worthless and often foul-mouthed wastrels.

APPENDIX No. CXVII.-Continued,

St. Olave's .- From the Rev. W. Harrison, Chaplain.

To the few aged and infirm who are reduced in circumstances in consequence of misfortune and calamity, whilst they are thankful for a shelter, yet the mental strain, in the majority of cases, causes them to develop delusions, and medical men (with a fee attached to certifying such) are only too ready to have them transferred.

The able-bodied and slightly sick find the workhouse too comfortable, and on account of their being so well treated they easily become enervated and lose all desire to rise again to true citizenship and individual responsibility.

I cannot help feeling that the moral effect is good, because of : (1) Order and regularity; (2) observance of discipline; and (3) contact with religious influences.

St. Thomas Union (Devon).-From the Chaplain.

I should say that, on the whole, they deteriorate. Nine out of ten come into the house to spend the last days of their life. They consist (apart from the children) of old and infirm people. There are but few ablebodied. But, at the same time, the house is ably conducted: the guardians are keen on the inmates' welfare. There are not a few ladies who come in and do all they can to brighten their lives.

Salisbury.-From the Rev. T. J. Woodall, Chaplain.

The Aged and Infirm.—The effect of workhouse life upon these is depressing, and can only be stimulated by giving to each one as far as possible some interest; individual capacity needs to be studied. Too often hour after hour is spent in a crowded room smoking and gossiping, and discontent is the result. Light work, such as chopping of wood, basket-making, etc., would do much to interest.

Able-bodied.—These are mentally below the average, and when outside soon sink under, being incapable of sustained effort.

Morally the herding of respectable old men who have spent their days in honest labour with the vicious is bad. Far more classification is needed, but there is no accommodation.

Women with Illegitimate Children.—The herding of these together is bad. Many of these are mentally weak and when outside are incapable of resisting temptation.

Children Attending Outside School.—I beg to call attention to the very serious grievance attendant on parents being obliged to take their children with them when they discharge themselves from the workhouse. Whenever a local fair or fête takes place children are taken out without warning, and return after some days spent in begging in the streets, and sleeping in the cheap lodging-houses, much to the danger of the morals of the school. It also makes the work disheartening to the teacher.

SHOREDITCH.-From the Rev. T. Hodgson, Chaplain.

The answer to this question depends, to a large extent, upon the kind and conditions of life to which the inmates have been accustomed before entering the workhouse, whether they are old or young.

If they have been living under normal conditions, and leading respectable lives, the physical effect of workhouse life upon them is distinctly bad. The crowded state of the wards, the vitiated atmosphere, the habits of many of their fellow-inmates, and the general unnaturalness of the whole thing, soon tells upon

If they have previously been living an evil life, with no certain dwelling-place, or in a crowded slum, and so forth, the effect, for a time, may be described as good upon such. But this is only for a time; and if they are compelled to remain in the workhouse, they can never reach the normal healthy standard of life.

On the whole, then, the physical effect of workhouse life can only be regarded as enervating and bad upon all classes of inmates.

Mentally and morally, the effect of workhouse life is absolutely bad. It is pitiable to see the mental torture which decent people suffer when circumstances compel them to enter the workhouse.

Consequent upon this there comes a loss of self-respect, and a moral deterioration. The crowding together of the younger inmates, whose moral condition is not very good to begin with, is disastrous. They encourage one another on the downward path, and make for themselves a moral atmosphere which speedily deprives them of the moral sense, and robs them of all idea of responsibility.

South Shields.—From the Rev. J. Robson, Vicar of Harton Colliery, and visitor at South Shields Workhouse.

The mental and moral effects of life in this workhouse are disappointing, as might be expected from the materialistic policy of the guardians in devoting their sole attention to the physical welfare of the inmates and nurses, whilst leaving their mental and moral progress to voluntary and spasmodic efforts.

The physical effects are on the whole good, thanks to efficient government regulation and inspection, yet even here there might be improvement if the officials and nurses were under more direct spiritual influences, and consequently permeated by higher ideals. Cases of perfunctory and unfeeling treatment of patients not infrequently come under my notice, though they are the exception and not the rule. Two or three years ago the whole staff of nurses was dismissed for irregularity and levity of conduct. Being extra parochial, and there being no recognised chaplain or religious instructor, they are without a responsible spiritual adviser, and are like so many sheep without a shepherd.

STAFFORD.-From the Rev. N. E. Goddard, Chaplain.

I must confess I am not enamoured of workhouse life from any of these points of view. There is, if one may so call it, a hardening and deadening tendency about the life that is the very opposite to elevation, refinement, or a greater civilisation. Envy, petty jealousies, and ill-natured-gossip are very rife. The great majority of the inmates are not in the least grateful for what is done for them, and are continually grumbling that their treatment is not far better than it is. This naturally has a very bad effect on them mentally and

morally. Further, the segregation together of so many worthless characters is not conducive to a higher and nobler ideal of life, and it is in this respect mainly that workhouse life presses particularly hard on those who have lived decent and respectable lives, and yet who, through no fault of their own, have had to seek a refuge there towards the end of their days. It is very hard that such better characters cannot have sufficient outdoor relief to keep them outside the union. It is, in short, the same old problem (which will arise in a serious form in the event of the scheme of old-age pensions ever taking a more definite shape), the drawing a line between the deserving and the undeserving, the respectable and the wastrels of society.

Physically, I think that more time might be allowed to the younger and middle aged women for exercise. They appear to me to be "cooped up" rather too severely, and those who are able to work seem to have rather an excessive amount put on their shoulders, and not enough freedom to get proper exercise. I may be wrong over this point, but it is my own private opinion. I hope that I am wrong with regard to it.

Strood.—From the Rev. A. G. Wallis, Chaplain.

Children.

Physical Effect.—Entirely beneficial.

Mental Effect.-Dulled by the machinery of the life.

Moral Effect.—Generally beneficial, but seems to lack development.

With the adults the physical effect seems to me in all cases good. The mental effect is difficult to express or gauge accurately—the stress of life is removed, and, although in so many cases this is a great relief, it brings its own weakness and feebleness.

The moral effect seems to me different with the men and the women; so much better in the latter than the former, though this may be because a better class of women come to the union than in the case of the men. The moral effect upon the majority of the men does not seem to be beneficial; they get sluggish, selfish, and indifferent to everything.

The effect upon the women with illegitimate children seems to be in many cases excellent, and I so often

wish the time they stay could be prolonged.

(I feel bound to add that I have only been chaplain for three and-a-half years, and that the work was quite new to me.)

STROUD (Gloucestershire).—From the Rev. E. H. Hawkins, Chaplain.

The children now go to schools in the town. This is a great improvement. They grow up without any taint of workhouse life. Many of them do well. This I have seen over and over again. The young men are weak mentally and morally, there is neither good nor harm in them. This applies to both sexes. They are better cared for and happier than they were twenty years ago. The old men vary; one's trouble with them is that when they leave for a day, they return tipsy, treated in the town. This should be made a serious criminal offence.

I have already referred to young women; workhouse affects them deplorably.

The old women are as a rule, nice, cheerful, and happy. Always glad of a visit and a few kindly words. So, too, are the bedridden men.

SWINDON.-From the Rev. C. F. Burgess, Chaplain.

The children are well cared for in the House, and a good amount of kind interest comes to them from outside. They all go to school in the village and mix very naturally with other children. There seems but little ban upon them for their life in the workhouse.

Altogether they seem to be better and happier than ill-cared for children outside, but, of course, are not on a level with the better cared for. They are orderly, and gain, I think, in religion during their stay. They compete very fairly with other children within schools. Some do very well on leaving and going to places.

Boys, I think, do better than the girls, who seem limited more, and less able to develop intelligence for

some time on leaving the House.

The able-bodied and aged men, who usually come in though drink, find it in many cases their only chance of doing better. I do not think they deteriorate. The sick, I think, benefit as a rule morally very distinctly, and many I feel sure, almost if not quite, owe their serious impressions, and some even their salvation, to coming and being ministered to in the hospital. I have thankfully witnessed in a number of cases deepening earnestness and repentance, and preparation for death.

Thornbury (Gloucestershire).—From the Rev. A. W. Cornwall, Chaplain.

The mental effect on the children is, I think, good as they come out to day school, Sunday school, Band of Hope, and so mix freely with other children; while they are the healthiest, most sensibly and nicely dressed and cheeriest of the children of the place.

Considering their parentage and what would have been their bringing up at their homes, I think they are

better off in the workhouse.

I think more might be done to give them a trade of some kind, so that when the boys leave, at fourteen or so, they might, at any rate in some cases, be able to make a living as they grow older; but the guardians, being chiefly farmers, rather naturally like to get the boys "on the land." Some are suited for nothing else, others would do better at a trade if they could be apprenticed to the right master.

The old men (it seems to me) get sleepier and stupider as they grow older, having nothing to do, no interest

in life, except eating, drinking, and sleeping in the sun, or by the fire.

A large proportion of them would not be there were it not for idle and drunken habits in earlier days, and their nature does not change because they come into the House, though they have not the same opportunities of indulging themselves.

The old women are cheerier and brighter and more interested in life altogether, because, I think, they

most of them can still do something.

The old men and women live to a great age, having absolute freedom from care and worry, competent nursing, wholesome food, and regular hours.

Towcester (Northants) .- From the Rev. C. A. Hulbert, Chaplain.

My experience of workhouses is confined to this of Towcester. This is a substantial stone building, designed, I believe, by Sir Gilbert Scott. It stands in a large garden which is carefully cultivated. During the summer months the inmates have opportunities of enjoying the air and the flowers, and there are pleasant rural prospects from many of the windows. The house is well kept and, as far as I have seen, the cleanliness and comfort of the inmates well attended to, and they are for the most part contented. I think, for the aged,

APPENDIX No. CXVII.—Continued.

workhouse life here is beneficial both mentally and physically. I think the nursing ought to be brought up nearer to the hospital standard. In cases where young women have fallen I think life in the workhouse should be as short as possible. They are subjected to coarse questions and observations which may have a bad effect. I believe that, on the whole, inmates of the workhouse benefit by being brought under better influences than in their own homes.

Walton (West Derby Union).—From the Rev. Samuel Gasking, Chaplain.

(a) The lack of mental calibre, and contact with the influence of the more deprayed, is not calculated to cause any improvement, so there is nothing to guarantee any lasting mental effect on the different classes of inmates admitted to the workhouse.

By judicious classification, and by an extension of the principle of the Brabazon Employment Society, and by the abundant use of literature, such as pictorial and daily and evening papers (novels are of no use), it is possible that the mind might be greatly improved. But the curtailment of the supply of literature, and the promiscuous mixing of all sorts and conditions of men and women, the dreary monotony of the daily life, and the want of any stimulus, tends to the deterioration of the mind, and imbecility too often, alas, ensues. The inmate has nothing to think of, no work to cause him to mop the perspiration from his brow, so he must find fault with his meat and drink, or quarrel with his neighbour, or conjecture what he is going to have for his Christmas dinner.

Tupper says: "Trifles lighter than straws are levers in the building up of character," so " whatever serves to multiply the objects of mental pursuit, and sources of mental pleasure, must in the same proportion tend to diminish the empire of the mere animal instincts and passions."

(b) The moral restraint and the strict discipline of the house seem to be very beneficial, and certainly cause a decidedly good effect.

(c) The labourer who comes into the hospital has a tendency to return, and in a more enfeebled condition. Even men above the ordinary working class appear to lose their manhood when they come into the house. The sensation of not being wanted anywhere is humiliating and deadening. The man has been in the workhouse hospital for some illness. He gets better and goes outside to look again for employment. It is no recommendation to a master that he has been in the workhouse. He loses heart and energy, through constant disappointment. Hope dies, and he enters the house again to become a mere machine, listlessly waiting till welcome death takes him out of his misery.

When a child is brought up in a separate or district school, in pure air, and in good surroundings, such as Fazakerley Homes, where a high tone pervades the child's life-where special care is taken to place over it properly trained and qualified teachers, marvellous strides can be made in the mental, moral, and physical development of the child.

Wantage.—From the Rev. Maurice Ponsonby, Chaplain.

The Mental Effect.—The inmates—I now allude to the old—would be better in this respect if they could be occupied. What is known as the Brabazon scheme may answer for a while, but they soon weary of it. The long hours of idleness must be bad. I merely state my opinion, I cannot suggest a remedy.

The Moral Effect is distinctly bad in some cases; the bad women, those who come regularly for their confinements, often have a bad effect on the others. They should if possible be separated.

The Physical Effect is good in the majority of cases. The old, especially, are much better cared for than they could be at home-more might be done for them in the way of little comforts.

Warrington.—From the Rev. W. Braucamp, Chaplain.

Mentally and morally and physically the majority of the inmates are the better for their sojourn in the workhouse. Give men their liberty and they only lapse into the evils which have caused their downfall. But inside an excellently managed institution, where every regard is paid to thorough and practical discipline, these very same people who outside become public pests and nuisances, inside become well-behaved and decorous men and women. It clearly shows that, sheltered against themselves from temptation, much additional vice is curtailed, and the elements of their better nature is encouraged and strengthened.

Finally, I do think that some provision carefully administered so as to avoid abuse should form a

reclaiming feature of Poor Law effort.

Just as absolutely destitute do the poor leave the workhouse as they enter it, and I most conscientiously feel that had we some real provision, where real helping hands could be ready to set deserving inmates upon their legs again that many would embrace the opportunity, and, furthermore, that many would be rescued from becoming permanent paupers thereby. Some machinery between board days to effect this is badly needed, for such timely help and aid would prove the best sphere of usefulness to the inmates that I can suggest to your Commission, or that could possibly be devised.

Wincanton (Somerset).-From the Rev. Walter Farmer, Chaplain.

I do not know that workhouse life has any distinctly mental or moral effect on the adults. Many of them are simply "life's failures" from the district, the failure being in most cases due to themselves, and it is not easy to make any impression on them. Some of them are excellent old folk whose influence is of very great value in softening their neighbours.

The physical effect on the adults is good, as they are kept clean and regularly fed.

The children are bright and well cared for and distinctly benefit mentally and physically by their residence in the workhouse.

The moral effect of life in the workhouse on them is as distinctly bad. The girls cannot be kept separate enough from the women, young and old, whose conversation and way of looking at life is often demoralising, nor the boys from the men, and the result of this, combined, I suppose, with hereditary tendencies, is that the proportion of children who turn out well is disappointing.

I am not asked as to the women who, being practically ordinary prostitutes, come into the workhouse regularly for their confinements. There are certain women of this class who periodically reappear, get their confinement over and then go out again with their children. There seems to be no power to keep them in the workhouse even until, after they have recovered their health, they have worked out at least part of the cost of their keep. I should like to see some more stringent measures taken with such women, to punish and perhaps to reform them, and to protect the ratepayers.

PART VI.

APPENDIX No. CXVIII.

• SUMMARY OF REPORTS ON THE CONDITION OF THE OUTDOOR POOR, BY CERTAIN OF THE GENERAL INSPECTORS OF THE LOCAL GOVERNMENT BOARD.

In accordance with the request of the Royal Commission on the Poor Laws and Relief of Distress, the Local Government Board have directed certain of their General Inspectors to report upon the conditions in which persons in receipt of out-relief are living in their districts. Reports have been received as shown in the table below.

Name of Inspector.

Unions, &c., reported upon.

Mr. Baldwyn Fleming - Pewsey Portsmouth and Southampton.

Mr. Preston Thomas - Crediton Plymouth and Redruth.

Mr. Bagenal - - Leeds Sheffield and Huddersfield.

Mr. Wethered - - Bristol Cheltenham and Dudley.

Mr. Herbert - - Birmingham and Henley.

Mr. Court - - Bedford Northampton Kettering Oundle Wellingborough and St. Albans.

The Hon. Gerald Walsh - Lincoln Leicester and Stamford.

Mr. A. B. Lowry - The Cities of Liverpool and Manchester.
Mr. Williams - Cardiff Merthyr Tydfil and Swansea.

In addition Mr. Court has furnished a supplementary report upon the Brixworth Union which is annexed as an appendix to this Summary.

Of the Unions, &c., reported upon, Liverpool, Manchester, Leeds, Sheffield, Huddersfield, Birmingham, Northampton, Leicester, Cardiff, Swansea, and Merthyr Tydfil were included in the list supplied to the Board by the Royal Commission.

The inspector, when collecting information for his report, was usually accompanied by the sanitary officers of the district and thus was enabled to visit, for the purposes of comparison, houses occupied by the independent poor. In most cases also information was obtained from the local clergy.

It appears from the reports that such "deplorable conditions" as were mentioned in the letter of the Royal Commissioners do not prevail generally throughout the country.

Thus Mr. Preston Thomas says :--

"So far as my district is concerned, instances where outdoor paupers are living in conspicuously bad conditions, whether from a sanitary or moral point of view, are not representative but exceptional. . . . I have found nothing like the conditions which led the Commissioners to suggest this inquiry."

Mr Court reports :--

"As regards this district, I have no reason to believe that such deplorable conditions as are mentioned by the Royal Commission as obtaining in another part of the country would be found here, unless perhaps in rare single instances."

And the effect of most of the remaining reports is that these conditions, though they are found in some cases, are not usually present.

Mr. Bagenal, after dividing the outdoor paupers into three classes, says of the lowest class :—

"Too frequently they represent the most demoralised and diseased of the population. . . . Cleanliness and ventilation are not considered of any account. . . . The atmosphere is offensive, even fetid, and the clothing of the individuals, old and young, is ragged and filthy. . . . "

But speaking of Sheffield, Mr. Bagenal says :—

"The numbers (of this class) are not large compared with the great bulk of those receiving relief from the rates";

and speaking of Leeds :-

"The proportion of cases of which complaint could be made because of insanitary or immoral surroundings was of course very small."

Mr. Fleming says of Portsmouth and Southampton:

"There are undoubtedly cases which may be described as 'deplorable,' because the conditions of lifeamongst the lowest section of the population are necessarily 'deplorable,' owing partly to poverty and perhaps even more to the habits of the people";

but this is qualified later on by the statement :-

"It cannot be accepted as a fact that the out-paupers of the lowest class are as badly off as they say they are. Dirt, bedding, clothing and accommodation can be seen; but the feeding and the amount of moneythat comes into a family are extremely difficult to measure accurately."

With this may be compared Mr. Wethered's remarks :-

"In some of the cases visited the out-relief appears to be inadequate on the recipients' own statements, but it is impossible to speak definitely without testing the accuracy of the statements made—a matter of no small difficulty.

"I found it most difficult to obtain information from people as to the ability of relatives to assist and what their actual means of living really were. I suspect that in not a few cases there was no actual

destitution."

Mr. Williams says :—

"There is no doubt whatever that a large number of the outdoor paupers are living in an environment of filth and immorality."

In regard to Mr. Williams' report it may be said here that the guardians of the unions reported on take the most elaborate precautions by way of regulation that out-relief shall not be given to paupers living in bad conditions, but these regulations do not appear to be observed. It may be pointed out that an abnormal amount of out-relief is given in those unions. Cases cited by Mr. Williams show also that the out-relief is on a scale somewhat higher than is usual in the English unions, and given sometimes without regard to the gross income of the families relieved. The co-existence of an out-relief policy and demoralising or insanitary conditions of life is shown also in Mr. Court's supplementary report on the Brixworth Union.

There is abundant evidence in the reports to show that the conditions of life of the outdoor paupers are certainly no worse than those of the neighbouring independent people of the poorest class.

Mr. Preston Thomas says :-

"The outdoor paupers are housed neither better nor worse than those of the working classes who liveclose to them";

and, referring to the Crediton Union :---

"The clergymen of both parishes who seemed to have a very intimate knowledge of their people, complained much of the smallness of the allowance, but at the same time admitted that the housing and general condition of the recipients of relief were not distinguishable from those of their poor neighbours."

Mr. Wethered says :-

"There is very little difference between the conditions of life of paupers and non-paupers."

Mr. A. B. Lowry says:-

"I have no reason to suppose that the homes of the recipients of outdoor relief are in any way worsethan those of their neighbours."

Mr. Court says :-

"I am far from saying that the standard of living and cleanliness approaches even remotely that of the average workhouse, but I believe that the standard is quite as high as that of their independent neighbours and that in many places, owing to the action of guardians and their officers, the standard as regards cleanliness and morality is considerably higher."

Mr. Walsh says :-

"I noticed quite a proportionate number of cases of overcrowding among the non-paupers";

and Mr. Williams, referring to the Borough of Merthyr Tydfil, where "the problem is due to the difficulty of acquiring land for building upon," says :--

"The honest hardworking colliers and artizans equally with the loafers and paupers are condemned to spend their lives in these terrible dens";

and again, speaking generally :-

"There is a large number of industrious, honest, hardworking and deserving poor who just avoid resort to relief but . . . are obliged to dwell in surroundings as immoral, insanitary and unsavoury as any of those inhabited by paupers, and often their struggle for existence and hardships are greater."

Indeed the evidence would indicate that paupers have in some instances better environment than their neighbours.

Mr. A. B. Lowry says :-

"The condition of houses partly occupied by the independent poor was, on the whole, worse than that of those entirely occupied by recipients of outdoor relief."

Mr. Wethered, referring to Bristol, says :—

"Comparing the conditions of life of persons in receipt of relief with their neighbours who are not, there is very little difference between them. If anything, the persons in receipt of out-relief are the better, for the reason that they know that their relief to some extent depends upon their cleanline's and habits";

and, referring to a street in Cheltenham :-

"Paupers' rooms were for the most part clean and tidy. The remark does not apply to some of the other lodgers."

Mr. Court, referring to Kingscliffe in the Oundle Union, reports :-

"The really dirty houses and the overcrowded houses I visited are not in the occupation of paupers."

Mr. Williams says :-

"There are paupers who are comparatively much better off for food, raiment, and necessaries than their neighbours."

Mr. Preston Thomas, referring to Plymouth, says :-

"The medical officer of health considers that it would be harder to find extreme instances of dirt, discomfort, and neglect among the recipients of outdoor relief than in the lower section of the labouring classes, and this opinion was generally confirmed by the clergy and Roman Catholic priests, who have here a very intimate knowledge of the poor."

Mr. Wethered points out that the pauper has a distinct advantage in the fact that his relief forms a certain income.

Mr. Preston Thomas says :-

"There are several considerations which may account for (the paupers) living more comfortably than some of their neighbours. In the first place, they do not drink to excess, partly because they cannot afford to do so and partly because if they were known to spend their money in the public-house they would run the risk of having their allowance withdrawn and of having an order for the workhouse. And it is drunkards' houses that are made most unwholesome by neglect and filth, and the absence of care for decent living. Then, I have no doubt that the visits of the relieving officer to the paupers have a salutary effect both upon them and upon some of their landlords. They have a notion of the desirability of keeping their rooms clean and tidy for the officer to see, and the owner may be all the more willing to do repairs if there is a chance of his neglect being made public.

his neglect being made public.

"Another consideration worth noting is that the outdoor paupers are as a rule the elite of those receiving Poor Law relief. Ordinarily, applicants whose conduct and habits are particularly disreputable do not receive out-relief, but an order for the workhouse, and they are often found on admission to be so filthy and verminous as to show that they have been living in conditions far inferior to those of the average pauper."

In connection with the first paragraph of the foregoing extract, Mr. Williams' remark "I found too much intemperance and even drunkenness in cases to which relief was being granted" is of interest. As has been said, Mr. Williams' report refers to unions where out-relief is very lavishly given.

It appears to be the fact that where paupers in receipt of out-relief are found living in conditions which may be termed deplorable, the deplorability is due not so much to the inadequacy of the grant made by the guardians as to a relaxation by the guardians of the care which they should exercise to offer relief only in the form appropriate to each particular case, and particularly to avoid giving out-relief in cases where the applicant clearly cannot be adequately relieved outside the workhouse.

Thus Mr. Fleming says: -

"No out-relief can teach cleanliness or decency . . . or can prevent persons in great poverty from parting with any article that they can turn into money."

With regard to the adequacy of the relief given, Mr. Court, referring to Bedford, says:—

"In some cases the margin left after paying for rent and firing is very little, but apparently many of the old people prefer the extravagance of a house and a fire to themselves at the expense of a reduced allowance for food, many of them keeping a considerable fire all day even in the summer."

Mr. Preston Thomas, speaking of Redruth, says :--

"The paupers were living under the same conditions and in the same class of dwellings as their nonpauper neighbours";

and, with regard to any general increase of relief. Mr. Court says :--

"The granting of amounts of out-relief which would enable applicants to pay higher rents or live 'better' than the families of wage-earners would be mischievous as well as unjust"

and, speaking of Bedford :--

"I fear that the first effect of a general increase in the relief would be an increase in rents, and it may be questioned whether the people suffer in health because they are not able to spend much on meat. Milk, the children as a rule do not like";

and Mr. Fleming says :--

"If the guardians would give sheets and blankets and furniture they would for the moment place the paupers in a better position than the non-paupers and in a very short time the sheets and blankets and the furniture would disappear and the need would begin de novo."

On the other hand, Mr. Herbert says :--

"It is among the aged people living alone that much vigilance on the part of the relieving officer is necessary, as the relief given is sometimes barely sufficient to pay the rent and they have practically to exist upon the charity of their neighbours";

and with regard to the responsibility of the pauper for his surroundings Mr. Court says of Northampton:—

"What dirty and verminous houses there are, are such by reason of the personal habits of the occupiers themselves. That dirty conditions were not due to poverty was obvious from the many instances of cleanliness and filth to be found under parallel circumstances as regards income and physical ability."

Mr. A. B. Lowry reports :-

"In too many cases where the house was structurally sanitary, I found the bedding and the house generally in a state of unnecessary and disgusting dirt."

Mr. Williams says :--

"In many cases I fear the paupers are participants in and abettors of these foul, insanitary and degrading conditions. Frequently I found that though the living room might be fairly clean the rest of the house was a mass of filth."

Mr. Fleming, speaking of Southampton, says he saw

"Very few rooms which might not have been clean and wholesome if the inhabitants had been clean and wholesome."

Mr. Wethered says :-

"The general cleanliness depends largely on the tenants where insanitary conditions exist it is due to the fault of the tenants the dislike of the poorer class to ventilation was very apparent.".

Mr. Preston Thomas, speaking of Plymouth, says:—

"Most of the tenements which I visited had a certain air of comfort about them despite extreme poverty, although a small proportion were dirty or untidy, evidently owing to the personal habits of their occupants."

In most of the unions reported on regulations for the grant of relief have been adopted by the guardians, and in several these regulations extend to the refusal of relief where the applicant's dwelling has been reported against by the health authorities, or is otherwise known to be unsatisfactory. In nearly all special reference is made in the report of the relieving officer to the condition of the applicant's home. Moreover, the character of the neighbourhood in which the applicant lives is often considered.

Thus Mr. A. B. Lowry reports :--

"I gathered from nearly all the relieving officers that there were certain streets in their district of such a reputation that an application for outdoor relief from a resident therein could not meet with success."

Mr. Court says :--

"In Hitchin there are a number of courts and yards of the slum type, but no persons on out-relief to be found in them, owing to the practice of the guardians to refuse applications for out-relief from persons living in unsatisfactory surroundings.

"In Bedford, again, very few paupers live in the courts."

On the other hand, Mr. Lowry points out that a relieving officer has not necessarily any sanitary training or practice and has no official means of learning whether a house is classed as insanitary by the health authority. Further, Mr. Court, speaking of St. Albans where the test applied—for insanitary surroundings—is the report of the sanitary officer, says:—

"From a comparision of the houses which I visited in St. Albans with those in other unions where no such regulation has been formally adopted, this test does not seem to have much value."

Where relief is refused to an applicant on account of non-compliance with regulations the relieving officer is usually instructed to watch the case and relieve in kind if necessity should arise.

Mr. Court, speaking of those regulations, says :--

"They are frequently referred to by some boards of guardians, but exceptions to the general rules are often made on the plea of dealing with cases on their merits; and in practice there is little difference between the boards which have adopted regulations and those which have not.

Mr. Wethered, referring to Bristol, reports :-

"It would appear that the regulations are not always adhered to";

and referring to Cheltenham : --

"The regulations appear to be somewhat loosely carried out";

and Mr. Fleming says :-

"How far such rules exercise any influence in practice it is very hard to say."

Mr. Williams reports:-

"The principles which guide the guardians in the granting of relief appear to be beyond reproach, and their regulations are framed to secure immunity from conditions of squalor and depravity to the recipients of relief, but unfortunately these well-meant and well-designed precautions are overridden too frequently by considerations of expediency and the necessity to choose the lesser of two evils where the paupers absolutely refuse to enter the workhouse."

Similarly, Mr. Bagenal says :-

"It is impossible with the present powers to deal satisfactorily with the various subsections of 'the residuum' which come before the guardians and the sanitary authorities. The guardians feel forced to give relief to bad cases because of the children and for fear of some allegation of want of consideration to destitute blackguards and drunkards;"

and goes on to enumerate classes of applicants who should be compulsorily removable to an institution.

Mr. Walsh, speaking of "the thriftless and improvident who have come upon the rates through their own improvidence or misconduct," says:—

"This class should undoubtedly always be treated in the workhouse, but the guardians are not always so discriminating as they should be."

A somewhat different point is made by Mr. Court in the following extract :-

"Potent factors towards producing such a state of things as that suggested by the Commissioners are the views taken by a not inconsiderable proportion of guardians: first, that the disposal of the relief granted by them is a matter for which not they but the recipients are responsible; and, secondly, that however small the relief given to a person with little or no other apparent means of subsistence it is no one's business to enquire further if the applicant is satisfied.

"The first of these views . . . is almost an incitement to a careless parent to waste on drink money which should be devoted to the nourishment and clothing of the children, while the second may mean a bargain between a parsimonious board of guardians and liberty or license-loving paupers for the lowest terms on which they will keep out of the workhouse."

Mr. Court continues :-

"Fortunately, the relieving officers as a rule have a sufficient sense of their own responsibility to make them withstand an extreme adoption of this policy, and even on the laxest board of guardians a sprinkling is generally to be found to whom the officers can look for support."

With respect to the non-observance of regulations by guardians, the practice of the Birmingham Board is of interest. Orders made by a relief committee in contravention of the regulations in force in the parish have effect only for a fortnight, all cases in which such orders are made being referred for final decisions to a central outdoor relief committee composed of four members appointed by the guardians together with members—in practice the chairmen—appointed by the several relief committees. Only one case has in fact been so referred to the central committee since the adoption of the scheme in 1895, but it appears to have been of practical value by facilitating discussion of any case as to which doubts are entertained by a relief committee.

Another point is referred to by Mr. Lowry, namely: that however careful the guardians may be in their scrutiny of cases when first brought before them, relief is usually renewed or discontinued without reference to anything except possible changes in the income of the pauper.

A class of case to which all the inspectors call attention is that of infirm and destitute persons who resolutely refuse to come into the workhouse and whose conditions of life are deplorable. Of these, Mr. Fleming writes:—

"No matter how satisfactory the conditions may be, if the pauper refuse to accept relief the relieving officer must in some form or another grant out-relief. There is no power compulsorily to remove a sane person to the workhouse or infirmary, and a destitute person may not be allowed to starve. . . There are a few very bad cases, but they are without exception those in which a positive refusal is given to be removed to the workhouse or infirmary."

Mr. A. B. Lowry says :-

"The worst case I saw was that of an old woman who had again and again successfully refused an order for indoor relief";

and Mr. Wethered reports :--

"There were . . instances of persons who would be better in the workhouse because of bodily infirmity, or being unable properly to look after themselves, but the difficulty is to get them to enter."

The difficulty is one which is referred to constantly in the inspectors' reports, and Mr. Bagenal and Mr. Williams specify certain classes of paupers with regard to whom a power of compulsory removal should be exercised.

The point of view of the pauper is well put in a remark quoted by Mr. Herbert, "In the workhouse we should get three times more than we could eat, but here we gets what we fancies." What the pauper of the lowest class "fancies" appears in the opinion of some of the inspectors to be very bad indeed for him and his neighbours.

The reports, except that of Mr. Williams, all bear witness to the great and general improvement effected by the efforts of the sanitary authorities in the housing of the working classes. Houses not adequately provided with a water supply appear to be disappearing, as also are courts, back-to-back houses, and other impediments to proper ventilation. It is, as Mr. Court points out, only by the refusal of outdoor relief to applicants living in such surroundings that the guardians can properly assist in this movement. They do, however, in some cases offer an increase of relief to cases where the growing up of a family has produced overcrowding, on condition of removal to roomier lodgings. Mr. Wethered refers to overcrowding as a result partly of a dislike of ventilation and partly of the want of bed-clothes.

On the whole, notwithstanding the cases cited—particularly in Mr. Williams' report, and the remark of Mr. Bagenal, of the lowest class of pauper, that "The women are too often immoral as well as unclean and neglectful"—the evidence of the reports tends to show that immorality is the exception, no doubt largely as a result of the withdrawal of relief, which is required by the regulations of most boards, where immorality is suspected.

Guardians who put up with a great deal of dirt and squalor on the part of the pauper are not generally inclined to continue relief to persons known to be immoral. Mr. Williams, however, cites cases which form exceptions to this general statement, and it does not appear to apply strictly to the practice of the guardians at Plymouth.

It seems to be clear, as a result of this enquiry, that though the conditions of life of the outdoor poor may be and sometimes are bad, they are not, as a rule, so bad as those of the independent poor of the same class. The relief may be small, but it is regular; and, further, the experience of the inspectors leads to the conclusion that it is almost in every case supplemented to a greater or less extent by charity and by a helping hand from their neighbours. The concluding sentence of Mr. Preston Thomas' report appears to express the feeling of most of the other inspectors:—

"The present enquiry has impressed me on the one hand with a conviction of the smallness of the balance that is ordinarily left from the guardians' allowance after rent has been paid, but on the other hand with some surprise at the comfort in which (no doubt owing to help from various sources) the outdoor paupers manage to live even where such allowances are lowest."

APPENDIX No. CXVIII. (A).

BRIXWORTH UNION.

Since submitting the foregoing report, I have had occasion to investigate the out-relief administration in the Brixworth Union, and it may be convenient to append here the result of my enquiries.

The Union contains over 60,000 acres, divided among nearly 40 parishes, and has a diminishing population, somewhat over 13,000 in 1881, somewhat over 12,000 in 1891, and somewhat under 12,000 in 1901. In only two parishes, Brixworth and Moulton, were there more than 1,000 residents in 1901, and with the exception of ironstone labourers and shoemakers in a few villages the people are engaged in rural occupations.

This Union was at one time famous for its strict administration of relief, coupled with a system under which deserving cases were assisted by private charity. A period followed of widespread out-relief, and of late years a modified out-relief policy has obtained. The numbers relieved outdoors being about 160, and those indoors about 100.

Early this year one of the guardians endeavoured by a comparison of numbers and expenditure in different years to demonstrate to the remainder of the Board that such a policy does not relieve the pressure on the workhouse, but actually increases the cost of in-maintenance as well as that of out-relief.

The guardians, in reply, passed a resolution to the effect that granting of out-relief is both more humane to the recipient and more economical to the rates than a stricter administration. With a view to examining the conditions on which these conclusions were based, I visited nearly 40 houses in five of the most populous villages, Brixworth, Moulton, Walgrave, Holcot and Boughton, inhabited by 70 persons out of the total number of about 170 receiving out-relief. As a result I had to point out to the guardians—

1. That in many cases where rent had to be paid and the relief was less than the cost of maintenance in the workhouse, this economy was only rendered possible by reason of the great insufficiency of food in comparison to what the inmates of the workhouse are allowed, and that a system involving entire abstention from meat, bacon and milk—as is practically necessary where a rent of 1s. 4d. to 1s. 10½d. a week and 1s. for coal and wood have to be paid by an old person living alone out of a total allowance of 3s. 9d. (which is usual here)—is certainly not humane, though the desire for freedom from restrictions—encouraged by such a resolution as that passed by the guardians—may incline the recipients to prefer such partial relief to admission to the house.

- 2. That it is not humane to leave a bed-ridden old couple, of whom the husband is paralysed and incontinent, to share one bed in their cottage, and that it is neither humane, nor reasonable to allow a bed-ridden old woman to occupy by herself, and with only such attendance as she can rely on from a next-door neighbour and grand-daughter living in the village, the whole of a four-roomed cottage, her bedroom being at the top of a rather awkward staircase.
- 3. That it is not economical to the ratepayers to allow, as is done in several instances, 5s. a week to old people living with relatives who should at least be able to keep them rent free, if not to maintain them altogether.
- 4. That a system under which daughters leave service or other employments to devote their whole time to waiting on an infirm or bed-ridden parent (of which also there are instances here) and without extra allowance by the guardians for nursing, though most creditable to their filial affection, is economically unsound as well as unfair to both parent and child.
- 5. That while there is a constant demand in Brixworth and one or two other villages for cottages the guardians by their policy enable single old people to continue to occupy a whole house of three or four room. The errors in the administration of relief here include:—

The giving of insufficient relief to destitute cases.

- The giving of more relief to some persons who live with fairly well-to-do children, than to some others who live by themselves and have to pay rent. (This is justified on the principle of "dealing with each case on its merits.").
- The relief outside of disabled persons who should for their own safety or comfort be in an Infirmacy.

On the other hand, the number of cases relieved outside who are clearly undeserving of it, is apparently small here. I saw no evidence of waste, or expenditure on drink; the houses as a rule were clean though bare, and the bedding seemed sufficient and clean, much above the usual town standard so far as my experience goes. Sanitation seemed adequately provided for, and water supply satisfactory except perhaps in Brixworth Parish.

E. D. Courr, 12 November, 1907.

PART VII.

APPENDIX No. CXIX.

MEMORANDUM BY THE LOCAL GOVERNMENT BOARD ON UNEMPLOYED WORKMEN ACT, 1905.

L-ORGANISATION OF CENTRAL BODY AND DISTRESS COMMITTEES.

 The Unemployed Workmen Act, 1905 (5 Edw.VII., c. 18) authorises the establishment of organisations with a view to the provision of employment or assistance for unemployed workmen in proper cases.

ORGANISATION IN LONDON.

- Sec. 1 (1) of the Act of 1905 requires that there should be established in London, by order of the Local Government Board:—
 - A distress committee of the council of every metropolitan borough, and of the common council of the City of London, and
 - (2) A central body for the whole of the administrative County of London.
- 3. Each distress committee is to consist partly of members of the council, partly of members of the board of guardians of every Poor Law union wholly or partly within the borough or city and partly of persons experienced in the relief of distress. The central body is to consist partly of members of and selected by the distress committees and of members of and selected by the London County Council, and partly of persons co-opted by the central body as additional members, and partly, if the Local Government Board so order, of members nominated by the Board, but the number of co-opted and nominated members may not exceed one-fourth of the total number of the central body (Sec. 1 (1)). One member at least of the distress committee or central body must be a woman (ibid).
- 4. In any order made by the Board establishing a central body or distress committee under the Act, provision may be made for the constitution and proceedings of the body or committee and, in the case of an order establishing a central body, for the incorporation of the body by an appropriate name, and, if necessary, for effecting the transfer of any property or liabilities taken over from any other body (Sec. 4 (1)).
- 5. An order was issued by the Board on September 29th, 1905, establishing distress committees and a central body for London. The order, together with a covering circular addressed to the common council of the City of London and to the councils of Metropolitan boroughs and to boards of guardians in London are appended. The order prescribed the total number of members of each distress committee and the number of members to be selected:—
 - By the borough council or common council of the City of London from amongst the borough councillors or common councillors.
 - (2) By the board of guardians; and
 - (3) From persons experienced in the relief of distress (of whom one at least is required to be a woman).

The order incorporated the central body by the name of "the Central (Unemployed) Body for London." It specified the number of members of the central body to be selected by the London County Council and by the various distress committees and also provided for the nomination of eight members by the Board and for the co-option by the selected and nominated members of eight additional members, of whom one at least is required to be a woman.

Provision was made in the order as to the term of office of members of the distress committees and central body, the filling of casual vacancies and various matters connected with the procedure of the committees and of the central body. 6. The Local Government Board are empowered by Sec. 1 (9) of the Act on the application of the council of any borough or district, adjoining or near to London, to extend by order the provisions as to organisation for London with any necessary modifications or adaptations to the borough or district as if it were a Metropolitan borough and were within the administrative County of London. No order has been made under this provision.

A list of the distress committees constituted under the Act for areas within the administrative County of London is appended.

ORGANISATION OUTSIDE LONDON.

- 7. In the case of every municipal borough and urban district with a population according to the last census of not less than 50,000, Sec. 2 (1) of the Act of 1905 requires the establishment by an order of the Board of a distress committee of the council of the borough or district with a similar constitution to that of a distress committee in London, and with the same powers and duties, so far as applicable, as are given by the Act to the distress committees and central body in London.
- 8. An order was issued on September 20th, 1905, establishing a distress committee for each of the boroughs and urban districts, with the population referred to, in accordance with the requirements of the Act. A copy of the order and of the circular which covered the order, addressed to the councils of those boroughs and urban districts and to the boards of guardians of the Poor Law unions in the boroughs and urban districts, are appended.

The number of members of each distress committee set up by the above-mentioned order is set out in the schedule to the order and varies with the population of the borough or urban district. The largest committees comprise forty members, the smallest twenty-five members. Each distress committee is appointed by the town council or urban district council. A specified proportion of the total number of members consists of members of the appointing council, and of the other members -a certain number must consist of guardians selected by the board of guardians of each Poor Law union wholly or partly in the borough or urban district. Other members must be appointed by the council from outside their own body, but from persons experienced in the relief of distress. Of these last members, one at least must be a woman.

- 9. On the application of the council of any borough or urban district with a population at the last census of less than 50,000 but not less than 10,000, the Board are empowered, by order under Sec. 2 (1) of the Act, to establish a distress committee for the borough or district having the same powers and duties, so far as applicable, as are given by the Act to the distress committees and central body in London. Under this provision orders have been issued establishing distress committees of similar composition to the distress committees already mentioned for the boroughs of Barnsley, Chatham, Cheltenham, Dudley, Gillingham, Heywood, Middleton and Scarborough and the urban districts of Dartford, Edmonton, Erith, Gorton, Kettering and Northfleet. The distress committee for Northfleet was, however, dissolved by order on July 15th, 1907. A list of the various distress committees in England and Wales is appended.
- 10. The Board are further empowered by Sec. 2 (2) of the Act, on the application of any county borough or district council or board of guardians, or if they think it expedient without any such application, by order to

establish in any county or part of a county a central body and distress committees with similar constitutions to, and, subject to any exceptions made by the order, with the same powers and duties as the central body and distress committees in London. No central body with distress committees for an area outside London has been established.

11. Where a central body and distress committees are not established for the whole of a county and where a distress committee is not established for a county borough, the council of that county or county borough must constitute under Sec. 2 (3) of the Act a special committee, consisting of members of the council, with power to co-opt other persons not exceeding one-fourth of the total number of the committees. It is the duty

of the council through the special committee to collect information as to the conditions of labour by means of labour exchanges, or in other ways, and to supply any such information when required.

12. The Act was to continue in force for a period of three years from August 11th, 1905, unless Parliament otherwise determined. By the Expiring Laws Continuance Act, 1908, the Act has been continued in force until December 31st, 1909.

13. The following statement shows the area and population of England and Wales and of the portion under the jurisdiction of the central body for London or of the distress committees outside London and of the portion of the country not under the jurisdiction of a central body or distress committee:—

	Area in Statute acres. (Census of 1901).	Population (estimated in middle of 1906).
England and Wales	37,327,479	34,547,016
Under the jurisdiction of the central body for London or of the distress committees outside		
London	637,806	16,341,533
Not under jurisdiction of a central body or distress committee -	36,689,673	18,205,483

It will be seen that about one fifty-eighth of the area of England and Wales and rather less than one-half of the estimated population are within the jurisdiction of a central body or distress committee constituted under the Unemployed Workmen Act, 1905.

II.—POWERS AND DUTIES OF CENTRAL BODY AND DISTRESS COMMITTEES.

14. It is the duty of each distress committee in London to make themselves acquainted with the conditions of labour within their area, and if required by the central body to receive, inquire into, and discriminate between applications from unemployed persons (Unemployed Workmen Act, 1905, Sec. 1 (2)). They must be satisfied that an applicant has resided in London for such period not less than twelve months immediately before his application as the central body fix as a residential qualification (ibid.). If the distress committee are satisfied:—

- (1) That an applicant is honestly desirous of obtaining work;
- (2) That he is temporarily unable to do so from exceptional causes over which he has no control; and
- (3) That his case is capable of more suitable treatment under the Act than under the Poor Law;

they may endeavour to find work for the applicant, or may refer the case to the central body, but they cannot themselves provide or contribute towards the provision of work for any unemployed person (Sec. 1 (3)).

15. The central body are required to superintend, and, as far as possible, co-ordinate the action of the distress committees and aid the efforts of those committees by establishing, taking over, or assisting labour exchanges and employment registers and by the collection of information and otherwise as they think fit (Sec. 1 (4)).

16. The central body may exercise the following powers:—

- (1) They may themselves provide temporary work for the applicant in such manner as they think best calculated to put him in a position to obtain regular work or other means of supporting himself (Sec. 1 (5)).
- (2) They may contribute towards the provision by other bodies of temporary work (ibid.).
- (3) They may purchase or hire land or establish farm colonies and may provide temporary accommodation for persons for whom work upon the land is provided (Sec. 4 (3) (b) (c)).
- (4) They may assist the applicant by aiding his emigration or removal to another area with any of his dependants (ibid.).

But the powers must all be exercised subject to any regulation made by the Local Government Board as to the conditions under which a given power may be exercised (see Sec. 4 (3) (a)).

17. The provision of temporary work or other assistance under the Act for any person does not disentitle him to be registered or to vote as a parliamentary, county or parochial elector or as a burgess (Sec. 1 (7)).

18. Where a distress committee is established under Sec. 2 (1) of the Act for a municipal borough or urban district outside London, the sub-section invests the distress committee with the duties and powers of the central body in London, and the distress committee therefore exercise the duties and powers of a central body as well as those of a distress committee.

It should be understood, therefore, that any power referred to in this Memorandum as being exerciseable by a central body is in the case of an area outside the administrative County of London exercised by any distress committee established under Sec. 2 (1) of the Act for any borough or other urban district.

19. The Regulations which were issued by the Board with respect to the powers and duties of central bodies and distress committees and which are still in force are contained in the Regulations (Organisation for Unemployed), 1905, and the Amending Regulations (Organisation for Unemployed), 1906. By the latter Regulations the form of record-paper to be used by an applicant for assistance under the Act was modified. A copy of these Regulations is appended, together with a copy of the circulars which accompanied them.

20. In so far as the Regulations confer powers or impose conditions upon the exercise of powers exerciseable by a central body, where a central body with distress committees acting under them has been established under the Act, they are drawn so as to apply primarily to the central body, but Art. X. extends the Regulations with the necessary adaptations to every distress committee having the powers of a central body. It will be understood, therefore, that where in those paragraphs of this Memorandum in which the effect of the Regulations is set out, a power is stated to be exerciseable by a central body, the power may be exercised by a distress committee with the powers of a central body unless it be otherwise stated.

INVESTIGATION BY DISTRESS COMMITTEES.

- 21. The procedure contemplated by the Regulations is as follows:—
 - An applicant must make his application in person to an officer, member, or other person authorised to receive and investigate applications (Art. II. (1) (i.)).
 - (2) He must, if so required, attend a meeting of the distress committee or sub-committee (ibid.).
 - (3) He must answer all questions put to him and must supply all information required by the committee or sub-committee or by an authorized person with respect to himself or any of his dependants, or with respect to any other matters concerning which information may be required for the purposes of the Act or any Regulations under it (Art. II. (I) (ii.)).
 - If the committee are satisfied that the answer to a question, or the information supplied by an applicant on a material matter is false to his knowledge, the committee must make and keep a suitable record of the case, and unless they cancel the record for good cause shown to them the person will cease to be qualified to receive assistance (Art. II. (4)).
 - (4) A person authorised by the distress committee must visit and make inquiries at the home of the applicant for the verification of the statements made by him. The authorised person must also, where the circumstances so require, with the same object communicate with any board of guardians or other body, authority or person able to supply useful information with respect to the applicant (Art. II. (1) (iii.)).
 - (5) A record-paper is to be kept in respect of every case in which the distress committee receive, inquire into, or entertain an application under the Act, and in the case of each applicant the distress committee must call for the record-paper in use in relation to the case and must satisfy themselves:—
 - (a) That the applicant is of good character-
 - (b) That he has not from any source sufficient means to maintain himself and his dependants.
 - (c) That he is not, and has not been during the period of twelve months immediately preceding the date of the application, in receipt of relief (other than medical relief) at the cost of the poor rate.
 - (d) That he has not in two successive periods of twelve months immediately preceding the date of the application been employed on work provided by a central body, or by a distress committee outside London having the powers of a central body, or on work towards the provision of which a central body or such a distress committee have contributed; and
 - (e) That his case is in other respects one which the distress committee, with due observance of the requirements of the Act, may properly entertain (Art. II. (1) (iv.)).

The form of record-paper now in use was prescribed by the Amending Regulations (Organisation for Unemployed), 1906, and is appended.

For form of record-paper, see papers handed in by Mr. H. R. Maynard, Vol. VIII., App. LXXXVII. (A.) and (B.).

22. The proviso to Sec. 1 (2) of the Act expressly provides that a distress committee shall not entertain an application from any person unless they are satisfied that he has resided in London for such period, not being less than twelve months, immediately before the application, as the central body fix as a residential qualification, and this proviso will also apply to any borough or urban district for which a distress committee is constituted under Sec. 2 (1) of the Act, with the substitution of the area of the borough or urban district for London. Under Paragraph (iv.) (e) of Art. II. (1) of the Regulations, quoted above, it is the duty of the committee to satisfy themselves that this prohibition is not infringed, and also that the conditions mentioned in Sec. 1 (3) of the Act are fulfilled, viz.:—

- (1) That the applicant is honestly desirous of obtaining work.
- (2) That he is temporarily unable to do so from exceptional causes over which he has no control and
 - (3) That his case is capable of more suitable treatment under the Act than under the Poor Law.
- 23. It is in the discretion of the distress committee whether they will or will not entertain an application made to them by a person who satisfies the prescribed conditions, but Art. II. (2) of the Regulations provides that certain cases shall be treated by the committee in preference to others of a different character. A case to be treated preferentially must be that of an applicant as to whom the committee have not only satisfied themselves that he complies with the conditions already mentioned but have also satisfied themselves:—
 - "(a) That in the past he has been regularly employed, has resided in their area for a continuous period of twelve months at the least and has been well conducted and thrifty.
 - "(b) That at the time of his application he has a wife, child or other dependant.
 - "(c) That, in respect of age and physical ability, he is qualified for such work as the distress committee may be able to obtain."
- 24. If the distress committee are satisfied that the case of an applicant is one in which the prescribed conditions are complied with, they may endeavour to obtain work for him. If, however, they think that the case is one for treatment by the central body rather than by themselves they may refer the case to that body, and in this way the distress committee will be able to deal with the cases of applicants for whom they are unable to obtain work, but for whom they think that work should, if possible, be provided. In no case, however, can a distress committee without the powers of a central body provide or contribute towards the provision of work for any unemployed person, i.e., either employ him themselves or make any payment in respect of his employment by others. But if the distress committee possess the powers of a central body they may provide work for the applicant or exercise any of the other powers conferred on a central body by the Act.

EFFECT OF RELIEF FROM THE POOR RATE.

25. Reference has already been made to the condition imposed by Art. II. (1) (iv.) (c) of the Regulations disqualifying an applicant who is or who has been during the period of twelve months immediately preceding the date of his application in receipt of relief (other than medical relief) at the cost of the poor rate.

Representations were made to the Local Government Board that hardship to persons who had been compelled to have recourse to relief in the winter preceding the passing of the Act was caused by the operation of the provision, and temporary regulations were issued by the Board under which a distress committee, if so authorised by the central body, might entertain applications in deserving cases of this nature. Where a distress committee possessed the powers of a central body, the consent of the Board was required to enable the distress committee to entertain the application.

Two sets of temporary regulations were issued, the temporary regulations of December 6th, 1905, being superseded by the temporary regulations issued on January 13th, 1906. The latter regulations expired from and after October 10th, 1906, and at the present date Art. II. (1) (iv.) (c) of the main Regulations of 1905 governs the disqualification of applicants by the receipt of relief from the poor rate.

A copy of the temporary regulations of 1905 and 1906 and of the circulars covering the regulations are appended.

> Power of Providing or Contributing to Provision of Temporary Work.

26. The various powers possessed by a central body in relation to an applicant referred to them by the distress committee are set out in Par. 16 of this Memorandum.

As regards the power of providing or contributing towards the provision of temporary work for an applicant, several important conditions are imposed on the exercise of this power by Art. V. of the Regulations. These conditions require that the work shall be of actual and substantial utility, that effectual supervision shall be exercised, that each person employed in the work shall perform his task with diligence and efficiency, and that continuous occupation shall as far as possible be afforded. Pars. (e) (f) and (g) of Art. V. (1) provide for the rate of wages to be paid and for the maintenance of the dependants of the worker during his absence from home on the work. Facilities for obtaining regular work or other means of support are to be afforded to the worker by the central body, and aid in the shape of temporary work is to cease if the person employed neglects to make use of these facilities. Art. V. (iv.) provides that the central body may put an end at any time to the provision of temporary work for a person, and shall in no case continue the provision of temporary work for more than sixteen weeks in any period of twelve months except with the consent of the Board.

27. The power of contributing towards the provision of temporary work can only be exercised in those cases in which the work will be provided by a local authority or public body (Art. V. (v.)). The Board have pointed out that whilst this Regulation would preclude a contribution by the central body towards the provision of temporary work where work is provided by a private person, it is not intended to imply that under no circumstances is work to be done by the central body for a private person. But in any such case the central body must themselves provide the work, i.e., they must be the employers and responsible for the conditions of the employment as between themselves and the persons employed.

28. It should be noted that the powers enabling a central body to provide or to contribute to the provision of temporary work do not extend to payments for the maintenance of persons out of work, unless the payment consists of remuneration for work done. A central body cannot give "relief" to an unemployed person.

FARM COLONIES; TEMPORARY ACCOMMODATION; PURCHASE OF LAND.

29. The conditions under which the central body may proceed to establish a farm colony, with the consent of the Board, or to provide temporary accommodation, with the like consent, for persons working on land will be found in Arts. VIII. and IX. of the Regulations.

30. Land may be purchased by agreement or taken on lease for the purposes of the Act by the central body, with the consent of the Board under Art. X. of the Regulations, and certain of the provisions of the Lands Clauses Acts are applied for the purpose of the purchase of land by a central body. As the distress committees with the powers of central bodies established in boroughs and urban districts under Sec. 2 (1) of the Act are not corporate bodies, Art. XXI. of the Regulations adapts Art. X. in such a way as to provide for land purchased or taken on lease for the purposes of the Act being acquired by the town council or urban district council by whom the distress committee are appointed.

31. A central body may raise a loan with the consent of the Board under Art. XVIII. of the Regulations for the purpose of defraying the costs of purchasing land for the purposes of the Act. The loan would be raised by any distress committee having the powers of a central body, notwithstanding the adaptation previously referred to with respect to the purchase of land.

DONATIONS.

32. A donation of money or other property may be accepted by a central body under Art. XIV. of the Regulations, subject to the condition that the money or other property shall be used or applied for the said purposes in such a manner as to secure compliance in all respects with the requirements of the Act and of any Regulations made under the Act, and also subject to the condition that the money or property shall not be used or applied for any other purposes. All money or other property accepted by the central body is to be administered accordingly.

EMIGRATION.

33. The conditions imposed by the Regulations, subject to which the central body may aid the emigration of an unemployed person and any of his dependants, require that the central body shall satisfy themselves that such persons will be conveyed to and received at the place of destination in circumstances which will secure or facilitate the immediate fulfilment of the condition that the unemployed person shall be put in a position to obtain regular work, or other means of supporting himself and any of his dependants who accompany him (Art. III. (1)).

A preference is to be given by the central body to any applicant who satisfies them that he is qualified for employment in agriculture (Art. III. (2)).

REMOVAL TO ANOTHER AREA.

34. The conditions under which the central body may aid the removal to another area of an unemployed person and any of his dependants are embodied in Art. IV. of the Regulations, and are as follows:—

(i.) The unemployed person and a dependant of the unemployed person can only be aided to remove to an area in England or Wales.

(ii.) The central body must satisfy themselves that the unemployed person whose removal to another area is to be aided will, on reaching the place of destination, be put at once in a position to obtain regular work or other means of supporting himself and any of his dependants who accompany him, and that suitable dwelling accommodation for the person or persons to be removed can be provided.

(iii.) The central body must also satisfy themselves that the regular work which the unemployed person will be in a position to obtain will be of such duration, or that the facilities for other regular employment will be such as to afford every reasonable expectation, that the persons whose removal is to be aided will not become chargeable to the poor rate at any time during a period of twelve months after the removal.

III.-FINANCE.

EXPENSES OF CENTRAL BODY AND DISTRESS COMMITTEES.

35. Sub-section (6) of Sec. 1 of the Act provides that any expenses of the Central Body for London, and such of the expenses of the distress committees as are incurred with the consent of the central body, shall be defrayed out of a central fund under the management of the central body. This fund is to be supplied by voluntary contributions given for the purpose, and by contributions made on the demand of the central body by the common council of the City of London and the council of each metropolitan borough in proportion to rateable value. No contribution by a council, however, must in any year exceed the amount which would be produced by a rate of one halfpenny in the pound calculated on the rateable value of the city or borough, or such higher rate not exceeding one penny, as the Board may approve.

36. The resources of the Central Body for London consist, therefore:—

 Of the contributions from rates paid by each borough council and the common council of the city.

(2) Voluntary contributions.

The latter receipts have been supplemented during the period in which the Act has been in operation, by grants made to the central body from the Queen's Fund for the Unemployed, and by sums paid by the Board from the grants made by Parliament for contributions in aid of expenses under the Act during the financial years 1906-7 and 1907-8.

A grant has also been voted in aid of these expenses during the year 1908-9.

37. As regards the contributions from rates, the proviso to Sec. 1 (6) of the Act enacts that a separate account shall be kept of all sums supplied by the contributions of the councils, and that no expenses except those expressly mentioned are to be paid out of this account. The expenses which may be defrayed out of the rate contribution account are confined to the following:—

(1) Establishment charges of the central body and the distress committees, including the expenses incurred by them in respect of labour exchanges and employment registers and in the collection of information.

(2) The expenses incurred by the central body in aiding the emigration or removal to another area of an unemployed person and any of his dependants; and

(3) The expenses incurred by the central body in relation to the acquisition, with the consent of the Board, of land for the purposes of the Act.

Under Sub-section (6) of Sec. 1 of the Act only such of the expenses of the distress committees as are incurred with the consent of the central body will be payable by that body. Any other expenses properly incurred by a distress committee must be defrayed by the council

by whom they are appointed.

38. Under the above provisions as applied by Sec. 2
(4) of the Act to the case of a borough or urban district outside London for which there is a distress committee with the powers of a central body, the expenses of the committee are payable out of a fund under the management of the committee, the fund being supplied by voluntary contributions and by contributions from the local rate, limited as above mentioned, made by the council appointing them. The expenses which can be defrayed from the rate contribution are limited to the expenses mentioned in the proviso to Sec. 1 (6) of which the effect is given above.

AUDIT OF ACCOUNTS.

39. The accounts of the Central Body for London and of the distress committees for boroughs and urban districts outside London are audited by the district auditors, appointed by the Local Government Board, under Art. XVI. of the Regulations, together with the accounts of the officers of these authorities. A copy of the Board's order of June 13th, 1906, prescribing a form of financial statement to be prepared by distress committees with the powers of a central body, is appended, together with a copy of the circular covering the order.

A form was also prescribed for the Central Body for London.

THE QUEEN'S FUND FOR THE UNEMPLOYED.

40. In November, 1905, Her Majesty the Queen was pleased to issue an appeal to the public for subscriptions to a fund for alleviating the sufferings of the unemployed. At the outset it was proposed that the fund should be paid over to and disbursed by the central bodies and distress committees under the Unemployed Workmen Act throughout the United Kingdom. In December, 1905, a modification was, however, made in the scheme, whereby future subscribers were allowed to give discretionary subscriptions to be applied through the medium of charitable agencies, in assisting deserving cases of an exceptional character which were ineligible for assistance under the Unemployed Workmen Act. Subscriptions to Her Majesty's Fund could be given for the benefit of the unemployed either in London or in the rest of the United The fund realised a sum of £153,635, of Kingdom. which £3,192 was subscribed to the discretionary fund, £33,567 was ear-marked for London generally, £1,100 for particular localities and £9,690 for particular societies such as the Church Army or the Salvation Army. subscription of 10,000 guineas was made to the fund by Lady Strathcona, of which £9,450 was to be applied in assisting unemployed persons to emigrate to the North-West of Canada, and £1,050 to the immediate relief of deserving persons who were unable to find employment. The sums paid into the fund also included the proceeds of a collection made in places of worship on Sunday, January 14th, 1906, at the instance of the Queen. The collection produced a sum of £4,224, and this amount was paid, in accordance with Her Majesty's wish, to the Church Army and the Salvation Army for the alleviation of deserving cases of distress.

41. For the purpose of distributing among the authorities constituted under the Unemployed Workmen Act so much of the fund as was not ear-marked or subscribed for special purposes, a committee was formed consisting of the President of the Local Government Board, the Chief Secretary for Ireland, the Secretary for Scotland, the Treasurer of Her Majesty's Household (Earl de Grey), and the Lord Mayor of London.

42. The amount available for distribution by the committee was £91,361, of which £78,688 was allocated to England and Wales, and the balance was divided between Scotland and Ireland. The sum allocated to England and Wales was paid by instalments to the Central Body for London and the various distress committees outside London, with the exception of so much of the amount as was required to meet the expenses of administering the fund. The first and second instalments of the grants were apportioned mainly on the basis of population, but in making their final grants regard was had to all the circumstances of each locality, so far as they could be brought within the knowledge of the committee, such as the date on which the distress committees began work, the number of applications, the local voluntary contributions, the efforts made to obtain work for applicants through ordinary channels, emigration work, the amount and nature of the work provided for the unemployed, and the state of trade in the district. Special grants were also paid to the Central Body for London and to the distress committee for West Ham in respect of the maintenance of the farm colonies provided by these bodies.

43. Any sum received by a central body or distress committee in England and Wales could only be applied by the central body or distress committee for the purposes authorised by the Act and subject to the conditions imposed by the Regulations.

PARLIAMENTARY GRANTS.

The Grant for 1906-7.

44. A grant of £200,000 was voted by Parliament during the financial year ending on March 31st, 1907, for contributions in aid of expenses under the Act.

Of this amount the sum of £120,000 was allocated by the Treasury to the Local Government Board in aid of the expenses of distress authorities in England and Wales, and sums of £10,000 and £11,050 were allocated to the Local Government Boards for Scotland and Ireland respectively for disbursement in those countries. As the sum of £141,050, thus allocated was more than sufficient to meet the demands of the three departments by whom the grant was administered, an allocation of the balance of the grant amounting to a sum of £58,950 was unnecessary.

45. Of the £120,000 allocated for disbursement in England and Wales, sums amounting to £105,420 were paid by the Local Government Board to the Central (Unemployed) Body for London and to various distress committees outside London.

The following is a summary of the steps taken by the Board in the administration of the grant. The policy adopted was that a grant should be paid only in aid of a scheme of work of actual and substantial utility in the execution of which unemployed persons whose applications had been investigated by the distress committees could be given employment.

46. Upon the application of the Central (Unemployed) Body for London, grants were paid to them in aid of the cost of maintaining their farm colony for the unemployed at Hollesley Bay, in aid of the cost of reclaiming inundated land at Fambridge (Essex) by rebuilding a river wall, and of excavating land at the Garden City, Letchworth. The works at Fambridge and at Letchworth were to be executed by unemployed persons whose applications had been investigated by the distress committees in London. Grants were also paid in aid of the cost of maintaining certain workrooms for unemployed women established by the central body. At a later date, grants were paid to the central body to enable them to defray the wages of unemployed persons engaged upon work in Hyde Park, Richmond Park, and in parks under the management of the London County Council. A grant was also paid in aid of the cost of the laying out of Brunswick Square, Camberwell, by persons registered under the Act.

The various grants paid by the Board to the Central (Unemployed) Body for London amounted to £48,865. The amount paid in respect of each purpose will be found in the statement which is appended. In most instances the grants were paid to the Central Body by instalments.

47. Upon October 12th, 1906, the Board addressed a Circular (No. 1) to twenty-three provincial distress committees offering to consider an application from each of them for a grant, should the committee deem it necessary to apply for assistance. In the event of an application for a grant being made, the distress committee were invited to submit particulars of a scheme of work suitable for aid from the Parliamentary grant, together with the number of applicants for employment in respect of whom the distress committee had satisfied themselves that they were qualified for assistance under the Act. The amount of the balance standing to the credit of the voluntary contributions account and other particulars were also asked for.

This circular was sent to the distress committees of those localities only in which it appeared probable that assistance would be required in meeting the cost of providing or contributing to the provision of temporary work.

On the same day, a Circular (No. 2) was addressed to the remainder of the distress committees informing them that upon the information available the Board did not propose to pay a grant to the committee. Copies of these circulars are annexed.

48. A scheme of work suitable for aid from the Parliamentary grant was submitted by most of the distress committees to whom Circular No. 1 was sent. The majority of the schemes submitted as suitable for execution by unemployed persons were for the improvement of a public park or recreation ground.

Other schemes of work brought forward related to such matters as the construction of ponds or baths for swimming, the improvement or protection from floods of corporate property, the straightening of the channel and the culverting of streams draining a district, the digging of land at sewage farms, and the construction of works of sewerage.

The distress committee for Leeds submitted a scheme for the afforestation of land situate in the Washburn Valley adjoining the water reservoirs of the Corporation of Leeds. An application was received from the distress committee for West Ham for a grant in aid of the cost of maintenance of their farm colony at South Ockenden (Essex), in addition to an application for a grant in respect of other schemes of work to be undertaken by the distress committee.

49. After plans and particulars of a scheme of work had been forwarded by a distress committee, an inspector was in many instances directed to visit and report upon the work.

50. Ordinarily the works aided were executed by the town council or urban district council, and were supervised by the surveyor or other officer of the council, the persons to be employed on so much of the work as was suitable for execution by the unemployed being selected by the distress committee.

Where a grant was applied for in aid of works of which the cost would ordinarily be defrayed by the town council or urban district council from their own resources, the grant made was, as a rule, limited to the excess upon the cost of the work estimated as likely to arise by reason of the employment on the work of unskilled persons selected by the distress committee. The remainder of the cost of the work was either defrayed by the town council or urban district council from the local rate, or from the proceeds of a loan, if the purpose of the work was one for which the council were empowered to borrow money.

51. A number of applications for a grant were made by those distress committees to whom the circular (No. 2) had been sent, intimating that it was not proposed that a grant should be paid to them. In most of these cases it was considered that the amount of distress arising from want of employment was not of so exceptional a character as to justify an alteration in the view expressed in the circular. But in some instances the distress committee satisfied the Board that the number of applications for employment mades to them during the winter of 1906-7 was sufficiently large to justify assistance being given from the grant, and the distress committee were invited to submit a scheme of work suitable for aid from this source.

The scheme of work was then considered and if it was found to be of actual and substantial utility and suitable for aid from the grant, a payment was made towards the cost of the work.

52. On January 29th, 1907, the Board sent forms to each distress committee outside London in which particulars were to be entered of the operations of the distress committee during the winter of 1906-7.

It appeared from the returns thus obtained that the distress committees of fourteen boroughs and of two other urban districts had, up to the date of the return, considered it unnecessary during the winter of 1906–7 to reopen the register of applicants and to invite applications from unemployed persons for assistance under the Act. The returns also disclosed the fact that in the majority of boroughs and urban districts the amount of the voluntary subscriptions received by the distress committee in aid of their work was inconsiderable.

53. Payments out of the Parliamentary grant were made in aid of the cost of the emigration of unemployed persons in the cases of the distress committees for Leyton, Walthamstow, and West Ham.

54. Particulars showing the amount of each payment from the grant in 1906-7, its purpose, and the name of the distress authority to whom it was paid will be found in the Statement appended to this Memorandum.

The Grants for 1907-8 and 1908-9.

55. A grant of £200,000 was again voted by Parliament in the financial year 1907-8, for contributions in aid of expenses under the Act.

Of this amount the sum of £140,000 was allocated by the Treasury to the Local Government Board in respect of England and Wales, and sums of £19,448 and £4,500 were allocated to the Local Government Boards of Scotland and Ireland in respect of those countries. An allocation of the balance of the grant, amounting to £36,052, was not made.

Of the £140,000 allocated in respect of England and Wales, sums amounting to £124,195 were paid to the Central (Unemployed) Body for London, and to various distress committees outside London.

The sums paid to the distress authorities in England and Wales during the year 1907-8 exceeded, therefore, those paid in 1906-7 by £18,775.

56. The English share of the grant for the year 1907-8 was administered by the Local Government Board according to the same general policy as that which was followed by them in the previous year, and which has been already explained.

The payments made from the grant in 1907-8 to the Central (Unemployed) Body for London amounted to £48,865, and to distress committees outside London to £62,132.

57. A statement showing the amount of each payment from the grant in 1907-8, its purpose, and the name of the distress authority to whom it was paid, will be found in the Statement appended to this Memorandum.

58. A third grant of £290,000 was voted by Parliament in August, 1908, for contributions in aid of expenses under the Act. This grant is for the service of the financial year 1908-9.

RETURNS AS TO THE OPERATIONS OF THE AUTHORITIES UNDER THE ACT.

59. Reports of the proceedings of each distress committee in London and the provinces were required by the Local Government Board for the periods ending March 31st, 1906, 1907 and 1908 respectively.

These reports have been summarised in Returns presented to Parliament, Parliamentary Paper 392 of 1906, 326 of 1907 and 173 of 1908. Copies of the Returns are sent herewith.

Full information in regard to the applications received and dealt with by the committees: the work provided

for, and other assistance given to applicants found qualified under the Board's Regulations: and the finances of the various authorities concerned will be found in these Returns.

The last two Returns included also reports of the proceedings of the Central (Unemployed) Body for London. This matter was not dealt with in the first Return, as the Central Body issued a separate report. The following paragraphs contain some observations on the particulars obtained from the Returns.

RECEIPT AND INVESTIGATION OF APPLICATIONS.

60. The number of applicants registered and the number found qualified in each period were as follows:—

	190	1905-6,		3-7.	1907-8.	
The second secon	Number of applicants,*	Number found qualified.*	Number of applicants.*	Number found qualified.*	Number of applicants.*	Number found qualified.*
London	39,728	23,838	28,181	13,070	32,624	14,291
Outside London	71,107	49,979	58,820	47,346	57,433	40,322
Totals	110,835	73,817	87,001	60,416	90,057	54,613

* Not including dependants.

These figures show that there was a substantial decrease in the number of applicants registered in the second and third winters of the operation of the Act as compared with the first. In 1905–6 the number of applicants formed 6.9 per 1,000 of the population of the districts; in 1906–7 the proportion fell to 5.7 per 1,000; in 1907–8 it rose to 6.0 per 1,000. The principal cause of the decrease in 1906–7 appears from the reports to have been a general improvement in the conditions of industry and employment, to which also the published figures of the Board of Trade bear witness. Thirteen distress committees outside London received no applications during the entire twelve months, and some others did not re-open their registers during the winter of 1906–7.

In 1907-8 no applications were received by sixteen distress committees outside London, and there were three others who had never found it necessary to take action under the Act. There was an increase in the number of applicants in London, of 4,443 over the previous year, and in some of the provincial towns there was also an increase, especially in Sunderland, where owing to depression in the shipbuilding trade and also to industrial disputes the number of applicants rose from 1,409 in 1906-7 to 5,421 in 1907-8.

61. The occupations to which the great bulk of the applicants to the distress committees belonged were casual or general labour, and the building trade.

62. The class of persons returned as belonging to "casual or general labour," large as it is, is perhaps rather under, than over, estimated. The Returns and reports show that as a rule very few men who could be classed as skilled applied to distress committees. From a table printed by the Central (Unemployed) Body it appears that out of a number of 37,100 applicants to distress committees in London up to May 12th, 1906.

only 1,700, or 4.5 per cent., belonged to trade unions. Casual labour also depends to a great extent on the building trade, on the carrying trade and on dock and riverside work, and would in some instances be classed under other occupations than the general term of "casual labour." Examination of the individual Returns shows, at any rate, that the comparative number of persons so classed varies considerably, but is noticeably high in some districts bordering on London, such as Croydon, Edmonton, and Willesden, and in such towns as Newcastle-on-Tyne, Yarmouth, Portsmouth, and Southampton.

63. The work of investigation of applicants' cases, particularly at first, involved considerable labour. In some instances the investigation was carried out with conspicuous thoroughness (see, e.g., the reports from West Ham for 1906-7); and although it was not found possible to provide work for all the cases investigated, the committees have expressed their opinion of the great value of this branch of their work in enabling them to classify the "unemployed" and thus providing material for a more correct appreciation of the problem to be dealt with.

Of the applicants registered, 67 per cent. in 1905-6, 69 per cent. in 1906-7, and 60°6 in 1907-8, were after investigation found qualified for assistance under the Act. In many instances, both in London and the provinces, only the cases of those applicants, for whom work or assistance by emigration could from time to time be provided, were investigated.

PROVISION OF WORK.

64. The number of persons provided with work in each period, including persons maintained on farm colonies, was as under:—

land to the state of the state			1905-6.	1906-7.	1907-8.
By Central Body or provincial distress committees directly -			13,774	15,643	17,991
By local authorities by arrangement with distress committees -	-		21,691	15,957	17,465
Through other agencies			2,881	5,456	3,772
. Net Totals	-	-	41,321*	36,280	37,092

* Including 3,023 cases of persons who received employment, but were not classified in the returns, and are not included in the preceding figures.

The number of men shown to have been provided with work was thus in the aggregate slightly lower in 1906-7 and 1907-8 than in the winter of 1905-6. The reduction is mainly in the class of work provided by local authoritics, and the Returns show, as might be expected, that town councils and others who had provided employment on special works during the first winter were in some cases unable to create similar work or to provide it to the same extent in the later years.

65. Particulars regarding the work provided by the central body and by borough councils in London are given in the Returns. The numbers who found employment on borough council works (independently of the central body) were 1,215 in 1906-7, and 2,785 in 1907-8 as against 4,004 in 1905-6. The numbers employed directly by the central body in the three years were 4,382, 3,951 and 5,424. The reduction in the later years in the numbers shown by the Returns as provided with work by private employers through the agency of the distress committees in London is to a great extent misleading, since in the later periods this branch of the lassistance to the unemployed was taken over by the labour bureaux established by the central body independently of the distress committees.

66. In 1905-6, thirty-four provincial distress committees provided work for 9,392 persons by direct employment (i.e., not through the medium of a local authority); in 1906-7, thirty-two committees provided similar work for 11,692 persons and in 1907-8, twenty-five committees provided similar work for 12,567 persons.

On the other hand, the numbers found work by local authorities fell from 17,687 in 1905-6 to 14,742 in 1906-7 and 14,680 in 1907-8. 67. The number of persons provided with work by unofficial agencies, chiefly private employers, shows some increase over those in the first year. These figures are, indeed, not fully representative of the action taken in this direction by the provincial committees since they do not include the numerous cases of persons who found employment by means of the labour bureaux or employment registers.

The nature of the work, which was in most cases of a rough kind, and the rates of pay are shown in the Returns.

68. As to the value of the work performed by the persons thus employed the general opinion, based on the results of the operations of both winters, appears to be that, considering the quality of the men employed, the work was on the whole satisfactorily executed, but in very many cases the cost of the work was stated to have exceeded that of similar labour under ordinary conditions.

FARM COLONIES.

69. Farm colonies have been established by the central body at Hollesley Bay, and by the distress committee of West Ham at South Ockenden:—

	In 1905	-6,	In 1906-	-7.	In 1907-	8.
	Total number employed.	Cost.	Total number employed.	Cost.	Total number employed.	Cost,
		2		£		3
Hollesley Bay -	624*	6,764	1,344	24,115	1,506	25,262
South Ockenden -	137	2,110	448	10,135	400	7,090

* Up to May 12th, 1906.

On the West Ham colony the average period of employment per man was about fifty days in 1905-6, fifty-three days in 1906-7, and about nine and two-third weeks work in 1907-8; at Hollesley Bay the average in 1906-7 was slightly over eleven weeks, and in 1907-8 about ten and a half weeks.

A labour colony was also established in 1907-8 by the Manchester Distress Committee on 39 acres of land at Barton Moss rented by them at a cost of £59 per annum. Some thirty-six men altogether received employment on the colony and temporary accommodation was provided for twelve men at a time. The average period of employment was ninety-four days per man.

LABOUR BUREAUX, EMPLOYMENT REGISTERS.

70. It will be seen from the returns that considerable progress has been made in the direction of supplying

labour registries for the unemployed, with an organisation independent of that provided for persons applying for assistance in relief works. A complete system of central and local exchanges has been instituted in London; and in the provinces some few committees have established separate local bureaux, and from the Reports they would appear to have met some degree of success. Reference may be made to the observations in the returns for 1906–7 regarding Kingston-on-Hull, Newcastle-on-Tyne and West Ham.

EMIGRATION.

71. The extent to which the power to assist emigration has been used and the cost are shown in the following table:—

		1905	1905-6.		1906-7.		1907-8,	
and the second of	and the	Number emigrated.*	Cost,+	Number * emigrated,	Cost.†	Number emigrated.*	Cost.†	
			£		£	1-1	£	
London		246	1,589	3,239	24,174	4,397	30,996	
Provincial Committees		439	2,416	1,293	8,815	1,669	11,784	
Totals		685	4,005	4,532	32,989	6,066	42,780	

^{*} Including dependants.

The number of persons who have been assisted to remove to other areas in England and Wales is practically insignificant.

[†] The cost incurred, but not necessarily defrayed, in the year referred to.

FINANCES OF UNEMPLOYED AUTHORITIES.

72. The following tables show the receipts and expenditure of the Central Body and of the provincial distress committees for the three periods.

TABLE A. CENTRAL (UNEMPLOYED) BODY FOR LONDON.

Receipts,	1905-6.	1906-7.	1907-8.	Expenditure,	1905-6.	1906-7.	1907-8.
of an equipment of the	£	3.	9.	- del pleas miles all wi	£	£	£
Queen's Unemployed Fund	45,095	18,616	-	Provision of work†	27,044	89,485	74,000
Parliamentary Grant	1,502	*31,640 66,880	76 589* 90,905	Labour exchanges and col- lection of information.	(not classi- fied).	5,828	8,600
Voluntary Contributions -	47	97	572	Emigration and removal -	4	23,418	36,058
Other Receipts	113	20,888	18,284	Other expenses	5,670	14,951	19,440
Totals	46,757	138,121	186,350	Totals	32,718	133,682	138,098

[&]quot;These are the amounts brought into the accounts of the financial year, and differ somewhat from the sums actually distributed by the Local Government Board.

TABLE B. PROVINCIAL DISTRESS COMMITTEES.

Receipts.	1905-6.	1906-7.	1907-8.	Expenditure.		1905-6.	1906-7.	1907-8
Queen's Unemployed Fund	£ 41,323	£ 6,053	£	Provision of work† -	-	£ 46,087	£ 70,305	£ 61,516
Parliamentary Grant	-	56,155*	51,082*	Labour exchanges, etc.	-	6,246	8,029	7,850
Rates	18,242	23,208	21,676	Emigration and removal		1,844	8,063	12,873
Voluntary contributions - Other receipts	18,866 2,344	11,436 9,871	7,261 11,089	Other expenses	-	1,819	7,666	5,350
Totals	80,775	106,723	91,108	Totals -		55,996	94,063	87,589

^{*} See note " above.

It will be understood that some part of the expenditure (e.g., on provision of work and emigration) shown for the years 1906-7 and 1907-8, respectively, was incurred before the close of the previous year. To this extent therefore the figures for the three periods

do not fairly represent the cost of working the Act for each of the three winters to which the active operations. of the committees primarily belong.

Local Government Board, September, 1908.

LIST OF DISTRESS COMMITTEES CONSTITUTED UNDER THE UNEMPLOYED WORKMEN ACT, 1905. IN ENGLAND AND WALES,

I	-	Lo	N	DO	N.

II .- OUTSIDE LONDON.

Battersea,	Kensington.	A.—	Boroughs.
Bermondsey.	Lambeth.		
Bethnal Green.	Lewisham.	Aston Manor.	Burton-on-Trent.
Camberwell.	Paddington.	Barnsley.	Bury.
Chelsea.	Poplar,	Barrow-in-Furness.	Cardiff.
City of London.	St. Marylebone.	Birkenhead.	Chatham.
Deptford.	St. Paneras.	Birmingham.	Cheltenham.
Finsbury.	Shoreditch.	Blackburn.	Coventry.
Fulham.	Southwark.	Bolton.	Croydon.
Greenwich.	Stepney.	Bootle,	Derby.
Hackney.	Stoke Newington.	Bournemouth.	Devonport,
Hammersmith.	Wandsworth,	Bradford,	Dudley.
Hampstead,	Westminster.	Brighton.	East Ham.
Holborn.	Woolwich,	Bristol.	Gateshead.
Islington.	-	Burnley.	Gillingham (Kent).

[†] Including cost of farm colony.

[†] Including cost of farm colonies.

Preston. Great Varmouth. Grimsby. Reading. Halifax. Rochdale. Rotherham. Hanley. St. Helens. Hastings. Salford. Heywood. Searborough. Hornsey. Huddersfield. Sheffield. Smethwick. Ipswich. Southampton. Kingston-upon-Hull. Leeds. South Shields. Leicester. Stockport. Stockton-on-Tees. Liverpool. Manchester. Sunderland. Middleton (Lancs.). Swansea. Tyremouth. Middlesbrough. Walsall. Newcastle-upon-Tyne. Warrington. Newport (Mon.). West Bromwich. Northampton. West Ham. Norwich. West Hartlepool. Nottingham. Wigan. Wolverhampton. Oldham. Plymouth. Portsmouth. York.

B .- Urban Districts.

Dartford. Merthyr Tydfil. Northfleet (Kent).* Edmonton. Rhondda. Erith. Tottenham. Gorton (Lanes.). Handsworth (Staffs.). Wallasey. Walthamstow. Kettering. King's Norton and North-Willesden. Leyton.

THE GRANT FOR THE PURPOSES OF THE UNEMPLOYED WORKMEN ACT, 1905.

Circular-Certain Distress Committees, No. 1.

Local Government Board, Whitehall, S.W., October 12th, 1906.

SIR,-I am directed by the Local Government Board to advert to the sum voted by Parliament during the present session for contributions in aid of expenses under the Unemployed Workmen Act, 1905.

The total sum voted is £200,000, and this sum will be allocated by the Lords Commissioners of His Majesty's Treasury between the Board and the Local Government Boards for Scotland and Ireland. Any grant to a distress committee in England and Wales will be made by the Board, and will be paid by them to the committee.

The Act allows certain expenses under it to be defrayed out of the contributions made from the rates by the council of the borough or urban district by whom the distress committee are appointed. These expenses will continue to be defrayed from this source, and it is not intended that any payment out of the Parliamentary grant should be made in respect of them. The Act contemplates that the other expenses under it shall be defrayed by means of voluntary contributions. It is from the latter source that the expenses of the committee in providing or contributing to the provision of temporary work (except so far as relates to the acquisition of land) must be defrayed.

The object of the grant is to provide a means whereby the voluntary contributions account may be supplemented in cases where there may be exceptional need for assistance in the coming winter in meeting the cost of providing or contributing to the provision of temporary work.

The Board realise the difficulty of determining at the present time the probable extent of the demands upon particular distress committees during the coming winter, and their means of meeting such demands; but on the

July 15th, 1907, the distress committee for Northfleet was dissolved.

information before them the Board are prepared, should the distress committee for which you act deem it necessary to apply for assistance from the grant, to give consideration to the application.

If such an application is made, it should be received by the Board not later than the 29th instant, and should be accompanied by a statement showing :-

- (1) The nature of the work to be provided.
- (2) Whether it will be provided by the distress committee, or by some other local authority or public body, and if so by whom.
- (3) The estimated number of men to be employed on the work at the cost of the distress committee.
 - (4) The time during which they will be employed.
- (5) The estimated cost of the work to the distress committee.
- (6) The present number of applicants in respect of whom the distress committee have satisfied themselves that they are qualified for assistance under the Act.
- (7) The amount of any balance now standing to the credit of the voluntary contributions account; and
- (8) The name and address of the treasurer of the distress committee, and the name of the bank at which his account as treasurer is kept.

It will of course be necessary that the work proposed to be provided should have for its object a purpose of actual and substantial utility, and that the conditions prescribed by Art. V. of the Regulations (Organisation for Unemployed), 1905, should be complied with.

From what has been already stated it will be seen that the Parliamentary grant is not intended to supersede voluntary contributions, but to supplement them. It is necessary, therefore, that every effort should be made by means of public appeals and otherwise to obtain contributions. The Board would impress upon the distress committee the absolute necessity of taking all practicable steps for this purpose, and they may add that in the administration of the grant they will have regard to the efforts made with this object.

The Board would also impress upon the committee the great importance of careful examination of the cases in which application is made to them for assistance by persons who are out of employment, in order that they may be fully satisfied that every case in which they decide to entertain an application is one in which the conditions prescribed by the Regulations are complied with and in which assistance ought to be given. In particular they should see that the record-paper is properly filled up, and that the circumstances of the case are carefully ascertained by an officer, member, or other person authorised by them to receive and investigate applications. The Board are aware that some distress committees have bestowed special attention to this part of their duties, but they are anxious that this should be so in every case.

I am directed to add that if the distress committee have made any Report as to the operation of the Act within their area, copies of which they have not already forwarded to the Board, two copies of the Report should accompany any application for a payment out of the grant.-I am, Sir,

Your obedient Servant,

S. B. Provis,

Secretary.

The Clerk to the Distress Committee,

THE GRANT FOR THE PURPOSES OF THE UNEMPLOYED WORKMEN ACT, 1905.

Circular-Certain Distress Committees. (No. 2.)

Local Government Board, Whitehall, S.W., October 12th, 1906.

SIR,-I am directed by the Local Government Board to advert to the fact that a sum of £200,000 has been voted by Parliament during the present session for con-

By an order of the Local Government Board, dated

tributions in aid of expenses under the Unemployed Workmen Act, 1905, in the United Kingdom.

The Act allows certain expenses under it to be defrayed out of the contributions made from the rates by the council of the borough or urban district by whom the distress committee are appointed, and it contemplates that the other expenses under it shall be defrayed by means of voluntary contributions. It is from this latter source that the expenses of the committee in providing or contributing to the provision of temporary work (except so far as relates to the acquisition of land) must be defrayed.

The object of the grant is to provide a means whereby the voluntary contributions account may be supplemented in cases in which there may be exceptional need for assistance in the coming winter in meeting the cost of providing or contributing to the provision of temporary work

It will be seen, therefore, that payments will not be made out of the grant to all the distress committees, but only where the need for assistance in meeting the cost of providing or contributing to the provision of temporary work is specially great.

The Board have endeavoured to ascertain the relative necessities of the several distress committees, regard being had to the experience of last winter. They realise the difficulty of determining at the present time the extent of the probable demands upon particular distress committees and their means of meeting such demands; but on the information before them, the Board do not propose to make any payment to the distress committee for which you act.

In these circumstances, if the distress committee anticipate that it will be requisite to provide any temporary work during the forthcoming winter, they must rely upon voluntary contributions for meeting the cost, and in that case every effort should be made by means of public appeals and otherwise to obtain the contributions required.—I am, Sir,

Your obedient Servant,

S. B. Provis.

Secretary.

The Clerk to the Distress Committee.

STATEMENT of the payments made by the Local Government Board to the Central (Unemployed) Body for London and to various Distress Committees from the English share of the Grants of £200,000 voted by Parliament in 1906-7 and 1907-8 and showing the purpose for which each payment was made.

FINANCIAL YEAR, 1906-7.

Name of Central Body or Distress Committee.	Purpose.	Amount.	Total payment.
.—Central Body.		. £	£
Central (Unemployed) Body for London.	Maintenance of Hollesley Bay Farm Colony Repair of River Wall at Fambridge Excavation of railway Sidings at Garden City, Letchworth	15,000*	
	Maintenance of Hollesley Bay Farm Colony	7,830	
	Repair of River Wall at Fambridge	6,825	
	Workrooms for Women	2,500	
	Work in Parks of London County Council	15,150	
	Work at Richmond Park	760	
	Re-making paths at Hyde Park	500.	
	Laying-out Brunswick Square, Camberwell -	300	48,865
.—Distress Committees.			40,010
Birmingham	Laying-out Parks and Recreation Grounds	800	800
Bradford	Levelling Shale Hill at Ripon Street	600	600
Brighton	Formation of Cricket Grounds	750	600
	Extension of Cricket Grounds	500	1,250
Bristol - · · ·	Works for the protection of Corporate property on the banks of the River Avon.	1,400	1,400
Croydon	Formation of Bacteria beds at Beddington Sewage Farm.	250	250
Devonport	Improvement of Camel's Head Recreation Ground -	300	300
East Ham	Extension of lake on Wanstead Flats	2,770	500
	Laying-out Barking Road Recreation Ground	1,870	
	Laying-out football pitches etc. on Wanstead Flats -	400	* 010
Edmonton	Improvement of Pymmes Park	2,300	5,040
	Levelling etc., Recreation Ground (Church Street) -	250	
	Improvement of Salmon's Brook	625	
			3,175

* This sum was expended by the Central Body in the following manner:—
Hollesley Bay Farm Colony · · · · £8,499
Repair of River Wall · · · · · 5,582
Excavation of siding at Letchworth · · · 919

Name of Central Body or Distress Committee.	Purpose.	Amount.	Total Payment.
Gt. Yarmouth -	Construction of tramway to Caister	£	£
	Filling up building sites	40	140-
Halifax	Improvement of Beacon Hill Recreation Ground -	300	300
Hastings	Levelling bowling green, building walls, painting, etc., etc.	200	200
Kettering	Improvement of filtration beds at sewage works	150	150
Leeds	Afforestation Scheme at Washburn Valley	1,300†	
	Formation of Open-air Swimming pond at Roundhay Park,	300‡	1,600
Leicester	Work at Gilroes Cemetery	600	
	Scheme of tributary sewerage works ·	900	1,500
Leyton - · ·	Formation of swimming pond at Epping Forest	1,200	1,000
	Emigration	250	1,450
Liverpool	Improvement of Lower Breck Recreation Ground .	250	250
Newcastle-on-Tyne	Improvement of corporate property	320	
	Laying out Walker Estate for building purposes	300	030
Northampton	Construction of open-air swimming baths	1,300	620
Norwich	Widening of Hellesdon Road	150	1,300
	Works at St. James Hollow, Mousehold Heath -	200	
	Exeavation of baths-Wensum Park	100	
0007	Fencing and laying out Eaton Recreation Ground -	1,550	2,000
Plymouth	Removal and levelling of debris at Prince Rock Quarries.	1.000	
Portsmouth	Making up of roads and improvement of commons and recreation grounds.	400	1,000
Reading	Works in Coley Recreation Ground and Prospect Park	90	400
	Shinfield Road improvement	140	230
Scarborough	Improvement of Castle Holme Pleasure Ground	150	-
Southampton	Improvement of land acquired for cemetery	600	150
	Improvement of waste land at Bitterne Park	200	800
Stockport	Improvement of Reddish Recreation Ground	100	100
Totfenham	- Culverting Stonebridge Brook	2,000*	7
	Work at Downhills Recreation Ground	1,800†	3,800
Walthamstow	- Laying out Selborne Road Recreation Ground	120	
	Tree planting in highways and recreation grounds	80 exet	
	Widening of Wadham Road	800‡ 250	
West Ham	- Maintenance of farm colony at South Ockendon	7,000	1,250
Out I	Excavation of Heronry Pond, Wanstead Park	9,000§	7
	Emigration	9,000	07.000
Willesden	- Digging filtration beds at sewage farm	750	25,000
	Forming storm-water filters at sewage farm	500	1,250
Wolverhampton -	- Formation of a public footway	50	
York	- Levelling ground in connection with extensions of street and sanitary depot.	200	200
	Address of the state of the sta		200

[†] Of this amount a sum of £500 was afterwards allowed by the Board to be transferred to the work at the swimming pond.

pond.

Exclusive of the sum of £500 mentioned in the preceding footnote.

Of this amount a sum of £500 mentioned in the preceding footnote.

Color this amount a sum of £500 mentioned in the preceding footnote.

Exclusive of the sum of £500 mentioned in the preceding footnote.

Color this amount an unexpended balance of £330 was ultimately allotted as follows:

(1) Underdraining fields at sanatorium, £120.

(2) Laying out part of Higham Recreation Ground, £140.

(3) Further tree planting in streets, £60.

(4) Levelling playing fields at Lloyd Park, £10.

Exclusive of the sum of £1,000 mentioned in the footnote below.

Of this amount a sum of £1,000 was allowed by the Board to be appropriated to the completion of the work at Heronry Pond.

APPENDIX No. CXIX.—Continued. . FINANCIAL YEAR, 1907-8.

Name of Central Body of Distress Committee.	Purpose.	Amount.	Total Payment
-Central Body.		£	£
Central (Unemploye) Maintenance of Hollesley Bay Farm Colony -	- 15,500	
Body for London.	Works in the Royal Parks	- 6,900	The state of
	Works in parks and open spaces of the London Coun Council.	ty 26,450	NAME OF TAXABLE PARTY.
	Work at Alexandra Palace and Park	- 10,032	C WEST
	Drainage of East Finchley Cemetery (St. Paner Borough Council),	as 185	
	Clearance of site for depôt (Lambeth Borough Council	il) 150	IN LABORATOR STATE
	Works in Wendell Park (Hammersmith Boroug Council).	105.0	100000
	Workrooms for women	- 2,500	61 002
—Distress Committees.			61,993
Birmingham	Work on land at Emergency Hospital	- 100	THE REAL PROPERTY.
	Work in parks	- 100	handy,
	Formation of bacteria beds at sewage farm	- 200	400
Brighton	Laying out public golf course at Hollingbury Park	- 450	400
051	Work on Tenantry Down	- 100	110 0000
Bristol	- Embankment of River Avon	- 1,100	550
Croydon	Improvement of Mitcham Common	- 700	1,100
Devonport	Widening Alma Road	- 300	700
	Excavation at Alexandra Pond	2 200	300
East Ham · ·		- 3,200	
	Work at Barking Road Recreation Ground Returfing Wanstead Flats	- 270	and the same
	Tree planting in streets	- 450	
	Emigration	- 1,500	anilust!
	The state of the s		6,220
Edmonton	Works on water courses	- 3,100	province of
	Improvement of Pymmes Park	177	and the same
	Emigration	- 700	3,977
Erith ·	Improvement of Lessness Heath and Halt Robin Lan	e- 652	
	Widening Abbey Road	- 600	1,252
Great Yarmouth -	Levelling the South Denes	300	300
Hastings	Embankment of Shornden Reservoir	- 350	350
Kettering	Work at Thorpe Malsor Reservoir	- 100	100
Kingston-upon-Hull	Laying out allotments and playing fields	- 813	813
Leeds	Afforestation scheme in Washburn Valley	- 900	010
	New road for construction of filter beds at Headingle Waterworks.	ey 400	all will
Leicester	Work at Gilroes Cemetery	- 170	1,300
	Work at Western Park	- 400	
	Work at Spring Hill Park	- 200	Steel Steel
	Tree planting at sewage farm	- 200	1
	Levelling at Groby Road Depot	- 30	1.000
Leyton	Extension of Hollow Pond	- 1,500	1,000
	Laying out James Lane Recreation Ground -	- 125	
	Emigration	- 500	2,125
71	Levelling Lower Reack Recreation Ground	- 350	-,120
Liverpool -	Develing Dowel Dieck Decreation Cooming	150	1
	Work at Heygreen Road site Cleaning of Sefton Park Lake	- 200	The second
			700
Middlesbrough -	Street improvements and cleaning lakes	- 300	300

Name of Central Body or Distress Committee.	Purpose of Grant.	Amount.	Total Payment
Newcastle-upon-Tyne -	W. b. f. and J. Jah. A. J. Jah. J. Sh	£	£
Newcastie-upon-Tyne -	Work in connection with Agricultural Show Levelling at White's Brickfield at Byker Quarry and Milk Market and filling pond.	695 497	
	Construction of Walker main sewer	200	
Northampton	- Levelling recreation ground	300	1,392
Norwich	Work at Eaton Park	1,000	300
	Widening of Tuckswood Lane and Eaton Road	670	
	Work at bowling greens	80	
Plymouth	- Removal of debris and levelling at Prince's Rock Quarry.	1,200	1,750
Reading · · ·	- Work at Thames Side Recreation Ground	444	1,200
South Shields -	- Laying out North Marine Park	734	444
Sunderland · · -		5,000	734
	Extension of Roker Sea Wall	1,500	
Tottenham	- Culverting Carbuncle Ditch	3,000	6,500
	Levelling, etc., at Tottenham Marshes and Chestnuts Recreation Ground.	1,046	
Walthamstow	- Double-digging land at sewage farm · · · -	1,000	4,046
	Widening Wadham Road	500	
	Emigration	750	0.050
West Ham · · ·	- Maintenance of farm colony at South Ockenden	4,000	2,250
	Excavation at Leyton Pond	5,066	
	Completion of work at Heronry Pond	750	h-model
	Drainage and construction of pathway at Wanstead Flats.	820	rayas vilat
	Emigration	10,000	20,636
Willesden · · ·	- Construction of filter beds at sewage farm	1,000	20,000
	Emigration	148	1,148
Wolverhampton	Street improvements, sewerage works, etc	315	
	The second secon		315
	Total		£124,195

Local Government Board, October, 1908.

PART VIII.

APPENDIX No. CXX.

REPORT BY THE BOARD OF GUARDIANS OF THE WATERFORD UNION ON THE REPORT OF THE VICE-REGAL COMMISSION ON THE IRISH POOR LAWS.

The Committee appointed to examine the Report of the Vice-Regal Commission on Poor Laws, with instructions to consider how far the recommendations therein contained are applicable to the circumstances of the Waterford Union, with due regard to efficiency and economy as well as the humane treatment of the sick and destitute poor, have to report as follows:—

It appears desirable at the outset to point out that within the covers of the document under review there are practically two distinct reports, differing essentially in their scope and effect, as well as being mutually distructive of each other as regards their applicability to the

question of Poor Law reform.

This curious circumstance appears not to have been fully appreciated by the author of the Minority Report, or by the general public, who have little opportunity or inclination for the study of official publications.

The recommendations contained in the Report, stripped of non-essential and irrelevant matter, may be conveniently arranged under the following heads:—

(1) Area of Charge.

The Committee strongly endorse the views of Mr. Murnaghan (the author of the Minority Report) as to the extreme undesirability of extending the present area of charge so as to embrace the county at large, as they are of opinion that the local working of the Poor Laws should be under the direct control of those who contribute the funds and are fully acquainted with local circumstances, as well as being better able to appreciate the individual need of applicants for relief; also that any departure from this principle is likely to lead to extravagance and inefficiency which would inflict an intolerable burden upon the ratepayers without appreciable benefit, but with considerable risk of hardship, to the sick and destitute poor,

(2) Deportation of Paupers.

The recommendation of the Commission on this subject is fully approved of.

The attention of the authorities has been repeatedly drawn to the grossly unjust position in which Irish unions are placed as a consequence of the present inequitable and wholly indefensible state of the law.

(3) Segregation of Inmates into Separate Institutions within the County.

This proposal—unless control is to be divorced from chargeability—appears to stand or fall with the adoption or rejection of the recommendation of the Majority Report of the Vice-Regal Commission on the subject of areas of charge.

Apart, however, from the purely administrative question involved, it appears to the Committee that there are numerous objections to this proposal of a very practical character which have been entirely overlooked by the members of the Commission.

Amongst these may be mentioned :-

- (a) The heavy expenditure for maintenance and establishment charges of large institutions for the most helpless classes in the community deprived of any assistance from pauper labour which, ex hypothesi, is to be segregated elsewhere.
 - (b) The heavy cost of sending inmates to and from all parts of the county to such institutions which would be incurred even in cases where admittance might only be desired for short periods or even for a few days only.
 - (c) The removal of paupers from their own neighbourhood and surroundings would frequently cause great hardship through the deprivation of friendly visits from outside, and from the complete, and in many cases final, severance of all such links with friends and acquaintances in their own neighbourhood.

(4) Sanatoria for Consumptives,

The Committee fully approve of the recommendation made under this head, subject to the proviso that onehalf the cost of salaries of doctors and trained nurses as well as the usual recoupment on medical and surgical appliances and medicines is defrayed out of State funds.

(5) STATE MEDICAL SERVICE.

The Committee do not approve of the proposal to create a medical service, appointed, paid and entirely controlled by the State, as they consider that the advantage of the

medical officers being responsible to local authority under the general control of the Local Government Board more than outweighs such disadvantages as are inherent in the present system.

It is believed that much good would result from a fuller use of the powers already possessed by the Local Government Board (a) as to regulating salaries in accordance with local circumstances after careful inquiry on the spot; (b) as to prompt removal from office of persons whose conduct or professional capacity render them notoriously unfitted for the discharge of their extremely important duties; (c) by setting up a more exacting standard for entry into the Poor Law medical service, which could be rendered feasible by a more equitable adjustment of salaries.

(6 AND 7) IMBECILES AND EPILEPTICS.

The proposal to transfer harmless lunatics to auxiliary asylums is approved of subject to satisfactory arrangements as to capitation grant, and the Committee are strongly in favour of the removal of epileptics to a suitable central institution, as was suggested some years ago by Lady Meath, who offered, it is believed, a large sum of money to defray initial expenses.

(8) Unmarried Mothers.

The suggestions as to dealing with this class of inmates appear to the Committee most excellent, provided suitable institutions under religious or philanthropic management can be found for their reception.

(9) BOARDING-OUT CHILDREN.

While it is recognised that boarding-out children in suitable homes is eminently desirable, local experience has shown that the number of such homes available is by no means equal to the requirements of this union, though the system has been in active operation here under the supervision of a committee of ladies for many years mast.

(10) TREATMENT OF CASUALS AND VAGRANTS.

The Committee believe that a far more vigorous administration of the laws as to vagrancy is urgently required, also that prison discipline and treatment should be made much more deterrent than it is at present in dealing with such characters, and that until both these changes are carried out it will remain a matter of extreme difficulty to secure the performance of allotted tasks by this class of immate while on the workhouse premises.

(11) Working Men Travelling in Search of Work.

The Committee, while in full sympathy with the object of the proposal, consider it most unadvisable to give carte blanche to relieving officers in such circumstances, or to give outdoor relief to able-bodied men under any circumstances short of urgent necessity. The system would too easily lend itself to gross abuse, which would be most difficult to check.

(12) DESTITUTE WIDOWS WITH ONE CHILD.

The Committee think that the discretion of the guardians should be extended so as to allow of outdoor relief being given in these cases.

(13) QUARTER AREA LIMITATION FOR OUTDOOR RELIEF.

In the opinion of the Committee it would not be desirable to make any change in the law in the direction suggested.

(14) Area of Charge for Outdoor Relief.

It is not considered desirable to revert to electoral division rating.

(15) INCREASED GRANTS IN AID.

The Committee are in full accord with the Commissioners on this subject and strongly endorse their recommendations.

(16) NUMBER OF GUARDIANS.

No change in the opinion of the Committee should be made as it is not evident that any useful purpose would be served by reducing the number of guardians.

Signed (on behalf of the Committee)

R. C. CAREW, Chairman.

Mr. Kenny submits an explanatory note dealing with certain matters referred to in the above Report.

May 27th, 1908. R. C. C.

PART IX.

APPENDIX No. CXXI.

MEDICAL RELIEF IN FOREIGN COUNTRIES.

Local Government Board, Whitehall, S.W.

Whitehall, S.W.

November 19th, 1907.

Dear Mr. Lloyd-Baker,—The Royal Commission on
the Poor Laws, etc., propose to obtain some authoritative information as to systems and methods of
medical relief in certain foreign countries, and possibly in some of our colonies also.

In the first instance, it is suggested that we should
obtain from some competent expect in each country

obtain from some competent expert in each country an account of the existing arrangements for medical relief, together with official or other trustworthy published statistics of the scope and cost of such relief.

Could you assist me by suggesting the names of any experts whom you think we might approach in any of the following countries?—viz., Sweden and Norway, Denmark, Holland, France, and Germany, Belgium, Switzerland, or in any of the United States of

America, or in Canada?

Or you may be able to give me an introduction to someone who though not himself an expert for the particular purpose, yet could recommend some country-men of his own who would be qualified to accede to our application if he should kindly consent. I trust our application if he should kindly consent. I trust you will forgive me for troubling you in this way, and I hope that if it is at all inconvenient to you to advise you will at once say so. But I do not know anyone among my friends on whose judgment I could better rely than on yours in such a matter. Very truly yours.

ARTHUR Downes.

The expert's communication need not be in English. We could readily arrange to have it translated on this MINUTES OF 143rd Meeting of Commission (17a).

January 26th, 1908.

Dear Mr. Duff,-Herewith I send for the information of the Commission an instalment of information on foreign medical relief.

As you will see, it comes chiefly from private sources, and its interest largely lies in its conveyance of the general impressions of observers not officially concerned in the administration of such relief.

Mr. Lloyd-Baker, in a private letter to myself, thus comments on the correspondence:—"The first thing that strikes one is that the system is much the same in that strikes one is that the system is much the same in every country; the second that, in spite of the pauperising effect of such easy relief, clubs do exist and flourish. Mdlle. de Villers's experience is different, but hers is the exception. She expresses more strong disapproval of lax relief than the others. It seems to me that she interests herself in these matters more than anyone else, and probably knows more about it. She does a great deal of work for agricultural improvement."

Very faithfully yours,

ARTHUR DOWNES.

SUMMARY BY MR. LLOYD-BAKER OF REPLIES RECEIVED BY HIM AS TO MEDICAL RELIEF IN DIFFERENT COUNTRIES.

FRANCE.

Mdlle. d'Orval, Bois de Bonance, Abbeville:—
The poor have all the right to be received into
the hospitals in the various towns; the very poorest
are taken without payment, but those who can pay, or
have near relatives who can do so, pay 1 to 3 francs per day. The hospitals are well managed, and the doctors are most attentive, but the Government has suppressed the sisterhoods who used to do most of the nursing, and did it well.

In the country there is no regular organisation, but if a man is ill who is known to be very poor he may obtain a certificate of indigence from the mayor of his village, and the Bureau de Bienfaisance may undertake the cost.

Mdlle, Villers, Chateau de Chin, Ramignies-Chin :-

In the town of Tournai, with 37,000 inhabitants, there is a double organisation of "Hospitals" and "Bureaux de Bienfaisance." The hospitals dispose of 350,000 francs (£14,000), and the Bureau of 280,000 francs (£11,200). The rivalry is unsatisfactory; each has a tendency to shove its applicants on to the other. The hospitals include a general hospital, an infirmary for the old, a hospital for incurables, a hospital for old priests, and numerous houses of rest, which were endowed formerly to take in old people, often with a small rent.

1. The Hospital receives the sick on respect the

The Hospital receives the sick on payment; but every person who is considered legally indigent is received gratuitously. The doctor's attendance is in-

2. The Bureau de Bienfaisance has two sorts of applicants—first, those (extremely numerous) who get gratuitous assistance, and have what they call "the ticket for the doctor" (almost all the labouring popula-tion); secondly, those more carefully selected, who receive money, bread, and coal. For this category a ase of absolute indigence ought to be established by the visitor.

The following observations on this system have been made by a gentleman who has studied the matter. The work is not done in a satisfactory manner as regards obtaining accurate information about each case. The salaried visitors are too few, and their chief aim is to free themselves from demands and get quit of the most troublesome cases, who are not usually the most de-serving. It is often a struggle where the most pushing get most relief. Politics come in. You frequently see on the case-paper the name of the school attended by the children, and relief often depends on their attend-ing the State school. One cannot but remark that these two charitable institutions are far from producing results proportioned to the funds at their disposal. There is also considerable waste. The government of the town having changed hands lately, an effort is being made for reform. The first is to place the distribution of relief in the hands of men of superior position, unsalaried, who will study each position thoroughly, and will exercise a moral influence on account of their position, intelligence, and disinterestedness.

Grand Metz is a rural commune in the same part of Belgium. There is an intelligent Burgomaster, who is a careful guardian of the interests of the people. His wife is president of the Bureau of Bienfaisance—

a rare occurrence in Belgium.

APPENDIX No. CXXL.—Continued.

The Bureau de Bienfaisance is appointed as follows: A double list is presented by the members of the Bureau, who are not subject to election, and by the Provost's College. From these lists are chosen the five names to compose the Bureau. One retires each year, and a new one is chosen. The Bureau elects its own president.

A ticket of indigence can only be given by the

majority.

The distribution of alms is made by cheques. This gives some control.

2. The applicants are obliged to go to the members of their section to claim their cheques; these are issued by the president, who makes a note on the counterfoil of the members to whom they are delivered. The pre-sident thus keeps an eye on the applicant, and may check an abuse.

In this commune there is also a mutual help society, but it has no effect on the medical relief of the Bureau. About twelve to fifteen families usually receive medical help, at a cost of 15f. or 12f. per

The cost of a confinement is borne by the Bureau in cases of great poverty or large family, as is that of an operation. In case the Bureau has insufficient

funds the commune assists with a subsidy.

Personal observations of the Burgomaster:—In order to bring this organisation to a good point, it is necessary-

- (1) That all who make use of it should make a judicial application.
- (2) The relief should be inquired into periodically.
 - (3) The administration should be regular.
- (4) The tradesmen and their supplies should be
- (5) Relief should not be given always to the same families, and should not be affected by personal or political considerations.

It should be observed that some of the Bureaux are too rich for the number of families, and are in-clined to give away too much. This surplus could be better employed in founding charitable works or in starting mutual aid clubs for workmen.

My friend notes that there has hitherto been a great deal of favouritism and waste in the administration.

Private charity maintains a maternity hospital where some women are confined, and from which others receive assistance at home. There are societies of S. Vincent de Paul and associations of charitable visitors. There are at Tournai many insanitary dwellings and much misery, but the bad administration of official relief is recognised. They are too fond of

giving alms in money, and this is too easily accepted.

In Grand Metz an effort has been made to improve this old institution of the Bureau; it is superannuated, perfunctory, and rendered more so by its application to the peasants. In a commune of 850 persons, the Bureau has no resources; like the commune, it is poor. Families are put on the relief list more by routine than discretion. They can have the doctor and medicine; in rare cases there is a distridoctor and medicine; in rate cases the bution of bread or coal, generally without any discretion. In fact, this is an ill-managed Bureau. The institution is the same all through Belgium, but its success depends on the men who work it.

In 1900 a club for mutual aid was founded.

only thirty members, and it is difficult to get them to subscribe 6f. per annum. Being able to get a doctor for nothing militates against this form of thrift and

providence.

The ladies and gentlemen who work among the poor are trying to foster a spirit of self-reliance, and to teach them that it is more dignified to depend on themselves, and let relief only come in for those who are in distress, not for labourers in general. To do this it is necessary that the workers should have the sympathy of the Bureau. Many movements are on foot. Some doctors urge that women should be given substantial assistance to prevent their working during the last month before their confinement or the first after. This is for the sake of the child as much as the

mother.

Mde. Villers offers to get particulars, if required, of the working of old age pensions in Belgium, but at present that is not under discussion.

Baron Peers, Oostcamp, Belgium, writes briefly. The cost is various, but in a commune of 5.000 the doctor receives £20 to £24 for his attendance on those

who cannot pay. The Bureau de Bienfaisance arranges with him about his salary. The poor lose no votes, civil or political, by receiving medical aid. He believes that the ease with which it is usually obtained tends to diminish thrift, and self-reliance, but he does not see how to avoid this.

HOLLAND.

Baron Michaelis van Kessenich, Senator at the

Hague, writes: —
In all communes in Holland there is a doctor engaged to attend the poor, gratis. If a country com-mune has no resident doctor, it arranges to have the doctor of a neighbouring commune. The secretary of the commune keeps a list of the poor who are eligible for relief gratis. Besides this there are clubs where labourers can insure at a very moderate sum for doctor and drugs. For confinements, there are certi-fied midwives, subsidised by the county, who charge 5s. per case. In the towns the hospitals, usually endowed by charitable bequests, receive the inhabitants free; strangers pay 1s. 3d. to 1s. 6d. per day. There are many charitable distributions of coal, bread, and coffee in winter by means of tickets, to avoid the abuse of money. In rural communes of 1,500—2,500 they generally agree with one doctor to attend all the very poor for a fixed salary.

DENMARK

Count Preben Ahlefeldt-Laurvigen, Danish Vice-

Consul in London, writes

All through Denmark Government appoints doctors to give free medical relief to the poor. The City, Parish, and County Councils contribute, and these Councils decide in every single case whether the relief shall disfranchise or not. This insures a very close investigation as to the necessity of medical relief. The people to whom old age pensions have been granted receive medical relief gratis, as a matter of course, and without disfranchisement. All over Denmark there are medical clubs, subsidised by Government, and these answer well.

There are no endowed hospitals; all are supported by Government. Those who can afford it, pay; those who cannot are received, but the Council decide whether it shall disfranchise the applicant. All sexual diseases are treated by Government doctors at once, without any enquiry, in order to stamp these diseases out. There is a large number of specialists appointed to attend these cases free of charge.
Miss Julia Teisen, of Norrered, K∞rteminde, Fyen.

writes

We have for a long time had medical clubs all over Denmark. Subscribers pay 2d. weekly for a woman, and rather more for a man; children of paying parents are included free. The Government pays 2s. 2d. weekly for each person, and a fifth of the whole contribution annually. When they are taken to a hospital the club pays for them, but at a greatly reduced The members, besides attendance and medicine, receive for thirteen weeks is, per day for a man and 6d, for a woman. The sick club pays the doctor 3s, for one person and 6s, for a family yearly. The chief man of the sick club in the town or village decides whether people are too poor to pay for them-selves. There are some sick clubs that people cannot join who are in receipt of relief, and this helps to keep many people off the rates.

The whole effect of the sick club is excellent.

Mr. Irgens, of the Norwegian Legation in London,

In Norway every person who has no means of livelihood and no relatives bound to support him, must be relieved by the Public Board of Relief. Husband and wife, parents and children, are mutually bound to support one another. Of the poor so assisted, about one-eighth receive only medical relief. In town and country special doctors are appointed to attend the The hospitals are maintained by the State, as there is not sufficient private wealth for the purpose.

Though the poor do not pay, they have to refund the cost to the Poor Board when the latter decides that they are able to do it. This question is more easily settled in Norway than in England, as the population is sparse, and every one's circumstances are well known. In the country the Board consists of the Vicar, and a few members of the Parish Council. In

towns there are special inspectors who are rarely deceived. The people usually consider it a point of honour to support themselves.

Mr. Irgens does not think that medical relief creates pauperism, but other relief generally does so; the recipient seldom learning to do without it.

For accidents there is a large system of insurance subsidised by Government. For some years the Government has contemplated a gigantic scheme of insurance against incapacity of self-support, and this would do away with all Poor Relief. The people would pay this with the ordinary taxes. pay this with the ordinary taxes.

SWITZERLAND.

M. Elie David, Rédacteur de la Gazette de Lausanne, Beaumont, Lausanne, writes that the laws vary so ex-ceedingly in the different cantons that it is difficult to give any general view of the system. In all places medical relief is given gratis to the very poor, but the system of payment of the doctor varies. Each university has a policlinique attached, where gratuitous treatment is given.

There are numerous working men's clubs, where they insure against illness and against being out of work. M. David hopes to send some papers on the subject

ITALY.

Signora Stephanie Omboni of Padua, describes Signora Stephanie Omboni of Padua, describes medical relief given as in other countries. She says that no doubt there is some abuse, but until clubs and insurance societies are more developed this is necessary. A huge National Provident Bank was started in 1898, and is said to work well. All who are at work and are over 12 are eligible as members. The subscription is from 5s. upwards. This provides relief in illness and an old-age pension at 55 for women, 60 for men.

in illness and an old-age pension at 55 for women, 60 for men.

From Bologna writes Count Ugo Conti, avvocato, who has lately been appointed Rector of the Colonial University of Rome. He says:—

In 1838 free medical relief became obligatory in Italy, and in 1905 the free distribution of medicine was added. This, however, does not include the more expensive drugs or patent medicines. Since 1832 the Commune of Bologna has entrusted the gratuitous care of the sick poor to the Committee of Charity. The relief to the sick is given in various ways—by ambulances, visits at home, or in hospitals founded by generous people. The Parish Council decides as to the poverty of the applicants, this and the Committee of Charity and the County

Council all working together. Every year there is a revision of the list. Now in Bologna about 50,000 receive relief out of a population of 150,000. One is surprised to hear that the cost is only 100,000 lire, or £4,000. Probably this includes only medicine and out-of-pocket expenses. A close investigation of the circumstances of the applicants is made, but there is no doubt that there are many impostors.

an effect, but he does not see how to avoid it, except by

an effect, but he does not see how to avoid it, except by increasing the supervision.

From Florence, the Marchesa Pucci confirms the above. It is the Municipality who decides whether a person is really poor. The Sindaco, or Mayor, considers a person "Miserable" who does not pay any taxes. Workmen's clubs exist in Florence and in the country round. These pay during temporary illness, but a chronic case has to leave them. She considers that the free medical relief has a good effect. The poor feel that they are cared for, and the hygiene is well looked after. well looked after. From Palermo writes Mrs. Robert Whitaker and

the Baroness Bordanaro

The Sicilians are entitled to free medical relief, but there are numerous clubs and societies to which they subscribe. These ladies think that this does not encourage improvidence, as the Sicilians have a pride in paying for themselves, and do so when it is possible. The doctors in the town receive £50—£80, in the country £100—£120 sterling per annum.

GERMANY.

Germany.

Herr von Tabouillot, of Darmstadt, writes:

The Corporation of the town provide medical aid for all. People are attended at their own houses at the public cost. They pay a small sum if they can afford it; the Board of Guardians decides whether they shall do so. Generally the assistance is free. There are no medical clubs, but the State obliges all employers to pay in a yearly assurance, of which one-third is paid by the employer, two-thirds by the employé. A good many people think that harm is done by too much being spent in charity, but they do not see how to avoid it when there is so much poverty and suffering.

He suggests consulting Mr. Stadtrath Dr. Munster-berg, Berlin, Armen direction, Muhlendamm 1. I have not written to him, as I do not know him; but he is so distinguished a man that he is probably known

to some of the Commission.

GRANVILLE E. LLOYD-BAKER.

APPENDIX No. CXXII.

MEMORANDUM as to Medical Relief in Chicago, by MR. CHARLES RICHMOND HENDERSON, Professor of Sociology in the University of Chicago, and Member of the Executive Committee of the Chicago Bureau of Charities.

Question I.—Institutional medical treatment:

- (a) The nature of the various institutions for medical or surgical treatment, the number of beds in such institutions in proportion to the population, and whether the institutions are found to be generally adequate to the needs of the population?
- (b) The extent to which such institutions are provided or maintained by public authori-tics (parish, county, department, or State, etc.), and by private charity, and from what sources the expenditure is defrayed?
- (c) The method of managing the institutions— whether by public officials or by voluntary committees, etc.?
- (d) The conditions under which patients are admitted, and the extent to which treatment is given without charge to the sick person.

Answer I .- Institutional medical treatment :-

(a) We have no statistics showing the number of beds in the various hospitals, and I find no data as to the adequacy of these institutions in data as to the adequacy of these institutions in relation to the needs of the population. The "Daily News Almanac" for 1908 gives the names of 74 hospitals in the City of Chicago. The population of Illinois, according to the Census of 1900 was 4,821,550. The population of Cook County was 1,838,735. I have no statistics outside of Chicago; but I know that the larger towns are generally provided with hospitals, either supported by the city or by private associations; generally the latter. The county authorities often arrange with religious or other private hospitals for the indigent patients at a fixed price a week. In rural communities very few hospitals are established, and serious cases must be taken to large towns for hospital treatment. The

APPENDIX No. CXXIL.—Continued.

Chicago Charities Directory gives a complete list of all hospitals and dispensaries in Chicago, but no others.

Burdett's last edition of work on hospitals may give further facts.

- (b) In Cook County a county hospital is maintained entirely at public expense. In the counties generally the aged infirm are sent to the county poor house if unable to support themselves. The private hospitals are supported partly by income from endowments, partly by annual gifts, and partly by the payments of pay-patients. Many of the private hospitals have endowed beds, or beds paid for by the year to give medical and surgical aid to indigent persons. Cook County spent on the county hospital in 1903 the sum of 313,420 dols., and in 1907 387,785 dols. At the Dunning Institutions, including care of the aged infirm and consumptives, the sum of 436,885 dols. was expended in the year 1907.
- (c) The Cook County Hospital is under the control of the Board of Commissioners of the county. This hospital provides for temporary medical and surgical service for persons unable to pay for it. This service is rendered by an attendfor it. This service is rendered by an attend-ing staff of sixty physicians, surgeons, and specialists, 165 trained nurses, and 48 in-ternes. The administrative force consists of 255 employees. In the detention hospital for the insane under observation 1,840 persons were received. It is in charge of the county physician. The Dunning Institutions of Cook County are under the charge of the general superintendent, and they contained in 1907, 7,441 inmates, and required 375 employees. The County Board has concluded arrangements with the City of Chicago to take care of all persons suffering from contagious diseases and acute alcoholism, and for an emergency medical and ambulance service. I add some figures relating to the State Institutions caring for the insane and to the Eye and Ear Infirmary:

18 Bi. Rep. Board of State Commissioners of Public Charities of the State of Illinois, 1994.

Ordinary and Special. p. 25.—Appropriations, 1903. Northern Insane Hospital - 426,000 dols. Eastern Insane Hospital - 867,500 ,, - 444,468 ,, Central Insane Hospital - 420,000 ,, Western Insane Hospital Southern Insane Hospital - 319,300 ,, - 599,500 ,, Asylum for Incurable Insane Asylum for Insane Criminals 74,200 ,, Eye and Ear Infirmary (Chicago) -85,600 ,,

> The above include all the State institutions offering medical relief. Of course the schools for deaf, blind, feeble-minded, prisons, etc., care for their sick.

> As a general rule public institutions are entirely controlled by public officers; and private institutions are controlled by Board of Trustees and their appointed agents, and they are incorporated under a general law.

(d) The county hospital provides temporary medical and surgical services for persons unable to pay for it, as already stated. Indigent per-sons are admitted to the infirmary and hospital for consumptives at Dunning (Cook County), on the recommendation of the Out-Door Relief Department. I have no statistics before me as to the extent to which persons treated in private hospitals are received without pay; but very generally such hospitals have free wards, or free beds supported in the way already described. Question II.—Domiciliary medical treatment—(i.e., treatment at the home of the sick person):

(a) The extent to which the relief of the sick (i.) By private charity, and from what sources the expenditure is

defrayed?

(b) The extent to which domiciliary medical treatment by public or charitable authori-ties is given without any payment by the sick person, and what generally are the qualifications entitling to such treatment?

(c) How far, if at all, poor persons can obtain medical treatment by insurance or by co-operation or association among them-

(d) The method of providing nursing for the sick poor in their homes. Answer II.—Domiciliary Medical Treatment:—

(a) In Cook County, and generally in the other counties of the State, the indigent sick are treated gratuitously by a physician appointed by the county authorities. This is regarded as an essential part of out-door relief. The expenses are paid out of the County Treasury.

A large amount of gratuitous service is rendered by physicians and by private associations; but I have no statistics. The city government deals with sickness in various ways. It provides medical inspection of schools, chiefly to prevent the spread of contagious diseases. It provides in a municipal laboratory for the examination of ice, milk, and food, and for the condemnation of impure and food, and for the condemnation of impure foods. It also has a Bureau of Sanitary In-spection of Houses acting under the ordinance of the city. The statistics are given in the publications of the Bureau of Statistics and Municipal Labour for 1908.

(b) All domiciliary medical treatment given by the county physicians is provided gratuitously at public expense and paid for out of the taxes for that purpose. The treatment by private associations is subject to various conditions. In some cases the rates are reduced to poor persons; but I have no accurate information as to rates.

I insert at this place a report of the Chicago Medi-cal Society (February, 1908), in regard to free dispen-saries in Chicago, which will throw light on your auestion :-

"Your committee appointed to investigate the abuse of medical charity respectfully submit the following

We find on investigation that there are in the city of Chicago at present 55 dispensaries, 16 of which are connected with hospitals, 9 with medical colleges, while 30 have no connection with any such institutions. Of these 55 dispensaries 27 are used for clinical instruction, 7 are privately owned.

In 6 dispensaries medicine and treatment are furnished free; in 18 a charge is made to cover the cost of medicine, and in 23 as much money is collected from the applicant as can be obtained, the smallest fee recorded being five cents and the largest ten dollars, which latter amount is charged by a maternity dis-

pensary.

Only 5 dispensaries exhibit signs announcing that treatment is limited to the sick poor, and that only those are cared for who are unable to pay outside physicians. Twenty-six dispensaries claim to investi-gate the ability of the applicant to pay. Investiga-tion by the committee shows that in 51 of the 55 distion by the committee shows that in 51 of the 55 dis-pensaries the only investigation instituted consists of a few questions put by the physician in charge, the object of which the applicant at once discovers and answers accordingly. One dispensary refers the cases of doubtful applicants to the Chicago Bureau of Chari-tics for investigation; three employ a nurse or a clerk to look up suspicious cases.

^{*}Note—Under this system, for instance, a number of persons might agree to pay a very small sum each week throughout the year to a particular doctor on the understanding that anyone of such persons would be entitled to the free services of such doctor in case of sickness. Or again, a number of men might form themselves into an association, and the association might pay a fixed annual sum to a doctor on the understanding that the doctor would gratuitously attend any member of the association in case of illness during the year.

Fifty-five of the dispensaries report that their staff is faithful in attendance; seven engages an outdoor staff.

None of the dispensaries have separate waiting rooms for men and women. One treats only men, one only women, and two treat children alone.

Twenty-three dispensaries exclude contagious diseases; 28 make no reply on this point; 2 do not exclude contagious diseases, and 2 exclude all contagious diseases 'except gonorrhea.'

Twenty-nine have never been examined by the sanitary inspectors of the Department of Health. Twenty-two have no record of any such investigation having been made, although many of these institutions are in wretched quarters where the sunlight never penetrates.

During the last year 29 dispensaries treated 223,110 persons. In 26, which were run in a slip shod manner, no records are kept of the number of patients treated. Sixteen dispensaries record the number of times each person returned for treatment. During the last year those 16 dispensaries treated 93,806 persons, and treatment was given 246,140 times. The number of applicants refused treatment on account of their ability to pay outside physicians was 1,170. In many cases, on investigation, the applicants for relief were found to be property owners, well-to-do citizens or persons drawing comfortable salaries.

It will be seen from this report that 29 institutions treated 223,110 persons, that 26 dispensaries kept no record of the number of applicants treated; but the committee, after careful deliberation, taking into consideration the size, object, and location of these institutions, estimated the number of people in the city receiving free treatment at 500,000, or 25 per cent, of the population.

Sixteen institutions kept a record of the number of persons treated and the number of treatments given each patient. These 16 institutions treated 93,806 persons and gave 246,140 treatments, an average of 23 treatments for each person.

Under normal conditions the average per cent, of the population dependent on and receiving charities other than medical is ½ to 1 per cent. Let us say 10,000 and add 20,000 mere to account for a reduplication, which would make 30,000. Deduct this from 500,000 and we have a remainder of 470,000, which shows the number receiving medical charity who are not compelled to ask for, or who do not receive, charity in other forms. This is an approximate estimate of the extent of medical charity abuse in the dispensaries.

Each of these patients receives an average of 22 treatments, or 1,153,332 treatments for 470,000 persons. Most of these treatments consist of something beyond the ordinary consultation, many resulting in expensive operations. We will estimate the average fee for the same service rendered in private practice at two dollars each, or 2,306,664 dollars. Most of this burden is borne by the general practitioner.

This 2,506,664 dollars represents the financial injury done the medical profession by this abuse in the dispensaries, but the moral injury done the beneficiaries of this misguided benevolence is past comprehension.

The accuracy of the matter contained in this report is vouched for by the Bureau of Charities and the committee. Its deductions are presented without claiming that the figures are absolutely correct."

(c) Statistical material is altogether lacking in regard to medical treatment by insurance and by co-operation or association with working people. I have collected such facts as I could find after a long investigation in this country in my book, "Die Arbeiter-Versicherung in den Vereingten Staaten von Nord-Amerika," and published also in articles in the Americar Journal of Sociology, 1907 and 1908. In these chapters I have described the methods of providing sick insurance by local associations, by trade unions, by fraternal societies, called in England "friendly societies," and by employees. This method of co-operation is becoming so general and is subject to such abuses that medical societies composed of physicians in practice are seriously studying it on account of the tendency to lower the rates of medical fees.

P.S.—I have discussed medical charities in my book "Introduction to the Study of the Dependent, Defective, and Delinquent Classes" (D. C. Heath and Co., Boston, 1906), pp. 121–137, with references on pp. 372–3.

(d) As to methods of providing nursing for the sick people in their homes, we have in Chicago a very important society called "The Visiting Nurse Association of Chicago." Those who are able to pay for the services of a visiting nurse are charged from five cents to twenty-five cents per visit. The daily average number of persons visited in a recent year was 198. This association is supported by contributions. Indigent persons are aided by the nurses without charge. Many nurses, missionaries, and missions provide visiting nurses for the sick people in their homes. These arrangements are not known outside of the cities, though they are very much needed in rural communities with scattered population.

Question III.—Are there any safeguards or regulations for preventing well-to-do or rich persons from availing themselves of free medical relief intended only for the poor?

Answer III.—The necessity for preventing abuses of free medical service has already been pointed out under a previous question.

Question IV.—Cost: Any available figures indicating the cost of any institutions or systems of medical relief referred to in the Memorandum?

Answer IV.—Cost.—I am sorry that beyond the few figures already given, I cannot give a satisfactory answer to your question. The statistics have never been brought together.

Question V.—Results: Any statistics, reports, or remarks as to the results of the system of medical relief on the character or physique and health of the people. For example, what effect has a free public provision (if any) of medical relief on the self-reliance or thrift of the people, and on the provision of medical relief by charity or voluntary effort?

Answer V.—As to the results of free medical relief on the character of physique and health of the people, one can only give the impression derived from long observation and inquiry in connection with the largest charitable society of the city. That there is danger of dishonesty and pauperism in a free offer of medical relief I think there can be no question. There is growing up among us a strong conviction that so far as possible sickness and invalid insurance and accident insurance should take the place of much of the charitable support of medical relief. This is especially true in connection with the anti-tuberculous movement which can never succeed without a more adequate and liberal source of funds than that which is offered by the fitful and uncertain gifts of charity. There can be no question as to the supreme importance of medical relief, prompt and universal, in relation to the health and industrial efficiency and meral energy of the people. But charity can never provide proper preventive and curative agencies on a scale commensurate with the social need. The method of insurance would remove many of the temptations to undermine the self-reliance and thrift of the working people. No one can realise this so thoroughly as those who have to do constantly with the administration of public and private charity.

APPENDIX No. CXXIII.

MEMORANDUM BY DR. M. HOLMBOE AS TO MEDICAL RELIEF IN NORWAY, ESPECIALLY IN CHRISTIANIA.

Question I .- Institutional medical treatment :-

- (a) The nature of the various institutions for medical or surgical treatment, the number of beds in such institutions in proportion to the population, and whether the institutions are found to be generally adequate to the needs of the population?
- (b) The extent to which such institutions are provided or maintained by public authoritics (parish, county, Department or State, etc.), and by private charity, and from what sources the expenditure is defrayed?
- (c) The method of managing the institutions whether by public officials or by voluntary committees, etc.?
- (d) The conditions under which patients are admitted, and the extent to which treatment is given without charge to the sick person.

Answer I.—(a) Christiania has within its limits and immediate vicinity the following hospitals: —

The State hospital with 470 beds, the lying in hospital with 52 beds, and its gynecological service with 18 beds.

Christiania municipal hospitals with 1,062 beds.

The military hospital with 40 beds.

The hospital of the Nursing Sisters Institution with 72 beds.

The hospital of the Nursing Brothers' Institution with 95 beds.

"Our Lady's" ("Vor Frue") Hospital with 72 beds. Gaustad lunatic asylum, affords accommodation for 350 patients.

Christiania municipal lunatic asylum for 281 patients, and

Oslo hospitals lunatic asylum for 40 patients.

At several of these hospitals patients are admitted, as well from Christiania as from the rest of the country. It is often difficult to provide room for sick persons, especially for insane, the lunatic asylums being neither numerous nor spacious enough.

(b) The State hospital, the lying-in hospital, the military hospital, and Gaustad lunatic asylum belong to the State.

Christiania municipal hospital and lunatic asylum belong to the city of Christiania, and are managed on the city's account.

The hospitals of the Nursing Sisters and Brothers are erected and managed by private charity.

Our Lady's hospital belongs to the Catholic mission.

In all these hospitals a small remuneration (ordinary board kr. 1.50-1.80 per day), is paid either by the patient himself, or by the community, whose pauper administration has caused his entrance. What the working of the hospital costs beyond the patient's payment is paid by its owner (State, community, private charity, Catholic mission).

Oslo lunatic hospital has its own fund,

(c) The hospitals belonging to the State are administered by directors controlled by the Ministry of Justice.

The directors of the municipal hospitals are within the control of the magistrate of the city, and of a board of visitors, appointed by the City Council. The private hospitals have private trustees.

(4) For entrance in a hospital is commonly required a physician's certificate concerning the condition of the patient; and, furthermore, security for the payment. In cases of emergency the sick are admitted without delay. As regards the admittance of insane in lunatic asylums there are especial provisions in the law on lunatics.

The State hospital has dispensaries, where the numoneyed get medical assistance free of expense. This hospital has also some reserved free places for blind and deaf, who are admitted for operation, and for the purpose of instruction of the students it has, furthermore, some free places for lepers.

The Municipality of Christiania has in the city a couple of stations, where doctors are on duty to furnish immediate assistance. The unmoneyed get this free of expense.

Question II.—Domiciliary medical treatment—(i.e., treatment at the home of the sick person):

- (a) The extent to which the relief of the sick poor in their own homes is provided:—

 (i.) By public authorities (as above),
 - (ii) By private charity, and from what sources the expenditure is defrayed?
- (b) The extent to which domiciliary medical treatment by public or charitable authorities is given without any payment by the sick person, and what generally are the qualifications entitling to such treatment?
- (c) How far, if at all, poor persons can obtain medical treatment by insurance or by co-operation or association among them-
- (d) The method of providing nursing for the sick poor in their homes.

Answer II.—(a) In his home the poor sick get, as occasion requires, partly only medical assistance and medicine, partly also food and clothing. This is chiefly done by the public municipal pauper administration, but also in some measure by private charity.

- (b) Far the whole country it is by the law on pauper administration of Mai 19th, 1900, provided, that the Board of Guardians of each community shall in case of sickness furnish shelter and care for those poor who are unable to procure such otherwise. Said Board decides if the sick shall get this help, his economical situation being conclusive in this matter.
- (c) It is very usual for artisans and common labourers to form a union agreeing with one or several physicians to treat the members of the same in case of sickness on account of the union.
- A Bill on common obligatory insurance of the sick is under preparation by the Government. How extensive this Bill will become is still uncertain, as well as how far and on which terms it will be accepted by the Storting.
- (d) A couple of charitable institutions dispose of some nurses, who furnish gratuitous aid to poor sick in their homes

The municipal pauper administration commonly prefers to have the sick in a hospital, when more nursing is needed than the relatives of the patient can afford.

Question III.—Are there any safeguards or regulu-tions for preventing well-to-do or rich persons from availing themselves of free medical relief intended only for the poor?

Answer III .- The public Board of Guardians lets its own inspectors examine the circumstances of the sick. before help is furnished.

At the dispensary of the State hospital there is no control; it, therefore, no doubt, happens that medical assistance is furnished to persons able to defray the

Question IV.—Cost: Any available figures indicating the cost of any institutions or systems of medical relief referred to in the Memorandum?

Answer IV.—About the municipal hospitals of Christiania vide the accompanying document No. 10 from the Local Board of this city, page 178-189.

Answer IV. -Details concerning Lospitals outside of Kristiania may be had from the report of Bergen hospital (page 16-19) and from the report of Rekn's sanatorium (page 15 and 18).

As to the State hospital vide its accompanying report, page 19-29.

Question V .- Results: Any statistics, reports, or remarks as to the results of the system of medical relief on the character or physique and health of the people. For example, what effect has a free public procision (if any) of medical relief on the self-reliance or thrift of the people, and on the procision of medical relief by charity or voluntary

Answer V .- We have no such statistics.

The above quoted facts have, as it will be seen, more particularly reference to Christiania. As to the condi-tions regarding hospitals for the remainder of the country vide the accompanying part of the official statistics of Norway, v. 55, pages 70-73*.

The terms for medical assistance to the poor are the same all over the country, only with the differences which in the rural districts may accompany the difficulties caused by the longer distances to doctor and hospital.

*Note:-Under this system for instance a number of "Note:—Under this system for instance a number of persons might agree to pay a very small sum each week throughout the year to a particular doctor on the understanding that anyone of such persons would be entitled to the free services of such doctor in case of sickness. Or, again, a number of men might form themselves into an association and the association might pay a fixed annual sum to a doctor, on the understanding that the doctor would gratuitously attend any member of the association in case of illness during the year.

APPENDIX No. CXXIV.

MEMORANDUM BY Mr. CHARLES P. KELLOGG, SECRETARY OF THE CONNECTICUT STATE BOARD OF CHARITIES AS TO MEDICAL RELIEF IN CONNECTICUT.

Question I.—Institutional medical treatment:

- (a) The nature of the various institutions for medical or surgical treatment, the number of beds in such institutions in proportion to the population, and whether the institutions are found to be generally adequate to the needs of the population.
- (b) The extent to which such institutions are provided or maintained by public authorities (parish, county, department or state, etc.) and by private charity, and from what sources the expenditure is defrayed.
- (c) The method of managing the institutions— whether by public officials or by voluntary committees, etc.
- (d) The conditions under which patients are admitted and the extent to which treatment is given without charge to the sick person.

Answer I.—(a) The institutions for medical and surgical treatment in Connecticut consist of 22 public hospitals and three special hospitals, containing a total of 2,000 beds. The population of Connecticut in 1908 is estimated to be 1,000,000. The hospitals are considered generally adequate to the needs of the population, although two or three more hospitals will probably be opened within the next few years in some of the larger towns that do not at present contain them.

(b) All of the hospitals in Connecticut are organised and maintained by private enterprise, although five of them have been organised by the efforts of the Roman Catholic Church. The expenditures of the hospitals Catholic Church. The expenditures of the hospitals are met by annual appropriations from the State, income from invested funds, payments by patients and by cities or towns for needy patients.

(c) The hospitals are managed by self-perpetuating boards of directors, who are incorporated for this purpose by the State.

(d) Free natients are admitted to a considerable.

(d) Free patients are admitted to a considerable extent and town patients, whose care is paid for by

the town government, although pay is expected from a patient whenever possible. Several of the hospitals maintain free clinics for the relief of poor patients not confined in the hospitals.

Question II.—Domiciliary medical treatment (i.e., treatment at the home of the sick p:rson):—

- (a) The extent to which relief of the sick poor in their own homes is provided:-
 - (i.) by public authorities (as above); (ii.) by private charity; and from what sources the expenditure is defrayed.
- (b) The extent to which domiciliary medical treat-ment by public or charitable authorities is given without any payment by the sick person, and what generally are the qualifications entitling to such treatment.
- (c) How far, if at all, poor persons can obtain medical treatment by insurance or by co-operation or association among themselves.*
- (d) The method of providing nursing for the sick-poor in their homes.

Answer II .- (a) (i.) Sick poor are cared for in their thomes by public authorities, and they are visited by the town doctors appointed to care for the sick poor both in their homes and in the almshouses. The expense of this is met from the appropriations for the purpose from the city or town treasury

- (ii.) By private charity the sick poor are cared for by associations of visiting nurses which have been formed in the cities and larger towns. The expense of the visiting nurses is met by voluntary contribu-tions from citizens interested in the work.
- (b) Free medical treatment is given as above mentioned to a considerable extent, and the qualifications required are that the person in question shall be found on investigation to be in need of treatment and has not the necessary means to pay for it.

Note.—Under this system, for instance, a number of persons might agree to pay a very small sum each week throughout the year to a particular doctor on the understanding that anyone of such persons would be entitled to the free services of such doctor in case of sickness. Or, again, a number of men might form themselves into an association, and the association might pay a fixed annual sum to a doctor on the understanding that the doctor would gratuitously a tend any member of the association in case of illness during the year.

APPENDIX No. CXXIV.—Continued.

- (c) Working men often obtain medical treatment through their benefit associations formed for the purpose or through the fraternal lodges to which they belong. I know of no small associations of a number of men agreeing to employ a particular doctor, except as above mentioned.
- (d) The chief method of providing nurses for the sick poor is by means of the visiting nurses' associations above mentioned.
- Question III.—Are there any safeguards or regulations for preventing well-to-do or rich persons from acailing themselves of free medical relief intended only for the poor?

Answer III.—The only safeguards or regulations for preventing well-to-do persons from availing themselves of free medical relief is the general custom of refusing it to all except those who are in need. I have not known of any special abuses of this custom in Connecticut, although striking cases have been reported in New York City.

Question IV .- Cost:

Any available figures indicating the cost of any institutions or systems of medical relief referred to in the memorandum. Answer IV.—I cannot give you any figures indicating the cost of medical relief among the poor. The annual printed reports of the various hospitals do not contain separate accounts of their cost for work among the poor, and the visiting nurses' associations do not issue printed reports that I know of. I send you by this mail, under separate cover, a copy of the last printed report of the Connecticut State Board of Charities, which will give you some notes on the hospitals of the State, and you can write to them for their printed reports if you wish them.

Question V .- Results:

Any statistics, reports, or remarks as to the results of the system of medical relief on the character or physique and health of the people. For example, what effect has a free public provision (if any) of medical relief on the self-reliance or thrift of the people, and on the provision of medical relief by charity or voluntary effort?

Answer V.—I do not know of any statistics or reports that have been prepared in Connecticut concerning the results of free medical treatment on the character and life of the people.

APPENDIX No. CXXV.

MEMORANDUM BY M. A. de KRIEGER ON MEDICAL RELIEF OF THE SICK POOR IN THE CITY OF COPENHAGEN.

QUESTIONS SUBMITTED TO M. DE KRIEGER BY THE COMMISSION.

1 .- Institutional medical treatment :-

- (a) The nature of the various institutions for medical or surgical treatment; the number of beds in such institutions in proportion to the population, and whether the institutions are found to be generally adequate to the needs of the population.
- (b) The extent to which such institutions are provided or maintained by public authorities (parish, county, department or State, etc.) and by private charity, and from what sources the expenditure is defrayed.
- (e) The method of managing the institutions whether by public officials or by voluntary committees, etc.
- (d) The conditions under which patients are admitted, and the extent to which treatment is given without charge to the sick person.
- 2.—Domiciliary medical treatment (i.e., treatment at the home of the sick person):—
 - (a) The extent to which the relief of the sick poor in their own homes is provided—
 - (i.) by public authorities (as above),
 - (ii.) by private charity, and from what sources the expenditure is defrayed.

- (b) The extent to which domiciliary medical treatment by public or charitable authorities is given without any payment by the sick person, and what generally are the qualifications entitling to such treatment.
- (e) How far, if at all, poor persons can obtain medical treatment by insurance or by cooperation or association among themselves.*
- (d) The method of providing nursing for the sick poor in their homes.

S.—Are there any safeguards or regulations for preventing well-to-do or rich persons from availing themselves of free medical relief intended only for the poor.

4.—Cost: Any available figures indicating the cost of any institutions or systems of medical relief referred to in the Memorandum.

5.—Any statistics, reports, or remarks as to the results of the system of medical relief on the character or physique and health of the people. For example, what effect has a free public provision (if any) of medical relief on the self-reliance, or thrift of the people; and on the provision of medical relief by charity or voluntary effort?

^{*} Under this system, for instance, a number of persons might agree to pay a very small sum each week throughout the year to a particular doctor on the understanding that anyone of such persons would be entitled to the free services of such doctor in case of sickness. Or again, a number of men might form themselves into an association and the association might pay a fixed annual sum to a doctor on the understanding that the doctor would gratuitously attend any member of the association in case of illness during the year.

ANSWERS.

In Copenhagen, with a population of about 427,000, there are 13 large hospitals, one of which is main-tained by the State, seven by the Municipality, and five by private charity.

I.—Det kongelige Frederiks Hospital (Royal Frederik's Hospital) was founded by King Frederik V., who was married to the Princess Louise of England, and who endowed the hospital with means for its management. The deficit (if any) is covered by the Treasury. The hospital has 350 beds, of which 180 are in two medical departments, 170 in two surgical departments. The interest of 3,330,000 kroner, which represent the capital, and the legacies left to the hospital in course of time, is expended in free medical pital in course of time, is expended in free medical treatment and tendance of the sick poor. The hospital also receives patients from the country outside Copen-Part of the charitable work of the hospital hagen. hagen. Fart of the charge for medical treatment is done by limiting the charge for medical treatment in the common wards to 1 krone 20 ore per day, which have means will cover the actual expenditure. Last by no means will cover the actual expenditure. Last year the hospital received a subsidy from the Treasury of about 506,000 kroner.

The hospital is superintended by a medical com-mittee comprising the senior medical officers of the hospital, all of whom are appointed by the State, who

also appoints all the necessary administrative officials.

In the course of a few years the Kongelige Frederiks
Hospital will be closed and a new hospital with 900
beds will be opened in its stead.

II.—The following hospitals are maintained exclusively at the expense of the Municipality of Copenhagen :-

- (a) Kommunehospitalet (Municipal Hospital) with 1,008 beds in 197 wards, comprising two de-partments for medicinal diseases, two for surgical diseases, one department for venereal diseases, one for mental diseases, and one for diseases of the for mental diseases, and one for diseases of the eye, ear, and throat. The number of sick days in 1906-7 was 330,327. The receipts of the hospital for treatment and tendance were in 1906-7 346,000 kroner. The ordinary charge for treatment in z common ward is 1 krone 20 ore. The working expenses of the hospital were 1,613,899 kroner, so that the subsidy of the Municipality for the said year was 1,267,897 kroner.
- (b) Oresundshospitalet, with 456 beds, comprises two departments: One for ordinary medicinal diseases and one for tubercular diseases. The number of sick days in 1906-7 was 148,849. The receipts of the hospital for treatment and tendance were 87,384 kroner in 1906-7. The ordinary charge for treatment in a common ward is 1 krone 20 ore. The working expenses of the hospital were in the same year 589,045 kroner. The subsidy of the Municipality was 501,660 kroner.
- (c) Blegdamshospitalet, with 405 beds, exclusively for the treatment of infectious diseases. The number of sick days in 1906-7 was 68,501. Patients suffering from diphtheria, croup, scarlet fever, typhoid or gastric fever, or meningitis cerebro spinalis are admitted and treated free of charge. Of the expenses incurred hereby three-quarters are covered by the Treasury. The receipts for treat-ment and tendance were 159,880 kroner in 1906-7. The working expenses were during the same year 309,803 kroner. The expenditure of the Municipality was 149,222 kroner.
- (d) Vestre Hospital (Western Hospital), with 183 beds exclusively for venereal diseases. This hospital, to which formerly only prostitutes under control were admitted, is now, after the abolition of this control by the Act of March 30, 1905, open to all patients suffering from venereal diseases. Any person suffering from venereal diseases may claim to be treated at public expense. The subsidy of the municipality in 1906-7 was 99,333 kroner.
- (e) Sundby Hospital (Suburban Hospital) with (c) Sundby Hospital (Suburban Hospital) with 71 beds, for ordinary medicinal and light surgical cases. The number of sick days was 24,402 during 1906-7. The receipts of the hospital for treatmens and tendance were 23,420 kroner. The working expenses of the hospital were for the same year 126,218 kroner, making the subsidy of the Munici-pality 102,798 kroner.
- (f) Baldersgades Hospital (Suburban Hospital) with 76 beds, for ordinary medicinal diseases. The number of sick days was 25,901 in 1906-7. The

receipts of the hospital for treatment and tendance were 20,761 kroner. The working expenses of the hospital were 91,010 kroner. The subsidy of the Municipality was 70,248 kroner.

(g) St. Johannes Stiftelsens Sygehus (Hospital of St. John) only receives patients who are in receipt of parish relief. During 1906-7 1,646 patients were treated in this hospital. All the expenses of the hospital, which, during 1906-7, amounted to 216,629 kroner, or 2 kroner 20 ore for each patient, are defrayed by the Municipality,

For further information respecting the municipal hospitals reference is made to the enclosed: "Das Hospitalswesen in Köbenhavn."

Under the Poor Laws any person, irrespective of age, who cannot provide for his medical treatment and tendance in case of illness may claim to be treated and tended at the expense of the Municipality.

One of the Burgomasters of the City of Copenhagen is Governor of all the hospitals of Copenhagen. The details of the administration are managed by a superintendent (hospitals-direktör) in co-operation with the senior medical officers of the hospitals.

senior medical officers of the hospitals.

In the course of five or seven years 1,200 beds will be added to the municipal hospitals by the erection of a large new hospital.

The population will then most probably have in-creased to about 470,000 inhabitants.

III.—Hospitals maintained by private charity.

Dronning Louise's Börnehospital (Queen Louise's Children's Hospital), with 70 beds, admits children of any age except such as are suffering from very infec-tious diseases. Poor children are treated at the hospital at reduced rates, or without any charge at all,

according to circumstances.

Out-patients are treated daily in the hospital without any charge, and receive in some cases free medicine and bandages. The hospital owns a capital of 300,000 kroner from legacies, and receives annually an amount of 18,000 kroner from a goods lottery authorised by the State.

St. Lucas Stiftelsen (Hospital of St. Luke), with 73 beds, admits also patients from the country outside

Copenhagen.

Two hospitals, with about 500 beds altogether, are maintained by Catholic orders. The sick poor of Copenhagen to no small extent receive medical attendance without charge at these hospitals, which admit patients irrespective of their creed.

An institution for medical treatment of poor outpatients without charge has been started in Copen-hagen by private charity. The patients are here treated for diseases coming under the various specialties of medical science,

According to the latest report, about 13,000 outpatients were treated at this institution during one

The expenditure during one year was 12,066 kroner; the income was 10,210 kroner, of which 3,300 kroner were from public authorities, the rest covered by volun-

For the treatment of patients, especially those suffering from lupus, "Finsens medicinske Lysinstitut" (Finsen's Light) was founded by a private society. During the year 1907, 256 sick poor were treated without any charge, 339 at reduced charges.

DOMICILIARY MEDICAL TREATMENT.

The Board of Guardians are bound to provide relief of the sick poor also at their own homes. For this pur-pose twenty-six medical men are appointed by the Municipality, each having his own district, and receiv-ing a salary of 1,600 kroner. During 1906-7, 6,559 patients were treated at their own homes. The total cost of medicine and extra nursing of these patients was 21,609 kroner. Special nurses were provided for 235 patients; 7,969 visits to the patients were made by nurses. The Municipality employs nurses from private societies, which are paid by the Municipality.

By a number of private societies, which are principally supported by voluntary subscriptions, domiciliary

nursing is provided under various forms, as by visits of nurses, loans of sick-room stores, bedelothing, etc., or by providing invalid food.

Domiciliary medical treatment by public or charitable authorities is invariably given without any payment by

the sick person.

Except by a few societies of a confessional character, no other qualifications are required for obtaining such treatment than the presence of distress proved by proper investigation, but none as regards age or cause

By an Act of April 12th, 1892, of which a copy is enclosed, associations of poor persons, who join together for the purpose of securing each other medical treat-ment in case of sickness by fixed contributions, may claim to be authorised by the Government and receive the subsidy granted by the State, In case of sickness the authorised benefit clubs

(friendly societies) shall provide:

 Free medical relief and treatment in a hospital of their members and their children under 15 years of age, provided they live with their parents.

(2) A daily allowance for their members for not less than thirteen consecutive weeks.

On January 1st, 1907, there were 72 registered benefit

clubs, with 126,082 members-i.e., upwards of 25 per cent, of the population.

The clubs receive a subsidy from the State of as much as 2 kroner for each member and one-fifth of the sub-scription of the members.

The municipal hospitals shall admit members of

benefit clubs at half the usual charge. Last year the

subsidy of the State to the benefit clubs amounted to about 600,000 kroner.

Further particulars will be found in the enclosed report of Clara Black.

By a systematic investigation of every case by the public and private charitable authorities, safeguards have been found for preventing well-to-do or rich per-sons from availing themselves of free medical relief.

Every person guilty of such an offence is liable under the penal law.

From the enclosed report, in the French language, it will be seen that under the Danish Poor Law every person may, in case of sickness, claim free public relief, subject, however, to certain restrictions in his rights, such as loss of municipal and political franchise. Nevertheless, the self-reliance of the Danish nation may be said to be very great, of which the great development of the benefit clubs is the best proof.

Attention should be called to the important fact that parish relief can only be obtained subject to the loss of the aforesaid rights.

With regard to the effect of public medical relief on private charity, it should be mentioned that private charity, especially in the way of sick nursing, is undergoing a very great development in this country, and is by no means hampered by the free public provision of medical relief.

APPENDIX No CXXVI.

MEMORANDUM AS TO MEDICAL RELIEF IN OHIO BY MR. H. H. SHIRER, SECRETARY TO THE BOARD OF STATE CHARITIES.

Question I .- Institutional medical treatment :-

- (a) The nature of the various institutions for medical or surgical treatment, the number of beds in such institutions in proportion to the population, and whether the institu-tions are found to be generally adequate to the needs of the population?
- (b) The extent to which such institutions are provided or maintained by public authori-ties (parish, county, department, or State, etc.), and by private charity, and from what sources the expenditure is defrayed?
- (c) The method of managing the institutionswhether by public officials or by voluntary committees, etc.?
- (d) The conditions under which patients are admitted, and the extent to which treat-ment is given without charge to the sick

Answer I.—Institutional medical treatment:—

- (a) There is no uniform standard for such institutions The treatment of the sick is by statute permitted under several methods noticed below. No information at hand indicating the ratio of beds to population or to the adequacy of the provisions made.
- (b) Section 7p of the Municipal Code of 1902 permits municipalities to maintain and regulate pest-houses, hospitals, and infirmaries. Section 7w of the same Act permits municipalities to provide for the rent and compensation for the use of any existing free or public hospitals established and maintained by private corporations or associations organised for that purpose. Section 10 of the same Act permits municipalities to appropriate land for the purpose of constructing a hospital thereon. Section 922.4 of the Revised Statutes provides: "That in any county in the State of Ohio, "That in any county in the State of Ohio, except in counties containing hospitals supported by public funds, in which is operated, by any corporation or association of persons, a hospital organised or incorporated for purely

charitable purposes, in which all the indigent poor of the county requiring the same shall receive medical and surgical treatment free of charge, the county commissioners of such counties may in their discretion pay to such hospital association out of the county poor fund a sum not to exceed twenty-five hundred (\$2,500) dollars per year, payable on the first day of January and July, in equal payments, for the maintenance and support of such indigent poor so requiring such treatment, and the reimbursement of such organisation so operating such hospital. Provided that nothing in this Act shall be held to authorise the payment of public funds to any sectarian institution."

The laws of this State permit each county to erect what is known as an infirmary, which is for the reception of poor persons who may be sick. This necessarily means that hospital facilities of various degrees of efficiency must be provided in these institutions. The equipment usually is in proportion to the population of the county.

- (c) Municipal institutions or hospitals are under the control of an elective board known as the Board of Public Service. The county infir-maries are under the jurisdiction of an elective board of three members known as infirmary directors. Some of our largest cities have no publicly managed hospital, but rely upon in-stitutions created and maintained by private funds.
- (d) To the best of our knowledge there is no uniform rule covering the important matter underlying this question.

Question 11.—Domiciliary medical treatment—(i.e. treatment at the home of the sick person):

- (a) The extent to which the relief of the sick poor in their own homes is provided :-
 - (i.) By public authorities (as above),
 - (ii.) By private charity,

- and from what sources the expenditure is defrayed?
- (b) The extent to which domiciliary medical treatment by public or charitable authorities is given without any payment by the sick person, and what generally are the qualifications entitling to such treatment?
- (c) How far, if at all, poor persons can obtain medical treatment by insurance or by co-operation or association among themselves?*
- (d) The method of providing nursing for the sick poor in their homes.

Answer II .- Domiciliary medical treatment :-

- (a) Section 1,491 of the Revised Statutes provides that the trustees of each township or officers of municipal corporations shall provide relief to all persons therein who may be in condition requiring the same. Section 1494 provides that township trustees may contract for the services of a physician or surgeon to furnish medical attendance to the sick within that territory. You doubtless understand that the township is a governmental unit within a county and the township trustees are the executive officers thereof. The county infirmary directors also provide some outdoor relief, as it is called in this country, under the provisions of Section 974. There is not a clear distinction between the cases that should be taken care of by the township trustees and the infirmary directors. In cities there are numerous benevolent organisations of a private character which seek to afford relief to the sick and poor. There are now being established nursing associations which embloy a number of trained nurses to look after these people in their homes. These associations are maintained by private benevolence.
- (b) The matter of qualification entitling persons to such treatment is left to the conclusions of the officials in charge. The statutes of the State have very little of a definite character in them concerning this subject.
- (c) There are various forms of accident and sick insurance obtainable by the payment of certain amount weekly, monthly, quarterly, or annually. I understand that some of the labour organisations have sick benefits for their members.

- (d) The method of providing nurses for the sick poor in their homes is not very satisfactory. The plan described in (a) seems to be the most practicable in cities. In cases of smallpox, or some other extremely contagious diseases the statutes permit the health officers to provide nurses, perhaps not so much with the idea of benefiting the patient, but as a public health precaution. The expenses of such quarantine are payable out of public funds.
- Question III.—Are there any safeguards or regulations for preventing well-to-do or rich persons from availing themselves of free medical relief intended only for the poor?

Answer III.—Watchfulness and honesty of the officials charged with granting relief are the only things that can prevent persons who are not poor from securing medical and other relief intended only for the poor.

Question IV.—Cost: Any available figures indicating the cost of any institutions or systems of medica relief referred to in the Memorandum?

Answer IV.—Cost: For the year ending June 30, 1907, the county infirmary directors expended for the care of persons in their homes \$50,662.70 for physicians, and \$13,037.82 for nursing, or a total of \$63,700.52. From reports received from the various municipal and township officials for the same year it appears that the expense for physicians was \$71,695.02, nursing \$7,748.54, or a total of \$79,443.56.

Question V.—Results: Any statistics, reports, or remarks as to the results of the systems of medical relief on the character or physique and health of the people. For example, what effect has a free public provision (if any) of medical relief on the self-reliance or thrift of the people, and on the provision of medical relief by charity or voluntary effort?

Answer V.—Results.—It is very difficult to give a fair and intelligent reply to queries under this title. There are many instances that are found which show that these charitable previsions have created impostors. On the other hand, it is believed that such cases are in a small minority, and there is still a streak of pride in the citizenship that prevents abuse of the provisions made for the relief of the poor. On the other hand, many people in abject poverty who need relief or medical service refuse to accept it because of a high degree of pride. For these reasons it is very difficult to arrive at a satisfactory conclusion to these very important queries.

^{*}Note.—Under this system for instance a number of persons might agree to pay a very small sum each week throughout the year to a particular doctor on the understanding that anyone of such persons would be entitled to the free services of such doctor in case of sickness. Or again, a number of men might form themselves into an association and the association might pay a fixed annual sum to a doctor on the unders'anding that the doctor would gratuitously attend any member of the association in case of illness during the year.

PART X.

APPENDIX No. CXXVII.

GENERAL INSTRUCTIONS TO INVESTIGATORS APPOINTED BY THE COMMISSION TO CONDUCT ENQUIRIES INTO PARTICULAR SUBJECTS.*

DUTIES AND SCOPE OF ENQUIRY.

- 1. The primary duties of the Investigators are to collect, classify, and summarise evidence on the subject into which they are appointed to enquire, and subsequently to embody the results of their enquiry in a Report to the Commission.
- 2. A memorandum will be handed to each Investigator, defining the enquiry which he or she is appointed to undertake, and Investigators must not (except with express sanction of the Commission) depart from the lines of enquiry, laid down in that memorandum.

THE CONDUCT OF THE ENQUIRY.

- 3. The Investigators should, as far as possible, obtain their information by personal observation and enquiry and by examination of documents. Accordingly, they must inter alia visit the localities concerned, and confer with officials, representative individuals, and any other person likely to be able to furnish them with information; but it should in all cases be a fundamental part of their investigation to see and observe for themselves the facts connected with their subject, as distinguished from merely receiving statements about the facts.
- Investigators must not, however, hold anything in the nature of a formal Public Enquiry, and they must not incur any unauthorised expenditure.
- 5. Wherever practicable, the statements of individuals should be corroborated by personal observation by the Investigators of the facts alleged, and by their own inspection of such documentary proof as is available (e.g., wage-books, rent books, case-papers, printed reports, or manuscript minutes, &c., &c.).
- The Investigators will bear in mind that, inasmuch as the Royal Commission are vested with no powers of compulsion, the greatest consideration and tact must be exercised in obtaining information on their behalf.
- 7. In all cases in which it is necessary to examine the officers of a Local Authority or their documents or records, a letter authorising such action on behalf of the Commission should first be obtained from the Secretary.
- 8. No information obtained by Investigators in the course of their enquiry is to be made public except with the authority of the Commission, and where information has been supplied on the understanding that it is to be treated as confidential, Investigators should specially notify the fact to the Commission.
- 9. Subject to these instructions, the precise method of their enquiry will be left to the Investigators, but they should, in all cases, submit their proposals in this respect to the Commission before acting upon them. When the Investigators come across statistical or other material which is too large for them to deal with, but which might be valuable for the purposes of the Commission, they should report the fact to the Secretary.
- 10. Investigators must from time to time, and at least once a month inform the Commission of the progress of their enquiry.

^{*} See Appendix Volumes XIV., XV., XVI., XVII., XVIII., XIX., XIX. (A.), XIX. (B.), XX., XXI., etc., etc.

APPENDIX No. CXXVII.—Continued.

THE REPORT TO THE COMMISSION.

- 11. The Report of the Investigators should be divided into two parts.
- 12. Part I. of the Report should embody inter alia and in separate sections-
 - (a) An analysis of previous enquiries (if any) into the subject, together with full references to the documents or papers referred to;
 - (b) The facts ascertained by the Investigators as to the result of their enquiry;
 - (c) Full information as to the sources, personal or documentary, from which such facts have been obtained; and
 - (d) A list of persons whom the Commission can, if necessary, summon as witnesses in substantiation or amplification of the facts adduced in the Report.
- 13. Part II. of the Report should be confined to conclusions which the Investigators think may properly be drawn from Part I.
- 14. In drawing up Part II. of the Report the Investigators should bear in mind that in many cases the subject into which they are appointed to enquire involves considerations of a controversial character. The Investigators should, therefore, be careful to refrain from mere expressions of opinion, and should only embody in this part of their report such carefully reasoned conclusions as are supported by the facts in Part I.
- 15. The Report of the Investigators is to be considered a confidential document until and unless published by the Commission, and the greatest care must be taken to prevent its contents, or any part thereof, being made public.
- 16. Where two Investigators are appointed in collaboration to enquire into the same subject, the Report should be signed by both Investigators; but, if necessary, Investigators may, in addition, address separate communications to the Commission on specific points on which they are unable to agree.

R. G. Duff,

Secretary.

PART XI.

APPENDIX No. CXXVIII.

MEMORANDUM AS TO OLD-AGE PENSIONS BY THE RIGHT REV. THE LORD BISHOP OF LICHFIELD, THE RIGHT HON. LORD AVEBURY, AND SIR EDWARD BRABROOK.

THE RIGHT HON. LORD GEORGE HAMILTON, CHAIRMAN OF THE ROYAL COMMISSION ON THE POOR LAW.

My Lord,—The publication of the Government Bill for Old-Age Pensions, with the serious discouragement to thrift which it involves, seems to demand that those who are anxious that the question may be finally settled upon a reasonable basis should offer for the consideration of the legislature and of the public a definite, alternative, constructive suggestion. No solution can be satisfactory which does not rest upon a basis of contribution by the pensioner for his pension; and the proposal must, therefore, be one which is to result ultimately in a complete contributory system; but this may be combined with measures of a temporary kind for bridging over the interval which must occur before the contributory system can attain its full effect.

The plan which we venture to suggest meets the two objections raised by the Chancellor of the Exchequer in his speech on the second reading of the Bill to any contributory scheme; it includes women in the benefits it confers, and it reduces to a minimum the cost of that adequate provision for old age which is alleged to be beyond the reach of the wage-earner. It begins at the beginning of life. It includes the gradual growth of a provision for old age throughout all the changes and chances of life, and does not exclude from consideration the interest of all those who areat the present time too old to secure for themselves an adequate provision by their own contributions; or even those who are at the present time too old to secure for themselves any provision at all.

The suggestion which we wish to make may be summarised under five heads, viz. :—

1. Registration on birth fee.

2. School fee.

 Voluntary contributions of payments at fixed interest subject to limit of £52 a year.

 Temporary State addition to contributions of persons of more advanced age not qualified to receive free pensions.

 Temporary provision of free pensions to persons too old to buy any pension, subject to limit of income and to a certain amount of discrimination.

We will take them in order.

Registration on birth fee.—In every case of birth
the father is, under the law as it stands, required to inform the registrar, of the fact. The registrar should,
we suggest, then be required to give a certificate to the
parent with a receipt stamp of the value of the fee.
The fee must not be greater than a weekly wage-earner
could, by the exercise of a little thrift, afford to pay.

2. The school fee.—As regards the objection that such a contribution is beyond the means of the parents, it must be remembered that until the abolition of school fees parents recognised, and on the whole willingly recognised, their duty of contributing towards the cost of the education of their children in elementary schools. By that abolition the State took upon itself the burden of those contributions. Since that time wages on the whole have increased, and the prices of necessaries have fallen. It is not, therefore, an extravagant demand on the part of the State that parents should make a small weekly payment during the school age of their children towards the provision of a pension for those children in old age. These payments might be received by the head teachers in elementary schools, who could give a stamped acknowledgment.

The advantages derived from such a system as this would be the facility and the economy of collection. No fresh organisation need be provided; the whole or at least the greater part of the amount collected would be paid into the exchequer without deduction for office expenses.

The scheme, being contributory and universal, would avoid the enormous difficulties which beset discrimination, and would be absolutely free from those numerous and vexatious disqualifications which characterise the Bill now before Parliament; it would encourage thrift on the part of the beneficiaries in after life; it would tend to develop the work of the friendly societies; it would give opportunities to philanthropic persons to assist their poorer neighbours in a way which would be free from risk of abuse, and would be really helpful to them for the period during which special expenses would have to be met, and when the children themselves cannot contribute anything towards the maintenance of the home.

It will be noted that the foregoing heads 1 and 2 are in effect an adaptation and extension of the excellent principles laid down by Canon Blackley when he started the discussion of this question thirty years ago; and we attach weight to them as part of the necessary machinery for arriving by degrees at the universal and contributory provision which is what ought to be attained.

- 3. Voluntary further provision.—The registration fee and school pence will, in the generality of cases, have been adequate to provide for the child a pension of 5s. a week at the age of seventy, and a certificate of the pension that has been ensured by those payments should be granted to the child. It should at the same time be intimated to the child that he or she is at liberty to make further payments to the Pension Fund administered by the State. The essential condition of that Pension Fund is that all payments made to it should be accumulated at a fixed rate of compound interest. If the earnings of the investments of the fund do not in any year amount to that rate of interest, the deficiency is to be voted by Parliament and added to the investments of the fund. The payments to the Pension Fund should be voluntary, and might be applied to increasing the amount of the pension already carned or lowering the age at which the pension may be claimed. In cases of persons above school age, or scholars for whom pence have not been paid, payments to the Pension Fund might be made of any amount at any time, and corresponding cards or certificates issued, specifying the pension thereby acquired. No person should be entitled to insure in the Pension Fund any sum exceeding in the aggregate £52 a year—£1 a week.
- 4. Temporary State addition to contributions of persons of more advanced age not qualified to receive free pensions.—With regard to persons who at the present time are long past the school age, it is probable that the offer of a State guarantee of 4 per cent. compound interest would not reduce the necessary contribution for a pension to an amount sufficiently low to enable them to avail themselves of it. In that case, it would be well that the legislature should allow of some direct assistance being offered.
- 5. Temporary provision of free pensions.—To those who are at the present time at or near 70 years of age, and have not acquired pensions for themselves, the previous provisions are of no use. Any pension granted to them must be a free pension. Towards the cost of these free pensions any funds now available for doles might be applied, if possible, locally.

It is hardly necessary at the present stage to deal with other matters of detail. Our main concern is to implore the legislature, in the common interest of all, not to close the door against contributory schemes, but on the contrary to leave it open for the ultimate adoption of a contribution by the citizen for his own pension as the leading principal of legislation on the subject.

We feel strongly with Mr. Dempsey, the Grand Master of the Manchester Unity of Oddfellows, that the final adoption of a contrary principle would be a serious blow to thrift and to friendly societies.

Your obedient servants,

Augustus Lichfield, Avebury, Edward Brabrook.

PART XII.

APPENDIX No. CXXIX.

* LETTER FROM THE BISHOP OF CROYDON AS TO WORKHOUSE CHAPLAINS FORWARDED TO THE COMMISSION BY THE PRIMATE.

March 1908.

My dear Lord Archbishop,-

My dear Lord Archbishop,—
There is a strong feeling on the part of those clergymen who are, and have been for some years past, working as Poor Law Chaplains, that the existence of the Royal Commission which is now sitting to inquire into the operation and effectiveness of the Poor Law furnishes an admirable opportunity of submitting to your Grace, and, if you should think fit, through you to the Commissioners, sundry difficulties which they feel are hampering them in their work, and rendering it considerably less efficient than it should and might be. I have, at your Grace's request, looked very fully and very closely into the whole matter, and am of opinion that several reforms are much needed, and that these, if effected, would probably do much to raise the whole tone and character of the Chaplains' work, and so make it a greater power for good upon the people to whole to the character of the Chaptains work, and so make it a greater power for good upon the people to whom they are called to minister.

May I, in the first place, state some of the disadvantages of the present system?

The method of the Chaplains' appointments.

At present it is entirely in the hands of the Board of Guardians. The Guardians are constantly changing, and sometimes those who are elected are not in sym-pathy with spiritual work. They are often not members of the Communion to which the Chaplain whom they are called upon to elect belongs. So far, therefore, from showing an anxiety to assist him in his work, and to make his ministry of real value to the inmates, the Guardians are, not infrequently, found to be reluctant to appoint a Chaplain at all; or, if he has been ap-pointed, to show more readiness and anxiety to restrict and limit his opportunities for good than to promote and further them.

In some places, indeed, something like petty persecution still takes place. I quote from a letter I have
received from one who is in a position to confirm his
statements, if required. "Facilities should be granted
by the Guardians to allow them (the Chaplains) to
minister both on Sundays and week-days to members
of the Church of England. This is all we ask for and
what we cannot get." "It is difficult to realise how
hard has been the struggle to obtain even what we have
in some cases, and how bitter is the feeling on some
Boards against the ministrations of the Church of m some cases, and now bitter is the feeling on some Boards against the ministrations of the Church of England." On the other hand, I have been informed by a Roman Catholic priest, who has had long experience as a Roman Catholic Poor Law Chaplain, and is himself a member of a Board of Guardians, that until quite lately the Guardians of a large Workhouse in a certain city, the name of which he has given me refused. quite lately the Guardians of a large Workhouse in a certain city, the name of which he has given me, refused him all access to his own people, except when they were seriously ill and specially sent for him; and that even then he was only allowed to see the one for whom he had been expressly sent. I have no dowbt that Nonconformists could also furnish information and evidence of difficulties presented to their ministers in their desire and endeavour to provide for the spiritual needs of those who are of their own faith and companying. These endeavour to provide for the spiritual needs of those who are of their own faith and communion. These things ought surely not to be, but facilities and assistance should be given in each of these cases to those who are duly accredited for the purpose, in order that all persons making any profession of the Christian faith may be shepherded by those of the sect, denomination or body to which they respectively belong. It is to everyone's interest that this should be so. If religion is a help in building up good character, the most secularly minded Guardian must surely see the wisdom of making it as effective and as likely to accomplish its of making it as effective and as likely to accomplish its purpose as possible. So long as the nation recognises any form of religion at all, so long as it believes it to be a good influence, and a source of comfort, help,

consolation and protection against evil and degrading influences, it must be the truest economy and the highest wisdom to assist those to whom we intrust the teaching of it by all means in our power to make it a very real instrument for good.

- 2. I may here mention some of the ways in which the Chaplains feel they are being hampered and hindered in the work.
 - (a) The frequent want of a chapel or suitable room which could be exclusively used as a place of worship. To hold their services, as they at present very often do, in a bare, desolate workhouse dining-room, with its depressing surroundings, reeking with the smell of food, and with its daily associations, is—particularly with the class of people who mostly assemble there—to make it unnecessarily difficult to secure that atmosphere of reverence and devotion so desirable to those who need every assistance in raising their thoughts above the mere satisfying of their bodily wants. In a paper read by the present Chairman of the Poor Law Chaplains' Association at Brighton, it was stated that out of 69 metropolitan workhouses only 32 had chapels or rooms set apart for divine worship. As an evidence of the neglect of some of the Boards of Guardians of the spiritual interests of the people, it was stated that out of 650 Unions, accommodating 281,757 persons, 90 per cent, of whom were nominally members of the Church of England, 79 had no chapel, and 150 might virtually be ranked in the same class-that is to say, 25 per

In the Diocese of Truro 13 Union Workhouses have no paid Chaplain at all! The difficulty of ministering, by means of duly appointed Chaplains, to Church of England people in the diocese has been found so insuperable that a Voluntary Diocesan Association has been formed, by which as far as possible the work there is being done.

- (b) The Chaplains complain of their need of better recognition as officers of the institution, with their own clearly defined duties and responsibili-ties, and of their relationship to the other officers of the House
- (c) They also complain of the want of official supervision from their own ecclesiastical superiors, who, under present circumstances, may or may not be even allowed access to the place, and cer-tainly have no kind of official recognition or status
- (d) Much difficulty, they also say, is experienced in arranging for outside help in their ministra-tions. The objections, on the part of the Guardians, to the admission of persons who may possibly be somewhat indiscreet, however well-intentioned, can quite be understood; but under certain restrictions and reservations it should be possible to allow assistance to be given to the Chaplain which would be of incalculable advantage and comfort to the inmates of the House,

These are the main difficulties and obstacles which have been placed before me, and I desire now to submit to your Grace the reforms which, probably, would greatly tend to mitigate and diminish them.

1. The Law, by the means of a Local Government Order, which requires the appointment of Chaplans, should be carried into effect, and the matter should not be left, as at present, at the discretion and pleasure of the Boards of Guardians. To remove all friction in this matter, and probably also the reluctance to making such appointments, I suggest that the Creed Registers should be much more carefully kept than they are now.

^{*} See also Part V. p. 152. Report of the Chairman of the Special Committee appointed by the Commission to inquire into the provision made for religious services and ministrations in Workhouses.

with a view to the more correct and real record of the religious belief of new inmates being arrived at and preserved. The Chaplain, or Chaplains, might then be appointed and paid on a system of per centage. The inmates would, in the vast majority of cases, fall into one of three groups: (a) Members of the Church of England; (b) Nonconformists; (c) Roman Catholics.

When the numbers justified it a whole-time Chaplain would be appointed for one or other or all of these three, on a definite scale of salary, applicable throughout the country. When the per centage of immates was too small to admit of the appointment of a whole-time Chaplain, and yet rose above a certain defined number, payment might be made proportionately. I suggest that this plan should apply, as I have said, to all denominations, Nonconformists for this purpose being grouped together.

By this means all friction or feeling of injustice would be completely removed, and the opposition to the appointment of a Chaplain, or to his work, on the part of the Guardians, which so commonly arises from the fact that they consider his ministrations are unfairly provided for only one denomination, would quickly disappear. Each of the three denominations I have referred to—the Church of England, Nonconformists, and Roman Catholics—should respectively have the power of supervision of their own Chaplains. With reference to those of the Church of England, the Bishop of the Diocese in which the Workhouse is situated should be empowered by the Local Government Board to appoint a representative—his Suffragan or Archdeacon—who could officially, and of right, enter the House at reasonable times and inspect the work of the Chaplain and help him in it. The Nonconformists and Roman Catholics, if they so desired it, should have the same right to nominate some superior officer of their own body, who should undertake similar duties in regard to their own Chaplains.

With reference to the manner of appointing Chaplains, so far as the Church of England is concerned, I would suggest that in future the Bishop of the Diocese should be allowed and required to nominate three or four suitable man to the Board of Guardians, who could select from these, and appoint the one whom they preferred to the vacant post. In every case the Church of England Chaplains should hold the Bishop's licence, without which no appointment should be made or held.

The Chaplain's duties should be clearly defined to him from the Local Government Board, and his relation to his other officers of the House made clear. In his own department, within reasonable limits, he should be as independent as the Medical Officer is in his. He should be at liberty to invite outside help in his ministrations, of a voluntary and gratuitous character, so long as the rules of the House are observed and only members of his own Communion are ministered to. All Chaplains, of whatever denomination, whether whole-timers or not, should be given all reasonable facilities to minister to their own people.

reasonable facilities to minister to their own people.

In every Union Workhouse a suitable chapel or room should be set apart exclusively for divine worship. This might be used, if necessary, by the Anglican, Roman Catholic, and Nonconformist Chaplains in turn, and at regularly appointed hours, in much the same way as that which is now adopted by Army Chaplains and in certain military chapels, and which is found to work smoothly and well. Each Chaplain would use his own furniture and fittings, with the approval of his own ecclesiastical superior, so long as he did not interfere with the convenience of the other denominations using the place. This would help to make the Chaplains' ministrations more effective, and would thus be exercising the truest economy, since greater results in the moral improvement of the inmates might be confidently looked for.

In large cities like London a classification of those receiving indoor relief would seem to be possible and highly desirable. In carrying this into effect the faith of the inmate should be considered, and Anglicans be grouped together in one house, Roman Catholics in another, and Nonconformists in a third. The Chaplain question would, in such places, be of the simplest.

Lastly, I should like to add that when children are boarded out, either without or within the Union, it is most desirable that the parents' creed should be considered in the selection of the foster-parents, in order that these may be able conscientiously to train up the children entrusted to them in the principles and tenets of the faith they themselves prefer and hold.

I believe some such simple reforms as those I have now suggested would greatly help the Chaplains by making their work more real and effective and in removing friction and opposition.

I am, my dear Lord Archbishop, Yours faithfully and obediently,

H. H. CROYDON.

The Most Rev.

The Lord Archbishop of Canterbury.

ROYAL COMMISSION ON THE POOR LAWS AND RELIEF OF DISTRESS.

SUPPLEMENTARY LIST OF APPENDIX VOLUMES TO THE REPORTS OF THE POOR LAW COMMISSION FOR ENGLAND AND WALES, SCOTLAND AND IRELAND.

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A Supplement to the Report (Appendix Vol. XVII.) by Miss Constance Williams and Mr. Thomas Jones on the Effect of Outdoor Relief on Wages and the Conditions of Employment.

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361. 70,500-Wt. 27649. 5/09. Wy. & S. 7865r.

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Report on the Administrative Relation of Charity and the Poor Law, and the extent and the actual and potential utility of Endowed and Voluntary Charities in England and Scotland, by Mr. A. C. Kay and Mr. H. V. Toynbee.

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Report on the condition of the Children who are in receipt of the various forms of
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and Miss Longman and Miss Phillips.

APPENDIX Vol. XIX.—Investigators' Reports.—Unemployment: England and Wales.

Report on the Effects of Employment or Assistance given to the Unemployed since 1886 as a means of relieving Distress outside the Poor Law in London, and generally throughout England and Wales, by Mr. Cyril Jackson and the Rev. J. C. Pringle.

APPENDIX Vol. XIX. A.—Investigators' Reports.—Unemployment: Scotland.

Report on the Effects of Employment or Assistance given to the Unemployed since 1886 as a means of relieving Distress outside the Poor Law in Scotland, by the Rev. J. C. Pringle.

APPENDIX VOL. XIX. B.—INVESTIGATORS' REPORTS.—UNEMPLOYMENT: IRELAND.

Report on the Effects of Employment or Assistance given to the Unemployed since 1886 as a means of relieving Distress outside the Poor Law in Ireland, by Mr. Cyril Jackson.

APPENDIX Vol. XX.—Investigators' Reports.—Boy Labour.

Report on Boy Labour in London and certain other Typical Towns, by Mr. Cyril

Jackson, with a Memorandum from the General Post Office on the Conditions of

Employment of Telegraph Messengers.

APPENDIX Vol. XXI.—Investigators' Reports.—Refusal of Out-relief.

Reports on the Effect of the Refusal of Out-relief on the Applicants for such Relief, by Miss G. Harlock.

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Report on the Overlapping of the Work of the Voluntary General Hospitals with that of Poor Law Medical Relief in certain districts of London, by Miss N. B. Roberts.

APPENDIX Vol. XXIII.—Investigators' Reports.—Children: Scotland.

Report on the Condition of the Children who are in receipt of the various forms of Poor Law Relief in certain parishes in Scotland, by Dr. C. T. Parsons and Miss Longman and Miss Phillips.

APPENDIX VOL. XXIV.—Investigators' Reports.—Able-bodied and "Ordinary" Paupers in England AND SCOTLAND.

Report on a Comparison of the Physical Condition of "Ordinary" Paupers in certain Scottish Poorhouses with that of the Able-bodied Paupers in certain English Workhouses and Labour Yards, by Dr. C. T. Parsons.

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APPENDIX VOL. XXVI.—CHARITIES.

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Foreign and Colonial Systems of Poor Relief, with a Memorandum on the Relief of Famines in India.

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