

The second annual report of the managers of the Society for the Prevention of Pauperism, in the City of New-York : read and accepted, December 29, 1819. To which is added, an appendix, on the subject of pauperism.

Contributors

Society for the Prevention of Pauperism in the City of New York.

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THE SECOND
ANNUAL REPORT

OF THE
MANAGERS OF THE SOCIETY

FOR THE
PREVENTION OF PAUPERISM.

IN THE
CITY OF NEW-YORK,

READ AND ACCEPTED, DECEMBER 29, 1819.

TO WHICH IS ADDED,

AN APPENDIX,

ON THE
SUBJECT OF PAUPERISM.

NEW-YORK:

PRINTED BY E. CONRAD,

NO. 4, FRANKFORT-STREET.

1820.



L. 4. HISTORICAL SOCIETY
NEWARK, N. J.

REPORT.

The MANAGERS of the SOCIETY for the PREVENTION of PAUPERISM in the CITY of NEW-YORK, beg leave to lay before the Institution the following

ANNUAL REPORT :

MORE than two years have elapsed since the formation of this society. At every stage of its existence it has met, as was anticipated, with many and various obstacles. In a country like our own, where every thing bears the external characteristics of moral youth and national energy, a lively apprehension of any of those evils which afflict the more advanced periods of society, are with difficulty tolerated and cherished. The inception of errors and vices is lost sight of, in the captivating prospect of national power and greatness; and the formation of that great preventive system, which can alone arrest the progress of moral evil, is too apt to be neglected. Cautions and checks, founded on the anticipation of future calamities, however natural and consistent with the philosophy of civil history, are too often received as the passing speculations of false theory. The enterprise, the industry, and the commerce of this city have been calculated to cast a delusive glare over our social existence, and to conceal the decrepitude of age and infirmity. But there is a consolation in the assurance, that facts cannot be veiled, when urged and

investigated with ardor and perseverance; nor truth be disregarded, when pursued with vigor and constancy.

When this society commenced its operations, the first great consideration of the managers, was, to ascertain the sources of the evils to be corrected; and secondly, the remedies to be relied upon. These have already been pointed out in the reports submitted to the society, at former periods. In the present report it is designed to examine—

FIRST, *The duties which urged themselves upon the attention of the managers during the last year, beginning in October, 1818:*

SECONDLY, The remedies which have been pursued for the prevention of pauperism; and,

THIRDLY, The present causes of pauperism, and the remedies still to be embraced by the institution.

First. The sources of pauperism which have attracted the attention of the managers, during the past year, may be included under the following heads:

1. IGNORANCE,
2. INTEMPERANCE,
3. PAWN-BROKERS,
4. LOTTERIES,
5. CHARITABLE INSTITUTIONS,
6. HOUSES OF BAD FAME,
7. GAMBLING HOUSES.

It is unnecessary for the managers to enter into a minute detail of the intrinsic evils which flow from the sources of poverty, vice and wretchedness, here enumerated. The manner in which they have been treated or mitigated, is the great object before them.

1. IGNORANCE.—From the report of the subcommittee, appointed on this subject, made to the ma-

nagers during the last year, it appears that in the city of New-York, according to the most reasonable computation, there are twenty-one thousand children, of a competent age to receive instruction in the elementary branches of education: that out of this number, there are twelve thousand and seven hundred who are supposed to be regularly receiving instruction; and that more than eight thousand children are growing up in various parts of our city, destitute of any superintending care to initiate them in the simplest rudiments of education. It has thus far been found impossible to ascertain how many adults mingle with the great mass of population, who are too ignorant to read; yet there is every reason to believe, considering the great number of foreigners among us, that it is vastly larger than is generally supposed. As it relates to attendance on public worship on the Sabbath, the melancholy fact appears, that of twenty-five thousand families estimated to be in the city of New-York, fifteen thousand families, including a population of seventy-five thousand souls, do not attend any place of public worship. Ignorance and depravity, blended in a thousand ways, account, in a great measure, for this alarming negligence. It presents a serious imputation on many parents and heads of families, since the fact almost invariably appears, that parents and principals of the household, who attend public worship, place their children in the paths of moral and religious instruction; and few instances can be found, where parents or guardians, who totally refrain from frequenting the houses and sanctuaries of religious worship, send their children and wards to reap the fruits inculcated by devotion. These humiliating facts, lead to reflections of the deepest mo-

ment, and constitute an appeal to humanity and religion, not to be unheeded nor misunderstood.

2. **INTEMPERANCE.**—The managers say with regret, that the vice of intemperance in the use of ardent spirits, wears a magnitude and an aspect, that inspire the deepest apprehensions in this populous and growing city. To dwell on the awful calamities which it entails on individuals and communities, were to develop truths already deeply impressed on every reflecting mind. It consumes every virtue, dissolves every social tie, and destroys every noble faculty. It banishes industry, honesty and self-regard. It forms the nursery of crime and outrage, and, perhaps, yields not to the sword in destroying the race of man—for who can count the monuments of its desolation, in the dark valley of death!

In turning to the statutes of our legislature, and to the ordinances of our municipal authorities, we find that the third section of the act for suppressing immorality, prohibiting all retailers of spirituous liquors, ale or porter, from selling and disposing of such liquors on Sunday, excepting to lodgers and travellers, and every violation of the prohibiting clause is punishable with a penalty of two dollars and fifty cents, upon conviction before the mayor, recorder, or justices of the peace. Upon examining the ordinances of the mayor, aldermen and commonalty of our city, we find that every retailer is forbidden to permit any person entering or remaining in his house on the Sabbath, for the purpose of drinking ardent spirits; and every retailer who suffers excessive drinking in his house on Sunday, is liable to a penalty of ten dollars for each offence. The constables and marshals can enforce this law, and intoxicated

people in tippling houses, are liable to be taken up, carried before the appropriate public authorities, and convicted in a penalty of four dollars for each offence in violating this ordinance. These penalties, in conjunction with the statute which lays a duty on strong liquors, are the only checks now in force, to prevent the alarming evil of which we are speaking. There are now in the city of New-York, 1431 persons licensed to retail liquors, making one for every seventeen houses; and had his honor the mayor granted licenses to all applicants at his office, we should have now had, in all probability, two thousand licensed retailers to vend liquors by retail, making one tippling house to every twelve houses in this metropolis. From the most satisfactory calculations which the managers are enabled to command, the amount annually expended in ardent spirits in New-York, cannot be less than \$ 1,612,500. This fatal prodigality most frequently appears among that portion of our population, whose daily existence is identified with poverty, want and distress, and who rely upon manual labor for subsistence.

On considering these facts, and reflecting upon the extent of that vice which they exhibit, the managers turned their attention to the remedies which most clearly presented themselves to view. They are happy to state, that in this respect, they found a satisfaction in observing the policy pursued by the chief magistrate of the city. They are happy in saying, that the present mayor has done much to stem the torrent that threatens to carry away a strong pillar of our social order, and impair the wisest safeguards of our peace and security. He has taken a bold, independent, and, (as the managers believe,) a judicious stand. In March

1818, when he took the office of chief magistrate, the number of licensed houses to sell ardent spirits was 1637; they are now, as we before stated, 1431. Here is a nominal deduction of more than 200: and when we take into consideration the increase of our population, we should say, that if there was the same proportion of licensed houses to the number of people now, that there was in the beginning of 1818, the aggregate would shew a virtual reduction of nearly five hundred; and that too in the most vicious and disorderly parts of this metropolis. The chief magistrate has also enforced, in the strictest manner, the legal penalties against keeping open dram shops and tippling houses on the Sabbath; and wherever instances of violation upon the law have been found, the infraction has been punished by prosecution, and the denial of a new license to the transgressor. The managers feel confident that this course of policy has tended much to the decrease of crimes. Our population is now about 120,000. The whole business of the police is less now than it was twenty years ago, when the population was not over 60,000—one half the number. This has been ascertained by a recourse to our judicial records. The fees of our police magistrates depending upon the management of our criminal business, have also so much decreased, that the officers have applied to the corporation for further emoluments as a reward for their public services; and it may also be remarked, that the number of peace warrants granted, has been reduced from 10 to 5 per day, while the reduction of fees has been $33\frac{1}{2}$ per cent. In this cheering view, the managers cannot but cherish a conviction, that great and wholesome reform has attended the policy of the

present mayor; for it is a fact, that three-fourths of the assaults and batteries committed in the city and county of New-York, and brought before the court of sessions, proceed from the degrading use of ardent spirits.

But notwithstanding these circumstances, the present laws, in relation to the granting of licenses, are miserably impolitic and pernicious. The nicest and most vigorous administration, cannot alter their evil provisions, or create restraints, when there is no authority to sanction them. It needs an energetic and decided exercise of public authority, on the part of the legislature, as well as on the part of our common council, to remedy existing abuses. The mayor, it appears, now grants a license to retail and sell liquors, *which are to be drunk on the premises of the retailer.* The annual revenue from this source during the last year, was \$7,225. In addition to this, there is a commissioner of excise, who grants licenses to persons to retail liquors, *which are not to be drunk on the premises of the retailer.* For each license thus granted, the commissioner of excise may charge a sum not less than *five*, nor more than *fifty* dollars. This source of revenue affords an annual amount of not less than \$10,000. Here, then, is a contradictory and clashing system of municipal regulations of the most injudicious tendency, fostering guilt and moral abandonment.

It has been found that many retailers obtain licenses, who are wholly destitute of any capital, and who commence business, without any pecuniary responsibility. On this view of the subject, the managers saw no hope of staying the evil, without the aid of the legislature and the common council. They therefore memorialized the legislature at its last session, asking its assistance

and countenance, and drew up a law which they hoped to have adopted, embracing the following provisions: *First*—that no person having a tavern license, should keep a grocery store, as the practice now is to do both, under the same license: and that no person having a tavern license, should expose for sale under such license, any goods, wares, merchandise, fruits or vegetables, or other things, except such as are for food to be eaten in the house. 2d. That when licenses are hereafter to be granted, a sum not less than twenty nor more than one hundred dollars, should be paid; that it should be particularly for a tavern, and strong bonds entered into by the persons licensed, to keep within the express provisions of the law, in relation to vending groceries and other forbidden articles. 3d. That all persons receiving renewed licenses, have a sign in some conspicuous place on the outside of his house, with the words “RENEWED LICENSE” upon it. 4th. That the office of commissioner of excise be abolished, and the mayor alone be authorized to grant licenses; that the number of licenses be LIMITED by the legislature, and that the common council of the city have power to lessen this number, if deemed expedient. 5th. That the mayor, and in certain cases the recorder, grant licenses to sell by retail, porter, ale, beer, cider, and other liquors, not distilled or mixed with ardent spirits—the price of each license in such cases to be five dollars, to go to the relief of the poor; the person having it, entering into a recognizance not to keep a disorderly house, nor permit on his premises, cock-fighting or gambling of any kind. 6th. A proviso, that those who at present hold licenses, shall not be disturbed, but have a preference, so long as they remain in the same place, and on the same premises. 7th.

Such other provisions as would tend to enforce the foregoing regulations.

The managers regret that they are compelled to inform the society, of the entire failure in the attempt to procure the passage of the above law.

3. PAWN-BROKERS.—It appears, upon the examination of this subject, that as the law now stands, pawn-brokers must be regularly licensed by the mayor of the city of New-York, and bonds entered into, in the penal sum of five hundred dollars, with two sureties, to obey and perform the exactions of the statute. Ten persons are now licensed and under legal obligations, to keep their books open to the inspection of the mayor and commonalty of the city, as well as to the special justices for preserving the peace. Each pawn-broker's books must contain a description of the articles pawned, and the amount of money thereon borrowed, with the name of the pawner, and the rate of interest received. On the reception of all articles, the pawn-broker must deliver a memorandum in the form of a receipt, to the person pawning his or her property. The rate of interest is 7 per cent. above \$ 25; and 25 per cent. below \$ 25. In case of lost or stolen articles being advertised, the pawn-broker is bound to give information to the police, if the specified article be in his possession. The articles pawned cannot be sold under a year, and then at public auction, after due notice has been given. The managers are led to believe, that the laws and regulations on this source of pauperism, are salutary and duly enforced.

4. LOTTERIES.—In their application to the legislature on this subject, the managers have been more successful than in the case of licenses to sell ardent

spirits. During the last winter, they prepared a memorial to the legislature, praying, among other things, the interference of that body in the management of lotteries. The principle of insurance had become an evil of the most alarming magnitude, and many other incidents attending lottery concerns, were operating with the most pernicious effect. The legislature passed a law, embracing the general provisions suggested by the board, with many additional restraints of a wholesome and judicious tendency. By this law, private lotteries are declared to be nuisances: all gambling connected with lotteries is prohibited; no person is allowed to vend tickets of any lottery not authorized by the legislature of our own state; registering offices are prohibited; all grants, bargains, conveyances, and transfers of any species of property, growing out of illicit and illegal contracts in relation to lotteries, are declared to be null and void. All insurances or risks and chances, heretofore so injurious to the interests of morals and industry in the lower walks of life, are effectually provided against. All persons vending lottery tickets must be licensed; the price of each license being \$ 500—one half of which goes to the institution for instructing the deaf and dumb, the other half to the Free School Society.* Great and judicious improvements have also been made in the drawing of lotteries, and the forgery of lottery tickets declared to be felony. The managers feel constrained to congratulate the institution on this instance of reform, so congenial to public good. A great obstacle has been thus erected in the paths that lead to indigence and vice.

* There have been but four licenses granted since the passage of the law.

5. CHARITABLE INSTITUTIONS.—During the past year, an attempt has been made to ascertain the number of charitable institutions in our city, together with their annual funds, their gross permanent funds, and their yearly expenditures. The tendency of these benevolent associations, has also claimed the attention of the managers.

Much has been said, and much has been written, as to the evil consequences of extending charitable relief to paupers. There is a line of distinction, however, which reason and religion point out. When charitable aid encourages indolence, and diminishes or destroys responsibility to be industrious and frugal, its tendency is obviously pernicious; but where it only relieves the distresses of the infirm and impotent, who are unable to resort to labor, or provides the means of being industrious, to those who are constitutionally able to sustain themselves by corporal exertions, we cannot see that it offers any incitement to idleness and vice.

6. THE PURCHASE OF A LIBRARY.—To promote the great objects of the society, the managers have deemed it advisable to lay the foundation of a library for the use of the institution. It is essential in all human associations, for the improvement of our condition, to walk in the light, and under the guidance of the most useful knowledge. The managers therefore have deemed it expedient to adopt a plan for the prudent and gradual collection of such works, essays and tracts, as shall enlarge our views of national economy; of the best plans for the education and employment of the poor; of the most effectual and happy systems of police; of the most expedient management of prisons, and the most wholesome punishment and prevention

of crimes. Sound policy suggests the necessity of collecting all the most distinguished and able reports, pamphlets, and periodical publications, connected with the subject of pauperism. It is a duty which our common country owes to herself, to trace the ranges and survey the monuments of European discovery—to adopt her virtues, and reject the vices of her political and moral systems.

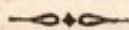
THE ENROLMENT.—The managers have made some considerable progress towards an enrolment of the whole population of the city, by means of which was to be ascertained, the number of people in each ward, their pursuits, habits, condition, and wants. The city has been divided into districts, and committees appointed to advance and accomplish the plan. Altho' fraught with many latent difficulties, it is to be hoped that the undertaking will be accomplished previous to the next annual meeting of the society.

A committee has been appointed to report upon the number of houses of ill fame in our city, and another to ascertain the number and character of gambling houses, and recommend the most expedient policy to adopt towards them. These committees have not as yet been enabled to accomplish the objects of their appointment, although many important facts have been brought to light, on which future plans of reform may be predicated.

SAVINGS BANK.—The managers have reason to congratulate the society on the guardian interest which has been cherished in its concerns, by our legislature in granting the charter of a Savings Bank, in conformity to a memorial presented to them by the board. Perhaps no single plan of policy could prove so important and effectual in undermining the founda-

tion of pauperism, as the establishment of this institution. It is founded on principles calculated to inspire economy, produce reform, and inculcate a spirit of enterprise and industry, and self-respect, among the laboring classes of the community. Deposits as low as one dollar are received from all classes of society, including mechanics, laborers, servants, minors, and others, who generally have no connexion with other banks, and would otherwise have no means of loaning their money in safety and to advantage. Certificates of such deposits are given, five per cent. interest paid, and the principal liable to be drawn out every quarter of a year, and the interest every six months, if the principal remains. If the interest that accrues remains, it becomes stock, and draws interest. Similar institutions have been tried in various parts of Great Britain, in Philadelphia, Boston, Baltimore, Salem, and other parts of the United States, and the same uniform effects have been realized. They prevent idleness, waste and prodigality, and hold out the strongest inducements to frugality, temperance and economy, among those verging to a state of pauperism. Whenever an accumulation of property is commenced, however diminutive may be the acquisition, it creates a desire to see the progressive increase of the little capital. A habit of frugality is induced, and the recent victim of idleness, intemperance, and poverty, often looks forward to the winter of old age with anxiety, and resorts to honest industry to provide for his wants, by saving the rewards of his toils. This has been found the case in countless instances. In fact the Savings Bank has a tendency to promote most of the objects that can be embraced in a plan to prevent the increase of paupers. It has been successful in its

operations, beyond the most sanguine expectations of this board at the time it was projected. There have been deposited since the 3d day of July, 1819, the time when it commenced its operations, upwards of \$ 150,000, and not more than \$ 5,000 have been drawn out. The stockholders are principally laborers, servants, both male and female, who depend on menial occupations for a livelihood. In many instances its immediate and important effects on the poor are already apparent. It promises great and permanent relief, and may be hailed as a public blessing.*



From this view it will be seen, that although the managers have made no small exertion to remove the abundant sources of pauperism in the city, yet that the duties which remain to be performed, are vastly important. It may with propriety, however, be remarked here, that in addition to the specific reforms which have been effected, one great advantage has accrued to the public from the exertions of the society. The field has been explored, and land marks erected: public attention has been awakened: the sources of poverty and crime are becoming subjects of daily inquiry, and plans of productive industry among the needy and idle, a desideratum of general interest. The march of reform has commenced, and as we hope, it cannot be arrested.

The experience of the past year shews us plainly what still remains to be executed. *The present sources of pauperism and their remedies, now claim attention.*

* Vide Annual Report of Savings Bank.

However unpleasant and alarming the fact may appear, it is no longer to be concealed, that the number of paupers in the city of New-York, is at least **EIGHT THOUSAND**. In this estimate, we do not pretend to include those alone who are unable to work: two great classes of paupers naturally present themselves. 1st. Those who are able to work, but from idleness or want of employment, or from the commitment of crime, have become the objects of charitable aid, or of public support. 2dly. Those who from old age, disease or disability of any kind, are unable to apply themselves to labor. In these two classes are included the subjects of our alms-house, of our hospital, house of industry, orphan asylum, penitentiary and bridewell, and the various classes of poor people provided for by individuals, families, or benevolent associations. Perhaps it may be said, that these are not all strictly paupers; but they are certainly all persons who, in a greater or less degree, depend upon extraneous support, and in an aggregate point of view, constitute a public burden. Such is the magnitude of this number, and such is the deep importance which the subject of pauperism now assumes in our city, that the managers are induced to recur to the principles which constitute the basis of this society, and the present existing sources of pauperism.

The present sources of pauperism in the city of New-York, may reasonably be included under the following heads:

- I. Emigrations to the city from Foreign Countries.*
- II. Emigrations from other Counties and other States.*
- III. Intemperance.*
- IV. Law Suits in our Criminal Court.*
- V. Defects of the Penitentiary System.*

VI. Gambling Houses.

VII. Want of Cleanliness.

VIII. Disregard of Religious Worship and Religious Institutions.

IX. Ignorance.

First. As to emigrations from foreign countries, the managers are compelled to speak of them in the language of astonishment and apprehension. This inlet of pauperism, threatens us with the most overwhelming consequences. From various causes, the city of New-York is doomed to be the landing-place of a great portion of the European population, who are daily flocking to our country for a place of permanent abode. This city is the greatest importing capital of the United States, and a position from which a departure into the interior, is generally considered the most easy and practicable. On being possessed of a more extensive and active trade than any other commercial emporium in the union, it naturally occurs to the minds of emigrants, that we possess more means of employment. Our situation is peculiarly healthy, and no local objection, either physical or moral, exists, to arrest the approach of foreigners. The present state of Europe, contributes in a thousand ways, to vast and unceasing emigration to the United States. A universal shock of commercial embarrassment has pervaded, and still pervades the continent of Europe. The whole system of trade and exchange is affected; internal industry directed to new objects; nations are manufacturing for themselves, and abandoning the usual resorts; armies and navies are disbanded, and labor-saving machinery

is daily lessening the necessity of manual industry.* Hence an almost innumerable population beyond the ocean is cast out of employment, and this has the effect of increasing the usual want of employ. This country is the resort of vast numbers of these needy and wretched beings. Thousands are continually resting their hopes on the refuge which she offers, filled with the delusive visions of plenty and luxury. They seize the earliest opportunity to cross the Atlantic and land upon our shores. Many of them arrive here destitute of every thing. When they do arrive, instead of seeking the interior, they cluster in our cities, or sojourn along our sea-board, depending on the incidents of time, charity, or depredation, for subsistence. On application by one of the managers to his honor the mayor,† he states, that from the 1st day of March, 1818, to the 1st day of November, 1819, there have been THIRTY-FIVE THOUSAND FIVE HUNDRED AND SIXTY PASSENGERS who have arrived in vessels at the city of New-York, and been reported at his office; of these, eighteen thousand nine hundred and thirty are foreign-

* According to Mr. Owen's calculation previous to 1792, one-fourth of 15,000,000 was manual labor, and the scientific power was three times the manual power in England.

Thus, Manual power,	-	-	3,750,000
Scientific power,	-	-	11,250,000
			15,000,000
			15,000,000
In 1817, Manual power,	-		6,000,000
Scientific power,	-		200,000,000
			206,000,000

Thus the productive labor of England acting by machinery, according to the invention of Watts, Arkwright and others, has increased since 1792, as 12 to 1 and a fraction.—Vide Owen's Memorial to the five Allied Powers.

At a recent meeting, Mr. Owen estimates the gain as 100 to 1.—See Christian Observer, p.

† See Mr. Colden's letter to Mr. Haines.—*Appendix*.

ers.* How many others have crossed our frontier lines, and arrived by way of the Canadas,† or how many thousands have evaded our laws, which require a report of each person on landing, we cannot say; but the chief magistrate of this city has calculated, that the number of eighteen thousand and upwards, does not include more than two-thirds of the real number; and after making every reasonable deduction, this would give as an aggregate of more than twenty-eight thousand who have arrived at this port in twenty months. What has been the destination of this immense accession of population, and where is it now? Many of these foreigners may have found employment; some may have passed into the interior; but thousands still remain among us. They are frequently found destitute in our streets; they seek employment at our doors; they are found in our alms-house, and in our hospitals; they are found at the bar of our criminal tribunals, in our bridewell, our penitentiary, and our state prison. And we lament to say, that they are too often led by want, by vice, and by habit, to form a phalanx of plunder and depredation, rendering our city more liable to the increase of crimes, and our houses of correction, more crowded with convicts and felons. For years and generations will

* In 1794, the emigrants who arrived in the United States, were estimated at 10,000, (Seybert's Statistics, p. 28.) and in 1806, according to Mr. Blodget's *Statistical Manual*, there were but 4000 in the whole United States. Mr. Seybert attributes the disparity to the impressment of England from passengers' ships, and other causes originating from the British government. In 1817, according to the work first referred to, the emigrants who arrived in this city, was 7,634; in the whole United States, 22,240. Well may the increase excite apprehension and astonishment, when we look at the arrivals during the last few months, at our own port.

† Within the space of five months during the last year, nearly *thirteen thousand* emigrants arrived at Quebec, in Lower Canada, from Europe.

Europe continue to send forth her surplus population. The winds and the waves will still bring needy thousands to our sea-ports, and this city continue the general point of arrival. Over this subject can we longer slumber? Shall we behold a moral contagion spreading and expanding with the most inveterate ravages, amid the ranks of our growing population, without endeavoring to arrest its progress? Shall this mass be suddenly identified with ourselves and our children, inculcating their habits and their principles, without an anxious effort on our part to stay the impending calamity? Why attempt to exclude the ravages of sickness and disease, and suffer the fatal ravages of moral desolation to stalk in triumph among us? At present the managers can suggest but three measures to be adopted on this subject.

1st. An attempt to change and improve the existing laws, in relation to the reporting of foreigners to our municipal authorities.

2d. An application to the legislature of the state by the municipal authorities, to aid in their removal, and finding them means of employment.

3d. Such employment as can be furnished by the society.

In relation to the duty of foreigners to report themselves when they arrive in this city, the present legislative regulations are wretchedly defective.* It appears that a law was passed a few years since, which requires every master of a vessel, within twenty-four hours after he "*enters*" his vessel at the custom-house, to report his passengers to the mayor's office, and enter into

* See the Mayor's letter to Mr. Haines in the appendix.

bonds, that each alien passenger shall not become a public charge for the space of two years. We have every reason to believe, that the execution of this law has been very partial, and virtually remains almost a dead letter in our statute books. But had its execution been ever so rigorous, a law passed during the last session of congress, opens a wide channel to the direct evasion of its requisitions. By this law, all American vessels sailing from one port to another in the same district, are exempted from making "*entry*" at all, at the custom-house of the port where they are ultimately destined to land. Hence the act of our legislature before alluded to, and which is founded on the necessity of an "*entry*," is rendered a mere nullity in its operations; for by this exemption, coasting vessels are entirely excused from making entry, although there may be hundreds of emigrants on board, and who may be thus landed without bonds of any kind. This law of congress still goes further, and permits an American vessel loaded with a cargo of passengers, to touch at any port in the United States, change her register for a coasting license, and then proceed to New-York or any other place, and land her emigrants without bonds or entry. Hence the provisions of our statute are completely baffled. Foreign vessels might also elude this law, by shifting a cargo of emigrants to coasting vessels. Besides all this, passengers are often landed in the night upon our wharves, or on the Jersey shore, or at other places contiguous to our city, and thus another law of the legislature, which exacts that all masters of vessels landing foreign passengers within 50 miles, shall give bonds that they shall not become a public charge within a certain period, may be com-

pletely eluded. It appears that the mayor has more than once, detected the most gross and reprehensible violations of this description.

The evils here pointed out call for decided and prompt interposition. An accession of more than eighteen thousand foreigners, a considerable portion of whom may become paupers, is a subject of no ordinary moment. Perhaps it might be well to make some application to congress for a general regulation; but the managers believe it highly expedient, that an application be made to the legislature of the state, for an alteration in the existing laws, affecting the landing of foreign passengers. As it regards the reports to be made, and the bonds to be entered into, the mayor has given it as his opinion, that a law ought to be passed, prohibiting vessels of every description, from landing an alien passenger in this state, without having bonds duly executed, that he shall not become an object of public support for a certain period of time; and that not only the master of the vessel, but the owners and consignees of vessels and cargoes, shall be liable to penalties in case of a violation of the law, and the vessel herself be rendered liable to attachment and condemnation, by a very rigid and summary process; in addition to this, that every foreigner who lands in this city, or enters it in any way, and resides among us, shall be compelled to report himself to the mayor, under oath, and give an account of the means by which he entered the state, and that penalties be enacted against those who neglect this requisition. The managers contemplate an application to the legislature, for such judicious regulations as our public guardians may think proper to establish.

But the city of New-York has, in the opinion of the managers, other claims upon the constituted authority of our state, than those which call for the change and reform of municipal regulation. The thousands of destitute foreigners now in this city, must be supported. We cannot force them back upon the ocean: we cannot suffer them to starve at our own doors; we cannot drive them by force to the shades and fastnesses of the wilderness; these foreigners must live, whether they are paupers or not. And why should the city of New-York be under obligations to feed and clothe, at her own expense, the foreign paupers who enter her harbor? Because we are contiguous to the ocean, and because it so happens that our only harbor and only emporium of foreign commerce, is situated at the mouth of the Hudson, does it also imply that we, and we alone, should administer to the daily wants of the great numbers who pour in upon us in converging directions from every country of Europe? **THEY ARE NOT OUR PAUPERS.** They come from the four quarters of the world, and are brought here by the four winds of heaven. New-York is the resting place; and like another Constantinople in the days of the crusades, is liable to be devoured by swarms of people with whom she has no alliance, either local or moral, and who only make her a place of residence and convenience, until they find it their pleasure to seek the interior. Very often they live upon us through the winter season, and then when their labor becomes an object, pass into the interior country. Thus may one wave after another roll on, each increasing in volume and extent, until the most overwhelming consequences overtake our devoted metropolis. Where is this evil to stop, and who can com-

pass its magnitude? An hundred thousand may land in a single year, and yet the single city of New York, at least during the inclement season of the year, be forced to shelter, clothe and sustain them. These paupers belong to the state and to the nation; and surely our law-givers must feel the appeals of reason and humanity, when we ask for some remedy for these evils. Is it not just, is it not reasonable, that the hand of public charity should be extended?

But we can go further in vindicating the reasonableness of our claim upon legislative assistance. Not a winter passes but hundreds, and we perhaps may say thousands, of the poor from neighboring counties and neighboring states, crowd into the city of New-York, and feed upon her people throughout the winter. In many instances it is difficult to detect their impositions in passing as citizens of New-York; and if their place of residence is ascertained, the expense of transporting them to the place from which they came, would often exceed the expense of supporting them through the winter. We do not know that any additional laws could be passed to effect, by our legislature, in this case. When it is practicable and expedient, they are now sent out of the city; when it is not, the city is compelled to provide for them.

It would prove a great relief, could means of employment for foreigners be found, when they enter our city. Many thousands who arrive in this country from Europe, have been servants or manufacturers, and do not understand the art of husbandry; yet many arrive in a destitute condition who have worked on the soil. A great many others are vigorous, healthy, and capable of learning the art of agriculture. Could some

communication be opened with our great farmers and land-holders in the interior, and ways and means be provided for the transportation of able-bodied foreigners into the interior, and labor be prepared for them, it appears to the managers, that beneficial consequences might flow from the expedient. Many, very many foreigners who are honest and industrious, and who, for want of employment, are liable to become paupers, would gladly depart into the country and labor upon the soil or in work-shops, could they thus obtain a bare living.* In this case our city would be somewhat relieved; the number on our criminal calendar diminished; and the emigrant, now on the brink of pauperism, or begging alms and receiving charitable aid, become useful to himself and to the community. Instead of bringing up his children in idleness, temptation and crime, he would see them amalgamate with the general mass of our population, deriving benefits from our school establishments, our moral institutions, and our habits of industry. The managers conceive that an attempt, like the one here pointed out, might result to much advantage; and in the mean time, that means of employment be opened, as far as possible, in the city and county of New-York.

3. **INTEMPERANCE** in the use of ardent spirits has already been spoken of. It remains, and the managers fear will long remain, an awful source of pauperism, crime and wretchedness, unless the public authority confer more attention upon its deplorable evils,

* Many foreigners of the above description are now usefully and profitably employed by the farmers of Vermont, along the shores of Lake Champlain. These emigrants came by way of the Canadas, and were in a poor and comfortless condition.

and correct, with a bold and vigorous policy, our present system of regulations. The managers would recommend a most decided co-operation with the chief magistrate of the city, in the judicious and highly responsible measures which he is pursuing to produce reform. They are also in favor of making a second application to the legislature, to pass a law in relation to licenses, similar to the one which has already been drafted by them. On the evil of intemperance above all, our institutions should cherish a warm and constant anxiety. Perseverance, zeal and decision are requisite. Neither the cold reception with which our plans of reform may be received, nor the lethargy of the community in general, should cast even a transient dampener upon our exertions. How has the reform of every great moral evil, identified with habit, interest and prejudice, been accomplished? Not by lifting a single arm, and then abstaining from further effort. No; it has been accomplished by years of toil, labor, and sacrifice. In many instances, the projectors of great changes and improvements have closed their eyes upon this world, and upon all their long and arduous efforts, before success has crowned their noble and benevolent enterprizes. How many years rolled by, how many hearts fainted, how many philanthropists despaired, before the glorious abolition of the slave trade was accomplished? If our legislature and our common council do not perceive wisdom and consistency in our applications; if the various orders of society in this populous city cannot be aroused to a sense of the awful calamities which we so deeply deplore; it is our duty still to speak, and struggle with every obstacle, until our voice is heard and our reasons weighed in the scales of candor

and justice. And then if we cannot succeed, there is a consolation and reward in believing that we have faithfully contended, under the banner of truth, with the sanction of an approving conscience.

4. LITIGATION AND LAW SUITS IN OUR CRIMINAL COURTS.—Next to the intemperate use of ardent spirits, the managers would anxiously call the attention of the society to the deplorable effects of litigation in our criminal courts. We refer, in a particular manner, to the law suits which arise from assaults and batteries. A considerable portion of every term of the court of sessions, is consumed in the trial of indictments for this species of misdemeanors. These generally arise among the lowest orders of society; and it is an awful truth, that two cases out of three proceed from drunkenness. People resort to the tippling houses, regale themselves with a few glasses of ardent spirits, and the excitements produce disputes and altercations. Blows are exchanged, wounds and bruises given and received, and the police office is the resort of one party or the other, and perhaps of both, and cross complaints filed. These are sent to the office of the public prosecutor, and from thence to the grand jury. The party complaining is subpoenaed to attend the grand jury from day to day, with their witnesses, until the grand jury can hear and investigate the subject of controversy. As these quarrels seldom happen without the presence of others, the number of witnesses summoned is oftentimes considerable. Owing to the pressure of business, the grand jury seldom hear these complaints, until several days after they commence sitting, having old business to finish. Sometimes one, two and three courts transpire, without their being able to hear a complaint.

In the mean time, the complainant and witnesses attend from day to day at the grand jury door. The complaint is at length either dismissed, and the party complaining may return home, after having spent some days or a week in fruitless prosecution. If the indictment is found, then another scene takes place. The party complaining is then subpoenaed, with witnesses to attend court from day to day, until the cause can be determined. Many days may have elapsed before the cause can be heard. In the mean time the other party, the defendant, employs counsel, and also attends court until the trial ensues, and is then either cleared, or fined, or imprisoned. If the prosecution fails, all has been done to no avail; if it does not, a heavy expense occurs in a pecuniary penalty, or the demoralizing effects of a prison are suffered. Where there are cross complaints, two trials from the same quarrel often ensue. Over this picture we may indeed pause with regret. The source of pauperism here pointed out, is lamentably obvious. These law suits most generally occur among poor laborers, who depend on daily employment for their bread, with large families of children relying on their industry and prudence. Fees must be paid at the police office, to the district attorney, and to the clerk of the court; and that too by poor laborers, whose families may be in a starving condition. If counsel be employed, here is an additional expense. If the party convicted be too poor to pay costs, then they become a charge against the people. But the great source of pauperism is not the money actually paid out by the parties—it is the time wasted, the habits contracted, and the crimes and outrages liable to be committed in the course of these long and tedious prosecu-

tions. From the time the complaint is entered at the police office, to the time of its final disposition, weeks and months may expire, owing to various causes. During all this time the law suit is the great subject of concern to the two parties. During the sitting of the court and the grand jury, nothing else is attended to. Labor is abandoned; idleness and vexation of mind take place, and depredation often resorted to for support. Whoever enters our court of sessions, will see this development fully corroborated, in the crowds of miserable litigants who surround the bar of justice, in rags and in guilt. What can we expect from this moral evil, but the most inveterate pauperism? If the party convicted is sentenced to our penitentiary, it may leave a family desolate and starving, and produce no reform in the culprit. During the last eighteen months, there have been no less than 1900 complaints laid before the different grand juries, and some of them several times; and more than 900 indictments found for assault and battery.

In this view the managers have no intention of casting any shade of censure upon the manner in which criminal justice is here administered. What then remains to be done? Perhaps if some more summary mode of trying complaints for assaults and batteries, and other small offences, were provided by law, it would be far better; but for the remedy of this great evil, we must look to deeper expedients. We must look to the banishment of intemperance—to the influence of elementary education—to moral reforms—to religious institutions; to habits of industry and economy. Our free schools, our Sunday schools, and our savings bank, are doing much. Would our legislature and our common coun-

oil unite in reducing the number of licensed taverns, and places of drunkenness and personal warfare, a sound blow would be struck, and its consequences seriously felt. The managers can do no more in this place, than recommend this cause of pauperism to constant and lively consideration.

5. THE DEFECTS IN THE PENITENTIARY SYSTEM.—On the defects of the penitentiary system, your managers feel both regret and embarrassment—regret that so many abuses call for reform, and embarrassment that their remedies present so many perplexities. It is indeed a fruitful source of pauperism, and presents a spectacle of horror.

In speaking of the evils which its condition unfolds, we make no allusion to the keeper or superintendent; every thing wears the appearance of cleanliness and a regard to comfort, in the Bellevue Penitentiary; but we speak of the want of those barriers and partitions between the young and the old, the unfortunate convicts, and the aged and abandoned felon, which tend to prevent the most pernicious social communication, and the most atrocious confirmation of guilt. It appears upon inspection, that there are two divisions in the penitentiary, as to the female convicts. The white females compose one class, and the black females another. These two divisions include every kind of female convicts; such as prostitutes, vagrants, lunatics, thieves and those of a less heinous character. Here then is one great school of vice and desperation, confirmed and unrepentant criminals; these will and must be in such places of public chastisement. There will be those whose hearts are seared to remorse and penitence; whose names have again and again been enrolled in our criminal calendars, and

whose faces are familiar to the ministers of justice. The most aggravating and degrading crimes have consigned them to this ignominious asylum. With convicts of this character we place those novices in guilt, those unfortunate children from 10 to 18 years of age, who from neglect of parents, from idleness and misfortune, have never had a sense of morality, contravened some penal statute without reflecting on the consequences, and for a hasty violation, been doomed to the penitentiary by the condemnation of the law.* And is this the place for *reform*? More than three hundred wretches, of all ages and gradations in crime, are placed in a community by themselves, often without employment, without instruction, without admonition or advice, to become the subjects of reformation†—to pass the ordeal of moral purification! Does any principle, dear and sacred to our feelings, sanction this treatment? No—nature and

* There are at this time confined in this Prison—

CRIMINALS,		
White Men,	- - -	95
Women,	- - -	8
		— 103
Black Men,	- - -	62
Women,	- - -	20
		— 82
VAGRANTS,		
White Men,	- - -	72
Women,	- - -	46
		— 118
Black Men,	- - -	23
Women,	- - -	21
		— 44
Maniacs, white women,		11
		—
Total,	-	358
		—

† We would wish to be understood, in making these strictures, as excepting the labors of the Rev. JOHN STANFORD; whose indefatigable attention to the moral and religious welfare of the prisoners in his weekly visitations, we consider as deserving the highest praise.

humanity cry out against it. The voice of compassion and sound policy disclaims the principle in abhorrence, and the finger of religion points with sorrow to those prison doors that close upon the young, the unwary, and the unfortunate, who are sent to mingle in this congregation of the reprobate, the forsaken, and the abandoned, where no example is seen to reclaim, and no accents of parental regard are heard to save. Why this melancholy spectacle of female wretchedness has claimed no more attention, and excited no more sympathy, in a city like ours, where scenes of exalted benevolence, and acts of religious devotion are continually displayed, we cannot say. Why no female messengers have entered this gloomy abode of guilt and despair, like angels of mercy, and seraphs of peace and consolation, is matter of deep reflection and regret. But we trust that the appeals to piety and benevolence, will yet call up some saving spirit who shall delight to administer to the afflicted, and recal the lost and forsaken—who, if they cannot bid the prison doors fly open, can illumine the cheerless mansions with the precepts of the gospel of peace and comfort.*

* It may be known to most of the society, that in the year 1813, Mrs. ELIZABETH FRY, of London, a benevolent lady, of the Society of Friends, obtained leave of the magistrates and of the keeper of Newgate, to commence a plan of reform among the female convicts, which had for some time been the subject of her pious solicitude. The female department of this prison contained, at that time, an assemblage of the vilest wretches that were perhaps ever associated in one common mass of corruption. Women of all ages, and many of them having their children with them, guilty of every crime, and totally abandoned to the impulses of the basest passions, lewdness, impiety, cruelty and ferocity, were thrown together in one common herd of wickedness. With a heroism rarely equalled, did this "Female Howard" enter *alone* into this den of human depravity, armed only with that firmness of purpose, which is inspired by christian confidence and the ardent desire of doing good. By the persuasive influences of that love, which animated her to this noble

As to the male prisoners in the penitentiary, the managers are happy to say, that some reform has been made in their treatment. Until recently, boys from ten to eighteen years of age, were placed in a large apartment with hoary-headed felons, who had grown grey in vice and depredation, there to listen to their sarcasms on morality, their jests upon religion, or to oaths, imprecations and blasphemies. At present, the young and adult felons and convicts are in some degree separated, and partial instruction afforded to the former. We are sorry to be informed, by the mayor, that since he has administered our criminal jurisprudence, the unpleasant task has devolved on him, of sentencing boys, from twelve to fifteen and seventeen years of age, several times to the penitentiary. If any thing can blunt moral sensibility, and divest shame of her blush, and remorse of its poignancy, it is repeated arraign-

deed, she at once secured the attention of these poor wretches, and very soon gained such an entire ascendancy over their affections, as to bring them into order, and to obtain their unanimous consent to arrange themselves in classes, for the various purposes of improvement, in work, reading, &c. A school was established for the children in a small apartment of the prison, and kept by one of the convicts. Having formed a committee of ladies, to unite with her in carrying on her system of reformation, Mrs. Fry visits the prison frequently; and, at stated periods, collects the women into one apartment, reads to them a portion of the Scriptures, and frequently addresses them, with remarks forcibly calculated to strengthen the virtuous principles which have thus been happily commenced. So great has been the reformation, that the cells of Newgate have become an object of enlightened curiosity to people and strangers of the highest rank in London. Their cells, formerly remarkable for dirt and filth, are now noted for their decent and cleanly appearance.

Mrs. Fry has more recently performed a journey, in company with her brother, I. I. Gurney, through the northern parts of England and Scotland, for the purpose of visiting the prisons. In this journey she was instrumental in establishing a committee of female visitors, in several towns, where the prisons stood most in need of such reformations. At York, Glasgow, and Liverpool, these committees are already in active and beneficial operation. It is scarcely possible to conceive the good that may be thus effected, if the task be entered upon with sincerity of purpose; and, we cannot but hope, that this benevolent spirit will take root in our own country, and produce the same fruits of christian love.

ments and sentences at a criminal tribunal; and if anything can destroy the ingenuousness and rectitude of youth, and open a road to ruin, it is the polluting society of those veterans in guilt and wickedness, who hold their reign in our prisons of punishment—it is the corrupting devices and conversations of thieves, burglars, counterfeiters, gamblers, perjurers, drunkards, vagrants, and peace breakers. These men have a language peculiar to themselves and their companions in iniquity, and none but converts to their standards of atrocity, can have a key to it. They have their rules, their by-laws, and their government—all based on the entire destruction of every moral and civil obligation. Again we ask, is this the school of reform? Shall we send convicts in the morning of life, while the youthful mind is ardent and open to vivid and durable impressions, to this unhallowed abode, to be taught in all the requisites that will enable them to come forth when their term of imprisonment expires, more prepared to invade the peace of cities and communities? On this subject volumes could be written, and the fruitful topic of appeal and remonstrance scarcely exhausted. To say that this is not a great source of pauperism, and a nursery of crime and outrage, is denying the fairest deductions of reason.

But are there any remedies? The managers reply in the affirmative. A building could be erected at a moderate expense, within the precincts of the penitentiary, and moral, religious and elementary instruction afforded, especially to the younger convicts. The policy of erecting prisons upon a plan that will enable prisoners to be kept at work during the day, and each one lodged at night in separate rooms of small dimen-

sions, is now prevailing throughout England, and should prevail throughout this country. A building will soon be finished at Pittsburgh, in Pennsylvania, on this plan, and one wing of the state prison at Auburn, in this state, conforms to it.

6. GAMBLING HOUSES.—The managers would propose the strictest investigation and research, to ascertain the number of gambling houses in our city; their character and nature; their tendency and effects, as far as they can be traced, and the proper penalties and punishments to be enforced against them. The districting of the metropolis, and the enrolment of every minute section, may lead to many discoveries. There is every reason to believe, that the number of gambling houses far exceeds any idea of its magnitude that is cherished in the public mind. The consequences of gambling must always be apparent. It leads to poverty and crime, in countless ways. It creates an excitement in the mind, that dissolves the strongest obligations to a virtuous course of life, and obliterates the last trace and vestige of moral principle.

7. WANT OF CLEANLINESS.—That a disregard to personal cleanliness, leads to a relaxation of moral rectitude, is apparent to the eye of experience and observation, on whatever quarter of the globe it lights. This is no place to develop the mysteries and constant connexion between moral and physical agencies; yet it is not difficult to see much to deplore in a state of daily existence, that puts shame at defiance, and is covered with rags, and all the uncleanly attendants of poverty in its lowest grade. Where have the noblest virtues of the human character flourished? Where have the highest qualities been exhibited? Not

surely in those loathsome collections of mankind, where uncleanliness leads to disease, and banishes a regard to appearance and decorum. We rarely see the petty invaders of our rights and properties, the sons and daughters of personal neatness in habits of dress. The managers cherish an anxiety to have neatness and cleanliness in all places of charity and benevolence in our city, and a rigid regulation, that no person receive any aid whatever, from any benevolent society, unless personal habits be neat, clean and wholesome. This will induce the parents of pauper children, to change family habits, and rear up their offspring with a regard to decency. All persons receiving employment should also fall under the same regulation.

8. **IGNORANCE.**—The effects of ignorance, in directly contributing to pauperism, have already been described with clearness and ability, to this institution, in a former report.* It is a great parent of moral violation, of almost every name and description. Under this head, we may include every disregard to education, either moral or religious. It is worthy of remark here, that in the great attention which is now paid to the prevention of pauperism in Europe, the enlightening of the understanding is the fundamental remedy held up to the adoption of governments, societies and individuals. They look to the influence of moral and religious instruction upon the lower orders, to produce a repugnance to pauperism, and the aids which it is compelled to seek and embrace. The Lancastrian system of education now prevails in most parts of Europe, and is daily making bold and rapid advances towards universal adoption. In England, Holland,

* Report of 1818.

France, Germany, and Russia; and even in Spain and Italy, it is gaining converts and friends. The managers are happy in recognizing its genial and salutary effects in our city, and in seizing upon every opportunity to express their gratitude to our legislature, for their repeated instances of patronage. Our Sunday schools are also working the most extensive and happy reform, in the ranks of the poor and needy; carrying the balm of faith, hope, and consolation, to the cold retreats of ignorance and misery. To their various sources of moral reformation, and especially to the extension of literary and religious instruction, by charity and Sunday schools, may be ascribed, we fully believe, much of that improvement in the lower classes of the population, which is obvious and cheering to the philanthropic observer. The managers are making efforts to ascertain the number who attend our free schools, our Sunday schools, and other places of charitable instruction; and the most practicable mode of extending tuition and religious and moral education, to the eight thousand poor children, who are growing up in our city like the children of the wilderness—ignorant of the blessings of education, but more exposed than they, to the temptations of vice and folly. If we would look to the mild diffusion of that gospel, which rests upon the rock of ages, and is the foundation of human hope and happiness; if we would look to the security of that religion which holds together our social existence; if we would render firm the free institutions, which we love and cherish as the most precious legacy that can be left to posterity; if we would shut out the crimes, the abuses, the follies, and the indiscretions, which lead to pauperism, in its most rugged and formidable character—let us look to edu-

education, in early life, as our surest safeguard. Here is the universal antidote. This principle cannot be too deeply impressed upon ourselves, and those for whom we act.

In addition to what they have thus performed, the managers are anxiously devising employments to the poor, as far as possible, during the present season. The report of the committee on means of employment, will afford the society some guide to this subject.

In this outline, it is abundantly apparent, that much, very much, remains to be done. The vista opens as we proceed, and new duties devolve upon us at every step. Public attention still slumbers over the wide spreading evils, which we are laboring to remove. But, shall we pause in our exertions, or shrink from our responsibilities, because discouragement frowns upon us, as we lift the friendly arm of reform? Shall we abandon our regard for the interests and welfare of our populous city; and leave ignorance, crime, and poverty, to triumph in the destruction of public and private virtue? NO.—Never should we relax or hesitate in our efforts—until every christian denomination—until every benevolent association—until every class and grade in society—the humble, the exalted, the great, and the good—are united in one grand system, to oppose the inroad of evils, which may move the firmest pillars of society.

If we would advance as a nation, as a state, or as a city, in the paths of wisdom and sound policy, we must investigate evils and abuses, and reflect, with a lively interest, upon their prevention. The most formidable and fatal sources of destruction in social systems, as we have before asserted, are unobserved at their com-

mencement, and disregarded in the first stages of their progress. The evil of pauperism, at the present moment, in the kingdom of Great Britain, fully demonstrates the truth of our remark. Although some doubt envelopes the subject, yet it is probable, that the pauper system in England had its commencement more than three centuries ago, in the fifth year of the reign of Elizabeth. In most, or in all the succeeding reigns, statutes were passed, while paupers increased. Vast commercial speculations, brilliant wars, and other dazzling objects of public regard and national policy, abstracted the attention of the government and of individuals, from the rapid increase of paupers and poor-rates, until the evil arrived to an extent that threatened to impoverish the British nation. Then it was, that such statesmen as Pitt, Whitbread, Sheffield, Brougham, Colquhoun, and others, equally profound and illustrious, began to reflect on plans of reform. Had the combined exertions of British statesmen and British jurists, been arrayed against the present system, in season, a tremendous calamity might have been averted. But the day passed by; and England now presents a spectacle, unparalleled in the compass of civil history. The voice of her parliament, the language of her legislators, and the testimony of her public economists, concur in pointing to her pauperism, as an abuse which shakes the British throne.*

* "The territory of this kingdom may truly, at this time, be called the PAUPERS' FARM; from which every vagabond who chooses to claim it, receives in the course of the year, a large sum, without tax, toll, or custom; thence the annual four pounds, which Mr. Evans apportions to every man and child, as the profits of the National Estate"

According to the estimate of a committee of the house of commons,† the annual expense of the pauper system in England is not less than eight millions of pounds sterling, or thirty-five millions five hundred and fifty-five thousand five hundred and fifty-five dollars and fifty-five cents. It has increased nine fold since the middle of the last century; and now consumes an annual expenditure that exceeds, by many millions, the yearly expenses of the United States government and all the state governments, put together. “It amounts, with the land tax and tythes, in many parishes, to a DISHERISON of the property of the land-holders” ;‡ and shews “*one ninth part* of a numerous nation existing as paupers, vagabonds, idlers, and criminal offenders, at the expense of *one third* of the remaining population.”§ Mr. Colquhoun asserts, in his treatise on the wealth, power, and resources, of the British Empire, that “more than *half a million* of people are paupers in England, who are now in the vigor of life, and whose labor might produce ten millions sterling, annually.”||

It is now the general belief, among intelligent and reflecting men in Europe, that the poor laws of Great Britain have an influence to relax morals, destroy all anxiety for a livelihood, extinguish ambition, unnerve the arm of industry, produce intemperance, and preclude the increase of population. The resort to the erection of public alms-houses, has resulted in a complication of serious disadvantages. The money wasted in building, furniture, repairs, the salary of managers,

† Report of a Committee of the House of Commons.

‡ Report of House of Commons on the Poor Laws, 1817.

§ Colquhoun's Treatise on Indigence.

|| Or more than \$ 44,000,000.

overseers, physicians, cooks, superintendents, and other agencies, has cast enormous burdens on the nation, while the principle of opening a refuge to idleness and imposition, has diminished, to an alarming extent, the productive labor of the empire. Here then, is an example, of which we should never lose sight. It is true, that our moral condition is widely different from that of England. We have an extensive territory, and vast tracts of uncultivated country, while England has a population dense and numerous in proportion to the surface of the kingdom. While Great Britain exhibits a proportion of one hundred and eighty-one inhabitants to each square mile, the United States, at the last census, shewed but *three* inhabitants to a square mile, or an extent of soil that would allow nearly two hundred acres of land to each individual. Should our population be nearly fifteen millions, we should then have but six persons to a square mile. It has been estimated by sound proficients in statistics and political economy, that a square mile is capable of sustaining three hundred human beings, upon a general average; and should the United States contain a population of two hundred and fifty million, we should have but little over one hundred people to a square mile*—a reflection that naturally precludes the idea of having our cities over-run with paupers, at this early period of our national existence. In addition to this, other causes, foreign to our condition, produce pauperism in England. The burden of her taxes; the inconstancy of her manufactures, depending on foreign markets, and above all, the recent astonishing increase of labor-saving ma-

* Seybert's Statistics, and Melish's United States.

chinery, conspire to render the state of England different from our own. But there is a uniformity in moral causes and effects, that runs through the history of empires, and extends back to the commencement of every political system that has arisen into existence. If public alms-houses—the imprudent and indiscriminate administration of public and private charities—and many other resorts, have encouraged pauperism in Great Britain, they will have the same tendency here, whenever and wherever, adopted. This is a rational and infallible truth, worthy to direct and guide us, in all our deliberations and efforts.

The managers embrace this opportunity, publicly to express their regret at the loss of one of their board, during the past year. In the death of JOHN MURRAY, Jun. this society have sustained a deprivation that will long be deplored by them and by the community, as a common affliction. In the establishment of a school for the education of children of color; in meliorating the condition of the Indian tribes in this state; in softening the features of our penal code; in aiding the establishment of the present free school system, by which nearly 2000 poor children are instructed in this city; in accomplishing the organization of this society; in procuring the incorporation of the savings bank, he bore a conspicuous part. Numerous were the instances of his liberality to the poor and suffering, while many useful associations of a moral, literary, and pious nature, have reason to remember him, as one of their early and constant patrons. He was the friend of mankind. As a philanthropist, his feelings and wishes embraced the good of every sect and condition in life. As a man of piety, he saw christianity in the meekness

of her genuine character, while he breathed her spirit in ardor, faith and humility. In his daily walk, he bore a living testimony that "her ways are ways of pleasantness, and all her paths are peace."*

The present season opens upon us, under circumstances peculiarly impressive. The ravages of an awful malady, that recently threatened this city, and caused the removal and return of many poor families, at great expense and sacrifice; the immense emigrations of destitute foreigners; the serious pressure of our commercial embarrassments, with many other circumstances, render the present period a crisis that demands our vigilance and exertion. Already has much been done to relieve, to reform, and to save; and this reflection is alone enough to cheer and animate us. Ours is not a path strewed with garlands of fame, or filled with triumphal columns; it is a path that leads to the abodes of disease and despair—of poverty and vice. Instead of looking to the splendid prize of renown, we must look to the good of posterity, and repose upon that never failing fountain of inward satisfaction, that fills and elevates the heart, as it beats in the cause of humanity and benevolence.

By order of the Board of Managers,

M. CLARKSON, *President.*

J. GRISCOM, *Secretary.*

New-York, December, 1819.

* See an interesting Memoir of JOHN MURRAY, JUN. by Thomas Eddy.

APPENDIX.

TO HIS HONOR, THE MAYOR OF NEW-YORK.

DEAR SIR,

Having been requested to draw the Annual Report for the New-York Society for the prevention of Pauperism, I hope you will excuse the liberty which I take, in soliciting your answers to the following questions :

First. What course, in your opinion, would be the most expedient and effectual for the society to pursue, in order to mitigate the increasing evil of intemperance, in the use of ardent spirits?

Secondly. What reformation would you recommend in the present system of management in our penitentiary?

Thirdly. Do you think our present laws and regulations adequate in relation to emigrants, when they land in our city; and if defective, what improvements would you advise?

I make the foregoing inquiries, with the more freedom, as I consider you the public guardian of our city, and feel deeply sensible of the important and lasting benefits which have resulted from your bold and enlightened administration.

As it regards the evil of pauperism, it is daily swelling to a great, and I fear, a durable public calamity. From the best calculations which I have been able to command, it appears that the present number of paupers in the city of New-York, is not much less than *ten thousand*. New swarms are continually arriving from Europe, and nothing but a comprehensive and severe system of prevention, can avert the crimes and invasions of peace and security, which spring from ignorance, indolence and intemperance. England, at the present moment, affords us an awful example. The management of her paupers is a fundamental object of legislation, in her two houses of parliament. In the concern which has been manifested in making provision for the better regulation of the poor in our city, I feel sensible that your

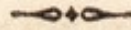
exertions have been of signal avail, and I ardently hope for the future co-operation of your efforts, with those of our institution.

With the highest sentiments of

Esteem and respect,

CH. G. HAINES.

New-York, 22d Oct. 1819.



THE MAYOR'S ANSWER.

DEAR SIR,

It will give me great satisfaction, if I can give you any information that will promote the laudable views of the society which has committed to your able hands, the drawing of their ANNUAL REPORT.

I doubt whether intemperance can be justly said to be an *increasing* evil, but it is unquestionably encouraged in our city, by the great number of licenses granted to retail ardent spirits; many of the houses for which these licenses are obtained, called taverns, being in fact nothing but dram shops. It has been said, that the only consequence of reducing the number of these would be, that more liquor would be sold by those who would be left with permission to sell. I am persuaded that this is not correct. We may say on this occasion, as Doctor Franklin said in reference to another subject, that your pigeons will increase in proportion to the number of houses you build for them. We may, however, not only theoretically conclude, that by decreasing dram shops, we shall lessen dram drinking; but experience, I think, proves the correctness of the theory.

When I came into the mayor's office, in March 1818, I found 1637 tavern licenses had been granted for the preceding year. Last year I granted 1437, and this year I have granted 1431. Nominally there is a difference of only about 200 between the number granted in 1818, and the number now licensed. But it must be recollected, that the number of licensed houses, which may properly be called taverns, and the number of boarding-houses, (to which I have generally granted licenses as a matter of course) have increased more than in proportion to the increase of our population. These have swelled the number of licenses, while

in fact the licenses to dram shops have been lessened, between four and five hundred. This diminution has been made chiefly in those parts of the city, where the lowest houses were the most numerous, as for instance, in Bancker-street and its vicinity. In the last mentioned street, there were in 1817, eighty-three licensed houses; now there are but thirty. One very desirable object, by the vigilance of the officers employed by me in this business, has been, I believe, nearly accomplished; that is, the dram sellers are compelled to shut their shops on Sundays. I have so invariably refused to renew the licenses of those who have been convicted of a disobedience to the law in this respect, that I do not think the offence is now often committed.

The effect of these reductions, is very obvious:—drunken people, I am persuaded, are much seldomer seen in our streets, than they used to be; but in my opinion, this is not the only good that has resulted from the diminution of dram shops: it has, as I believe, had a very important influence on the morals of the community, and lessened the number of crimes.

The police magistrates are paid by a salary from the corporation, in addition to the fees of office which they are entitled to receive. This salary, for several years previously to the last, was fixed at \$ 750 to each officer. In December of the past year, the magistrates presented a memorial to the corporation, representing that the business of their office, and consequently their fees, had so diminished, that they had not an adequate support: that the peace warrants issued from the police office, did not then average four a day, whereas they had formerly averaged ten a day. The memorial further represented, that the income of the justices, arising from fees of office, was reduced one third or nearly one half. And it is a fact, that the whole business of the police office now, when our population is from 120 to 130,000, is less than it was twenty years ago, when the population did not exceed sixty thousand. It is to be observed, however, that though the diminution of the number of warrants, can only be attributed to a proportional diminution of offences, the decrease of the amount of fees cannot be entirely imputed to the same cause: some business which was profitable to the police officers was, by legislative provision, directed to other channels, at the same time this was in some measure compensated for, by assigning to them new duties.

The magistrates, among other causes to which they impute the reduction of the fees of the office, state one to be "the happy tranquillity of the city. Public breaches of the peace," say they: "being almost unknown, and private complaints fewer than at any former period within twenty years."

This memorial was referred to a committee of the common council, which reported on the first of March last, "that they had good reason to believe, from the information furnished by the police magistrates, that their fee emoluments were greatly reduced, owing in part to much of their former business being directed to other channels, and to breaches of the peace, together with other crimes; diminishing to a degree before unknown." In another part of the report the committee states, that "it is a matter of public notoriety, that for some time past, crimes have decreased in this city." In consequence of their report, the salaries of the respective police magistrates were raised two hundred and fifty dollars. The diminution of crimes has also been manifested by the diminution of the business of the sessions. Formerly, the indictments presented to that court were so numerous, that at the conclusion of every term, a number were left undisposed of by the court: but latterly, both the grand jury and the court have, without any extraordinary exertion, been able to pass upon every case that required their attention. Several grand juries, in their presentments, have made the obvious diminution of criminal business the subject of remark and congratulation. It may be proper to notice, that these observations respecting the business done by the court, do not apply to three late terms of the sessions. In July, the court was necessarily adjourned for two days; and in September and October, it was thought improper, on account of the existence of the fever, to do more than dispose of the cases of persons who were confined in the city prison. The business of the sessions is, therefore, now very considerably behind.

In estimating the increase or diminution of vice, by a comparison of the present and former periods, we shall not come to a just conclusion, without taking into consideration, circumstances which may have an influence, and which are not common to the present and past time. In this point of view, it is very important to bear in mind, what must be the natural conse-

quences of our unprecedented commercial embarrassments; the failure of some of our banking, and most of our manufacturing institutions; and above all, the number of foreigners in indigent circumstances, who have been landed on our shores. Owing to these events, there are probably more poor and idle people in our city, than we have ever had before. The progress of many of these is to the dram shop, and from the dram shop to the poor-house, or to the prison.

These considerations have induced me to conclude, that crimes have numerically decreased, and that comparatively, they have very greatly diminished. I am fully persuaded, that this great benefit to the community is chiefly to be imputed to the suppression of so many of these poison shops, where a man might buy rum enough to make himself beastly drunk, for six cents.

I by no means intend to say, that this moral improvement is to be imputed entirely to one cause. On the contrary, the vigilance and activity of our police magistrates and their agents; free and Sunday schools; our various moral and religious societies, and the late improvements in our penitentiary establishment, though it be yet very imperfect, have all had salutary effects.

Having arrived at what appears to me a just conclusion, that drunkenness is promoted by an increase of the number of dram shops, the first question you propose to me, which is, what course, in my opinion, would be most expedient and effectual to mitigate the evil of intemperance? would be answered by merely saying, diminish the number of licenses to sell rum. But I am well aware how much easier it is to say this, than to accomplish it. Where a practice has been long tolerated in a community, and particularly where it appears to have had the sanction of law, however apparent its evil tendency may be, it cannot easily be abolished. I know from experience, that in a society like ours, it is beyond the power of an individual, whatever may be his station or authority: and I frankly acknowledge to you, that unless I meet with some support, either from the legislature or the common council, I shall not, should I hereafter have any thing to do with the matter, persevere in the measures I have hitherto pursued. I have now daily applications for licenses, which I refuse. Had I not invariably acted on a determination

to do so, after I had granted a certain number, instead of having 1400 and odd licensed to retail ardent spirits, I am convinced we should have had more than two thousand. Instead of having one for every *thirteen houses in the city*, as we now have, we should have had, I really believe, one for every *ten*. I frequently reason with the applicants whom I refuse; and sometimes satisfy them of the propriety of my conduct, even in opposition to what appears to them to be their interest: but it is impossible for me to go over arguments, of some length, three or four times a day. If nothing else, the necessary attention to other duties of my office would prevent it: and I am often obliged to be content with giving a mere positive denial. This of course creates dissatisfaction; and I am convinced, the administration of the authority to grant tavern licenses has created more ill-will towards me, than the discharge of all the other duties of the mayoralty. I had rather hold the court of sessions every day in the year, than be as I now am, constantly receiving and refusing applications for tavern licenses. If the course I have pursued, meets neither the support of our state, nor municipal legislature, I shall think myself warranted to conclude, that they do not see in the multiplication of grog shops, the same evils that present themselves to my mind. I shall not oppose my opinion to theirs, and shall feel well pleased to get rid of the odium I now daily incur, by a compliance with what I shall be bound to think the more enlightened views of the members of these bodies.

Should, however, the legislature or common council, think it desirable to lessen the number of dram sellers, it might be done simply by striking out of the law relative to tavern licenses, the words "the city of New-York excepted." By the act on this subject, as it is applicable to the country, no person can receive a license, who is not provided with certain accommodations for man and horse, which are essential to a tavern, as that term is properly understood; but the words I have mentioned renders the necessity of such provisions inapplicable to the city, and leaves nothing requisite to entitle a person to a license here. No doubt it was seen, that a tavern in the country, and a tavern in the city, would require very different accommodations. The legislature, therefore, did not require in a city tavern, the same preparations that are necessary in the country. But unfortu-

nately in dispensing with the accommodations in a city tavern, which were obviously necessary in the country, they have dispensed with all accommodations whatsoever for a city tavern; so that a person who can rent a hovel, erect a cage of laths for a bar, own a stone jug, a gill measure, and obtain credit for a gallon of whiskey, has all the requisites to demand a tavern license in the city. If the few words I have quoted from the tavern law, were stricken out, it would at once reduce the tavern licenses which could be claimed of the mayor, to a very small number. I do not believe it would be right to do this; because there must, in a city like ours, be establishments such as coffee houses, lodging houses, porter houses, eating houses, &c. where the accommodations required for the country would be quite superfluous; but still, one mode of restricting tavern licenses might be, to require that a house should have certain capacities to entitle it to the privilege of selling spirituous liquors.

It would be a very short and intelligible provision to say, that the number of licenses in New-York should not exceed certain limits.

Again, the chief magistrate would at any rate be relieved from the pain of listening to applications the whole year round, and from the odium of giving refusals, by enacting, as is the case with respect to pedlars' licenses, that none should be granted after a certain period of the year.

But the most expedient and effectual course for the society to pursue, because the most likely to be attended with success, would in my opinion be, to endeavor to procure the passage of a law which should entirely separate the tavern and grocery, and indeed the selling of liquors by retail, from all other business not necessarily connected with tavern-keeping; or, in other words, to provide that a person who took a tavern license should not be allowed to expose for sale, in the house for which he took the license, any thing but liquors.

If such a law were to be proposed, and to be made applicable to those who now have licenses, most probably it would not be passed: there would be a very powerful interest against it. And it might be thought hard to deprive persons who have been many years accustomed to make their living by the union of dram selling and grocery, of their wonted means of obtaining a support.

To obviate this objection, I would propose, that any one who now has a license which gives him liberty to pursue these double occupations of selling drams and selling groceries, should as often as his license is renewed, receive one which on the face of it should purport that these privileges were continued. But, that whenever a license should be hereafter granted to a new person, or for a house for which the same person had not before had a license, that the license should express that he should not keep a grocery or other store, or expose any thing but liquors for sale in the licensed house, under the penalty of forfeiting the license, and under such other penalties as might be thought proper. Security to this effect should be required, in the same manner as is now exacted for keeping a tavern according to law.

The operation of such a statute would be, in the course of time, entirely to separate the grocery and grog shop. And when this is done, the evils, because the numbers of the latter would be greatly diminished.

There are not many situations in which the mere rum seller could support himself. The grocery is a necessary appendage, without which the grog shop would not have sufficient attractions. Allow me to point out to you, by a representation of what I know to be daily occurrences, some of the pernicious effects of the union of these two employments.

The honest and soberly disposed mechanic or laborer, who finds at the conclusion of a day, or at the end of a week, that his industry has afforded him the means of providing for his family, goes in the evening to a grocery to buy his bread, his piece of pork, fish, &c. for the succeeding day or week. At the grocery he meets many of his companions on the same errand. Good will, and generous and liberal feelings, will tempt one to treat; pride and similar dispositions will prompt each of the others to do as much. One glass raises the spirits, and gives rise to additional inclination for another, 'till money, which might have been, and was intended to be saved, is expended; and the man, who never would have thought of going to a tavern, often retires from the grocery in a condition very inimical to the peace and prosperity of his family. The necessity of visiting the grocery, is an excuse for the repetition of such scenes, 'till intoxication becomes a habit; that habit is at length indulged by run-

ning in debt; and idleness and ruin ensue. The unfortunate victim is hurried from the grog shop to the gaol, and his family to the poor house.

Such a law as I have proposed, could not be unacceptable to the grocers who now have licenses. On the contrary, it would be very advantageous to them; because it would, in fact, give them something like a monopoly; and this would unquestionably form some objection to the plan. But expediency and perfect equity are not reconcilable in all cases. Measures necessary for the public good, will often have a partial bearing.

I cannot close this subject, without calling your attention to facts which I think strongly illustrate the evil consequences of too many dram shops.

In some part of Bancker-street almost every house has a license. It is astonishing how many of the offences, for which persons are tried in the sessions, are connected with this part of that street. The affray happens there; the accused lives there, or was found there; the stolen goods were there concealed; or in some way or other, the name of Bancker-street is connected with a large portion of the cases which occupy our criminal court.

Finally, permit me to say, that in my opinion, a due regulation of dram shops, or, as the law calls them, taverns, would do more to lessen idleness, prevent poverty, and to suppress vice, than all the penal statutes that could be passed.

The society understands no doubt, that by a law of the state, every person who retails spirituous liquors, in quantities less than five gallons must, besides a license from the mayor, have an excise license; for which he must pay from five to fifty dollars, at the discretion of the excise officer. As this is not considered a matter of police, but of revenue, excise licenses are granted whenever demanded, on payment of the required sum. But I think the excise law might be rendered subservient to moral improvement. As no persons contribute so much to the creation of paupers as dram sellers, they ought to pay the heaviest tax, towards the support of the poor. If an augmentation of the price of ardent spirits would reduce its consumption, it would be the best reason for increasing the tax upon it. In my opinion, not only the price of excise licenses, in the city, ought to be greatly increased, but they ought to be extended to those who retail by

a larger quantity. It is difficult to say, why the person who retails by five gallons and under, should pay a tax from which his neighbor, who retails by the ten instead of the five gallon keg, should pay nothing. Besides, the existing regulation is continually evaded. A person who wishes to purchase a gallon of rum of a grocer who has no excise license, sends for it a five gallon demijohn, which is brought from the grocery store without disclosing whether there be in it one pint or five gallons. This evasion would be impossible, if retailers under thirty gallons were obliged to take an excise license.

In connexion with this subject, I think it may be well to consider whether we may not, with great advantage, adopt such laws as are in existence in some of our neighboring states, to prevent a man from wasting his estate in idleness, drunkenness, and debauchery. We now imprison a man, and seize his property, who discovers an intention to abandon his family, and leave them destitute. If this be justifiable, why is it not more so, to take from the hands of the habitual drunkard or gambler, the property which is often the sole dependence of a wife and children, and which frequently is the fruits of female industry, and is often gained by the toils of an amiable, industrious woman, in hours that her unfeeling and ungenerous husband spends in revelry? The law gives to the man the sole control of the property and earnings of both man and wife. Is it not just then, that the law should protect the wife against an abuse of this authority of the husband, which may bring misery upon her and her children?

I fear you will think my answer to your first question prolix; but I have heretofore ineffectually submitted my ideas on this subject, both to our corporation and to our members of the legislature. I consider this as the last effort I can make to accomplish what I consider a very desirable object; I have therefore been desirous of presenting at large, my views of the subject.

Your second question is, "What reformation I would recommend, in the present system of management in our penitentiary?"

In respect to the mere interior management or police of the house, I do not know that I have any thing to suggest. As often as I have visited the establishment, which I have done frequently, I have found a cleanliness, order, and attention to the comforts of the prisoners, creditable to those on whom these matters depend:

But there are some reformations, in respect to the punishment of crimes there, which I think are imperiously demanded.

The confinement of all white females in one apartment, and black females in another, must be attended with the most pernicious consequences. It often happens that a young girl, for a first offence, which may be of no higher grade than petty larceny, is sentenced to this prison. No other punishment can be inflicted, unless it be confinement in the city prison, where her situation might be worse than in the penitentiary. Upon her arrival at the place of punishment, she is turned into a large room, where she will generally find from sixty to a hundred of her own sex and complexion; among whom many are the most abandoned and profligate. The scene that this apartment constantly presents, cannot be realised by the imagination, unless it be remembered, that within its walls are collected, all the females who are committed as prostitutes, disorderly persons or vagrants, as well as those who are sentenced for the highest, as well as the lowest specific crimes. And further, it must be recollected, that this assembly of vice and wickedness is left in almost entire idleness. It seems there are not the means of providing employment, except at an expense that would greatly enhance the burden of the institution to the public. It need hardly be asked, what must be the effect of such an association, under such circumstances, on the mind and morals of a young female? It would be in vain to expect penitence, and wonderful if she should not quit the prison more vicious than when she entered it.

Strongly as I feel the evils I have here represented, I acknowledge that I am not prepared to suggest a remedy for them. The expenses of the establishment are so enormous, and are increasing with such rapidity, that any proposition to add to its present cost, I fear would have no chance to be adopted. I have heretofore endeavored to induce some of our ladies to pursue the benevolent plan of Mrs. Fry and her associates, with respect to females, in some of the prisons in England; but in this I have not been successful: and I must content myself with earnest wishes, that the society, for which you act, may be able to suggest some means of correcting the evils I have pointed out.

The confinement of boys of all ages, in the rooms with the oldest and most wicked offenders, 'till lately, exhibited a shocking spectacle. Not long since, there has been a partial reforma-

tion in this respect. The children have been in some measure separated from the adults, and means have been taken to afford them some instruction; but yet this is very imperfectly done. There should be separate apartments for these youths, in which they should sleep, be taught, and employed. A building within the walls, which would answer these purposes, would not cost over two thousand dollars; and I do not think it would be possible to employ that sum to greater public advantage.

At every court of sessions, young culprits, from twelve to eighteen years of age, are presented. The court is utterly at a loss how to dispose of these children. If they are sent for a short time to the penitentiary, they are no sooner liberated, than they again appear at the bar. Since I have been on the bench, I have, in many instances, sentenced the same child several times. They are seduced by old and experienced rogues, to assist in their depredations. It will not do to let them go unpunished; but it seems useless and endless, to inflict punishments which produce no reformation. If such an establishment as I have suggested, was perfected at the penitentiary, there might be some hopes, that by confining a youth to it for some length of time, his vicious habits might be corrected; and the court would not feel the reluctance they now do, to condemn a child to imprisonment, when they must know that their sentence can have no other effect, either in respect to him or the public, than to prevent his committing crimes while he is secluded.

I must beg leave to refer you to a report respecting the Bellevue establishment, made by the recorder and myself to the common council, in June last; a copy of which can be obtained from General Morton. You will find in it some suggestions on this subject, which may deserve the consideration of the society; and I would respectfully ask their attention to what is said therein, relative to the male and female lunatics at Bellevue.

Notwithstanding my letter is already so long, I find I have yet to answer your third inquiry, "whether, in my opinion, our present laws and regulations are adequate, in relation to emigrants when they land in our city; and if defective, what improvements I would advise?"

To the first part of this question, I can answer in a word, that our laws and regulations in this respect, are most miserably de-

fective. The only legislative provision which we have on this subject, is contained in the 251st section of the law relating particularly to New-York; by which every master of a vessel is bound, within twenty-four hours after he enters his vessel at the custom-house in New-York, to report his passengers at the mayor's office, and to enter into a bond of three hundred dollars for each alien passenger, that he shall not become chargeable to the city in two years.

During the last session of congress, a law was passed, which divided the United States into two great districts; and provided that American vessels sailing from one port, to another port in the same district, with a coasting license, need not, after the first day of June last, be entered at the custom-house. Of course, our state act, which was founded on the necessity of an entry at the custom-house, became wholly inoperative as to coasting vessels. But even as to registered American vessels, and foreign vessels, the state law is daily evaded. An American registered vessel, bound to New-York with a cargo of human beings, proceeds first to an eastern port, there takes a coasting license, arrives here, and as she is not obliged to enter at the custom-house, lands her cargo, without the master's being under any obligation to come near the mayor's office. The foreign vessel, with the like design to evade our state law, stops likewise at an eastern port, and from thence ships her cargo in a coasting vessel of the United States, and thus evades the necessity of any report to the mayor's office, and of giving bonds.

We have a law that denounces a penalty against the master of a vessel who shall land an alien within fifty miles of the city, with intent that he shall be transported thereto, without bonds being given for him. This ordinance is violated by landing passengers on our wharves secretly, and often in the night time, and frequently by landing them some short distance from the city, and leaving them to find their way to it, in the best way they can. I have witnessed the most shocking scenes which you can imagine, produced by this last mentioned mode of evading the law. In the course of the last summer, I was informed that a number of people were on one of our wharves, in a wretched condition. I went to see them, and found they were part of a cargo of persons from Ireland, who had shipped for New-York; that they

had been carried to Salem, and there put on board a small vessel, with a very short allowance of provisions, and with assurances that New-York was within a few hours sail. After a passage from Salem of six days, they had arrived at Amboy, where they had not been permitted to land; from thence they had been brought to this city, and landed on one of our piers, at two o'clock in the morning. Many of these who were so landed, had found their way to some shelter in the city; but there were left on the wharf, three men, a woman and a child. One of the men appeared to be dying; another was so feeble as to be unable to stand, and the others had the appearance of having been almost famished.

Not many weeks ago, I heard that a similar cargo was landed on a dock at Jersey City. I went to see them, and found, late in the evening, sixty men, women and children, with their baggage, on one of the wharves. They had come from Ireland nearly in the same way. I asked them what they were doing in the place where I found them? They told me they were waiting for a sloop which was to take them up the river, but they could not tell to what place. They were undoubtedly waiting for night, when they were to be (and I have no doubt were) smuggled into this city.

It has not been uncommon, during the summer, to meet droves of those foreigners, who have been landed some miles to the east, lugging their chests and beds towards the city. Many of these have sunk under the fatigue; and we have now some of them in the alms-house taken from the roads, where they could not be left to perish, and who never were under any other roof on this side the Atlantic.

But notwithstanding all these evasions of the law requiring reports at the mayor's office, there have been reported there from the first of March 1818 to this date, thirty-five thousand five hundred and sixty passengers, arrived in vessels which have entered at the custom-house. Of these, sixteen thousand six hundred and thirty-one are American citizens; the rest are foreigners. The annexed document will shew the nations to which these foreigners respectively belong.

When we consider how many foreigners arrive from Canada; how many find an entrance into the city through the neighbor-

ing states; and how many evade the law in the ways I have mentioned, I do not think it unreasonable to suppose, that not more than two thirds of the foreigners who have arrived here within the time I have mentioned, have been reported at the mayor's office. If so, near twenty-five thousand alien passengers have arrived at the single port of New-York, in the last nineteen months: and we have in that time, received an accession equal to about one-fifth of what we consider the population of our city. These are evils not to be endured; and yet it is a little difficult to say how they are to be remedied. Perhaps it might be most effectually done by congress, by some provision applicable to the United States generally. In the mean time, I think our state legislature should pass a law, prohibiting every vessel, whether a coaster or otherwise, and whether American or foreign, from landing an alien passenger in the state, without giving bonds that he should not, within a certain time, become a public charge. Not only the master, owners and consignee of the vessel, should be answerable for any evasion of the law, but the vessel herself should be made liable, by some summary process like that which we have for attaching vessels, to answer for supplies furnished them.

A cargo of human beings may be smuggled with so much facility, that I fear even all this would be ineffectual. Small vessels from the neighboring *states*, or from the neighboring British provinces, would still land destitute emigrants in the vicinity of our city, and be out of reach before their transgression could be known to our magistrates. It may be well, therefore, to consider whether it would not be right to exact, that every foreigner who arrives in this city, shall, within a certain time after he shall have landed in the United States, report himself at the mayor's office; and shall be obliged to disclose on oath, when and by what means he came to the city. In this way it might be discovered, whether or not he had been brought here contrary to law, and who was liable for his illegal importation. It would not do to exact security from such persons, because this would generally oblige us to support them in the prison, instead of the poor-house. Nor could a provision to send them away, be attended with any good effect. Where would they be received?

No subject is more deserving the consideration of the society for the prevention of pauperism, than this. Some energetic measures must be taken, to put an end to the practices I have mentioned; otherwise we shall be overwhelmed with the poor and miserable of all Europe. Not only in regard to ourselves, but in justice to the poor people who are brought here, we ought to do every thing in our power to prevent their being deluded by those who generally rob them of their last dollar, as the price of their passage, and represent to them that they need only provide for the voyage; for that the moment they land on our shores, they will find offered to them all the means of subsistence, and all the comforts of life.

My conversations with many of the starving wretches whom I have found in our streets, have convinced me, that these iniquitous deceptions are very generally practised by the ship masters and ship owners of foreign vessels, who have brought from their homes, cargoes of these distressed foreigners. And I have been further satisfied, that shipping their poor to the United States, is a means of getting rid of them, which has been adopted by public authority in several parts of Europe. However desirable an increase of our population may be, an increase of this character can be but little less objectionable, than that which Great Britain forced upon us by her transportation laws, while we were her colonies.

I entirely agree with you in opinion, that the evil of pauperism is daily increasing. I have pointed out two great sources of this increase; that is to say, dram shops, and the emigration of foreign poor. But the increase of the poor, so much beyond what might be considered as our due proportion, is attributable to other additional causes.

Every poor person destitute of a family and home, and who has found employment in the country in the milder seasons of the year, when winter approaches, and the demand for his labor in the country ceases, resorts to this place, not so much with the hope of obtaining work, as to avail himself of the benevolence of our citizens. The laws of the state, which authorize the commissioners of the alms-house to transport paupers, by sending them from town to town to their last place of residence, are nearly inoperative. Many of them have no last place of resi-

dence; or if they have, their approaches to the city cannot be ascertained. They often come from the British colonies; often from our own remote interior counties, and often arrive here, without having put their foot on land within one or two hundred miles of the city. We cannot therefore send them from town to town; and to send them at once to a distant part of our own state, or to another state, or to the neighboring British territories, would be to incur a constant repetition of vain expenses. I do not know how an increase of paupers, by the ingress of such persons as I have last mentioned, is to be prevented. If it cannot, the evil must be endured and provided for: but nothing can be more unjust than that provision should be made for all the poor who come to us, at the city's expense. The paupers who are landed here from Europe; the poor who seek refuge in the city in the winter, are no more the poor of the city of New-York, than they are the poor of the city of Albany, or the county of Che-tauque. They have no residence in the one place, more than than in the other; and it is entirely unjust, to consider this city the residence of a pauper, who happens to land here, or to have strayed to this place, merely because he has no legal settlement elsewhere. The principle which we have adopted from the English laws, that each town, or city, or district, shall support its own poor, is founded upon the supposition that the place where a person has been long enough to have gained a legal settlement, has had the advantage of the labors of that individual, and of his contributions to the commonwealth, while he had health and strength; and that from thence arises a moral obligation to support him, when infirmity prevents his longer contributing to the public benefit. This principle never can be justly applied, in respect to a very great portion of the poor with which we are burthened. What advantages can this community derive from an emigrating pauper, who merely lights in our city as a resting place, and means to take his flight to some land of promise, which he has been persuaded to believe exists in the interior of our country? Or what good are we to derive from those who merely seek shelter here during the winter, and leave us when it is over, to find employment in the country? If such persons are of advantage to any part of the state, it is to the land sellers and agriculturalists, by purchasing or occupying and

improving farms, or by assisting in the labors of husbandry. It is not right then, that the expense of supporting such poor as I have been describing, should be borne by the city. The state ought to provide the means of maintaining them; because they are the poor of the state, and not the poor of the city.

I cannot believe that we have now so many as ten thousand paupers, but I am very much afraid that number will not exceed those to whom we shall have to extend charitable aid, in the approaching winter. If that season should be one of any uncommon severity, I am persuaded that we shall have more distress here, than we have ever before witnessed. Circumstances to which I have herein before adverted, and the recent occurrence of yellow fever, will all contribute to augment the number of poor, who have not provided, and will not be able to obtain, even the necessaries of life. The state legislature alone is competent to provide, or to enable us to provide, for the distress which must shortly surround us. By a proper appeal to their justice and humanity, we must prevail on them to take the burthen of supporting that part of the poor, which is in fact the poor of the state, and not the poor of the city; or we must persuade them to restore to us certain revenues arising from transactions in the city, which have been lately directed to other objects.

If the legislature will not pursue either of these courses, then we must ask for, and be prepared to meet, taxes adequate to our exigencies.

The amount of the increase of our city tax, is a frequent subject of complaint; but those who are dissatisfied with it, do not consider the increase and extent of our population. I do not believe that the expenses of a city of the same magnitude can be less, and afford the same relief to its poor, and maintain as we do, those institutions which are necessary to the peace, order, convenience and respectability of every society. The fact is, that this city has no other resource to meet its expenditures, than the taxes it is permitted to levy on its inhabitants. The whole, or very nearly the whole of the revenue which it derives from all its estate, franchises or privileges, is absorbed by the payment of the interest of its debt. This is a representation that, no doubt, will surprise many; but it is a fact, and therefore ought not to be concealed from those whom it most concerns. We

never can expect the legislature to sanction measures which our situation requires, unless we make a full and candid disclosure to them, of our necessities. The highest sum we have been permitted to raise, is two hundred and fifty thousand dollars. Out of this is to be paid all arrearages in the taxes of former years. Two thousand persons, on an average, are to be supported the year round, in the bridewell, penitentiary and alms-house. Fifty miles of streets are to be lighted—two hundred watchmen are to be paid—an extensive fire-department is to be maintained—and the expense of all the public improvements and accommodations necessary for a great city, and for one that is increasing in population and extent with unparalleled rapidity, is to be defrayed.

When it is considered that these are but some of the principal items in the account of the necessary expenses of the city, it can easily be imagined, that the sum I have last mentioned, is insufficient to defray them.

A sentiment is very prevalent, that our various charitable societies, and our public establishment for the poor, have a pernicious tendency. We are called upon to look at England, and to observe how she is burthened with paupers, and oppressed by her poor-rates. It is supposed that the increase of paupers among us, is owing to our following her example; and that we are precipitating ourselves into the same embarrassments.

I think there is as little justice as humanity, in censuring our charitable establishments. I do not believe they augment the number of the poor. I have said that paupers come here to avail themselves of the benevolence of our citizens; but if these charities did not exist, the metropolis would still be the natural resort in the winter, of all the destitute who could reach it. Instead of relieving them through the instrumentality of societies, we should meet them in the street, and could not resist their appeals to our individual charity.

I have read much of what has been written respecting the establishment of poor-houses, and have paid attention to various plans which have been proposed for dispensing with them; but I never yet met with the suggestion of any plan which appeared

to me to be practicable, or which I thought would be endured in this country.

In our own alms-house, there were when I last visited it, about 1600 paupers. I had often heard it said, that many found shelter there, who did not require or deserve an asylum of that description. I endeavored to satisfy myself how far this suggestion was founded in fact. After having seen every individual under the poor-house roof, and conversed with a great proportion of them, I left the establishment with a conviction, that none were there as paupers, who could with any humanity be turned out. We have been frequently told, that the poor and indigent should be left to rely on the charity of individuals. Let us suppose that the 1600 unfortunate people I have mentioned, were cast out, and told they must beg. I fear death would as often relieve them from their misery, as charity. But suppose it were otherwise—would we, in this community, endure the sight of the aged, the infirm, and the cripple, asking alms of every passenger? Would we endure to see our fellow creatures perishing in the streets? Such objects are presented in many of the cities of Europe. In Naples, they are every day's occurrence. It is not uncommon to see a human being dying on the steps of a palace. Here, I am certain, such scenes would not be tolerated, though the expenses of our public charities should be tenfold. But if we have not these establishments, how are the poor to obtain relief, but by becoming mendicants; and when their physical powers are prostrated by age, sickness or accident, what shall be done with them? Humanity forbids us to answer—let them linger and die like beasts upon our pavements. An asylum must be provided for them; and our charitable institutions are no more than a compliance with this moral obligation. If there be abuses, correct them; but do not let the abuses, if they exist, or pecuniary consideration, so far harden our hearts, or blind our judgments, as to induce us to abandon the poor to the precariousness of the individual charity they may chance to meet.

As to the example of England, which we are called upon to regard with so much terror, I think it yet remains to be proved, that the multiplication of her paupers, or the pressure of her poor-laws on her wealthy citizens, are justly to be imputed to either her

public or private charities. We are told that the facility with which alms may be obtained, sinks the independent spirit of the needy, and paralyzes a disposition to struggle for their own support. I do not believe the pride of man is so easily overcome, or that a mere invitation to dependance, is sufficient to induce him to accept it. We know that in England, the reduction of great naval and military establishments, the abridgment of her commerce, the curtailment of her manufactures, and the astonishing operations of her labor-saving machines, have left millions of her citizens unemployed.

There are so many to labor, and so little labor to be done, that many must be idle; or if employed, it is for wages that will not enable them to provide the necessaries of life. If the manufacturer does not afford his workman sufficient to support himself and his family, the deficiency must be, and is in England, drawn from the abundance of the wealthy. It is in this way, that one class of the population in England becomes necessarily dependent on the other.

The rich are there not only obliged to maintain the helpless, but their wealth must contribute to the support of their unemployed or pinched manufacturers. If the master manufacturer cannot afford to pay, or does not pay his workmen, but half what is necessary for his subsistence, the other half must be paid by poor-rates, and the rich are in truth paying merely to support the manufactories, or for the labor from which the manufacturer derives his profits. Suppose there are five millions in England, who cannot find employment; or that if they do, their wages will not purchase half what is necessary to sustain life; they must be maintained, in whole or in part, by the public. Can it be right to charge this necessity to their charitable institutions? Suppose these were abolished; how would the condition of the one class or the other, of the poor or the rich, be meliorated?

The laborer could no more command work than he can now, and the rich would have to support him; if not by legal contributions, he would be compelled to do it by that force which no human laws are sufficient to restrain, when its exertions are the only means of preservation. It does, therefore, appear to me unreasonable and unfounded, to impute the increase of paupers in England, and the consequent augmentation of her poor-rates,

to the superabundance of her charity; and it has seemed to me that such representations were calculated, and, perhaps, intended to conceal the fact, that the important changes in her relations to the rest of the world, have produced important changes in the condition of her citizens.

Our situation is not, and cannot be for ages, similar to that of England. While we have so many millions of acres of uncultivated land, it is impossible that any portion of our population should want employment.

It is true, that just now, our cities are overwhelmed with de-luded and destitute foreigners; but this is an evil which will in a little while cure itself, and the recurrence of which we must prevent by appropriate laws. But do not let us, from the vain dread of the evils of which England so loudly complains, discourage charitable institutions, which when duly regulated, are the highest ornaments of civilization.

There is one marked difference between our situation and that of England, which I think deserves to be noticed. The evils of want and poverty extend themselves to every part of her dominions. Indeed, it is her land-holders and farmers, who most loudly complain of the oppression of her poor laws.

With us, the cause of complaint is entirely confined to our great maritime cities. I do not believe there is a town in the state, in which the poor-rates amount to a mill, or a thousandth part upon the dollar. This seems to me to shew that the pauperism of our cities, is owing to adventitious circumstances; and that we have no reason to dread that we are extending a charity to the poor, which will bring upon us the calamities so much deplored in England.

We must always be content to bear with our due proportion of poor, as we must to share all other evils incident to humanity. But in estimating what proportion we are to expect, and in comparing our own condition in this respect, with that of other countries, I think we ought not to forget, that while there are some circumstances peculiar to us which are favorable, there are others calculated to produce pauperism. Among these I would enumerate the following:

The common drink of the poorer classes of our people is ardent spirits; and I cannot but think it unfortunate that this is so cheap, that a man may purchase as much as will make him drunk for no more than would pay for a pot of porter in England.

We have no standing army or navy that take off so many thousand idlers in other countries. We have to be sure both an army and a navy; but they are on so small a scale, that their effects on society in this respect, are not felt. We have no transportation laws for crimes.

You could not have anticipated so long a letter, in answer to that with which you have honored me; and I fear you will think I have travelled far beyond the limits which your queries prescribed. I hope, however, the thoughts I have put together will not be thought unworthy the consideration of the society; and it will be a great gratification to me, if they will at all contribute to aid them in the accomplishment of the laudable objects of their institution.

I am, dear Sir,

With great esteem and respect,

Your obedient servant,

CADWALLADER D. COLDEN.

CHARLES G. HAINES, ESQ.

New-York, Dec. 1, 1819.

The following description of Passengers have been reported at the Mayor's Office, from March 2, 1818, to Dec. 11, 1819, inclusive.

Americans,	16,631	Europeans (not described)	52
English,	7,539	Sandwich Islanders, . . .	2
Irish,	6,062	Passengers not described,	113
French,	922		
Scotch,	1,942	Total,	35,560
Germans,	499	Of which there have	
Spanish,	217	Reported,	18,055
Hollanders,	255	Bonded,	13,138
Swiss,	372	Commuted,	4,367
Italians,	103		
Norwegians,	3	35,560	
Swedes,	28		
Portuguese,	54	Of which there are	
Africans,	5	Ships,	540
Prussians,	48	Brigs,	664
Sardinians,	3	Schooners,	1,243
Welsh,	590	Sloops,	1,241
Danes,	97	Barques,	6
Russians,	13	Ketches,	2
Austrians,	8	Snows,	1
Turks,	1		
Polanders,	1	3,697	

*To his Honor, CADWALLADER D. COLDEN, Mayor of
the City of New-York.*

DEAR SIR,

I am not insensible of the various and important duties, both of a public and a professional nature, which perpetually press upon you; but I also know, that you cherish a deep regard for the welfare and happiness of the city over which you preside. On behalf of the Society for the prevention of Pauperism, I must again appeal to your generosity and kindness. We want facts, and to you we are again induced to look for advice and intelligence. I am requested to submit to your patience and consideration the following inquiries:

1. Are crimes diminishing in the city of New-York, when viewed in connexion with the increase of our population?
2. What alterations, in your opinion, should the legislature make in our present penal code?

I cannot refrain from tendering to you, the sense of gratitude which the managers of our society cherish, for the late able, luminous, and interesting letter which you presented us, in answer to former inquiries. We deem it a most valuable public paper, and shall feel proud of placing it before the public, with our Annual Report. To prevent evils and abuses in society, we must first know their sources; and we feel that much has been done by you towards this object, in drawing up the above document.

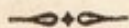
With the highest considerations of

Respect and esteem,

Your obedient servant,

CH. G. HAINES.

Albany, 13th Nov. 1819.



COLDENHAM, 24th Dec. 1819.

DEAR SIR,

I with great pleasure renew my efforts, to assist the Society for the prevention of Pauperism, in their laudable objects, by answering as far as I am able, the questions proposed in the

letter I have had the pleasure to receive from you, of the thirteenth of the last month.

The information I can communicate is of a general nature. My occupations do not allow me the time that would be requisite to collect the materials necessary to give precise answers to your first inquiry. The details may be obtained from the proper offices. I the less regret that I have it not in my power to exhibit them; because I believe mere enumeration, without consideration of many dependent circumstances, might mislead, and because I believe I shall better subserve the views of the society, by submitting to them some general observations, which have occurred to me in the official situations I have held, and the consequent direction of my mind to the subjects in question.

In answer to your first question, I can add little to what I have said in my late communication, through you, to the society, in support of the opinion I there express, that crimes are diminishing in the city of New-York. It is the less necessary that I should enlarge on this branch of the subject; because what I shall offer in answer to your second question, will involve matter from which conclusions may be drawn as to this point.

Whether the legislature should make any alterations in our penal code, if it applies to the principle of that code, is a question of the greatest interest, not only to ourselves, but to mankind. We are making experiments in morals, as well as in politics, which the world is observing with anxiety; and it seems as if we were to determine, whether the sanguinary laws which have heretofore prevailed, shall be continued, or if it be consistent with the welfare of society, to admit those relaxations we have adopted.

It is with the deepest regret that I have frequently heard men of judgment, respectability and influence, say that our penitentiary system would not answer, and that we must again resort to capital punishments. These expressions have generally been induced by the relation of some instances of convicts, who have been pardoned from, or have suffered the extent of their punishment in, the state prison, being again convicted of new crimes. This, in my opinion, has been owing to a mal-administration of our penal code, to which I shall in the sequel advert, and not to defects in the system itself. But suppose it were otherwise: sup-

pose it were found, as I believe it will be, that the punishments we inflict often fail to reform the convict: I cannot think this a sufficient reason, why we should abandon our present system. Reformation of criminals is not the object of punishments. This effect would certainly be a recommendation to any code; but it by no means follows, that those laws must be bad, which do not produce this effect. We do not reform a man by hanging him: and I believe, the morals of a culprit have but seldom been improved, by cropping, burning, whipping, or even by transportation.

The great object of criminal punishment, is the prevention of crimes: and if our laws are, in this respect, only as effectual as the code we have abandoned, and which elsewhere prevails, I think we should not hesitate to consider ours as a moral improvement.

I venture to advance this proposition with some confidence, because I cannot believe it will be denied, that if the advantages of milder punishments, are only commensurate with those which have been afforded by former experience, humanity forbids our again putting into the hands of the ministers of justice, the halter, the axe, or instruments of torture.

I know that in the minds of many, considerations of profit and loss are connected with this subject. It is thought, that whether we ought, or ought not, to restore the gallows, the pillory, and the whipping-post, may be determined by the rules of arithmetic: and when it is ascertained, that a rope to hang a man, would cost so much less than to imprison him for life, it follows, that he ought to be put to death. I am persuaded these economical calculations should have but little influence in the decision of the interesting question we are now discussing. The demands on the treasury of the state, on account of the state prison establishment, have never yet, I think, amounted to fifty thousand dollars for a year. The annual tax on this city for some of our conveniences, exceeds this; as for instance, the tax for lighting our streets. If the expenses of executing our existing penal laws, were tenfold, who would, on that account, consent to take the life of a fellow creature, or to abandon our experiment when, imperfect as it is, it affords the strongest assurances that the result will be all that could rationally have

been anticipated? It should always be recollected, that the question is not, whether our system will prevent the perpetration of crimes: while human nature remains what it is, this would be a vain expectation. But we are to decide whether our laws do not restrain the vicious, as much as the sanguinary code of other countries: and if, in making this comparison, expense must be taken into consideration, let us, before we give a preference to the practices of any other country, ascertain whether they have not been driven to measures still more expensive than our imprisonment. I believe it will be found, that the execution of the English transportation laws, cost greatly more than our imprisonments.

The court of sessions, you know, is the only tribunal which tries criminal cases, not capital, in the city and county of New-York. With the exception of two crimes, murder, and burning an *actually* inhabited dwelling-house, which are punishable with death, it disposes of all other offences, from the highest to the lowest.

The following table exhibits the number of the respective convictions which have taken place in that court, during the last twelve months: that is to say, from the first of January, 1813, to the conclusion of the term in the present month of December.

Burglary, - - - - -	6		Passing Counterfeit Coin,	00
Robbery, - - - - -	5		Grand Larceny, - - -	68
Manslaughter, - - - -	1		Petit Larceny, - - -	274
Forgery, - - - - -	1		Assault and Battery, -	152*
Passing Forged Paper, -	10		Misdemeanor, - - -	72

This last item includes convictions which have been had for various cheats and offences at common law, nuisances, violations of the lottery act, and offences against other particular statutes.

When the extent of our population is adverted to, I cannot but think this enumeration of offences, will warrant a conclusion, that our criminal code is as efficacious as any other that has been tried in our own country, or elsewhere. It will appear by

* This species of misdemeanor has diminished within the last few months. Note by Mr. H.

the preceding table, that the convictions for felony, in the course of the year, are three hundred and sixty-four; of which two hundred and seventy-four are for petty larcenies; a great portion of which were for trifling thefts; many of them committed by children, servants and slaves: but taking all the felonies together, they are in the proportion of less than *three* to each *thousand* of our population: and I doubt whether this proportion was ever less, in a maritime city of the same extent.

But when we are considering whether capital punishments be necessary for the suppression of crime, I must call your attention particularly to the nature of some of the felonies enumerated in the list.

The first six, to wit, burglary, robbery, forgery, passing forged paper, coining and passing counterfeit coin, are, in England, punished with death. With us, the first two are punished with imprisonment in the state prison for life, and the others, with imprisonment in the state prison, for a term not less than three, and not exceeding fourteen years, at the discretion of the court. If the severity of the English law, is more efficacious than our own milder code, we should find the proportion of these crimes less in England than with us: yet every recent British publication on this subject, shews us how exceedingly great the proportion is in favor of our laws. But, speaking from the occurrences of the last year, (and I might add, from the experience of several years past) the commission of those felonies which I have last enumerated, and which are punishable with death in England, is almost unknown to us. For, the convictions which have given place to these crimes in the foregoing list, have not been for that description of offence, which the names commonly indicate. For example; of the six cases of burglary, not one of them was committed by any actual force or violence, or putting in fear. They were all, what may be said to be technical burglaries. The house was entered by stealth, and the breaking was, to get out. In one case, the offender got down a chimney; in others, the entry was by pushing up a window, or lifting a latch, &c. when the house was left unguarded. So with respect to the robberies: there was no actual force, or putting in fear; no weapons or threats were used in any case; but the crime was committed, by taking advan-

tage of the prosecutor's intoxication, or by hustling in a mob, or by wresting the property from him, in such a way as constituted technical force; though, according to the common and moral acceptance of the terms, neither force nor fear could be said to have been connected with the commission of the crime. In every one of these cases, the actual fear was not on the part of the prosecutor, but on the part of the offender, always manifested by his attempt to flee at the first shew of resistance, or moment of alarm.

In short, it is not going too far to say, that in this part of our community, those crimes which mark an union of depravity and cruelty are unknown.

The crimes of forgery, passing forged paper, coining and passing counterfeit money, deserve a very particular consideration. These offences are punished with death in England, and I believe are seldom forgiven. You perceive that there has been one conviction for forgery, during the last year, and eleven for passing forged paper; but of these eleven convicts, not one appeared to be the parent (if I may be allowed the expression) of the crime: that is, it did not appear that the culprit was in any way connected with persons who made the forged paper. Generally, the convicts were evidently those who found that a forged bank bill had been imposed on them; and they determined to pass it, rather than sustain a loss they could ill afford. It may be asked then, where does the forged paper come from? The answer is, it has been well ascertained, that almost all that has been of late years in circulation in this city, was manufactured in Canada. Mostly, it is true, by citizens of the United States, as is believed, who resort for this purpose to a foreign territory, that they may be out of the reach of our laws. From their lurking places, in the forests of the British dominions, they send their agents abroad with their spurious bills; and by these, the few who are convicted in New-York of this crime, are seduced or imposed upon. But the necessity of going beyond our jurisdiction, to forge the bills, is evidence of the efficacy of our laws, to prevent the commission of the crime, within the sphere of their operation.

If we turn to Great Britain, where as I have said, these crimes are punished with death, we shall find, that the number perpetrated greatly exceeds, in proportion to their population, the

number committed with us. I have not at my command, at this moment, information which will enable me to exhibit this comparison by numbers.

But when our penal laws are compared with those of Great Britain, as to their effect, there are several circumstances peculiar to our situation, which should be taken into consideration; and in relation to the crimes of forgery and passing forged paper, the extraordinary temptation our country affords for their commission, should not escape observation. We have scarcely any other currency than bank paper. Every village, of any consequence, throughout the continent, has its bank. Almost all the forged bills that are attempted to be passed in our city, are those of banks at a distance.

There are other circumstances peculiar to our situation, connected with this subject, which I have mentioned in my late communication to you, and to which I shall here merely refer. These are, that the common drink or beverage of our country is ardent spirits; the multiplication of inferior and unnecessary taverns, or grog shops, as well in our cities, as throughout our country; that we have no standing army or navy, on such a scale as that their influence on society, in taking off idlers, is felt. The prevailing disposition to emancipate slaves, thereby turning on the community, numbers without industrious principles, independent habits, and moral instruction. A great accession of persons of the same description, being people of color, who were brought to our sea-ports some years ago, in consequence of the perturbed state of many of the West India Islands. The immense number of indigent foreigners landed on our shores, and who can find no honest employment. The proceedings of our criminal court every day manifest how justly a large proportion of the crimes committed in the city of New-York, is to be attributed to the classes of our population I have last mentioned. I am very confident it is not going too far to say, that two-thirds of the persons who are put at the bar of the court of sessions, are negroes or foreigners. I beg it may be understood, that I do not by these observations intend to impute any superior virtue to our own countrymen. I only point out the fact; and assign as a reason for it, not a peculiar proneness to vice in these unfortunate people, but circumstances which would

have their influence on human nature every where, as much probably upon the American in Europe, as upon the European in America.

But I wish very particularly to call the attention of your society, to the defective execution, to which I have adverted, of our penal code. 'Till we correct this, it is impossible to say, how far our laws may be effectual to prevent the commission of crimes. The very basis of the theory we have attempted to put in practice, is the certainty of punishments; yet there are but few instances of the sentence of the law having been inflicted in its full extent. We have, 'till lately, had but one prison, for the reception of all those who have been convicted of grand larceny, or any superior crime, not capital, throughout the state: that is to say, within the walls of this single prison have, 'till very lately, been confined all the criminals of a population of from twelve to fifteen hundred thousand. It is always a part of the sentence which condemns a convict to the state prison, that he shall be kept at hard labor; but this part of the sentence, on account of the crowded state of the prison, and want of means of employment fit for such a situation, can be but partially put in force. A much greater evil, however, results from this want of prison room. The executive has often been induced to pardon, not so much in consideration of the merits of the criminal, as with a view, by discharging old offenders, to make room for new. It needs no argument or example to prove, how destructive this practice must be to a system which is founded on the certainty of punishments.

Having pointed out what I conceive to be some of the causes whence crimes originate in our community, I beg leave to offer a few observations, in answer to your second question: what alterations, in my opinion, should the legislature make in our present penal code?

The means of confining convicts in solitude or at hard labor, according to their sentences, and for the full term for which they are condemned to the one or the other, should be provided. To this end, our state prisons should be multiplied, and such localities selected for them, as would afford space within their walls, or means in their vicinity, of employing the convicts. But, perhaps, it would be best to compel each county to erect its own

prison, for the punishment of the crime of grand larceny and crimes of an inferior degree, committed within the jurisdiction of its own county court.

A plan of this nature was suggested to the legislature by our excellent friend Thomas Eddy, as early as the year 1802. On his recommendation the act of the 30th of March of that year, was passed. Its operation was limited, however, to the city and county of New-York. But the terms of the act left it optional with the common council to adopt the plan or not, as to them should seem most advisable. It has never been executed. Probably on account of the expense it would require to erect the necessary buildings and to support the criminals. Indeed, it may well be questioned, whether it would be just to throw on the city the burden of supporting so great a proportion of those who may be convicted of committing crimes within its bounds.

What I have said in my former letter, to shew it is unjust to charge the city with the support of all the poor who are found here, applies also to the expense of punishing and maintaining all the criminals convicted in our courts. Such persons are naturally attracted by a great trading metropolis. If this be one of the consequences of our being inhabitants of a large city, it is not right to leave us with all the expenses which necessarily grow out of our condition, and to take from us the advantages which would enable us to support our burdens. Yet the legislature, without assisting us in any respect to support our poor or our convicts for minor offences, has taken from us large portions of revenue arising from transactions within the city, and applied them to the exigencies of the state; as for instance, the duties on sales at auction.

It has often occurred to me, that the law making it grand larceny to steal to the value of twenty-five dollars, was neither just in respect to the criminals, nor expedient in respect to the community. There ought no doubt to be a difference between the crimes of grand and petit larceny: but that difference ought to be founded on moral considerations. Property to a large amount or value, cannot, generally, be taken without pre-meditation and consideration. If large parcels of goods be taken from a store or elsewhere, there must generally be preparation for the offence, and time to purloin the spoil; and therefore, crimes committed

with this deliberation, ought to be punished with greater severity than those of a different description.

It seems absurd to punish the man, who shall steal a watch worth twenty-six dollars, with imprisonment in the state prison at hard labor for three years, which is the lightest sentence a court, under the existing law, can pronounce for such an offence; and to punish another, who shall steal, under precisely the same circumstances, a watch worth twenty-four dollars, with imprisonment in the penitentiary for six, twelve, or eighteen months, the usual sentence for petit larcenies; and this merely because the one is said to be guilty of grand larceny and the other of petit larceny, whereas the magnitude of the offence committed never entered into the consideration of either of the criminals before the offence was perpetrated. They each intended to steal a watch, without reference to its value; their moral guilt is therefore the same; but it turns out that the one watch was worth more than the other, and therefore, one is to be sent to the state prison for years, and the other to the penitentiary for months.

The truth is, that the punishment of three years' confinement in the penitentiary, where the convicts are kept at hard labor generally in chains on the roads, is sufficient punishment for a high offence. It would in most cases be sufficient, where the value of the property is under a hundred dollars. It is true, that if this limit was adopted, to mark the degrees of larceny, cases might occur, which, on account of the near approach of the lesser to the greater crime, might appear as much at variance with moral justice, as cases which are now presented. But then the occurrence of these cases would be much less frequent. And it would seldom happen that property to the value of one hundred dollars could be stolen without the crime's being perpetrated under circumstances which would indicate the justice of a superior punishment.

The effect of graduating the crime of larceny by this scale, would be, to leave the respective cities and counties to punish and maintain a great portion of the convicts who now crowd the state prison, and thus make room for the due execution of our penitentiary system.

But I repeat, the legislature ought not to throw on this city the burden of supporting so great an increase of the number of our

convicts as this alteration would charge us with, without restoring to us an adequate share of the revenue which is drawn from transactions of our citizens.

Were a plan like this adopted, the state prison might be reserved solely for the punishment of higher offenders, whom there could then be no necessity of pardoning, from want of room to continue their punishment. The pardoning power should certainly never be exercised but where there were some circumstances to mitigate the offence, or that would make the infliction of the full sentence of the law a greater punishment to the individual than it would be to others equally guilty. The youth of a culprit may be an example of the inducement of one kind; and the dangerous sickness of a prisoner, of the other. But, without peculiar motives of this nature, a pardon ought never to be granted. One intrusted with this power should never exercise it to indulge his feelings of sympathy for the criminal or his relatives. However honorable those feelings may be to him as a man, he is not, as a magistrate, to gratify them by a sacrifice of the public interest. The pardoning power is to the criminal code, what the equity is to the civil law. They are to temper the rigor of their respective codes. But the former, like the latter, should be administered according to settled principles, and not according to the feelings of one who holds the power. If a pardon be granted to one, every other person, under the like circumstances, should be entitled to a pardon; not as a matter of favor, but of right.

The legislature of Massachusetts have adopted a classification of their convicts, which, as would be anticipated, is attended with the happiest effects. They have a first class, into which none but the best behaved prisoners are admitted; and no one is pardoned who has not been received into that class. You will better understand this arrangement, from a copy of a section of the Massachusetts law, which I herewith communicate to you, and for which I am indebted to the Rev. Mr. Stanford.

If means were adopted to lessen the crowd in our state prisons, and of employing the convicts, the resort to corporal punishments for misconduct in the prison, would be unnecessary. While we forbid the infliction of chastisement, by whipping or other bodily torture, as the consequence of a conviction by a jury, and the sentence of a court, it appears to me a little incon-

gruous, to permit it to be inflicted at the will of the keepers of our prisons. This must be wrong, or our theory is wrong altogether.

I am not prepared to give a more satisfactory answer to your inquiries at this time. I am conscious that I have written desultorily, and that my communication wants those references to precise facts and calculations, which would be most acceptable to the society; but I am obliged, in writing this, to avail myself of a short interval of leisure in the country, and have not the means of procuring the information I could wish. The sentiments, however, which I have expressed, have been formed from facts, which I know may be proved by reference to authentic documents.

Before I conclude, I cannot but call your attention to a curious observation which occurred to me, when I was looking over the calendar of convictions, to form the list which I have presented in the foregoing part of this letter. It tends to shew that the commission of crimes, depends more on physical causes, than is generally imagined. I have observed that the crimes of grand and petit larceny, generally exceed in the winter months, what they are in the summer. On the contrary, the convictions for assault and battery, are more numerous in the summer months, than in the winter. The pressure of the severity of the season, accounts for the first; and the reason of the other is, that in winter people stay more by their fire-side. In summer, they go abroad, and indulge more in those excesses which lead to broils and quarrels.

I am, dear Sir,

With great respect and esteem,

Your obedient humble servant,

CADWALLADER D. COLDEN:

CHARLES G. HAINES, Esq.

*Extract of a Letter from the Board of Directors of
Massachusetts State Prison, to J. S. New-York.*

With respect to classification of prisoners, the legislature passed an act, which is as follows :

“ And be it further enacted, that the directors, as soon as may be, divide and arrange the convicts into *three* general classes, as they shall be distinguished by their behaviour and merit, in regard to cleanliness, sobriety submission, respectful deportment, industry, and faithfulness in their work. The first class, to consist of those who are the most orderly and meritorious; and they shall be dressed in clothes of one color, and they shall be placed in the most comfortable lodging rooms at night, and allowed the use of lights during the evening. The dress of the second class (composed of such as behave next best) shall be a jacket of one color, and trousers of two colors; and they shall be allowed a light in their room, one evening in a week. The dress of the third class, shall be that now in use (*viz.* party colored throughout) and they shall not be allowed any lights in their rooms: and the directors shall not consider an application for pardon, or recommend any convict, who shall not belong to the first class.”

This has had an effect upon the peace, quiet and moral conduct of the convicts, equal to my best hopes and expectations. I shall be pleased at all times to communicate with you, on the subject of conducting penitentiary establishments, &c. &c.

GAMALIEL BRADFORD.

CONSTITUTION
OF THE
Society for the Prevention of Pauperism
IN THE CITY OF NEW-YORK.

—♦—

ARTICLE 1. This Society shall be known by the name of the "Society for the Prevention of Pauperism in the City of New-York."

ART. 2. Its objects shall be, to investigate the circumstances and habits of the poor; to devise means for improving their situation, both in a physical and moral point of view; to suggest plans for calling into exercise their own endeavors, and afford the means for giving them increased effect; to hold out inducements to economy and saving from the fruits of their own industry, in the seasons of greater abundance; to discountenance, and as far as possible, prevent mendicity and street begging; and, in fine, to do every thing which may tend to meliorate their condition, by stimulating their industry, and exciting their own energies.

ART. 3. Any person signing this Constitution, paying one dollar at the time of signing, and one dollar annually, shall become a member of this Society.

ART. 4. The business shall be conducted by a Board of Managers, consisting of thirty members, to be chosen at the Annual Meeting of the Society, to be held on the last Tuesday in October, together with those who may be ex-officio members, in each year. Nine of the Managers shall constitute a quorum. The Board shall have power to fill vacancies.

ART. 5. Its officers shall be, a President, four Vice-Presidents, a Treasurer, and Secretary, to be appointed by the Board of Managers, who shall, ex-officio, be members of the same.

ART. 6. The Corporation of this City shall be entitled to appoint any five members of their body, who, when so appointed, shall be members of this Board of Managers.

ART. 7. This Constitution shall not be altered, except at an Annual Meeting of the Society, and by two thirds of the members present.

BY-LAWS,

APPROVED THE 24TH OF JUNE, 1818.

—♦—

ARTICLE 1. The stated meetings of the Board of Managers shall be on the first Wednesday of each month.

ART. 2. At the first meeting of the Board after the Annual Meeting of the Society, there shall be appointed as many Standing Committees as the Board may think proper.

ART. 3. Each Standing Committee shall consist of as many members of the Society as the Board may think necessary.—They shall make Rules or By-laws to govern themselves; keep a book, wherein they shall enter their proceedings; and report to the Board at every stated meeting, a summary of their proceedings, with their opinions on the most adviseable course for the Board to pursue relative thereto.

ART. 4. The Chairman, or in his absence, the Secretary of each Standing Committee, shall attend the meetings of the Board, and report the proceedings of the Committee.

ART. 5. All Committees shall report in writing.

ART. 6. The Treasurer shall report the state of the funds at the stated meeting preceding the last Tuesday in October, or oftener if required; he shall not pay any monies unless ordered by the Board.

ART. 7. No member shall, without permission from the Chairman, speak more than twice to any question.

At the second Annual Meeting of the *Society for the Prevention of Pauperism in the City of New-York*, held at the New-York Institution, the 23th October, 1819, the following gentlemen were elected

MANAGERS.

- ✓ MATTHEW CLARKSON, *President.*
- ✓ BROCKHOLST LIVINGSTON, } *Vice Presidents.*
- ✓ WILLIAM FEW, }
- ✓ THOMAS EDDY, }
- ✓ CAVE JONES, }
- JOHN GRISCOM, *Secretary.*
- DANIEL E. TYLEE, *Assistant Secretary.*
- JOHN E. HYDE, *Treasurer.*

- | | |
|---------------------|--------------------|
| G. N. BLEECKER, | SAMUEL MARSH, |
| JOSEPH CURTIS, | JOHN PINTARD, |
| WILLIAM M. CARTER, | F. C. SCHAEFFER, |
| JAMES EASTBURN, | I. B. V. VARICK, |
| CHARLES G. HAINES, | JOHN WATTS, |
| ZACHARIAH LEWIS, | JOSEPH G. SWIFT, |
| I. M. MATTHEWS, | RICHARD R. WARD, |
| JAMES MILNOR, | JAMES L. BELL, |
| JOSEHH SMITH, | ROBERT C. CORNELL, |
| H. VAN WAGENEN, | JAMES SYKES, |
| SAMUEL WOOD, | JOHN MASON, |
| JOHN T. IRVINE, | NATHAN COMSTOCK, |
| F. W. PORTER, | ISAAC COLLINS, |
| DUNCAN P. CAMPBELL, | G. B. RAPELYE. |
| E. LORD, | |

DONATIONS
TO THE
LIBRARY OF THE SOCIETY
FOR THE
PREVENTION OF PAUPERISM,
DECEMBER 22, 1819.

—
BY THOMAS EDDY.

- The State of the Prisons in England and Wales, with some preliminary observations and accounts of some Foreign Prisons and Hospitals. By John Howard, F. R. S. 4th Ed. Lond. 4to 1792.
- An account of the principal Lazarettos in Europe, with various pieces relative to the Plague, together with further observations of some Foreign Prisons and Hospitals, and additional remarks on the present State of those in Great Britain and Ireland. By the same. 2d Ed. Lond. 4to 1792.
- A Treatise on the Commerce and Police of the River Thames, containing an Historical View of the Trade of the Port of London, &c. By P. Colquhoun, L. L. D. Lond. 8vo. 1800.
- Report of the Committee of the House of Commons, on the State of the Police of the Metropolis, with the minutes of Evidence, and an appendix. Lond. 8vo 1817.
- An account of the rise, progress and present State of the Society for the Discharge and Relief of persons imprisoned for small Debts throughout England and Wales. By James Shield, Esq, Treasurer, one of his Majesty's Justices of the Peace for the County of Middlesex. Lond. 8vo 1802.
- Reports of the Society on bettering the Condition and increasing the Comforts of the Poor. vol. 1. 12mo Lond. 1798.—Vol. 2. 8vo Lond. 1803.—Vol. 3. 8vo Lond. 1802.—Do. part 2d, 8vo 1802.
- The Basington School, being an illustration of the Principles, Practices and Effects of the New System of Instruction, in particularizing the Religious and Moral Instruction of the Poor. By Sir Thomas Barnard, Bart. Lond. 8vo. 1815.
- Vol. of Tracts, containing—1. Situation and Relief of the Poor. By Jeremy Bentham, Esq. Lond. 8vo.—2. Outline of a work entitled Pauper Management improved, by do.
- Do.—1. Observations and Facts relative to Public Houses in the city of London and environs. By P. Colquhoun, Esq. Lond. 8vo 1794.—2. Do. on Public Houses, interesting to Magistrates in every part of Great Britain, by do. Lond. 8vo.—3. Letters on

the present State of the Jewish Poor in the Metropolis, by do. 8vo Lond. 1802.—4. The Economy of an Institution in Spitalfields, London, for the purpose of supplying the Poor with good Meat Soup, by do. Lond. 8vo 1799.—5. An account of Meat and Soup Charity established in the Metropolis, in the year 1797, by do. Lond. 8vo 1797.—6. Rules and Orders for the Management and Internal Regulations of the House of Correction for the County of Middlesex, by do. Lond. 1802.

3d Vol. of Tracts.—1. A View of the Hard Labor Bill (an Act of Parliament) by Jeremy Bentham, Lond. 8vo 1778.—2. Letter to Lord Pelham, giving a practical view of the System of Colonization in New South Wales, and the House Penitentiary System, by Jeremy Bentham, Lond. 8vo 1802.—2. Second Letter to do. by do. Lond. 8vo.

Notes on a visit made to some of the Prisons in Scotland and the North of England, in company with Elizabeth Fry, by Joseph John Gurney. 2d Lond. ed. 12mo 1819.

A Portraiture of Domestic Slavery in the United States, &c. by Joseph Torrey, jun. M. D. Phil. 8vo 1817.

Thames Police Institutions, Legislative and other Regulations of the Port of London. 12mo Lond.

Horrors of Slavery, in two parts, 24mo Cambridge. By Joseph Kendric, 1817.

Vol. 4th of Tracts—1. Some account of the Origin and Plan of an Association formed for the establishment of a House of Recovery or Fever Hospital in the city of Dublin. Dublin, 12mo 1801.—2. Information for Cottagers, collected from the Reports of the Society for bettering the Condition and increasing the Comforts of the Poor. 12mo Lond. 1800.—3. Information for Overseers, collected as aforesaid. 12mo Lond. 1799.—4. Extract from an account of what is doing to diminish the present Scarcity, and to restore Plenty in the Country (England). 12mo Lond. 1801.—5. Extracts from an account of the proposed Institution to prevent the Progress of the Contagious Fever in the Metropolis. 12mo Lond. 1801.—6. Hints for those who may be desirous of introducing the Manufacture of Split Straw in Country Towns, Villages, Schools, Work-houses, &c. 12mo Lond.—7. Extract from an account of cases of Typhus Fever, in which the affusion of Cold Water has been applied in the London House of Recovery, by W. P. Dunsdale, M. D. 12mo Lond.—8. Extract from an account of the dreadful effects of Dram-drinking, with directions for those who are desirous of returning to Sobriety and Health, by R. Willan, M. D. 12mo London.

A Treatise on Indigence, &c. by P. Colquhoun, L.L.D. 8vo London, 1806.

Minutes of the Evidence taken before the Committee (of the House of Commons) on the State of the Police of the Metropolis. 8vo Lond. 1816.

- Account of the Proceedings of the House of Industry in Dublin. Dublin, 1799.
- Extracts from an account of the Institution for the Cure and Prevention of Contagious Fevers in the Metropolis. 2d ed. Lond. 1801.
- Account of a Society in West-street, Seven-dials, for the relief of their poor neighbors in distress. Lond. 1803.
- Address to the Public from the Society for the Suppression of Vice, instituted in London 1802. Lond. 1804.
- Sermon preached before the Society for the Suppression of Vice, by Richard Watson. Lond. 1804.
- Report read in Common Council, 30th March, 1812.
- An Act to reduce several relative particularly to the city of New-York into one Act. N. Y. 1813.
- 19th, 22d, 35th, 36th, 38th, 39th and 40th Report of the Society for bettering the Condition and increasing the Comforts of the Poor. Lond. 1803, 4, 14, 15, 16 and 17.
- Constitution and Proceedings of the Society for the Suppression of Vice in the town of Bedford. 1815.
- Second Annual Report and Constitution of the New-York Female Assistant Society for the relief and religious instruction of sick poor women and children. N. Y. 1815.
- Sciences Aperçu des progress et de l'état actual des Sciences dans les Etats-Unis. N. Y. 1815 (extract.)
- Third Report of the Association for the relief of the Manufacturing and Laboring Poor. Lond. 1812.
- Plan of the Society for the Promotion of Industry, with the first report. New-York, 1816.
- Report of the Society for the support of the Gospel among the Poor in the city of New-York. 1816.
- An Address delivered to the inhabitants of New Lanark, by Robert Owen. Lond. 1816.
- Means of improving the Condition of the Poor in Moral Happiness considered, in a Lecture to the minor institute, by Thomas Williams. Lond. 1816.
- Address to the Laboring Classes of Britain, on the question of the equality in property and universal suffrage. Lond. 1817.
- Fifteenth Report of the Fever Institution for 1817.
- Address of the Society for diffusing information on the subject of Capital Punishment and Prison Discipline. Lond. 1817.
- The History of the London House of Recovery. Lond. 1817.
- Articles of Association of the Saving Fund Society. Phil. 1817.
- Account of the Proceedings of the Association of the Parish of St. James, Westminster. Lond. 1817.
- Report of the Library Committee of the Pennsylvania Society for the promotion of Public Economy. Phil. 1817.
- Suggestions for the employment of the Poor of the Metropolis, by H. B. Gascoigne. Lond. 1817.
- Account of the Management of the Poor in Hamburgh, between the years 1738 and 1794, by Baron Von Vought. Lond. 1817.

- Catalogue of the Books belonging to the Library of the New-York Hospital. N. Y. 1818.
- On the Causes and Prevention of Pauperism, by John Griscom. N. Y. 1818.
- A Letter to Sir Samuel Romilly, from Henry Brougham. 6th ed. London, 1813.
- Biographical Sketch of the Life and Writings of Patrick Colquhoun. Lond. 1818.
- Address of the Philadelphia Society for the promotion of Domestic Industry, to the citizens of the U. States. Phil. 1819.
- State of an Institution near York called the Retreat. York, 1819.
- A short account of the Refuge for the destitute, Hackney Road and Hoxton, containing the nature and views of the Institution. Lond. 1819.
- A View of the principles on which the well being of the Laboring Class depends, by S. W. Nicoll. York, 1819.
- A short account of the Edinburgh Savings Bank. 3d ed. 1815.
- Report of the Committee to whom it was committed to suggest a plan for affording relief to the Laboring Classes in the city and suburbs. Lond. 1816.
- The Saving Bank, a dialogue between Ralph Ragged and Will Wise.
- Friendly advice to Industrious and Frugal Persons, by William Davis. Lond. 1817.
- Remarks on Banks for Savings and Friendly Societies, by John Woodrow. Lond. 1818.
- Report of the Committee of the Society for bettering the condition of the Poor. Lond. 1809.
- A Plan proposed to increase and extend the general benefits of Provident Institutions for Savings. Lond. 1818.
- List of Candidates for the School for the Indigent Blind, St. George's Fields. 1814.
- Rules adopted, Nov. 13, 1818, by the Board of Directors of the N. Y. Institution for the Instruction of the Deaf and Dumb, &c.
- Refuge for the Destitute, appeal to the Public. Lond. 1815.
- Memorial to the Hon. Legislature of the State of N. Y. 1817.
- Report of the Committee of the Association for the Relief of the Poor of the city of London. 1815.
- Association for the Relief of the Manufacturing and Laboring Poor. Lond. 1815.
- First Report of the Sub-Committee of the Association on the subject of Provisions. Lond. 1815.
- Report of the National Vaccine Establishment for the year 1814.
- Tavern Regulations, a word to Travellers and Lodgers.
- Report from the Select Committee of the House of Commons, appointed to inquire into the Education of the lower orders in the Metropolis, with the minutes of the evidence taken before the Committee. 8vo Lond. 1816.
- Considerations on the impolicy and pernicious tendency of the Poor Laws, with remarks on the Report of the Select Com-

- mittee of the House of Commons upon them, and suggestions for improving the condition of the Poor, by Charles Jerram, A. M. vicar of Chobham, and one of his Majesty's Justices of the Peace in the county of Surry. Lond. 1818.
- Memoir of the late John Murray, jun. read before the Governors of the New-York Hospital, 9th month, 14th, 1819, by Thomas Eddy.

BY MR. JOHN GRISCOM.

- Constitution and Laws of the Orphan Asylum of the city of New-York. 1808.
- Appeal to the virtue and good sense of the inhabitants of St. Martin in the Fields. Lond. 1809.
- Report of a Committee of the Humane Society appointed to inquire into the number of Tavern Licences, &c. N. Y. 1810.
- State of an Institution at Bloomfield, near Dublin, called the Retreat for persons afflicted with disorders of the Mind. Dublin, 1813.
- Prospectua, Chronique Religieuse.
- Dialogue entre deux amis sur la Rêgénération.
- Pauvre et Content ou L'Art D'être heureux sans être riche vie de William Kelly.
- Catechisme de l'homme, ou de l'Humanité.
- Revue Encyclopédique ou analyse raisonnée des productions les plus remarquables dans la Literature, les Sciences et les Arts.
- Le Chemin Spacieux et la voie étroite.
- Thoughts on various Charitable and other important Institutions, by Catherine Cappe. York, 1814.
- Rules and Regulations of the York Lunatic Asylum, with a list of the Governors. York, 1815.
- 4th, 5th and 6th Report of the Society for promoting the Education of the Poor of Ireland. Dublin, 1816, 17 and 18.
- Report of the late Committee, together with a list of the subscribers who contributed to the support of the House of Industry, Belfast, for the year 1814. Belfast, 1815.
- War inconsistant with the Religion of Jesus Christ, as it is inhuman, unwise and criminal. N. Y. 1815.
- The Provident Institution for Savings in the town of Boston.
- The annual stated meeting of the Association for promoting the employment of the Poor, and ameliorating their condition in the county of Kilkenny and the adjoining counties. 1818.
- Savings Banks, Belfast, 1817.
- House of Industry, Belfast, application for Industry.
- Annual statement of the accounts of the Poor-house and Infirmary of Belfast, from the 1st Nov. 1816, to the 1st Nov. 1818.
- Address of the Glasgow Peace Society. Glas. 1819.
- Report of the state of the School for the Blind in Liverpool. Dec. 1815 to Dec. 1816.
- Plan of the Society for the promotion of Industry. N. Y. 1816.

- Description and Historical Sketch of the Massachusetts State Prison. Charles. 1816.
- Traites sur les Bases d'une vie Chrétienne tirés principalement des œuvres de Hugh Turford. Phil. 1816.
- Report of a meeting of the Trustees of the Provident Institution for Savings. Boston, 1816.
- Report of the Library Committee of the Pennsylvania Society for the promotion of Public Economy. Phil. 1817.
- By-laws and Regulations of the Society for the relief of poor widows with small children. N. Y. 1817.
- Report to the Female Missionary Society for the poor of the city of New-York, by W. Stafford. 2d ed. N. Y. 1817.
- Observations on the subject of War, by Pacificator. Ipswich, 1817.
- Address delivered before the N. Y. Auxiliary Society for the suppression of Intemperance, by A. Read. N. Bedford, 1817.
- Facts relative to the state of children who are employed by Chimney Sweepers. York, 1817.
- Articles of Association of the Saving Fund Society. Phil. 1817.
- A Treatise on the wealth, power and resources of the British Empire.
- Sermon delivered at the opening of the Connecticut Asylum, by T. H. Gallaudet. Hartford, 1817.
- Report of the committee of the Connecticut Asylum. Hart. 1817.
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