

school board taxation in the whole of England and Wales was 1.87d. per pound sterling in the year 1874-75, and rose to 3.43d. per pound in the year 1875-76.

Adult Education.—Though as yet unaffected by the introduction of the system of compulsory education, there is, nevertheless, a vast progress of general instruction visible among the adult generation, as is proved by the constantly growing numbers of persons able to sign their names to the marriage registers. The annual numbers, carefully collected by the registrar of births, deaths, and marriages, as among the most noteworthy tokens of the educational condition of the people, show that while in the quinquennial period 1841-45 there were in England and Wales 32.6 per cent. of men and 48.9 per cent. of women who signed the marriage registers with "marks," being unable to write, the proportion very steadily decreased from period to period, and from year to year, till it had fallen in 1871-75 to 18.5 per cent. in the case of men, and to 25.2 per cent. in the case of women. Thus there was in the thirty-five years from 1841 to 1875 a decrease of 15.5 per cent. in illiterate men and of 25.6 per cent. in illiterate women.

Proportion of persons unable to sign their names to marriage registers.

The proportion of males and females unable to write varies greatly in the several counties of England and in Wales, as will be seen from the following table, which gives the percentage of both sexes who signed the marriage registers with "marks" in the year 1875, according to the 38th annual report of the registrar-general, issued in 1877 :—

Table with 3 columns: Counties, Men, Women. Lists percentages for various counties like Westmoreland, Surrey, Middlesex, etc., and a total for England and Wales.

Large as seems the proportion of male and female adults still unable to write in England, the registrar-general, in

his 38th annual report, published in 1877, arrived at the hopeful calculation that "if instruction increases in future years at the same arithmetical rate as it has done in the years from 1841 to 1875, then all the men will be able to write in 38 years, and all the women in 31 years."

XII. Crime and Pauperism.

The wide-spread belief that increase of education will lead to a decrease both of crime and pauperism receives some confirmation from the criminal and other statistics of England and Wales for more than a generation, though not to the full extent that might be desired. As regards crime, the decrease of it, while of a fluctuating nature, was much less in proportion than the increase of education, as shown by the number of persons committed for trial before juries in England and Wales and either convicted or acquitted. The following table shows these numbers for every fifth year from 1841 to 1876 :—

Table with 4 columns: Years, Number of Persons Committed for Trial, Number of Persons Convicted, Number of Persons Acquitted. Shows data from 1841 to 1876.

The small difference between the number of persons convicted and acquitted and the total committed comprised those found to be and detained as insane.

It will be seen from the preceding table that, while the total committals decreased from 27,760 in 1841 to 16,078 in 1876, and the convictions from 20,280 in 1841 to 12,195 in 1876, the downward progress was not regular, but intermittent, fall and rise following each other. Thus there were fewer convictions in the year 1871 than in 1876. The fluctuations in crime and the number of criminals must be referred to complicated causes, chief among them the state of trade and commerce, which, according as they are either flourishing or depressed, greatly influence the condition of welfare of the masses of the population.

The classes of offences for which persons were committed for trial in England and Wales, and either convicted or acquitted by juries, in each of the three years from 1871 to 1873, were as follows :—

Table with 5 columns: Classes of Offences, Years, Number Committed or Bailed, Number Convicted, Number Acquitted or Discharged. Lists categories like 'Against the Person', 'Against Property committed with Violence', etc.

Decrease of crime.

Classes of offences.

The total number of prisoners confined in the jails of the United Kingdom, under sentence either of juries or of stipendiary and other magistrates, was 220,817 at the end of 1871, and rose to 220,887 in 1872, and 232,362 at the end of 1873. Of the latter total, 165,142 were imprisoned in England and Wales, 33,419 in Scotland, and 33,801 in Ireland. The classes of convicts confined in the prisons of England and Wales—including those imprisoned for debt, and military deserters, under the Mutiny Acts—were as follows at the end of the year 1873 :—

Table with 4 columns: Classes of Prisoners, Males, Females, Total. Lists categories like 'CRIMINAL PRISONERS: Convicted (not previously in Custody)', 'Summarily Convicted', etc.

The ages of the 155,413 prisoners—excluding debtors and deserters—in the prisons of England and Wales, at the end of 1873, were as follows :—

Table with 4 columns: Ages of Prisoners, Males, Females, Total. Lists age groups like 'Under 12 Years', '12 and under 21', etc.

Education of prisoners.

The degree of education of the same 155,413 prisoners was as follows :—

Table with 4 columns: Education of Prisoners, Males, Females, Total. Lists levels like 'Not able to read or write', 'Able to read, or to read and write imperfectly', etc.

Of the 155,413 prisoners in the prisons of England and Wales at the end of 1873, no less than 61,274, or two-fifths, were old offenders. The number of their previous convictions was as follows :—

Table with 4 columns: Number of previous Convictions, Males, Females, Total. Lists frequency like 'Once', 'Twice', 'Three', etc.

The preceding tables show succinctly to what an extent the prisons of England and Wales are filled by what may

be called a criminal population, that is, one living regularly by crime. It is a population not very young, nearly one-half of the whole being between the ages of thirty and sixty, and not possessed of any education worth the name,—33.4 per cent., or just one-third of the whole, being unable either to read or write, and 63 per cent. of the whole only able to read, or to read and write imperfectly. Thus more than 96 per cent. of the entire army of prisoners, male and female, belonged, so far as education went, to the dregs of the population; while only a quite inappreciable fraction, expressed by 0.1 per cent., was that of a class described as possessed of "superior instruction."

Police.—Besides the direct cost of prisoners, there are a variety of other expenses connected with their apprehension and conviction, but it would be impossible to give an account of them. Foremost among these expenses stands that for the police, the total charge for which in the year 1873 amounted to £2,567,491. The expenditure was divided as follows among the various classes of the police :—

Table with 3 columns: Classes, Number, Expenditure. Lists categories like 'County constabulary', 'Borough police', 'Metropolitan police', etc.

Pauperism.—There is, as might be expected, an intimate connection between crime and pauperism. At the side of a fixed prison population, steeped in crime, stands a regular workhouse population, sunk in helpless, irremediable poverty. If far more harmless than the criminal population, the pauper population, on the other hand, is far more numerous, varying between three quarters of a million and a million. The number of paupers, like that of criminals, kept rising and falling, in alternate waves, during the course of the last generation, under the probable influence of good or bad harvests mainly, and the state of trade, with a general tendency to increase within the first half of the period, and to decrease within the second half. The total number of paupers in the United Kingdom, embracing both those kept in workhouses and those receiving public charity out of doors, was 1,022,540 in 1846, of whom 910,561 were in England and Wales, 69,432 in Scotland, and 42,547 in Ireland. At the end of thirty years, in 1876, the total number of paupers in the United Kingdom had fallen to 906,983, of whom 728,350 were in England and Wales, 100,105 in Scotland, and 78,528 in Ireland. Thus the aggregate decrease within the period was solely due to a decline of pauperism in England, there being an increase of 30,673 paupers in Scotland, and of 35,981 in Ireland.

The following table gives the number of paupers, distinguishing "in-door," within workhouses, and "out-door," receiving public relief, in England and Wales, for every fifth year from 1851 to 1871, and each year thereafter to 1877, on the first day of January in every year :—

Table with 4 columns: Years Jan. 1, In-door Paupers, Out-door Paupers, Total. Shows data from 1851 to 1877.

Number of work-houses.

There were 590 workhouses and "unions" for the relief of paupers in England and Wales on the 1st of January 1849, and the number gradually rose till it reached 655 in 1864, from which time it remained stationary till 1869, when there was an amalgamation of several poor-law unions. There were 650 workhouses and unions on the 1st of January 1877.

The paupers of 1877 comprised 92,806 returned as "able-bodied," of which number 18,993 received in-door, and 73,813 out-door relief. Of the remaining paupers, 635,544 in number, 138,198 received in-door, and 497,346 out-door relief. Two-thirds of all the paupers were sane adults, the other third comprising children under sixteen years of age, lunatics, and idiots. Among the adult in-door paupers of 1877, the men formed the majority, but the women were nearly three times as numerous as the men among out-door paupers. Aged persons, or widows, deserted wives, and "unmarried mothers" with their children, comprised the great mass of these out-door paupers.

Pauperism is far more costly than crime. The total expenditure for criminals in the year 1873 was £585,021, while that for the maintenance of paupers amounted to £7,692,169. The branches of expenditure for criminals in the year 1873, and the average cost of each prisoner, were as follows:—

Branches of Expenditure.	Total Expenditure.	Average Expenditure per Prisoner.
ORDINARY CHARGES.	£	£ s d
Repairs, furniture, fuel, and light, rent, &c.	112,414	6 7 1
Officers' salaries, allowances, and pensions.....	236,751	13 7 9
Prisoners' diet, clothing, &c.	153,339	8 13 5
Total.....	502,504	28 8 3
EXTRAORDINARY CHARGES.		
Repayment of money borrowed, interest, &c., new buildings, additions, and alterations	82,517	4 13 4
Total ordinary and extraordinary.	585,021	33 1 7

Expenditure for the relief of the poor.

The total amount raised by "poor rates" so-called in England and Wales in the year 1873 was £12,657,943, and the amount expended £12,426,566. But of this expenditure, not more than the sum of £7,692,169, before mentioned, was employed directly for the relief of the poor, the remainder, £4,734,397, going for other payments under the poor-laws, such as police rates, vaccination fees, and disbursements of highway boards. The actual direct expenses for the relief of the poor in the year 1873 were under the following branches:—

	£
Cost of in-door maintenance	1,549,403
Cost of out-door relief	3,279,122
Workhouse loans repaid and interest thereon ..	272,698
Salaries and rations of officers	893,218
Other expenses connected with the relief of the poor	914,957
Maintenance of lunatics in asylums or licensed houses	780,927
Total.....	7,690,325

The average rate imposed by local taxation for the actual relief of the poor in 1873 was 5s. 11d. in the pound per head of population for the whole of the United Kingdom, while for England and Wales alone it was 6s. 7d. per head of population, for Scotland 5s. 2d., and for Ireland 3s. 4d. Taking the percentage ratio to the whole population, tax-paying and not, the amount was 3s. 3d. per individual for the United Kingdom, while the share for Eng-

land and Wales was 3s. 8d. per head, for Scotland 3s. 5d. and for Ireland 1s. 4d. per head of population.

The enormous cost of pauperism, and consequent heavy burthen entailed upon taxpayers—deemed the harder as being very unequally distributed, the poorest parishes being the highest assessed—led to many recent legislative attempts to effect a remedy. Under the Poor-Law Amendment Act of 4 and 5 Will. IV. c. 76, passed in 1834, a somewhat complicated administrative machinery was formed for the purpose, receiving the title of "Poor Law Commission;" but it was superseded in 1847, by the statute 10 and 11 Vict. c. 109, which instituted the "Commissioners for administering the Laws for the Relief of the Poor in England and Wales." An Act passed two years after, 12 and 13 Vict. c. 103, abolished alike commissions and commissioners, establishing in their stead, a "poor-law board," invested with extensive powers, its president having a seat in the Cabinet. Although by the Act itself, and the institution of a new member of the Government, it was sufficiently acknowledged that the question of pauperism had become one of the most momentous of the day, and although its working, under the direction of a very able chief, gave general satisfaction, it was soon found that it was faulty in many respects. It was particularly so in not recognizing that the system of maintaining the poor, having been and remaining entirely local, could not be dis severed from local government in general, and that the necessary reform must be in this direction.

The admission of this fact led to the passing of another statute, 34 and 35 Vict. c. 70, which obtained the royal assent, August 14, 1871, known as the Local Government Board Act. The Act ordered the establishment of a Local Government Board, as a ministerial department, to undertake all the functions of the Poor-Law Board, abolished henceforth, and, moreover, to superintend the execution of all the laws relating to the public health, and to matters connected with local government. The new Local Government Board began its functions in March 1871, its president holding a seat in the Cabinet.

Since its institution, the Local Government Board has published annual reports, addressed to parliament, the sixth of which was issued at the end of the session of 1877. Judging by this report, the action of the new system for superintending the relief of the poor has been very successful, there being a considerable decrease of the expenditure for the actual maintenance of paupers. But this was effected entirely by savings in out-door relief. The respective charges for the maintenance of paupers in workhouses and for out-door relief in 1871 and in 1876 were stated as follows in the report:—

Years.	In-door Maintenance.	Out-door Relief.	Total.
1871	£ 1,524,695	£ 3,663,970	£ 5,188,665
1876	1,534,224	2,760,804	4,295,028
Increase	9,529
Decrease.....	...	903,166	893,637

Poor-Law Administration.—According to the sixth annual report of the Local Government Board, the expenditure for the in-door and out-door maintenance of paupers formed little more than half the total cost set down as being "for the relief of the poor." Among the other branches of expenditure were "salaries and rations of poor-law officers," £943,000; "charges for pauper lunatics in asylums," £883,000; and a number of similar disbursements, the total amounting to £3,042,830. It is admitted in the report that, notwithstanding the strictest supervision, the local expenses of administration continue increasing, while

the direct cost of maintenance of the poor is decreasing. Thus in 1871, when the actual maintenance of in-door and out-door paupers cost £893,600 more than in 1876, the extra branches of expenditure were £357,000 less.

Pauperism and education.

There cannot be any reasonable doubt that the principal remedy of pauperism must be sought in the general education of the poor. That this is already taking effect, under the salutary working of the Compulsory Education Act of 1870, there are many symptoms. It is stated, in a report of the inspectors of the London board schools, published at the end of 1877, that the order and regularity strictly enforced in their schools not only affect the character of the children, but that of the parents in the most destitute social condition, including paupers receiving out-door relief. "There are indications," says the report, "that the parents are beginning to feel the wholesome influence of the schools. We are assured by teachers in the very lowest neighbourhood that there is now much less active opposition to their efforts to improve the children than formerly, and a marked diminution in the violent language and rough conduct which were at one time the invariable accompaniments to a parent's visit to the school." The education of their children, the report goes on to say, is strikingly reflected in a "growing self-respect of the parents," while all things "point unmistakably to a great change for the better, which is being slowly yet surely effected in the homes of the children through the influence of board schools."

XIII. Hospitals and Charitable Institutions.

Charity and pauperism.

No country in the world is so rich in charitable institutions of every description as England. The relations between the vast pauperism and the equally vast flow of charity designed to remedy it have been keenly discussed; and while many insist that the latter is simply an offspring of the former, there are others no less confident in maintaining that the abundance of charity has given rise to the very evil it was expected to cure. Probably the truth lies midway between the conflicting arguments. If indigence gave rise to charity, the excess of the latter could scarcely fail in its turn to beget improvidence, and, with it, poverty. There can be little doubt that, in modern times at any rate, the immense multiplication of charitable institutions has served to foster idleness among the lower classes in large towns, and thus has swelled the ranks of hereditary pauperism. Legislation has not remained ignorant of this fact, and hence a large number of laws for regulating the uses and abuses of charity.

The oldest of these regulations were made in the same reign which laid the foundation of the poor-law, that of Elizabeth. By the Act of 43 Elizabeth c. 4, passed in 1601, usually known as the Statute of Charitable Uses, a rather wide definition was given of what was considered to be within the realm of charity. It might be used, declared the Act, "for relief of aged, impotent, and poor people; for maintenance of sick and maimed soldiers and mariners; for schools of learning, free schools, and scholars in universities; for repair of bridges, ports, havens, causeways, churches, sea-banks, and highways; for education and preferment of orphans; for relief, stock, or maintenance of houses of correction; for marriages of poor maids; for supportation, aid, and help of young tradesmen, handicraftsmen, and persons decayed; for relief or redemption of prisoners or captives; and for aid or ease of any poor inhabitants concerning payments of fifteens, setting out of soldiers, and other taxes." It is clear from the wording of this statute that, at the time it was made, organized charitable institutions were already numerous in England. In order that they might be well managed, and their funds employed for none but legitimate purposes, the Act ordered that

commissioners should be appointed by the lord chancellor, four for each diocese, to act under the bishop, and "inquire by a jury concerning charities." It does not appear that much action was ever taken under the statute, cumbersome in all its prescriptions, and it had fallen into disuse before the middle of the last century, when it was gradually replaced by other legislative enactments.

No general record of charitable institutions is known to have existed until the close of the 18th century, when the subject came to occupy the serious attention of parliament. It manifested itself chiefly in the passing of a statute, 26 Geo. III. c. 58, generally called the Gilbert Act, which gave orders "for procuring, upon oath, returns of all charitable donations for the benefit of poor persons in the several parishes in England." The returns obtained under this Act were examined and reported on by a committee of the House of Commons, which sat in 1786 and 1788, when it appeared that out of 13,000 parishes and townships in England and Wales, only 14 had omitted reporting their charities. The aggregate annual income of those reported upon amounted to £528,710, but it was generally held that this sum was a gross understatement. Consequently, there was more legislation, though at considerable intervals, on the subject of charities. Under an Act of 52 George III. c. 102, passed in 1812, stringent regulations were laid down for ascertaining the nature and income of all the charitable institutions in England; but the Act was never properly enforced, and remained to all intents and purposes a dead letter. More effective, although limited in scope, was an Act of 58 George III. c. 91, passed in 1818, which ordered an inquiry into the educational charities of England. It was this statute which first instituted the "Charity Commissioners for England and Wales."

The actual functions of this board, in superintending all charities, and making annual reports upon them to parliament, were defined by the Charitable Trusts Act of 1853, to which amendments were passed in 1855, in 1860, and in 1869. By these statutes, the "Charity Commissioners for England and Wales" are invested with great powers, some of them distinctly judicial in their nature, and the rest of an administrative character. They may compel the trustees and administrators of all endowed charitable institutions to keep full accounts of their receipts and disbursements, and to forward them every year; and they may likewise order special inquiries into the circumstance of individual charities, and enforce the production of all required information. Possessed of such powers, the commissioners have been enabled to publish a number of valuable annual reports, beginning with the year 1852, on the number and character of the net-work of charitable institutions spread all over England, tending to alleviate misery and to promote greater welfare, or at least designed to do so. Still these reports are far from giving a complete picture of the vast extent of organized charity, since the action of the Charity Commissioners does not embrace any but endowed charities, and not all even of this class. Specially exempted from the operations of the Charitable Trusts Act of 1853, and its subsequent amendments, are the charities of the universities and their colleges, those of Eton and Winchester, of the various cathedral foundations, of all friendly and benefit societies, and of all institutions wholly maintained by voluntary contributions. Among these and other exemptions fall a number of charitable institutions as important of their kind as ancient in origin—the Hospitals.

There can be little doubt that hospitals were, if not the very oldest, at least among the most ancient, of English charitable institutions. The earliest of these establishments probably grew up in the time of the crusades, or soon after, necessitated by the spread of new diseases, introduced by the knights and their followers returning from the East.