

TABLE 9.—UNEMPLOYMENT IN GREATER LONDON.

[Average Number of Applicants to Distress Committees per 1,000 of Population in each District for which a Distress Committee was in operation during the three years 1905-6, 1906-7, and 1907-8.]

Name of Distress Committee.	Number of Applicants.	Rate per 1,000 of Estimated Population.	Name of Distress Committee.	Number of Applicants.	Rate per 1,000 of Estimated Population.
London :—			St. Pancras	1,728	7.3
Battersea	1,839	10.2	Shoreditch	1,074	9.2
Bermondsey	1,682	13.1	Southwark	1,665	8.0
Bethnal Green	1,218	9.3	Stepney	1,418	4.6
Camberwell	2,088	7.6	Stoke Newington	270	5.1
Chelsea	576	7.7	Wandsworth	1,026	3.8
City of London	95	4.4	Westminster (City of)	687	3.9
Deptford	849	7.4	Woolwich	1,621	12.7
Finsbury	624	6.4			
Fulham	1,701	10.5	Outer Ring :—		
Greenwich	956	9.1	Croydon	857	5.7
Hackney	1,873	8.1	West Ham	4,594	15.2
Hammersmith	984	8.2			
Hampstead	235	2.6	East Ham	1,729	13.3
Holborn	367	6.6	Hornsey	282	3.2
Islington	1,701	4.9			
Kensington	1,096	6.1	Edmonton	1,273	21.8
Lambeth	1,804	5.7	Erith	438	13.8
Lewisham	820	5.5	Leyton	974	8.2
Paddington	379	2.5	Tottenham	2,130	17.8
Poplar	2,307	13.5	Walthamstow	1,339	11.0
St. Marylebone	547	4.3	Willesden	1,412	9.8

SECTION IV.—THE POOR LAW AND PAUPERISM.

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PAUPERISM

IN

ENGLAND & WALES.

Percentage of Population in receipt of poor relief during the year ended 30th September, 1907, in London, and in Poor Law Unions outside London.

(Statistics in Asylums, &c., and Casual or Vagrant poor, not included).

Rankings with proportion of paupers to population (Census, 1901).

3 per cent & under - - uncoloured.

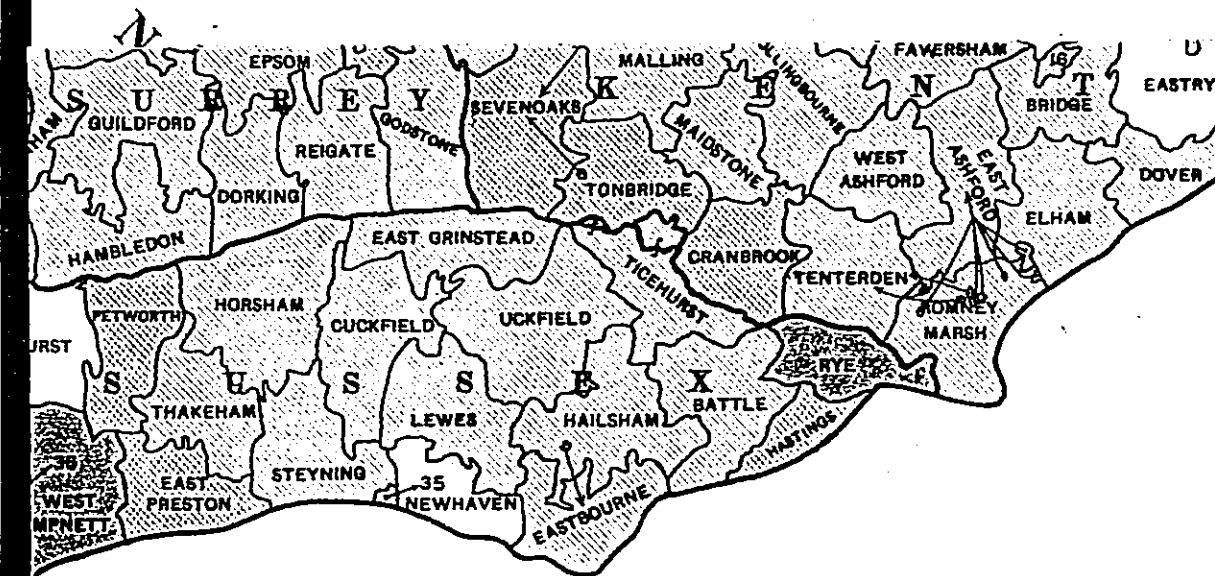
3·1 „ to 5·3 per cent -

5·4 „ to 7·0 „ - -

7·1 „ and upwards -



Average rate of pauperism per cent of population 5·3).



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Ordnance Survey, Southampton.

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PAUPERISM IN ENGLAND & W

Percentage of Population in receipt of poor r
ended 30th September, 1907, in London,
Unions outside London.

(Lunatics in Asylums, &c., and Casual or Vagra
Unions with proportion of paupers to populat

8 per cent & under - - - ur

3.1 " to 5.3 per cent -

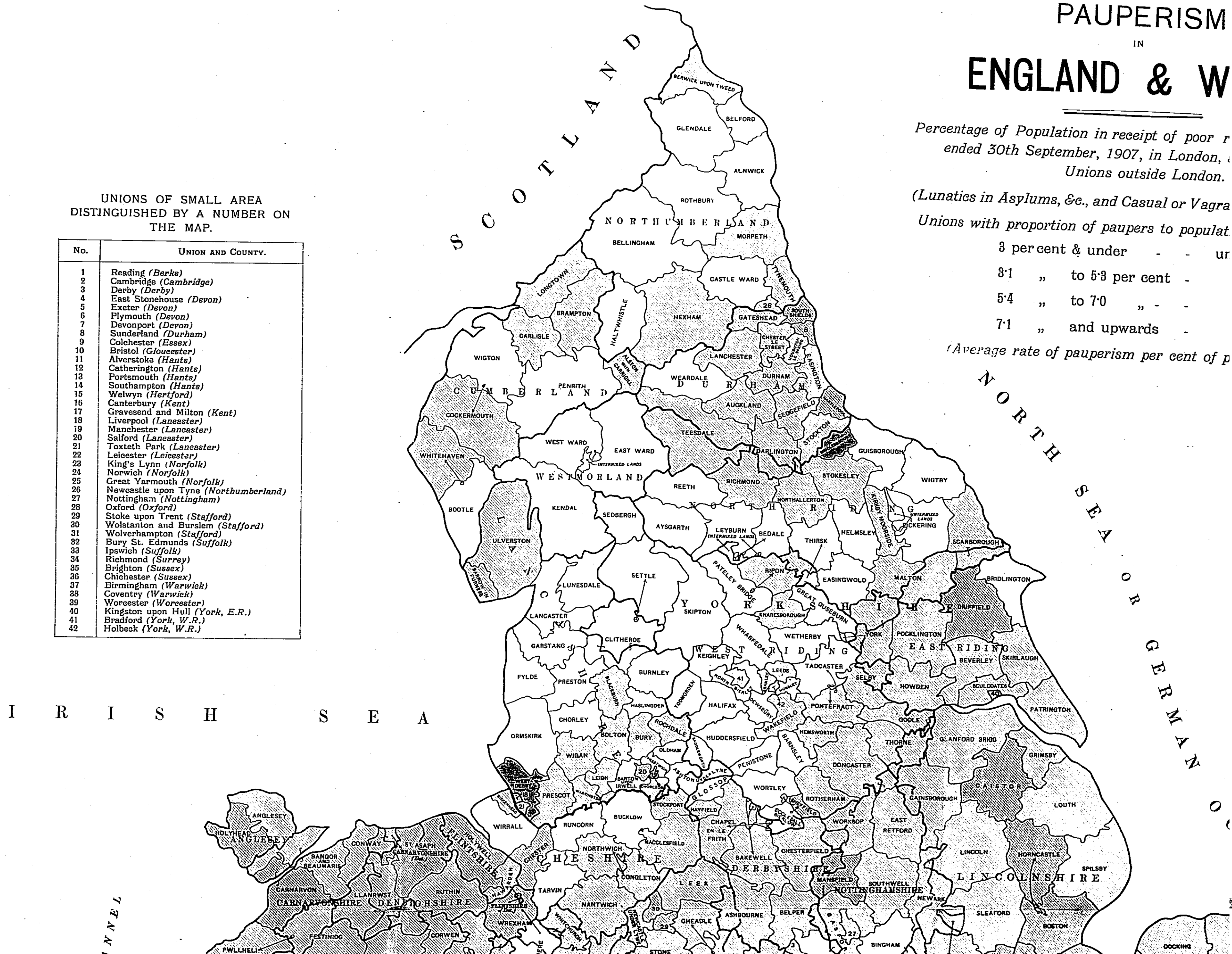
5.4 " to 7.0 " - -

7.1 " and upwards -

(Average rate of pauperism per cent of p

UNIONS OF SMALL AREA
DISTINGUISHED BY A NUMBER ON
THE MAP.

No.	UNION AND COUNTY.
1	Reading (Berks)
2	Cambridge (Cambridge)
3	Derby (Derby)
4	East Stonehouse (Devon)
5	Exeter (Devon)
6	Plymouth (Devon)
7	Devonport (Devon)
8	Sunderland (Durham)
9	Colchester (Essex)
10	Bristol (Gloucester)
11	Alverstoke (Hants)
12	Catherington (Hants)
13	Portsmouth (Hants)
14	Southampton (Hants)
15	Welwyn (Hertford)
16	Canterbury (Kent)
17	Gravesend and Milton (Kent)
18	Liverpool (Lancaster)
19	Manchester (Lancaster)
20	Salford (Lancaster)
21	Toxteth Park (Lancaster)
22	Leicester (Leicester)
23	King's Lynn (Norfolk)
24	Norwich (Norfolk)
25	Great Yarmouth (Norfolk)
26	Newcastle upon Tyne (Northumberland)
27	Nottingham (Nottingham)
28	Oxford (Oxford)
29	Stoke upon Trent (Stafford)
30	Wolstanton and Burslem (Stafford)
31	Wolverhampton (Stafford)
32	Bury St. Edmunds (Suffolk)
33	Ipswich (Suffolk)
34	Richmond (Surrey)
35	Brighton (Sussex)
36	Chichester (Sussex)
37	Birmingham (Warwick)
38	Coventry (Warwick)
39	Worcester (Worcester)
40	Kingston upon Hull (York, E.R.)
41	Bradford (York, W.R.)
42	Holbeck (York, W.R.)



PAUPERISM IN ENGLAND & WALES.

Percentage of Population in receipt of poor relief during the year ended 30th September, 1907, in London, and in Poor Law Unions outside London.

(Lunatics in Asylums, &c., and Casual or Vagrant poor, not included).

Unions with proportion of paupers to population (Census, 1901).

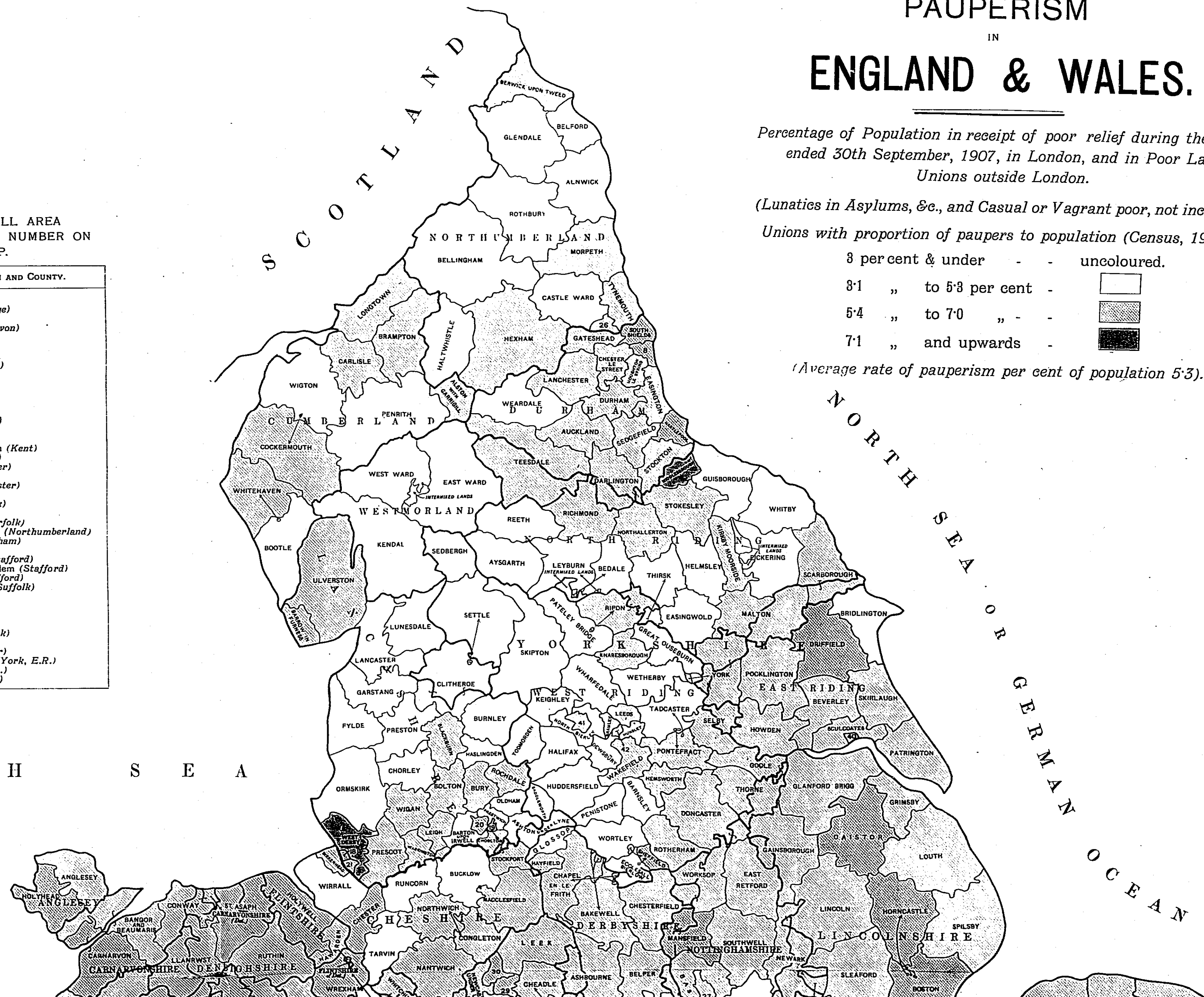
8 per cent & under	-	-	uncoloured.
8.1 „ to 5.3 per cent	-	-	
5.4 „ to 7.0 „	-	-	
7.1 „ and upwards	-	-	

(Average rate of pauperism per cent of population 5.3).

SMALL AREA
Y A NUMBER ON
MAP.

UNION AND COUNTY.

- bridge)
- (Devon)
-)
- n)
- ham)
- x)
- er)
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- nts)
- nts)
- ants)
- d)
- t)
- ilton (Kent)
- ster)
- cester)
- er)
- ancaster)
- ter)
- erfolk)
- k)
- (Norfolk)
- Tyne (Northumberland)
- tingham)
- t. (Stafford)
- Burslem (Stafford)
- Stafford)
- ds (Suffolk)
- ey)
-)
- ex)
- rwick)
- ick)
- ester)
- ull (York, E.R.)
- W.R.)
- W.R.)









Scale 17 Miles to 1 Inch
Miles 10 5 0 10 20 30 40 50 Miles

Price 1/-

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Scale— 17 Miles to 1 Inch

Miles 10 5 0 10 20 30 40 50 Miles

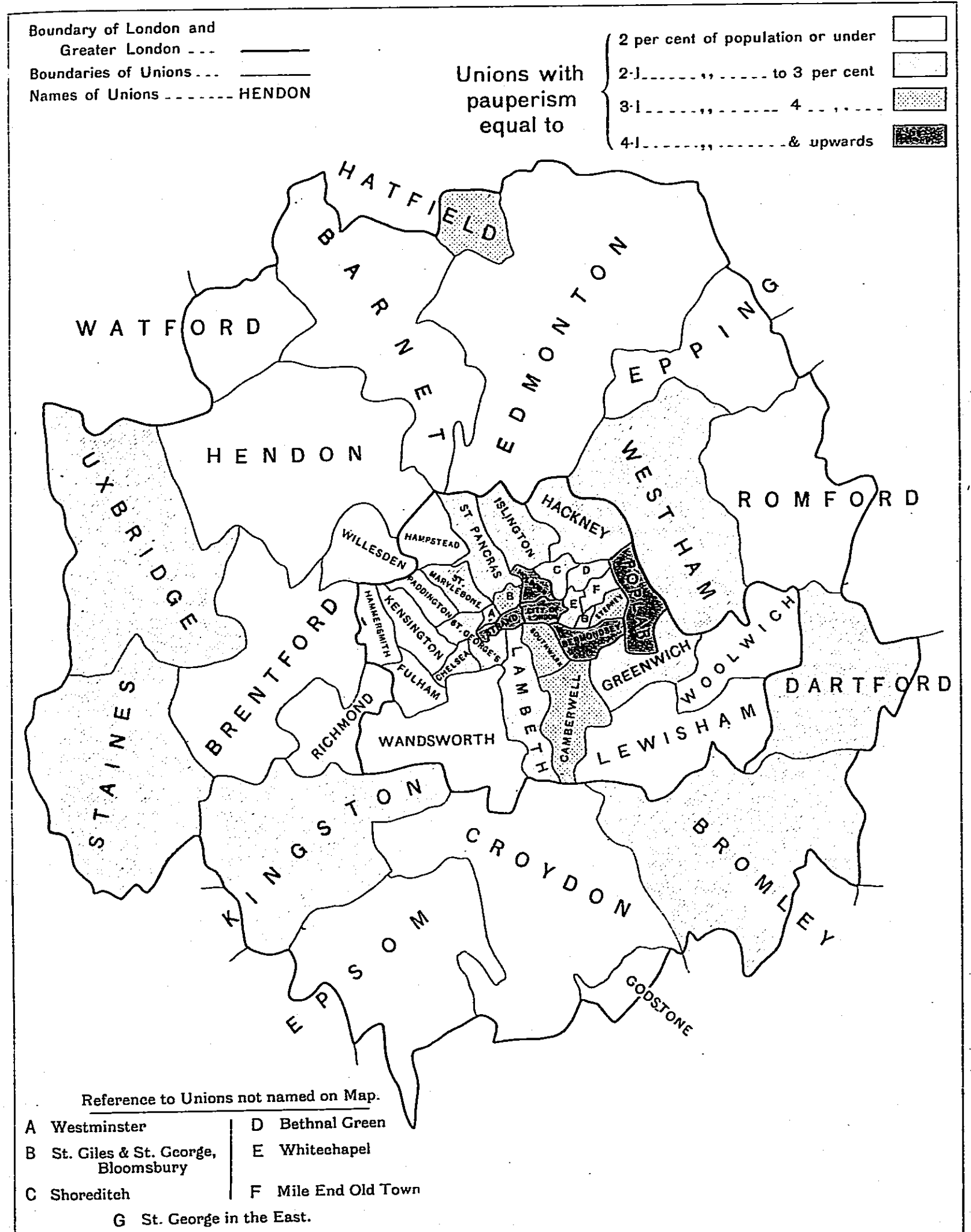
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Ordnance Survey, Southampton.

PAUPERISM IN GREATER LONDON.

Average daily number of poor in receipt of relief, exclusive of insane poor in asylums, &c., and casual or vagrant poor. 1907-08
(see Table 3).



NOTE.—For the figures on which this map is based, see Table 3.

As to the rates of pauperism in the central district, see the note to Table 3.

Ordnance Survey, Southampton.

To follow page 48.

SECTION IV.—THE POOR LAW AND PAUPERISM.

MEMORANDUM.

The present section sets out in brief form the principal facts relating to the past and present position of public relief to the poor through the medium of the Poor Law.

Pauperism in the United Kingdom.

1. *Organization of poor relief.*—Under the organization created by the Poor Law Amendment Act, 1834, poor relief out of public funds is, in England and Wales, administered by elective Boards of Guardians acting within the areas of single parishes or, most commonly, of groups of parishes which have been formed into "unions." There are at present 643 unions and single parishes with separate Boards of Guardians; the average population (1908) of a poor law area is about 55,000, but the unions and parishes differ greatly in extent and population, ranging from Welwyn with a population (1901) of 2,265 to West Ham with a population of 580,386. In Scotland relief of the poor is, under the provisions of the Local Government Act, 1894, the duty of the elective Parish Councils who are charged with other functions besides that of administering poor relief. The number of parishes in Scotland is 874 with an average population of 5,000. Administration of poor relief in Ireland, under the Poor Relief (Ireland) Act, 1838, was entrusted to Boards of Guardians acting for union areas which are formed on lines similar to those adopted for England and Wales. The number of unions in Ireland is at present 159, with an average population of 27,000.

The Poor Law Authorities in each division of the Kingdom act under the general regulations of a central authority. The Local Government Board, who constitute the central authority in England and Wales, are empowered to issue general orders governing the conduct of poor law institutions and the administration of outdoor relief, though their authority does not extend to ordering relief in individual cases. Much of the expenditure of poor law authorities, including expenditure proposed to be met by borrowing, must receive the Board's sanction, and their approval is required to the salary of most of the officers concerned in the local administration of relief. The Board have a staff of Inspectors, resident in various parts of the country, who are in touch with the local authorities and institutions within the districts to which they are appointed. Control by a central authority is exercised on somewhat similar lines in Scotland and Ireland by the Local Government Boards of these two divisions of the Kingdom.

Poor relief in each division of the Kingdom consists either of maintenance in an institution or of out-door relief. In England and Wales and Ireland each union or parish, with rare exceptions, is provided with a workhouse in which all classes of poor may be maintained; and a large number of unions in England are further provided with separate institutions for the sick poor and for children. In Scotland 501 parishes have provided poor houses either singly or in combination, and 305 other parishes have a right to send paupers to the poor houses of other parishes, but, as will be seen, relief outside an institution is more commonly the form in which public assistance is given in Scotland.

2. *Classes of persons reckoned as paupers.*—All persons without means of subsistence may be granted public relief under the poor law, but in regard to certain classes of poor there are important differences in the law and practice in the three divisions of the Kingdom, which must be taken into account in any comparison. The most important of these differences are briefly as follows:—

(a.) Insane and idiot poor are maintained mostly in county and borough lunatic asylums, though some of the less serious cases are to be found in the workhouses or are boarded out with relatives. All these are regarded as paupers in England and Wales and Scotland, and the cost of their maintenance forms part of the cost of poor relief; but insane poor maintained in district asylums in Ireland are not reckoned as paupers, nor is the cost of maintenance in the asylums poor law relief.

(b.) Sick poor in England and Wales are relieved either in the workhouses and workhouse infirmaries or sick asylums, or by medical attendance and treatment given by the District Medical Officers. Similar methods of relief to the sick poor are adopted in Scotland. In Ireland medical relief outside a workhouse is, under the Medical Charities Act, 1851, as amended by the Local Government Act, 1898, administered in each union by the Board of Guardians, the unions being divided into dispensary districts for the purpose; but persons receiving medical relief in this form are not reckoned as paupers, nor does the cost of the relief form part of the cost of poor law relief.

(c.) In England and Ireland various restrictions also affect the grant of relief to persons who can be considered able-bodied, and the conditions under which out-door relief generally may be administered, which are the result partly of legislation and partly of administration. In Scotland poor relief in any form may not legally be given to able-bodied men. These differences are of importance in a comparison of particular forms of relief, but may be disregarded in a comparison of aggregate pauperism.

3. *Number of persons in receipt of relief.*—The extent of pauperism may be measured in two ways. The method commonly adopted in the official statistics of the United Kingdom is to ascertain the number of persons in receipt of relief on particular days in a year and to compute on the results the *average* (daily) number in receipt of relief. This method gives for most purposes sufficient information for comparison over a course of years between the pauperism of one period and that of another, or between the pauperism of one area and that of another area, provided that the component elements (as regards sex and age) making up the aggregate pauperism in the areas contrasted are not materially different. The figures given in this memorandum and in the accompanying charts are for the most part based on average pauperism. The alternative method is to ascertain the number of persons who in the course of a year or other period have resort to poor law assistance. It is clear that the number thus ascertained will differ materially from the average daily pauperism, since the grant of relief is not necessarily permanent. While many persons are in receipt of poor relief for six months, a year or longer, others have relief for three or four weeks only at a time. That this is the case may be readily deduced from the fact that in the United Kingdom the average (daily) pauperism is about 6 per cent. higher in winter than it is in summer. Statistics of the number of paupers relieved during certain periods have been collected officially at rare intervals only, but reference may be made to the most recent returns of the kind.

4. (i.) *Pauperism of a year.*—The following figures state the number of persons who received poor relief in the course of a year in the United Kingdom. Lunatics in asylums, &c., and casual paupers or vagrants are not included in the English and Irish figures, and all lunatics are excluded from the Scottish figures.

	Paupers relieved in the course of a year.			
	England and Wales (1906-7).*	Scotland (1906-7).†‡	Ireland (1907-8).‡	United Kingdom.
Paupers relieved in the course of a year :—				
(1) Total number of paupers relieved ...	1,709,436	147,660	219,220	2,076,316
Comprising :—				
(a) Heads of families ...	305,658	20,956	21,140	347,754
(b) Dependents ...	690,336	57,587	54,283	802,206
(c) Persons relieved singly ...	713,442	69,117	143,797	926,356
(2) Rate per 1,000 of estimated population	48.9	31.1	50.1	47.1

* Year ended 30th September, 1907.

† Year ended 15th May, 1907.

‡ Year ended 31st March, 1908.

It is important to show what proportion of these 2,076,316 persons were permanent paupers or had relief for short periods only, as on occasions of sickness or other temporary need. The returns from which the preceding figures are derived classify with some minuteness the recipients of poor relief according to the aggregate period of their chargeability to the poor rate and the number of occasions on which they became chargeable. If it may be assumed that persons who were in receipt of poor relief for periods

§ See Parliamentary Papers 250—1908 (England and Wales), 284—1908 (Scotland), and 306—1908 (Ireland). A further return (370—1909) relating to Scotland has since been issued, from which it appears that the number of sane poor relieved during the year ended 15th May, 1908, was 150,456.

ranging between six months and a year may, for all practical purposes, be regarded as permanent or quasi-permanent paupers, we obtain the following figures :—

Classes.	Paupers relieved in the course of a year.				Per cent. of Total Pauperism.
	England and Wales (1906-7).	Scotland (1906-7).	Ireland (1907-8).	United Kingdom.	
(1.) Permanent paupers, <i>i.e.</i> , persons chargeable for periods amounting in the year to six months or over.	743,131	87,249	87,630	918,010	44.2
(2.) Occasional or temporary paupers, <i>i.e.</i> , persons chargeable for any period amounting to less than six months.	966,305	60,411	131,590	1,158,306	55.8
Comprising :—					
(a) Persons chargeable on one occasion only.	760,935	51,147	110,246	922,328	44.4
(b) Persons chargeable twice or oftener in a year.	205,370	9,264	21,344	235,978	11.4

In relation to population, the above figures show that :—

20.8 per 1,000 of the population of the United Kingdom may be regarded as permanent paupers.

26.3 per 1,000 of the population of the United Kingdom may in any given year be expected to have recourse once in a year to temporary relief for a shorter or longer period, but for less than six months.

5.4 per 1,000 of the population of the United Kingdom have recourse to poor relief more than once in the course of a year, and frequently on several occasions, although relieved for an aggregate period of less than six months.

The last mentioned class is, in some respects, the most significant of all, and it is satisfactory to find that the number of persons composing it is comparatively small.

A map is appended, as a frontispiece to this Memorandum, showing for London as a whole, and for each poor law union in the rest of England and Wales, the percentage of the population in receipt of poor relief during the year ended 30th September, 1907. It will be noticed that unions in the North and North Midland districts have, on the whole, lower rates of pauperism than have the unions in the South, especially in the South Midland and Eastern counties.

5. (ii.) *Average daily pauperism.*—Turning to the records of average daily pauperism, *i.e.*, to the average of the numbers of persons in receipt of poor relief on particular days in a year, we may quote the figures relating to the latest year, 1907-8, for which information for the United Kingdom is available. The figures are based on those officially quoted by the Local Government Boards of England, Scotland, and Ireland, and, for the moment, no regard is paid to any differences that exist in regard to the classes of person comprised and which have been referred to in paragraph 2.

	Average Daily Number of Persons in receipt of Poor Relief in Statistical Year 1907-8.	Rate per 1,000 of Estimated Population (1907).
England and Wales ...	898,474*	25.7
Scotland ...	108,554†	22.7
Ireland ...	101,181‡	23.1
United Kingdom ...	1,108,209	25.1

* Mean of 1st July, 1907, and 1st January, 1908.

† Average of 15th January, 15th May, and 15th September, 1907.

‡ Average daily number for each week of the year ended 31st March, 1908.

The most serious difference in the method of reckoning pauperism between the three divisions of the Kingdom is the exclusion from the Irish figures of insane in

district asylums and of dispensary (out-door medical) relief. The number of lunatic poor in district and auxiliary asylums on the 1st January, 1908, was 19,511, and the average daily number of new cases attended and registered at dispensaries or at patients' homes may be approximately estimated at 1,700. Hence the average pauperism of Ireland, if calculated on the same lines as that of England and Scotland, would give a total of about 122,000 persons, or nearly 28 per 1,000 of the population; though in this connexion the remarks made in paragraph 6 as to the age-constitution of the population of Ireland may be referred to.

6. *Course of pauperism in the United Kingdom since 1850*: Chart 1.—The course of pauperism in relation to population during the years from 1850 to 1908 is illustrated in Chart 1, the figures being mainly calculated on the same lines as those quoted in the preceding table. It will be apparent from inspection of the chart that pauperism measured by the standard of population has in England and Wales and Scotland declined appreciably within the period, and the improvement is seen to be even greater if the special classes of lunatic and idiot poor and of casual or vagrant poor be excluded.

AVERAGE (DAILY) PAUPERISM (EXCLUSIVE OF INSANE AND CASUAL POOR) PER 1,000 OF ESTIMATED POPULATION.

Period.	England and Wales.		Scotland	
	Inclusive of Insane and Casual Poor.	Exclusive of Insane and Casual Poor.	Inclusive of Insane and Casual Poor.	Exclusive of Insane.*
1850-59	49.2	48.0	40.5	—
1870-79	36.4	34.0	33.9	30.3
1890-99	26.4	23.4	23.0	20.0
1900-08	25.3	21.9	22.7	19.4

* Calculated on the number of poor at 15th May in each year. The last rate (19.4) quoted in this column is in respect of the years 1900-7.

The curve relating to the course of pauperism in Ireland shown in Chart 1 appears to indicate that poor relief in that section of the Kingdom has increased rather than diminished in the latter half of the period. This process has been associated with the continuous emigration which has, on the one hand, deprived the country of a large number of young persons who would normally have contributed to the support of their parents in old age, and, on the other hand, has altered the 'age constitution' of the population in the direction of increasing the proportion of persons at the more advanced ages of life at which, for obvious reasons, poor relief is most largely needed. Hence to obtain a true comparison between the rate of pauperism in Ireland and that of England or Scotland it would be necessary to correct the rate by allowance for the changes in the 'age-constitution' of the population, by a process analogous to that already referred to in regard to the death-rate (see page 13).

The Poor Law in England and Wales.

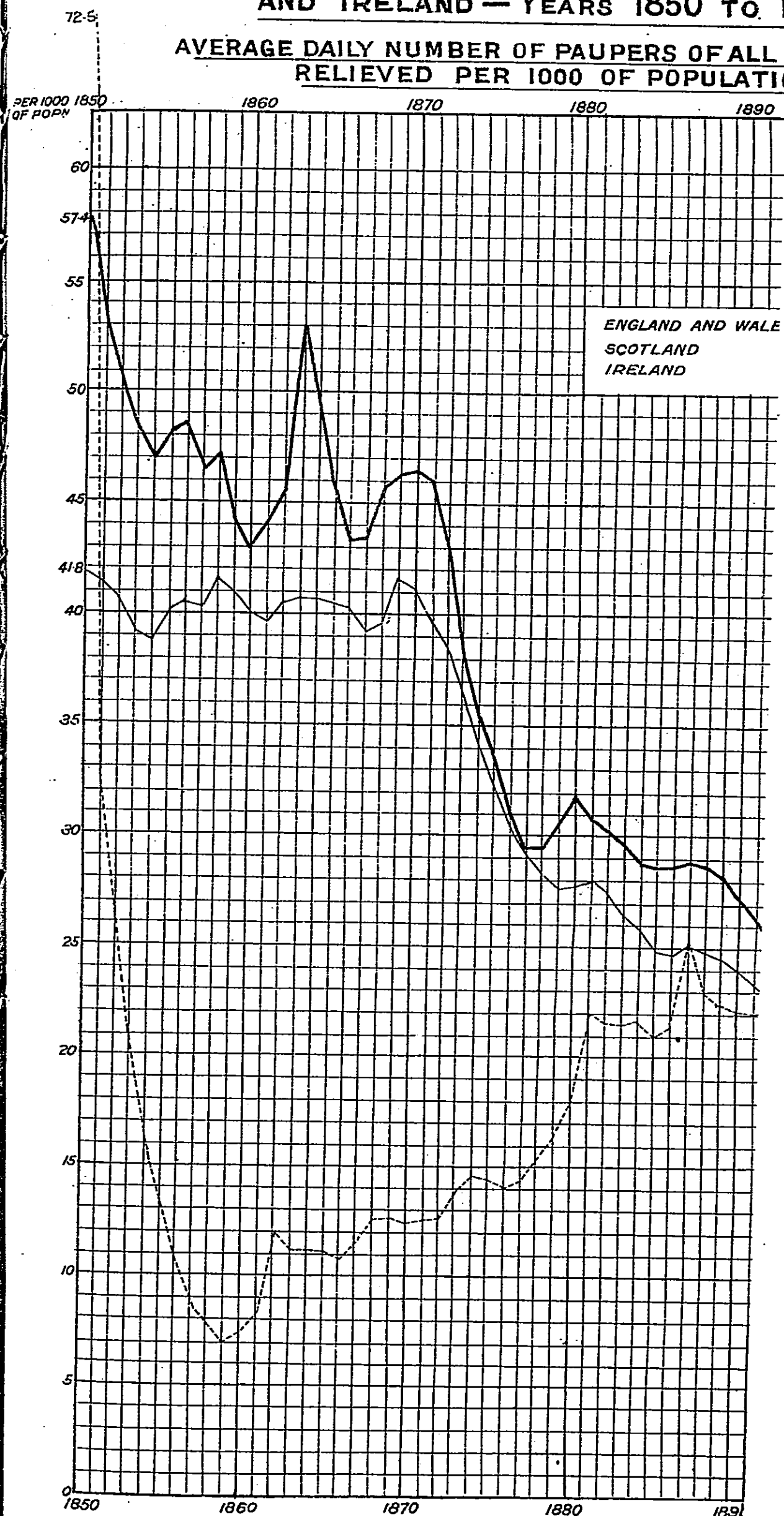
7. *Course of pauperism in England and Wales and London since 1850*.—Charts 2 and 3 show for England and Wales and London respectively the proportion of average daily pauperism (exclusive of casual and insane poor) per 1,000 of population for the same series of 59 years; at the same time they indicate the relative movements of the two main classes of pauper, those in receipt of in-door relief (*i.e.*, in workhouses, infirmaries, schools, and other institutions) and those receiving relief in their own homes.

(a.) *England and Wales*: Chart 2.—In 1850 the ratio of the average number of persons in receipt of poor relief, exclusive of the special classes of insane and casual poor, was approximately 56.5 in every 1,000 of the population, in 1908 the ratio was only 22.1 per 1,000 of the population. The (average) number of poor relieved in 1850 was, approximately, 992,000,† and in 1908, 772,000. Within this period pauperism declined most rapidly in the two decades 1850-60 and 1870-80. Since the latter date the decline, though persistent, has been less marked, and this has necessarily been the case in proportion as public relief has been confined to the class of poor who are temporarily or permanently incapable of earning their living. The average proportion of the population in this condition is probably at any time not less than between 1½ and 2 per cent. Further,

† The figures for 1850 and a few of the succeeding years must be regarded as approximate only, for the reasons stated in note * to Table 1 on page 64.

CHART 1. PAUPERISM IN ENGLAND AND WALES, AND IRELAND—YEARS 1850 TO 1908

AVERAGE DAILY NUMBER OF PAUPERS OF ALL
RELIEVED PER 1000 OF POPULATION



For the figures on which this Chart is based see

district asylums and of dispensary (out-door medical) relief. The number of lunatic poor in district and auxiliary asylums on the 1st January, 1908, was 19,511, and the average daily number of new cases attended and registered at dispensaries or at patients' homes may be approximately estimated at 1,700. Hence the average pauperism of Ireland, if calculated on the same lines as that of England and Scotland, would give a total of about 122,000 persons, or nearly 28 per 1,000 of the population; though in this connexion the remarks made in paragraph 6 as to the age-constitution of the population of Ireland may be referred to.

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AVERAGE (DAILY) PAUPERISM (EXCLUSIVE OF INSANE AND CASUAL POOR) PER 1,000 OF ESTIMATED POPULATION.

Period.	England and Wales.		Scotland	
	Inclusive of Insane and Casual Poor.	Exclusive of Insane and Casual Poor.	Inclusive of Insane and Casual Poor.	Exclusive of Insane.*
1850-59	49.2	48.0	40.5	—
1870-79	36.4	34.0	33.9	30.3
1890-99	26.4	23.4	23.0	20.0
1900-08	25.3	21.9	22.7	19.4

* Calculated on the number of poor at 15th May in each year. The last rate (19.4) quoted in this column is in respect of the years 1900-7.

The curve relating to the course of pauperism in Ireland shown in Chart 1 appears to indicate that poor relief in that section of the Kingdom has increased rather than diminished in the latter half of the period. This process has been associated with the continuous emigration which has, on the one hand, deprived the country of a large number of young persons who would normally have contributed to the support of their parents in old age, and, on the other hand, has altered the 'age constitution' of the population in the direction of increasing the proportion of persons at the more advanced ages of life at which, for obvious reasons, poor relief is most largely needed. Hence to obtain a true comparison between the rate of pauperism in Ireland and that of England or Scotland it would be necessary to correct the rate by allowance for the changes in the 'age-constitution' of the population, by a process analogous to that already referred to in regard to the death-rate (see page 13).

The Poor Law in England and Wales.

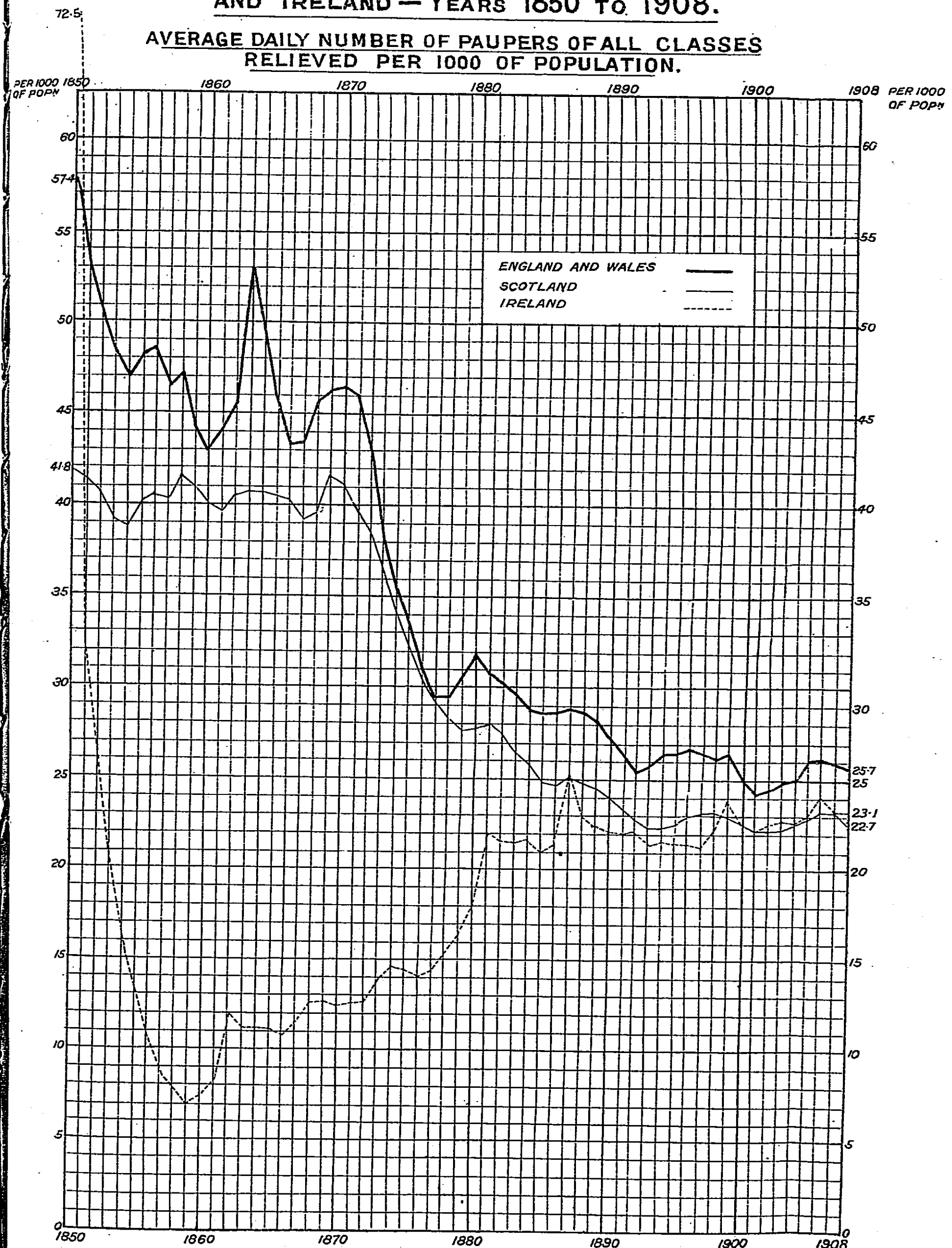
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† The figures for 1850 and a few of the succeeding years must be regarded as approximate only, for the reasons stated in note * to Table 1 on page 64.

CHART I. [SECTION IV.] PAUPERISM IN ENGLAND AND WALES, SCOTLAND AND IRELAND—YEARS 1850 TO 1908.

AVERAGE DAILY NUMBER OF PAUPERS OF ALL CLASSES
RELIEVED PER 1000 OF POPULATION.



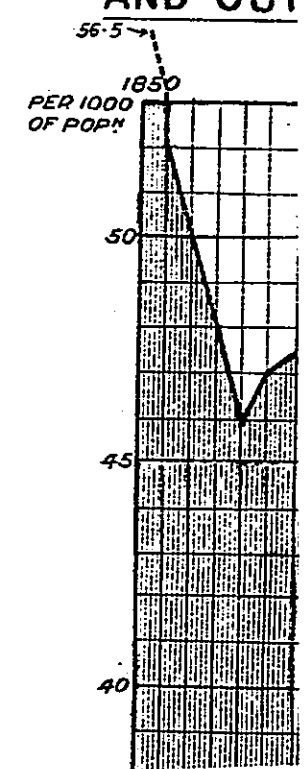
For the Figures on which this Chart is based see Table 1.

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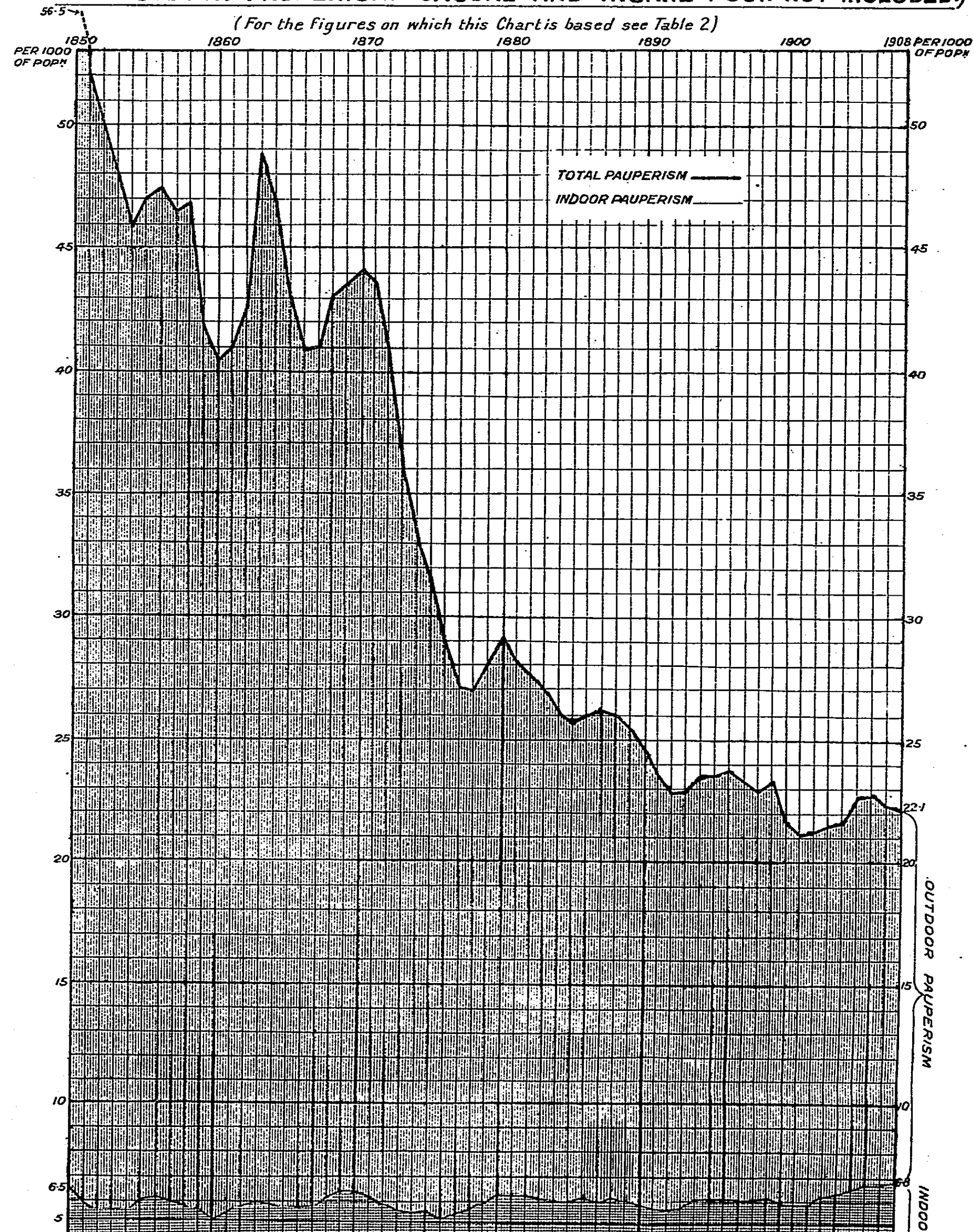
1870
 METROPOLITAN POPULATION ACT, 1857
 DISTRESS IN EAST LONDON
 METROPOLITAN POPULATION ACTS
 AMENDMENT ACTS
 (SEE MEMORANDUM.)

1880

[SECTION IV]

CHART 2. PAUPERISM — ENGLAND & WALES. (1850 — 1908)

NUMBER OF PAUPERS PER 1000 OF POPULATION, DISTINGUISHING INDOOR
AND OUTDOOR PAUPERISM. (CASUAL AND INSANE POOR NOT INCLUDED.)



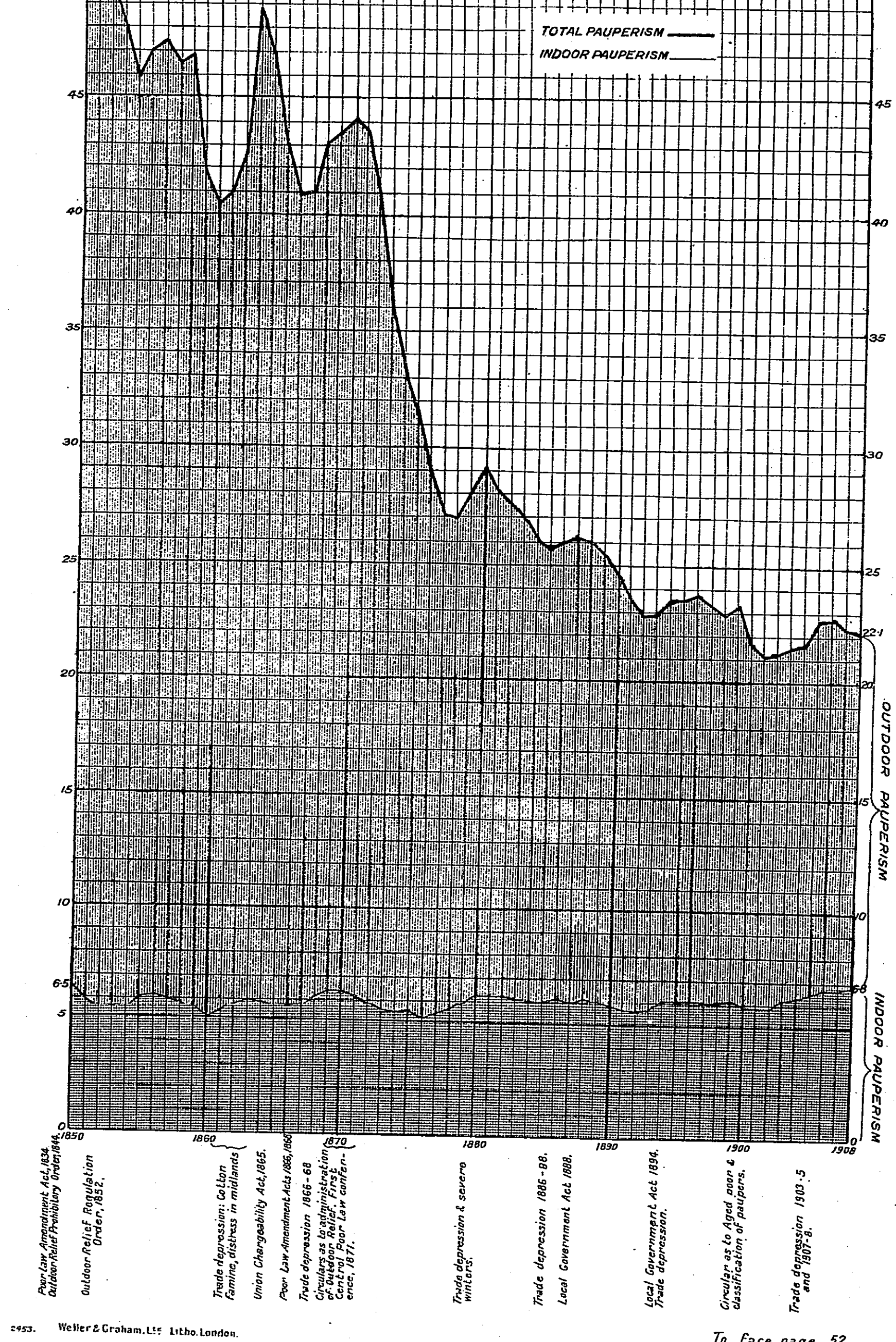
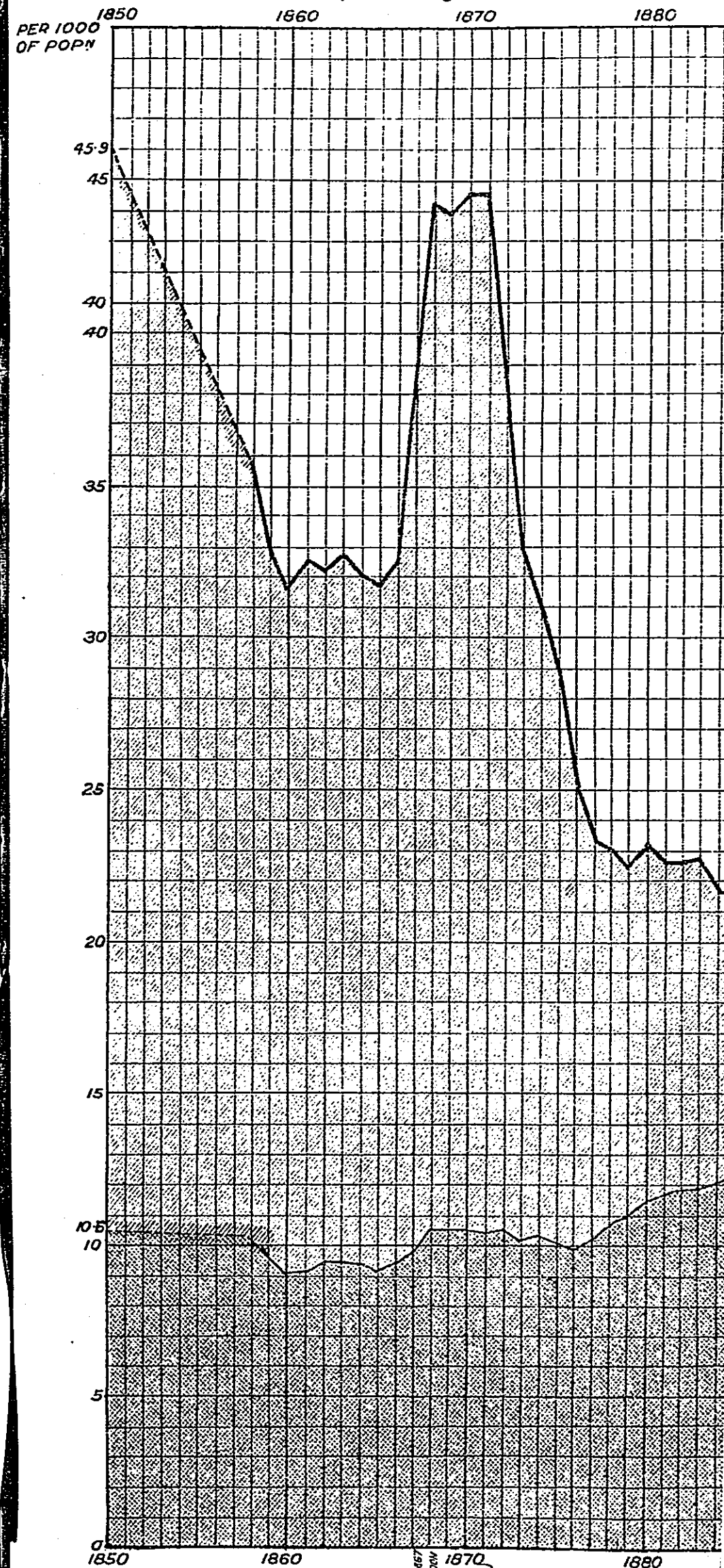


CHART 3.
 PAUPERISM IN LONDON.
 PAUPERS EXCLUSIVE OF INSANES
 VAGRANT POOR PER 1000

(For the figures on which this Chart is based.)



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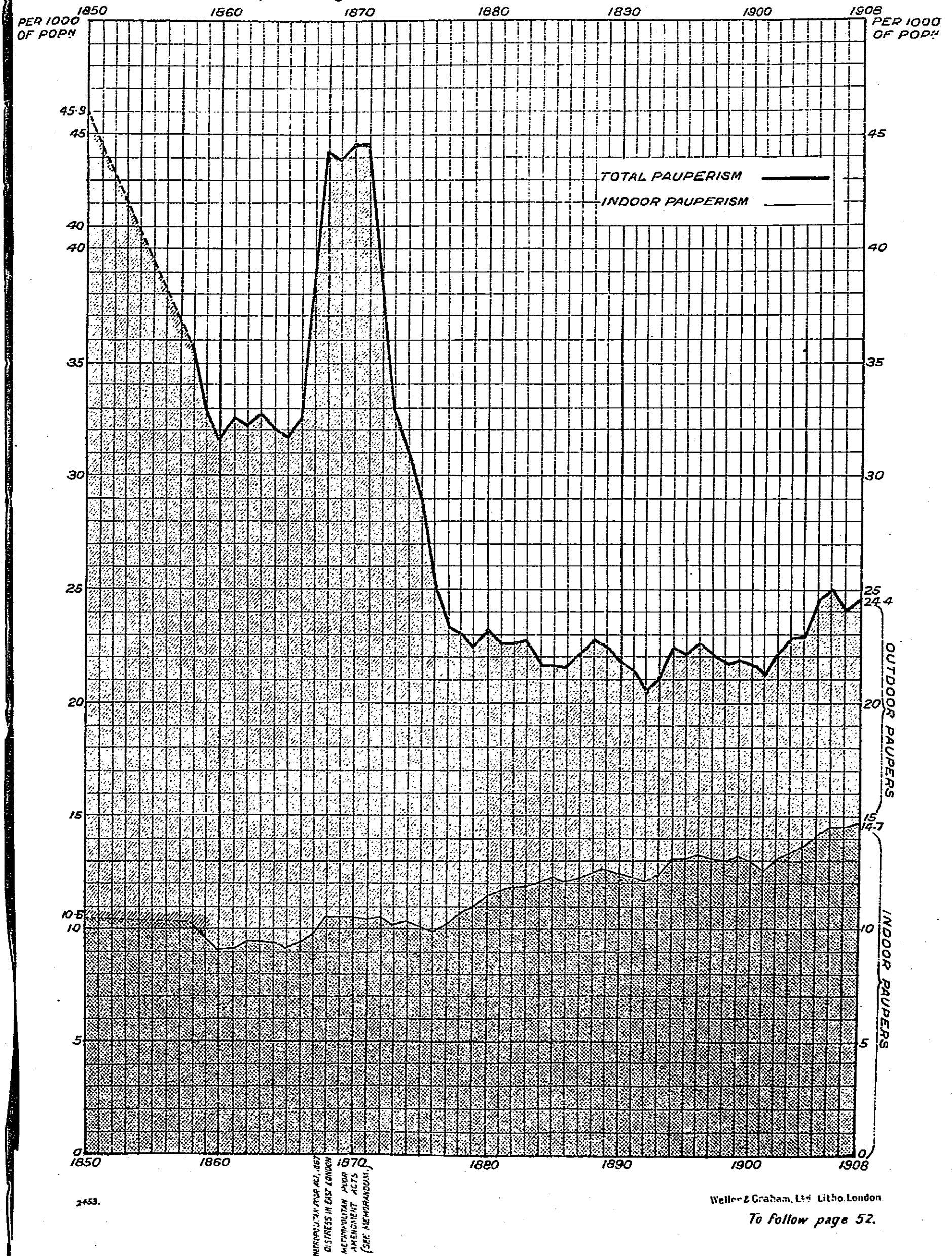
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CHART 3.
PAUPERISM IN LONDON, 1850-1908.
PAUPERS EXCLUSIVE OF INSANE AND CASUAL OR
VAGRANT POOR PER 1000 OF POPULATION.

(For the figures on which this Chart is based see Table 2)



the proportion of the population to be found at the middle and later ages of life is increasing, owing to the decline in the birth-rate and other causes to which attention has been drawn in Section I. (paragraph 7), and this is a factor which would of itself militate against a continuous reduction of the number of persons needing public assistance.

In considering the fluctuations in the rate of pauperism, and, in particular, the marked decline in the years succeeding 1870, poor law administration cannot be ignored, and a chronological table of the chief legislative and administrative measures has accordingly been appended to this memorandum (see pages 61 to 63). At the commencement of the period under review out-door relief—to removing the abuse of which poor law reforms had been primarily directed—was still the form of relief for five-sixths of the aggregate number of paupers. The Orders of the Central Authority regulating the administration of out-door relief, viz., the Out-door Relief Prohibitory Order (1844) which was applicable mainly to rural unions, and the Out-door Relief Regulation Order (1852) for large urban unions, under which out-door relief to able-bodied men and women was allowed to be granted only under certain strictly defined conditions, came into full operation only in proportion as an increasing number of parishes were combined into unions and were brought under the control of the central authority—a process which was virtually complete by about the year 1860. In 1869, 1871 and 1878, the principles on which out-door relief should be administered were further emphasized in important circulars issued by the central authority, in which they pointed out that relief from public funds, which was, under English law, obligatory in the case of those actually destitute, could not be extended to persons not belonging to this class without adding materially to the cost of relief; but at the same time urged that private charity should be directed to the provision of assistance of persons who should not be or were not in receipt of public relief. The effect of these principles, which were consistently urged upon local poor law authorities in the succeeding years, is seen in the persistent reduction of out-door relief.

The subsequent period is distinguished less by fresh legislation than by internal development in the methods of relief, more especially in the provision of special accommodation and treatment in poor law institutions for special classes of poor. The grant made by Parliament in 1874–5 in aid of the maintenance of pauper lunatics enabled Boards of Guardians to provide additional accommodation for other classes of poor by facilitating the removal of the insane to the county and borough asylums. But with the rapid growth of population in urban districts additional accommodation for the indoor poor became necessary and advantage was taken of this to provide separate establishments for two of the largest classes of workhouse inmates, namely, the sick and children. The developments in this direction, which have special importance in the case of London, will be noticed more fully in paragraphs 12 and 13.

(b.) *London*: Chart 3.—Chart 3 illustrates, on lines similar to those of Chart 2, the course of pauperism in London since 1850. In that year the average number receiving poor relief is estimated to have been approximately 105,000, or 45·9 in every 1,000 of the population; in 1908 the average was 116,000, an actually higher number but, owing to the growth of population, equivalent to only 24·4 per 1,000.

Administration of the poor law, like that of public health has, in the case of London, been the subject of special legislation. In virtue of legislation effected in the years 1867–1870, a single authority, the Metropolitan Asylums Board, was created for the administration of relief in special institutions to imbecile poor, to cases of infectious disease occurring among the poor, and, by a later development, to pauper children suffering from special affections, such as ophthalmia, ringworm, &c. The Asylums Board maintains also a training ship for 600 boys, and homes for children remanded by magistrates in the London area. At the same time the care of the sick poor was provided for by the erection of infirmaries by unions in London, singly or in combination (“Sick Asylum Districts”); and finally, it was provided that the larger part of the cost of relief in poor law institutions, and that of medical relief outside an institution should fall upon the metropolis as a whole through the medium of a common fund, the cost of out-door relief being left a charge on the individual union. Chart 3 illustrates the effect of this legislation. As regards poor law administration since 1870, the process, already referred to, of making special provision in separate establishments for particular classes of poor has been carried out to a special extent in London. Every union, with one exception, has, singly or in combination, a separate infirmary for the sick poor, and a large number of unions have separate institutions for pauper children, which are in many cases outside London.

A map is appended showing for each union in “Greater London” the rate of the average daily number of poor in receipt of relief (1907–8) per cent. of population.

8. *Unemployment and pauperism*: Chart 4.—In spite of the general decrease of pauperism, the numbers in receipt of relief from time to time are, as might be expected, not unaffected by periods of industrial depression. The curves in Chart 4 enable a comparison to be made between pauperism, as represented by the rates of the numbers relieved in proportion to population, and unemployment, as represented by the percentages of unemployed members of trade unions for the calendar years 1851–1908. It will be found that there is some correspondence between the periods of maximum and minimum pauperism with the periods of greater or less want of employment. The rates of pauperism relate to England and Wales only, while the rates of unemployment relate to the United Kingdom, but in view of the fact that the large majority of the returns upon which the rates of unemployment are calculated relate mainly to England and Wales, the comparison is not materially affected.

9. The course of pauperism in England and Wales may be further briefly considered from two aspects:—(a) changes in the methods of relief and (b) changes in the component elements of pauperism.

(a) *Method of relief*: Charts 2 and 3.—All systems of poor relief may be classified according to the position occupied under them by institutional relief as distinguished from relief administered to the poor in their own homes. It will be seen from Chart 2 that in England and Wales, as a whole, in-door relief—a term which embraces relief in all institutions, except lunatic asylums—has since 1850 grown with the growth of population, while the number of out-door paupers in relation to population has decreased by nearly 70 per cent. In London in-door pauperism has, as is indicated in Chart 3, in the last three decades actually increased at a rather greater rate than the population, but this increase is counterbalanced by the greater decline in out-door pauperism. In these circumstances it will be clear, in view of the fact that the population has practically doubled itself since 1850, that the actual number of persons maintained in institutions at the present time will be at least double the number relieved in 1850. The following figures illustrate briefly the changes in the system of relief since 1850:—

IN-DOOR AND OUT-DOOR PAUPERISM (ENGLAND AND WALES).

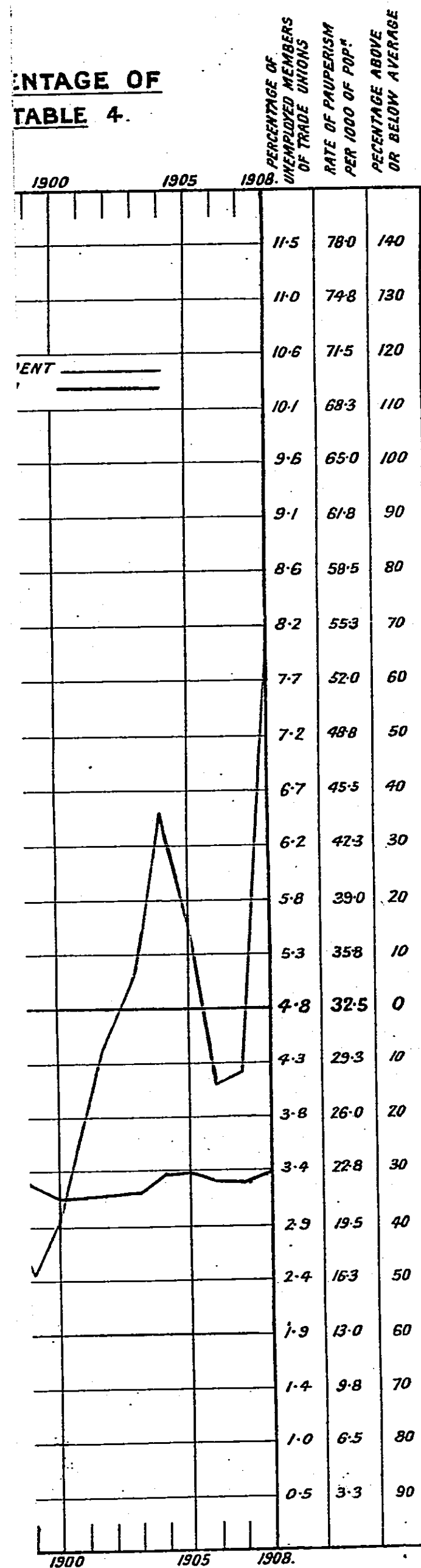
Year ended at Lady Day.	Average (daily) Number of Paupers (excluding Casual and Insane).		Percentage of Total In-door and Out-door.		Proportion per 1,000 of Population.		
	In-door Paupers.	Out-door Paupers.	In-door Paupers.	Out-door Paupers.	In-door Paupers.	Out-door Paupers.	Total.
<i>England and Wales.</i>							
1850...	114,000*	878,000*	11.5	88.5	6.5	50.0	56.5
1870...	140,778	838,295	14.4	85.6	6.4	37.7	44.1
1890...	165,603	530,050	23.8	76.2	5.8	18.7	24.5
1908...	237,549	534,797†	30.8	69.2	6.8	15.3	22.1
<i>London.</i>							
1850...	24,000*	81,000*	22.8	77.2	10.5	35.4	45.9
1870...	33,289	108,184	23.5	76.5	10.5	34.0	44.5
1890...	51,808	38,554	57.3	42.7	12.5	9.3	21.8
1908...	69,853	46,185†	60.2	39.8	14.7	9.7	24.4

* These are approximate estimates. See also note * to Table 2 on page 65.

† Persons who received both in-door and out-door relief on the same day are, for the purpose of this table, not included in the number of out-door paupers, in order that the figures may be comparable with those quoted for the other years.

(b) *Components of Pauperism*: Chart 5.—The further question occurs whether all classes of persons relieved have contributed equally to the reduction of the general rate of pauperism. There are five main classes of poor distinguished in the official returns; (a) pauper lunatics and idiots, and (b) four classes of sane poor, comprising (i) aged or infirm poor (technically known as "not able-bodied") over 16 years of age, (ii) able-bodied poor also over 16 years of age, comprising all poor who can be classed as normally able to earn their own living by labour, but the majority of whom—about 60 per cent. in the case of men—are now, in fact, sick or temporarily disabled at the time of their relief, (iii) children under 16 years, and (iv) casual or vagrant poor of all ages. Comparison of

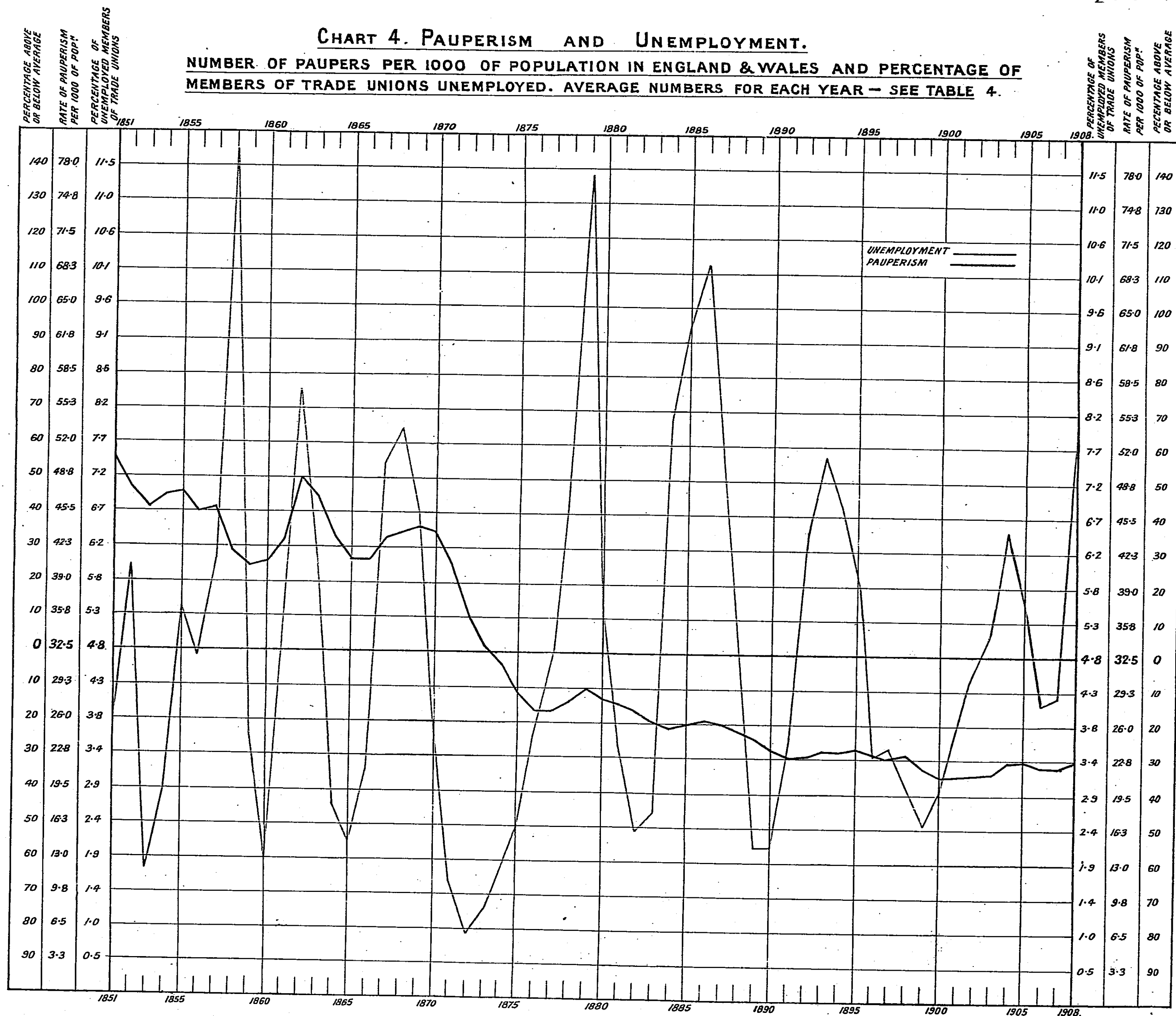
PERCENTAGE OF
TABLE 4.



Weller & Graham, Ltd. Litho. London.

CHART 4. PAUPERISM AND UNEMPLOYMENT.

NUMBER OF PAUPERS PER 1000 OF POPULATION IN ENGLAND & WALES AND PERCENTAGE OF MEMBERS OF TRADE UNIONS UNEMPLOYED. AVERAGE NUMBERS FOR EACH YEAR — SEE TABLE 4.



For the Figures on which this Chart is based see Table 4.

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CHART 5.
COMPONENT CLASSES OF PAUPERISM
(PAUPERS PER 1000 OF POP.)

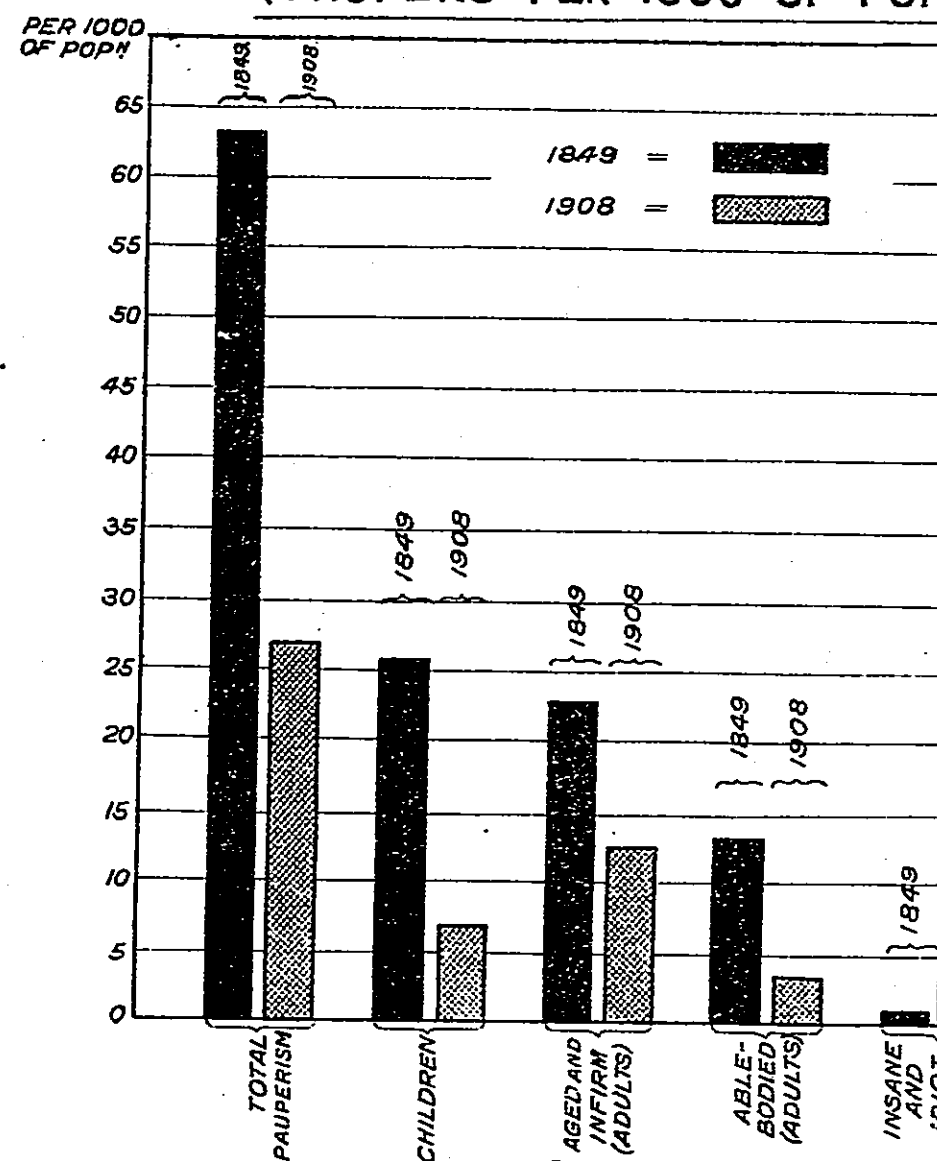
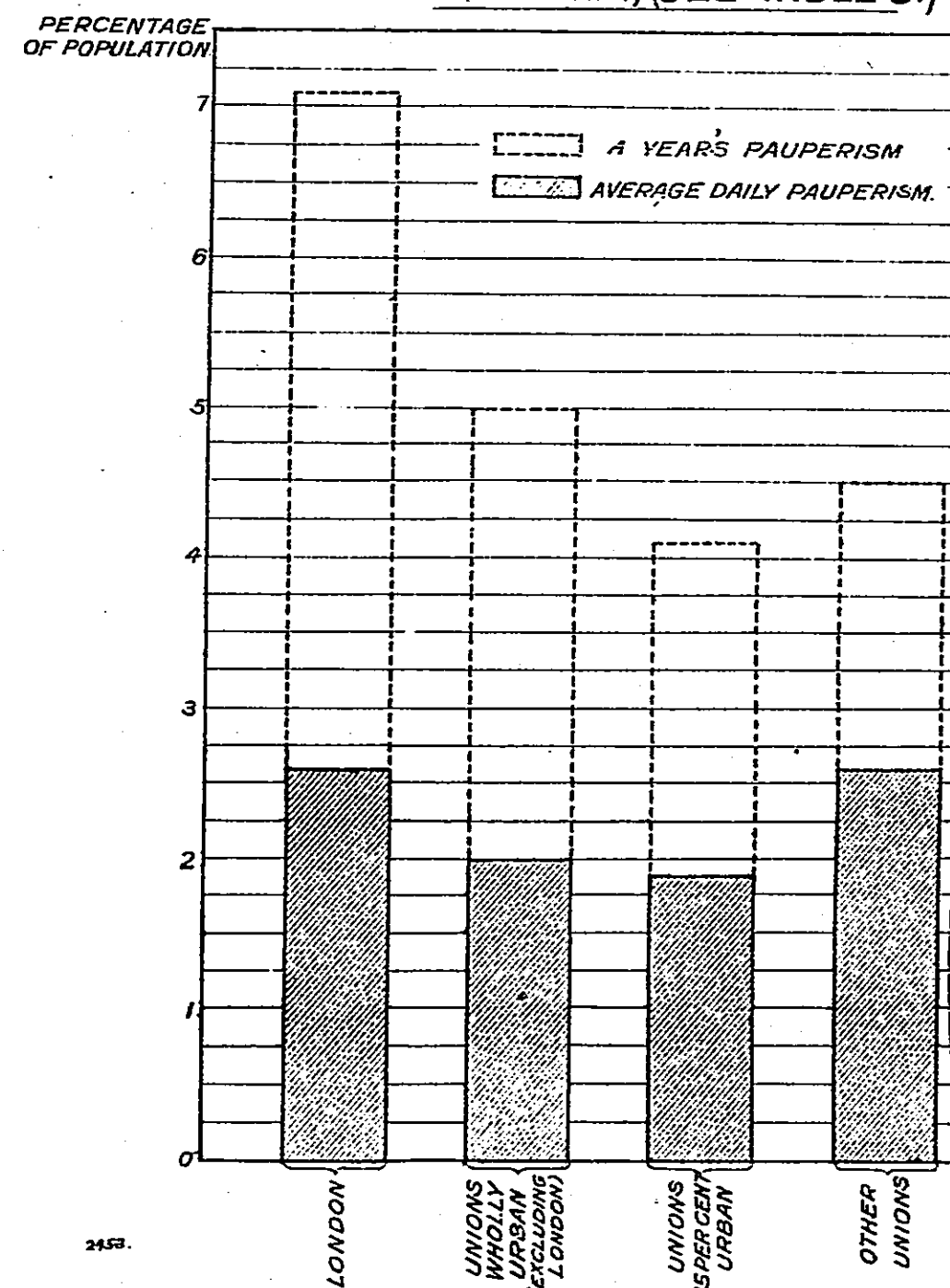


CHART 6.
PAUPERISM IN URBAN & RURAL DISTRICTS.
(AVERAGE DAILY PAUPERISM AND THE PAUPER COMPARED.) (SEE TABLE 5.)



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CHART 5. [SECTION IV]
COMPONENT CLASSES OF PAUPERISM 1849 TO 1908.
(PAUPERS PER 1000 OF POPULATION.)

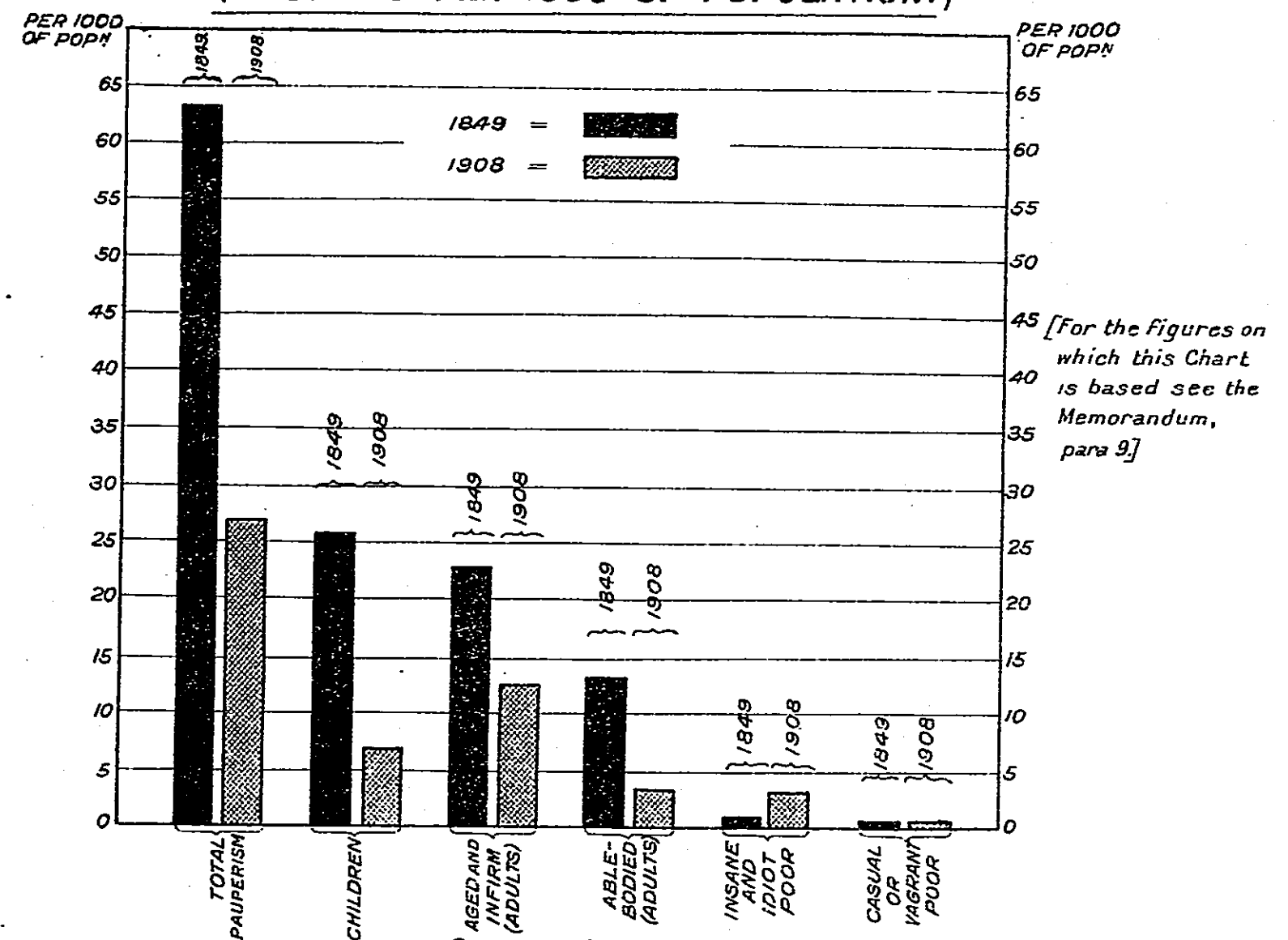
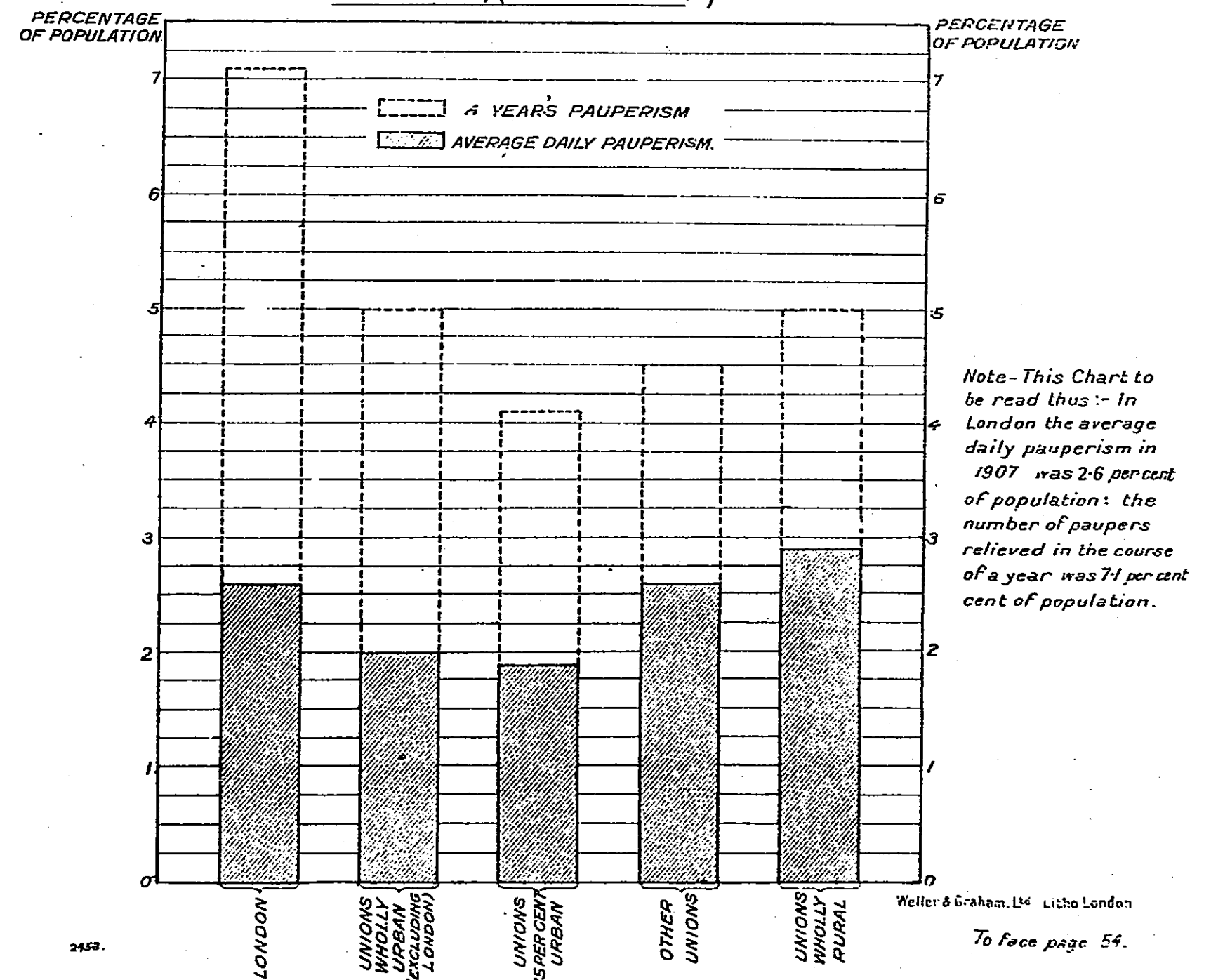


CHART 6.
PAUPERISM IN URBAN & RURAL DISTRICTS. (ENGLAND & WALES.)
(AVERAGE DAILY PAUPERISM AND THE PAUPERISM OF A TWELVEMONTH
COMPARED.) (SEE TABLE 5.)



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10. *Pauperism in urban and rural districts*: Chart 6.—Chart 6 illustrates the difference between London and certain groups of provincial urban and rural districts in regard to the rates of pauperism obtaining in each of them. The chart shows both the rate per cent. on population of the average (daily) pauperism, and of the pauperism of a twelvemonth (the year ended 30th September 1907) (see paragraph 4), and thus illustrates certain important differences in the character of pauperism in urban and rural areas. On the average (daily) pauperism, it will be seen that the rural unions rank highest with a rate of 2·9 per cent. of population, while London and the purely urban unions have a rate of 2·6 and 2·0 per cent respectively. On the pauperism of a twelvemonth, however, the rate in London unions (7·1 per cent.) which exceeds that of any other group of areas, is 2½

times the average rate for a day while the rate of pauperism in the purely urban unions rises on the same reckoning $2\frac{1}{2}$ times, from 2.0 to 5.0 per cent. The rates obtaining in rural areas on the other hand are affected to a much less extent, being 5.0 for the year as compared with 2.9 for the day. These results point, on the one hand, to the fact that the largest class of pauper in rural districts consists of old people whose relief is of a more permanent character, and, on the other, to the existence in urban unions of infirmaries and other special institutions, whose population is of a fluctuating character.

11. *Pauperism in age groups:* Chart 7.—The age grouping of persons in receipt of public relief is important as an indication of the period of life at which pauperism most commonly occurs. Statistics relating to the paupers relieved on 31st March, 1906, grouped at various ages, have recently been obtained by the Royal Commission on the Poor Laws and Relief of Distress to whose courtesy in supplying the results of their investigations the figures for England and Wales in Table 6 are due. These figures are illustrated in Chart 7. From this chart it will be apparent that after childhood, which for purposes of statistics of poor relief is reckoned as embracing all ages under 16 years, pauperism is comparatively very low until after the age of 60 years; from this point the proportion of pauperism to population grows with marked rapidity. This is shown briefly in the following figures:—

Paupers under 16 years of age ...	237,721 = 2.12 per cent. of corresponding age group of population (1901).
" 16-60 " ...	199,389 = 1.05 " "
" over 60 " ...	379,902 = 15.77 " "
	817,012 2.51 per cent. of total population (1901).

The recently enacted Old Age Pensions Act, 1908, will no doubt have a material effect on the numbers receiving poor relief at the more advanced ages.

12. *Children under the poor law:* Charts 8 and 9.—About one-fourth of the average number of poor in receipt of relief consists of children under 16 years of age. On the 1st January, 1908, pauper children (other than the insane and casuals) numbered 234,792; but of these only 70,991 were under the direct care of the guardians: the remainder were simply children whose parents were in receipt of outdoor relief. For the children under the immediate care of the poor law provision has been made in various forms. From an early date it was recognized as desirable to remove children from the workhouses. An Act of 1844 allowed unions to combine with the object of providing schools ("district schools") in which pauper children should be maintained and educated apart from the workhouse, and ten school districts were formed on this plan, but at the present time only six are in existence. More commonly individual unions have preferred to provide separate institutions ("separate schools") of their own. In comparatively recent years this system has been considerably extended. In a large number of cases the separate institution has taken the form of groups of cottages (the Cottage Home system) which are frequently provided with school buildings of their own. By an alternative method, the children are in some unions housed in cottages scattered over a district, from which they are sent to the neighbouring public elementary schools. At the present time some 179 unions comprising most of the larger urban unions in the country have provided separate establishments of one form or another for children. For the training of the older children under their care, the Guardians of many unions also make use of training ships and of various other establishments, such as industrial homes and schools, especially in the case of the blind and the deaf and dumb.

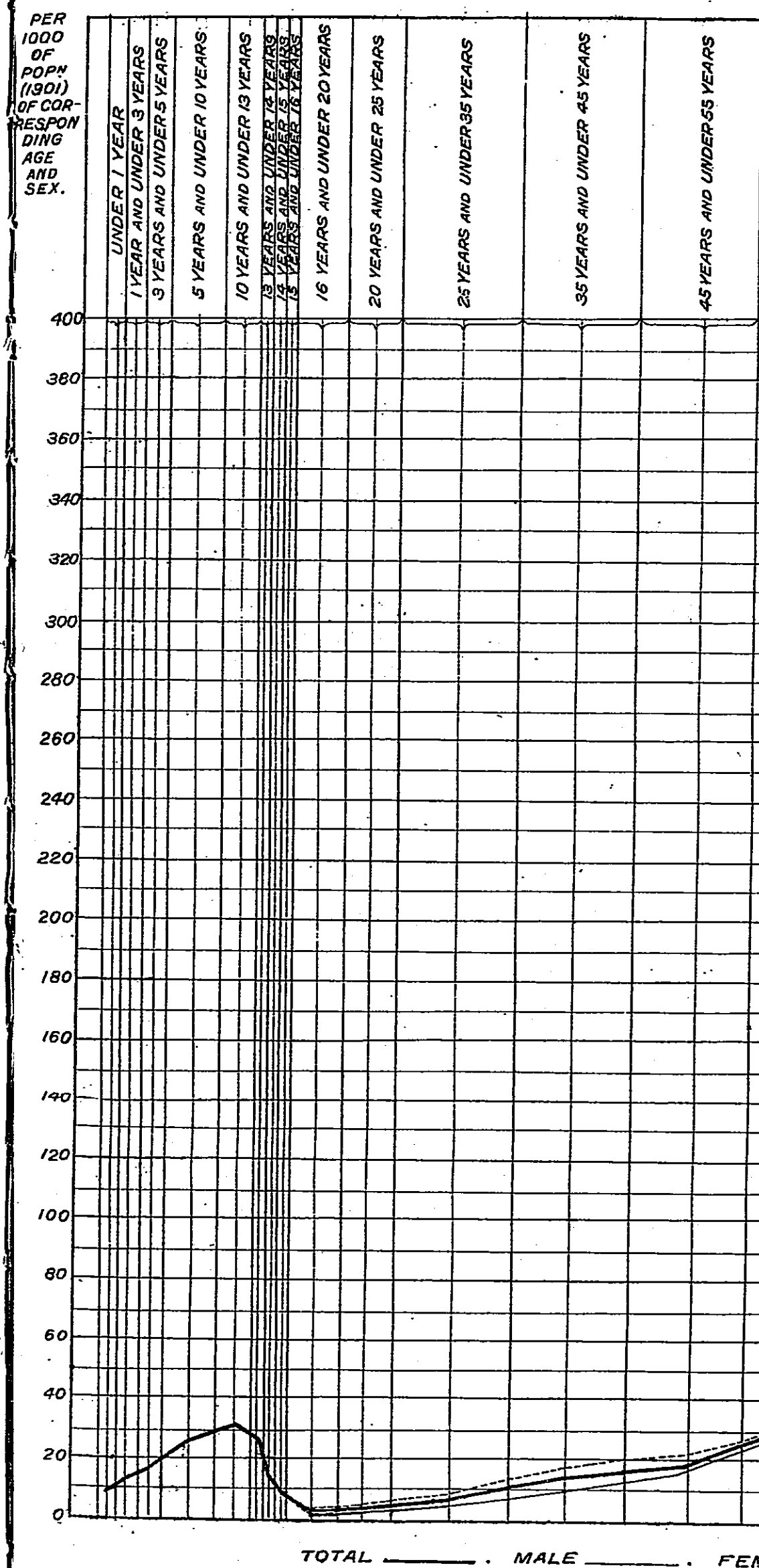
Finally, must be noticed the system, initiated in the decade 1870-80, by which children are boarded out with foster parents at a weekly charge. This system has for various reasons been considered by Guardians to be less satisfactory than that of maintenance and education in separate institutions, and the number of children boarded out on the 1st January, 1908, was only 8,565.

Under the Poor Law Acts, 1889 and 1899, Boards of Guardians are empowered to exercise the rights of parents in certain cases of neglected children. On the 1st June, 1908, 12,417 children were thus adopted.

The following figures relating to the 1st January, 1908, illustrate the various methods of dealing with children, except insane and idiot children and children of vagrants, who are under the direct care of the Guardians.

CHART 7.

AGE INCIDENCE OF PAUPERISM

(CENSUS OF 31ST MARCH 1906)NUMBER OF PAUPERS AT CERTAIN AGES
TO POPULATION OF CORRESPONDING AGE AND SEX.

TOTAL ——— . MALE ——— . FEMALE

For the figures on which this Chart is based

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TOTAL NUMBER
(60,000.)CHILDREN IN
TRAINING HOMES
INDUSTRIAL SCHOOLSTOTAL NUMBER OF
CHILDREN IN POOR
LAW ESTABLISHMENTS
(50,600)CHILDREN NOT
ATTENDING SCHOOL,
BEING MAINLY
INFANTS & THE SICK.CHILDREN EDUCATED IN
PUBLIC ELEMENTARY SCHOOLS

times the average rate for a day while the rate of pauperism in the purely urban unions rises on the same reckoning $2\frac{1}{2}$ times, from 2.0 to 5.0 per cent. The rates obtaining in rural areas on the other hand are affected to a much less extent, being 5.0 for the year as compared with 2.9 for the day. These results point, on the one hand, to the fact that the largest class of pauper in rural districts consists of old people whose relief is of a more permanent character, and, on the other, to the existence in urban unions of infirmaries and other special institutions, whose population is of a fluctuating character.

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	817,012 2.51 per cent. of total population (1901).

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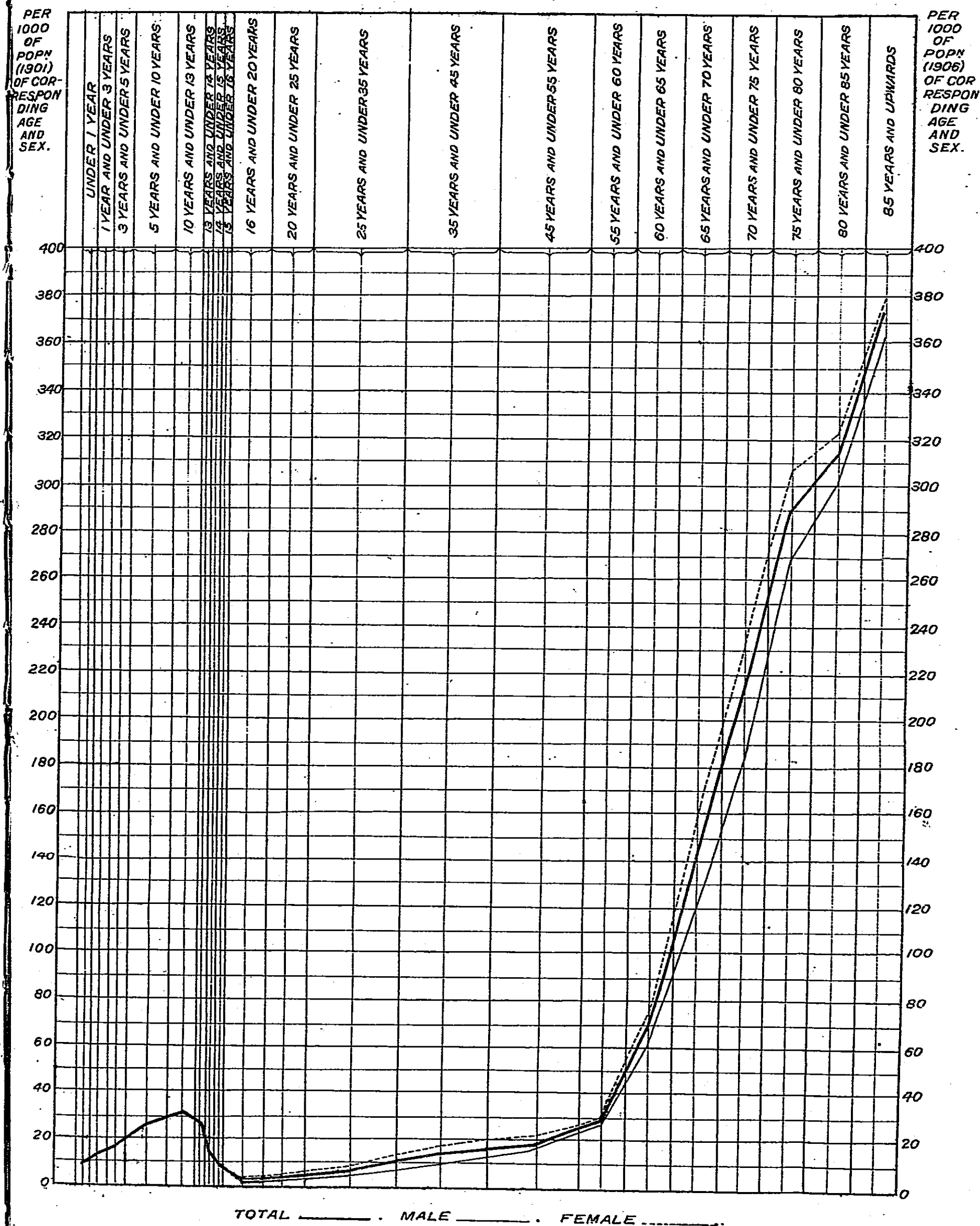
12. *Children under the poor law:* Charts 8 and 9.—About one-fourth of the average number of poor in receipt of relief consists of children under 16 years of age. On the 1st January, 1908, pauper children (other than the insane and casuists) numbered 234,792; but of these only 70,991 were under the direct care of the guardians: the remainder were simply children whose parents were in receipt of outdoor relief. For the children under the immediate care of the poor law provision has been made in various forms. From an early date it was recognized as desirable to remove children from the workhouses. An Act of 1844 allowed unions to combine with the object of providing schools ("district schools") in which pauper children should be maintained and educated apart from the workhouse, and ten school districts were formed on this plan, but at the present time only six are in existence. More commonly individual unions have preferred to provide separate institutions ("separate schools") of their own. In comparatively recent years this system has been considerably extended. In a large number of cases the separate institution has taken the form of groups of cottages (the Cottage Home system) which are frequently provided with school buildings of their own. By an alternative method, the children are in some unions housed in cottages scattered over a district, from which they are sent to the neighbouring public elementary schools. At the present time some 179 unions comprising most of the larger urban unions in the country have provided separate establishments of one form or another for children. For the training of the older children under their care, the Guardians of many unions also make use of training ships and of various other establishments, such as industrial homes and schools, especially in the case of the blind and the deaf and dumb.

Finally, must be noticed the system, initiated in the decade 1870-80, by which children are boarded out with foster parents at a weekly charge. This system has for various reasons been considered by Guardians to be less satisfactory than that of maintenance and education in separate institutions, and the number of children boarded out on the 1st January, 1908, was only 8,565.

Under the Poor Law Acts, 1889 and 1899, Boards of Guardians are empowered to exercise the rights of parents in certain cases of neglected children. On the 1st June, 1908, 12,417 children were thus adopted.

The following figures relating to the 1st January, 1908, illustrate the various methods of dealing with children, except insane and idiot children and children of vagrants, who are under the direct care of the Guardians.

AGE INCIDENCE OF PAUPERISM (1906.)

(CENSUS OF 31ST MARCH 1906)NUMBER OF PAUPERS AT CERTAIN AGES IN PROPORTION
TO POPULATION OF CORRESPONDING AGE & SEX.

TOTAL ——— . MALE ——— . FEMALE ———

For the figures on which this Chart is based see Table 6.

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To follow page 56

CHART 8. CHILDREN UNDER THE POOR LAW.

CHILDREN IN INSTITUTIONS, DISTINGUISHING THE NUMBER
MAINTAINED IN INSTITUTIONS OTHER THAN THE WORKHOUSE.

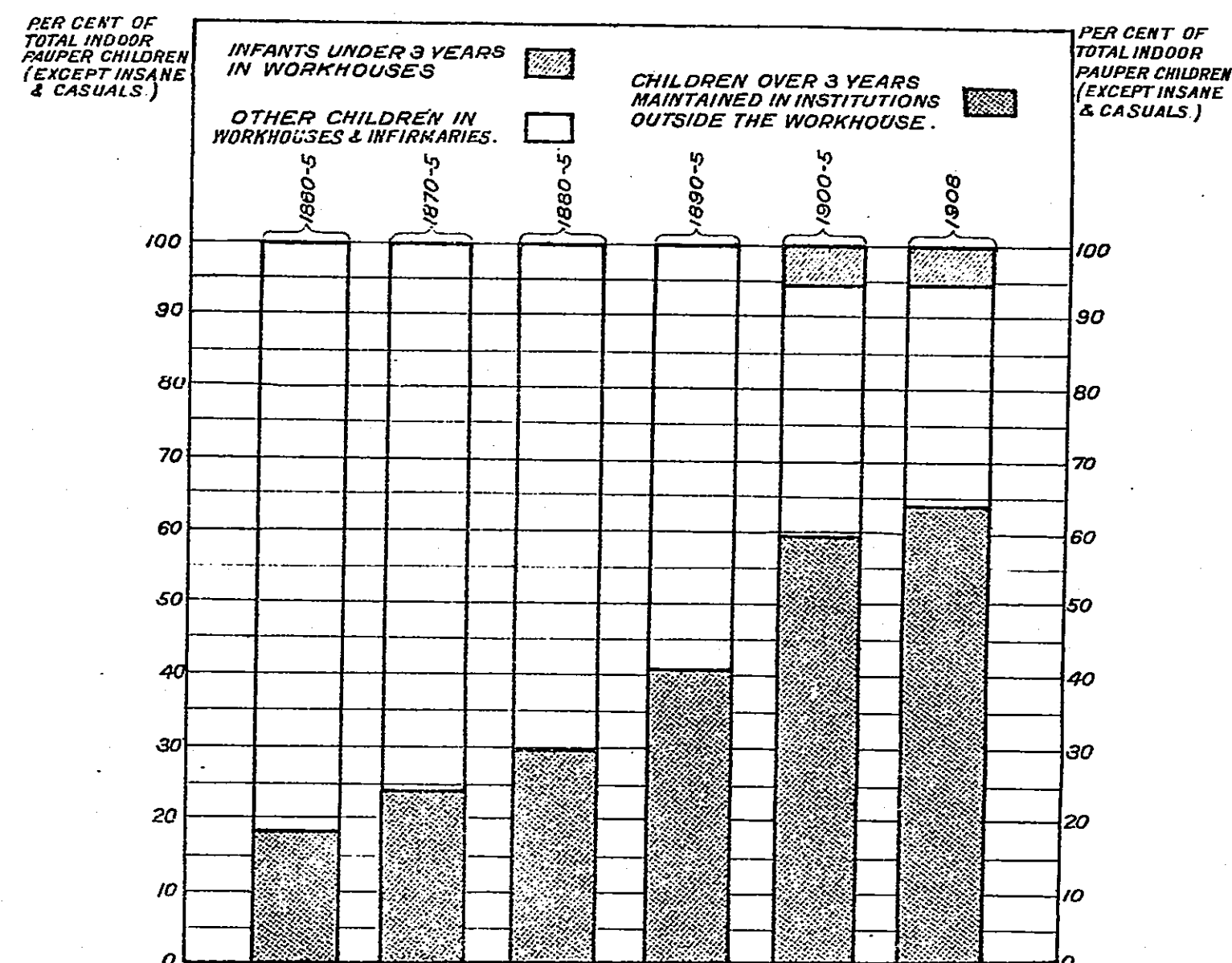
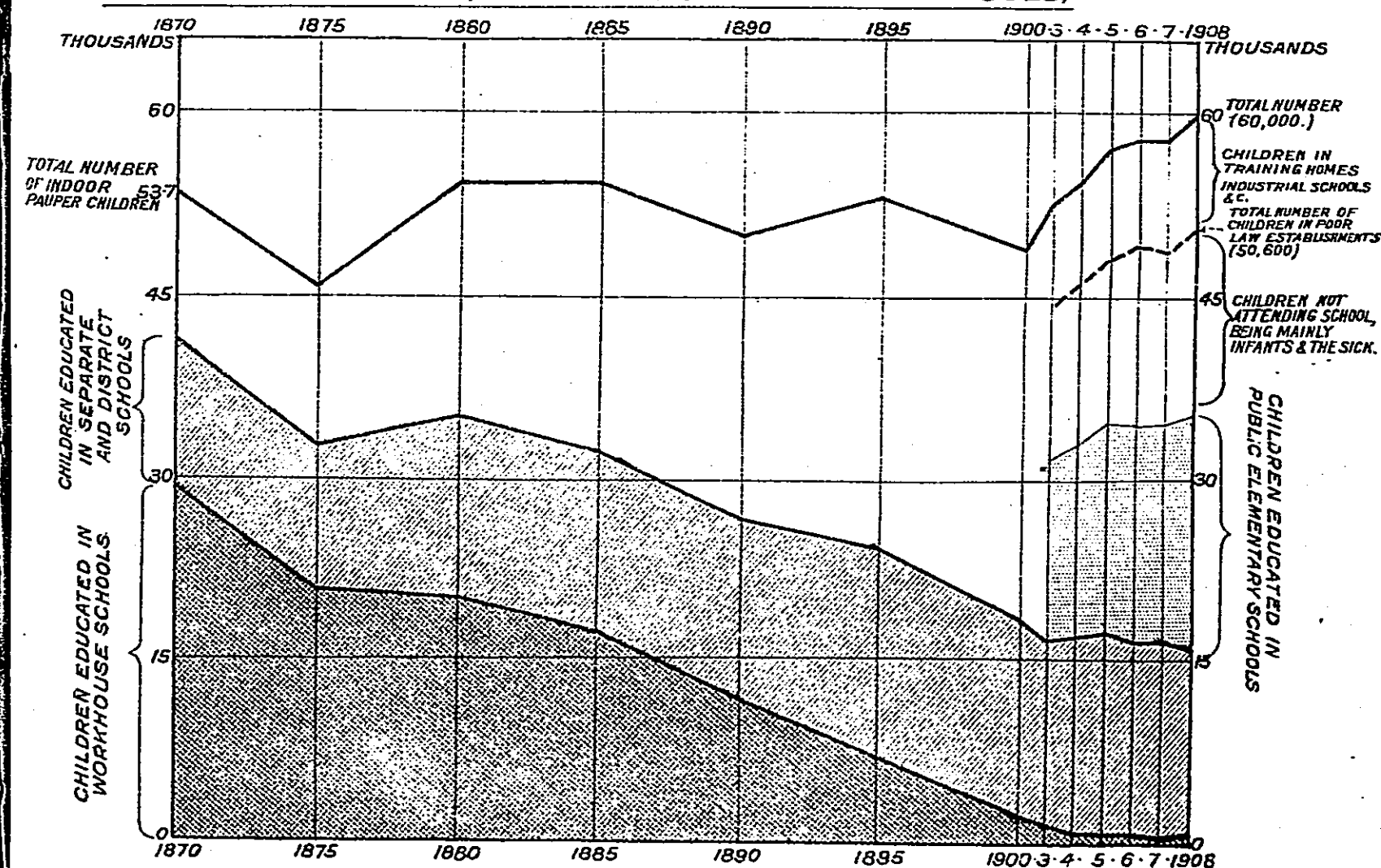


CHART 9. EDUCATION OF PAUPER CHILDREN 1870-1908

(AVERAGE NUMBER OF CHILDREN BEING EDUCATED IN

(a) WORKHOUSES, (b) POOR LAW SCHOOLS, SEPARATE FROM THE
WORKHOUSE AND (c) PUBLIC ELEMENTARY SCHOOLS)



CHILDREN UNDER THE DIRECT CARE OF THE GUARDIANS, 1 JANUARY, 1908.
(ENGLAND AND WALES.)

(1.) *In establishments provided by Poor Law Authorities :—*

(i) Workhouses, infirmaries, and sick asylums	...	...	...	...	...	22,483
(ii) Separate establishments for children :—						
(a) District Schools	...	...	...	...	...	3,712
(b) Separate Schools	...	...	...	...	...	7,890
(c) Grouped Cottage Homes	...	...	...	...	...	9,094
(d) Scattered Homes	...	...	...	...	...	5,294
(e) Receiving Homes and other Homes not classed under the preceding headings	...	...	...	...	...	2,702
(iii) Institutions belonging to the Managers of the Metropolitan Asylum District (other than fever or smallpox hospitals and institutions for imbeciles)	...	...	...	...	...	1,864
(iv) Other establishments under the control of Guardians	...	...	...	...	...	18

						Total	...	...	53,057
(2.) <i>In establishments not provided by Poor Law Authorities, e.g.,</i> Institutions for blind, deaf and dumb; training ships, industrial training homes, &c.	...	...	...	...	...	...	...	...	9,369
(3.) Children boarded out	...	...	...	...	...	...	...	...	8,565
						TOTAL	...	...	70,991

The development of separate accommodation for children is illustrated graphically in Chart 8; while Chart 9 on the same page shows the changes in the educational methods applied to pauper children. It appears that about 48 per cent. of the children of school age maintained in poor law establishments on 1st January, 1908, were sent to public elementary schools, and about 35 per cent. were being educated in "separate" or "district schools." Practically no children now receive their education in workhouses, except infants under three years of age and special classes of children who from infirmity or other causes cannot be dealt with otherwise.

13. *Poor Law Medical Service.*—At the present time about 31 per cent. of the whole number of persons in receipt of relief, or about 250,000 persons, may be taken to be under medical treatment by poor-law medical officers.* Medical treatment is provided both in the workhouses and infirmaries and to the poor in their own homes.

The staff engaged in the medical service, particularly the nursing staff, attached to the poor-law institutions, has developed in a striking manner in recent years, as will be seen from the following figures :—

	1875.	1885.	1895.	1907.
Officers belonging to the poor-law medical service in workhouses and infirmaries (England and Wales) :—				
Medical officers (including assistant medical officers).	747	781	830	1,016
Dispensers and assistant dispensers ...	23	32	44	71
Nurses ...	1,686	2,319	3,639	6,537
Total ...	2,456	3,132	4,513	7,624
	Increase in period 1875–1907, 210 per cent.			
Number of indoor paupers on 1 January	156,000	195,000	225,000	282,000
	Increase in period 1875–1907, 81 per cent.			

The growth of infirmary accommodation is equally marked. Prior to 1870 the sick poor were for the most part tended in sick wards within the workhouses, but shortly after that date separate infirmaries commenced to be provided. By 1880 the infirmary accommodation in London (not including the accommodation provided in the institutions of the Metropolitan Asylums Board) amounted to 9,046 beds, and by 1907 to 16,465 beds.

Cost of Poor Relief.

14. The cost of poor relief may be considered from two points of view. On the one hand, we may regard only the aggregate expenditure which is classed as poor relief, and ascertain what burden that expenditure represents in relation to the

* This figure is exclusive of lunatics in asylums, and is based on information obtained and kindly supplied for this volume by the Royal Commission on the Poor Laws and the Relief of Distress.

population (= cost per head of population) or in relation to the wealth of the property upon which that burden is imposed in the shape of rates or taxes (= cost per pound of the rateable value of property). On the other hand, we may consider the expenditure on relief in relation to the persons relieved, and by analysing the aggregate expenditure on poor relief into its constituent factors, ascertain whether a particular branch of relief is responsible for any increase or decrease of the cost.

15. *Cost of Poor Relief in the United Kingdom.*—The total expenditure (not including expenditure out of loans) on poor relief, as quoted in the official returns, was, for 1906-7, £16,428,064. The following figures show the cost in relation to population and to rateable value.

	Expenditure on Poor Relief.	Expenditure per Head of Population.	Expenditure per £ of Rateable Value.
	£	s. d.	s. d.
England and Wales*	13,957,224	8 1	1 4½
Scotland†	1,422,375	5 11½	1 1½
Ireland‡	1,048,465	4 9½	1 4½
Total ...	16,428,064	7 6½	1 3¾

*Year ended Lady Day, 1907.

† Year ended 15th May, 1907.

‡ Year ended 30th September, 1907.

For a more correct comparison between the three divisions of the Kingdom, the expenditure on the maintenance of the insane in the asylums (amounting to £443,420§ in 1906-7) and under the Medical Charities Acts (amounting to £193,981 in 1906-7) should be included in the case of Ireland (see paragraph 2) and, if thus corrected, the cost of relief to the poor for the whole Kingdom becomes rather over £17,000,000.

16. *Cost of poor relief in England and Wales in relation to rateable value and population:* Chart 10.—Chart 10 illustrates the relative growth of the cost of poor relief, of population, and of rateable value in England and Wales since 1850. Comparison of the three curves in this chart shows that, disregarding the periodic fluctuations in the cost of relief, which correspond to some extent with those shown in the curve of pauperism in Chart 2, the cost of poor relief in the period prior to about the middle of the decade 1890-1900 barely exceeded the growth of population and actually declined by comparison with the increase in the annual value of property which bears the greater part of the burden of relief. Between 1894 and 1906, however, the continuous rise in the cost of relief is very marked, the rate of increase being rather more rapid than in the case of rateable value and a good deal greater than in the case of population. Thus, the cost of poor relief increased 51 per cent. during these twelve years, while rateable value and population increased only 28 and 15 per cent. respectively.

The relation between the cost of relief, population and the rateable value of property, which in Chart 9 is indicated by showing the figures for each year in percentages of the values for 1850, may be more precisely expressed by the following figures:—

	1850-59.	1870-79.	1880-89.	1890-99.	1900-07.
	s. d.	s. d.	s. d.	s. d.	s. d.
Average cost of poor relief:—					
(i.) Per head of population	5 11	6 5½	6 0½	6 3½	7 9
(ii.) Per £ of rateable value	1 6½	1 3¾	1 1½	1 2	1 4

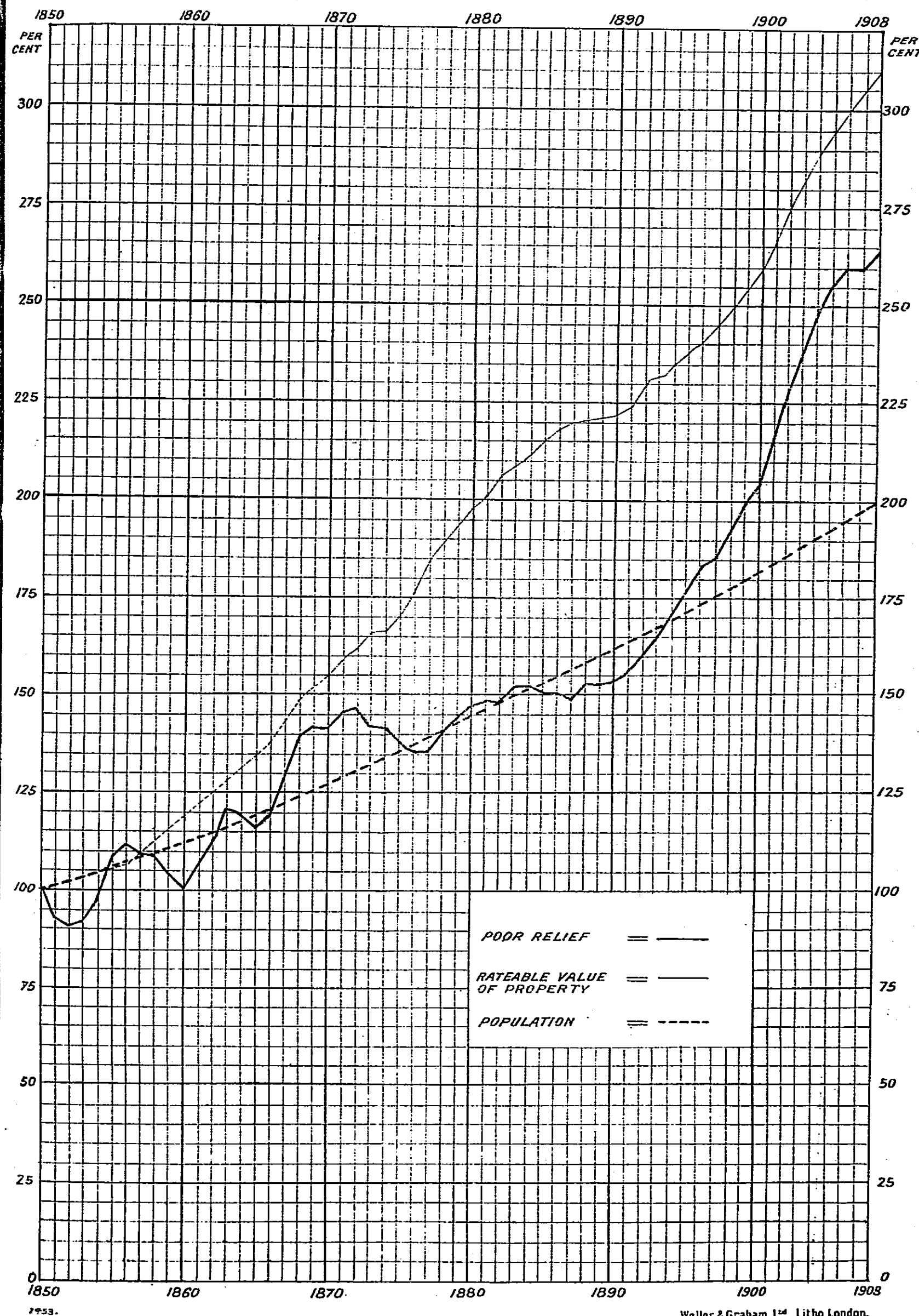
Hence, the burden of poor relief measured by the value of the property liable to local rates, was actually lower in 1900-07 than in 1850-59, in spite of the increased expenditure in recent years. Measured by population, the cost of poor relief is nearly one-third higher than it was at the beginning of the period.

17. *Causes of increase in the cost of relief.*—To ascertain the causes of the increase in the cost of relief it is necessary to analyse the items that go to make up the cost.

§ See page xxviii. of 57th Report of Inspectors of Lunatics, (Cd. 4302—1908).

CHART 10. COST OF POOR RELIEF IN RELATION TO RATEABLE PROPERTY AND POPULATION - ENGLAND & WALES.

(COST OF RELIEF, RATEABLE VALUE AND POPULATION IN 1850 = 100)
(FIGURES FOR SUBSEQUENT YEARS IN PERCENTAGES OF 1850 FIGURES.)



(For the figures on which this Chart is based see Table 9.)

The following figures show for England and Wales the amounts expended on the various items of relief in the years ended Lady-day 1857 and 1907.

Items.	1856-7.		1906-7,*	
	Expenditure.	Rate per head of Estimated Population.	Expenditure.	Rate per head of Estimated Population.
	£	s. d.	£	s. d.
In-maintenance†... ..	1,088,558	1 1½	3,073,752	1 9½
Out-relief	3,152,278	3 3½	3,211,280	1 10½
Maintenance of lunatics in asylums, &c. ...	377,658	0 4½	2,339,296	1 4½
Salaries, &c. of officers	637,629	0 8	2,512,771	1 5½
Loan charges, i.e., Principal of Loans repaid and interest on loans.	217,196	0 2½	1,227,939	0 8½
Other expenses of, or immediately connected with relief.	425,437	0 5½	1,592,186	0 11
Total	5,898,756	6 2½	13,957,224	8 1

* Some adjustment has been made in the expenditure on certain items shown in the published return for 1906-7 in order that the particulars may correspond with those for 1856-7.

† This term denotes the cost not only of the food and clothing of the inmates of poor law institutions, but also the cost of warming, lighting, and keeping the premises clean.

It will be seen at once from the table that in contrast with the increase in all other items, there has been a considerable diminution in the rate of out-relief per head of population since 1857, amounting to no less than 44 per cent. This reduction in the cost of relief coincides with the reduction in the number of outdoor paupers. As regards in-maintenance the rise is mainly accounted for by the increase of indoor pauperism, since the average number of poor (other than lunatics in asylums) who were maintained in institutions in 1906-7 numbered 264,000 as compared with about 123,000 in 1856-7. Expenditure on maintenance of lunatics in asylums, &c., rose from 4½d. to 1s. 4½d. per head of population during the period 1857-1907, but the number of insane thus provided for is between five and six times greater than in 1857. Salaries, &c., of officers have also more than doubled, but the number of officers has also largely increased, especially so in the case of medical officers and nurses, while the rate of remuneration has been raised in the poor law as in other local services. The increase in the rate of expenditure on loan charges is attributable to the numerous establishments (new work-houses, infirmaries, and children's homes) which have been erected in recent years.

18. The average cost of an indoor pauper and an outdoor pauper, based on the average number of paupers relieved, can be stated with sufficient accuracy for the year 1906-7, but corresponding figures for the year 1856-7 can only be estimated. The comparison drawn in the following table must therefore be taken as approximate only.

AVERAGE ANNUAL COST OF AN INDOOR AND OUTDOOR PAUPER.†

	1856-7.		1906-7.	
	Cost (approx.)	Cost per head of Paupers.	Cost (approx.)	Cost per head of Paupers.
	£	£ s.	£	£ s.
Cost of relief†:—				
(i.) To paupers in poor law institutions ...	2,039,000	16 12	7,731,000	29 5
(ii.) To paupers in receipt of out-relief ...	3,482,000	4 13	3,828,000	7 1
Total	5,521,000	6 7	11,559,000	14 7

† The cost of maintenance and other expenses connected with lunatics in asylums, &c., are not included. General administration expenses have been apportioned between indoor and outdoor relief in proportion to the aggregate expenditure on each, and on this account the figures for 1906-7 will be found to differ slightly from those published in the 37th Annual Report of the Local Government Board.

From the above figures it appears that the average cost per indoor pauper increased 76 per cent. during the period 1857-1907, and that of an outdoor pauper 52 per cent. The facts and figures adduced in other parts of this memorandum pointing to the changed character of the recipients of poor relief go far to explain the increased cost of indoor relief. The sick and infirm need more elaborate treatment than do the able-bodied poor, and the relative increase of this class of poor has been accompanied by provision for their accommodation and treatment in special wards or institutions on the lines demanded by the developments of medical and surgical practice. The accommodation for children in separate institutions and the necessary appointment of a suitable staff for their management have equally involved an additional heavy expenditure. It is impracticable to distinguish the cost of the various forms of indoor relief, but the bare comparison of the cost per pauper over a period of 50 years conceals both the change in the character of the persons dealt with by the poor law and the specialisation of treatment which accounts for the increase in the cost of their relief. The higher rate of relief to outdoor poor is largely explained by the fact that in contrast with the practice half a century ago, out-relief is now very largely limited to the class of aged and infirm, who are permanently or quasi-permanently disabled. It has thus become possible to grant relief on a scale more nearly adequate than formerly.

THE POOR LAW AND PAUPERISM.

CHRONOLOGICAL TABLE

of the Principal Statutes, Orders, and Circulars, and other matters affecting the Poor Law and Pauperism.

ENGLAND AND WALES.

1834.—Poor Law Amendment Act.

(Provided for the constitution of Poor Law Commission as central authority, with power to combine parishes into unions for poor relief, to require erection of workhouses, to make regulations as to relief of able-bodied poor, and all other matters.)

1844.—Poor Law Amendment Act.

(Supplemented Act of 1834, and provided for combination of poor law unions into school districts.)

1844.—Outdoor Relief Prohibitory Order.

(The Order which is applicable mainly to rural and small urban unions, defined the conditions under which outdoor relief might be given to able-bodied men and women.)

1847.—Consolidated General Order.

(Regulated procedure of Guardians—powers and duties of poor law officers and the conduct of the workhouse.)

1847.—Poor Law Board as central poor law authority established under 10 & 11 Vict., c. 109.

1852.—Outdoor Relief Regulation Order.

(This Order, which is similar in scope to, but less prohibitive than, the Order of 1844, is applicable to London and large urban unions.)

1857.—Medical Appointments Order.

(For the improvement of the medical service.)

1861-4.—Trade depression : Lancashire Cotton Famine.

1862.—Poor Law (Certified Schools) Act.

(Permitted Guardians to send children to approved institutions for industrial training, and for blind, deaf and dumb, and other special classes of children. The number of children now maintained in this class of institution is about 8,000.)

Union Assessment Committee Act.

(Established the existing machinery for the valuation of property liable to be rated to the poor rate.)

1864.—Report of Select Committee of House of Commons on Poor Relief.

(Urging increased powers for Central Authority and special treatment of London.)

1864-5.—Metropolitan Houseless Poor Acts.

(Required provision of casual wards in all unions and parishes in London.)

1865.—Union Chargeability Act.

(Throwing the cost of relief on the union instead of on the parish. The Act also reduced the period within which a non-settled pauper could be removed from a union from three years to one year.)

1866-8.—Trade depression : specially felt in London.

1867.—Metropolitan Poor Act.

(Created the Metropolitan Common Poor Fund for the equalisation of part of the cost of poor relief in London, enabled the Metropolitan Asylum District to be formed, and led to improved treatment of the sick poor in sick asylums, separate infirmaries and dispensaries.)

General Order for Accounts.

1869.—Mr. Goschen's Circular to Metropolitan Unions.

(This circular pointed out the necessity of restricting public relief given by poor law authorities to the destitute, leaving other classes of poor to private charity, which should be organised in each district.)

Metropolitan Poor Amendment Act.

(Provided for establishment of training ships for pauper boys and made expenses of boarding out a charge on the Common Poor Fund.)

Valuation (Metropolis) Act.

1870.—First Boarding Out Order.

(Allowing children to be boarded out with foster parents beyond the union to which they belong—chiefly applicable to urban unions.)

Metropolitan Poor Amendment Act.

(Further equalization of charges for relief affecting cost of indoor poor in workhouses infirmaries and sick Asylums.)

1871.—Pauper Inmates Discharge and Regulation Act.

(Requiring Guardians of all unions to provide casual wards, and to make regulations as to task of work and period of detention.)

Local Government Board Act.

(Constituting Local Government Board the central poor law and public health authority.)

Mr. Stansfeld's Circular as to Administration of outdoor relief.

Circular as to establishment of first (poor law) training ship for (500) boys—the "Goliath."

First Central Poor Law Conference.

1874.—Parliamentary Grant in aid of cost of pauper lunatics in asylums.

(Leading to removal of insane from workhouses to county and borough asylums.)

1878.—Mr. Selater Booth's Circular.

(Emphasizing the principles put forward in the circular of 1871 as to the administration of outdoor relief, and illustrating the successful operation of them.)

1879.—Poor Law Act.

(Provided for the combination of unions for any purpose of relief, and allowing Boards of Guardians to subscribe to hospitals, nursing associations, institutions for the blind, deaf and dumb, &c., rendering useful aid in the administration of poor relief.)

1882.—Casual Poor Act.

(Allowed detention of vagrants till second morning (and in certain cases till the fourth morning) after admission to the casual wards.)

1885.—Medical Relief Disqualification Removal Act.

1885-1887.—Trade depression and considerable want of employment.

1886.—Mr. Chamberlain's Circular to local authorities as to Pauperism and Distress.

(Urging the provision of work, where possible, which should not involve the stigma of pauperism and which all could perform, such as spade husbandry on sewage farms, laying-out open spaces, street cleansing, paving, and other rough work.)

1888.—Select Committee of House of Lords on Poor Relief.

Local Government Act.

(Gave increased grants from Imperial funds in aid of poor law expenditure.)

1889.—Poor Law Act: Prevention of Cruelty to and Protection of Children's Act.

(Providing for the adoption by Guardians of deserted children and children whose parents are in prison, and for the maintenance and control by the Guardians of such children.)

Boarding Out Orders.

(Regulating the boarding out of orphan or deserted pauper children within or beyond the limits of the union to which they belong.)

Royal Commission on Blind, Deaf, and Dumb.

1890.—Lunacy Act.

(Led to increased transfer of insane from workhouses to county and borough asylums.)

Committee of House of Lords on Poor Relief.

(Recommended various improvements in poor law infirmaries.)

1891.—Public Health (London) Act.

(Provided for admission of non-pauper patients to fever and small-pox hospitals of the Metropolitan Asylums Board.)

1892.—Royal Commission on the Aged Poor.

(Inquired into methods of assisting aged poor through and outside the poor law, including Old Age Pensions: no fundamental change in poor law system recommended.)

1892-5.—Trade depression and unemployment.

(Circulars to local authorities similar to that of 1886.)

1894.—Local Government Act.

(Removed the property qualification for election of a guardian and abolished ex-officio and nominated guardians. The Act allowed the election of women as guardians.)

1895.—Circular setting forth the principles of workhouse administration: Memorandum on nursing in workhouse sick wards.

1896.—Circular as to classification in Workhouses.

Poor Law Officer's Superannuation Act.

Report of Departmental Committee on Metropolitan Poor Law Schools.

(Recommended abolition of poor law schools in block buildings ("barrack schools").)

1897.—Order as to Nursing in Workhouses.

(Final abolition of paupers as nurses: provision of skilled nurses in sick wards required.)

Infant Life Protection Act.

Order placing children suffering from diseases of eye, skin or scalp, defective children and children remanded by magistrates in London under the care of the Metropolitan Asylums Board.

1899.—Poor Law Act.

(Adoption of neglected children by Guardians under Act of 1889 extended to orphans and children of persons unfit to have control of them. The same Act gives power to detain for 168 hours workhouse inmates who may be in the habit of frequently discharging themselves and seeking re-admission.)

1900.—Mr. Chaplin's Circular.

(Urging more complete classification of inmates of workhouses, and the further removal of imbeciles and children from workhouses, and recommending that, special treatment should be given to the aged deserving poor in workhouses, and that any outdoor relief given to the aged should be adequate.)

1904.—Circular recommending increased use of training ships for pauper boys.

(On the 1st January, 1908, 916 boys were maintained on various ships.)

Outdoor Relief (Friendly Societies) Act.

(Provided that in considering the amount of outdoor relief to be granted, sick pay up to 5s. a week received from a Friendly Society should not be reckoned.)

1904-6.—Period of want of Employment: Mr. Long's scheme for relief of distress.

1905.—Relief (School Children) Order.

(Providing for the feeding of underfed children attending public elementary schools. This order has now been, in effect, superseded by the provisions of the Education (Provision of Meals) Act, 1906.)

Boarding Out Order: Amended Regulations.

Unemployed Workmen Act.

1906-9.—Royal Commission on the Poor Laws and Relief of Distress.

1906.—Report on inquiry into Poor Law Administration in the Poplar Union.

Report of Departmental Committee on Vagrancy.

1908.—Old Age Pensions Act.

SECTION IV.—THE POOR LAW AND PAUPERISM.

TABLES SHOWING THE DATA ON WHICH THE CHARTS IN THIS SECTION ARE BASED.

TABLE I.—PAUPERISM IN THE UNITED KINGDOM.

Average daily number of paupers of all classes relieved, and the rate per 1000 of estimated population for the years ended Lady-day, 1850 to 1908.

Year to Lady-day.	Average daily number of paupers of all classes relieved, and rate per 1000 of population.					
	Number of paupers.			Rate per 1000 of population.		
	England and Wales.*	Scotland.†	Ireland.‡	England and Wales.*	Scotland.†	Ireland.‡
1850	1,008,700	119,000	526,216‡	57.4	41.8	72.5‡
1851	941,315	119,000	225,747	53.0	41.4	32.8
1852	915,675	118,000	170,082	50.9	40.7	26.1
1853	886,362	114,000	132,412	48.7	39.1	20.9
1854	864,617	114,000	96,814	47.0	38.8	15.6
1855	897,686	119,000	81,748	48.2	40.2	13.4
1856	917,084	120,471	64,172	48.7	40.5	10.7
1857	885,010	120,867	51,642	46.5	40.3	8.6
1858	908,886	125,213	47,046	47.2	41.6	7.9
1859	865,446	124,227	41,665	44.4	41.0	7.1
1860	844,633	122,013	43,342	42.9	40.1	7.4
1861	883,921	120,906	48,607	44.4	39.6	8.4
1862	917,142	124,191	69,198	45.5	40.5	12.0
1863	1,079,382	126,319	64,564	53.0	40.8	11.2
1864	1,014,978	127,560	64,816	49.2	40.8	11.3
1865	951,899	127,714	63,147	45.6	40.5	11.2
1866	916,152	128,343	60,780	43.3	40.3	10.9
1867	931,546	126,042	64,863	43.5	39.2	11.7
1868	992,640	128,361	69,135	45.8	39.6	12.6
1869	1,018,140	136,236	69,639	46.4	41.6	12.7
1870	1,032,800	136,065	68,033	46.5	41.2	12.5
1871	1,037,360	132,466	68,085	46.1	39.7	12.6
1872	977,200	130,202	68,455	42.9	38.6	12.7
1873	883,688	124,742	74,834	38.3	36.6	13.9
1874	827,446	117,731	77,800	35.3	34.2	14.6
1875	800,914	111,924	76,867	33.8	32.2	14.5
1876	749,476	107,945	74,592	31.2	30.7	14.1
1877	719,949	104,234	75,343	29.5	29.3	14.4
1878	729,089	101,565	81,296	29.5	28.3	15.4
1879	765,455	100,359	87,001	30.6	27.7	16.5
1880	808,030	101,777	94,605	31.8	27.8	18.0
1881	790,937	103,916	114,467	30.8	28.0	22.0
1882	788,289	103,471	111,579	30.3	27.6	21.7
1883	782,422	100,358	109,932	29.7	26.6	21.6
1884	765,914	98,386	108,770	28.8	25.9	21.7
1885	768,938	95,454	105,110	28.6	24.9	21.1
1886	780,712	95,473	105,926	28.7	24.8	21.4
1887	796,036	97,591	124,626	28.9	25.1	25.4
1888	800,484	97,642	111,611	28.8	24.9	23.0
1889	795,617	97,068	108,379	28.3	24.6	22.6
1890	775,217	95,648	105,713	27.3	24.1	22.2
1891	759,730	93,077	104,124	26.4	23.3	22.1
1892	744,757	91,710	103,677	25.6	22.7	22.2
1893	758,776	91,339	100,551	25.8	22.4	21.7
1894	787,933	92,366	100,261	26.5	22.4	21.8

* England and Wales:—The mean of the numbers of paupers relieved on 1st January of year mentioned and on 1st July preceding. The figures for years prior to 1872 contain estimates of the number of paupers relieved in a few places not incorporated in unions in those years, and from which no returns of pauperism were received. But the slight extent to which the figures are affected may be inferred from the fact that by the year 1850, 84 per cent. of the population was accounted for in the returns, and by 1858, only 2 per cent. of the population was unrepresented in the official figures.

† Scotland:—For the years 1850 to 1855 the estimated numbers of paupers (as given on p. 271, App. Ivi., Cd. 2022, Sess. 1904), relieved on one day in May of each year preceding that mentioned; and for later years the averages given on pages 470-1 of Cd. 1761-1903, and in the annual reports of the Local Government Board for Scotland.

‡ Ireland:—The average daily numbers in receipt of relief in each of the financial years. The abnormal number relieved in 1850 is attributed to the distress consequent on the potato famine.

TABLE 1.—continued.

Year to Lady-day.	Average daily number of paupers of all classes relieved and rate per 1,000 of population.					
	Number of paupers.			Rate per 1,000 of population.		
	England and Wales.*	Scotland.†	Ireland.‡	England and Wales.*	Scotland.†	Ireland.‡
1895	796,913	94,119	99,083	26.5	22.6	21.6
1896	816,019	96,377	98,117	26.8	22.9	21.5
1897	814,887	98,325	96,987	26.5	23.1	21.4
1898	813,986	99,528	100,904	26.2	23.2	22.3
1899	831,938	99,658	108,174	26.5	22.9	23.9
1900	792,367	99,010	101,972	25.0	22.6	22.6
1901	781,298	98,840	99,097	24.3	22.3	22.2
1902	801,356	99,575	99,941	24.6	22.2	22.5
1903	822,786	101,191	101,060	24.9	22.3	22.8
1904	837,680	103,381	100,202	25.1	22.6	22.7
1905	884,365	105,956	101,394	26.2	22.9	23.0
1906	898,259	109,094	106,047	26.3	23.3	24.1
1907	893,316	109,281	101,183	25.9	23.1	23.1
1908	898,474	108,554	101,181	25.7	22.7	23.1

* † ‡ For notes see previous page.

TABLE 2.—PAUPERISM IN ENGLAND AND WALES, AND LONDON.

Mean number of paupers (excluding casuals and insane) relieved, and the rate per 1,000 of estimated population, distinguishing indoor pauperism.

Year ended Lady-day.	Total pauperism (excluding casuals and insane).				Indoor pauperism (excluding casuals and insane)			
	England and Wales (including London).		London.		England and Wales (including London).		London.	
	Number.	Rate per 1,000 of population.	Number.	Rate per 1,000 of population.	Number.	Rate per 1,000 of population.	Number.	Rate per 1,000 of population.
1850	992,000	56.5	105,000	45.9	114,000	6.5	24,000	10.5
1855	885,000	47.0	—	—	114,000	6.1	—	—
1860	795,719	40.4	85,853	31.5	101,160	5.1	21,518	0.0
1865	901,443	43.2	93,555	31.7	118,034	5.7	27,032	9.2
1870	979,073	44.1	141,473	44.5	140,778	6.4	33,289	10.5
1875	744,271	31.4	98,187	28.6	128,979	5.5	34,775	10.1
1880	740,820	29.2	85,735	23.1	158,554	6.3	42,583	11.5
1885	695,368	25.8	84,936	21.6	162,386	6.0	48,204	12.3
1890	695,653	24.5	90,362	21.8	165,603	5.8	51,808	12.5
1891	678,830	23.6	89,505	21.4	163,357	5.7	51,641	12.3
1892	662,144	22.8	86,542	20.5	163,471	5.6	51,239	12.1
1893	674,443	22.9	89,667	21.0	169,155	5.7	52,923	12.4
1894	698,603	23.5	95,844	22.3	179,881	6.1	56,128	13.1
1895	705,967	23.5	96,215	22.1	183,532	6.1	57,114	13.1
1896	720,964	23.7	98,697	22.5	186,504	6.1	58,295	13.3
1897	716,008	23.3	97,462	22.0	185,862	6.0	57,919	13.1
1898	712,866	22.9	97,082	21.7	187,664	6.0	58,088	13.0
1899	728,113	23.2	98,152	21.8	190,397	6.1	59,258	13.2
1900	688,505	21.7	98,324	21.6	188,423	5.9	59,359	13.1
1901	675,727	21.1	96,720	21.1	186,312	5.8	57,904	12.6
1902	692,875	21.2	100,278	22.1	195,528	6.0	59,543	13.1
1903	709,473	21.5	104,220	22.8	203,604	6.2	61,432	13.4
1904	722,070	21.6	105,588	22.9	211,019	6.3	63,461	13.8
1905	764,589	22.6	113,547	24.4	222,217	6.6	66,306	14.3
1906	774,209	22.7	117,294	25.0	229,724	6.7	68,430	14.6
1907	769,777	22.3	113,516	24.0	232,329	6.7	68,626	14.5
1908	772,346	22.1	116,038	24.4	237,549	6.8	69,853	14.7

* See note * to Table 1 as to the manner of arriving at "mean numbers" and as to the particulars for early years. The italic figures are approximate only.

* The mean number arrived at as indicated in note * Table 1.
† Population estimated for 1907 on the basis of the rate of increase between 1891 and 1901.
‡ These rates are somewhat too high. The calculations are necessarily based on the resident population which in the case of the central districts has been reduced by the growth of business premises and by the migration of many of the well-to-do classes to other districts.

TABLE 4.—PAUPERISM AND UNEMPLOYMENT, 1851-1908.

* The rates assigned to any given year as quoted in this Table and used in Chart 4 will be found to differ from those assigned to the same years in Table 2. The latter Table relates to the *financial year* ending at Lady Day. In Table 4 the percentages are calculated for any given year, on the number of paupers relieved on the 1st July of that year and the 1st January of the year following. The result gives the nearest approach to a correct average for the *calendar year* to which the rates of unemployment relate.

† See page 90 of the Second series of Memoranda and Statistical Tables given on British and Foreign Trade, &c., Cd. 2337—1904. The rates here represent "uncorrected" rates and therefore differ slightly from those quoted in Table 5 and Chart 5 of Section III.

‡ Averages for eleven months, January to November.

Average daily pauperism, and the pauperism of the twelve months ended 30th September, 1907, compared. (Lunatics in asylums, &c., and casual paupers excluded).

† Cols. 5 and 7.—The estimated population adopted as the basis of calculation is for the middle of the year 1907, and is in each group based on the rate of increase of the population between the censuses of 1891 and 1901.

TABLE 6.—AGE-GROUPING OF PAUPERISM.*

Ages of the persons relieved on March 31st, 1906 (not including lunatics in asylums, registered hospitals, and licensed houses, or casuals), distinguishing males and females and showing the ratio to population of corresponding ages.

[Particulars furnished by the Royal Commission on the Poor Laws and Relief of Distress.]

* On 1901 population.

† On population estimated to middle of 1906.

TABLE 7.—CHILDREN UNDER THE POOR LAW.

(Children relieved in institutions; distinguishing the approximate number maintained in institutions other than the workhouse.)

Years.	Average* number of indoor pauper children maintained (excluding casual and insane poor).	Approximate average* number of children (included in Col. 2) maintained outside the Workhouse.†	Percentage of Col. 3 to Col. 2.	Percentage of children under 3 years in Workhouses.
1.	2.	3.	4.	5.
1860-5	43,545	8,000	18	Not ascertained.
1870-5	49,622	12,000	24	
1880-5	54,753	16,000	29	
1890-5	51,681	21,000	41	
1900-5	53,387	31,933	60	5·7‡
1908 (1st January)	62,426	39,943	64	

* Average number on 1 July and 1 January in the two years, at the beginning and end of each period.

† The figures in Col. 3 for years prior to 1900 must be taken as approximate only, being compiled from the annual returns as to the education of pauper children, from returns made by the Metropolitan Asylums Board, and as regards paupers maintained in establishments not under the control of poor law authorities from the half-yearly returns of pauperism.

‡ Partly estimated.

TABLE 8.—EDUCATION OF PAUPER CHILDREN.

Average number of children being educated in (a) workhouses (b) poor law schools separate from the workhouse, and (c) public elementary schools.

Year ended Lady-day.*	Mean number of indoor pauper children (exclusive of casuals and insane).†	A. Children in non-poor-law institutions, mainly training and industrial schools and similar institutions.‡ [Included in Col. 2.]	B. Children (included in Col. 2) maintained in establishments provided by Guardians, who were being educated in		
			Workhouse Schools.§	Poor-Law Schools separate from the workhouse.§	Public Elementary Schools.
1.	2.	3.	4.	5.	6.
1870	53,712	No information.	29,111	12,463	No information.
1875	45,531		21,096	11,847	
1880	54,733		20,684	14,539	
1885	54,782		17,663	14,990	
1890	50,333	4,000	11,830	15,156	No information.
1895	53,028	5,100	7,686	16,789	
1900	49,518	6,300	2,238	16,131	
1903	52,882	7,200	1,672	14,939	15,167
1904	54,693	8,209	938	16,058	16,252
1905	57,255	8,775	849	16,651	17,452
1906	58,463	9,128	704	15,971	17,698
1907	58,261	9,364	565	16,204	17,785
1908	59,985	9,319	656	15,742	19,354

* The figures in columns 3-6 for 1903 and later years relate to 1st January in each year.

† As to the method of arriving at the mean numbers, see note * to Table 1.

‡ The italic figures represent estimates for 1st January of each year mentioned.

§ The figures in columns 4 and 5 for years prior to 1903 must be taken as approximate only.

TABLE 9.—COST OF POOR RELIEF, RATEABLE VALUE AND POPULATION—ENGLAND AND WALES, 1850-1908.

Year to Ladyday.				Cost of Poor Relief.*		Rateable Value.†		Population.‡	
				Amount.	Index Number.	Amount.	Index Number.	Number.	Index Number.
1850	...	...	...	£ 5,395,022	100	£ 67,700,153	100	17,564,656	100
1855	...	...	...	5,890,041	109	71,840,271 (Year 1856)	106	18,616,310	106
1860	...	...	...	5,454,964	101	—	—	19,686,701	112
1865	...	...	...	6,264,966	116	93,638,403 (Year 1866)	138	20,883,889	119
1870	...	...	...	7,632,932	141	104,405,304	154	22,223,299	127
1875	...	...	...	7,447,240	138	115,646,631	171	23,724,834	135
1880	...	...	...	7,943,359	147	133,769,875	198	25,371,489	144
1885	...	...	...	8,102,023	150	145,527,944	215	26,922,192	153
1890	...	...	...	8,275,585	153	150,485,974	222	28,448,239	162
1891	...	...	...	8,456,017	157	152,116,008	225	28,763,673	164
1892	...	...	...	8,653,692	160	155,896,383	230	29,085,819	166
1893	...	...	...	8,852,174	164	157,722,913	233	29,421,392	168
1894	...	...	...	9,294,881	172	159,469,468	236	29,760,842	169
1895	...	...	...	9,547,146	177	161,139,575	238	30,104,201	171
1896	...	...	...	9,857,600	183	162,839,965	241	30,451,528	173
1897	...	...	...	9,992,964	185	165,990,085	245	30,802,858	175
1898	...	...	...	10,340,303	192	168,664,993	249	31,158,245	177
1899	...	...	...	10,776,238	200	172,065,842	254	31,517,725	179
1900	...	...	...	11,002,827	204	175,622,758	259	31,881,365	182
1901	...	...	...	11,548,885	214	180,406,420	266	32,249,187	184
1902	...	...	...	12,261,192	227	186,562,760	276	32,621,263	186
1903	...	...	...	12,848,323	238	191,106,528	282	32,997,626	188
1904	...	...	...	13,369,494	248	194,716,894	288	33,376,338	190
1905	...	...	...	13,851,981	257	199,355,590	294	33,763,434	192
1906	...	...	...	14,035,888	260	202,760,752§	300	34,152,977	194
1907	...	...	...	13,957,224	259	206,969,466§	306	34,547,016	197
1908	...	...	...	14,200,000¶	263	209,793,471§	310	34,945,600	199

* The figures relate to the expenditure on relief of the poor; excluding expenditure connected with the fever and small-pox hospitals of the Metropolitan Asylums Board.

† For the years to 1872-3 inclusive, the rateable value is that at the end of the year. The rateable value for the year 1873-4 and subsequent years is that at the commencement of each financial year. As regards years prior to 1870 information is available only for the years 1850, 1856, 1866, and 1868.

‡ Estimated population in middle of year preceding that mentioned in first column.

§ Revised figures.

¶ Approximate figure.