# A TREATISE OF THE LAWS FOR THE RELIEF AND SETTLEMENT OF THE POOR

In two volumes Vol. I

Michael Nolan

ROUTLEDGE LIBRARY EDITIONS: THE HISTORY OF SOCIAL WELFARE



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Volume 15

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## MICHAEL NOLAN



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# Michael Nolan

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# TREATISE OF THE LAWS

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# P O O R.

BY MICHAEL NOLAN, of lincoln's inn, esq. barrister at law.

IN TWO VOLUMES.

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# ADVERTISEMENT.

THE importance of that fystem of our laws, which respects the civil æconomy and comforts of the poor is so obvious, that it is hoped an attempt to offer some facilities to the persons concerned in the administration of them, will be received with indulgence.

For this purpole, it has been thought convenient, instead of giving the numerous cases on every branch of the subject, to reduce the substance of the decisions into the form of a treatife. The words of the judgment of the court are preferved as much as possible, but it is difentangled from those circumstances of an individual nature, which could be of no use in illustrating the principle upon which the determination is founded. When, however, a more minute statement of the case seemed necessary, it has been given in the language of the report.

The prefent work differs, not only in its outline, from those of Dr. Burn, and Mr. Const, but also in its general arrangement; and it will be found to treat of some subjects, which are either omitted altogether, or but slightly touched upon in those valuable productions.

The object has been not only to unfold the theory and doctrine of the law, but to supply in fome de-

## ADVERTISEMENT.

gree the want of perfonal experience, by pointing out the manner in which that theory is to be applied in practice. The mode of proof, neceffary to establish the different kinds of settlement, is set forth with some minutenels; and such a general statement is given of the manner of conducting appeals before courts of quarter-sessions, as is confistent with the various rules of practice, which are different in different courts. An account is likewife added of the practice on the crown fide of the court of King's-Bench, as it respects the orders of magistrates removed thither by *certiorari*.

A few cafes connected with the fubject of this work, have been determined in the court of King's-Bench, fince it was committed to the prefs. They are annexed, with references to those pages in each volume to which they feverally belong, and will be found to include the decisions of last Michaelmas Term, taken from a manuscript copy of Mr. East's notes, which he kindly furnished for the purpose.

5. King's-Bench Walks, Inner Temple, January 28, 1805.

CON.

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ADDENDA

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## ADDENDA

#### TO

## THE FIRST VOLUME.

PAGE 22, note (3), add "But fee the opinion of Lord Mansfield, C. J. Rex. v. Beeding, Cald. 92."

Page 30, line 19, dele " therefore," add " each being of a fufficient number of overfeers."

Page 50, note (3), add "But where one entire rate was made upon the tolls of a canal, part of which were rateable, and part exempt by flatute, the court quashed the rate, it being the business of those who made it to apportion it." Rex. v. Leeds and Liverpool Canal Company, 5 East, 325. and see Rex v. Cunningham, post, Vol. II. 370. addenda.

Page 52, note (3), add "Lord Bute v. Grindall, 1 Term Rep. 338. 1 H. Black, 267. 1 Bott, 195. Pl. 190."

Page 54, line 35, after "judgment" infert, "And in a recent cafe Lord Ellenborough C. J. feemed of opinion, that a common in gross is rateable." Rex. v. Wation, Mich. 45 Geo. 3. 5 East, 480.

Page 61, infert as a note to the last fentence, "See the opinion of Lord Ellenborough, C. J. Rex. v. Terrot, 3 East, 513."

Page 60, note (4), add, "Rex. v. Richard Cunningham, Mich. 45 Geo. 3. where, upon a cafe from 2 4 feffions,

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feffions, whether an iron-mine was rateable, the court held it to be too clear for argument, that it was not rateable, and quashed the rate."

Page 63, after line 21, add, " The particular use to which the produce of a coal-mine is applied, by the owner of the lands, does not exempt it from this tax. Thus, if the coal is used for finelting the ore of his iron-mine, the coal is ratcable, although the ore is not. For, there is no difference whether it is thus applied by the owner, or fold by him to another, who uses it in an iron foundery, Rex. v. Cunningham, and others, 5 East, 478. Mich. 45 Geo. 3."

Page 67, at the end add, " By 10 Geo. 3. the incorporated company of the proprietors of the canal navigation from Leeds to Liverpool are enabled to make a navigable canal, and take a certain fum per mile, for the tonnage and wharfage of goods navigated thereon, and fo is proportion for any greater or lefs quantity. It is alfo enacted, " that the faid tolls, rates and duties, fhould at all times thereafter be exempt from the payment of any taxes, eates, affeffments, or impositions what foever, any law or statote to the contrary notwithstanding, other than fuch taxes, wates, and affeffments, as the land which fould be used for the purpose of the faid navigation would have been subject to, if this all had not been made." The meaning of this exemption is, that the company shall not be liable to any other taxes than those which the land they make use of in their undertaking was previously subject to. As the land, therefore, was not before liable to be rated for tolls, the proprietow thall not be liable to a poor's-rate on tolls in refpect of it, when converted into a canal. Rex. v. The Leeds and Liverpool Canal Company, 5 Eaft, 325.

# The land will be rated in the fame mainer as it was before the act. Per Le Blanc, J. B.

" Another

# Another part of the canal is exempted altogether from affefiment for tolls, by 20 Geo. 3. Ib."

A cafe was fent up from the court of quarter-feffions in Devonshire, concerning the validity of a poor rate. The flatute 7 Geo. 3. for building *Stonehouse bridge* by f. 19. exempted it from "the land tax or any other public or parochial rate or tax whatfoever;" and by f. 20. provided, that certain perfons, and their heirs, should stand feized of the tolls of the bridge, "to the fame uses, trusts, and eftates, and subject to the fame wills, fettlements, limitations, remainders, *charges*, tenures, rents, and incumbrances," as the ferry was, in lieu of which the bridge was erected; and held, that the word *charges* only extended to private charges on the estate. Case of Stonehouse bridge, 5 East, 356. n. a.

At a feffions holden for the city and county of Norwich, Ann Sutchiffe appealed against an affeilment of 1001. Rock, charged upon her for the relief of the poor. It appeared by the cafe, flated for the opinion of the court of King's-Bench, that the appellant was affelled for 100l. flock, or perfonal property, charged upon her by a rate for railing 1371, 148. tod. for maintaining the poor, made by virtue of a local flatute of the 10th of Anne, for erecting a work-house in Norwich, for the better employment and maintaining the poor there; under which act, the church-wardens, and overfeers of the poor of the faid parifh, were, according to the directions and words of the faid act of parliament, authorized and required " to rate and affels the faid fum (of 1374. 113. 10d.) on the inhabitants, and on every parfon and vicar, and on all and every the occupiers of lands, houses, tenements, tithes impropriate, appropriations of tithes, and on all perfons having and using flocks and perfonal eftates in the faid parish (of St. John's, Maddermauket), or having money out at interest; in equal proportion, as near 38

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as may be, according to their feveral and refpective values and estates." And, on hearing the faid appeal, it appeared to the faid court, that ever fince the passing faid statute, lands, houses, tenements, stocks, and perfonal eftates, within the faid city and county, and money out at intercit, as well without as within the faid city and county, of the respective inhabitants within the several parishes of the fame, have been constantly assessed to the poor's rates, according to the circumstances of such inhabitants. That the appellant had not any flock or perfonal estate in the faid parish of St. John's, Maddermarket, or in any other parish or hamlet within the faid city and county of Norwich, nor had any money out at interest on real or perfonal fecurity; but that fhe was possefied of money vested in the public funds, or on government fecurity, and then standing in her name in the books of the governor and company of the bank of England in the 5 per cent. bank annuities : and, therefore, the appellant admitted, that the faid affefiment was just, if the faid laft mentioned money was liable to be rated. The court of quarter-fessions being of opinion, that money vested in the public funds, or on government fecurity, was not by virtue of the aforefaid act liable to be rated to the relief of the poor, allowed the appeal. The court of King's-Bench were of opinion, that government flock was not money out at interest, within the meaning of this local statute, and therefore not taxable under it; and alfo, that it was not taxable under the 43 of Eliz., not being local visible property within the parish. Rex v. St. John's, Maddermarket, in Norwich. Hil. 45. Geo. 3.

Page 79, after line 14 infert, "But no lodger, though possefing the principal part of the house, was ever rated; but the owner, how small soever the part referved for himself, is, in the eye of the law, the tenant of the whole, and is rated as the occupier. *Per* Buller, J. Rex. v. Eyles, Caid. 414."

Page

Page 80, after line 20 infert, " In another cafe it was found that the mayor, aldermen and burgefies of a borough, were the owners of a large tract of land within the borough, used as a common of pasture, and stocked by the refident burgeffes, in right of their burgherships, according to a flint annually fixed by the leet jury, who are burgeffes of the borough, under the control of the mayor for the time being. That of the refident burgefice, who have rights of common, fome flock to the full of their rights, others partially, and fome not at all, and that those who do not flock receive an annual payment of 105. 4d. from those who do. In was held, upon this flatement, that this is not properly a right of common; and that the corporation are the owners in fee, but not the occupiers of the land; and the burgeffes who turn out flock are the occupiers, as tenants in common, who may each maintain trefpafs for an injury done to his occupation in common, and who are rateable for it to the poor. Rex. v. James Wation, Mich. 45 Geo. 3. 5 East, 480."

### Ibid, note (6), add, " And fee Rex. v. Terrott, paft 82."

Page 82, after line 9 infert, "The true criterion, in all cafes, of the occupier's liability to be rated is, whether he derives fome emolument from his occupation, in a perfonal and private refpect.

The appellant was a lieutenant-colonel in the artillery, and the premifes in which he refided, and for which he was rated, were the property of the crown and part of a barrack. They were fitted up for a field-officer, under the direction of the board of ordnance, and at a confiderable expence. The building confifts of two ftories, with four rooms on each floor, befides attics. The rooms on the ground floor are thus appropriated; one room as a ftore-room; another as a quarter for the adjutant, a third as an office for a cammanding officer to tranfact the bufinels of the regiment, and

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and the fourth as the appellant's kitchen. The whole of the first floor, and the attics, are the refidence of the commanding officer of the artillery for the time being (which the appellant then was), together with a kitchen, walhhouse, and other offices, coach-house, stable-yard, and small garden or drying-ground. The appellant relides there with his wife, family, and fervants; two of the latter, a man-fervant, who is one of the private foldiers of the artillery, and his wife, who is cook to the colonel, fleep in the attic, and the other female fervant fleeps in one of the rooms on the first floor. The part used by the appellant is in every respect separate and distinct from the reft, there being no communication between it and any other apartment. At the time of fitting up the building, chairs, tables, fire-grates, and the ufual barrack furniture, were fupplied by the crown; beds, and the relidue, by the appellant. The court were of opinion, that the appellant was rateable as the occupier of these premises, and confirmed a rate made upon him as fuch.

By Lord Ellenborough, C. J. who delivered the judgment of the court .- " The principle to be collected from all the cafes on the subject is, that if the party rated have the use of the building, or other fubject of the rate, as a mere fervant of the crown, or any public body, or in any other refpect for the mere exercise of public duty therein, and have no beneficial occupation of, or emolument refulting from it, in any personal and private respect, then he is not rateable. The property of the crown, in the beneficial occupation of a fubjett, whether he be a civil officer of the crown, as in Lord Bute's cafe (who was ranger of the new park near Richmond), and in the cafe of the comptroller of Chelfea Hofpital, Eyre v. Smallpace, 2 Burr. 1050; or as a military officer, as in Hurdis's cafe, he is in each cafe equally rateable. For, in these cafes, each of the perfons rated had a degree of perfonal benefit and accommo-

commodation from the property enjoyed by him, ultra the mere public use of the thing; and which excess of personal benefit and accommodation, ultra the public use. may be confidered as fo much of falary and emolument annexed to the office, and enjoyed in respect of it by the officer for the time being. But if the use of, or relidence upon the property, be either as the fervant of the crown, and for public purposes only, as in Lord Somers's cafe, or as a mere public officer or fervant, or of any other dofcription, such as the superintendant of the Philanthropic Society, Rex. v. Field, 5 Term Rep. 587, the truftees of a meeting-house, the servants at St. Luke's, the masters in chancery, in respect of their public offices (1); in all such cases, the parties having the immediate use of the property, merely for fuch purposes, are not rateable, because the occupation is throughout that of the public, and of which public occupation the individuals are only the means and inftruments. It is faid, that if the commanding officer be rated for the degree of private accommodation he enjoys in a building of this description, why not the foldiers in their barracks for the accommodation they enjoy there? I am not aware that private foldiers have any accommodations in barracks beyond what are required for the mere ordinary uses and purposes of animal nature, I mean for fleeping and eating, and the like; but if their barracks should supply even them with any accommodation of a beneficial and valuable, and not frictly of a neceffary nature, the analogy between the two cafes would rather afford perhaps a ground for including them, under. fuch circumstances, in the rate, than for excluding an occupier of the prefent description from it. The reason of the thing, and the found and established construction of the statute, subjects every person, who has the beneficial use of any local visible property in a parish, to this species of public contribution. The parish is liable to be

burthened

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burthened with fettlements of them and their children: a part of the property antecedently contributing to the poorrate is, by being thus built upon, and appropriated to fuch public purpoles, effectually withdrawn from its liability to contribute, unlefs the nature and quality of the occupation thereof reftores and throws it back again, either in the whole or in part, within the fcope and reach of this species of parochial contribution. And the immediate occupant has, in fact, nothing to complain of; for I believe it never has occurred in experience, that the quantum of the mere rate upon an occupier of this kind has exceeded, in amount, the benefit and advantage derived to him from his occupation. Whether the commanding officer could withdraw himfelf from the rate, by contracting his occupation in fome proportionable degree, within the fame narrow limits of merely neceffary enjoyment with the foldier in his barracks, will be a queition to be decided when it shall occur. It is enough for us to fay at prefent, that upon the principles laid down and acted upon, in the cafes already referred to, the commanding officer, in question, has fuch a beneficial occupation of these appartments, and other conveniencies, as to render him rateable for the fame, and that this rate of course should stand, and the rule for amending the fame be difcharged." Rex. v. Terrot, 3 East, 506.

Ibid, note (2), add, "But see Rex. v. Terrot, ante, 82."

Ibid, note (4), add, " See also the opinion of Lord Ellenborough, C. J. in Rex v. Terrot, ante, 82."

Page 85, note (6), add, "Per Lord Ellenborough, C. J. Rex. v. Terrot, 3 East, 513."

Page 85, note (7), add, "Per Lawrence, J. Rex v. Aberavon, post, vol. II. 298."

Page 86, note (1), add, "Rex v. Watson, 5 East, 480." Page Page 89, add, in a note upon line 12, " Rex v. Terrot, ante, 82."

Page 04, after line 18 infert, "Goods may likewife be carried along two lines of canal under one contract, the tolls arising from one of which are exempted by ftatute from being rated, while those of the other continue liable. In this cafe, as well as in the preceding, the tolls are only taxable at the place where the voyage terminates. If it end, therefore, at any place within the line of canal, the tolls of which are not exempt from rate, the toll arising from this carriage is taxable there, yet not upon its total amount, but for fo much only as accrued within the unexempted line. For in fuch a cafe, per Le Blanc, J. " The tolls will be rated where they become due; but in calculating the quantum of toll, which is the fubject of rate, allowance must be made for fo much of the toll as accrued in respect of the line exempted. For instance, if two thirds of the line are exempted, then tolls (of goods), which have come along the whole line, will only be liable to be rated in the proportion of one third : fo, if the goods have been carried 15 miles, five of which are not exempt, they must be rated only for those five miles; and fo in proportion." Rex v. The Leeds and Liverpool Canal Company, 5 East, 325.

Page 95, line 20 add, "Nor for money laid out in the public funces." Rex v. St. John's, Maddermarket, in Norwich, ante, 65.

Page 125, after line 17 add, "But if the object be to commit him to prifon as an offender, in default of a diftrefs, it will be the fafeft way to ferve it upon him in perfon."

Page 153, line 4, after " from her" infert, " or being unable to maintain her, confent to the removal." Rex v. Eltham, 5 Eaft, 113.

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### ADDENDA TO

Page 159, add " A marriage licence is fubjected to a ftamp duty of 10s. and a marriage certificate to one of 58. by 44 Geo. 3. c. 98." But a certificate of the marriage of any common feaman, marine, or foldier, is exempted. *Ib*.

Page 176, after line 15 infert, "A fourth exception feems to be, where the child is born in a work-house belonging to parishes united, under 9 Geo. 1. c. 7. and which is fituated in a third parish. Here it shall be confidered as fettled in the parish to which the mother belongs." See the opinion of Buller, J. Rex. v. St. Peter and St. Paul, Cald. 213, post, vol. II. 235.

Page 205, at the end, infert, "The pauper hired himfelf for eight weeks, at 5s. per week ; and at the expiration of that time, for three months, at as, per week. He then entered into a new agreement with the fame mafter, to live with him, the mafter finding him board and lodging, and paying him 28. 6d. per week; but no time was fixed, or talked of, by the master or servant, for the duration of the contract. When the fummer feafon arrived. the pauper faid to his mafter, " I must have more now, I believe, master." The master faid, "How much more?" and his wages were increased. And to as the winter or fummer fucceeded, his wages were accordingly reduced or encreafed. The alterations of wages took place at the beginning of the week. He entered and left his fervice on the fame day, being Sunday. He ferved in the whole five years and a quarter, and received money on account of wages ; but there was no general fettlement of wages till he and his mafter parted, at which time one took place.

He gained no fettlement, for the first and fecond hiring were for definite periods, fhort of a year. No time was mentioned at the third hiring, but it was at weekly wages; and this being the only circumstance from which which the duration of the contract was to be collected, it must be taken to be only a weekly hiring. Besides, if there were any doubt, a circumstance confirmatory of this construction is, that the forwant in the middle of the year required an advance of wages, which the master acceded to without any question, and he left his master at the end of the week in the middle of the year. Rex v. Pucklechurch, 5 East, 382."

Page 205, note (2), add, " Declared to be a fettled rule. Rex v. Pucklechurch, 5 Eaft, 386."

Page 302, note (5), infert at the beginning, " Of facts happening during the coverture."

Page 303, line 2, after "rates" infert, "and omitted for the purpole of bearing testimony in that particular case," Rex v. Kirdford, J East, 559.

Page 305, note (1), add, "J. H. while on his deathbed, told his wife that fhe and her children would belong to, and prove their fettlement in, the parifh of R. Per Buller, J.—" No argument has been urged against receiving the declarations of the husband on his death-bed. From the awful fituation in which the party speaks, fuch testimony is uniformly received in criminal cases, and is consequently admissible here." Rex v. Bury, Cald. 486, And see Wright ex dem Clymer v. Littler, 3 Burr. 1244-I Black. Rep. 345, S. C. But where, as in this case, the person speaks to his settlement in the abstract, his declaration includes a question of law as well as a matter of fact."

Page 312, line 14, after "old" infert, " or put out by the officers into another parish. Rex v. St. Nicholas, Nottingham, poft, 213, (3),"

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# ADDENDA

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#### THE SECOND VOLUME.

**P**AGE 27, after line 20 infert, " But there must be an agreement to depasture the cows upon fome particular ground, and by that means a taking of the profits of the land. A contract to feed the cows generally, under which they might be fed with green tares bought in the market, would not be a tenement within the act. Per Lawrence, J. Rex v. Difbury, Mich. 45 Geo. 3."

Page 76, note (1), add, "Doe v. Wroot, 5 Eaft, 132. Weakley v. Rogers, *ibid*, n. a. and the cafes there cited."

Page 131, note (1), line 1, col. 2, after " 131" infert, "Their wives and families, 43 Geo. 3. c. 47. fect. 8."

Page 133, note (1), col. 1, line 7, after " fo" infert, " It is laid down in Waltham v. Sparks, Skinn. 566. Comb. 321. 1 Bott, 374. Pl. 432. that a father, who is by nature bound to maintain his children, being unable to do fo, is in that refpect impotent and chargeable to the parifh."

Page 134, line 3 from the bottom, after "2d" infert, "Children of the age of nurture 3d."

Page 136, after line 11 infert, "2. Upon the fame principle, children within the age of nurture cannot be removed from their parents, whether legitimate (1) or otherwife (2).—(1) Rex v. Cuckfield, Burr. S. C. 290. b 2 (2) Rex

#### ADDENDA TO

(2) Rex v. Hemlington, Cald. 6. Post 228, 229, and the cases there cited."

Page 138, after line 16 infert, " As to perfons made irremoveable by ftatute, fee 44 Geo. 3. c. 47. and ante, 131."

Page 147, after line 2 infert; "An order of removal is usually under hand and feal. This feems necessary, as it is called "a warrant to remove," in 13 & 14 Car. 2. c. 12. & 3 W. & M. c. 11. and the better opinion feems to be that all warrants should be thus executed. I Hal. II. P. C. 577. 3 Hawk. book 2. chap. 13. p. 181. Ed. 7. 2 Inft. 593. Dalt. Just. Peace, chap. 169. p. 579. Ed. 3729-

It is likewife ufual and proper to fpecify the day upon which the order is figned. But this omifion does not vitiate it, unless fome damage is proved to refu's from the neglect. An order of removal purported to be executed thus, "given under our hands and feals the day of April in the year of our Lord 1804;" upon appeal the feffions were of opinion, that the day of the date being left in blank, rendered the order defective; and that they had no power to amend it, or receive evidence of the date of the order. But the court of King's-Bench quafhed the order. But the court of King's-Bench quafhed their order, and confirmed that made by the two juffices. Rex v. Brimpton, Hil. 45 Geo. 3."

Page 142, at the end infert, " 5th, Two justices cannot make an order to remove the fame paupers whilst an appeal against a prior order for their removal is pending at fessions." Rex v. Hedingham, Sible, Burr. S. C. 112.

Page 154, note 4, col-2, line 4, after " order" infert " or warrant."

Page

Page 154, line 5, infert "It is to be noted, however, that in 13 & 14 Car 2. c. 12. & 3 W. & M. c. 11. what is now usually called *an order of removal*, is denominated **a** warrant of removal."

Page 156, note (2), add, "But in Capel v. West Pecham, where there was a fimilar lapse of four years, the court faid, they could intend nothing as to a new settlement, and quashed the order. Fortes, 327. 2 Seff. Cal. 81."

Page 157, line 15, after " the order" infert, " It feems to contain fufficient powers to enable the perfons to whom it is directed to convey them by force, but at all events,

Page 175, after line 17, add, "One Stable quitted his place of abode in the parish of Corney, leaving his wife chargeable to the parish. The overfeers applied to two justices of the peace, who made an order, which after ftating that Stable had gone away and left his wife chargeable, and that he had fome effate whereby to eafe the parifh of their charge, &c. " thereby authorized and commanded the church-wardens and overfeers, &c.of Corney to receive the annual rents and profits of the lands and tenements of the faid Stable at B. in the parishes of B. and W. in the faid county, for and towards the discharge of the faid parish of Corney for the providing for the faid Stable's wife ; and that with the faid warrant the faid church-wardens and overfeers should appear at the next quarter-fullions for the county, and certify then and there what they fhould have done in pursuance of the faid warrant." This order was confirmed at the next quarter-fessions, in purfuance of the statute; and the court did then and there order the faid church-wardens and overfeers, &c. to receive 71. 16s. part of the rents and profits of the lands and tenements of Stable's at B. in the parishes of B. and W. &c. for and towards the discharge of the faid parish-of Corney