

12.1.

SUGGESTIONS

WITH REGARD TO THE

GENERAL ADMINISTRATION

AND

INTERNAL AFFAIRS

OF

Malta.

BY

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LONDON: D. LANE, 310, STRAND; MALTA: L. CRETEN,
28, SAN GIOVANNI STREET, VALETTA.

1867.

LONDON: PRINTED BY D. LANE,
310, Strand, W.C.

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SUGGESTIONS, &c.

FIVE Questions are now agitated at Malta, and have been the subject of discussion in the public press—

EDUCATIONAL REFORM,

A CIVIL INSTEAD OF A MILITARY GOVERNOR,

LEGISLATIVE ASSEMBLY FREELY ELECTED BY THE PEOPLE,

MUNICIPAL INSTITUTIONS,

IMPROVED DWELLINGS AND SANITARY MEASURES.

Having for many years devoted a considerable amount of attention to these subjects, I propose to offer a few remarks upon them, and to make some suggestions which will, I trust, be not only acceptable to the general public, but useful to those in power who desire to promote the welfare and prosperity of the island.

PART I.

SECTION I.

EDUCATIONAL REFORM,

So eagerly desired by the people, has proved to be a subject of great difficulty for all the administrators of the island. People labour under a fatal mistake in expecting Government to do everything, and those who are prominent in agitating this question are more intent on urging action upon the Government than on indicating the course it should adopt.

There is a strongly felt wish among all classes, the middle class especially, to better their condition in life. Education ought to be the means of accomplishing their laudable desire.

Taking a practical view of the present system, its results offer very little reward for the exertion of those who devote their best years to study. To raise the standard of education and extend its operation, means would have to be provided far greater than Government has hitherto supplied, and the expenditure required would be such as the public revenues of the island could ill afford.

I therefore propose an extended and advanced system of education, based on what is a new principle in the island—that of promoting

education through the patriotic concurrence of the people and clergy, by simply aiding voluntary local exertion, by which means Government would rid itself of the responsibility which the present system throws upon it.

A sound practical system of physical, moral, and intellectual education is required, such as would enable boys when they come to man's estate to earn their living, and provide the middle class with means of securing an honourable independence abroad.

Besides the religious and moral training, which should be entirely under the direction of the Clergy, the physical powers should also receive their development by a judicious employment of modern gymnastic exercises.

Intellectual improvement should be directed as a means of turning ability to good account by rendering the language and institutions of England familiar, and substituting English for Italian as the language through which knowledge is to be obtained. The native language should be purged from barbarisms and italicisms which have crept into it, gradually taking away everything which is foreign to the Arabic element—thus paving the way for the study of the pure Arabic language, the knowledge of which will prove of immense advantage to the middle class.

I propose as a general rule the voluntary system combined with endowed schools. The plan is this—

1st. The sum of money annually voted by the Government Council for public instruction, to be the Grant.

2nd. This sum to be administered by the Council for Public Education.

3rd. An Educational Commissioner to be the head of the Educational Council, assisted by those conversant with the matter. The Members to be chosen from among the Clergy and Laity.

4th. The object of the grant should be to promote the education of all classes by aiding voluntary local exertion, and establishing and maintaining under certain conditions—

(1.) A high-school for advanced education and the training of teachers.

(2.) Middle Educational Schools.

(3.) Primary Schools.

Aid to establish schools should be given by the granting of public buildings, or by grants towards the cost of enlarging, improving, and fitting up school rooms.

Aid to maintain schools should be given by grants under the head of—

a., Books, Maps, Diagrams, etc.

b., Scientific Apparatus.

c., Teachers.

d., Capitation.

5th. The Council for Public Education to determine the rules, and lay down a well-considered plan of education to be adopted by schools receiving the grant, subject to the supervision and control of the Educational Commissioner, who must periodically report on their working. Should any school fail to give satisfaction by departing from the system prescribed, it will render itself liable to a loss of the grant.

6th. A code shall regulate all grants to be made, and define the nature of the engagement; it should also prescribe the description of building which shall be used.

7th. The system of education in general to be on Catholic foundations.

Taking the various branches of instruction as they exist at present—
viz.,

1st. Theology.

2nd. Law.

3rd. Medicine and Surgery.

4th. Classical, Scientific, and Training School.

5th. General or Middle.

6th. Primary.

Leaving the addition of others for future consideration, I propose they be disposed as follows:—

1st. THEOLOGY.—Everything under this head to be transferred to the charge of the Archbishop and Bishops of Malta and Gozo, without any interference on the part of the Government.

2nd. LAW.—The law students to be left free to choose their masters amongst those practising or otherwise belonging to this learned profession. One of the advantages would be, that distinguished men at the bar might impart their matured and practical knowledge to those who apply to them. Besides, the plan at present followed prevents clever young Government copyists and clerks from qualifying themselves for the bar, inasmuch as they are debarred of leisure and opportunity of attending the public lectures at the University. Were they left free to pursue their studies in private with some barrister, &c., they might be enabled to give up the clerkship for a more honourable calling, and thus turn their talent to better account.

3rd. MEDICAL AND SURGICAL instruction to be eventually limited to the study of anatomy on the dead body, and clinic on patients in hospital. But, until proper arrangements to that effect are made, it should remain at the charge of Government, as at present. Students should be encouraged and assisted to proceed abroad to complete their education, it being admitted that the limited number of cases in our hospital, and the absence in a small island of other necessary scientific requirements, render it impossible otherwise to raise the standard of proficiency in that profession.

4th. THE SCHOOL FOR CLASSICAL AND SCIENTIFIC EDUCATION AND FOR TRAINING OF SCHOOLMASTERS, to be placed under the charge of the Archbishop, with a carefully-arranged plan for the extension of the means of education, by the addition of new features hereinafter described on a much wider basis than exists at present. This institution will form the pivot upon which the problem of Education and the future of the people turn. It is essential that the necessity for the archiepiscopal control should be fully recognised, otherwise the object cannot possibly be attained.

1st. This School to be affiliated to a known good Catholic College or Colleges in the United Kingdom where the Students from Malta might complete their education. The College to be a branch of or recognized by the London University, at which students might take their degrees and honours.

2nd. The Institution to train teachers for the primary schools.

3rd. That the director and a number of the professors be Englishmen of a high standard of proficiency.

4th. That all branches of knowledge are to be taught through the English language.

5th. That students are not only to be prepared for the study of Law and Medicine, but also for the general Civil Service, East India Civil Service, and the Army.

5th. MIDDLE INSTRUCTION to be voluntary and left to private tuition in general. English and Arabic are to form the foundation of the system, which will include gymnastics, and train students for higher schools.

6th. PRIMARY SCHOOLS.—It ought to be the object of Government to assist these schools beyond all others; and I do not believe Government could do better than place them under the immediate care of the parish priest, as in England, and under the patronage of the municipal body of the district, so that they, together with the parish priest, might use their influence with the parents, in order to secure a regular attendance at school, and take a direct interest in their advancement; and with this view add to the Government grant, encourage voluntary contributions, and levy one penny a week from boys attending at school.

I propose that until they are provided with teachers regularly trained and certified, the teaching should be limited to reading (made to understand well what they read) and writing English (so rendering familiar the use of that language), arithmetic, and, in general, fitting children for higher schools.

7th. THE NAUTICAL SCHOOL shall be under the control and direction of the Superintendent of the Ports, who is to find a proper qualified teacher. A Training-ship should be assigned as a school-ship, where

a general theoretical and practical course of instruction will be given to those who, after completing their preparatory studies, and being proficient in an especial degree in geography and history, are willing to embrace the Naval Profession. The School-ship to be also available for the lower orders, where they may be trained as good sailors.

The difficulty met with at present by young men, being apprenticed on board of sailing vessels, renders such training very desirable; while the constant demand for mariners at Malta, owing to its peculiarly favourable position, will afford an easily available means of employment to numbers of the population.

8th. THE MALTA UNIVERSITY to be simply an examining body; the rules and regulations for the examination of students to be laid down and determined by the Council of Public Education.

The primary schools, and every educational institution of the required standard, and endowed by Government, should be affiliated to it, from which students of every persuasion may acquire degrees and honours according to their scholastic proficiency; thus bringing the results of their respective teaching to a common test, and tending to promote a noble and generous emulation between both teachers and students of the several establishments.

The University will in this manner act indirectly on education by refusing to admit students to matriculation or honours, unless they prove themselves worthy of those distinctions by passing an examination of a high standard.

SECTION II.

ADDITIONS TO THE PRESENT SYSTEM.

BOARDING SCHOOLS for boys and girls are much desired, and a plan should be devised to secure the blessings of such institutions under the authority of the Archbishop. They should be conducted on the system of schools in the United Kingdom, to some one of which they should be affiliated, where students might finish their education.

INFANT SCHOOLS, to serve as nurseries for the higher schools, and to which parents would send their little ones with the confident expectation that they would be as safe as under their own roof, could only be provided and maintained under the sanction and control of the Archbishop.

The want of such Boarding Schools has hitherto compelled fathers to send their sons, while they were of tender age, to be educated in the United Kingdom, from which, either actuated by the natural instinct which could not long remain deprived of objects so dear, or finding they

could ill afford to keep them there, they called them back before they acquired that essential part of high education for which it was worth the sacrifice made by their fathers to send them abroad.

A branch and preparatory school at Malta would obviate this evil. Boys would be there well prepared for higher education, and fathers, who had several children, could very well afford to send each of them successively for two years to England, only to complete their education. An attempt to establish schools in the island somewhat similar to those now advocated has been already made and failed, and the cause of its failure is easily explained. The Protestant College at St. Julian's, amply supported by funds and contributions from the United Kingdom, and the Protestant Infant School at Valetta, subsidized by the local treasury, have lately both been broken up. It is admitted, that their directors and teachers were men of a high standard of proficiency, but the natives, faithful and obedient to the decrees and authority of their church in matters purely spiritual, as much as they are observant of the law of their country in temporal concerns and loyal to their sovereign, have wisely abstained from sharing the advantages offered in establishments of education where the religion taught was different to that of their parents and country.

SCHOLARSHIPS.—To complete the course of all education in England, including that of the Clergy, is the best means for enlarging the mind both of male and female students—for attaining a high standard of proficiency, by the great facilities offered for acquiring knowledge of which the island is necessarily deficient—and for linking the affections of the people to the Crown. It would therefore be desirable that scholarships should be placed in the gift of the Governor, so that after a competitive examination the successful candidate might be sent to England to complete his education at the public expense.

By Government adopting this plan, others would be induced to follow its example, and support additional foundations from their private means.

To be convinced of the certain advantages which the island would derive from adopting an English system of education (leading eventually to the exclusion of Italian from the pulpit and the bench), it is only necessary to refer to the practical and social good results which have been gained by those who have either completed their study in the United Kingdom, or, during a long residence, have been instructed there. The island is justly proud of those among their number who now hold some of the highest offices, and also of those who, not being employed by the Government, are rendering great service to the country, either in the Government Council or by private tuition. And great credit is due, most assuredly, to those amongst them who, since they have joined the Royal Malta Fencible Artillery, have remarkably raised the standard and improved the efficiency of that regiment. It

is only to be regretted that young men, so promising and accomplished, should embrace a career, honourable it is true, but which offers so very little reward for their talent, no prospect of advancement, and a rather improbable opportunity of acquiring glory. Besides these, there are now in the East and British India natives of Malta who fill important offices with credit and profit to themselves, and who are an honour to their country. That they have attained the high posts they now occupy is entirely due to their laudable efforts in acquiring, within the limited means offered in the island, a thorough English education and a knowledge of the Oriental languages.

I must observe, however, that a number, by far greater, of the natives have pursued their studies in Italy, or have become Italians in their heart, either by a long residence there or by familiar association with Italians in Malta. Those among the Clergy who studied theology in the capital of Catholic learning, are rendering very important service to the island, and the purity of the Italian language adopted by them in the pulpit has proved a valuable element in the education of the people. There are also several who, in various spheres of life, are an ornament to the country. But there are many others who have imbibed those principles, now unfortunately prevailing in that distracted country, subversive of religion, morality, and order. And of these the question may fairly be asked, what practical good did they derive from their Italian education, or their familiarity with the manners, character, and institutions of that country? What will their connection (some with Mazzini) with that people avail them? Has any one of them ever obtained employment in that country? They might indeed realise their object on Garibaldi's taking possession of the island in the name of King Victor Emmanuel, as some openly avow to be their ardent wish!

MECHANICAL INSTITUTION.—A general theoretical and practical school for Mechanical Engineering, Arts, Manufacture, Trades, Agriculture, etc., would be a very important and practically useful addition to the present course of instruction by which to enlarge the views of tradesmen and agriculturists and lead them to far-seeing action; would create a new class of Mechanical Engineers; would educate the taste of artizans and afford them practice in the selection of beautiful forms, the execution of finished workmanship, and the application of design to various materials.

As no improvement is now possible without the assistance of modern mechanical appliances, this institution should be provided with a steam engine and various small model machines in actual work; together with forms and specimens of various kinds for their guidance, as well as model smithy and other workshops, etc.

Such an Institution, from its very nature, might to a very great extent, by good management, be made self-supporting.

The sphere and usefulness of education being thus extended and increased, that fusion of the two nations which is so desirable, but which has been hitherto neglected, would necessarily be effected, thereby increasing the affection of the people to the Crown; the means of enlarging the mind and opening the eyes of the different classes to wants before unperceived would be afforded; and they would be made to feel that increased intercourse with the mother country, extended trade and labour are the means of promoting their welfare.

The better education of the Clergy will bear its fruit in their influence on the minds of the people.

Those following the learned professions will considerably diminish in number, but the efficiency of the rest will be greater, while, say, two-thirds of the educated young men who now swell their number, but have no scope for action, will turn their talent and ability to better account at home or abroad; as, with a thorough knowledge of Arabic and English, the East, Egypt, and particularly the British Colonies, would certainly offer an honourable and remunerative field for their exertions.

The new Mechanical Institution and Nautical School will in many ways confer great benefit on the island, by teaching the mode of gaining a lucrative livelihood to industrious and intelligent men, and will improve the condition of the labouring class.

With respect to the part I assign to the Archbishop of Malta, Bishop of Gozo, and the Clergy in education, I am actuated by a conviction that no real progress can be made at Malta, unless it go hand in hand with religion.*

When the University, in accordance with the spirit and directions of its founder, was under the control of a Religious Order, the practical results at the time were comparatively far more satisfactory. We read in the account of that University quoted in the Report of Sir G. C. Lewis and Mr. Austin:—"The Jesuit Fathers (from 1594 to 1769) kept "up the literary and scientific schools, to the great advantage of the "Malta students, and *even of foreigners.*"

Besides, the only boarding and day school formed on the English

* As the means by which public education might be improved, with the concurrence of His Grace the Archbishop, are very delicate matters to deal with, I am not justified in laying them before the public without the previous sanction and approval of the ecclesiastical authorities. My own views, however, are derived from conversations held with my deceased relative, the Bishop of Mauricaster, well known for his strong attachment to all the interests of the Catholic Church, and to the Government, and for his love of country, who himself saw his way clear, and which I shall take an opportunity of laying before the competent authorities for their serious consideration, being those which that lofty-minded man would have proposed had he been the Archbishop—a dignity, however, to which he never aspired, as Monsignor Pace Forno can bear testimony.

system, which had given great satisfaction to the people, and produced practical good results, was attempted by a religious order.

The rectors of the University since 1769, when it was put under the control of Government, and the directors of the primary schools (with the exception of the present rector of the University and his predecessor) have always been chosen from amongst the clergy; and when the Royal Commissioners, in 1838, had effected a partial reform in the Educational Establishments at Malta, they found no men more qualified to be entrusted with the direction of the University and primary schools than two Clergymen.

As to the character of the Clergy, the patriotic feelings by which they have always been animated in promoting the well-being and instruction of the people, and their religious loyalty to the Crown, have never been questioned by those who know them well. How the present Archbishop devoted his energy towards the general good, and how the Convent to which he belonged before he was raised to his present dignity was by him adapted to the times in which we live, and to the requirements of the education of the people, is fresh in the memory of every one in Malta; and the part which another Archbishop had in securing to the island the blessing of the British rule, is a matter of history.

I shall conclude by transcribing the opinion of one certainly not too favourably disposed to the Catholic Clergy in general; it is that of the late Mr. Bullock Webster, who had made a short stay in Malta, and took some pains to study the character and wants of the people. His opinions, with regard to the condition of the several classes and state of education, are in many respects very accurate, but, unfortunately, his religious bias led him to very incorrect conclusions with regard to the influence of the Clergy on the intellectual freedom of the people. Still he could not but admit (in his pamphlet entitled "A few Words of Advice to the Maltese, by one who wishes them well") that—
 "Amongst the Clergy of Malta there are men who possess a considerable amount of learning. . . . Men eminent for their learning and piety—and, with hardly an exception, they are moral and correct, one might almost venture to say, exemplary in their lives."

PART II.

SECTION I.

CIVIL GOVERNOR.

MALTA being the stronghold of the British Empire in the Mediterranean, it is not to be expected that the government of the island will ever be permanently entrusted to a civilian; but the wants and wishes of the people might virtually be met by entrusting the civil interests of the island to a Civil Administrator, while retaining a Military Governor.

During the administrations of Sir Thomas Maitland and the Marquis of Hastings, Malta had, besides a Governor, also a Lieutenant-Governor; and when the Right Honourable Richard More O'Ferrall and Colonel Reid, as well as Sir Gaspard Le Marchand, were named Civil Governors, a General Officer had the command of the garrison of the island.

What I propose is, that a Governor and a Lieutenant-Governor be again appointed, with this difference, that the Governor be a General Officer who shall have the military command, which shall be entrusted, in his absence, to the senior officer in the garrison, and who, as the representative of the Queen, shall exercise certain defined high civil prerogatives. That the Lieutenant-Governor be a civilian of experience charged with the Civil Administration of the island, who shall preside at the Government Council.

Without this or some other like disposition, we shall not have the Civil Administration of the island conducted as it ought to be.

The economical errors committed by Military Governors in the Civil Administration of the island are admitted by the Royal Commissioners in their Parliamentary Reports published in 1838, recommending improvements in the system of education, to obviate the evil. The following is an extract:—

“The utility of a chair of political economy by a competent professor can hardly be exaggerated. . . . Should a future Government incline to gross errors in its financial, commercial, or other economical policy, the general diffusion of these elementary truths would probably prevent it from committing them; for a barrier of enlightened opinion, hard or impossible to surmount, would be opposed to its

“presumptuous ignorance. If these elementary truths had been generally understood by the inhabitants, the economical interests of the island would have been saved from many of the evils which the ignorance of its former governments inflicted upon them.”

Should it, however, be deemed incompatible with the principles of Government to have a Civil Administrator subordinate to the Military Authority, then there seems no other alternative than to invest a civilian with the government of the island, with a general officer limited to the command of the garrison under him, as was the case in the instance of the Right Honourable R. M. O’Ferrall.

SECTION II.

LEGISLATIVE ASSEMBLY—PURELY ELECTED.

WHILE maintaining the present number of eighteen members—ten official and eight elected—a reform might still be effected, the practical consequences of which would substitute for a system of representation by chance one in reality representative, which should be the guide and support of the Administrator of the island.

I propose, with respect to the ten members nominated by the Government, that, while the Crown Advocate and Government Secretary (who are the mouthpiece of the Governor), the President of the Council, and Senior Officer of the Garrison remain as at present ex-officio members, the other six should be directly nominated by the Government, though not necessarily Government employés; and that they should be removable when the Council is dissolved. They shall be free to vote on all matters of local and municipal interest, but in no case be permitted to give a silent vote against Government proposals.

With the exception of the four ex-officio Members, the others shall be at liberty to take their seat on either side of the house or council-room.

The eight Members elected by direct popular suffrage shall be returned by Electoral Districts. Previous to the election, the name of the candidate each district may propose to bring forward, with the candidate’s consent, to stand for the district, shall be communicated to the Electoral Committee, who are to provide polling-booths, and notify the names of candidates on the day of election. This Committee should address a circular, impressing on those exercising the franchise the importance of the trust they are about to place in their representatives, and the necessity of sending to the Council able men, to guide the Administrator of the island in his deliberations, who

will properly represent their views, with respect to the general good of the country, and the special wants of each district.

An opportunity should be afforded to Candidates to make known their views on public matters, in order that the people may be gradually led to form correct notions of their real wants, and of the means necessary to improve their condition.

I propose to reserve a seat for a new constituency—the University and Educational Establishments of the two islands. The practical consequence would be that, as a rule, the ablest man in educational matters would sit in the Council. This Member might be chosen from amongst the clergy.

The policy of the Government in excluding from the Government-council the secular clergy, when, by their talent and other eminent qualities as citizens, they would enjoy more than any others the confidence of the people, is liable to great objections. If the plan for a change in the mode of electing Members to sit in the Government-council be adopted, there seems to be no reason why the people should not be left free to return whoever they please as their representative, with the exception only of those exercising judicial functions, who, if they take an active part in the political movements of the day, are likely to fall in the estimation of the public.

The eight seats should be assigned to the following Electoral Districts:—

<i>Malta</i> .—1st. Valetta, divided into two districts:		
Parish of St. Domenico to return	1 Member
Parish of St. Paolo	„	1 do.
2nd. Cottonera District: the three Cities to return		1 do.
3rd. Suburban* Towns		1 do.
4th. Country divided into two districts:		
Eastern District		1 do.
Western do.		1 do.
<i>Gozo</i> .—The Island, to return		1 do.
<i>Malta and Gozo</i> .—University and Educational Establishments		1 do.
		8 do.
	Total .	

SECTION III.

MUNICIPAL CORPORATIONS.

THE introduction of municipal bodies is very desirable, in order that the people might begin to do something for themselves. As long as

* The Suburbs, which are included within a radius round Valetta, beginning with Coradino, and ending with St. Julian's Bay—viz., Floriana, Marsa, Samra, and St. Giuseppe, Pieta, Nusida, Sliema, and St. Julian.

taxation is general, and all levied indirectly, the people are not likely to take the interest which is required in the administration of public concerns.

I propose that every Electoral district should have a Municipal Corporation. The two country districts each to have one Central district and two Branch districts, with a municipality invested with power of transacting business of mere local interest: the wants and all matters of common and general utility to be agreed upon by the representatives of both Central and Branch districts in a General Council. The Central Representatives, being superior in authority, to take the initiative.

In order to meet the expense necessary for the ameliorations of the island, more particularly those required in a sanitary point of view, instead of increasing the present taxation, what I propose is to render it in some way lighter, and to substitute certain rates, leaving their administration to Municipal Corporations. Every improvement, with regard to the fortified towns, in the water supply and drainage, to be made in concert with the military and naval authorities, each bearing its proportion of the cost, since the increased supply and improved distribution of water and improved drainage are equally necessary for the civil population as for the military and naval, and are sure to confer equal benefit on all.

Amongst matters that would legitimately fall within the province of the Municipal authorities, besides water supply and drainage, would be the utilization of sewage, public baths, gymnastic institutions, public amusements, and, to a certain extent, the formation and repair of roads and streets, lighting of towns, &c.

The Municipal authorities will not find it very difficult to devise a plan for a Legislative Act, by which they would be vested with authority to levy a direct tax, especially from proprietors of houses and land, considering that their value, through the growth of population and improved trade, has increased to a degree far exceeding the expectations entertained some years ago.

By taking these and other important matters into their hands the Municipal bodies will have an opportunity of rendering a substantial service to the country, and thus relieve the civil administrator of the island from duties otherwise difficult to perform in a satisfactory manner. Besides, the bearing of public burdens and the fulfilment of public duties will be the means of affording that experience in citizen life, and of raising a spirit of association, without which the wealth of the people and the resources of the island cannot be thoroughly developed. The performance of such public duties will be a school of preparation for the discharge of important functions in the legislative council and administrative departments of the Government.

SECTION IV.

ADMINISTRATIVE DEPARTMENTS.

A SUBJECT of great importance, which deserves immediate consideration, is a reform in the administrative departments of the Government, in which great changes seem to me requisite.

I venture to suggest a plan which, if carried into effect, would insure their efficiency, increase the popularity of the Government, and produce an ultimate saving in the current expenditure.

I propose the abolition of certain departments and of all needless offices, and the creation of such new establishments as are absolutely necessary.

SALE OF PUBLIC PROPERTY.—I must premise by proposing that all the public property be sold or otherwise disposed of. That the realized amount be provisionally invested in the English Funds. That the sale should be made gradually, so as to facilitate the acquisition of portions by small capitalists, and to enable those who have money invested in Foreign Securities, or in the English Funds, to realise their capital. That the property be sold in large and small lots, to suit the convenience of all.

Leases in perpetuity should also be granted, if by that means better interest can be secured, with a view to dispose at the proper time of the freehold value.

The amount thus realised, I expect, would give more interest than the actual revenue derived from that property, which is of necessity subject to yearly deterioration.

Government should only retain such buildings as may be required for the formation of the New Charitable and Educational Institutions hereafter proposed to be created; but before effecting the sale, such exchange of public property with that of private persons should be made as may secure the extensive site required for the formation of a new suburban town (as proposed in Part III.)

The property so exchanged, when resold by Government in large or small lots, would realise higher prices than that at which the property given in exchange might have been valued.

The balance in favour of the Government should be employed in laying down the new town, and in executing therein works of general utility.

LAND REVENUE AND WORK DEPARTMENT.—I propose that, so soon as the public property shall have been disposed of, the whole of this department, including the office of Collector, shall be abolished, and a department of Public Works, better suited to the new feature that will

be given to the administration, shall be created in place of the present branch establishment.

OFFICE OF COLLECTOR OF CUSTOMS, TREASURY, AND AUDITOR GENERAL'S OFFICE.—I propose that these establishments shall cease to be separate departments, and be consolidated into one administrative department, to be called "Finance Department," and that the functions of Collector of Customs, Cashier, and Auditor-General be merged in that of "Superintendent of Finance."

SANITARY AND STATISTICAL DEPARTMENT.—I propose that the present Sanitary Establishment, consisting of a Board of Health, Police and Quarantine Physician shall cease, and that its duties shall be performed by, 1st, a "SANITARY COMMITTEE," to consist of a Medical man, a Civil Engineer, and a Lawyer.

The **MEDICAL MAN** to be the head of the new "Sanitary Department," and his office called "Sanitary Commissioner." He should be a man of practical experience in sanitary matters, that so he may guide the Government in enforcing the proposed Public Health Acts.

He should afford the Government all practical information in making arrangements with Foreign Powers in limiting the period and ultimately abolishing all useless quarantine restrictions (Malta offering peculiar opportunities for ascertaining the origin and tracing the spread of contagion), which are of no advantage in a sanitary point of view, and are sure to inflict great misery on our island.

Dr. Sutherland, in his interesting report "On the Sanitary Condition of Malta, &c." (just laid before Parliament), in giving the deductions of his high mind, furnishes strong evidence of facts (not opinions) against all sorts of obstruction and interruption of human intercourse as a means of arresting cholera and other epidemic diseases, and instances the following striking example as an illustration of the ruinous effects of quarantine restrictions on the commerce of the island.

"Between the 1st of August, 1865, and the 31st of December, 1866, no fewer than 1,008 vessels entered Malta in quarantine. The aggregate tonnage of the vessels was 502,507 tons; their crews amounted to 28,622 men, and they had 1,663 passengers on board. If all the vessels had rode out their quarantine, no less than 1,944,504 tons of shipping would have been detained for a day, and 101,632 men, with 16,734 passengers, would also have been detained for a day."

It is devoutly to be wished that those who regulate the destinies of nations may hereafter adopt, in their efforts to ward off the evils of contagion and infection, the recommendations of the great apostle of sanitary reform, contained in that report.

It would seem that one of the principal qualifications of the chief of

this department should be, that he is highly proficient in chemistry, as one of his most important duties will be to decide as to the wholesomeness of water for drinking, adulteration of food, &c., and he will, by his analysis, guide the Crown in prosecuting criminals for poisoning.

He should have the control and supervision of the Medical Civil Service in the island, viz., the charitable institutions, public dispensaries, &c.

It would be very desirable that the Sanitary Commissioner should at times propose to the Educational Commissioner books calculated to diffuse a knowledge of the principles of sanitary science, which, if put in practice, are sure to improve health and prolong life. Such books to be introduced in schools, and circulated for popular reading. This is the only means, I imagine, to enlighten the people on such subjects: otherwise, who is to educate them? These matters have only become familiar in England of late, and it is no wonder that people at Malta still know little about them.

He shall perform similar duties to those of the Registrar-General in England, giving weekly reports of births, marriages, and deaths, prevailing diseases, epidemics, &c., accompanied with remarks and useful information to the public. The Lunatic Asylum, Cemeteries, burying the dead, markets, vaccination, and medical police in general shall be under his jurisdiction.

THE CIVIL ENGINEER to direct the works of drainage and sanitary appliances, etc.

THE LAWYER to show how far their action is legal; and he shall act as Secretary to the Board of Health.

2nd. Of a "DEPUTY SANITARY COMMISSIONER" for each of the seven districts, who shall be directly responsible to the Committee.

3rd. Of a "BOARD OF HEALTH," consisting of the above Committee, assisted by a "Military Medical Officer," a "Naval Medical Officer," and "two lay-gentlemen," conversant with sanitary matters.

The preliminary work of the Board of Health shall be that of devising a plan for a "Sanitary and Building Legislative Act," by which authority will be vested in the Committee for the performance of their various duties.

4th. Of "INSPECTORS OF NUISANCES.—As I hereafter propose the abolition of the office of Syndic, it will be necessary to appoint an Inspector of Police in each district, who must be an officer of intelligence and superior education, and who, in addition to his ordinary police duties, will be placed permanently under the orders of the Deputy Sanitary Commissioner, to assist him and render all necessary aid in the inspection of nuisances and the enforcement of all sanitary

measures. Being in permanent communication with the Deputy Sanitary Commissioner, he will acquire a practical acquaintance with the delicate and frequently odious duties of his office, and will be enabled judiciously to select the necessary agents, for whom he will be responsible, while the Sanitary Officer shall see that the work required is effectively and promptly performed.

THE PUBLIC WORK DEPARTMENT, as a branch of the Collector of Land Revenue Department, shall cease, and a separate department be created, with "a Civil Engineer" at its head, to be called the "Superintendent of Public Works," who will also act gratuitously as one of the Managing Members in the Sanitary Committee.

The works that will be required for some time at Malta for sanitary and other objects will be such as only an English Engineer could execute, as the natives as yet have had no experience in designing works of sewage, water supply,* laying out of new towns, and improved buildings,† or providing graving docks and warehouses with mechanical

* The attention of the Government was called by Dr. Leith Adams (the geologist), in a report dated 15th May, 1865, accompanied by a memorandum of mine, to the necessity of increasing the water supply required for the towns, and on the 5th May, 1866, I also addressed a memorandum on this subject to the Honourable Leader of the Elective Bench in the Council. The Superintendent of Works deemed it expedient to wait; but the prevailing drought compelled him to have recourse again to a well (Armier) as the only means of obtaining water; thus following a course already adopted by others on similar occasions some years ago. Two other memorandums on this subject were also presented by me to our Colonial Minister, dated respectively 8th May, 1867, and 18th June, 1867. Several experiments have been made during the present year in search of water which offer no prospects of success; but what I proposed has not yet been fairly tried.

In the time of Sir Alexander Ball, the first Governor of Malta, the attention of the Government was called by Mr. Antonio Casolani (then one of the Administrators of Public Property) to the subterraneous waters of the Marsa as a source of water supply, and works on a very large scale were commenced by him with the object of supplying the three Cottonera Cities; but after the works were carried on to a certain point they were discontinued, as the estimated amount of their cost was more than the Government considered itself justified in expending. It is on the traces of those works that the present well at Armier has been sunk.

† Considering the innumerable houses, store and warehouses that have lately been erected on public sites, besides a prison, opera house, lunatic asylum, market, cemetery, and the laying out of new suburban towns, formation of roads and streets, etc., it is much to be regretted that for want of a qualified official in the island, with the exception of the prison at Corradino, which architecturally is an example of a gaol calculated to strike terror into evil doers, constructed on the radiating principle, with all improvements in light, cells, iron galleries, adopted on the plan of the Pentonville Penitentiary, and of the opera house erected after the well known beautiful design of Mr. Barry, C.E., the only fault of which is to have cast a blight upon all the surrounding buildings, everything else turned out as might have been expected when left in the hands of men who have no experience. The lunatic asylum, though roomy and well-ventilated, was built after a design copied by an Italian emigrant (not an architect) from mutilated plans adopted in England in years gone by. The market is architecturally a mistake and otherwise defective, entirely owing

appliances, etc., and the convenience, comfort and health of the people demand that such works should be no longer postponed.

COMMITTEE AND INSTITUTIONS OF GOVERNMENT CHARITIES, including Hospitals for the Sick and Incurables, Home for the Aged (Ospizio), Lunatic Asylum, and Distribution of Monthly Alms.—Charitable allowances and hospitals, exclusive of establishments, form a considerable item of expenditure, yearly increasing. The total revenue of the island for this year was estimated at £157,793 8s. 1d., and the expenditure for charitable purposes, not including establishments, was, in 1865, £19,771 3s. 6d. Notwithstanding that the items above mentioned alone absorb one-eighth of the public revenue, still that sum is justly considered insufficient to give relief to all those who have a just claim on our benevolence, while the present accommodation for the aged and incurable are officially admitted to be inadequate to the actual requirements, and very defective. To build new asylums, as it is in contemplation, and enlarge and improve the buildings for the reception and support of those for whom this increased accommodation should be provided, would necessitate a considerable increase in the yearly expenditure, or an encroachment on funds which are devoted to other necessary public services.

The organization of the Charitable Institutions, with the exception of their centralization in position, is perfect and very ably administered, and has indeed merited the commendation of no less an authority than Dr. Sutherland, who, in a recent Parliamentary paper, has borne testimony to the able management of the present Comptroller; but the system now followed of having all public charities entirely supported and administered, or simply administered, by the Government is, in my opinion, liable to very serious objections. The reasons for disapproving that system will be stated hereafter.

If the principle on which Public Charities are based is objectionable, the levying of poor-rates for that object is even more so, for many obvious reasons.

To afford assistance in every way to suffering humanity is not only a duty, but a natural instinct, and, as an act of benevolence, it proceeds from generous motives, which should therefore be left free to a great extent, so that society may derive the greatest results possible from its full scope of action. I therefore propose a system based on a new principle, that of promoting acts of munificence and charity, by simply aiding voluntary local exertions, and adopting a well-considered plan for their extension and organization.

I propose that the Committee, together with the office of Comptroller of Charitable Institutions, shall be abolished, and that the several institutions of Government charities above enumerated should cease to

to alterations effected at Malta on the original plan taken from the Halle Centrale of Paris.

exist as at present administered; and that the voluntary system and endowed institutions of public benevolence shall take their place.

The plan is this:—

1st. The sum now annually voted in the Government Council, for charitable purposes in general, to be the grant.

2nd. The sum to be administered by the Comptroller of Law Charities.

3rd. The object of the grant shall be to provide and give relief by aiding voluntary local exertions, and establishing and maintaining under certain conditions,

(1.) A Poor House and Hospital for the aged, sick, and infirm, in each of the seven districts.

(2.) One Lunatic Asylum, and one Orphan Asylum, for the two islands.

(3.) An organised system of Outdoor Relief, which will include respectable utter destitution, and mendicants driven to that course by stress of circumstances, with a view to suppress mendicity.

4th. Aid to establish Charitable Institutions should be given by granting public buildings, or by grants towards the cost of enlarging, improving, and fitting-up houses for that object.

Aid to maintain public charities in general should be given by granting a capitation proportionate to the number of cases in the institutions, or otherwise taken care of or assisted.

The grant by which such Law Charities would be thus endowed should not exceed the sum now expended for charitable purposes.

The representatives of the Government, together with the head ecclesiastical authorities of the two islands, shall frame the rules, and lay down a judicious and well-considered plan of affording relief to all those who are worthy objects of charity, to be adopted by societies receiving the grant, subject to the supervision and control of the "Comptroller of Law Charities," who must periodically report on their working.

A code shall regulate all grants to be made, determining the nature of the engagement, and the description of buildings which may be required.

The benevolent society which shall take the orphans under their care shall see that they are trained to a trade in the Mechanical Institution, in whose immediate vicinity the orphanage should be placed.

The Monte di Pietà should cease to be administered by the Government. The branch for lending money without interest on pledges of wearing apparel should be undertaken by a benevolent society or transferred to the District Municipal authorities and the parish priest, and that for making loans, upon pawns, bearing interest, including Savings Bank, should be transferred to one of the banks, or to both, if they agree to lend on as advantageous, or more advantageous, terms than at present.

After such time as the new pawn-broking establishments shall be in operation, the present Monte will be abolished.

JUDICIAL POLICE.—It would be very desirable that the judicial duties of the Syndics (which, by the proposed changes, would be limited to deciding on trifling claims, petty disputes and local quarrels) be hereafter performed by “Justices of the Peace” and by the Chief Officer of the District Municipal bodies; since the adoption of such a measure would form an additional element in that life of citizens which it is the interest of the Government to promote, besides producing an annual saving of £1,800 in the public revenue.

The duties now performed by Syndics, other than judicial, would naturally devolve (by the plan proposed) on the Deputy-Superintendents of Police and Civic authorities.

EDUCATIONAL ESTABLISHMENTS to be broken up, and the office of Rector of the University and Director of Primary Schools abolished.

The system of Voluntary Education and Endowed Schools to be adopted, agreeably to the foregoing proposed scheme.

All the Schools and Educational Institutions endowed by Government to be under the jurisdiction of a Department to be created—consisting of an Educational Commissioner and two Assistants—the Inspector of Endowed Schools and the Inspector of Law Charities.

The National Library and Museums, the Botanical Garden, and the New Institution for Mechanical Engineering and Agriculture, should be placed under the jurisdiction of the Educational Commissioner, and the office of Librarian abolished.

The Law Charities should also be under the control and supervision of this Department.

“**CHIEF SECRETARY’S OFFICE**” shall cease, and a new department, to be called the “Civil Administrator’s Department,” created, with a Secretary to Government at a reduced salary, and the staff as now existing. The duties of a Secretary to Government are chiefly limited to matters of mere routine, and cannot for one moment be compared in importance with those discharged by the President of the Court of Appeal and the Crown Advocate (who advises the Government on all legal questions and on points of international law which occasionally arise) while he receives a salary much higher than the former, and double that of the latter. If the present salary be retained, then those of the Judges, Crown Advocate, and Heads of Departments, should be raised to the same level, and that of the President of the Court of Appeal placed on a superior footing. This suggestion is made without the least wish to disparage the present Chief Secretary, whose amiable disposition and manners have rendered him generally popular in the island.

“**ECCLESIASTICAL ESTABLISHMENTS**” to be under the control of the Archbishop of Malta and of the Bishop of Gozo.

If the proposals I make be carried into effect, the Administrative Departments of the Government will stand as follows :—

Civil Administrator's Office.
Finance.
Sanitary and Statistical.
Public Works.
Educational and Law Charities.
Port.
Police.
Judicial.

The following Departments will have thus been consolidated, transferred, or abolished, viz. :—

Chief Secretary's Office.
Land Revenue and Public Works Department.
Office of Collector of Customs.
Treasury or Cashier's Office.
Auditor-General's Office.
Office of Comptroller.
Committee of Charitable Institutions.
Board of Health—Chief Police Physician.
Syndicates.
Educational.
Monte di Pietà.
Public Library.
Ecclesiastical.

The following are the alterations in the Civil List which the proposed changes in the Government Establishments will effect :—

	£	s.	d.	£	s.	d.
His Excellency the Governor	3,000	0	0			
Private Secretary	300	0	0			
Aide de Camp	173	17	6			
				3,473	17	6
Civil Administrator	2,000	0	0			
Private Secretary	300	0	0			
Secretary to Government	500	0	0			
				2,800	0	0
Superintendent of Finance	500	0	0			
Head Clerk—Treasury Branch	200	0	0			
Do, —Audit Office Do.	200	0	0			
Do, —Customs Do.	200	0	0			
				1,100	0	0
Sanitary Commissioner	500	0	0			
Engineer (see Public Works).						
Lawyer	200	0	0			
Seven Deputy Sanitary Commis- sioners (at £130)	910	0	0			
				1,610	0	0
Carried forward				8,983	17	6

	£	s.	d.	£	s.	d.
Brought forward				8,983	17	6
Superintendent of Public Works	500	0	0			
Staff and Expenses of Department, say	800	0	0			
	<hr/>			1,300	0	0
Educational Commissioner and Comp- troller of Law Charities	500	0	0			
1st Assistant	200	0	0			
2nd Assistant	150	0	0			
	<hr/>			850	0	0
				<hr/>		
				£11,133	17	6
Yearly saving				5,166	15	0
				<hr/>		
				£16,300	12	6

The following is the present Cost of the Establishments in which changes are contemplated :—

	£	s.	d.	£	s.	d.
His Excellency the Governor	5,000	0	0			
Private Secretary	300	0	0			
Aide de Camp	173	17	6			
	<hr/>			5,473	17	6
Chief Secretary to Government				1,000	0	0
Cashier (Treasury)	350	0	0			
Auditor-General	600	0	0			
Collector of Customs	500	0	0			
Three Chief Clerks at £180	540	0	0			
	<hr/>			1,990	0	0
Collector of Land Revenue and Work Department, including Staff and De- partmental Expenses				3,525	0	0
Comptroller of Charitable Institutions	400	0	0			
Do. Do. in Gozo	60	0	0			
Commissary of the Monte	240	0	0			
	<hr/>			700	0	0
Rector of the University	300	0	0			
Secretary to Do.	80	0	0			
Librarian	150	0	0			
Director of Primary Schools	170	0	0			
	<hr/>			700	0	0
Syndicates				1,800	0	0
Ecclesiastical				1,111	15	0
				<hr/>		
				£16,300	12	6

Thus by the new feature proposed for the Administrative Departments of the island, most urgent wants would be provided for, the most important functions performed by well-qualified officials, and a yearly saving of say £5,000 effected (besides still greater reductions in the general expenditure hereafter proposed), by which, together with the prospective increase of revenue, Government could improve the general condition of the island.

SECTION V.

GENERAL POLICY OF THE GOVERNMENT.

CIVIL SERVICE.—I propose that young men prepared for the Civil Service, and possessed of a first-class certificate of proficiency from the University of Malta or of one of the Civil Service Commissioners in the United Kingdom, shall be eligible for a public or Government situation.

That all appointments and promotions in the service shall be in the gift of the Governor, it being understood that as a rule personal aptitude and special knowledge of the duties to be performed should be the only ground for Government selection, and especially for the advancement of heads of departments.

That the salary of Clerks be somewhat increased, their number reduced, and the office hours prolonged.

That the amount of salary proposed for heads of departments should be given only to competent and well-qualified men; therefore when such men cannot be immediately obtained, those important offices should be filled by a temporary occupant at a much lower rate of salary.

All appointments to high offices without any exception should be open to all intelligent British subjects, whether natives of Malta or not; the practical object to be kept in view being that men placed in high position should, by the able performance of their important functions, lead the people in the path of progress.

As natives of Malta are admissible to all public offices throughout the dominions of Her Majesty, Civil appointments at Malta should likewise be open to British subjects not born in that island. Though there are among the employés in the Government Offices men who, if put in a responsible post and in their proper place, would render great service to the island, yet I am confident that every Maltese gifted with intelligence and animated by public spirit would gladly welcome in the Administrative Departments any Englishman having special knowledge of matters in which the natives have as yet had no experience; and if his services would be the means of conferring a real benefit on the island, no one would complain if Government were to adequately remunerate him, even at an increase on the public expenditure which is here proposed.

The complaints advanced by the people in a petition to the Secretary

of State in 1836, against the practice of appointing Englishmen exclusively to high offices, are no argument against this view. The following extract from the report of the Royal Commissioners appointed to inquire into the matter, clearly show the character of the "spirit-breaking system" till then adopted by the Government in appointing Englishmen to superior offices, against which the people strongly and justly remonstrated:—"The systematic exclusion of natives from superior offices has made them a degraded class in their own country. It has lowered them in the estimation of Englishmen and foreigners, and even in their own estimation. . . . According to the system by which the Government of Malta has been hitherto conducted, *inefficient* Englishmen have, in many cases, been placed at the head of departments. . . . In proof of the truth of the opinion which we have now expressed, we may state that in many, if not most, cases the business of a principal office filled by an Englishman has been performed by one of his Maltese subordinates."

Fully concurring in the opinion expressed and conclusions arrived at by such eminent men as Mr. Austin and Sir G. C. Lewis, that such a description of persons would inefficiently discharge the important duties of heads of departments, and would certainly, I may add, inflict great injury on the island by retarding its progress, still, the judicious selection and appointment of able and industrious Englishmen would most assuredly confer a great benefit on the country.

LAND REVENUE DEPARTMENT AND SALE OF PUBLIC PROPERTY.—

The advantages which would accrue from the abolition of this department and the sale of public property, are not limited to the saving of the considerable sum now expended on its administration; but the people would rejoice to have the means thus offered for investing their money where no place of investment of capital as yet exists in the island, in consequence of which the savings of the population have hitherto found their way abroad, instead of being the means of giving employment and of materially improving the condition of the island; while, as a rule, men who have money in savings banks or in foreign Government securities take no interest in trade movements and in the advancement and amelioration of their own country, but, on the contrary, become intensely selfish. Such a change would also be the means of rendering the Government more popular, when divested of the odious duties of ejecting tenants and revaluating its property, thereby (very properly) subjecting the tenants to increased rents, &c.*

* Until the year 1849 the administrators of the Government were guided by the erroneous principle, that Government could not increase the rent of the property under their administration, consisting of farms and houses (of the latter especially), so long as these were occupied by the original tenants or their representatives. Thus

THE COMMISSIONER OF FINANCE should be proficient in financial and other matters, and be able to advise and guide the Government in all money transactions. It would be one of his duties to revise the tariffs, assisted by representatives of the commercial body, so as to adapt them to the variations of trade; devise plans for remission of duties, when rates are levied instead; and suggest equally safe and at the same time more profitable investment of public money, which, while increasing the revenue, would encourage well-considered schemes, promoted by private enterprise, tending to the amelioration of the island and the development of its wealth and resources.

It would be desirable that periodical reports should be published on the working of this department for the instruction of the people.

Thus, by the consolidation of the departments of Customs, Treasury, and Audit Offices, the functions of Collector of Customs, Cashier, and Auditor-General would be performed by an eminently efficient official more cheaply and not less efficiently than they are now; the system at present followed reducing these high officials to mere head-clerks of their respective departments.

SANITARY REFORM.—The cholera of 1865 and the prevailing drought probably gave the first occasion to the people to feel the want of sanitary requirements. Government should therefore, while this feeling exists in its full force, take immediate action in these matters.

By the arrangements proposed for preventing nuisances and enforcing measures required for protecting the public health, by the joint action of the police force and sanitary officers, the responsibility in each district of two competent officials would be real, and the present excellent police organisation maintained; the police officer, whilst acting as Inspector of Nuisance under the Deputy Sanitary Commissioner, continuing to be directly responsible for the performance of his duties to the Superintendent of Police.

there were tenants who were actually paying less rent than the sum the Government were expending in keeping their houses in repair. Sir Vincent Casolani (G.C.M.G.) was the first whose attention was directed to this anomaly, but it was not till the island was administered by a very able civilian, who is the only *de facto* Civil Governor the island ever possessed, that his recommendations, when Collector of Land Revenue, were adopted. A valuation of all the national property was made for the first time, and tenants had to pay accordingly. Such re-valuation is now made, as a rule, every eight years. Sir Vincent, who was never known to shrink from performing his duty when the interests of the Government and of his countrymen required it, by assuming the responsibility of that odious measure has been the means of a periodical substantial increase in the revenue of the island; which proves that those whom the Government entrusts with the immediate administration of property are not likely to serve the best interests, either of the public or of the Government, by conferring patronage, showing favouritism, or courting popularity.

GOVERNMENT CHARITIES.—The plan previously explained, if carried into effect, would be the means of organising private charities; extending the benefit of those Institutions; diminishing and eventually suppressing mendicancy; whilst all legal measures hitherto adopted with that view have proved ineffectual, as the authorities do not feel justified, under existing circumstances, in putting in force the laws for preventing mendicity.

The following considerations may have weight to justify my proposal:—

All the Institutions of Charity in Malta had pious Catholics for their founders, and most of them were endowed by private persons and to a great extent supported by local exertions.

The Hospital Saura, at Notabile, and that of St. Giuseppe, at Zebbug, are to this day so administered; and the Royal Commissioners, who in 1836-1837 instituted examinations into the state of the poor of every parish in the casals (villages) of the island, give as one of the results that “lay-
“men of every class (from the rich proprietor, down to the labourer nearest
“to a state of beggary) give alms according to their means; so also do
“the clergy and ecclesiastical bodies, especially the Capuchin friars.
“As Catholics, from religious duty, give alms secretly and without
“ostentation, it is impossible to say what may be the amount given or
“in what sums.”

This is the practice also in the cities to a certain extent, and it would certainly be done more substantially if the administration of the charities passed directly through the hands of the people. These private charities are generally made through the Parish Priest, Religious Corporations, and Societies of men and women followers of the rule of St. Vincent of Paul. Amongst all classes there are many who would be prepared to endure hardships and privation, and devote much of their time in doing works of charity, should their assistance be considered necessary. In fact, they are bound by the rules of those societies to visit from house to house among the poor and where cases of sickness exist.

The Government, by taking upon itself to do everything for the poor, whilst it deprives those institutions of further endowments, donations, and gratuitous assistance, incurs all the odium which the responsibility of the performance of such painful and difficult duties throws upon it.

Thus the present system stifles the natural instincts of the people, whose united efforts are sure to do more cheaply and efficiently what Government and individual exertions have hitherto insufficiently accomplished.

I am impelled to speak confidently on the will and aptitude of the people thus to take care of the poor and indigent; and, as facts are safer grounds for action than the most cogent arguments, let us see

what the people can do in what is left entirely in their own hands. At a glance are to be seen spread all over the island the finest specimens of architecture Malta has ever produced—large and noble churches,* far exceeding in number the requirements of the people, adorned with valuable paintings and gold and silver ornaments, covered with damasked silks and costly carpets; ample Convents and Monasteries, and even Houses of Retreat.† All this, together with their endowments and with the maintenance of the clergy, are merely the result of individual munificence, and of the aggregate voluntary efforts of the people. I have faith, therefore, that they will not shrink, when inspired by the highest religious motives, from extending in the same way their salutary efforts to the promotion of charitable enterprises.

EDUCATIONAL ESTABLISHMENTS.—The system proposed is, in my opinion, the best suited and the most desirable for the Government to adopt. As the whole of the Maltese people belong to the Catholic Church, no inconvenience could arise from placing education, to a great extent, under the control of the clergy.

The fact that the noble lord now at the head of the Government, when he was Secretary of State for the Colonies, induced the Government to give up certain prerogatives, and condemned the interference of the Government of Malta as regards religion,‡ convinces me that this proposal would not be objected to by the present Government from any desire to support a different system,

* There is in the little village of Musta a noble and spacious building, which Fergusson, in his work on Architecture, declares to be one of the largest churches built in the world in modern times, erected entirely by voluntary contribution.

† Wherein Catholics at times retire for spiritual training to reform their life, or to render it more perfect.

‡ From 1821 till lately, Malta had an immigration of Italians, most of them belonging to a secret society (not unlike the Fenians) with a resident representative of its Autocrat, who, by their winning manners, succeeded in enlisting a small number of natives in their sect; degraded the press by introducing an immoral tone; spread demoralisation amongst innocent young men; and there were some who even brought dishonour on the hearths of families that gave them hospitality. Providence sent among us a godly, well-learned and lofty-minded clergyman, who, in a course of lectures at the Gesù-Church, numerously attended, amongst others sometimes by the Governor, denounced their nefarious schemes, and especially called on fathers and mothers to be vigilant in warding off the evil. But, unfortunately, by their manœuvres they succeeded in gaining the goodwill of the Governor, who peremptorily put a stop to that timely and most useful course of instruction. The people remonstrated very strongly, and the present Prime Minister, by discountenancing the Governor's unwarrantable proceedings at that conjuncture, restored the reverend father to the pulpit.

The noble lord also, when in that office, caused the Government to divest itself of the right it had till then assumed in the presentation and nomination of the arch-

which might possibly prove an instrument of proselytism; and the following extract from the Royal Commissioners' Report of 1838 (already referred to) shows how fruitless such endeavours would prove, should any future Government feel otherwise disposed. "Government would not likely abuse a system of instruction to the purpose of converting them from the religion of their ancestors The zealous endeavours of the Protestant missionaries to convert the Maltese from Catholic faith have been helped by the ample funds placed at their command, and by the actual law and practice with regard to printed publications;* but with all their zeal, and all these extrinsic helps, their endeavours have been wholly or nearly fruitless. The attacks which they have made on the Catholic faith, in writings imported or printed at the missionary press, have scarcely met with a reader amongst the native population. The conversions from the Catholic religion, since the establishment of the British Government, have been five or six."

To my own knowledge, two or three of those have since been reconciled to their native creed, and one or two more embraced Protestantism for a well-known object. How far these proselyting conquests can justify the lavish use of the ample funds supplied by the well-

bishop of Malta, a prerogative which the Grand Masters of the Order of St. John only exercised in virtue of conventions and concordats with the Holy See, they being Catholic Sovereigns and heads of a Religious Order.

These two acts of justice remain indelibly impressed in the heart of every loyal native, and have endeared the noble lord to the affections of the people.

Here I may further add, that these unprincipled emigrants have, through the press, and through their satellites, sown the seed of discord among the people and of disaffection to their Government, besides teaching them not to obey and respect the authority of their Church, and this sometimes under the guise of attacking only the temporal power of the Pope. But, while the Maltese are inferior to none of her Majesty's subjects in loyalty to their sovereign, with regard to religion, they have a strong belief that without authority there can be no faith; without faith, no morality; and, without morality, no order or security from danger of any kind against honour, life, or property; and, therefore, they are to this day compelled, in order to manifest their indignation, and as a protestation against the offensive and dangerous doctrines so propounded, to take occasion on the recurrence of all the great religious festivities, especially on the annual commemoration of St. Paul's Shipwreck at Malta, opportunely and importunately to give public and enthusiastic proofs of their strong attachment to the authority of the Church by a display of innumerable banners hung out all over the towns, bearing the effigy and emblems of the Sovereign Pontiff, and by getting up illuminations, bonfires, triumphal arches, and fireworks, at very great expense, by general voluntary contributions; thus expending large sums of money which, unless they were so constrained to do, they would most gladly devote to more useful purposes.

The people's opponents, by their presence and occasional trifling acts and words, have sometimes, on these occasions, given rise to unpleasant disturbances and riot.

* See Appendix A.

meaning and generous Protestants of England, and how far common sense can approve endeavours to disturb the natives of Malta in the peaceful enjoyment of a religion to which they are attached, and which, to say the least, our rulers officially report to bear in society the most satisfactory practical good results, I leave to the known good sense of the British nation to decide. Large sums of money have thus been expended for the gratuitous distribution of innumerable Bibles and books on religious subjects, as well as for Masonic Lodges, &c.; but what above all at the time gave the greatest pain to right-thinking men at Malta was the distribution of money to all those who attended their open air preaching, thus taking advantage of the then prevailing famine. Many utterly destitute did attend; but, much to the disgust of the zealot, who preached in the vernacular idiom, the famished congregation were seen reciting the Rosary while he was preaching. They were forbidden to attend by order of the Parish Priest (not being sufficiently instructed to listen to attacks on religion without injury to their faith); and be it said to their honour, that, while obeying, all declared they were ready to die by starvation rather than disobey the authority of the Church. A saying very familiar among the people of Malta is:—"So long as this rock stands, faith by Authority shall stand."

"Fi heda el ghzira sa ma tipka ij dinia,

"Nemnu dak kollu el knisia t'ghallimna."

Great benefit would accrue in many ways to the island if this fact were generally known by those who, not being natives, are liable to form very incorrect opinions as to the real feelings of the people.*

Government could safely place the Ecclesiastical Department and the principal part of the instruction of the people in the hands of the

* Whilst the people are so exceedingly jealous and susceptible regarding the interference in matters of religion of men of a different creed, and particularly of Government, they have always shown the great interest they take in providing places of worship for those holding other opinions. As instances, I may here mention that when, by the only act of munificence of Queen Adelaide in her visit to Malta, a large and beautiful Protestant Church was to be erected, the Maltese, out of the national property, allowed a gift to be made of a very large and valuable block of buildings as a site on which it has been erected; and that the Catholic Chapel of the Grand Masters, besides other places, was till then used for religious purposes by those belonging to the Church of England. Protestant Dissenters also have always been afforded accommodation from the national property at a nominal price; and the Bishop of Gibraltar has, on the same terms, been provided with a noble residence. And all this has been done (I must observe to those who, having a religious bias, are on every occasion so prone to describe the Maltese as the opposite of what they really are—tolerant and unprejudiced), when for Catholic worship no such assistance is ever granted, and, indeed, has never been claimed, the pride of the people being to do everything for themselves.

Clergy, who have been the best friends of the country; and it is to them that the Government must look as the main supporters of law and order. In a population of 134,055, as returned in the last census (of whom 1,274 were English, and 1,134 foreigners), during three years, 1860-1862, only *fifty-eight* Maltese were condemned to hard labour, whilst the number of English was *ninety-three*, and of foreigners *four*. In the memory of men living, no case of poisoning, and only one or two of suicide, occurred amongst the natives. The number of illegitimate children is hardly perceptible,* and that of juvenile offenders is so very insignificant that no reformatory or house of correction for them has ever been dreamt of. The number of prostitutes (native and foreign) registered in this great military and naval station, on 31st October 1861, was 136. These social, practical good results would hardly be credited by those unacquainted with the influence of religion on the mind of the people.

These results, however, serve to confirm the people in the belief of the truth of their Religion, as, having Arab blood in their veins, they are naturally prone to have more faith in facts than in theories or new doctrines.

Great advantage would accrue to the community if the motive and cause of crime and illegitimacy, and the incentives to prostitution, were in every case traced to their origin, and placed before the public as a barometer of national morality, and to afford the well-disposed and those who have the means or opportunity in many cases of employing the necessary agencies for preventing their commission and recurrence. The able compiler of the "Census of Malta" would not find it difficult to make this valuable addition to his interesting decennial return, should the governor of the prison, parish priest, and police officials, take the trouble to obtain and supply him with the information required.

ROYAL MALTA FENCIBLE ARTILLERY.—The sum yearly expended by the island in contribution towards maintaining this regiment amounts to £6,200, irrespective of pensions † and retired allowances. When, in January 1836, Her Majesty's Commissioners recommended that the Royal Malta Fencible Regiment should cease to be a regiment of the English army, the only point which rendered that proposed economical measure unpopular and undesirable, was the feeling that a want of confidence in the Maltese had been evinced in thus excluding them from taking part in the defence of the island.

The reform of the present system of Education, and the proposed

* Year 1863.	Births 4163.	Illegitimate 105.
„ 1864.	„ 4330.	„ 103.
„ 1865.	„ 4210.	„ 102.

† The Military Pensions, as per Estimate of this year, amount to £2,469 10s. 10d.

Municipal Institutions, will assuredly be the source of noble inspirations, and will so develop the national life of the people, and the power and influence of those who, by their intelligence and superior attainments, are naturally their guides, that the whole nation will soon be led to take a direct interest in the protection of the island against foreign enemies, and in securing and extending the influence of Great Britain in the Mediterranean. Besides, the proposed new feature in the administration of the affairs of Malta would give employment to innumerable operatives, and create a demand for labour more than equal to the supply, thereby the recruiting for the regiment, always short of men, would be rendered far more difficult, if not impossible, when men of that class could well depend on permanent employment.

The Census of 1861 represents the number of male population in Malta and Gozo, between the ages of fifteen and sixty, at 37,379, exclusive of the floating population and fluctuation of emigrants. Making a deduction for Clergy, sick, disabled, and those who are averse to bearing a part in any dangerous undertaking, a force of 7,000 men might easily be raised from the seven districts, and organised in militia and volunteer corps. The island might thus be relieved from the sum yearly voted in contribution for military defence, and the expense now incurred by the War Department for this regiment might suffice for the training and maintaining of the new corps—to be called the “National Artillery.” This scheme might indeed prove a less costly and more efficient means of defending the extended lines of fortifications of the island than the present arrangement.

The following extract from a dispatch addressed by Lord Hawkesbury to Sir J. Warren, on the 29th January, 1803, may be adduced in support of my proposal:—“It is important that your Excellency should explain that the inhabitants of Malta have “rendered the greatest services to His Majesty whilst the French “were in possession of the island; that during nearly two years “they kept up against them active and uninterrupted hostilities, that “during that state of warfare, several thousands among them have “perished by the sword of the enemy; that the attachment evinced “towards His Majesty by the Maltese, during the blockade, and their “loyalty to him since he has taken possession of the island, give them “special claims to his protection. Your Excellency knows that *the “inhabitants of Malta, if they are attached to their Government, suffice for “the defence of the island.”*

The Maltese of to-day are not wanting in the wonted courage of their forefathers, while loyalty and attachment to their Sovereign have since greatly increased; but without some such plan as that herein proposed the people will not be able to render, when it is wanted, that efficient service which they desire to offer, since the modern system of warfare requires special training and experience; and the Legislative Act of the

5th of May, 1852, * by which men of a certain age are to take part in the defence of the island, when required to be enforced, will prove of doubtful practical utility.

TITLE AND DECORATION OF ST. MICHAEL AND ST. GEORGE.—The institution of this order (during the administration of Sir Thomas Maitland) was, I conceive, intended as a mark of Royal approbation to be conferred for distinguished services rendered to the island.

In conferring this Royal favour, however, merit has not always been the motive by which Government appeared to be guided. This mark of distinction has been indiscriminately conferred on all the Governors of Malta, excepting one, who, in the estimation of the people, had rendered signal service to the island.

As the appreciation of the services of such exalted personages rests with higher minds, I will confine my remarks to the cases where the order is conferred on the recommendation of the Administrator of the island, and to the practical good that would accrue if it were bestowed for real merit and distinguished services rendered to the country.

This order has often been conferred on her Majesty's Judges, amongst whom many were considered eminent for learning, and all, without exception, who were so honoured, were deserving of the gratitude of the country for their independence and impartial administration of justice. But in the opinion of many in Malta, a judge, to preserve his independence, should receive no favours from those who govern—"Beneficium accipere libertatem vendere"—the expectation therefore, and acceptance of this decoration is not likely to elevate them in the estimation of the people.

The different grades of the order have, at one time, been freely distributed amongst men who acquired the honour only by ease or birth. Very different in this respect from the mother country, where the existence of a wealthy and powerful aristocracy is a real blessing and a safeguard of the liberties of the people, in our very small island, where no one has any influence independently of his personal character or position, where only labour is wealth, and talent its motive spring, the governing motto ought to be "sola nobilitas virtus."

If, besides conferring this order on Government officials for "most distinguished services," its bestowal were extended as a reward on men

* Immediately after the passing of the Act, I started a subscription for the organization of a volunteer Artillery Corps, which in a few days was signed by upwards of a hundred, and forwarded to the Governor through the mover of that ordinance in council, the honourable representative for Gozo (the present Crown Advocate). The country was not then prepared for such institutions, although some are of opinion that it has ceased to exist from want of proper management.

of literary and scientific eminence, and on those of real merit, who, in whatever position they may be placed, should render signal service to their country, the distribution of that mark of Royal favour would prove a great encouragement to talent, stimulate enterprise, and thus benefit the island. But surely the men who should be so encouraged are not they who merely throw out a suggestion, but rather industrious, enterprising men, whose faith in their profession or in their schemes is evidenced by their deeds, and who spend their money, and give their still more precious time and energy, in order to attain success, and by that means ameliorate the condition of their fellow men.

The late Doctor Agostino Naudi and Doctor Tomaso Chetcuti, men eminent for their learning, and who in many ways rendered great service to their country, and even acquired reputation abroad, were generally considered worthy recipients of that distinction; and it is felt that the gallant bearing displayed, during the cholera epidemic of 1865, by the late Doctor Luigi Pisani, who was to be seen day and night fearlessly engaged in hospitals, and amongst all classes, rich and poor, wherever cholera cases existed, should have insured to him the decoration. Dr. Pisani was the chief medical officer and superintendent of the Central Civil Hospital. A monument by private subscription has now been erected in one of the public gardens to perpetuate his memory, he having devoted his talents and his energies to the good of the people.

ROYAL MALTA THEATRE.*—For the error committed in having devoted so considerable a share of the public money to the erection of this edifice, and to the appropriation of the valuable site which it occupies, every one is to blame in Malta; and if we only consider the unanimous vote of the official and elective members in the Government Council, as well as the pressure from without, it would be very unfair to throw all the blame of this transaction on Sir Gaspard Le Marchant. But, admitting that it was a great mistake to have built it, in my opinion the present Administrator of the Government, in whose hands the public property is placed in trust, is not justified in allowing the

* I take this occasion to express my gratitude to those who, taking interest in the concerns of the theatre, moved by patriotic spirit, have induced the Government to place in the elegant waiting saloon of the new Opera House the fine marble bust of Nicoló Isouard, my uncle, and thus perpetuated the memory of a man of genius, whose name is a household word in France, where a street in Paris is called after his name, and whose bust is in nearly all the theatres; who, although he had received a French education, and gained his reputation as a great composer and reformer in music, and inventor of the harmonium, in France—such was his attachment to his country, that he preferred to sink his family name and assume that of the land of his birth, and therefore in the musical world he is only known under the name of Nicoló de Malte."

large sum so invested to remain unproductive any longer, far less in taking a yearly vote for its intricate expensive requirements, besides premium for insurance.

However desirable it may be to secure pure and elevating public amusements for the people, such recreations should certainly never be a source of general expenditure, especially when they can only be enjoyed by a small number of the population. If individual means and exertions are insufficient to provide an Italian Opera at Malta, Government has surely no right to tax the whole population of the two islands for the amusement of some few inhabitants of Valetta.

I therefore propose that the Royal Theatre be no longer given on the present gratuitous conditions, so onerous to the public revenue. If placed under the control of private enterprise, without the conditions and restrictions at present enforced, the theatre, instead of being a source of expense, would yield a yearly revenue, besides providing the funds for its insurance from fire to the full extent of the danger to which it is so obviously exposed. But as the continuance of the Italian Opera is not likely to pay any party who will offer to take the house, he should be left free to use it for different purposes. It being admitted that an Italian Opera is beyond the limited means of the island, and therefore does not answer, other public entertainments would be introduced by the intelligent and spontaneous energy of private enterprise, which are sure to pay and allow the manager to meet his engagements with Government.

If made available for English, French, and Italian plays, vaude villes, concerts, and amateur performances, and such like entertainments, as well as for lectures and public meetings, it would surely answer much better the requirements and taste of the generality of the inhabitants, and would be a means of educating the people by rendering familiar the use of the English and foreign languages.

Besides, the exaggerated importance which is given at Malta to the Italian Opera has a demoralizing effect, and Theatrical, Casino, and Café life, the natural consequence of that Italian education which is fraught with so many pernicious consequences to the island, should be neither encouraged by the Government nor by those who have the real welfare of the people at heart.

PART III.

SECTION I.

NECESSITY FOR THE FORMATION OF A NEW TOWN.

THE extension of the great harbour; the annexation of the French-creek to her Majesty's dockyard; the prospective extension of the naval establishments, which will necessitate the appropriation by the Admiralty of buildings and dwellings now occupied by the civil population; the overcrowding of the fortified towns; the enforcement of Building and Sanitary Acts, with a view to improve the condition of buildings according to modern requirements, especially the dwellings of the working classes and poor;—all these considerations, taken in a military, naval, and civil point of view, would require the action of Government to provide or encourage the formation of a New Town, well removed from the fortifications, and built under the most stringent regulations as to sanitary arrangements.

A glance at the census of Malta taken in 1861 will show more plainly than words the necessity for increasing the dwelling-space, and of providing better accommodation for the inhabitants of the towns and the yearly increasing population of the island.

In relation to number, the entire population of Malta, not including Gozo, and exclusive also of the garrison and her Majesty's navy, was returned in 1861 at 118,596

Valetta, Floriana, and Three Cities in Cottonera	118,596
district	57,454
Distributed in the seven country districts	61,142

The population of the country districts may be conveniently divided as follows:

Employed in agricultural pursuits	10,682
In other professions and occupations	50,466

From the annexed schedule* it will appear that the nature of the work and the profession of the majority of the latter require that they should daily proceed to town or to its immediate vicinity; and that for

* See Appendix B.

want of accommodation within the towns they are compelled to reside far from the scene of their labour, at great loss and inconvenience to themselves and their families, and to the detriment of the community at large.

The entire civil population of Malta, as returned in the census of 1851, was 108,833

Valetta, Floriana, and Cities in the Cottonera district	54,046
Seven country districts	54,787

Comparing this census with that of 1861, we find that the population of Malta has increased at the rate of 9 per cent. a year.

Increase—Valetta and Floriana	1,527
Three Cottonera Cities	1,881
Seven country districts	6,355

Total increase in ten years 9,763

Showing an unequal distribution and increase of population in the country districts, which agricultural labour did not require.

In relation to inhabited dwellings, large and small, the entire number in Malta as returned in 1851, was 25,121, and in 1861, 26,568.

The distribution of same was as follows:—

	In 1851.	1861.	Increase.	Decrease.
Valetta and Floriana	5,128	5,355	227	—
Three Cities in Cottonera District	4,469	4,382	—	87
Seven Country Districts	15,514	16,831	1,187	—
Total	25,111	26,568	1,414	87

The decrease of houses in the cities of the Cottonera district is remarkable, considering that within the same period their population has increased by 1881 persons.

The number of persons inhabiting each dwelling, large and small (some consisting of one room or cellar only) in 1861 averaged—Valetta and Floriana, 6.17; Cottonera Cities, 5.57.

These fortified towns when originally planned were not intended to contain the very dense population they now hold. The houses, particularly in Valetta, during the existence of the Order of St. John were spacious, with ample quadrangles, consisted in many cases of one ground floor, did not generally exceed the height of one storey, and were thus wealthily inhabited. They are now so changed and pauperised that often they are left without any court-yard at all, and are divided and laid out in ten or more unhealthy and separate tenements, each having an independent entrance. Often each house is turned into a so-called "carreja" (lodging), or tenement house, in which twenty or more rooms

are separately let to as many families, with but one privy in the cellar for the common use. The cellars, too, are converted into human habitations, sometimes into filthy stables.

The fatal influences and evils arising from this overcrowding, which must necessarily increase every year on account of the towns being enclosed within fortified walls, thus rendering impossible any extension of building area, are sufficient to neutralise whatever in other respects may be attempted for the improvement of health.

The Three Cities in the Cottonera District, since they were deprived of the view of the sea, by their sea-shores and wharves being annexed to the dockyard establishment, form by no means a desirable residence, and many of the better classes of the population would be too glad to remove their habitation elsewhere, if suitable accommodation were offered in a new town. Artificers and workmen employed in Her Majesty's Dockyards are the only persons likely to find it convenient to inhabit this district. The annexation of the French-creek to the dockyard, and completion of the extension of the Great Harbour, are likely to cause the partial abandonment of the Cottonera Cities, especially by artizans and workmen employed in the commercial establishments, who generally wish to reside as close as possible to the place where their labour is required. Thus a large demand for dwellings will arise, and in fact has already commenced in the Marsa, where a sort of suburban town will gradually spring up, which, if left to itself, it is feared, will be an unhealthy centre of habitation without order or design, having all the inconveniences and faults that are to be seen in the suburbs—Hamroon and Samra, Misida, and even Sliema, which have recently grown into suburban towns.

What I propose is to obtain a tract of land well removed from the fortifications and naval establishments, and there to build a town, having easy access by an American tramway to all parts of the mercantile establishments along the Harbour and to Valetta.

For many obvious considerations it would appear that the most desirable site for this purpose is the land extending from near the new extension of the Great Harbour to the gentle slopes surrounding the plain of the Marsa.

A comprehensive and scientific plan should be produced under the control of the Government, showing—1st. The space to be ultimately occupied by the new town, and a radius of, say, a quarter of a mile beyond its limits, where no nuisance should be permitted, such as slaughter-houses, houses for fattening cattle, deposits for deodorising or utilisation of sewage, collection of manure, or such like. 2nd. The appropriation to each locality of its suitable groups of buildings. The immediate neighbourhood of the harbour should be occupied by markets, small houses for the residence of the working classes in general, who are dispersed in distant casals for want of suitable

accommodation near town, and particularly for labourers and artizans in the Commercial Harbour, as also, perhaps, by model lodging houses for the poor. The respectable part of the town for the better and wealthier classes should be at some distance from the place of traffic, and should be laid out on the plan so successfully adopted in the West-end of London, in wide streets, terraces, gardens, squares, with occasionally detached houses and semi-detached villas, etc., varying in accommodation for large and small families, and suitable to the requirements of the different classes of society.

The situation, aspect, and plan of such a town would appear at a glance to be all that one can desire. [Standing in one of the most beautiful parts of Malta, near the sea, round the extensive plain of Marsa (which it is proposed should be converted into a park), covering the gentle slopes in the shape of an amphitheatre, freely open to currents of air on every side, it would be so built as to turn these precious opportunities to the best account.

The execution of such a work would be an ornament to the island, prove a blessing and example to the people, and would lead the working classes to feel an honest pride in their houses and independence.

Such a town should be ultimately complete in itself, having its own model drainage (without contaminating the sea) and utilizing the sewage in the surrounding country, water-works (supplying water at high service) gas-works, and places for worship. Public baths,* wash-houses, race-courses, playing-grounds, and such like gymnastic institutions, might also be provided.

Great benefit would be conferred upon the population at large by the formation of a park, containing the gymnastic institutions and recreations above-mentioned.

A Building and a Sanitary Act should be previously passed by the Government Council, which should be so enforced that the buildings may be erected upon the most approved modern system, with stringent specifications to ensure proper sanitary arrangements and appliances.

By introducing a Building and a Sanitary Act for the first time in Malta, in a model town, the way will be paved for future legislation with regard to the old and fortified towns and suburbs, where some

* Since it is now universally admitted that cleanliness adds greatly both to a man's health and comfort, the attention of the public should be called to the desirability of establishing cheap baths for all classes, but more particularly for the poor. Without waiting for the formation of the New Town, Government should therefore take action at once and provide one for each district, as this question is of pressing necessity, being all essential in a sanitary point of view. There is no doubt that if suitable places were provided in each of the districts, where people could bathe at a charge within their reach, many would adopt the system of taking a bath daily.

opposition is likely to be met with at present, as no sanitary improvement can be introduced without enforcing restrictions against the use of certain dwellings (cellars in particular), and exercising powers over the proprietors of premises rendered unfit for human habitations, and so affecting private interests and the right of property as at present understood in the island. But when it is practically shown how effectual the adoption of such measures is to prevent the spread of disease and prolong life, such legislative measures are sure to be seconded, and the necessity of the sacrifices required recognized by all who have at heart the safety and well-being of the people.

Wherever the Public Health Act or the Local Government Act is in operation in England, power is conferred on local authorities to revise all plans of houses to be erected within their jurisdiction, and to lay down the breadth of streets. Similar powers are also conferred by Local Acts and by Orders in Council in England; and by the Order in Council recently issued for the sanitary improvement of Gibraltar, power of supervision is given over new buildings to the Sanitary Commissioners and Governor. Up to the present time no such powers exist in Malta, and houses may be built without reference to sanitary considerations at all. Disease and increased mortality follow as necessary consequences, and possibly houses so built may have eventually to be destroyed. The proposal I make, if acceded to, would afford an excellent opportunity of improving the legislation of Malta in this respect.

In a new suburban town, where land is obtained for very much less than it can be had in the fortified towns, and, consequently, builders can afford to be more liberal in apportioning space to each dwelling or separate house, so essential to health, morality, and comfort, a plan of separate and distinct dwellings, with a garden attached, should be adopted for all classes of society, and, if properly arranged and directed, each house would not occupy any great extent of ground, nor would tenants have to pay more rent than is now paid.

But the only means, in my opinion, to improve in a sanitary point of view the present dwellings in Valetta, where building space is so valuable, is by altering the plans now existing, and building large blocks in what are termed "Flats," containing a drawing-room, dining-room, or a parlour, one, two, three, or more bed-rooms, and kitchen, water-closets, &c., on each floor, not only for the working classes, but also for those in a superior position of society. Two such dwelling-houses have been lately built in Valetta upon my plans and under my direction—one in Strada Mezzodi, consisting of four such flats, with a house adjoining (built in the style of the Belgravian houses); and the other in Strada Mercanti, called "Camerata," a large block of building,* consisting of

* It may be interesting to mention, that this building, which is constructed of solid stone, is the first instance in which the stone has been hewn, and the mouldings turned entirely by machinery.

one hundred and three separate and independent apartments (with twelve more apartments not yet completed) and twenty-one store-rooms. They are both arranged with due attention to all modern sanitary principles, and have already given most satisfactory sanitary results,* inasmuch as they have maintained a remarkable immunity from disease, notwithstanding that a general epidemic has raged in their immediate neighbourhood. Another very remarkable circumstance deserves to be noted—viz., that during the cholera of 1865 the large building was made, to a certain extent, a house of refuge for families among whom fatal cases had occurred. Not only did individuals rush into the airy apartments of this building, but their infected effects were also hurried in from dwellings which contained an expiring case.

The above facts prove that a building thus constructed is itself a disinfecting agent, and that such improvements in a thickly populated town like Valetta are highly desirable.

These buildings, as forming one of the novel features of Valetta, have been visited by a great number of distinguished persons, both civil and military, who have all expressed the highest opinion of their arrangements.

Annexed are the opinions expressed on these two model buildings by the eminent sanitary physician in the War Office, Dr. Sutherland,† and also by the sanitary engineer in the same department, Mr. Edward Roberts, C.E.‡

A rough draft of this section of Part III., with an accompanying map of the New Town, was on the 11th December, 1866, placed in the hands of the then Governor of Malta, which will account for some repetitions which the reader may observe in preceding parts.§

SECTION II.

FORMATION OF A COMMERCIAL DOCK.

THE widening and deepening operations of the great harbour have cost a considerable sum, and we should now derive the advantages of this extension. In M'Culloch's work on Commerce and Navigation it is stated that "Malta presents unusual facilities, which have not been taken proper advantage of, for becoming the entrepôt of the corn trade of the Mediterranean and Black Sea. . . . Admirably well situated for becoming a centre of the corn trade of Egypt, Barbary, Italy, &c. . . . The central position, excellent ports, and great strength

* See Appendix C.

† See Appendix D.

‡ See Appendix E.

§ A more complete plan has since been prepared by the author.

“ of Malta, make it an admirable naval station for the repair and accommodation of the men-of-war and *merchant ships* frequenting the Mediterranean, and render its possession of material importance to the British Empire. The Maltese shipwrights are diligent, expert workmen; and their wages being moderate, it is a favourable place for careening. . . . *The want of a dry dock for mercantile purposes is, however, much felt. This surely should be obviated.* At present docks are “ being constructed for the repair of ironclads.”

We now possess a noble port, extensive quays and wharves; what we require is to derive the advantage they offer by constructing ship-building yards and a graving dock, or, what would be better, a hydraulic ship-lift, according to present requirements, with all known improvements and mechanical appliances, which should be used also in warehouses and bonding docks,* in order to give Malta a name abroad for possessing the finest commercial dock in the Mediterranean, where the best and cheapest workmanship may be obtained, which would of itself prove a source of wealth to the island, and be the best means of developing its legitimate trade, besides acquiring for it the glory of being the first in that sea to combine and apply for that end all the engineering triumphs of the day.

A Lift-dock similar to that which is now constantly in use at the Victoria Docks, near London, would, for obvious considerations, answer much better than a dry-dock the requirements of Malta.

This description of dock is itself equal to an ordinary stone dock, and a pontoon to be employed with the dock would be equal to another dock; while pontoons might be added to any extent that might be required at a small cost.

To prove the utility of a dock of this description, I may mention that the Indian Government have now concluded a contract for the construction of a Lifting-dock and a Pontoon of large dimensions for Bombay Harbour.

The West-end basin is peculiarly adapted for an arrangement of this description for the following reasons:—

1st. The excavation on the site is in part already formed. ●

* The late Bishop Casolani had conceived the idea of bonding stores somewhat of this description, with a view of advancing money on all goods and merchandise, and offering a safe investment for capital now dormant in the island. A large block of building, consisting of twenty-six large stores, was built by him at Corradino Point; but whilst in London, in 1859, whither he repaired in order to procure machinery and iron rails for the purpose, he was requested by the Admiralty authorities to make over these stores for the use of Her Majesty's Government, and although the offer made was below the value he placed on them from their unique position and intended object, yet, considering the necessities of the Admiralty, after three months' hesitation, at my request the offer was by him accepted. This majestic building is now used for Her Majesty's Dockyard purposes.

2nd. The arrangements with the Admiralty are to deepen the space to twelve feet.

3rd. There is depth enough to the rock through the centre of the basin for admitting vessels to the lift, and the pontoons, when taken from the lift, will not require more than from eight to ten feet of water, dependent on the size of the vessel; and,

Lastly, should the Government form the Canal as proposed by the original design for the extension of the harbour, the Lifting-dock would form no objection whatever; while, by this grand scheme, the secure part of the quarantine harbour, now almost useless, might be brought into active operation or communication by a direct and very easy road with the northern part of the island.

Thus it will appear that the arrangements which I have briefly sketched are quite consonant with my general proposition—viz., to secure the greatest amount of remunerative accommodation at the smallest cost.

Should the Government deem it expedient to undertake these works, then for the formation of the proposed town Government should acquire, in addition to the land it already possesses, as much more as would be requisite for the purpose; and after preparing a plan for the laying out of the town, sites for groups of buildings or blocks should be disposed of as freeholds to private parties. But, in my opinion, the buying of land and building a town and public baths, as well as the formation of docks, &c., are more in the province of limited Companies; much more so than any of the Companies hitherto formed in Malta—such as the *Compagnia di Navigazione*, *Compagnia Granaria*, &c.—whose business is better carried on by private individuals.

A Building and Investment Society in Malta, under the present circumstances, would provide the means of employing much money now lying idle and unproductive in the island, buried underground in many instances, in order to keep it safe,* and also of large capitals now

* In explanation of this singular fact, it may be stated that money has been plentiful in the country districts, where farmers considerably increased the cultivation of cotton since the beginning of the late American war, and have been enabled to sell their produce at very high rates;—that the two only existing banks in the island, instead of giving interest, charge an annual per centage for holding money, while the Government Savings' Bank gives only two per cent interest on £25 for the first year; on £50 for second year; on £75 for third; on £100 for fourth, and no further interest thereafter; so that no encouragement is held out for the investment of the gains and savings of the population. Those conversant with monetary matters are well aware of the amount of Sicilian dollars in Malta, to which they are practically restricted from being received and paid out of the banks and circulated at more than their intrinsic value, and one well acquainted with the subject has calculated that two millions have disappeared from the circulation. What amount in British currency has thus been hoarded and secreted cannot be ascertained, but being small and precious, it is believed that much more is similarly hidden.

invested in foreign securities, and would also offer a safe and profitable employment for capital in the United Kingdom.

Companies to undertake these schemes should be supported and in every way encouraged by the Government. In particular, a Legislative Act should be passed, by which Public Work Commissioners would be authorized to lend to such societies, from the public moneys, at a reasonable rate of interest, sums proportionate to the amount each Company would lay out.

All enterprises, wherein national money is invested, to be controlled by the Government, as a guarantee for those who invest their money, and to ensure the safety and security of the Government advances. A competent official will see that the management of the Companies is sound and efficient, and is leading to the due results.

There is, however, unfortunately an idea deeply rooted in the mind of many at Malta that the people grow rich by amassing money, and they consider the financial state of the country based on sound principles and formed of healthy material, because not only has no national debt hitherto been contracted, but even a saving of say £100,000 has been effected and invested in the English funds. Such persons do not pay the least attention to the cost at which this saving has been made, and forget that the sanitary requirements and all effort to give an impetus to the development of the national wealth and resources of the island have been sadly neglected. We see that all great nations found it necessary not only to extend their expenditure to the full extent of their revenue, but even to contract loans, and, by that means, have become prosperous and wealthy. Well-considered schemes, therefore, having in view the introduction of measures tending to develop the wealth of the country and to give a fair return for the money invested, it is not only the interest of the people to promote, but also of the Government to encourage, even should their execution absorb the saving of the revenue and require a loan or a guarantee.

The extent of land in Malta being so very limited, we must look to the improved education and development of talent, and to commercial and industrial enterprises, as the sources of our national wealth; and since no great increase in the primary object of commerce, which is that of exporting produce and importing goods, can be expected on account of the smallness of our island, I therefore point to labour as the principal source of all prosperity in Malta, feeling confident that the nation would be as much enriched by usefully employed capital to increase labour as by expending money in cultivating the soil in other countries.

The people will have a guarantee for the safe investment of their capital by the Government pointing out what enterprises deserve encouragement and individual co-operation;—the fears of a safe income in thus confiding money to the hands of strangers and private persons,

administrators, managers, directors, and other agents, will be obviated by the responsible and authoritative supervision and control of the Government; while to those who may distrust the proposal in general as coming from one who, together with other members of his family, has already embarked large sums of money on enterprises of this nature, and who cannot show that they have as yet proved remunerative, I can fairly answer that, in large commercial and industrial enterprises, possessing a national character and a national usefulness, what individual and unassisted private exertion failed to accomplish, has often been brought to a successful issue when undertaken by united effort, and sanctioned, encouraged, and supported by the Government of a country. But, however doubtful the pecuniary result of those various enterprises may be, the goal aimed at has still been reached; the principle having been placed, in Malta, beyond a doubt that improved dwellings and sanitary appliances are a sure means of improving health and prolonging life, and that the staple produce of the island, "stone," can, by the use of machinery, become one of the sources of its wealth; and if the country shall derive beneficial effects from this experiment and example, the promoters will not regret the money and time spent, and all the energy devoted to the attainment of objects so desirable.

For my part I may confidently say, that although most of my life has been spent abroad, wherever I have been I have never ceased to take a lively interest in the well-being of my country; and now that the people are evidently bent on obtaining the means of applying a remedy for existing evils—in these days of reticence, and doubt and timidity as to what should be done, I am impelled by a sense of duty to take upon myself to bring the facts boldly and fully before the Government and the public, and to propose what in my views is the best course to be pursued. My intentions, I trust, will be appreciated as coming from "one who really wishes them well," and if the people admit that my proposal offers prospects of useful and good results, they need have no fear that the constitutional Government under which we live will ever withhold from the people that to which they are legitimately entitled. But let not the people any longer labour under the fatal mistake of expecting the Government to provide for them everything, instead of their exerting themselves for the benefit of their country. Many will have to be forced out of the monotonous groove of their traditions before they are capable of even considering new ideas, and it consequently rests with those gifted with intelligence to exert by their position and talent their influence and power of persuasion to bring others over to their right views, by placing before their eyes as an axiom that a country is simply what every citizen contributes to make it. Let us, therefore, all remember that the work the country expects is not that of the Government, but of the people, and that it is for the Government to do only what no other influence can effect.

APPENDIX.

A.

PRINTING AND PUBLISHING.—*From a Report of Her Majesty's Commissioners appointed to inquire into the Affairs of Malta, dated 10th March, 1837.*

“No one is allowed to exercise the trade of a printer, or to use a printing press, without a licence. . . . No such licence has ever been granted to any private person. . . . Every writing printed and published in the island is printed by the Government press, with the previous permission of the Chief Secretary, and is published with his previous licence; and on any application by a private person for such permission and licence, the Chief Secretary is authorised to refuse them without assigning his reasons. Although the Government *has never granted to any private person* a licence to use a printing press, it has granted such a licence to the Commissariat Department, and to the ‘*Church Missionary Society.*’ . . . The press belonging to the Church Missionary Society was established for the printing of *religious tracts* and school books to be circulated on the coast of the Mediterranean, on the two following conditions:—1. That every writing printed by it should be previously approved of by the Chief Secretary; 2. That no such printing should be circulated in the island *without his previous permission. No precautions have been taken by the Government to secure the due observance of the second condition.* Before the grant of the licence to the Church Missionary Society, similar licences, subject to conditions like those which we have stated above, were granted to an American Missionary Society and a Society of English Independents. (The above) are not open to the Maltese public. . . . Presses used in the island without such previous licence have been seized by the Government. . . . Mr. Luigi Tonna presented a petition to the Lieut. Governor, praying that he might be permitted to establish a printing office in the City of Valetta. The petitioner alleged that ‘if this permission were granted to him, *Classical Works in Science and Literature, Books of Education, works of celebrated living authors rendered scarce by the want of reprints, and writings of native Maltese, now sent to foreign presses, might, instead of being imported from abroad, be printed in the island.*’ He further stated, ‘that such trade would produce a profit to himself, and would afford *a new source of subsistence to various persons.*’

“The permission which he prayed for *has never been granted.*”

Resolution of a Meeting of 250 of the Secular Clergy, presented by a Committee of Parish Priests to Her Majesty's Commissioners, from the above Report.

"We, the undersigned, are perfectly unanimous in the opinion, that since the English have been in Malta there has been no hindrance to the introduction of books containing attacks, insults, ridicule, and indecent offences against the Catholic Religion; that their sale and circulation have not been prohibited; and that the introducers, sellers, and circulators of them have never been punished.

"We are, moreover, unanimous in declaring that several presses in Malta have been employed in the printing of books of this nature; and that those who printed, sold, and circulated them were not punished."

B.

TABLE showing the profession and occupation followed by the inhabitants of the Seven Country Districts in the year 1861.

Employed in Agricultural Pursuits	10,682
Land Owners.	530
Professions.	534
Addicted to Commerce.	2,910
Artificers and Labourers.	21,066
Females employed in Husbandry	7,632
Persons having no occupation	14,438
Clergy, Nuns, Mariners, Boatmen, Fishermen, Houseless individuals, Students and Pupils, Inmates of Charitable Institutions, Mendicants by profession, Prostitutes, Interior and Marine Police. }	3,350
<hr/> Total 61,142	

C.

I do hereby certify, in my official capacity as Chief Police Physician of the island of Malta, that only one death has occurred within the premises so called "Camerata" situated in the town of Valetta, between the 1st June, 1865, and the date hereof.

I further certify that the death referred to above was caused by Scarlatina.

Given at Malta, this 24th day of September, 1866.

(Signed)

DR. GHIO,

Chief Police Physician.

Confirmed.

(Signed)

H. ZIMELLI,

Superintendent of Police.

[L. S.]

D.

Extract from the "Report on the Sanitary Condition of Malta and Gozo."

By Dr. Sutherland. Presented to Parliament in 1867.

The "Camerata" is a very large new block of model dwelling-houses, built by the late Bishop Casolani, partly to let to working people, *partly as an example for other builders*. There is a spacious inner court open on one side for half its height, and the houses form three sides of the square. Each house has a drained soil pan, and the doors and windows are so arranged that each house has a free sweep of air right through it. Water is obtained from rain collected on the roof, and partly from the aqueduct. Cholera existed in most of the neighbouring houses on the slope immediately below this building, and also opposite to it.

There were 280 persons living in the Camerata when cholera appeared, and into it were received four families, with their goods and furniture from houses in the town, where deaths from cholera had occurred.

All the inmates escaped cholera, and I was informed that not a single person in the house had diarrhœa. In this instance, again, personal and household cleanliness, free ventilation, and no overcrowding, were the conditions unfavourable to an inroad of cholera.

The construction of the Camerata, and of some other houses* which have been improved on similar principles, shows the general outline suited for houses built in courts.

E.

Mr. Edward Roberts to Dr. C. Casolani.

VALETTA, 27th July, 1864.

During my short visit to Malta I have taken all the opportunities I could of making myself acquainted with the domestic architecture of the place, and I have visited several of the lodging-houses occupied by the poorer classes of the people. I regret to say that they appear as if they were expressly contrived for the purpose of generating fever and shortening human life; *worse* planned dwellings, or dwellings *more wanting* in sanitary requirements, I cannot possibly conceive.

I have also been over your new Camerata in the Strada Mercanti, opposite the General Hospital, which I consider to be immensely in advance of anything of the kind in the island; the larger and better lighted rooms, their through ventilation, the broad and airy balconies, the spacious quadrangle, the proposed abundant water supply, as well as the internal domestic arrangements for cooking, water closets, &c., indicate an attention to those principles of sanitary science which are now so

* I have authority to state that here Dr. Sutherland alludes to my houses in Strada Mezzodi.

widely admitted as essential to health and life. I sincerely hope the persons for whom this place was built will eagerly avail themselves of the advantages it possesses, and that you will be ultimately repaid, not only in a pecuniary way, but in the satisfaction of seeing your efforts of building on enlightened principles fully appreciated.

I visited also your new buildings in Strada Mezzodi, opposite the Admiral's. You have succeeded very ingeniously in getting through ventilation for every room, and in securing what in England and Scotland would be considered very good domestic arrangements.

The larger of the buildings could be well let either in separate flats (which are complete in themselves) or as a whole house; and the smaller building, which much resembles many houses in Belgravia, as a separate house; or the whole could very conveniently be thrown into one for an hotel for English or other European residents during the winter.

The whole block of buildings stands in the highest and healthiest part of Valetta, and almost every room on the upper floors has a good view of the sea.

(Signed)

EDWARD ROBERTS, C.E.