

**The Mansion House Council on the dwellings of the people. Report for the year ending December 31st, 1885, presented at the Second Annual Meeting, held at the Mansion House, Friday, March 26th, 1886. The Right Hon. Lord Mayor in the chair.**

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REPORT OF THE  
MANSION HOUSE COUNCIL  
ON THE  
DWELLINGS OF THE PEOPLE  
1885

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1886





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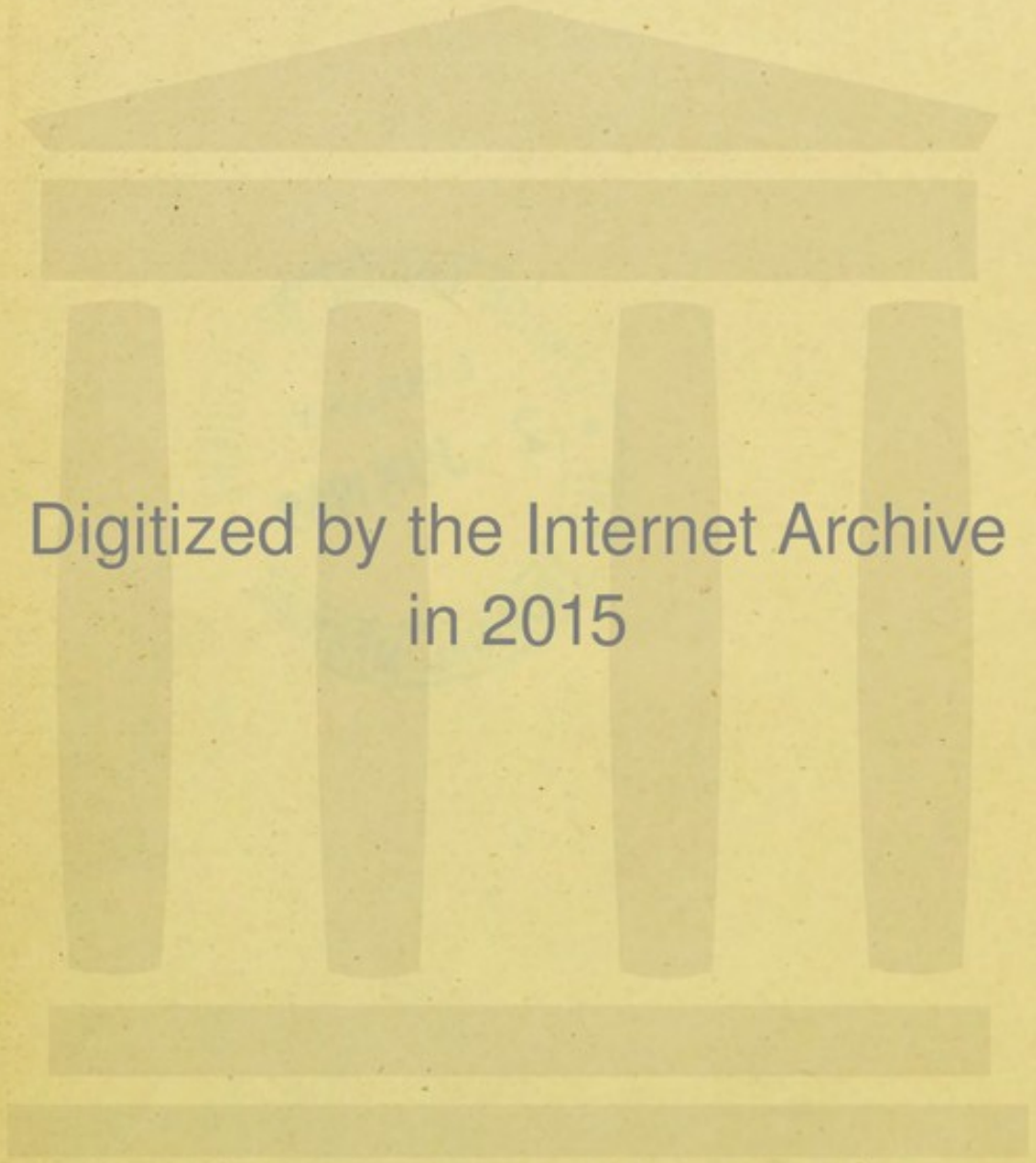
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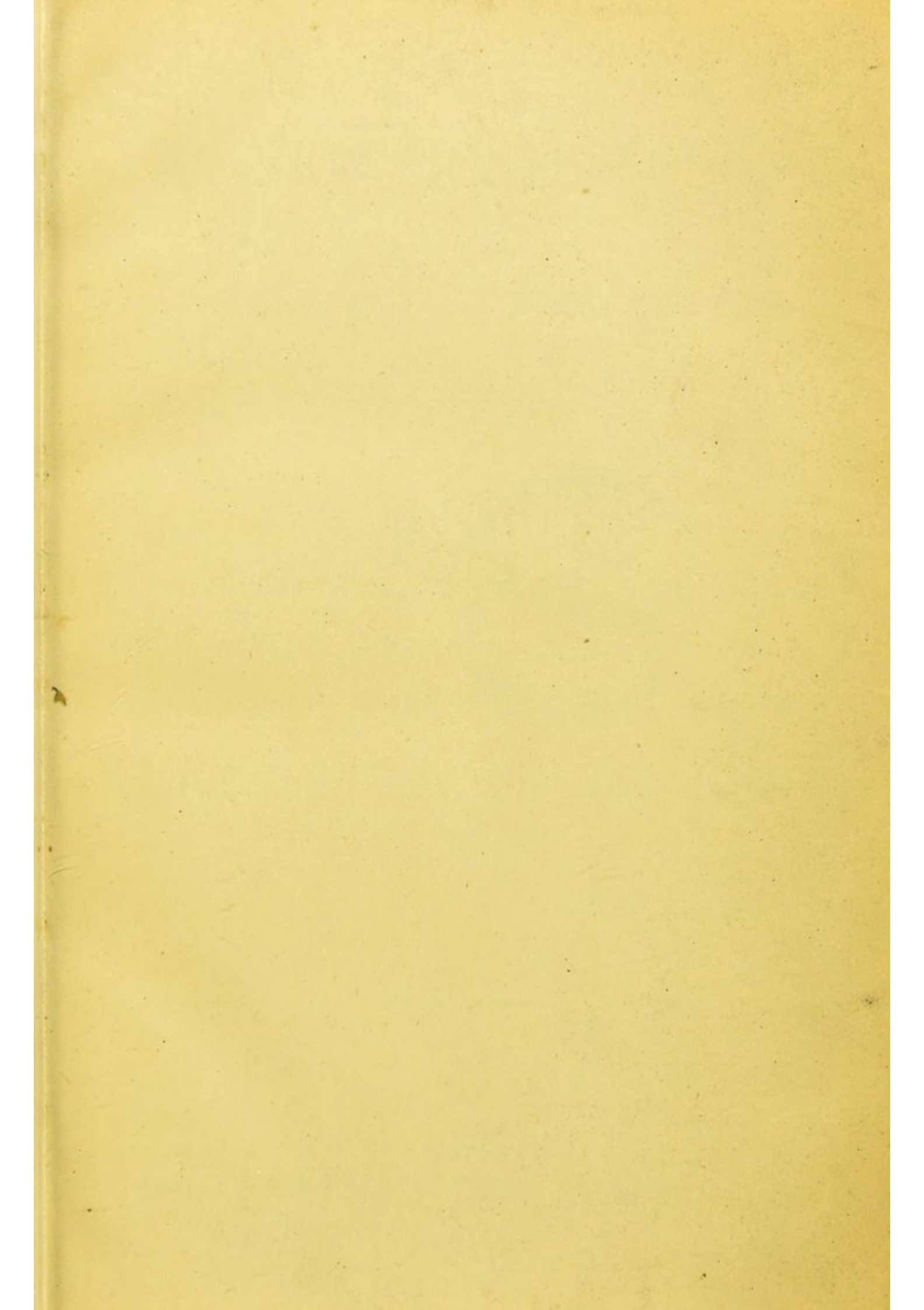




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THE  
MANSION HOUSE COUNCIL  
ON THE  
*DWELLINGS OF THE PEOPLE.*

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**Report**

*For the Year ending December 31st, 1885, presented  
at the SECOND ANNUAL MEETING, held at the  
MANSION HOUSE, Friday, March 26th, 1886.*

THE RIGHT HON. THE LORD MAYOR  
*IN THE CHAIR.*



OFFICES :  
14A, CLEMENT'S INN, STRAND, W.C.



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ON

## THE DWELLINGS OF THE PEOPLE.

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# Report of the Mansion House Council on the Dwellings of the People,

*The Second Annual Meeting, held at the Mansion House,  
Friday, 26th March, 1886.*

THE LORD MAYOR IN THE CHAIR.

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THE Second Annual Meeting of the Council was held at the Mansion House on Friday, March 26th, 1886.

The Right Hon. the Lord Mayor took the Chair at 4 p.m., supported by His Eminence Cardinal Manning, the Dean of Westminster, Canon Gregory, the Right Hon. J. G. Hubbard, M.P., the delegate Chief Rabbi (Dr. Adler), Sir Robert Rawlinson, Sir Orfeur Cavenagh, Sir T. F. Buxton, Lady Helen Stewart, Sir Lewis Pelly, M.P., General Goldsworthy, M.P., Mr. Alexander, M.P., Mr. G. Bartley, M.P., Mr. T. Bigwood, M.P., Mr. Evelyn, M.P., Mr. Ince, Q.C., M.P., Mr. Johns, M.P., the Hon. C. W. Freemantle, C.B., Mr. H. Green, M.P., Mr. Geo. Godwin, F.R.S., Mr. Justice Pinhey, Mr. F. D. Mocatta, the Rev. Brooke Lambert, Rev. Canon Murnane, Rev. Prebendary Stanley Leathes, Rev. Prebendary Whittington, Rev. Septimus Hansard, Rev. Prebendary Harry Jones, Rev. Burman Cassin, Rev. W. Martin, Rev. Mark Wilks, Rev. G. W. M'Cree, Rev. G. S. Reaney, Rev. Dr. Hiles Hitchins, Rev. A. H. De Fontaine, Rev. T. W. Nowell, Rev. T. Yates, Rev. W. Donne, Rev. C. J. Robinson, Rev. W. Thompson, Rev. M. P. Fannan, Rev. W. Spensley, Dr. Dudfield, Dr. G. B. Longstaff, Dr. Alfred Carpenter, Mr. Shirley Murphy, Captain Douglas Galton, Mr. F. W. Buxton, Mr. J. H. Allen, J.P., Mr. P. M. Martineau, J.P., Mr. F. O. Crump, Q.C., Mr. J. Guedalla, Mr. F. Nettlefold, Mr. James Hole, Mr. A. K. Connell, Mr. W. H. Kesteven, Mr. C. Sawell, Mr. A. E. Franklin, Mr. John Hamer, *Hon. Sec.*, Mr. E. Lewis Thomas, *Executive Officer*, Dr. Louis Parkes, *Medical Officer*, and others.

The Honorary Secretary, Mr. Hamer, having read letters expressing regret at being unable to attend, from the Archbishop of



Canterbury, the Marquis of Salisbury, the Marquis of Ripon, the Bishop of London, Sir Richard Cross, Mr. Childers, and Mr. Goschen, then presented the Report of the Council for the past year.

Cardinal Manning, in moving the adoption of the Report, said he did so with much pleasure, as it had been drawn with a very minute knowledge of the recommendations of the Royal Commission on the Housing of the Poor. He said that he must convey a very strong belief that the Council and its operations were precisely what the Royal Commission would have invoked and most earnestly recommended. There was a large body of legislation laid before the Commission by the exceedingly able Secretary of the Local Government Board (Mr. Owen), so minute and so complete that their first feeling was that they did not know what more to ask from the Legislature. But then came the question, Why was the condition of the houses of the poor so intolerable? The answer was that there had been an inertness, partly arising from want of care, and very largely arising from personal interest of the members of Vestries, which had entirely paralysed the execution of the existing laws. The appointment of the twenty-one Committees in connection with the Council appeared to him to be the most directly efficacious mode of insuring activity on the part of the Vestries. He did not wish to bring any accusation against or to pass any censure on any of the Vestries, but he might say that the evidence taken before the Royal Commission abundantly showed that inertness and interest had been sufficient to defeat the efforts in respect of the housing of the poor. The condition of the houses of the poor was one that he conceived to be a scandal to a great, civilised, rich, and Christian city like London. He was rejoiced to hear that as many as 6,000 cases had been dealt with during the past year, at an expenditure of less than £1,000, because it showed that there had been charity, self-devotion, zeal, and earnestness. These were the greatest forces in the world, more than gold or silver, and if they could only multiply these they would supply what the Royal Commission found to be wanting—namely, a power, a motive-spring whereby the existing laws which were so adequate might be put into execution.

Canon Gregory seconded the motion, and referred to the difficulty there was in putting the existing sanitary laws in force.

The motion was agreed to unanimously.

The Dean of Westminster moved :—That the best thanks of the Council be and are hereby given to the Right Hon. the Lord Mayor



for his courtesy in granting the free use of a Committee Room, and to Sir R. N. Fowler, Bart., M.P., for his kindness in acting as Hon. Treasurer to the Council.

The motion was seconded by the Rev. Dr. Adler, Delegate Chief Rabbi, and carried unanimously.

The appointment of the Executive Council was proposed by George Godwin, Esq., F.R.S., seconded by the Rev. Mark Wilks, and carried.

The formation of the Central Sanitary Aid Committee was moved by Sir Robert Rawlinson, seconded by Dr. Dudfield, and adopted.

The vote of thanks to the Right Hon. the Lord Mayor for presiding was proposed by Sir Lewis Pelly, M.P., and seconded by J. Bigwood, Esq., M.P.

The Lord Mayor replied, and stated that it had been a pleasure to place a room in the Mansion House at the disposal of the Council. There was a great necessity for the Council, and there would be a necessity for it for several years to come. He thought the Council was doing one of the most useful works that could possibly be put before a body of citizens, and he trusted that it would have a long career of usefulness.

The meeting then terminated.



## R E P O R T .

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DURING the past twelve months the operations of the Council have been vigorously prosecuted in most of the districts included in the Metropolitan area. This has been done chiefly through the medium of Local Committees instituted at the establishment of this Council, but latterly also by means of paid Inspectors under the control of the Executive Officer. A detailed report of the work of the Local Committees and their present condition is appended hereto; but it will be gratifying to the members to know that nearly six thousand cases of insanitary conditions have been dealt with during the year.

The most important events that have occurred since our last Annual Meeting in connection with the object the Council was established to promote, have been the publication of the Report of the Royal Commission on the Housing of the Working Classes, and the passing of a short Act, as the outcome of that Commission, entitled "The Housing of the Working Classes Act, 1885." The facts brought out by the evidence laid before the Royal Commission have more than abundantly justified the necessity for the existence of such a Council as this; and the deplorably insanitary condition of very many districts in the Metropolis has shown the need for still greater outside pressure being brought to bear upon the local authorities, whose duty it is to remedy these evils by the enforcement of the sanitary laws that at present exist; and also the necessity for further agitation for the reform and consolidation of the Sanitary Acts themselves.

The Council may fairly lay claim to having taken the initiative in putting into practical application some, at least, of the recommendations of the Royal Commission. The Council, in June last, communicated with the Home Secretary, and succeeded in obtaining a public inquiry into the condition of the parish of St. James and St. John, Clerkenwell. This inquiry, originally asked for by the Vestry, but limited to a very small area, was, on the suggestion of this Council, enlarged by the Home Secretary, and made to include several hundreds of houses, special reports upon which had been laid before the Home Secretary by the Council. The inquiry was held under the Presidency of Mr. Cubitt Nichols, on behalf of the Home Secretary; the Vestry were represented



by two members of their body, and Mr. A. Philbrick, Q.C. ; and this Council was represented by Dr. G. B. Longstaff, J. H. Allen, Esq., J.P., Dr. Parkes, and Mr. E. L. Thomas, our Executive Officer. The inspection of the houses occupied a week, and the public inquiry, at which witnesses were examined, occupied two days. The report has not yet been presented, but is promised in a few days.\*

In October a similar inquiry was asked for into the sanitary condition of the parish of Mile End Old Town; and this also, your Council are happy to state, was ordered to be held by the Home Secretary in January last. The inspection of the district occupied a week, and thanks to the energetic action of the Local Committee, and of Capt. Gretton, the Hon. Sec., the Council were, through their representative, Mr. Thomas, able to lay very fully before the Commissioner the details of several hundreds of cases of neglect on the part of the Vestry to enforce the Sanitary Acts ; and although the official report has not yet been laid before Parliament, the Council hope that it will be forthcoming very shortly. Meantime, it is noteworthy that the Medical Officer of Health has been requested by his Vestry to resign.

In both these cases, whatever the ultimate result may be, the immediate effect has been highly beneficial. In Clerkenwell, for instance, where the Medical Officer of Health and the Solicitor to the Vestry have constantly insisted that they and their Vestry had no powers under the Acts to insist upon such essential sanitary conditions as the supply of water to water-closets, since the inquiry the Sanitary Inspectors of the Vestry have, in more than one case, instituted proceedings before the Magistrates, which have resulted in the levying of heavy fines upon owners who have neglected this duty. In December last the Vestry decided to order the supply of water and proper flushing apparatus to all water-closets throughout the parish.

During the present month (March) the Vestry has still further strengthened the hands of their Inspectors by permitting them to take proceedings before the Magistrate after the expiration of the statutory notices without waiting further permission from the Vestry. It is also worthy of note that this Vestry has recently taken the final step in the demolition of a very unhealthy closed-in court by going to arbitration. This is, we believe, the first case in which the Clerkenwell Vestry has taken proceedings under Torrens's Act.

\* The report has since been received, and is printed in full in the Appendix.



Generally, both in Mile End and Clerkenwell, there has been considerably increased activity on the part of the sanitary authorities, which activity has not been without its effect upon adjoining parishes. And your Council is to be congratulated upon having, so far at least, stirred up the various Vestries, and created, if only temporarily, a sense of responsibility in those bodies as to the necessity for the enforcement of the law.

So many attempts have been made to deceive the public by putting up insanitary dwellings under the title of Model Dwellings, that the Council are pleased to report that in the parish of St. George's, Southwark, a large block has been ordered to be closed as unfit for human habitation. Inquiries as to others of a like fictitious and misleading character are in progress with a view to their exposure and removal. A block in Mile End parish was brought before the Commission in the recent inquiry, and orders have since been given for very material and important alterations.

In addition to these inquiries, the Council have taken proceedings in a special case before the Magistrates in Petty Sessions, and with a successful result. This is the first time in the Metropolis that a case has been taken before a Bench of Magistrates instead of the Stipendiary of the District, and that a private society or individual has tested the method of procedure under the Sanitary Acts in case of default of the local authority.

It will be seen from the Report of the Executive Officer that there are at the present time, in connection with the Council, 21 Local Committees fully at work; and the Council cannot lay too much stress upon the value they attach to the voluntary labours given by those bodies. The ladies and gentlemen composing these Committees have a very arduous and delicate task to perform; but the Council are happy to report that the local authorities and their officers are gradually becoming less hostile, and in many cases show a greater disposition to welcome the co-operation of the Committees of the Council. It is felt, however, that these Committees might, with great advantage, be strengthened and increased if more volunteers were forthcoming; and the Council appeal to the public, especially to such as have time at their disposal, to come forward and help by personal labour in this direction.

The operations of such Local Committees as had been actively at work, and the inquiries pursued from the Central Office, under the direction of the Executive Officer, revealed the existence of so great a number of insanitary conditions all over the Metropolis, that in



September last the Council determined to engage the services of two Inspectors, whose whole time should be given to the prosecution of the work of the Council. These Inspectors have been hitherto mainly occupied in districts where it has been impracticable, so far, to establish or maintain Local Committees; but it is intended that they shall in future, so far as it may be possible and desirable, give special aid when it shall be required in any particular district at the request of the Local Committee.

Although the efforts of the Council have been most strongly directed to keeping down the expenses connected with the carrying out of the work which the Council has set itself to perform, it was found necessary to make a special appeal for funds in March last—an appeal which was generously and promptly responded to by a few of the warmest friends and supporters of the Council.

The administrative expenses were, at the same time, cut down to a minimum, and, as will be seen from the financial statement, the very extensive work conducted by the Council is—thanks to the rigid economy insisted upon, and the voluntary aid placed at the disposal of the Council—carried on at the smallest possible expenditure of money. The Council feel that still more effective work could be undertaken by them were their funds placed upon a more permanent and reliable basis, and they appeal with confidence to the public who sympathise with their work to come forward and help them by substantial aid in the shape of annual subscriptions.

In their last Report the Council drew attention to the chief points requiring amendment in the Sanitary Acts. Most of these were embodied in a Bill, entitled “The Public Health Metropolis Bill,” introduced into the House of Lords by the Marquis of Salisbury last August. This Bill was ordered to be printed; but, unfortunately, up to the present time it has not been proceeded with. The Council would urge upon its members the importance of some such Bill being forthwith introduced into Parliament, as their further experience has strongly confirmed them as to its desirability. If such a Bill were passed it would do much to remove the great diversity of practice in the various sanitary districts of the Metropolis, and would prevent the many fallacious interpretations of law which some sanitary officers at present are glad to be able to twist from the Acts. Whereas more than ten years ago the sanitary laws, as they affect the whole of England outside the Metropolis, were codified and simplified, those which regulate the Metropolis were allowed to remain the confused unintelligible mass that they are at present.



We cannot more strongly condemn this evil than is done in the Report of the Royal Commission on the Housing of the Working Classes, where it says:—

“The recapitulation of existing legislation at the commencement of the Report shows that if efforts have been made in Parliament to improve the dwellings of the poor, the result has been to make knowledge as to the remedies for the evils attainable only by a very difficult and elaborate study. The Local Government Board recognised the almost justifiable ignorance of the powers given by the law, when at the end of 1883 they issued the circulars and digests of statutes already referred to, but the bulkiness of these papers is in itself a proof that the form in which the laws at present exist makes a mastery of their provisions a heavy task, even for a lawyer or a specialist. When it is considered in whose hands the administration of the law, under the most favourable circumstances, must rest, it is too much to expect that medical officers, however zealous, and clerks to local bodies, however active, should be competent to be ready at all times with accurate advice on the points continually arising. Such questions are founded on legislation spread over a period of more than thirty years, are often of a litigious character, and always involve personal and pecuniary interests.

“If all the enactments bearing on the subject were consolidated, it would not be possible for a responsible official to come forward and state that a ‘vestry had never turned their attention to 35th section of the Sanitary Act.’”

The relations of the Medical Officers of Health to the Vestries, the status of Sanitary Inspectors, and the position of District Surveyors still remain as unsatisfactory as ever, whilst the absence of compulsory laws as to registration of ownership of property, notification of cases of infectious disease, the regulation of tenement houses, the establishment of public mortuaries, and the arrangement for the removal of dust are still very prejudicial to the public health. The power that the water companies possess of cutting off the supply to houses owing to non-payment of rates by the owner is, in the opinion of the Council, one which should be removed without further delay.

As emphasising one of the evils referred to above, the Council regret to have to report that one active and exemplary Medical Officer of Health has found it necessary during the year to relinquish his post in consequence of the difficulties he had to encounter at the hands of certain members of his Vestry, which rendered it impossible for him efficiently and conscientiously to continue the discharge of his duties.



The Council have prepared a short Bill to amend the "Metropolis Local Management Act, 1855" in respect to the payment and removal of Medical Officers of Health, and also of Inspectors of Nuisances, which Bill they hope shortly to have introduced into the House of Commons.

Two other matters of minor importance, but the remedying of which would greatly facilitate the enforcement of the Sanitary Acts, the Council hopes to see included in such an Act as the Public Health Bill before referred to. These are—first, the assimilation of procedure under the Nuisances Removal Acts to that under the Metropolis Local Management Act; and second, the power to close houses reported under Torrens's Acts pending proceedings.

An important memorandum by the Marquis of Salisbury was included in the Report of the Royal Commission with reference to the disposal of the sites of various Metropolitan prisons for the purpose of their utilisation by the erection of Artisans' Dwellings. The Council regret that up to the present practical effect has not been given to Lord Salisbury's suggestion. They would have been glad to have seen the establishment of a Public Trust, whereby these sites might have been acquired on favourable terms. So valuable and important an opportunity of providing dwellings for the actual labouring classes upon localities especially suitable to their wants and requirements ought not to be allowed to escape.

The Duke of Westminster and the Marquis of Northampton have both set worthy examples in the letting of land on favourable terms for the erection of Artisans' Dwellings.

The Council have to thank the President of the Local Government Board and the Home Secretary, under both the present and preceding Administrations, for the courteous manner in which their recommendations have at all times been received, and for the prompt recognition on the part of those authorities of the value of the services which the Council has been able to render to the enforcement of Sanitary Law in the Metropolis.



## REPORT OF THE CENTRAL SANITARY AID COMMITTEE.

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THE work of the Committee has been carried on for the last year as far as possible on the lines laid down at the beginning of its existence, and without material alteration, except as to one point in the employment of paid assistance in the verification of complaints in districts where Local Committees of the Council have not been formed as yet. The means thus afforded of gaining a knowledge of the sanitary condition of districts where no Local Committee of the Council exists, have been found most useful, and, moreover, have enabled the Central Committee promptly to deal with the complaints made to them in these areas.

The duties of the Local Committees have continued to be, therefore, the ascertaining of the condition as to health matters of the districts allotted to them; and the receiving and dealing with complaints which are sent to them.

*The sources* from which information is obtained remain as various as last year; the chief, of course, is the personal knowledge of the members of the Committees. Many complaints are forwarded to the Committees by benevolent and charitable organisations in their districts, as the clergy, district visitors, school board visitors, Charity Organisation Society visitors, &c., while a very great number are received by Committees from the complainants direct. The number of complaints made in this way is continually increasing, as the poorer class of tenants is learning that all communications are received in strict confidence, and acted upon only after personal inquiry and verification by the Local Committee in the name and on the responsibility of the Committee.

The fear of being known to complain—fear of landlord or fellow-lodger—which in so many cases prevents the direct complaint to the sanitary officers, shows the great value of the existence of Local Committees as a protection to the tenant.

Although the number of Committees has not been increased in the past year, no effort has been spared in strengthening those that already do exist, and extending their operations. The experience of the Council shows that the greatest care is necessary in starting new committees in order that only those fitted to assist in the work should be allowed to join them. An important point in the success of a Local Committee is that a portion at least of its members should be connected with the district in which the Committee acts; in order that this may be so, the growth of the Committee must be more or less spontaneous.



The Council, however, is most anxious to enlarge its operations, so as to cover with Local Committees the whole of the Metropolitan area at least, and with this object aid is invited to promote the formation of Committees in those districts in which they do not at present exist.

### Local Committees and Local Authorities.

The success of the different Local Committees has, of course, varied, not only on account of the energy, activity, and numbers of the members who compose them, but also with the efficiency of the local sanitary authority, and the degree of importance attached by the latter to the proper discharge of its duties. In some areas where the sanitary department is in the hands of able, vigorous, and conscientious officers, acting under a Vestry or Board fully alive to its responsibilities, but little remains for the Local Committee of the Council to do but to supplement the authority; while in other districts, where the Vestries or District Boards endeavour to render inoperative the exertions of their officers, or the sanitary officers themselves seem to be exercised in finding reasons why sanitary laws need not be enforced, the Local Committees have much more to do.

In areas of the first description, the existence and action of the Local Committee are welcomed by the constituted authority as those of a useful ally; in fact, a fairly accurate estimate of the desire of Vestries and District Boards to promote sanitation may be made from their attitude towards amateur voluntary assistance, and the degree in which they welcome voluntary efforts.

In the spring of the year many of the Local Committees availed themselves in great numbers of the opportunity of becoming practically acquainted with the details and differences of the various sanitary appliances at the Parkes Museum of Hygiene, in Margaret Street, W.; Dr. Louis Parkes, the medical officer of the Council, kindly accompanying the various parties, and giving an able explanatory lecture.

During the year a very large number of cases have been dealt with by the Local Committees, nearly three thousand having been under their consideration, while in the same period the Central Committee has investigated no less than two thousand seven hundred.

The work, large as it is, measured by numbers, cannot be gauged by figures alone. When it is remembered that each case entails three or four visits, or more in many cases, an immense amount of labour will be seen to have been accomplished. Many cases too involve several points of insanitation, affecting the occupants sometimes of a whole street.

The method of dealing with cases is generally as follows:—Notification of the case having been received by the Local Committee, perhaps from an anonymous correspondent, it must first be verified by a member



of the Committee. It is then brought before the Committee to decide what shall be done with it on the consideration of the visitor's report. If the report shows a sanitary defect which can be dealt with by the sanitary authorities under the existing law, it will be brought to the notice of the owner, and then if without effect, referred to the sanitary authority or its officers.

Those cases which relate to the water-supply are usually referred to the water company, and if they point to a waste of water, they generally receive from the water company prompt attention, pecuniary considerations no doubt lending force to the Local Committee's remonstrance. One water company at least greatly appreciates the efforts of the Sanitary Aid Committees, and has supplied all those existing in the area served by the company, with stamped directed envelopes for the forwarding of complaints.

The degree of welcome with which complaints have been received by the various sanitary authorities and their officers, as has been said before, is in some way a measure of their desire to improve the sanitary condition for which they are responsible ; but many officers who at first were not disposed to consider the formation of a Sanitary Aid Committee in their districts an unmixed blessing, have on closer acquaintance been compelled to admit that they may be valuable auxiliaries.

In some instances, by the operations of our Committee, the legally constituted authorities have been enabled to correct errors in the interpretation of the Sanitary Acts, both as to what is their duty under these Acts and as to what constitutes a nuisance. In several districts the keeping of a book for the entering of all complaints and the orders of the board upon them as required by the Metropolis Management Act, 1855, Section 133, had never been attended to. Owing to the action of the Local Committees this has been altered. At the instigation of one Committee such book is now always produced at the meeting of the Sanitary Committee of the Vestry, and thus it is at once seen that no complaints are allowed to be neglected.

The difficulties to be contended with by the Local Committees vary in the different districts. In some districts the authority may delay the issue of orders for the execution of the works necessary to abate the nuisances existing in its area, another may be willing enough to issue the orders, only to follow them up by others which it will allow to be ignored with the same impunity as those which preceded have been, and those which follow will be.

The very number of "orders issued," upon which some authorities in their annual statistics pride themselves, is a confession of inefficiency when compared with the number of nuisances abated, showing that months have been allowed to intervene between the complaint and the remedy.



## Status of Sanitary Inspectors.

One important cause of the arrears in sanitary work is the altogether inadequate number of inspectors engaged in sanitary work. A good result directly due to the action of the Council and its Local Committees is the great increase in the number of inspectors which has already been made, although a still greater increase in their number is demanded, and, more important still, a higher proficiency in their qualifications. In one district, where the District Board of Works could see no need for the establishment of a Sanitary Aid Committee, the result which ensued from its activity was the increase of the number of the Board's Sanitary Inspectors from two to six!

This is an example which compares favourably with some districts—as Mile End for instance, where the Vestry has so high an idea of its responsibility as a sanitary authority, that it considers one man capable of discharging all the duties of a Sanitary Inspector, and Inspector under the Food and Drugs Act, for a population of over 110,000 inhabitants occupying more than 14,000 houses.

The Council considers it of the greatest importance that Inspectors of Nuisances should possess some qualifications pointing to their fitness for their post, such as the certificate from some recognised public body. The having been “something in the jewellery trade,” or an ex-postman, or an upholsterer's carman, can hardly point to any special qualification for the important office of a Sanitary Inspector.

It is absolutely impossible in many districts for the Sanitary Inspectors to do more than attend to cases in which they receive complaints, instead of having time for discovering nuisances themselves. The consequence is, directly the Sanitary Inspector appears at a house let out as a tenement house, the landlord knows that some one must have complained, and immediately proceeds to find out who has complained, with a view to getting rid of so disagreeable and “unsuitable” a lodger; the result being that lodgers will bear almost any inconvenience rather than complain to the authorities direct. The only remedy is such an increase of the sanitary staff as will enable the inspectors periodically to visit all the poorer houses at least in their district, and make a thorough inspection of them. When this is the case we shall no longer hear in answer to the question, “When did you see the Sanitary Inspector last?”—“Oh, he never comes here.”

Attention should also be given to the point that a Sanitary Inspector should be compelled to give the whole of his time to sanitary work, and not be allowed to undertake other work, and least of all the agency of poor property, as is the case in one East-end district.



## Regulations for Tenement Houses.

Bad as is the condition of the Sanitary Laws which affect London, the administration of them is far worse in many districts of London, while, on the other hand, no praise can be too high for the manner in which the sanitary departments of some Vestries, as those of Kensington and St. George's, Hanover Square, are managed; and these districts clearly show what can be done where the authorities are anxious to improve the condition of their districts, and not merely to accomplish the minimum amount of work which will escape adverse criticism. In the districts where houses sub-let into several separate tenements largely abound, a fair test of a sanitary authority's desire to improve its district is afforded by the question—Has it adopted regulations for houses let in lodgings as it is empowered to do under Section 35 of the Sanitary Act, 1866, and Section 47 of the Sanitary Act of 1874? The importance of these regulations is seen when it is stated that under them a local authority has power to make rules for:—

- “1. Fixing the number of persons who may occupy a house, or part of a house, which is let in lodgings, or occupied by members of more than one family.
- “2. Registration of houses thus let or occupied in lodgings.
- “3. The inspection of such houses, and the keeping the same in a cleanly and wholesome state.
- “4. Enforcing therein the provision of privy accommodation and other appliances and means of cleanliness in proportion to the number of lodgings and occupiers, and the cleansing and ventilation of the common passages and staircase.
- “5. The cleansing and lime-whiting, at stated times, of such premises.
- “6. The ventilation of rooms.
- “7. The paving and draining of premises.
- “8. The separation of the sexes.
- “9. Notices to be given, and precautions to be taken, in case of any dangerous, infectious, or contagious disease.”

The necessity for adopting such regulations has been pointed out by the Local Government Board in a circular letter which it addressed to the Vestries and District Boards in December, 1883, at the same time forwarding model bye-laws as a guide to the various authorities in drawing up the regulations.

For months many of the authorities calmly ignored the communication; and at the present time, out of the thirty-nine local authorities, only range nineteen have adopted regulations.

A curious illustration of the attention which sanitary matters receive



at the hands of some of the authorities is afforded by the fact that shortly after the passing of the Sanitary Act of 1866, which gives the power of adopting these bye-laws, a District Board in whose area the houses affected by the rules largely predominated, appointed a Committee to draw up bye-laws, having, as it stated, "adopted the principle of registration." When public attention was drawn to the value of these bye-laws recently, this Board proceeded to investigate the question afresh, and it was found that the Committee appointed eighteen years before had not even reported the holding of a single meeting to the Board! The Board then, with great vigour, had a draft code of regulations framed by its Medical Officer, which it submitted to the Local Government Board, as the confirming authority, for approval. The Local Government Board suggested one or two alterations, which apparently not meeting the approval of the District Board, the latter has again seemingly shelved the matter by closing the correspondence with the Local Government Board.

It is, however, but little good adopting such regulations if it is merely done to avoid inquiry, for the regulations may be little more than a dead letter unless vigorously enforced. Such indeed was the case in Mile End, where the regulations were confirmed by the Local Government Board on the 14th of March, 1885; but on the 19th of January, 1886, only twenty-nine houses had been placed on the register out of 10,000 houses which come within the scope of such regulations.

It is, however, useless to expect a more intelligent view of its responsibilities and duties to be taken by a Vestry or District Board while the present apathy and indifference exists among the ratepayers as to who are Vestrymen and members of District Boards of Works. Unless the public will bestir itself and prevent the election of Vestrymen whose sole object is to serve their own ends and those of their friends, it is useless to look for great improvement in matters relating to health.

Some idea will be gained of the interest taken in the election of Vestrymen, to whom is entrusted the administration of the laws affecting the health of the Metropolis, when it is recorded that in one ward, with 800 electors, seventeen votes are sufficient to place a man at the top of the poll; and that in one ward at Shoreditch ratepayers who had simply attended to record their votes were forced into office, and that in another ward an auditor could not be appointed for want of a duly qualified ratepayer!

The want of a just appreciation of the duties they seek to discharge is often seen in candidates for election of Vestrymen, when the sole recommendation they have to offer the electors is a promised reduction of taxation without the slightest regard to efficiency.

Another reason of the absence of devotion to duties in some Boards is caused by the absence of direct responsibility of members of District



Boards, the members being mere nominees of the various Vestries which are formed for the purposes of local government, under Schedule B of the Metropolitan Management Act, into District Boards.

In no Board is this disregard of the wishes of its constituency shown more than in the Metropolitan Board of Works.

### Proceedings before Magistrates.

During the past year the Council have tested the method of procedure by private individuals under the Sanitary Acts.

The case selected was that of a house situated at 194, Globe Road, Bethnal Green, and the facts of the case of which were as follows :—Four-roomed house, occupied by seven persons ; condition filthy ; ceiling and walls black ; small unpaved yard in rear, condition dirty ; drains untrapped ; dust-bin, none at all ; w.c. in yard, state of repair bad, no supply of water, and, as might be expected in consequence, pan blocked and half full of soil—had been brought to the knowledge of the sanitary department of the Vestry of Bethnal Green.

Whether because the agent who collected the rent (and who is the owner within the meaning of the Sanitary Acts) was an officer of the Bethnal Green Vestry, or for some other reason, it is impossible to say, but, at all events, for several months nothing was done by the Vestry. On October 19, 1885, Mr. Jackson Smart, on behalf of the Mansion House Council, appeared before the Magistrates of the Tower Division in support of a summons taken out by the Council. The Magistrates, having heard the evidence of the Inspector and Medical Officer of the Council, considered the case fully proved, and made an order for the abatement of the nuisance and execution of the necessary work.

On the 1st of February, 1886, the order of the Magistrates not having been obeyed, Mr. E. Lewis Thomas, barrister, the Executive Officer, appeared for the Council before the Magistrates to get the order of October 19 enforced. Mr. Abbott, solicitor, appeared for the defendant, and objected to the informant at whose instigation the summons was issued as not having suffered injury by the nuisance. The objection having been overruled, Mr. Abbott undertook, on behalf of the defendant, that the order of the Magistrates should be obeyed, and works executed to the satisfaction of the Mansion House Council.

It may be useful to here point out that by Section 13 of the Nuisances Removal Act, 1860, power is given to private individuals to proceed as the sanitary authority are empowered to in the same parish with respect to nuisances on private premises ; this power is enlarged by Section 53 of the Sanitary Act, 1874, to include nuisances on public or private premises.

This is the first time that proceedings have been taken by private



individuals or a society before the Justices in the Metropolis for the abatement of a nuisance. It may not be out of place to say that, with the exception of two sanitary authorities, all prosecutions under the Metropolis Management and the Nuisances Removal Acts are taken before the Police Magistrates, but as their courts are usually greatly crowded with other cases, much time of the Sanitary Officers is wasted while waiting until their cases are called on. Great delay and waste of time could be avoided by taking proceedings before the Bench of Magistrates in Petty Session.

### Lethargy of Authorities.

The repeated intimations of the Clapton Committee to the sanitary authorities in Hackney having produced no effect with regard to certain houses in Homerton High Street and Glynn's Cottages, the Local Committee referred the cases to the Central Committee in July, 1885. It then appeared that from as far back as March, 1884, the condition of the houses had been brought to the knowledge of the sanitary authorities, who had done practically nothing to remedy the matter, the Local Committee being informed by the Hackney Board of Works in April, 1884, "that these houses are about being pulled down, so no structural works such as water-supply to closets can be ordered to be done."\*

After inspection by the Medical Officer of the Council, the Local Committee was advised to report the houses as provided under Section 12 of the Artisans' and Labourers' Dwellings Acts, 1868, which provides that, "If and whenever four or more householders . . . represent to the Officer of Health . . . any premises are in a condition or state dangerous to health, so as to be unfit for human habitation, he shall inspect the premises and report thereon."

On receipt of this representation, the Medical Officer of Health did inspect and report to the Hackney District Board of Works that certain of the houses in his opinion were unfit for human habitation. It then transpired that the owner of the houses was a Mr. Fradd, the possessor of a considerable amount of house property in the district. Mr. Fradd is at present a member of the Hackney District Board of Works, Trustee for the District, a member of the Finance Committee, a present Guardian, a Vestryman and member of the Sanitary Committee, and formerly a member of the General Purposes Committees, and Chairman of the House Committee of the Hackney District Board of Works!

When such persons are the masters of the officers entrusted with enforcing the Sanitary Laws, it is too much to hope for a fearless discharge of their duties by those officers. The remedy for this state of things was clearly pointed out in the suggestions of the Council in its last Annual Report: "A member of a Board guilty of infraction of

\* These houses were still standing on the 12th of April, 1886.



the Acts such Board has to enforce, should *ipso facto* cease to be a member of the Board."

Another attempt at remedying this grave drawback to Sanitary Administration was attempted by the Council. A Bill requiring the appointment and removal from office of Health Officers and Sanitary Inspectors by Local Boards and Vestries, to be confirmed by the Local Government Board, was prepared by the Council, but in consequence of the lateness of the Session, the Bill was not even printed. If such confirming authority existed, the Health Officer and Sanitary Inspector would know his energy and activity could no longer be the real cause for his enforced retirement under some other pretext. A copy of the draft Bill will be found in the Appendix.

The reality of this evil, with which the Council up to now have not been successful in grappling, is evidenced by the fact that during the past year the excellent Medical Officer of Health for St. Pancras felt it necessary for the protection of his own self-respect to resign, and this is not the first time an able officer has been driven from the ranks of Public Health Officers by the St. Pancras Vestry.

It is here needful to point out that it is not necessary for the domination of the house-farming interest to exist upon the Sanitary Committee; it is just as hurtful if it occurs upon the General Purposes Committee, or the Committee which would consider the question of the increase of officers' salaries, or the retention of their services.

### Clerkenwell Inquiry.

The hostility of two Vestries to all Sanitary Reform, and the manner in which all complaints formulated by the Local Committees of the Council in their districts were received by these two Vestries, was brought to the notice of the Council early in the year.

In the case of the Vestry of Clerkenwell, no less than 464 cases had accumulated in the hands of the Local Committee. On March 3rd a communication was addressed to the Vestry, and in reply a copy of the Report of the Medical Officer of Health for the parish on the houses referred to was forwarded. In it the following remarks occur:—

"I have received several communications from this Council, which appears to me a body utterly unacquainted with the law, finding fault with mere trifles, and, to a certain extent, interfering with the active sanitary work which has been for many years in progress in the parish.

"During the last six months, in view of the possible approach of cholera, nearly every house has been inspected by our inspectors, the work still going on, and any defects found have been duly reported, many remedied, and others in hand. Hence these irregular communications are not only useless but confusing."

As it was useless further communicating with this Vestry, a letter



was sent from the Council to the Local Government Board, drawing the Board's attention to an enclosed copy of the correspondence with Clerkenwell Vestry, and concluding with the following sentence :—

"I also beg to draw your attention to the report of an inspection of 464 houses in Clerkenwell, as shown in the postscript of my letter to the *Islington Gazette* of April 1st, and to ask that such evident neglect as is there shown to administer the Sanitary Acts may be made the subject of an inquiry, as provided by Section 49 of the Sanitary Act, 1866."

A dispute having arisen in the Clerkenwell Vestry as to the condition of a house, 7, Baynes Court, owned by a Vestryman, the Vestry requested an unbiassed opinion upon the condition, and asked the Local Government Board to inspect the premises.

In consequence, a further letter was addressed by the Council to the Local Government Board, pointing out the request in our previous letter, and asking that if an inspection were made, it might be extended, not only to 7, Baynes Court, but to all the houses included in the Mansion House Council's report.

The following letter, in reply, was received, giving the most extraordinary reason for not holding the inquiry by the Local Government Board :—

"LOCAL GOVERNMENT BOARD,  
"Whitehall, S.W.

"12th Aug., 1885.

"SIR,—I am directed by the Local Government Board to advert to your letter of the 3rd ultimo, respecting the sanitary condition of certain premises in the parish of Saint James and Saint John, Clerkenwell, and I am to inform you that the Board are in communication with the Secretary of State for the Home Department on the subject.

"I am at the same time to state that it has not been the practice of the Board to undertake such an inquiry as is suggested in your letter with regard to the action of a local authority in the Metropolis with respect to ordinary nuisances.

"I am to add that it should be borne in mind that if the local authority of the district fail to take proceedings in any case of nuisance, any inhabitant of the place or any owner of property therein, or any other person aggrieved or injured thereby may, under the 23rd and 24th Vic., cap. 77, sec. 13, and the 37th and 38th Vic., cap. 89, sec. 53, institute proceedings in respect of any nuisance with regard to which the local authority are deemed to be in default, in like manner as if he were the local authority.

"I am, Sir, your obedient Servant,  
(Signed) "C. N. DALTON, *Assistant Secretary*.

"JOHN HAMER, *Esqre.*,

"Hon. Sec. to the Mansion House Council,

"14a, Clement's Inn, W.C."



In reply the following letter was despatched :—

“ MANSION HOUSE COUNCIL,

“ Aug. 28th, 1884.

“ SIR,—In answer to your letter of the 12th inst., I am requested by this Council to say that it is glad to learn that the Local Government Board have communicated with the Home Secretary, respecting the neglect of the Vestry of Clerkenwell in enforcing the provisions of the Sanitary Acts, and the Council will be obliged if you will let them know the result thereof.

“ While thanking you for quoting the sections of the Acts giving power to private individuals to proceed, and which were of course well known to this Council, I am directed to point out that the neglect of the Vestry of Clerkenwell is not confined to a few isolated cases, to which the application of these sections would afford adequate remedy.

“ I am therefore to further press upon the attention of the Local Government Board the magnitude of the neglect, and to suggest that although it has not hitherto held such an inquiry as is asked for, that it should do so in this case under Section 49 of the Sanitary Act, 1866 (29 and 30 Vict., cap. 90, sec. 49).

“ I am, Sir, yours obediently,

(Signed) “ JNO. HAMER.

“ To the Secretary,

“ Local Government Board.”

A letter was then addressed to the Home Secretary, requesting him to extend the proposed inquiry to include the houses reported upon by this Council. This request was acceded to, and a list of the houses was forwarded to Mr. D. Cubitt Nichols, who was appointed by the Home Secretary to conduct the inquiry.

Mr. Nichols opened the inquiry at the Vestry Hall, Clerkenwell, on Wednesday, Oct. 28, 1885, Messrs. Goode and Robson acting on behalf of the Vestry.

At this meeting it was arranged that Mr. Nichols should make a personal inspection of the houses referred to in the list of the Mansion House Council. He was accompanied on the inspection by Dr. Griffiths, as representing the Vestry, and Dr. Louis Parkes, on behalf of the Council.

The public inquiry was resumed at the Vestry Hall on Wednesday, Nov. 11, 1885, and continued on Nov. 14, 1885. Mr. Philbrick, Q.C., represented the Vestry, and Mr. E. Lewis Thomas, barrister, the Council.

It may be briefly stated that the following points were insisted upon by the Council, and urged upon the attention of the Inspector of the Home Office :—

“ That the defects to which the notice of the Inspector had been drawn in his visits to the houses mentioned in the list supplied to the Local



Government Board by the Council, were nuisances injurious to health, the remedy of which could be enforced by the Vestry.

"That water-supply to water-closets and provision of proper dust-bins could and should be enforced, under Section 81 of the Metropolis Management Act, 1855.

"That it was the duty of the Vestry to see that the houses of their district were supplied with a proper water-supply, and not to excuse itself on the ground that the Metropolitan Board of Works could interfere if it saw cause.

"That the Vestry had neglected its duty in not adopting and enforcing regulations for tenement houses, which so largely abound in their district.

"That the Vestry had been negligent in dealing with dilapidated and insanitary houses, as they had power to under Torrens's Act.

"That the Vestry had been generally negligent in ordering sanitary improvements, and negligent in enforcing orders where served, and that its staff of two Sanitary Inspectors was insufficient to properly carry out all the duties entailed by the Metropolis Management Acts, the Nuisances Removal and Sanitary Acts, and the Food and Drugs Act, in a district with a population of nearly 70,000 living in more than 7,000 houses.

"That the death-rate (16 per 1,000), which the Medical Officer contended showed a sanitary condition of the houses, if it proved any such fact, could not be relied on, as it was incorrect, the figure being arrived at by carefully excluding deaths in the district of people not belonging to the parish, and omitting the return of deaths of parishioners of Clerkenwell in institutions (workhouse, &c.) outside the parish."

A full account of the proceedings will be found in the Appendix. It is interesting to note that throughout the inquiry the counsel for the Vestry maintained that the Vestry had no power to order the works demanded by the Mansion House Council.\* But in consequence of the arguments adduced at the inquiry by the Mansion House Council, the Vestry, on Dec. 17, 1885, ordered that all water-closets in their district should be supplied with water.

The decision is the more important because the Medical Officer of Health of Clerkenwell has, in his annual reports, gone out of his way to assert the needlessness of enforcing a water-supply to closets, in speaking of which he says:—

"We have a large number of these in the parish, but have *no power to order* a water-supply, except its absence causes a nuisance."

The quotation above made is remarkable when set beside the following from the annual statement of the late Medical Officer of Health for St. Pancras:—

"The work of providing water-closets with water was proceeded with,

\* *Vide* Report in Appendix.



and at last, with the exception of those which from time to time required repair, it may be said generally that every water-closet in St. Pancras has its water-supply. The difference in the condition of water-closets in tenement houses from that when so-called pail-flushing, or in other words, no regular flushing, was depended upon, equals all reasonable expectations which have been formed, and doubtless has its influence upon the habits of the poor, as well as upon their health, in accustoming them to a higher standard of cleanliness."

### Mile End Inquiry.

As far back as December, 1884, the Local Committee of the Council had forwarded complaints to the local authority, the Vestry of the Hamlet of Mile End Old Town, of many important sanitary defects.

These complaints had been repeated from time to time, with remonstrances upon the evident wilful neglect upon the part of the Vestry.

As, however, these repeated notices secured no better attention than the first, the complaints were referred by the Mile End Sanitary Aid Committee to the Central Committee for further action.

The Central Committee wrote two letters to the Mile End Vestry drawing their attention to the state of the houses in question.

To these letters the Vestry took not even the trouble to reply, but felt safe in their own interpretation of the law which permitted them to ignore all complaints of sanitary defects.

In consequence a letter was forwarded, on the 8th of May, 1885, to the Local Government Board, enclosing copies of the letters, and pointing out the neglect of the Vestry even to inspect the nuisances complained of. And application was made for the Local Government Board to hold an inquiry as provided by Section 49 of the Sanitary Act, 1866. In consequence of this letter, the Local Government Board entered into correspondence with the Mile End Vestry. In this correspondence, a copy of which the Local Government Board forwarded to the Council, the Mile End Vestry alleged that the complaints had been attended to, and orders issued where necessary, the Vestry Clerk saying:—

"I would point out that one of the greatest general causes of complaint is want of water to 'water-closets.' This is a misnomer; many of the places are 'privies,' and unless they are in a bad condition the Vestry cannot compel a water-supply."\*

In reply, a further letter was forwarded on July 16, to the Local Government Board, pointing out the inaccuracies of the Vestry's letter, and again pressing for an inquiry as asked for in the previous letter.

As a decision had not been arrived at by the Local Government Board on September 19, 1885, a decisive reply was asked for.

\* *Vide* Home Office Inspector's Report on Mile End on this point.



The following two letters then passed :—

“ LOCAL GOVERNMENT BOARD,

“ *Whitehall, S.W.,*

“ *28th September, 1885.*

“ SIR,—I am directed by the Local Government Board to acknowledge the receipt of your letter of the 15th instant ; and with regard to your question whether the Board intend to hold an inquiry as to the alleged neglect of the Vestry in this matter, I am directed to point out that in the letter which the Board addressed to you on the 12th ultimo, with reference to the condition of certain premises in the parish of Saint James and Saint John, Clerkenwell, the Board explained that it has not been their practice to undertake such an inquiry as is suggested with regard to the action of a local authority in the Metropolis with respect to ordinary nuisances.

“ At the same time, I am to state the Board will communicate with the Vestry respecting the premises, Norfolk House, Stepney Green, referred to in the enclosure to your letter.

“ I am, Sir, your obedient Servant,

(Signed) “ ALFRED D. ADRIAN, *Assistant Secretary.*”

“ *Oct. 7th, 1885.*

“ SIR,—At a meeting of this Council held yesterday the letters of the 15th and 28th ult., which I have had the honour to receive from the Local Government Board, were read.

“ In reply to the letter of the 28th ult., I am requested to repeat the statement made in my letter of the 28th of August, wherein I pointed out that the procedure of private individuals under 23 and 4 Vict., c. 77, sect. 13, and 37 and 8 Vict., c. 89, sect. 53, would not afford adequate remedy for the evil complained of.

“ This Council is further advised that the sections quoted would not enable private individuals to proceed under Section 81 of the Metropolitan Management Act, 1855, which enforces water-supply to closets.

“ I am therefore requested to ask the Local Government Board to be so good as to inform me whether it is the opinion of the Board that it has no power to hold the inquiry requested under Sect. 49 of the Sanitary Act, 1866 ; or if the Board has the power, whether it decline to exercise it.

“ I have the honour to be, Sir, yours obediently,

(Signed) “ JNO. HAMER, *Hon. Sec.*

“ *To the Secretary of the*

“ *Local Government Board.*”

In consequence of this answer the Local Government Board referred our charges to the Secretary of State for the Home Department, a copy



of the reply of the latter being forwarded to the Council by the Local Government Board.

" WHITEHALL,

" October 26th, 1885.

" SIR,—I am directed by the Secretary of State to acquaint you, with reference to your letter and enclosure of the 21st inst., that he has thought proper to order that an inquiry shall be held, in pursuance of the recommendation of the Royal Commission on the Housing of the Working Classes, into the immediate sanitary requirements of the Hamlet of Mile End Old Town.

" He has accordingly asked Mr. D. Cubitt Nichols if he is willing to hold a similar inquiry to that which is about to commence, in connection with the parish of St. James and St. John, Clerkenwell, and has requested the Vestry to nominate at their early convenience two gentlemen to meet and co-operate with the Government Inspector in carrying out the investigation.

" I am, Sir, your obedient Servant,

(Signed) " GODFREY LUSHINGTON.

" *To the Secretary of the*

" *Local Government Board.*"

In consequence, the inquiry was held by the Government Inspector on January 19, 1886. A full report of the proceedings will be found in the Appendix to the Report.

### Water-Supply.

The question of pollution of water-supply has been frequently before the Committees. A point to which important attention should be given is that water companies, when enforcing the requisite "prescribed fittings" before giving a constant service in a district, do not insist on the removal of the old foul butt or cistern, or other dilapidated water receptacle, when the constant supply is provided. In nearly all cases these old butts, most foul in themselves, are allowed to remain to pollute the water.

A change is required in the law to enable the sanitary authority to order a water-supply to all houses for drinking purposes. At present they have the power to order it where its cost would not exceed 3d. per week. Such a restriction should be removed as soon as possible.

The neglect of sanitary authorities in demanding a constant supply throughout their district is a matter which should not be passed over. The condition of things in the poorer districts, where a supply is obtainable for only a short period in the day, is truly deplorable; every receptacle—tub, pail, can, mug—in most cases, having to be forced into service for obtaining a small supply of water. What these means of storage result in is too well known to need further description: they are



allowed to stand as long as their contents last, to catch every pollution which their surroundings afford ; and when their scanty supply is exhausted, for the rest of the day a water famine prevails, and visits are requisite to borrow this important necessary from their more fortunate neighbours.

The excuse that complaints upon this matter are not made to a Vestry or District Board is not sufficient justification for not moving in the matter, as this class of sufferers is not likely to complain ; and moreover, the Vestries and District Boards are required by law to make themselves acquainted, either directly or by their officers, with the condition of their districts.

### Water-Closets.

The inadequate supply of closet accommodation still demands further vigilance upon the part of Vestries and District Boards. The lamentably insufficient number to the population of the house occupied has been prominently brought before the Committees in many cases.

Sometimes a whole court has but one closet for the whole of its occupants, often thirty or forty in number, and in one case—Norfolk House, Stepney—one for forty-five ! Although all Vestries that have adopted regulations for tenement houses have adopted one requiring water-closets to be kept in good repair, and in the proportion of one to ten, twelve, or in some cases twenty people, this regulation is but too frequently allowed to be flagrantly violated.

In speaking of water-closets, it is necessary to again mention the question of water-supply, and water-supply apparatus. As has been stated, in Clerkenwell the Medical Officer had continually advised his Vestry that there was no power to enforce a water-supply, unless there was a nuisance.

In Mile End the Vestry Clerk has contended that the Vestry has no power, while in Newington the medical officer has given the curious reason for not carrying out the plain provision of the Metropolis Management Acts, that "We had reason to believe any order to lay on water at that time would be resisted. Now, however, I believe there will not be the same opposition, and I have had notices served in every case referred to."

### Dust Removal.

The question of the removal of dust and the condition of dust-bins has been prominently before the Local Committees during the year ; and a sub-committee to consider the subject was appointed by the Central Committee. It has held several meetings, and presented a report, which is inserted in the Appendix.

It will be sufficient to state that the Committee feels that no satis-



factory delegation of this duty can be made by a Vestry to a contractor.

The work should be performed by the workmen of the sanitary authority itself; the collection should be at regular stated times, which householders would soon learn to be prepared for.

Information should be given as to what may and what should not be placed in dust-bins, where they are retained, and that a penalty is liable to be incurred for refusing to allow its clearance. Means should be devised for not only prohibiting the demanding of a "fee" for collection, but for seeing its prohibition is respected by the workmen of the Vestry.

The Committee also feel that the substitution of pails instead of dust-bins, wherever practicable, is most desirable.

Where, however, a dust-bin is retained, it is imperative that it should be in existence in something more than a mere name, and should be in a proper state of repair, and properly covered.

### Model Dwellings.

The Council cannot pass over unnoticed the practice of building huge blocks of buildings, in many instances in total defiance of all principles of sanitation, and by calling them Model Dwellings, deceiving the poor into believing that they are what they really pretend to be.

In one case the Council inspected, the following report was made by the Medical Officer of the Council:—

#### *"Norfolk House, Stepney Green, E.*

"The arrangement of this house, intended for a Model Dwelling, is exceedingly bad. The interior court is a confined 'well-like' space, some ten feet wide, and running the length of the building; thus surrounded by high walls, it receives no direct light, and gets no through ventilation. The floor of this court is badly paved, the flagstones being unevenly laid, and not sloping towards the drain inlets, so that water stands for a long time, rendering the air of the court damp and unwholesome. These drain inlets are protected (?) by bell-traps, which may or may not be in position. In the northern end are situated two w.c.'s, long hopper basins, flushed by water-waste-preventing cisterns. At the time of my visit there was not only a foul smell in these closets, which were kept fairly clean, but the smell of the court was close and disagreeable in the extreme.

"At the north corner of the entrance into the court are the soil-pipe from the upstairs w.c.'s (one on each landing), and the waste-pipe from the sinks (one on each landing). The sink waste-pipe is disconnected by opening over a drain inlet protected by a bell-trap. The soil-pipe is of cast-iron with lead T-pieces where the branches from the closets enter, and is of ridiculously large size, 6 in. diameter, the branches from



the closets being 4-in. pipes. The soil-pipe is totally unventilated. The upstairs closets (one on each landing) are similar to those on the ground floor.

"From this description it will be seen that the drain receiving the excreta of a large number of people is totally unventilated. Foul gases from this drain readily escape through the bell-traps, and from the defective soil-pipe, which must itself be very foul inside from its large size and the difficulty of flushing it, into the air of the interior of the court, which is always stagnant and very generally damp. That zymotic disease should be rife in this 'model dwelling' will be readily understood when it is added that the interior rooms *gain their only light and air from this dark and filthy court*. I was informed that measles had been very prevalent, and I saw a case of typhoid fever in a boy who has been ill eight weeks with the disease.

"The water-supply is constant, there being no cisterns, and the connection between the water-mains and closets being broken by water-waste preventers, I believe the water-supply to be above suspicion.

"That a building of this class should be permitted to be erected is a disgrace to the sanitary authority in whose area it exists. Overcrowding on space is as bad as in the densest rookery, and poor people are deceived by the title of 'model dwelling' into believing that here, at any rate, they will live under healthy conditions.

"To place such a dwelling under properly healthy conditions can only be achieved by its partial destruction, but something might be done by putting in a properly ventilated soil-pipe, and by replacing the bell-traps by syphon traps, the yard being at the same time properly laid and paved; and these alterations the owners should be compelled to effect."

"NOTE.—Fortunately the interior rooms on the ground and first floors in both blocks are, with one exception, unlet."

It is painful to think that the insanitary conditions mentioned above, although brought to the attention of the Mile End Vestry on June 1, 1885, were allowed to continue for many months, the Medical Officer not even presenting a report on the house to the Vestry till December 16, 1885, after the Council had found it necessary to appeal to the Local Government Board in October, 1885.



# SUBSCRIPTIONS AND DONATIONS,

1885.

	£	s.	d.		£	s.	d.
Rev. Harry Jones ...	1	1	0	Mrs. Cotton ...	1	1	0
James Hole, Esq. ...	3	3	0	Miss Flora Goldsmid ...	5	5	0
John Noble, Esq. ...	2	0	0	J. Cropper, Esq. ...	5	0	0
Cardinal Manning ...	5	5	0	W. Jones Loyd, Esq. ...	25	0	0
T. Smith, Esq. ...	3	0	0	Mrs. Bannatyne ...	1	1	0
F. W. Fletcher, Esq. ...	1	1	0	Messrs. Fenwick & Co. ...	5	0	0
D. Murdoch, Esq. ...	1	1	0	S. M....	5	5	0
A. Hawker, Esq. ...	0	5	0	J. B. Knight, Esq. ...	2	0	0
J. R. Droop, Esq. ...	5	0	0	M. B....	50	0	0
Sir Julian Goldsmid, Bart., M.P. ...	15	0	0	The Marquis of Ripon, K.G. ...	10	0	0
Rev. H. V. Le Bas ...	1	1	0	H. F. Makins, Esq....	1	1	0
R. Taylor, Esq. ...	1	0	0	John Procter, Esq. ...	10	10	0
S. G. Holland, Esq. ...	2	2	0	Mr. & Mrs. W. Noel Woods	3	0	0
W. Westgarth, Esq. ...	10	0	0	Frank Debenham, Esq. ...	1	1	0
Two Friends ...	1	0	0	Messrs. Martin & Co. ...	5	0	0
Lt.-Col. Grant ...	2	0	0	L. B. Schlesinger, Esq. ...	1	1	0
W. H. Gurney Salter, Esq. ...	2	2	0	A. T. ...	25	0	0
Miss Dell ...	0	2	6	The Viscountess Ossington...	25	0	0
C. D. S. ...	10	0	0	Lord Robartes ...	10	0	0
J. Abbott, Esq. ...	0	10	0	Messrs. Mosenthal & Sons ...	2	2	0
J. H. Allen, Esq., J.P. ...	2	2	0	Frank C. Capel, Esq. ...	5	0	0
Sutton Palmer, Esq. ...	26	5	0	A. E. Franklin, Esq. ...	3	3	0
H. Druce, Esq. ...	5	5	0	C. Ionides, Esq. ...	5	0	0
S. Smith, Esq., M.P. ...	5	0	0	Edwin Chadwick, Esq., C.B.	2	0	0
J. A. Fort, Esq. ...	20	0	0	W. B. Jones, Esq. ...	2	2	0
T. B. S. ...	0	5	0	F. C. Hills, Esq. ...	5	5	0
Messrs. Cassell & Company. ...	10	10	0	Lord Westbury ...	10	0	0
Dr. G. B. Longstaff ...	25	0	0	R. S. Holford, Esq. ...	5	0	0
F. D. Mocatta, Esq. ...	10	0	0	Messrs. T. Taplin & Co. ...	1	1	0
The Clothworkers' Company ...	20	0	0	F. G. Debenham, Esq. ...	2	2	0
Messrs. McEwan & Co. ...	5	5	0	Samuel Morley, Esq. ...	50	0	0
F. Nettlefold, Esq....	5	0	0	Per Lewisham Sanitary Aid Committee ...	10	6	2
T. Twining, Esq. ...	2	0	0	Charles Threlfall, Esq. ...	3	3	0
Major-General F. Conybeare	1	1	0	H. Clarke, Esq. ...	1	0	0
L. W. Longstaff, Esq. ...	25	0	0	Lord William Compton ...	10	0	0
Miss E. S. Lidgett ...	1	1	0	Miss S. James ...	1	1	0
A. B. R. ...	10	0	0	Per East Marylebone Sani- tary Aid Committee ...	5	5	0
E. Dwyer Gray, Esq., M.P.	1	1	0	H. L. Noel Cox, Esq. ...	0	10	0
Anon. ...	1	0	0	Per Paddington Sanitary Aid Committee :			
T. Moss, Esq. ...	1	1	0	T. Walrond, Esq., C.B. ...	2	0	0
The Marquis of Salisbury, K.G.	50	0	0	Lieut.-Genl. Schneider. ...	1	1	0
John Buckle, Esq. ...	50	0	0	Miss Roget ...	5	0	0
T. H. Bolton, Esq., M.P. ...	1	1	0	E. Cookworthy Robins, Esq. ...	1	1	0
J. S. Budgett ...	25	0	0	Per Pimlico Sanitary Aid Committee ...	20	1	0
M. E. S. S. ...	1	0	0	Per Rev. Canon Fleming ...	9	4	10
C. W. ...	20	0	0	F. L. Lucas, Esq. ...	10	10	0
Anon. ...	1	0	0				
G. Seton, Esq. ...	1	0	0				
Hon. J. Abercromby ...	1	0	0				
W. R. M. Glasier, Esq. ...	1	1	0				
Lord Brabazon ...	10	0	0				

£768 14



## Mansion House Council on the Dwellings of the People.

*TREASURER'S BALANCE SHEET, 1885.*

Dr.		£	s.	d.
Jan. 1.				
To Balance in Bank	£258 19 8			
Less unrepresented Cheques	119 18 10			
		139	0	10
" Cash on hand	.	4	16	11
" Subscriptions and Donations	.	768	14	6

	Cr.			
		£	s.	d.
By Publications . . . . .		5	17	10½
" Travelling Expenses . . . . .		10	15	0½
" Postages and Telegrams . . . . .		31	0	11½
" Rent, Office Furniture, and Cleaning . . . . .		110	10	7
" Salaries . . . . .		391	12	4
" Local Committees' Expenses, Printing, and Stationery . . . . .		136	13	1½
" Advertising . . . . .		4	5	6
" Sundries . . . . .		7	16	6
" Lectures . . . . .		2	14	0
" Cash on hand . . . . .		3	4	1
" Balance in Bank. . . . .	£223	17		9
Less two unpresented Cheques . . . . .		15	15	6
		208	2	3
		£912	12	3

Audited and found correct,

(Signed) JAMES HOLE.

March 16, 1886.

£912 12 3



## APPENDIX A.

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### METHODS OF COLLECTION AND DISPOSAL OF DUST REFUSE IN THE METROPOLIS AND ELSEWHERE.

IN answer to the tabulated forms of questions addressed by the Mansion House Council to the Metropolitan local authorities, and from information derived from the various Local Sanitary Aid Committees affiliated to the Central Council, statistics as to the various methods of collection and disposal of dust refuse have been compiled in respect of twenty-eight Metropolitan parishes and districts.

The results obtained may be summarised briefly as follows:—In twelve districts the removal and collection of dust is in the hands of the local authority; in thirteen districts the dust is removed by contract, on terms settled between the local authority and the contractor. In the five remaining districts no information was given. In six districts the collection from houses of their dust is—or is supposed to be—fortnightly. In fourteen districts collection occurs once a week; in five districts collection is twice a week, or more often—including a daily collection in the Strand district; and in three districts there appears to be no regular system of collection at stated intervals. In eighteen districts the dustmen are forbidden to receive fees or gratuities, and in ten of these districts notice is also given to householders that the dustmen are not allowed to receive gratuities. In the remaining ten districts fees are not forbidden.

In six districts only is information given to householders as to what substances are allowed to be placed in the dust-bin for collection by the dustmen. In one district only are the dust-carts covered over, in another district they are sometimes covered over, whilst in a third district the subject of covering the dust-carts is under consideration.

In only one parish, Poplar, has the system of collection in galvanised iron pails been adopted, and here as yet only partially. In another district the subject of collection in pails is under consideration.

The methods of disposal of the collected dust refuse are very much the same in all the districts of London. The dust-carts unload their contents at wharves on the river or canal banks, or in yards, where the dust is either at once removed by barges or by rail outside the Metropolis, or it is screened and sorted on the spot. The dust resolves itself into *breeze* (cinders and small particles of coal), *soft-core* (animal and vegetable



and textile substances), and *hard-core* (clinkers, bottles, pans, bones, corks, and crockery). The breeze is sold to brick-makers; the hard-core, or such parts of it as are worthless, are used in road-making; whilst the soft-core is often mixed with horse-droppings, offal, and stinking fish to form a manure, which, in some cases, is disposed of to farmers. Women as well as men are often employed in this "degrading and loathsome" work of sorting. Dr. Sedgwick Saunders, in his Report on the Disposal of Refuse to the City Commissioners of Sewers (1881), describes the appearance of these women as most deplorable: "Standing in the midst of fine dust piled up to their waists, with faces and upper extremities begrimed with black filth, and surrounded by and breathing a foul moist hot air, surcharged with the gaseous emanations of disintegrating organic compounds, they resemble the denizens of the place said to be paved with good intentions rather than the image of their Maker." Dr. Saunders adds that he shall never forget visiting some of these poor creatures in hospital, and witnessing the condition of their skins, when the accident to the chimney shaft (at Letts' Wharf) occurred.

These sorting wharves and yards are not only dangerous to the health of the employes engaged in sorting, but are also a nuisance and a danger to the surrounding neighbourhoods, especially where they are, as is often the case, surrounded by houses and a dense population. St. Mary's Hospital had good reason to complain of the nuisance and injury to health arising from the dust depôt just outside its walls, and was moreover successful in its action for an injunction to restrain the nuisance. It is not the sorting only, but also the foul odours from the refuse when collected into heaps and allowed to remain awaiting removal, whilst fermentation and decomposition are at work, that give rise to nuisance. These facts point to the necessity of not permitting any large collection of dust refuse in yards and wharves which are closely surrounded by houses, and the sorting of such refuse within the Metropolitan boundaries should be rendered illegal. It is perhaps hardly necessary to advert here to the obligation that rests on local authorities not to permit dust refuse to be shot on waste land which will shortly be built over, until all organic matter has been removed from such refuse, were it not that such practices are as widespread as they ever were.

The sorting of dust refuse has been entirely superseded in many provincial towns by a system of cremation, which disposes of such refuse economically and without nuisance, and in many towns has even proved a financial success. Cremation has been adopted at Glasgow, Leeds, Bradford, Manchester, Warrington, Rochdale, Stafford, Bolton, Birmingham, Blackburn, Rotherham, Derby, Bury, Nottingham, Ealing, etc. By means of furnaces known as "Destructors"—Fryer's patent—sufficient heat can be generated by the combustion of the ashes collected in the dust refuse to destroy all valueless, destructible matters as



well as to effect the evaporation of the human excreta collected in pails, where the pail system is in force, and other animal matters, with a view to the production of a rich, dry, and portable manure, nearly equal in value to the best guano. In other cases the waste heat can be used to generate steam for other municipal purposes, such as electric lighting. In Manchester, besides the production of dry manure, soap, candles, and lubricating grease are also manufactured. The clinkers withdrawn from the furnace can be ground down in a mortar-mill and converted into mortar, bricks, or concrete. By means of Fryer's "Carboniser" furnace the vegetable matter contained in street and market sweepings can be converted into charcoal, which in this form is a powerful deodorant. By these operations, which are carried on in specially constructed works, where all noxious gases and vapours can be destroyed by passing them through the furnace, the dangers and difficulties attending the sorting and distribution of the contents of dust-bins at present carried on in various parts of the Metropolis are avoided. The marketable products—chiefly manure—which are realised in provincial towns where the pail system of excretal disposal is in force, and which by their sale greatly diminish the cost of working to the authorities, would not be forthcoming in London, where all excretal refuse is carried away in sewers. Still, the sanitary advantages of the cremation system are so great, that all Metropolitan authorities should be urged to adopt it as soon as possible; and to this end, union of several parishes for the erection of a common "Destructor" on suitable land might be resorted to, with a view to the diminution of the initial expenses and cost of working.

Sanitary administration in London is so unequal and faulty, that it is not to be wondered at that provincial towns are now far advanced in sanitary matters which are unknown in London, which, with all its wealth and resources, is yet without a common spring or head of action. In Whitechapel, however, a "Destructor" furnace is now in course of erection.

Reverting to the collection of dust refuse, the differences of method in the various districts of London are very plainly discernible. Where the dust collection is in the hands of the local authority, and is not let out to a contractor, there are, as a rule, far fewer complaints, and some regular system of collection at stated intervals is adhered to. Dust is no longer a realisable product, consequently it is no longer in the interest of the contractor to collect as much as possible each day, but rather, as he is now paid for what he formerly paid to do, it is his interest to do as little as possible. In any future legislation on the subject, the local authorities should be compelled to do the work themselves by their own officials.

Frequent collections of dust—once a week in winter and twice a week in summer—are most desirable. The difficulties in the way of such collection often come from the householder. The dust has to be removed through the house from the back-yard, and the passage having just been



cleaned, the dustman is asked to call again. Again, it is almost impossible to secure that the dustmen shall not be fee'd, and the householder naturally objects to the too frequent repetition of the honorarium. From these causes, as well as from neglect on the part of the contractor, dust is often allowed to accumulate for a month or more at a time, even during hot summer weather, in uncovered wooden or brick dust-bins, often placed against the side of the house, until the reeking and overflowing abomination becomes such a nuisance as imperatively to demand prompt remedy. When the dust is heaped up in a corner of the yard, or under the stairs in the house itself, the nuisance and danger to health are all the greater.

It is our belief that no satisfactory solution of the dust problem will be arrived at until fixed dust-bins are utterly abolished, and a system of collection in galvanised iron pails universally adopted. In Poplar this system has met with a great and unqualified success. The pails are supplied by the authorities, and the collection takes place at stated intervals. Fees are abolished, as the dustmen do not enter the house, the pail being handed to them in the street, and the objection of the soiling by accident or carelessness of clean passages and staircases is overcome. The collection proceeds rapidly, and with the least amount of friction and discomfort. The well-to-do classes would not, doubtless, hesitate to substitute at their own expense galvanised iron receptacles with close-fitting lids for the fixed dust-bins, if the system of pail collection became general in a district; and they would, too, appreciate the great sanitary advantages of such clean receptacles over the always filthy dust-bin.

A list of the matters which may be placed in the pails for collection should be issued by each parish to every householder. This list should include cinders, ashes, potato peelings, cabbage leaves, and kitchen refuse generally, but instructions should be issued that wherever possible, as in large houses with good kitchen ranges, kitchen refuse should be burnt. Trade and manufacturing refuse, and refuse building materials, and garden sweepings and cuttings, should be excluded from the list of what the local authority is bound to collect.

Finally, an improved pattern of dust-cart is urgently required in the Metropolis, and this should be provided with a tight-fitting cover, to prevent the wholesale dissemination of dust and rubbish, which now so frequently accompanies the progress of these carts.



## APPENDIX B.

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\* AREAS CONDEMNED AS UNHEALTHY BY MEDICAL OFFICERS UNDER THE ARTISANS' AND LABOURERS' DWELLINGS IMPROVEMENT ACTS, AND REPRESENTED TO THE METROPOLITAN BOARD OF WORKS WITH A VIEW TO IMPROVEMENT SCHEMES BEING EFFECTED.

SINCE 1875, 42 areas have been represented to the Metropolitan Board of Works under the above Acts.

Of these 42 areas, 8 have been completely dealt with under improvement schemes : 9 have been partially dealt with : in the case of 20 of the areas represented, the Metropolitan Board of Works affirms that they were either *too small*, or that they did not *come under the scope of the Act*. In three cases there are still hopes that the areas may be dealt with before long, and in two cases the Metropolitan Board of Works still has them under consideration (one of these has been under consideration since 1877).

Of all the vast area represented, 42 acres of ground only have been cleared, and 31,635 persons only have been or may be housed under the approved schemes when carried out. This is the total work for the Metropolis outside the City, for the ten years 1875—1885.

In the case of the 20 areas referred back to their Vestries or District Boards, the large proportion of the unhealthy houses are still standing and occupied, but comparatively few have been closed or demolished under Torrens's Act.

\* From a Parliamentary Return in the Session 1885.



## APPENDIX C.

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### **REPORT BY D. CUBITT NICHOLS, ESQ.,** ON THE **PARISH of ST. JAMES and ST. JOHN, CLERKENWELL.**

*Presented to the Secretary of State for the Home Department.*

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3, Howard Street, Strand, 27 February, 1886.

SIR,

In pursuance of your instructions that an inquiry should be made as to the immediate sanitary requirements of the parish of Clerkenwell, in accordance with the recommendation of the Royal Commission on the Housing of the Working Classes, and that I should hold such inquiry,

I have the honour to report that I placed myself in communication with the Vestry Clerk, and also with Mr. Robson and Mr. Goode, the gentlemen nominated by the Vestry to co-operate with me in such inquiry, and gave notice to the Vestry Clerk and to the Mansion House Council on the Dwellings of the People that I should proceed with such inquiry at the Vestry Hall, Clerkenwell, on the 28th October, 1885.

In pursuance of the above notice, I attended at the place named, and proceeded upon the inquiry, Mr. Robson and Mr. Goode being present.

Mr. Robert Paget, the Vestry Clerk, and Mr. J. W. Griffith, M.D., Medical Officer of Health, appeared on behalf of the Vestry of Clerkenwell.

Mr. E. Lewis Thomas, barrister, executive officer to the Council, Mr. Parkes, M.D., medical adviser to the Council, and Mr. Connell, member of the Council, appeared on behalf of the Mansion House Council on the Dwellings of the People.

At this meeting it was arranged that an inspection should be made of the alleged sanitary defects in the houses referred to in a list which has been forwarded by the Mansion House Council to the Local Government Board, and that after such inspection a public inquiry should be held for the purpose of taking evidence.

I then proceeded to inspect the houses referred to in the above-mentioned list, being accompanied by Mr. Robson and Mr. Goode, Dr. Griffith, the Medical Officer of Health, and the Sanitary Inspector, on behalf of the Vestry, and by Dr. Parkes on behalf of the Mansion House Council.



During the inspection an amended and enlarged list of houses was put in by the Mansion House Council ("A," herewith).

In the last-named list some of the houses in Mount Pleasant, the houses in Back Hill, Faulkner's Alley, White Horse Alley, and Pump Court included in the first list were omitted, as being outside the parish of Clerkenwell.

I also inspected other houses not included in the list above referred to, but in which I was informed sanitary defects might be found.

The list first supplied by the Mansion House Council comprised 234 houses, and the amended list 277 houses; the sanitary defects alleged to exist in such houses being:—

Want of water-supply to closets.

Defective pans and defective water apparatus to closets.

Deficient water-supply and defective or uncovered cisterns.

Untrapped or defective yard gullies.

Untrapped or defective sinks.

Unpaved or badly-paved yards.

Want of dust-bins, and dilapidated and defective dust-bins.

Dilapidated houses—*e.g.*, defective roofs, damp walls and ceilings, broken flooring, &c.

Over-crowding.

The following is a statement of the streets and houses inspected, and the sanitary defects found to exist in same:—

Names of Streets, Courts, &c.	Number of Houses Inspected.	Remarks.
<i>South of Vestry Hall.</i>		
Aylesbury Place . . .	29	A Cul de Sac.
Baker's Row . . .	11	
Bath Court . . .	1	
Bath Row . . .	1	
Baynes Court . . .	2	
Berkley Court . . .	3	A Cul de Sac out of Berkley Street.
Bishop's Court . . .	12	A Cul de Sac.
Bowling Green Lane . . .	2	
Caroline Place . . .	4	A Cul de Sac, entered under house in Goswell Road.
Chapel Row . . .	9	
Coburg Street . . .	1	
Compton Passage . . .	9	
Corporation Row . . .	5	Defects now being remedied.
Crawford Place . . .		Defects remedied.
Crawford Passage . . .	2	
Douglas Place . . .	5	All defects remedied.
Easton Place . . .	10	A Cul de Sac, entered under house in Easton Street.



Names of Streets, Courts, &c.	Number of Houses In- spected.	Remarks.
<i>South of Vestry Hall (con.).</i>		
Exmouth Place . . .	1	A Cul de Sac, represented by Medical Officer.
Farringdon Road Buildings	1	
Fletcher's Row . . .	1	
Francis' Court . . .	7	A Cul de Sac out of Berkley Street.
Great Bath Street . . .	19	
Hooper Street . . .	2	
John's Place . . .		A Cul de Sac, with narrow entrance under house in John Street. Represented by Medical Officer.
Jerusalem Passage . . .	2	
Kemp Place . . .	4	A Cul de Sac. One W.C. for all.
Lane's Court . . .	1	
Little Bath Street . . .	6	Dilapidated and unfit for human habitation.
Little Sutton Street . . .	12	Houses dilapidated. No domestic water-supply to one house.
Lock's Gardens . . .	9	
Margaret Place . . .	4	A Cul de Sac, entered under house in Margaret Street, and represented by Medical Officer.
Mount Pleasant . . .	4	
New Buildings . . .	5	A Cul de Sac.
Northampton Place . . .	6	A Cul de Sac. Defects remedied.
Northampton Row . . .	5	Defects remedied.
Northampton Road . . .	4	
Oldham Gardens . . .	11	
Pine Street . . .	9	
Plumber's Place . . .	8	
Providence Place . . .	1	A Cul de Sac. W.C.'s under front garden of cottages.
Rosoman Street . . .	7	
Rosoman Mews . . .	2	
St. James' Walk . . .	1	
St. James' Buildings . . .	1	
St. John's Square . . .	2	
Stratton Place . . .	3	
Tysoe Place . . .		A Cul de Sac, with narrow entrance under house in Tysoe Street.
Union Place . . .	7	A Cul de Sac, entered under house in Clerkenwell Close. Two closets for use of all.
Vinegar Gardens . . .	4	
Vinegar Walk . . .	2	
Wardens Place . . .	4	
Warner Street . . .	8	No 43, very bad.
Wilmington Place . . .	2	
<i>North of Vestry Hall.</i>		
Charlotte Court . . .	11	
Chapel Street . . .	9	
Chapel Place . . .	1	
Clermont Place . . .	3	A Cul de Sac, entered from Liverpool Street.
East Place . . .	3	A Cul de Sac.



Names of Streets, Courts, &c.	Number of Houses Inspected.	Remarks.
<i>North of Vestry Hall (con.).</i>		
Emmins Buildings . . .	2	
Hamilton Place . . .	2	A Cul de Sac.
Merlin's Place . . .	1	
Mount Cottages . . .	5	A Cul de Sac.
Mount Sion . . .	9	Dilapidated floor below level of Street.
Noble Street . . .	21	
Paved Place, or Spencer Place . . .	24	A Cul de Sac, entered under house in Goswell Road ; part below level of Road.
Princes Buildings . . .	3	A Cul de Sac, entered under house in Wellington Street, and thirteen steps down from same.
Russell Place . . .	10	A Cul de Sac.
St. Helena Place . . .	29	
Seabrook Place . . .	3	
Spring Street . . .	2	
Southampton Street . . .	1	
Taylor's Court . . .	6	One W.C. for six cottages.
Taylor's Row . . .	14	Dilapidated houses. Footway in front 5' 6" below Roadway.
Union Square . . .	15	A Cul de Sac out of Chapel Street.
Victoria Place . . .	6	A Cul de Sac. Two-roomed cottages.
Wellington Place . . .	3	A Cul de Sac, entered under house in Wellington Street, and thirteen steps down from same.
Wellington Street . . .		Houses dilapidated, now under repair.
White Lion Buildings . . .	2	A Cul de Sac, entered under house in White Lion Street.
White Lion Street . . .	2	
Wynyatt Cottages . . .	5	A Cul de Sac, entered under house in Wynyatt Street, and twelve steps down from Street.
York Buildings . . .	5	Houses dilapidated.
York Street . . .	1	
York Valley . . .	6	Houses unfit for habitation.
475		

In the above 475 houses there were at the time of my inspection the following sanitary defects :—

Water-closets without water-supply	... ..	294
Water-closets with defective pans or apparatus	... ..	52
Defective cisterns	... ..	32
Dust-bins wanting or defective	... ..	106
Defective gullies and sinks	... ..	32
Defective drains	... ..	10
Defective paving to yards	... ..	117

and a large number of dirty and dilapidated houses, particularly



the houses formerly occupied by one family, but now let out in tenements.

With some few exceptions the whole of the houses inspected were occupied by tenants paying weekly rentals, in which the landlords were non-resident.

The following information was supplied by the officers of the Vestry :—

Total number of premises in the parish (including warehouses) chargeable with poor rate	...	8,300
Included in the above are about 1,200 tenements in model dwellings.		
Houses, two-thirds of which let in lodgings	...	3,058
Tenement houses	...	583
Cottages of from two to four rooms	...	1,059
Total number of tenement houses and cottages in which landlord is non-resident but liable for repairs, rates and taxes	...	1,642
Total houses to which regulations under Section 35 of the Sanitary Act of 1886 might be made to apply	...	4,700
Area of lands included in the parish	...	380 acres.
Total length of public paving under control of Vestry, about	...	20 miles.
Total population at last census	...	69,076
Estimated present population	...	66,000
Corrected death rate, including deaths in workhouses and hospitals...	...	22 per 1,000
Death rate for the Metropolis...	...	20 per 1,000

On the 11th and 14th November last I held a public inquiry at the Vestry Hall.

Mr. Thomas, barrister, appeared on behalf of the Mansion House Council.

Mr. Philbrick, Q.C., appeared on behalf of the Vestry.

In support of the contention of the Mansion House Council the following gentlemen were examined :—

Dr. Louis Parkes, Medical Officer of the Council.

Dr. B. A. Whitelegge, Medical Officer of Nottingham.

Dr. Day, of Chapel Street, Pentonville.

The Rev. A. F. Fryer, curate of St. Phillip's, Clerkenwell.

Mr. H. L. Noel Cox, Honorary Secretary of Local Committee of Mansion House Council.

Mr. Hugh Rose, Sanitary Inspector to the Vestry.



And in support of the contention of the Vestry :—

Dr. Griffith, the Medical Officer of Health.

The contention of the Mansion House Council was that the sanitary defects found to exist in the houses must be considered a nuisance injurious to health, and that the remedy was within the power of the Vestry :—

- 1st. In enforcing the laying on of water to the several closets under Section 81 of "The Metropolis Local Management Act, 1855."
- 2nd. In requiring a constant water-supply to all lodging and tenement houses, under Section 11 of "The Metropolis Water Act, 1871."
- 3rd. In adopting the suggested regulations of the Local Government Board, under Section 35 of "The Sanitary Act, 1866."
- 4th. In exercising the powers given by the Artisans' and Labourers Dwellings Act, 1868 (Torrens's Act).
- 5th. In providing galvanised iron pails with covers as receptacles for dust (it being alleged that the dust-bins were broken up by the occupants).
- 6th. In a better supervision by, and an increase in number of, the Sanitary Officers of the Vestry.

The contention of the Vestry was :—

- 1st. That as to the laying on water to the closets, this could not be enforced unless a nuisance was proved, and that the present system of hand-flushing was better adapted to the habits of the occupants.
- 2nd. That as to a constant water-supply, no complaint had been made of insufficient supply by the occupants of the houses.
- 3rd. That as to the adoption of the suggested regulations of the Local Government Board, regulations had been prepared under the 35th Section of the Sanitary Act by the Sanitary Committee, and submitted to the Vestry, but the Vestry had decided not to adopt them.
- 4th. That the powers under Torrens's Act had been exercised when necessary, the following places having been dealt with under the Act, viz.:—

John's Place	.	.	.	} Defects reported by Surveyor, and in part remedied.
Exmouth Place	.	.	.	
Bishop's Court	.	.	.	
Fox Terrace	.	.	.	
Union Place	.	.	.	
Eagle Court	.	.	.	} Demolished.
Smith's Place	.	.	.	
Slade's Place	.	.	.	
Rhodes' Buildings	.	.	.	
Bolton Court	.	.	.	
Margaret Court	.	.	.	



And in addition several detached houses have been dealt with under the Act.

5th. That as to the provision of receptacles for dust, the present bins and tubs were considered sufficient, as if galvanised iron pails were provided, they would be otherwise used or sold by the occupants of the houses.

6th. That as to a better supervision by, and an increase in number of, the Sanitary Officers, two Sanitary Inspectors and an assistant had been employed for some time in a house-to-house inspection, and as this was completed it was considered two Sanitary Inspectors (lately appointed) were sufficient for the purpose.

Since the inquiry I have received a letter from Mr. Paget, the Vestry Clerk, with accompanying documents (marked "B," herewith) in reference to the supply of water to closets, the non-adoption of the regulations, and the action taken under the Artisans' Dwellings Act.

I have also received the minutes of Vestry meeting of the 17th December last, at which it was resolved (p. 275) "that it be an order of this Vestry that water with a proper flushing apparatus be laid on to all w.c.'s in this parish."

On consideration of the evidence and as the result of my personal inspection of the parish, I am of opinion it is desirable that additional sanitary precautions should be adopted by the Vestry.

1st. As regards the supply of water to all closets. This has already been ordered by the Vestry; see minutes of meeting of the 17th December last.

2nd. As regards the desirability of a constant water-supply. Section 11 of "The Metropolis Water Act, 1871," provides that a constant water-supply may be required in case it appears "that by reason of the insufficiency of the existing supply of water in such district, or the unwholesomeness of such water in consequence of its being improperly stored, the health of the inhabitants of such district is, or is likely to be, prejudicially affected."

It is quite true that one or two complaints were made to me of defective supply, but many of the storage cisterns were too small to provide a proper supply under the present system; and the use of water-butts common in the parish is, I think, objectionable.

I am of opinion that such a supply should be required to all houses to which regulations under the 35th Section of "The Sanitary Act, 1866," might be made to apply.

3rd. As regards the adoption of the regulations suggested by the Local Government Board.

The Local Government Board, at the end of the year 1883, informed



the Vestry they had put in force Section 35 of "The Sanitary Act, 1866," and Section 47 of "The Sanitary Law Amendment Act, 1874;" the effect being that the Vestry were empowered to make regulations subject to the confirmation of the Local Government Board with respect to houses let in lodgings or occupied by members of more than one family, with respect to the following matters :—

1. For fixing the number of persons who may occupy a house or part of a house which is let in lodgings or occupied by members of more than one family.
2. For the registration of houses thus let or occupied.
3. For the inspection of such houses and the keeping the same in a cleanly and wholesome state.
4. For enforcing therein the provision of privy accommodation and other appliances and means of cleanliness in proportion to the number of lodgings and occupiers, and the cleansing and ventilation of the common passages and staircases.
5. For the cleansing and lime-whiting at stated times of such premises.

By the Act of 1874 the regulations may extend to ventilation of rooms, paving and drainage of premises, the separation of the sexes, and to notices to be given and precautions to be taken in case of any dangerously infectious or contagious disease.

It is stated there are in the parish 4,700 houses to which the regulations might be made to apply, of which 3,058 are houses in which the landlords are resident and liable for repairs, rates, and taxes. As to these some discretion would be required in placing them under the regulations; but as to the remaining 1,642 houses and cottages in which the landlords are non-resident, I am of opinion it is most desirable they should be placed under the regulations, as many of the houses are dirty and dilapidated—*e.g.*, among others the houses in Rosoman Street, Warner Street, Great Bath Street, Little Bath Street, Bath Place, St. John Square, and Little Sutton Street.

There is no doubt the condition of the houses is to some extent due to the dirty and destructive habits of the occupants, but if placed under the regulations, it would be to the interest of landlords to insist on the tenants adopting better habits, or to replace them by others. The adoption of the regulations would also enable the Vestry to fix the number of occupants in each house.

4th. As regards the neglect by the Vestry to exercise the powers under the Artisans and Labourers' Dwellings Act of 1868.

These powers have to some extent been put in force, but I am of opinion it is desirable further action should be taken, amongst others, to



the houses in Little Bath Street, Great Bath Street, Little Sutton Street, Taylor's Row, Paved Place, Victoria Place, Mount Sion, Prince's Buildings, Wellington Place, York Buildings, and York Valley.

5th. As regards the provision of galvanised iron pails with covers, for the storage of dust.

I am of opinion such a provision is most desirable for all houses where the yards can only be entered through the living-rooms, or where a common dust-bin cannot be provided by the Vestry.

6th. As regards the necessity for a better supervision by and an increase in the number of Sanitary Officers.

There has, no doubt, been some neglect in the past, but the present inspectors appear to be energetic men, well acquainted with their duties, and I am of opinion that two should be sufficient.

With reference to the reasons advanced by the Vestry to explain their having taken no steps to secure a constant water-supply, viz., that no complaints have been made, and generally as to the sanitary requirements, I beg to submit that as the Vestry, through their inspectors, are acquainted with the actual condition of the houses in the parish, and the sanitary requirements, it seems to be their duty to take the initiative without waiting for complaints.

Complaints can hardly be expected either from the owners of unsanitary houses, on whom the cost of improvements will fall, or from tenants who are too often indifferent to considerations of health or cleanliness, and in any case would fear to offend the landlord by complaining.

It also seems of importance that the Vestry should encourage their inspectors to make to them recommendations of necessary improvement, and should let it be known that such recommendations shall receive prompt attention, and wherever practicable be carried out.

Although I think it most desirable some additional sanitary precautions should be adopted, I do not consider the parish to be in a bad sanitary condition.

On my inspection I found the public pavings in a good condition, and so far as I could judge, the sewers and private drains ; and a very good mortuary and coroner's court have, within the last few years, been erected by the Vestry.

In the course of the inquiry I received the most valuable assistance from Mr. Robson and Mr. Goode, and my thanks are due to the Vestry for the use of the Vestry Hall, and also to their officers who have ungrudgingly supplied me with all necessary information.

I forward herewith list of houses supplied by the Mansion House Council (marked "A"), letter from the Vestry Clerk, Mr. Paget (marked "B"), and documents referred to therein, viz., Reports of the Vestry for



years ending March, 1867, 1884, and 1885, and Report of Medical Officer of Health for 1884, and Minutes of Vestry Meeting of the 17th December, 1885 (marked "C").

I have the honour to be, Sir,

Your most obedient Servant,

(Signed) D. CUBITT NICHOLS.

Having been present throughout the inquiry, we concur in the foregoing report.

(Signed) WILLIAM ROBSON,  
JOSEPH J. GOODE.

The Secretary of State for the Home Department,  
Home Office, Whitehall.



## APPENDIX D.

### THE SANITARY CONDITION OF CLERKENWELL.

*To the Editor of "The Times," April 28th, 1886.*

SIR,—The sanitary condition of Clerkenwell has occupied so much of public attention during the last two or three years, that I venture to ask your permission to make one or two comments in *The Times* upon the official report just presented to the Home Secretary, as the result of the public inquiry held, at his instigation, in October last. The origin of that inquiry was as follows :—

On the 17th of June of last year the attention of the Local Government Board was called to the insanitary condition of No. 7, Baynes Court, Great Warner Street. The Board addressed a letter to the vestry clerk of Clerkenwell on the matter, asking what action the vestry proposed to take with regard to these premises. On the 25th of June the vestry resolved, on the motion of Mr. Robson, seconded by Mr. Ross (the owner of the premises at 7, Baynes Court), to ask the Local Government Board to hold an inquiry into the sanitary condition of these premises, "and any other tenement houses or premises in the parish which they deemed fit."

The Mansion House Council on the Dwellings of the People, who had been at work in Clerkenwell for many months, but without much practical result, owing to the inertness of the vestry and its officers, had so far back as March, 1885, sent to the Local Government Board particulars of 464 houses in Clerkenwell, all of which were declared to be in a more or less insanitary condition, and nearly half of them without water-supply to the water-closets. As soon as it came to the knowledge of the Mansion House Council that the vestry had resolved to ask for an inquiry, the Council again addressed the Local Government Board, and urged that the inquiry should be extended so as to include the large number of premises reported by them in their aforesaid communication of March, 1885. The outcome of this appeal on behalf of the Mansion House Council was that, on September 3, the Secretary of State wrote to the Clerkenwell vestry to say that, the Local Government Board "having referred him to the recent correspondence between themselves, the vestry, and the Mansion House Council on the Dwellings of the People, on the subject of the alleged unhealthy condition of certain premises within the parish, he had resolved, in accordance with the second paragraph of the



first report of the Royal Commission on the Housing of the Working Classes, to appoint an official inquiry, and asked the vestry to nominate two of its members to co-operate with the officer appointed to hold the inquiry."

Subsequently, the Inspector thus appointed—Mr. D. Cubitt Nichols— informed the Mansion House Council of his intention to hold the inquiry at the Vestry Hall, Clerkenwell, on October 28, and he invited the Council to send representatives. The course of the inquiry is set forth in the official report, of which you gave in a recent issue a condensation. It was first to inspect the houses by personal visitation, which occupied a week; and then to hold a public inquiry on the 11th and 14th of November last at the Vestry Hall, Clerkenwell. I will not trouble you with the details of this investigation. It is rather with the result, as shown in the official report, that I wish to deal. The Mansion House Council brought its charges against the vestry, and Mr. Nichols summarises them in his report thus:—

"The contention of the Mansion House Council was that the sanitary defects found to exist in the houses must be considered a nuisance injurious to health, and that the remedy was within the power of the vestry.

"1. In enforcing the laying on of water to the several closets, under Section 81 of the Metropolis Local Management Act, 1855.

"2. In requiring a constant water-supply to all lodging and tenement houses, under Section 11 of the Metropolis Water Act, 1871.

"3. In adopting the suggested regulations of the Local Government Board under Section 35 of the Sanitary Act, 1866.

"4. In exercising the powers given by the Artisans' and Labourers' Dwellings Act, 1868 (Torrens's Act).

"5. In providing galvanised iron pails with covers as receptacles for dust (it being alleged that the dust-bins were broken up by the occupants).

"6. In a better supervision by, and an increase in the number of, the sanitary officers of the vestry."

To these charges the vestry replied:—

"1. That as to the laying on water to the closets, this could not be enforced unless a nuisance was proved, and that the present system of hand-flushing was better adapted to the habits of the occupants.

"2. That as to a constant water supply, no complaint had been made of insufficient supply by the occupants of the houses.

"3. That as to the adoption of the suggested regulations of the Local Government Board, regulations had been prepared under the 35th Section of the Sanitary Act by the sanitary committee, and submitted to the vestry, but the vestry had decided not to adopt them.



"4. That the powers under Torrens's Act had been exercised when necessary, the following places having been dealt with under the Act, viz. :—John's Place, Exmouth Place, Bishop's Court, Fox Terrace, Union Place, Eagle Court—defects reported by surveyor and in part remedied ; Smith's Place, Slade's Place, Rhode's Buildings, Bolton Court, Margaret Court—demolished ; and, in addition, several detached houses have been dealt with under the Act.

"5. That as to the provision or receptacles for dust, the present bins and tubs were considered sufficient, as if galvanised iron pails were provided they would be otherwise used or sold by the occupants of the houses.

"6. That as to a better supervision by, and an increase in number of, the sanitary officers, two sanitary inspectors and an assistant had been employed for some time in a house-to-house inspection, and as this was completed it was considered two sanitary inspectors (lately appointed) were sufficient for the purpose."

The report of Mr. Nichols on the points in contention is briefly :—

"1. As regards the supply of water to all closets, this has already been ordered by the vestry (see minutes of meeting of the 17th of December last)."

Here please note that Mr. Nichols's report is written under the date of February 27, 1886. The inquiry was commenced on October 28 and closed on November 14, 1885. The above order of the vestry was passed on December 17, that is subsequent to the inquiry, and presumably as a result thereof. So far so good. But without knowledge of these facts the Inspector's report might convey the impression that the evil complained of had "already" been voluntarily remedied by the vestry.

"2. I am of opinion that such a supply (that is a constant water supply where the means for storage are insufficient) should be required to all houses to which the regulations under the 35th Section of the Sanitary Act of 1866 might be made to apply.

"3. As regards the adoption of the regulations suggested by the Local Government Board, it is stated there are in the parish 4,700 houses to which the regulations might be made to apply, of which 3,058 are houses in which the landlords are resident and liable for repairs, rates, and taxes. As to these some discretion would be required in placing them under the regulations. But as to the remaining 1,642 houses and cottages in which the landlords are non-resident, I am of opinion it is most desirable they should be placed under the regulations.

"4. With regard to the neglect of the vestry to exercise the powers under the Artisans' and Labourers' Dwellings Act, 1868, these powers have to some extent been put in force ; but I am of opinion that it is desirable further action should be taken."



Here let me point out an extraordinary fact. Under this heading Mr. Nichols says that the vestry informed him that five places, specified as Smith's Place, Slade's Place, Rhode's Buildings, Bolton Court, and Margaret Court, had been demolished. How such information could have been given to Mr. Nichols I am at a loss to conceive. All five places were reported—some of them years ago—as requiring to be dealt with under the Act, but only two of them have been demolished up to the present time. Steps have been taken by the vestry during the last month (March) in respect to Bolton Court—the vestry has proceeded to arbitration with the owner of the property, with a view to its demolition.

“5. I am of opinion that the provision of galvanised iron pails with covers for the storage of dust is most desirable for all houses where the yards can only be entered through the living-rooms, or where a common dust-bin cannot be provided by the vestry.

“6. As regards the necessity for better supervision by, and an increase in the number of, the sanitary officers, there has, no doubt, been some neglect in the past; but the present inspectors appear to be energetic men, well acquainted with their duties; and I am of opinion that two should be sufficient.”

The staff of sanitary inspectors was increased in August last—that is, subsequent to the complaint of the Mansion House Council, and immediately preceding the inquiry ordered by the Home Office on the 3rd of September.

The concluding portion of Mr. Nichols's report is the most important and significant. He says:—

“With reference to the reasons advanced by the vestry to explain their having taken no steps to secure a constant water supply—namely, that no complaints have been made—and generally as to the sanitary requirements, I beg to submit that as the vestry through their inspectors are acquainted with the actual condition of the houses in the parish and the sanitary requirements, it seems to be their duty to take the initiative without waiting for complaints.

“Complaints can hardly be expected from either the owners of insanitary houses, on whom the cost of improvements will fall, or from tenants who are too often indifferent to considerations of health or cleanliness, and in any case would fear to offend their landlords by complaining.

“It also seems of importance that the vestry should encourage their inspectors to make to them recommendations of necessary improvement, and should let it be known that such recommendations shall receive prompt attention, and wherever practicable, be carried out.

“Although I think it most desirable some additional sanitary pre-



cautions should be adopted, I do not consider the parish to be in a bad sanitary condition."

This last paragraph is the one to which I take the strongest possible objection. How does the case stand? Mr. Nichols tells us that there are in Clerkenwell 8,300 premises. The Mansion House Council, as the result of one month's work, sent a selected number of premises—464—of which they challenged inspection. Mr. Nichols's inquiry proves upon his own showing, the almost literal accuracy of the complaints made by the Council with regard to these 464 premises. Very few other houses than those selected by the Mansion House Council were inspected by Mr. Nichols, the total he gives being 475, as against 464. And yet upon facts like these Mr. Nichols reports to the Home Office respecting the parish with its 7,825 uninspected houses, and with its 475—the only ones challenged—found to be bad, "I do not consider the parish to be in a bad sanitary condition."

If the vestries of the Metropolis can be whitewashed in such a summary manner as this, by Inspectors officially appointed by the Home Office, I shall not be surprised for one, if the demand for inquiries on their behalf becomes general. I submit, in the interests of public health, that such inquiries are altogether misleading, and fall very far short of the intentions of the Royal Commission when they suggested the desirability of such proceedings being taken with a view to remedying the deplorable insanitary conditions which prevail in our midst.

A similar inquiry has subsequently been held respecting the hamlet of Mile End Old Town, also at the suggestion of the Mansion House Council. But as the report upon this has only just come into my hands, I must ask you to be good enough to give me an opportunity of commenting upon it on another occasion. Meantime, I venture to suggest that the report presented with regard to Clerkenwell is of such a nature as to call for further investigation. And I trust that some of the numerous newly-elected members for the Metropolis may find an outlet for their zeal in raising a Parliamentary inquiry into the whole matter.

I am, Sir, yours faithfully,

JNO. HAMER,

*Hon. Secretary.*

*Mansion House Council on the  
Dwellings of the People,  
14a, Clement's Inn.*



## APPENDIX E.

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### THE SANITARY CONDITION OF MILE END OLD TOWN.

#### Report of Public Inquiry.

AT the instigation of the Mansion House Council on the Dwellings of the Poor, a public inquiry into the sanitary condition of Mile End Old Town was held at the Mile End Vestry Hall, on Tuesday, the 19th of January, 1886, by Mr. D. Cubitt Nichols, the Inspector appointed by the Home Secretary.

Mr. E. Lewis Thomas, barrister, appeared for the Mansion House Council, and Mr. Milner Jutsum (clerk and solicitor) and Mr. Cushen (vestryman) represented the vestry.

*Mr. Thomas*, in his opening remarks, stated that the Mansion House Council was composed of noblemen, ladies, and gentlemen, whose sole object was to improve, as far as possible with the existing state of the law, the dwellings of the people, and suggest such improvements in the law as were shown by their experience from time to time to be needed. The Mansion House Council had moved for this inquiry with no vindictive feeling, and simply wished to place before the Inspector such information as was in their hands, in order that he might lay the facts before the Secretary of State with a view to his coming to a conclusion in the matter. As the Inspector had made an inspection of many of the houses during the past week, he would not go into details at any very great length, but would just put before him an analysis of the condition of houses which they had given him information about. The total number of houses visited in which defects were found was 518. Of these, 193 had no dust-bins, 188 had unpaved or badly-paved yards, 166 had untrapped or defective yard gullies. The number of houses in those 518 that had sinks was very small; and of those that had sinks, thirty-four were untrapped, and were in direct communication with the drains, and consequently afforded a means of admitting sewer gas into the houses. The number of houses in which the water-closets were without a water supply was 493, and in fifty-two of these houses the water-closets were choked, or otherwise defective. The number of houses which were damp or so dilapidated as to be injurious to health was 124, and the number of houses in which sewer gas was detected from the drains was 116. In fifty-two, the cisterns were un-



covered, and the water apparatus was defective. He drew special attention, as specimens, to the house, 169, Canal Road, where there was no water supply to the water-closet, the drains were defective, as shown by the peppermint test, and bad smells pervaded the place; to 22, St. Dunstan's Road, where there was no water supply to the water-closet, and the house generally was in a very dilapidated condition. He next called attention to the bad condition of Nos. 50, 54, and 58, Ocean Street. At No. 50 the yard was badly paved, there was no water supply to the water-closet, and the water-closet itself was simply a bare pan, and that was stopped up, and the house was dilapidated throughout; No. 58 had a badly-paved yard, an imperfect bell-trap, foul smells escaped from the water-closet, there was no water supply to the water-closet, the roof leaked, the house was generally dilapidated, and moreover was overcrowded. After referring to the insanitary condition of Nos. 78 and 40, Napier Road, the learned counsel drew attention to Norfolk House. These premises, he said, consisted of a block of model dwellings, and that such a block of buildings should be permitted to be erected was a disgrace to the sanitary authority of the district in which they were situated, and he should have to refer to the reports of the sanitary and medical adviser of the Council with respect to the place.

*Mr. Jutsum* said he quite admitted that the condition of the premises was very bad.

*Mr. Thomas*, continuing, said, deceived by the name Model Dwellings, people took rooms in such places believing they here at least would live under healthy conditions, but that could only be achieved by the partial demolition of the premises. Two outbreaks of measles had occurred there, and when the place was visited by the medical adviser of the Council, a child was suffering from typhoid fever, which ultimately terminated fatally. He should call Captain Gretton to prove that he visited the place in May, and reported on its condition on the 1st of June, 1885, and the only step taken by the vestry to remedy these defects was to say that the house should be placed on the tenement register. The defective traps were left untouched, and the offensive smells still pervaded the place. The learned counsel then read some correspondence between the vestry, the Council, and the Local Government Board with respect to these premises, and also a report on the subject which appeared in the *East London Advertiser* on the 16th inst. He went on to say that there was only one water-closet for forty-five persons, and that the lower part of the premises was in a condition dangerous to health, and quite unfit for human habitation. The Mansion House Council had recommended that the place should be dealt with under the Artisans' and Labourers' Dwellings Act, 1868, but it was not until seven months after their recommendation that the sanitary officer of the vestry made a recommendation to the vestry as to how to deal with it. Defects had been remedied in some



of the houses, but there seemed a general inability on the part of the vestry to meet the sanitary requirements of the district. The parish contained more than 105,000 inhabitants, and there was only one sanitary inspector until a few weeks ago, when an assistant was appointed temporarily. This he thought was the worst proportion of officers to population in the whole of London. The Local Government Board wrote to the vestry in answer to a complaint by the Council, and in his reply the vestry clerk stated that it would require the employment of at least two extra clerks to answer all the complaints they received without producing the least gain to the inhabitants. He would point out that the inhabitants under the 139th Sec. of the Metropolis Management Act had a right to know what was being done when they had made a complaint.

*Mr. Jutsum* asked that the whole of the letter might be read, as *Mr. Thomas* was misquoting it. What the letter said was that it would require two extra clerks to answer all the complaints made by the Mansion House Council.

*Mr. Thomas* read the whole letter, and having done so, said it seemed to him to bear the interpretation he had put upon it.

*Mr. Jutsum* denied this.

*Mr. Thomas* went on to say that *Mr. Jutsum* in his letter stated that if they took action in respect of some of the matters complained of the magistrates would not convict, whereas it was brought to the notice of the vestry that the Council, in conjunction with the water company, prosecuted a person, and fines amounting to £13 5s. were imposed.

*Mr. Jutsum* said it was a matter of opinion with the vestry and their legal adviser as to whether they could legally take action, and if the vestry were ill-advised it was his fault.

*Mr. Thomas* said in the same letter *Mr. Jutsum* stated that the death rate was a very low one. He should be able to prove that such was not the case, but that it was a very high one. He contended that if the yards of houses were not paved they were likely to become a nuisance that must be injurious to health, and that being so the vestry had power to take proceedings to have the nuisance abated. Under Sec. 8 of the Nuisances Removal Act these yards could be, and had been, dealt with. With regard to the trapping of gullies, that could be dealt with in the same way. Under Sec. 24 of the Metropolis Local Management Act, proceedings could be taken to compel the owners to have the gullies trapped. If they were untrapped the sewer gas escaped and caused a nuisance injurious to health. He then showed that the vestry had power to enforce the Act, which set forth that all closets should be supplied with water, and that every house should be supplied with an ash-pit with proper doors and coverings. The 81st Sec. of the Metropolis Local Management Act, 1855, set forth that it should not be lawful to erect or re-build any dwelling without a water-closet with a water supply, or



privy, and ash-pit, with proper doors, coverings, &c. The section also provided the vestry with power to compel the owner or occupier to comply with all these provisions. The vestry had absolutely disregarded this section in respect to the ash-pits, for in July, 1883, they issued a notice stating that it was advisable that those dust-bins that had lids should be left open. Then the vestry had power to deal with dilapidated dwellings under Torrens's Act. They had power to have them altered or demolished as the necessity of the case might require. With regard to the question of the water supply to water-closets, the vestry seemed to have been a law unto itself, in the distinction between a privy and a water-closet. It was no doubt a question for medical experts, but if he were asked to define a water-closet he should say it was a place of natural convenience where the excreta were removed by water carriage, and that opinion he fortified by quoting from the model bye-laws of the Local Government Board.

*The Inspector* said a water-closet was defined in Chambers' Dictionary as a closet used for a necessary purpose in which the discharges were carried off by water.

*Mr. Thomas* said he thought the Local Government Board as the highest sanitary authority in the land should be the guide of the local authority, and they stated in their bye-laws that a person who constructed a privy in connection with a building should not cause it to be connected with any drains. Consequently any place of the kind that was connected with the drains could not be a privy.

*Mr. Jutsum* said he could not accept this definition.

*Mr. Thomas*: I think the law courts would be guided by that definition.

*Mr. Jutsum* said the bye-law quoted did not bind any local authority, and that definition would not be found in any dictionary.

*Mr. Thomas* asked the Inspector to put on his notes his reference to Sec. 79 of the model bye-laws of the Local Government Board, as a restrictive definition of a privy, and he complied. The learned counsel went on to say that he had stronger evidence as to whether a water-closet, without a water supply, was a nuisance or not than he had at the Clerkenwell inquiry. The sanitary authority of Clerkenwell had prosecuted the owner of two houses for not having a water supply to the water-closets, and Mr. Hosack, the magistrate, imposed a fine of £5 in each summons, and said a water-closet could not be allowed to remain without water, for "it *must* be a nuisance."

In reply to Mr. Jutsum, Mr. Thomas said the magistrate was asked to reconsider his decision, but declined.

*Mr. Thomas* then quoted Sec. 8 of the Nuisances Removal Act to show that a water-closet without a water supply was a nuisance *per se*. He was sure the Inspector would be glad to know that as the result of



the inquiry in Clerkenwell at which the Inspector presided, the Vestry of Clerkenwell had ordered a water supply to all closets in their district, whether their existence constituted a nuisance or not.

*Mr. Jutsum* objected to any reference to what other parishes were doing, and also to *Mr. Thomas* dealing with anything but the present sanitary condition of the hamlet, as the scope of the Inspector's inquiry did not go beyond that.

*Mr. Thomas* then proceeded to deal with several legal decisions, in anticipation of their being quoted in answer to his arguments. The case of *Tinkler v. Wandsworth Board* did not govern the cases in question, as in that case the order of the Board was for the conversion of privies into water-closets. The case of *Lewis v. The St. Luke's Vestry* he also dealt with to show that it could not be cited as an answer to the cases he had put before the Inspector. He further quoted a recent conviction under a prosecution by the St. Pancras Vestry for not having a water supply to the water-closet. (*Saunders v. St. Pancras.*)

The Court then adjourned for luncheon.

After the adjournment, *Mr. Thomas* called *Dr. Louis Parkes*, the Sanitary and Medical Adviser to the Mansion House Council. Examined by counsel, *Dr. Parkes* said he had made an inspection of a part of the district of Mile End in company with the Inspector, and he found a large number of the water-closets without a water supply. His opinion was that a water-closet was a place where the excrement was removed by water power into the public sewer, and a privy was a place where the excrement was allowed to pass into a cess-pit, and was removed in some way by hand. He considered it highly desirable in the interests of the health of the whole district that the water-closets should have a proper water supply. Hand-flushing the water-closets in the lower-class houses would answer the purpose if the flushing was under the immediate supervision of the local authority, but not otherwise. In the interest of health every house in the district should be fitted with a proper receptacle for dust. Unless there were such places it was probable that the poorer class of tenants would throw their dust in the corners of the yard, and that had been found to be the case in many instances. Such a practice was dangerous to health, and in times of epidemic visitations might become a source of great danger. The wind would catch the infectious particles and distribute them over a considerable area. Dust kept in a bin with the lid open naturally fermented sooner than it would do under a closed lid. The best system of dust collection was to supply the inhabitants with galvanised iron pails with lids, in which the dust could be placed, and these should be put outside the doors and collected every morning by the carts. He had found many wooden cisterns in the district, and he considered it extremely undesirable that there should be any of these wooden cisterns at all, and especially as they intercepted a constant water supply. All



cisterns should have covers. He considered it extremely important that all sinks and drains should be properly trapped. He had no doubt that sewer gas escaped into many of the houses where he had found defective drains. That must be extremely injurious to health, and where it did not absolutely spread disease, there was no doubt, in his opinion, that it would produce a debilitated condition of health, which would render the inhabitants of the houses unprepared to resist attacks of disease. He therefore considered it necessary that such matters should be promptly attended to. Unpaved yards caused water to lie in pools and percolate through the house walls, thus rendering them damp and unhealthy. All these matters he was clearly of opinion could be dealt with under the Nuisances Removal Act. Cases of extensive dilapidation could be dealt with under Torrens's Act, and all the complaints of the insanitary condition of houses in the district of Mile End could have been effectually dealt with under the existing law had the vestry been inclined to deal with them.

Cross-examined by Mr. Jutsum, in considering the sanitary requirements of a district he did not take any notice of economy. His evidence was not based on theory, but actual knowledge, but he knew nothing about the expenditure part of this question. He could refer to many scientific works for corroboration of his definition of a privy and a water-closet. Throughout the lengthy cross-examination the witness was subjected to, he did not depart from his opinions as expressed in his evidence in chief.

*Captain Gretton*, Hon. Sec. to the Local Committee of the Mansion House Council in the Hamlet of Mile End, examined by Mr. Thomas, said that on the 30th of Dec., 1884, he wrote to the vestry with respect to the condition of the house, 169, Canal Road, stating that the water-closet and sink were untrapped, and there were very bad smells in the house, in the front kitchen especially. The people complained that the smell was so bad in the morning that it made them sick. In the following March he again reported that the people in the house still complained of bad smells. Up to the present the people complained of bad smells, and nothing seemed to have been done to investigate the matter by the vestry. He also visited a house in Wentworth Road, and found the water was polluted.

*Mr. Jutsum* said the question was, Was the water polluted now? He hoped the witness would confine himself to the present time.

*Mr. Thomas* said he thought the vestry courted inquiry, but Mr. Jutsum was trying to limit it very much.

*Mr. Jutsum* said he quite admitted that complaints were made, and as far as the vestry were able legally to deal with them they had done so.

*The Inspector* said he took particular notice of several of the houses in order to satisfy himself that the allegations of the Mansion House



Council were correct, and as he had found some of the defects still existed, it showed that there must have been neglect on the part of the vestry.

*Mr. Jutsum* said the vestry contended that it was not neglect, but want of power, and that was entirely another matter.

*The Inspector*: My duty is to inquire into the present sanitary condition of the hamlet, and suggest any measures I think necessary to improve it.

*Captain Gretton*, continuing his evidence, said he also made a complaint to the vestry concerning 9, Cameron Place. That was on the 31st of March, 1884, and in his report he stated that there were very bad smells in the house, that no food would keep in the cupboards under which the drains ran, and that the inhabitants stated that there used to be a smell like a corpse in the house. The place was not so bad now, but it was not healthy. Since he made the report there had been a fatal case of typhoid fever there. On the 31st of March, 1885, he made a complaint to the vestry as to 11, Yalford Street, and nine months afterwards, although the sanitary inspector went, he had not tested the drains after the complaint. The people in the house complained that the smells were as bad as ever.

Cross-examined by *Mr. Jutsum*:—I suppose you agree generally with the remarks made by the medical officer that health should come first, and economy afterwards?

*Captain Gretton*: I certainly think it very much better economy to enforce sanitation on the part of the landlords by enforcing the powers which you have, rather than to allow people to die of typhoid fever, and render their family liable to come on to the rates.

*Mr. Jutsum*: What, in a great measure, do you attribute this insanitary condition to?

*Captain Gretton*: I should say to the vestry of Mile End's attempt to carry on the sanitary arrangements of the district of 105,000 persons with one solitary sanitary inspector, and one man who has been put on temporarily for two months, and who was put on after this inquiry was announced.

Asked by *Mr. Jutsum* whether he knew anything of Norfolk House, *Captain Gretton* said he unfortunately happened to be one of the trustees of the land, and he and his co-trustees were told that they were powerless to effect any alteration. In answer to a question by *Mr. Jutsum*, he did not admit that the vestry stood in the same position, and were also powerless. The position of private trustees and public bodies by whom extremely large powers were possessed were altogether dissimilar. He presumed that the building was erected under the supervision of the architects of the lessors, but he was not in this country himself at the time.

*Mr. Hildreth*, assistant sanitary inspector to the Council, said he had



seen a good many of the houses complained of, and was last at 9, Cameron Place, last Friday week. The inhabitants then complained of bad smells. The witness also gave evidence of the bad sanitary condition in which he found the house, 50, Ocean Street. In November, 1885, it was in a very bad condition, and in June last he again saw it, and nothing had then been done to improve it. He considered it a dangerous structure.

Cross-examined : He assisted his father before he was connected with the Mansion House Council, but he received a training as a sanitary officer before he was appointed to the position he now held.

*Mr. Arthur Goodwin*, a sanitary inspector to the Jewish Board of Guardians, and holder of the certificate of the Sanitary Institute of Great Britain, deposed that on the 23rd of July, 1884, he reported upon the insanitary condition of certain houses to the Mile End Vestry. The house, 5, Yalford Street, he found in an extremely bad sanitary and dirty condition. It was occupied chiefly by foreign Jews, and was overcrowded. Its being overcrowded would help to make it dirty. He attributed the overcrowding to the system of "farming," and the heavy rents.

*Mr. Cushen* said these houses in Yalford Street were about the heaviest rented houses in the district, and they were occupied by about as dirty a set of people as it was possible to conceive. The vestry had no evidence of overcrowding, but if the people were put into clean houses they would make them as dirty as those in question in about a week. For half the money they paid for them they could get much better dwellings, but agents were employed to look this class of persons up.

*Mr. Leshaw*, sanitary inspector to the vestry, said, in examination by Mr. Thomas, that until about two months ago he was the only sanitary officer employed. He should think the population of the hamlet was now about 120,000.

*Mr. Futsum* said according to the medical officer's report it would be about 114,000.

*Mr. Leshaw*, continuing, said, besides his sanitary duties he had some work to do under the Food and Drugs Act. He had no time to make a house-to-house visitation of the whole parish, but he had made a house-to-house visitation of a portion of it for the purpose of registering some of the houses under the tenement regulations. He had visited 50, Ocean Street, but not lately. He had not heard any complaint respecting it until now. He had visited 9, Cameron Place, in consequence of complaints that were made ; and, as the result, an order was issued for the cleansing of the drains, and for the provision of a trap. The order was issued two months after the complaint was received. He did not superintend the work. He never did that, and did not know that the law required him to stop and see the work done. To the best of his belief he also visited 11, Yalford Street, after the complaint was received.



*Mr. Futsum* said an order was served to the owner, followed by a peremptory letter, and the work not being done, a second peremptory letter was served. The work was done, but the place was now as bad as ever.

*Mr. Thomas* said he did not find any fault with the sanitary officer, but his complaint was that the work was more than enough for four men.

*Mr. Leshaw*, further examined by *Mr. Thomas*, said if a complaint were made of a certain thing in a house, when he visited it, he also inspected other parts of the house if he thought it necessary. He was guided by circumstances in a matter of that kind. He could not say whether his inspection at 8, Alma Road, extended beyond the scope of the complaint.

By *Mr. Cushen* : he had made several inspections in Ocean Street, and also in Yalford Street. He had found in some instances where he had gone to inquire as to complaints that had been made, that the tenants had denied that there was any ground for complaint. His work under the Food and Drugs Act took up but very little of his time.

In answer to counsel, *Mr. Futsum* said the number of houses on the tenement register was twenty-nine.

*Mr. Thomas* remarked that this was a very small number considering that they had it in evidence that two-thirds of the houses in the district were occupied by more than one family.

*Mr. Futsum* said the assertion was made by *Mr. Thomas*, but he denied that it was in accordance with the facts.\*

*Dr. Corner*, medical officer to the vestry, called by the Inspector, gave evidence that the death rate for the hamlet for the year ended March, 1885, was 22·6 per 1,000, which included the deaths in the workhouse and infirmary, and also those from infectious disease in public institutions outside the parish as far as they could be gathered from the weekly returns of the Registrar-General. The death rate for the whole of London was 20·6. He considered the health of the hamlet exceedingly good, not only as compared with other East End districts, but with the West End and suburban districts as well.

In answer to the Inspector, the witness said they had not an exceptionally large population of poor persons. There was a large middle-class population.

The witness was cross-examined at great length to show that his death rate was not reliable, as it did not contain all the deaths from infectious diseases belonging to the hamlet which took place outside in public institutions, and the doctor admitted that he might not be acquainted of all such deaths, but as far as they could be ascertained from the reports of the Registrar-General they were included.

*Mr. Thomas* said he had had a calculation made of the mean duration of life in the hamlet, and he found that it was a little under 35 years,

\* *Vide* Inspector's Report attached.



whereas in St. George's, Hanover Square, it was about 55, and for the whole Metropolis a little under 37 years.

*Dr. Corner*, in answer to Mr. Thomas, said the number of samples of food and drugs sent to him as the public analyst by the sanitary inspector last year was about 50.

*Mr. Knight*, in reply to the Inspector, said the total length of streets in the hamlet was  $33\frac{1}{2}$  miles.

This concluded the case on behalf of the Council, and no evidence was called on the other side.

The Vestry Clerk replied upon the whole case. He contended that the death rate proved that the hamlet was not in an insanitary condition. A return of the death rate for the twenty-five years ended 1883, and also of the sanitary measures taken by the vestry, showed that they had not been unmindful of the health of the district. The chief complaint by the Council was the want of a water supply to the water-closets in certain houses, and the want of dust-bins ; and the question of drains was, he thought, in a great measure subsidiary. It had been argued by counsel that a privy was necessarily a place of convenience connected with a cesspit, and not with a public drain, and in which the use of water as a carriage power would be wrong. He had taken the trouble to look up a number of dictionaries, and in no one of them could he find any such definition. He could see no reasonable objection to a privy being connected with a drain, and he did not believe that the law prohibited their being so connected. If the vestry had done wrong in this particular matter it was owing to wrong advice he had given them, but he did not admit that he was wrong, for in his opinion a privy might be connected with the drains, and he held that the vestry had no power to order privies to be converted into water-closets,\* and they had no power to order a water supply to privies. He did not deny that in some cases it would be beneficial if they could turn privies into water-closets, but his contention was that they had no power to do so, and they could not take any action unless they were proved to be a nuisance. In cases where they had been found to be in a bad condition notice was served to have them cleansed. Those that were without a water supply the vestry contended were privies, and if that were so they had no power to order a water supply to them. He admitted that the vestry had power to cause ash-pits to be provided, but they had over and over again been advised that the dust-bins usually in use tended to promote disease rather than to prevent it. The experience of the vestry in those cases where pails had been provided was that the occupiers of the houses, after a short time, converted them to their own domestic use. The difficulty was to find out what sort of receptacle could be devised to meet the requirements, and it had been suggested that they should pro-

\* *Vide* Sec. 81, Metrop. Man. Act, 1855 ; also *Mr. Cubitt Nichols' Report*, p. 74.



vide perforated pails, which would not hold water. The suggestion that pails should be put outside the houses every morning could not very well be adopted, because no one had a right to place things in the streets ; they might lead to accidents, for which the occupiers of the houses would be liable. The vestry had power to order gullies to be trapped, but they had no power to order any particular kind of trap. The bell-trap was generally used, and they generally got out of order through the carelessness of the occupiers of the houses. The vestry wanted extended powers on this point, and then they would be able to do much more. Whether they had power to order all yards to be paved in the way suggested by the Council was more than doubtful. The question was what "paving" meant, and he believed that if a yard was well gravelled the requirements of the Act as to paving had been met. The Torrens Act in regard to dilapidated property was one of the most difficult Acts in existence to enforce. He went on to explain the *modus operandi* of putting it in force, and quoted a case where a London vestry having put the Act in force was declared by the law courts to have acted illegally, and had to spend £120 in putting the property in question in repair. In many cases the houses were wantonly destroyed by the inhabitants, and that this was so they had ample proof in the report of the Royal Commission on the Dwellings of the Poor ;} and even if they had power, it would be very hard on the landlords to make them repair matters of the kind when they were continually being damaged by the tenants. With regard to such buildings as Norfolk House, the vestry were alive to the necessity of putting a stop to the erection of such places, but they were absolutely powerless to do so. The place was built in accordance with the Building Act, and they had no power to interfere. Outside the Metropolitan area the local authorities had the power of making their own bye-laws, and consequently they could provide against the erection of such dwellings ; but in the Metropolis they had no such power. They had insisted upon the erection of four extra water-closets in this house, and that was all they had been able to do. Until the vestry were entrusted with greater powers it was impossible for them to do much more than they had done. He had no doubt the vestry would take steps to enforce a water supply to all places of convenience if they thought they had the power.

*Mr. Thomas* said if that were so, he wondered the vestry had never tested the question in the courts.

*Mr. Futsum*, in conclusion, said he considered the number of complaints made were small when the nature of the district was considered, and the death rate proved that the district was an exceptionally healthy one. He hoped the Inspector would impress upon the Secretary of State the necessity of investing the vestry with additional powers.

The inquiry then closed, the Inspector remarking that he would present his report to the Home Secretary as early as possible.



## APPENDIX F.

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### REPORT BY D. CUBITT NICHOLS, ESQ., ON THE SANITARY CONDITION OF THE HAMLET OF MILE END OLD TOWN.

*Presented to the Secretary of State for the Home Department.*

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3, Howard Street, Strand,  
17th March, 1886.

SIR,—In pursuance of your instructions that an inquiry should be made as to the immediate sanitary requirements of the hamlet of Mile End Old Town in accordance with the recommendation of the Royal Commission on the Housing of the Working Classes, and that I should hold such inquiry,

I have the honour to report that I placed myself in communication with the vestry clerk, and also with Mr. H. Cushen and Mr. F. J. Wood, the gentlemen nominated by the vestry to co-operate with me in such inquiry ; and gave notice to the vestry clerk and to the Mansion House Council on the Dwellings of the People that I should proceed with such inquiry at the Vestry Hall, Bancroft Road, on the 11th January, 1886.

In pursuance of the above notice I attended at the place named and proceeded upon the inquiry, Mr. Cushen being present (Mr. Wood being unable to attend through illness).

Mr. Millner Jutsum, the vestry clerk, Dr. Cæsar (in the absence of the medical officer of health through illness), and Mr. Knight, surveyor, appeared on behalf of the vestry of the hamlet of Mile End Old Town.

Mr. E. Lewis Thomas, barrister, executive officer to the Council, Dr. Parkes, M.D., medical adviser to the Council, and Captain Gretton, local secretary to the Council, appeared on behalf of the Mansion House Council on the Dwellings of the People.

At this meeting it was arranged that an inspection should be made of the alleged sanitary defects in the houses referred to in a list which has been forwarded by the Mansion House Council to the Local Government Board, and also into the alleged sanitary defects in the houses referred to in an amended and enlarged list put in by the Mansion House Council ("A" herewith), and that after such inspection a public inquiry should be held for the purpose of taking evidence.

I then proceeded to inspect the houses referred to in the above-mentioned amended list, being accompanied by Mr. Cushen, Dr. Cæsar,



Mr. Kemp, chairman of sanitary committee, and Mr. Knight, surveyor, on behalf of the vestry, and by Dr. Parkes and Captain Gretton on behalf of the Mansion House Council.

The list first supplied by the Mansion House Council comprised 87 houses, and the amended list 508 houses, the sanitary defects alleged to exist in such houses being—

Want of water-supply to closets.

Defective pans and defective apparatus to closets.

Want of dust-bins, and dilapidated and defective dust-bins.

Defective or uncovered cisterns.

Untrapped or defective yard gullies.

Untrapped or defective sinks.

Unpaved or badly-paved yards.

Dilapidated houses, *e.g.*, defective roofs, damp walls and ceilings, broken flooring, &c.

The following is a statement of the streets and houses inspected, and the sanitary defects found to exist in same :—

Number of Page in List of Mansion House Council.	Names of Streets, Courts, &c.	Number of Houses Inspected.	Remarks.
12	Alma Road . . .	1	No. 8 in Road, dilapidated.
37	Albion Street . . .	3	
11	Brunswick Place . . .	10	
15	Bradwell Street . . .	2	
15	Bagallay Street . . .	4	No. 8 in Street, dilapidated.
17 and 18	Bridges Street . . .	22	
19	Bedford Street . . .	1	
39	Bow Common Lane . . .	4	
49	Baker's Street (Bedford Square) . . .	6	No. 14 in Street, dilapidated.
5, 6, and 7	Cadiz Street . . .	30	
12	Coke Street . . .	1	
13	Cameron Place . . .	1	
18	Canal Road . . .	1	
20 and 21	Cornwall Place . . .	5	Defects being remedied.
21	Cornwall Square . . .	4	
21	Cornwall Road . . .	5	Defects being remedied.
22	Cleveland Street . . .	2	
22	Carter Street . . .	6	No. 10 in Street, dilapidated ; drains bad.
23	Clark Street . . .	1	
32 and 33	Clinton Road . . .	10	
34 and 35	Cordelia Street . . .	4	
49	Clark Street (Bedford Square) . . .	1	
50	Commercial Road . . .	1	
1	Duckett Street . . .	13	
39 and 40	Drivers' Buildings . . .	8	



Number of Page in List of Mansion House Council.	Names of Streets, Courts, &c.	Number of Houses In- spected.	Remarks.
18	Edwards' Road . . .	8	
11	Garden Street . . .	4	
19	Gold Street . . .	1	
46 and 47	Gray Street . . .	5	
29	Harding Street . . .	1	
44 and 45	Harlow Place . . .	2	
48	Hawkins Street . . .	1	
16	Jupp's Road . . .	5	
30	Joseph Street . . .	7	
1, 2, and 3	Knott Street . . .	21	All dilapidated.
16	Lucas Street . . .	3	No. 1 in Street, dilapidated.
20	Latimer Street . . .	1	
24 and 25	Lomas Buildings . . .	15	
25, 26, 49, and 50	Lydia Street . . .	13	
31 and 32	Longfellow Road . . .	8	No. 20 in Road, dilapidated.
34	Lincoln Street . . .	3	
25, 45, and 46	Mary Street . . .	14	Nos. 4 and 20 in Street, dilapidated.
33 and 34	Murdock Cottages . . .	6	
37 and 38	Maplin Street . . .	5	Houses dirty and dilapi- dated.
40 and 41	May's Buildings . . .	6	
3 and 4	Nelson Street . . .	11	
30	Nottingham Place . . .	1	
40	Nicholas Street . . .	3	
41, 42, 43, and 44	Ocean Street . . .	29	
47 and 48	Old Church Road . . .	13	
49	Oxford Street . . .	1	Dilapidated.
29	Romford Street . . .	20	Now under repair.
39	Regent's Place . . .	1	
49	Russell Street . . .	1	
12	St. Dunstan's Road . . .	5	No. 26 in Road, dilapidated.
26 and 27	Single Street . . .	13	
27 and 28	South Grove . . .	11	Some of the houses unfit for human habitation.
29 and 30	Steele's Lane . . .	6	
36 and 37	Salmen Street . . .	14	
39	Salisbury Street . . .	2	Nos. 2 and 8 in Street, dilapidated.
40	Swan Court . . .	7	
47	St. George's Place . . .	1	
20	Tollit Street . . .	4	
4	Union Buildings . . .	4	
21 and 22	Union Place . . .	5	
30	Union Street . . .	3	
12	Wellesley Street . . .	1	
13, 14, and 15	Whitehead Street . . .	20	
16	Wentworth Road . . .	7	
23 and 24	Wilson Street . . .	16	
41	Willow Street . . .	4	
8, 9, and 10	Yalford Street . . .	30	Houses generally dilapi- dated.
		508	



In the above 508 houses there were at the time of my inspection the following sanitary defects :—

Water-closets without water supply ... ..	367
Water-closets with defective pans or apparatus ... ..	72
Dust-bins wanting or defective ... ..	365
Defective cisterns ... ..	32
Defective gullies and sinks ... ..	168
Defective drains ... ..	61
Defective paving to yards ... ..	174

and a large number of dirty and dilapidated houses.

With some few exceptions the whole of the houses inspected were occupied by tenants paying weekly rentals, in which the landlords were non-resident.

Regulations under the Sanitary Act, 1866, and Sanitary Law Amendment Act, 1874, adopted by the vestry on the 4th March, 1885, were put in by the vestry ( " B " herewith).

It was stated the whole of the houses in the hamlet have a constant water-supply.

The following information has been supplied by the officers of the vestry :—

Total number of houses in the hamlet ... ..	14,574
Houses let in lodgings ... ..	3,387
Tenement houses ... ..	2,873
Cottages of from two to four rooms ... ..	3,740
<hr/>	
Total number of tenement houses and cottages } in which landlord is non-resident, but liable } for repairs, rates, and taxes ... .. }	6,613
<hr/>	
Total houses, &c., to which regulations adopted } by vestry might be made to apply ... .. }	10,000
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Area of lands included in the hamlet .. ..	about 681 acres.
Total length of public paving under control of vestry ... ..	about 33½ miles.
Total population at last census ... ..	105,573
Corrected death-rate (as per medical officer's state- ment), including deaths in workhouses and in- firmaries... ..	22'6 per 1,000
Death rate for the Metropolis ... ..	20'3 "

On the 18th January last I held a public inquiry at the Vestry Hall.



Mr. Thomas, barrister, appeared on behalf of the Mansion House Council.

Mr. Jutsum (vestry clerk) appeared on behalf of the vestry.

In support of the contention of the Mansion House Council, the following gentlemen were examined :—

Dr. Louis Parkes, medical officer of the Council ; Captain Gretton, local secretary to the Council ; Mr. James Hildreth, assistant sanitary inspector to the Council ; Mr. A. A. Goodwyer, sanitary inspector to Jewish Board of Guardians.

And in support of the contention of the vestry :—

Dr. Matthew Corner, the medical officer of health ; Mr. Knight, surveyor ; Mr. Leshaw, sanitary inspector.

The contention of the Mansion House Council was that the sanitary defects found to exist in the houses must be considered a nuisance injurious to health, and that the remedy was within the power of the vestry.

1st. In enforcing the laying on of water to the several closets under Section 81 of the Metropolis Local Management Act, 1855, which provides, “after the commencement of this Act it shall not be lawful newly to erect any house, or to rebuild any house pulled down to the extent aforesaid, within any parish mentioned in Schedule (A) to this Act, or any district mentioned in Schedule (B) to this Act, without a sufficient water-closet or privy and ash-pit furnished with proper doors and coverings, and also furnished as regards the water-closet with suitable water-supply and water-supply apparatus, and with suitable trapped soil-pan and other suitable works and arrangements, so far as may be necessary to insure the efficient operation thereof ; and whosoever shall offend against this enactment shall be liable to a penalty not exceeding £20 ; and if at any time it appear to the vestry or district board of such parish or district that any house in any such parish or district, whether built before or after the commencement of this Act, is without a sufficient water-closet or privy and ash-pit furnished with proper doors and coverings, and with other apparatus and works as aforesaid, the vestry or district board shall, in case the same can be provided without disturbing any building, give notice in writing to the owner or occupier of such house, requiring him forthwith, or within such reasonable time as shall be specified in such notice, to provide a sufficient water-closet or privy and ash-pit so furnished as aforesaid, or either of them, as the case may require.”

2nd. In enforcing the provision of dust-bins with proper doors and covers, under the above section, or the provision of galvanised iron pails as receptacles for dust.



3rd. In putting in force the regulations adopted by the vestry on the 4th March, 1885 ("B" herewith).

4th. In exercising the powers given by the Artisans' and Labourers Dwellings Act, 1868 (Torrens's Act).

5th. In a better supervision by, and an increase in number of, the sanitary officers of the vestry.

The contention of the vestry was :—

1st. That as to the laying on of water to the closets under Section 81 of the Metropolis Local Management Act (before referred to) the Act provides that every house shall have a proper water-closet or *privy*, their contention being that the closets referred to by the Mansion House Council are *privies* and not water-closets; that the present system of hand-flushing is better adapted to the habits of the occupants, and until this was found to be insufficient the vestry have been advised they have no power to order a water supply to be laid on, and in support of their contention referred to "Tinkler v. Wandsworth District Board of Works," 27 L.J., ch. 342, and "Vestry of St. Luke, Middlesex v. Lewis," 31 L.J., M.C. 73.

2nd. That as to the provision of receptacles for dust, the vestry admit they have power to cause ash-pits to be provided, but have been advised these pits are likely to promote disease. The great object of the vestry has been that movable receptacles should be provided; complaints have, however, been made by landlords that when movable receptacles have been provided they have been used for other purposes. The vestry have advised the use of perforated iron pails, but have no power to order them; and objection might be taken to the pails being an obstruction if placed on public pavements.

3rd. That as to putting in force the regulations adopted by the vestry, the houses within the hamlet are now being inspected with the view of placing them where necessary under the regulations.

With reference to cottages in the occupation of one family in which the landlord is non-resident, the vestry consider they have no power to place such cottages under the regulations.

4th. That as to exercising the powers under Torrens's Act, the only possible means of making the Act a working Act is to give greater powers to vestries to deal promptly with dilapidated houses, as at present objections may be taken by owners causing a delay of at least nine months, and that the condition of the houses referred to by the Mansion House Council is in a great degree due to the dirty and destructive habits of the occupants.

5th. That as to a better supervision by, and an increase in the number of the sanitary officers, the sanitary inspector has in all cases examined into the complaints of the Mansion House Council, and ordered the



necessary work to be executed, and further that an additional inspector has been appointed within the last few weeks.

Since the inquiry I have received a letter from Mr. A. A. Goodwyer, sanitary inspector to the Jewish Board of Guardians, with copies of correspondence between the board and the vestry from August to December last ("C" herewith); also a letter from the Mansion House Council forwarding a copy letter from Dr. Longstaff in relation to the evidence of the medical officer of health ("D" herewith); these documents I forwarded to the vestry clerk (Mr. Jutsum), inviting his comments on same, and forward his reply ("E" herewith).

On consideration of the evidence, and as a result of my personal inspection of the hamlet, I am of opinion that it is desirable that additional sanitary precautions should be adopted by the vestry.

*1st.—As regards the Supply of Water to all Closets.*

(a.) The contention of the vestry that the closets referred to are "privies" is not in my opinion well founded.

Dr. Parkes in his evidence defined a water-closet as "one fitted with a pan and trap communicating with the public sewer, in which the excrete is removed by water," and a privy as "one in which the excrete is deposited in receptacles and removed by hand," and in this I agree.

(b.) The contention of the vestry that the present system of hand-flushing is better adapted to the habits of the occupants, cannot, I think, be supported. I am aware the sanitary authorities of the districts of Whitechapel and Limehouse (with a similar class of inhabitants) hold the same views (*see* Report of Jewish Board of Guardians, pp. 7, 11, and 16—"F" herewith), but it seems to me most improbable (as is contended) that persons too idle or too indifferent to cleanliness to use the water-supply if laid on, would take the trouble to draw a pail of water to flush the pans.

(c.) The cases quoted by the vestry in support of their contention that they have no power to order a water-supply until the present system of hand-flushing is found to be insufficient are as follows:—

In the case of *"Tinkler v. The Board of Works for the Wandsworth District"* (Court of Chancery, January 26, 27, and March 12, 1858).

Reported 27 Law Journal, N.S. 342.

The Wandsworth Board of Works passed a resolution that no privies or cesspools should be allowed in the district, and served notice on the owner of cottages to convert privies into water-closets, and a second notice under Metropolis Local Management Act (18 & 19 Vict. c. 120) and Nuisances Removal Act (18 & 19 Vict. c. 121) that as former notice



had not been attended to, they should within seven days enter and enforce the provisions of those Acts against the owner.

In pursuance of this notice they entered and commenced the works, whereupon the owner filed a bill for an injunction, which one of the Vice-Chancellors granted.

The Lords Justices held (affirming that decision) that the board had exceeded their powers in coming to the resolution, and that under the Nuisances Removal Act they had no authority to enter unless a previous order of justices of the peace had been disobeyed.

The following extracts bearing on the question are from the judgments of Lord Justice Knight Bruce (p. 346) and Lord Justice Turner (pp. 346, 347, 348, and 349).

Lord Justice Knight Bruce said (p. 346)—

“The question is not whether they have power to cause or order privies within their district to be put in a proper and decent state, if not in that state, but it is whether they have the right or power to force on the plaintiff the mechanical contrivance of water-closets with their requisite apparatus, for which he is to find water-supply as best he may, instead of the privies (sufficient as privies, if kept in a condition proper for such conveniences, are) which are upon his land for the purposes of his cottages there.”

Lord Justice Turner said—

(p. 346)—“In consequence of this notice the plaintiff executed some works mentioned in the schedule, but he did not pan or trap the privies or provide water-supply apparatus, or, as I presume, cisterns ; in other words, he did not convert the privies into water-closets ;”

(p. 348)—“I take it to be fully established by the evidence before us that the order issued by the defendants proceeds upon the footing that there shall be no privies in their district, that all the privies there shall be turned into water-closets, and that this resolution had been come to before this order was issued and without reference to the present case ;” and

(p. 349)—“Now whatever may be the powers given by this Act to the local authorities to order water-closets to be provided instead of privies in particular cases in which that alteration may be required (I am assuming that without in the least meaning to decide that the Act gives that power), I think that, whatever may be the powers given, upon the true construction of the Act, and viewing it in the light most favourable to these defendants, they were bound to exercise their jurisdiction in each particular case, and that it was not competent to them to lay down any such general rule as that upon which the defendants acted, and that in acting upon that rule they have exceeded the powers given to them by the Act, and that, therefore, this order was in that respect illegal and void, and that the defendants had not the power to enter upon the premises for the purpose of giving effect to this part of the order.”



In the case of "The Vestry of St. Luke's *v.* Lewis" (Court of Queen's Bench, 18th January, 1862).

Reported 31 Law Journal, N.S. (Magistrates' Cases) 73.

It was held that, under Section 81 of the Metropolis Local Management Act, the vestry or district board may require the owner or occupier of a house to provide a sufficient water-closet; and if he does not comply with such requirement the vestry or district board may cause it to be constructed, and may recover the expenses incurred by them in so doing from the owner of the house.

In this case notice was served on the owner of houses erected before the passing of the Metropolis Local Management Act to do certain works to two privies, which he complied with so far as to fix pans to the closets, but not in providing water-supply.

A further notice was served on the owner, and in pursuance of such notice the vestry entered, cleansed drains, and connected privies with sewer.

A third notice was then served on the owner to provide water-supply to the closets, and on his neglecting to execute the work, the vestry entered upon the premises and laid on a water-supply to the closets at a cost of 12*l.* 10*s.*

The vestry took out a summons to recover the amount, but the magistrate delivered judgment in favour of the owner, to the following effect: "Having reference to the notices which the vestry had given" . . . . "holding that the Metropolis Local Management Act, and especially the 81st, 82nd, and 85th sections thereof under which the vestry had acted in carrying out the works, contains no power to convert a privy into a water-closet, by providing water-supply thereto, as had been done in this instance; but that if the privy already established was not sufficient, the vestry should have required the respondent to make it so, and on his default the vestry were empowered to make it sufficient, under the authority of the 81st Section, by doing such works as the case required, and then to recover from the respondent the expenses incurred by them in so doing," he feeling himself supported in that construction of the statute by the authority of "Tinkler *v.* The Board of Works of Wandsworth District."

The case was stated under 20 & 21 Vict. c. 43, for the opinion of the Court, and heard before Chief Justice Cockburn, Justice Wightman, and Justice Crompton, and judgment given for the vestry.

The following extracts are from the judgments of Chief Justice Cockburn and Justice Wightman.

Chief Justice Cockburn (p. 75) said—

"I am of opinion that the refusal of the magistrate to make this order was erroneous."

(p. 76) "I can quite understand that it is very necessary that such a



discretion should be vested in them (the vestry), because under the particular circumstances of a case it might be impossible to construct or alter a privy so as to render it sufficient; the buildings might be so constructed as that a privy would not be kept clear of the accumulations of filth, and the only remedy might be by the employment of water power, and it may be very proper that the vestry or district board should have power to direct that water should be used to get rid of the accumulation of filth. I think, therefore, that the magistrate was bound to make the order."

Justice Wightman (p. 76) said—

"I am of the same opinion."

"The words of the section fully warrant the vestry in exercising such a power. They did require the owner to provide a sufficient water-closet, and they gave him the proper notice, and they had the power to do so."

"Now it appears that the ground of the decision of the Justice was that he thought himself bound by '*Tinkler v. The Board of Works for the Wandsworth District*,' but there is an obvious distinction between that case and the present, for there the Board of Works had determined to do away altogether with the whole of the privies which had existed, and there was contradictory evidence as to whether they were a nuisance or not. The Board of Works did not determine that question, but came to the conclusion that there should be no privies at all, and upon that ground the Lord Justices held that they were bound to interfere by injunction, and Lord Justice Turner refrained expressly from deciding that there was no power to order water-closets instead of privies in particular cases. That case, therefore, is not binding upon us."

As I understand the above case of "*Tinkler v. The Board of Works for the Wandsworth District*," it was decided the vestry must deal with each case on its merits, and not make a general order to convert all privies into water-closets; and as to the case of "*The Vestry of St. Luke's v. Lewis*," it seems to me to decide the question that the vestry have the power to order water to be laid on when the excrete is removed by water (as in hand-flushing), as Chief Justice Cockburn said that when a "privy would not be kept clear of the accumulations of filth, and the only remedy might be by the employment of water power, and it may be very proper that the vestry or district board should have power to direct that water should be used to get rid of the accumulations of filth."

In the course of my inspection, many of the better class of occupants complained of the non-supply of water to the closets.

I am of opinion that as regards the closets in the hamlet the whole must be considered water-closets, and that they should be provided with a suitable water-supply and with water-supply apparatus; and this supply of water to all closets seems to have been contemplated by the vestry in the regulations adopted by them (Section 7).



*2nd.—As to the Provision of Receptacles for Dust.*

On my inspection I found the large number of 365 houses in which dust-bins were either entirely wanting or dilapidated.

It is no doubt desirable on sanitary grounds that movable receptacles for dust should be provided, but failing these, the vestry should insist on dust-bins with proper covers being provided under Section 81 of the Metropolis Local Management Act, and kept in repair under Section 10 of the "regulations" before referred to.

*3rd.—As regards the putting in force the Regulations adopted by the Vestry ("B" herewith).*

It is stated there are in the hamlet about 10,000 houses and cottages (the total number of houses and cottages in the hamlet being 14,574) to which the regulations might be made to apply, of which 3,400 are houses in which the landlords are resident and liable for rates and taxes, the remaining 6,600 being tenement houses and cottages in which the landlords are non-resident.

There has in my opinion been neglect on the part of the vestry in putting in force the regulations, as up to the date of the inquiry but 29 of the above houses had been placed under the regulations.

With reference to a large number of cottages in which the landlord is non-resident, but stated to be occupied by only one family, the vestry are of opinion these cannot be placed under the regulations; if they are correct in this opinion it is most unfortunate, as all houses or cottages in which the landlord is non-resident should, in my opinion, be placed under the regulations.

*4th.—As regards the neglect of the Vestry to exercise the Powers under the Artisans' and Labourers' Dwellings Act (Torrens's Act).*

These powers have to some extent been put in force, but I am of opinion that further action should be taken, amongst others, to the houses in the Alma Road, Bagallay Street, Knott Street, Longfellow Road, Mary Street, Maplin Street, Old Church Road, South Grove, and Yalford Street.

*5th.—As regards the necessity for a better Supervision by, and an Increase in, the number of Sanitary Officers.*

As before stated, the number of houses which may be placed under the regulations is 10,000, and the length of public road in the hamlet 33½ miles.

With the old staff of one inspector it was clearly impossible to exercise a proper supervision, and I doubt if the present staff of two inspectors



will be found sufficient, considering that but 29 houses out of 10,000 had, at the date of the inquiry, been inspected and placed under the regulations.

At the inquiry my attention was directed by the vestry to a new block of artisans' dwellings on Stepney Green (Norfolk House) as being badly arranged, and unfit, as to some of the lower rooms, for human habitation, and the vestry suggested that powers should be given to enable vestries to make bye-laws, as under the Public Health Act, so as to prevent the erection of insanitary buildings.

Inspected the above-named dwellings, and consider them, as to some of the rooms, quite unfit for habitation, being deficient in light and air and the necessary sanitary appliances, but they do not contravene the provisions of the Metropolitan Buildings Act.

With reference to the suggestion that vestries should have power to make bye-laws to control the erection of buildings within their several districts, I am of opinion that if additional powers are necessary they should be vested in the Metropolitan Board of Works, and not in the vestries.

Although I think it most desirable some additional sanitary precautions should be adopted, and a better supervision exercised, I do not consider the hamlet to be in a bad sanitary condition, as the total number of houses reported by the Mansion House Council is but 508, or about 5 per cent. of the houses occupied either as lodging or tenement houses (10,000), and many of the defects complained of are not of a serious character ; and further, the death rate in the hamlet for the year 1884-5 (including deaths in workhouses and infirmaries) being but 26·6 per 1,000, the death rate for the whole of the Metropolis for the same period being 20·3 per 1,000, shows that the death rate in the hamlet is low considering the inhabitants are generally of the poorer classes (*see* Medical Officer's Report, "G" herewith).

The accuracy of the above death rate is impugned by Dr. Longstaff, but his correction shows a still more favourable state of affairs, the death rate (as stated by him) being 20·7 per 1,000, or the same as that for the whole of the Metropolis (*see* copy letter to Mansion House Council, "D" herewith).

The statement of work accomplished by the vestry from the year 1855 to 1882 ("H" herewith) shows that a very large outlay has been made in the formation of new sewers, in paving and lighting streets, and generally in improving the sanitary condition of the hamlet, and the vestry seem to have endeavoured to impress on the inhabitants the necessity of adopting sanitary precautions by issuing the instructions headed "Public Health" and "Infectious Diseases," marked "J" and "K" herewith.

In the course of the inquiry I received every assistance from Mr. Cushen, and my thanks are due to the vestry for the use of the Vestry



Hall, and also to their officers who have supplied me with all necessary information.

I return herewith copy correspondence received from Local Government Board ( $\frac{A\ 40624\ B}{1}$ ,  $\frac{A\ 40624\ B}{3}$ ), and forward Amended List of Houses put in by Mansion House Council; Regulations under the Sanitary Acts; letter from Mr. Goodwyer and copy correspondence; letter from Mansion House Council and copy letter from Dr. Longstaff; Mr. Jutsum's reply; Report, Jewish Board of Guardians, 1885; Medical Officer's Report, 1884-85; Statement of work accomplished by Vestry, 1855 to 1882; Instructions headed "Public Health" and "Infectious Diseases;" List of Officers of Vestry, 1885-86, and map of the hamlet.

I have, &c.,

(Signed) D. CUBITT NICHOLS.

*The Secretary of State for the Home Department,  
Home Office, Whitehall.*



## APPENDIX G.

*Southfield Grange,  
February 1st, 1886.*

DEAR MR. HAMER,—For some days after the Mile End inquiry I was unable to find time to go into the figures of the Report of the M. O. H. to the vestry. The day before yesterday I went into the matter thoroughly, carefully comparing the weekly reports of the Registrar-General with Dr. M. Corner's figures. The results are startling. You will remember that at the inquiry Dr. Corner stated that he obtained all his figures from the Registrar-General's Weekly Reports, and that he took his stand on their accuracy. I took the figures out week by week and not from the quarterly reports, as Dr. Corner's quarters do not quite correspond with the official quarters.

### MILE END DEATHS (*Year ending March 28, 1885*).

REGISTRAR-GENERAL.		MEDICAL OFFICER, MILE END.	
All Causes . . . . .	2219	All Causes . . . . .	2191
<i>Seven Chief Zymotic Diseases.</i>		<i>Seven Chief Infectious Diseases.</i>	
Small-pox . . . . .	27	Small-pox . . . . .	20
Measles . . . . .	22	Measles . . . . .	9
Scarlet Fever . . . . .	88	Scarlet Fever . . . . .	56
Diphtheria . . . . .	12	Diphtheria . . . . .	12
Whooping Cough . . . . .	60	Whooping Cough . . . . .	40
Enteric Fever . . . . .	24	Enteric Fever . . . . .	0
Diarrhœa (and Cholera) . . . . .	117	Cholera . . . . .	3
	350		140

Dr. Corner does not include diarrhœa in his list, and attributes no deaths to enteric fever, but in another part of his Report admits 16 deaths from typhoid fever!

But this is not all. In the Weekly Reports of the Registrar-General, on the first two pages, mention is specially made during the last nine months of 1884 of 40 deaths from small-pox attributable to Mile End (*after distribution of the deaths in hospitals outside that area*), whereas in the same weekly reports the deaths from small-pox *registered in Mile End* were only 17. These paragraphs by no means always name the sanitary areas, often only saying "in the eastern districts," &c.; hence *at least 23* small-pox deaths must be added to those given above (which are the deaths registered within the area), and in like manner 8 scarlet fever deaths and one from enteric fever must be added.

For the three months ending April 4, 1885, a corrected table is given,



allowance being made for all deaths in public institutions. From this we learn that there should be added to the Mile End figures the following :—

DEATHS FROM	Three months ending April 4, 1885.	Last nine months of 1884, <i>at least</i> .	Total <i>at least</i> .
All causes... ..	28	32	60
Small-pox... ..	12	23	35
Scarlet Fever ... ..	4	8	12
Diphtheria ... ..	1	—	1
Fever ... ..	1	1	2
Diarrhœa ... ..	1	—	1
Seven chief Zymotic Diseases ...	19	32	51

We therefore find that the number of deaths from zymotic diseases, which according to the Medical Officer of Health's Report was only 141, according to the corrected returns of the Registrar-General amounted to *at least* 401.

Assuming the population of Mile End in that year to have been 110,000, this number would give a death rate per 1,000 of nearly 3·7, whereas Dr. Corner's figure was 1·2 ! That of all London for the same period was 3·2.

I cannot understand how the Medical Officer's figures were arrived at, but in whatever way obtained they are calculated to lead the vestry and people of Mile End to believe the health of their district to be much better than it is.

In justice to Mile End it must be admitted that the general death rate from all causes was low for that year. Also the deaths of children under one year to 1,000 births (not given by the Medical Officer of health). Thus :—

	Mile End, 1884-5.	All London.
Death rate, all causes ... ..	20·7	20·7
Deaths under one year to 1,000 births ...	149	156

There are other reasons for supposing that the population of Mile End is really less than 110,000, and if the population is over-estimated, the death rate will appear to be lower than it really is.

I have for comparison taken out the figures for 1885, in which year all the deaths in public institutions were distributed to their proper sanitary areas, and find as follows. (Taking population 111,000) :—

	Mile End, 1885.	London, 1885
Death rate, all causes ... ..	19·2	19·5
Seven Zymotic Diseases ... ..	3·6	2·8
Deaths under one year to 1,000 births ...	144	149



It would appear, therefore, that during the two last very healthy years the general death rate of Mile End has been about the same as that of London as a whole, the death rate of infants has been below that of London, but the zymotic death rate (with which we, as sanitarians, are more especially concerned) was slightly above the average in 1884, and decidedly above in 1885.

Should the Mansion House Council think proper to place this letter in the hands of Mr. Cubitt Nichols, I trust that they will at the same time let Dr. M. Corner have a copy of it.

I am, yours truly,

G. B. LONGSTAFF.

JNO. HAMER, *Esqre.*,

*Mansion House Council on Dwellings of the People,*  
14a, *Clement's Inn, Strand, W.C.*

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*Southfield Grange, Wandsworth,*

8th April, 1886.

DEAR MR. HAMER,—I do not think that Mr. Cubitt Nichols' reference to me in his report is fair either to myself or to the Mansion House Council. He takes the position of an advocate rather than a judge. The Mansion House Council found fault with the sanitary administration of Mile End Old Town, of which the preparation of vital statistics by the medical officer of health forms a part. I have conclusively shown that the figures in the annual report to the Vestry were grossly inaccurate, and most misleading. Mr. Cubitt Nichols calls attention to my admission that by a blunder the Medical Officer of Health had overstated the *general* death rate of the hamlet, but he says nothing about the *zymotic* death rate, or death rate from infectious diseases, which was much more important for the purpose in question: this was represented as being 1·2 when it was in reality 3·2 per 1,000.

Believe me, yours truly,

G. B. LONGSTAFF.

JOHN HAMER, *Esq.*

P.S.—The resignation of the Medical Officer of Health looks as if here was some force in our criticisms.



# APPENDIX H.

*Area, Inhabited Houses, Population, and Number of Rated Householders within the Jurisdiction of the Metropolitan Board of Works and the District Boards.*

Parishes, Districts, &c.	Area in Statute Acres.	1881.			
		Inhabited Houses.	Population.	Number of Rated Householders.	Number of Medical Officers of Health.
City of London . . .	650	6,432	50,401	24,385	1
St. Marylebone . . .	1,506	16,033	154,910	13,598	1
St. Pancras . . .	2,672	24,701	236,258	23,690	1
Lambeth . . .	3,942	35,404	253,699	34,910	1
St. George's, Hanover Square . . .	1,119	11,577	89,573	10,396	1
Islington . . .	3,107	34,046	282,865	34,327	1
Shoreditch . . .	648	15,156	126,591	15,770	1
Paddington . . .	1,251	13,231	107,218	11,592	1
Bethnal Green . . .	755	16,606	126,961	14,813	1
Newington, Surrey . .	631	13,975	107,850	14,430	1
Camberwell . . .	4,450	27,316	186,593	26,850	1
St. James's, Westminster . .	162	3,022	29,941	2,608	1
Clerkenwell . . .	380	7,104	69,076	7,052	1
Chelsea . . .	796	11,091	88,128	10,708	1
Kensington . . .	2,190	20,171	163,151	18,777	1
St. Luke's, Middlesex . .	239	4,801	46,849	4,787	1
St. George the Martyr, Southwark . . .	284	6,761	58,652	7,172	1
Bermondsey . . .	627	11,083	86,652	11,330	1
St. George's-in-the-East . .	243	5,781	47,157	5,538	1
St. Martin's-in-the-Fields . .	286	1,716	17,508	1,838	1
Mild End Old Town . . .	679	14,039	105,613	13,958	1
Woolwich . . .	1,126	4,831	36,665	4,792	1
Rotherhithe . . .	754	4,847	36,024	5,025	1
Hampstead . . .	2,248	5,873	45,452	5,728	1
Whitechapel . . .	378	7,520	71,314	7,283	1
Westminster . . .	815	6,205	59,926	7,713	1
Greenwich . . .	3,427	19,781	131,233	20,000	1
Wandsworth . . .	11,455	30,748	210,434	29,747	6
Hackney . . .	3,935	27,476	186,462	27,450	1
St. Giles's . . .	245	3,962	45,382	4,170	1
Holborn . . .	167	3,247	36,189	2,861	1
Strand . . .	167	2,808	32,587	3,036	1
Fulham . . .	4,003	16,369	114,839	16,132	1
Limehouse . . .	462	8,004	58,543	8,177	1
Poplar . . .	2,335	20,475	156,510	20,377	2
St. Saviour's . . .	204	3,465	28,662	3,704	1
Plumstead . . .	10,394	9,989	63,663	9,716	4
Lewisham . . .	6,544	11,543	71,715	11,500	1
St. Olave's . . .	125	1,524	11,956	1,743	1

\*\*\* In addition to the Medical Officers of Health, there are Inspectors of Nuisances, but these barely average two to each Medical Officer of Health over the whole Metropolis.



## APPENDIX J.

### Memorandum

## On Sanitary Laws for Dwelling-houses in the Metropolis.

*[This brief synopsis of the Acts is given to each Local Committee  
for the use and guidance of its members.]*

THE Sanitary Inspection of a House should include an examination of the—

Yards and Areas.  
State of Cleanliness.  
Ventilation.  
Water Supply.  
Cisterns.  
Water-closets.

Drains.  
Dust-bins.  
Height of Rooms.  
Cellar Dwellings.  
Overcrowding.  
Freedom from Infection.

As well as the general state of repair.

The Local Sanitary Authorities in London are the Commissioners of Sewers for the City, and the Vestries and District Boards for the Metropolis. The former proceed under two Special Acts of Parliament, and the latter under the Nuisance Removal Acts, for the improvement of houses which are in a faulty condition. Under these Acts it is necessary for the condition which is to be altered to be of such a character as to constitute a "nuisance." The word "nuisance" under the Acts includes—

"Any premises in such a state as to be a nuisance or injurious to health :

"Any pool, ditch, gutter, water-course, privy, urinal, cesspool, drain, or ash-pit so foul as to be a nuisance or injurious to health :

"Any animal so kept as to be a nuisance or injurious to health :

"Any accumulation or deposit which is a nuisance or injurious to health :

"Provided always, that no such accumulation or deposit as shall be necessary for the effectual carrying on of any business or manufacture shall be punishable as a nuisance under this section, when it is proved to the satisfaction of the justices that the accumulation or deposit has not been kept longer than is necessary for the purposes of that business or manufacture, and that the best available means have been taken for



protecting the public from injury to health thereby." (Nuisance Removal Act, 1855, section 8.)

Notice of the nuisance may be given to the Sanitary Authority by any person aggrieved thereby, by the Sanitary Inspector, or any paid officer of the Authority, by two or more inhabitant householders of the parish or place to which the notice relates, by the Relieving Officer of the Union or Parish, or by any Constable or any Officer of the Constabulary of the parish or place.

In practice, however, it is sufficient for any one to direct the attention of the Sanitary Inspector to the nuisance, in order that he may take the necessary proceedings for its removal.

Under the Metropolis Local Management Acts, the Building Acts, and the Artisans' and Labourers' Dwellings Acts, the Sanitary Authority have further powers with reference to the condition of dwelling-houses.

### APPLICATION OF ACTS.

**Yards and Areas.**—These should be properly paved and drained, so that there may be no collection of water which may become stagnant and offensive. This may be enforced under the Nuisance Removal Act, 1855, section 8.

**Cleanliness of Premises.**—This is evidently a matter of degree ; cleanliness, for health purposes, can be enforced under the Nuisance Removal Act, 1855, section 8.

**Ventilation of Premises.**—Rooms and passages should be properly ventilated ; every water-closet should have direct communication with the external air, and if found offensive, this can be enforced under the Nuisance Removal Act, 1855, section 8.

**Water Supply.**—If a house be without a proper supply of water, and such house can be supplied at a rate not exceeding threepence a week, the Sanitary Authority may give notice in writing to the owner requiring him within a specified time to obtain such supply, and to do all such works as may be necessary for that purpose. If this notice be not complied with, the Sanitary Authority may do the work, and the Water Company shall, upon their requisition, supply the house with water. Where the water supply to a house would be sufficient if the same were inhabited by a lesser number of persons, but is insufficient by reason that the house is inhabited by numerous persons (being more than one single family), the Sanitary Authority may give notice to the occupier to obtain a further supply (not exceeding at the rate of 30 gallons per day for each person), and if such notice be not complied with, the Sanitary Authority may take proceedings for overcrowding. (Metropolis Local Management Act, 1862, section 67.) Every Water Company in the Metropolis may, and when required shall, provide and keep throughout their districts a



constant supply of pure and wholesome water, sufficient for domestic purposes, and at such a pressure as will make the water reach the top storey of the highest houses within the limits of their districts. In respect of cases where a group or number of houses are situate in a court or passage, or in a close neighbourhood, the Water Company may be required to give a constant supply by means of stand-pipes. The Board of Trade have prescribed the fittings required, whether for constant or intermittent supply, and the absence of the prescribed fittings in any premises is a nuisance within sections 11 to 19 inclusive of the Nuisance Removal Act, 1855 ; and such nuisance, when proved, shall be presumed to mean that the premises are unfit for human habitation. (Metropolis Water Act, section 33.)

**Cisterns.**—Cisterns or service-boxes are required in connection with baths, water-closets, boilers, &c., but their use as intercepting the ordinary house supply should, as far as possible, be discouraged where there is a constant supply of water. The provision of cisterns for flushing drains can be enforced under the Metropolis Local Management Act, 1855, section 73 ; for drinking purposes, under the Metropolis Local Management Act, 1862, section 67. The cleanliness of cisterns, the provision of covers for this purpose, and the disconnection of the waste-pipe from a drain, may be enforced under the Nuisance Removal Act, 1855, section 8.

**Water-closets.**—The provision of water-closets may be enforced under the Metropolis Local Management Act, 1855, section 81. The same clause enables the Vestry to require a proper water supply and water supply apparatus to a water-closet. The proportion of water-closets to the number of inmates can also be enforced under the Nuisance Removal Act, 1855, section 8, and the cleanliness of such places by the laying on of water or otherwise under the same clause.

**Drains.**—They must be properly trapped, and must have no imperfections which allow their air or other contents to escape, and they must discharge into the sewer. The absence of traps or defects in drains can be remedied under the Nuisance Removal Act, 1855, section 8. The provision of a sufficient drain with suitable traps, and its connection with the sewer, can be enforced under the Metropolis Local Management Act, 1855, section 73, if the sewer be within 100 feet of the house.

**Dust-bins.**—The provision of dust-bins can be enforced under the Metropolis Local Management, 1854, section 81 ; their construction and state of repair, so as to prevent nuisance, under the Nuisance Removal Act, 1855, section 8. The use of small dust-bins should be encouraged wherever the Local Authority can be induced to make frequent collections of dust.

**Height of Rooms.**—The Metropolitan Buildings Act, 1855, section 23, enacts that—



"Every habitable room hereafter constructed in any building, except rooms in the roof thereof, and cellars and underground rooms, shall be in every part at the least seven feet in height from the floor to the ceiling.

"Every habitable room hereafter constructed in the roof of every building shall be at the least seven feet in height from the floor to the ceiling, throughout not less than one-half the area of such room.

"And whosoever knowingly suffers any room that is not constructed in conformity with this section to be inhabited shall, in addition to any other penalties he may be subject to under this Act, incur a penalty not exceeding twenty shillings for every day during which such room is inhabited, and any room in which any person passes the night shall be deemed to be inhabited within the meaning of this Act."

**Cellar Dwellings.**—The Metropolis Local Management Act, 1855, section 103, provides that—"Any room of a house, the surface of the floor of which room is more than three feet below the surface of the footway of the adjoining street, and any cellar where such room or cellar is, or has been, occupied separately as a dwelling at or before the time of the passing of this Act, may only continue to be so let or occupied if it possesses an area not less than three feet wide in every part from six inches below the floor of such room or cellar to the surface or level of the ground adjoining the front, back, or external side thereof, and extending the full length of such side; if such area, to the extent of at least five feet long and two feet six inches wide, be in front of the window, and be open, or covered only with open iron gratings; if there be an open fireplace with proper flue therefrom; if there be a window-opening of at least nine superficial feet in area, fitted with a frame filled in with glazed sashes, of which at least four and a half superficial feet is made to open for ventilation.

"And all such rooms or cellars so let or occupied for the first time since the passing of the Act must, in addition, be in every part at least seven feet in height, measured from the floor to the ceiling thereof; must be at least one foot of the height above the surface of the footway of the street adjoining or nearest to the same; the area must be effectually drained and secured against the rise of effluvia from any sewer or drain, and must extend over the whole frontage of the room; and there must be appurtenant to such room or cellar the use of a water-closet or privy, and an ash-pit furnished with proper doors and coverings."

**Overcrowding.**—The Sanitary Act, 1866, section 19, enacts that the word "nuisances" under the Nuisance Removal Act shall include "any house or part of a house so overcrowded as to be dangerous to the health of the inmates." It is the rule in the Metropolis to require 300 cubic feet of air-space for every adult, and 150 cubic feet for every child under twelve years of age.



**Removal to Hospital of Persons Suffering from Infectious Disease.**—The Vestry or District Board are empowered by the Sanitary Act, 1866, section 26, to direct the removal to hospital “of any persons suffering from any dangerous, contagious, or infectious disorder, being without proper lodging or accommodation, or lodged in a room occupied by more than one family.”

It has been decided that the words “proper lodging accommodation” have no reference to the infectious character of the malady, and are therefore, in practice, almost worthless.

**Disinfection.**—Under the Sanitary Act, 1866, section 22, the Vestry or District Board may require of the owner or occupier of an infected house, “the cleansing or disinfecting of any house or part thereof, of any articles therein likely to retain infection, or may undertake this duty themselves.”

**State of Repair.**—There is much difficulty in compelling the repair of a house under the Nuisance Removal Acts. Floors may be rotten, staircases broken, banisters absent, ceilings defective, and roofs leaky, and yet the magistrates will often be unwilling to regard these dilapidations as nuisances within the meaning of these Acts. It is then only possible to secure the repair or demolition of the house by a report by the Medical Officer of Health to the Local Authority under the Artisans’ and Labourers’ Dwellings Act, 1868, as provided by section 5.

Also, “If and whenever any four or more householders living in or near to any street, by writing under their hands, represent to the Officer of Health that in or near that street any premises are in a condition or state dangerous to health, so as to be unfit for human habitation, he shall forthwith inspect the premises and report thereon; but the absence of any such representation shall not excuse him from inspecting any premises and reporting thereon.” (Artisans’ and Labourers’ Dwellings Act, 1868, section 12.) “In the event of the Sanitary Authority declining or neglecting, for the space of three calendar months after receiving such report, to take any proceedings to put this Act in force, the householders who signed such representation may address a memorial to the Local Government Board stating the circumstances, and asking that an inquiry be made, and upon receipt of such memorial the Local Government Board may direct the Sanitary Authority to proceed under the provisions of the Act, and such directions shall be binding on the Sanitary Authority.” (Artisans’ and Labourers’ Dwellings Act, 1868, section 13, amended by 34 & 35 Vic., c. 70.)

“In the event of any Local Authority within the Metropolis declining or neglecting, within the space of three months after receiving a notice from the Metropolitan Board of Works, requiring such Local Authority to put in force the provisions of this Act, in respect of any premises described in such notice, then and in such case all the powers vested in the



Local Authority under this Act, so far as relates to any such premises, shall become vested in the said Board, and the Board shall have power, so far as relates to any such premises, to act in all respects for the purposes of this Act as though they were the Local Authority." (Artisans' and Labourers' Dwellings Act, 1868, Amendment Act, 1879.)

For the above purpose the Metropolitan Board of Works may be moved by the Board of Guardians in whose union or parish, or the owner of any property in the neighbourhood of which such premises or building are situated. (Artisans' Dwellings Act, 1882, section 11.)

**Regulations as to Houses Let in Lodgings.**—Under the Sanitary Act, 1866, section 35, the Vestries and District Boards are empowered to make regulations for the following matters :—

- "1. For fixing the number of persons who may occupy a house, or part of a house, which is let in lodgings or occupied by members of more than one family :
- "2. For the registration of houses thus let or occupied in lodgings :
- "3. For the inspection of such houses, and the keeping the same in a cleanly and wholesome state :
- "4. For enforcing therein the provision of privy accommodation, and other appliances and means of cleanliness, in proportion to the number of lodgings and occupiers, and the cleansing and ventilation of the common passages and staircases :
- "5. For the cleansing and lime-whiting at stated times of such premises."

The Sanitary Law Amendment Act, 1874, enacts, in section 47, that regulations under the above-mentioned section may extend to "the ventilation of rooms, paving and drainage of premises, the separation of the sexes, and to notices to be given and precautions to be taken in case of any dangerously infectious or contagious disease."

**Housing of the Working Classes Act, 1885.**—By section 4 of this Act, the owner of property concerning which the Vestry or District Board have made an order for its repair or demolition under Torrens's Act, no longer has the power to compel the Vestry or District Board to purchase it. By section 12 there is now an implied condition in letting an unfurnished house, that it is in a sanitary and habitable condition, if the house is one for which the landlord can compound for the payment of rates. In London such houses must be of a rental of not more than £20. This implied warranty has previously been in force in regard to the letting of all furnished houses.



## APPENDIX K.

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### THE LATE SANITARY INQUIRY IN CLERKENWELL.

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A SPECIAL committee of the whole Board of Clerkenwell Vestry met on Tuesday, and made the following recommendations in regard to the report of Mr. Cubitt Nichols, the Local Government Board Inspector :—

1. That it is desirable that a constant water supply be provided, and that the matter be referred to a committee to consider the question, and to report as to the portion of the parish to which such constant supply should be first applied.
2. That it be referred to the Sanitary Committee to prepare regulations under the 35th section of the Sanitary Act, 1886, to be applied to those houses in the parish let in tenements, and in which the landlords are non-resident.
3. That it be referred to the Sanitary Committee to inspect houses in Little Bath Street, Great Bath Street, Little Sutton Street, Taylor's Row, Paved Place, Victoria Place, Mount Zion, Prime's Buildings, Wellington Place, York Buildings, and York Valley, and to report upon the desirability of the Vestry exercising the powers conferred by the Artisans' and Labourers' Dwellings Act, 1868, with reference thereto.
4. That it be referred to the Sanitary Committee and Committee of Works to consider the desirability of providing galvanised iron pails with covers, for the storage of dust for all houses where the yards can only be entered through the living-rooms, or where a common dust-bin cannot be provided by the Vestry.

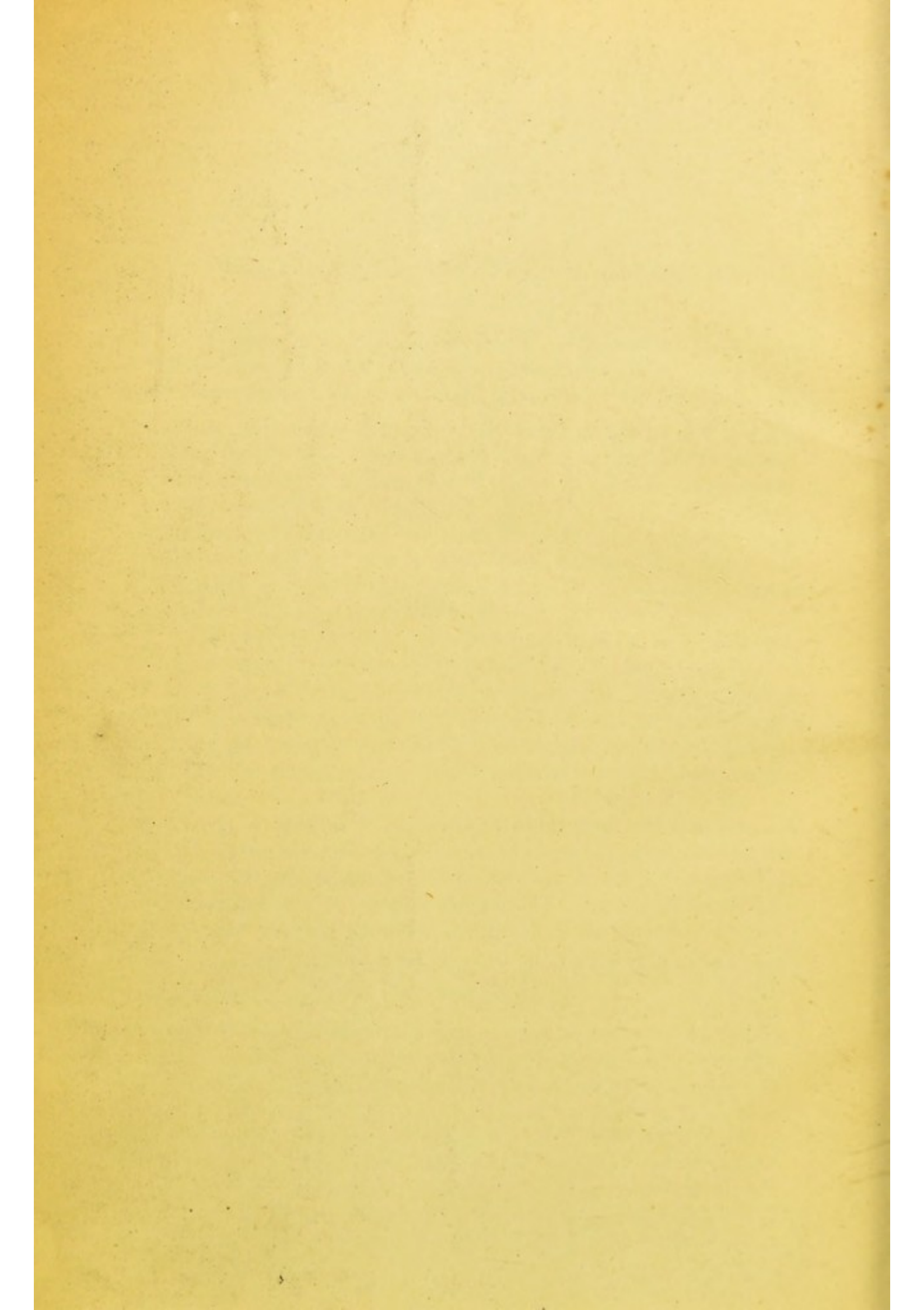
The committee agree with Mr. Nichols that there is no necessity for an increase in the staff of sanitary inspectors.

*Islington Gazette, May 21, 1886.*

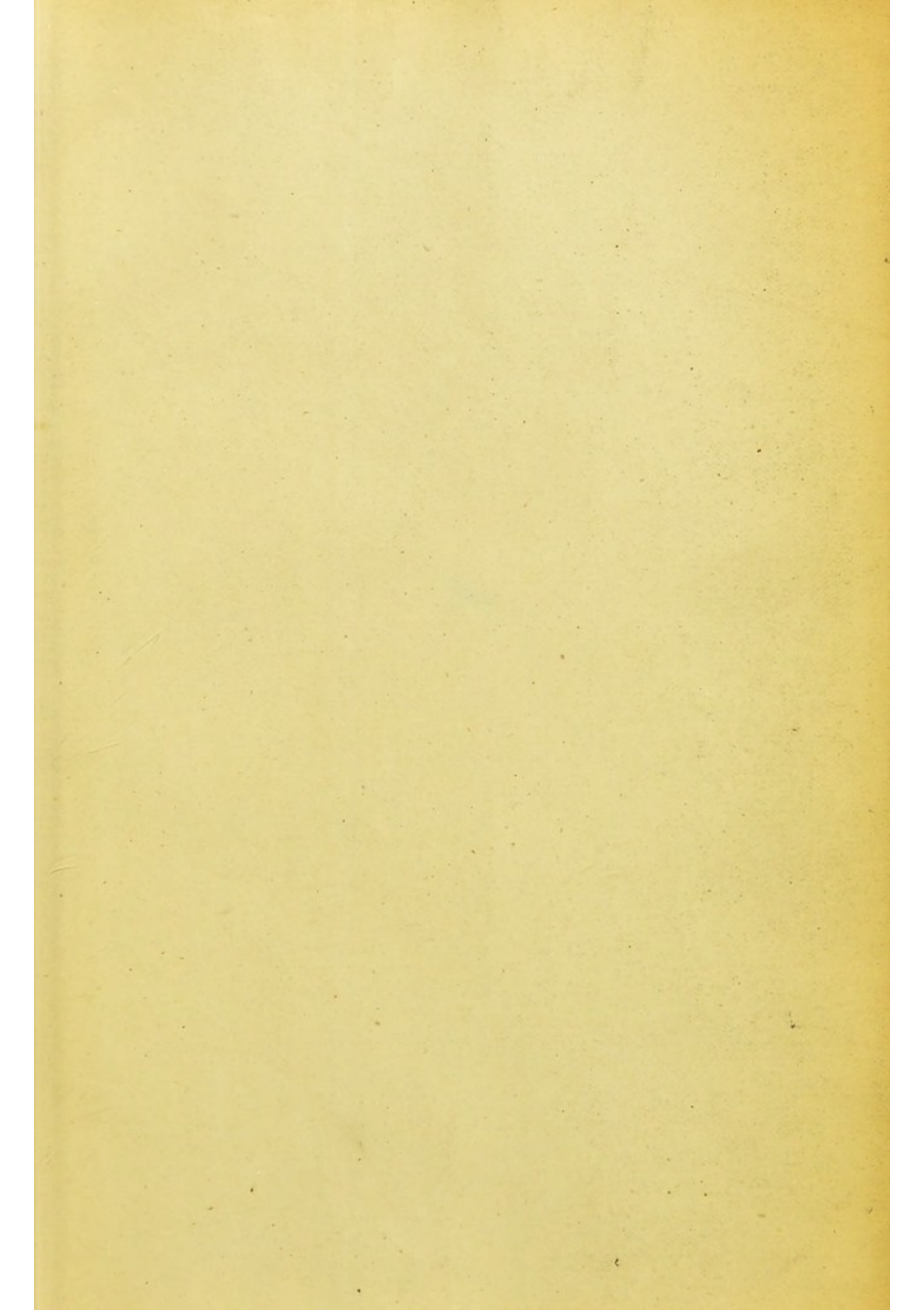














b. SGH. 432





VAM  
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