

**The dwellings of the poor. Report of the Mansion House Council. The year ending December 31st, 1890.**

**Contributors**

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London School of Hygiene and Tropical Medicine

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THE

# Dwellings of the Poor.

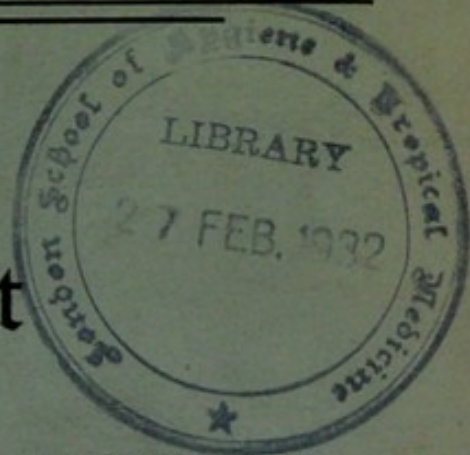
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Report

OF THE

MANSION HOUSE COUNCIL

*For the Year ending December 31st, 1890.*



CASSELL & COMPANY, LIMITED:

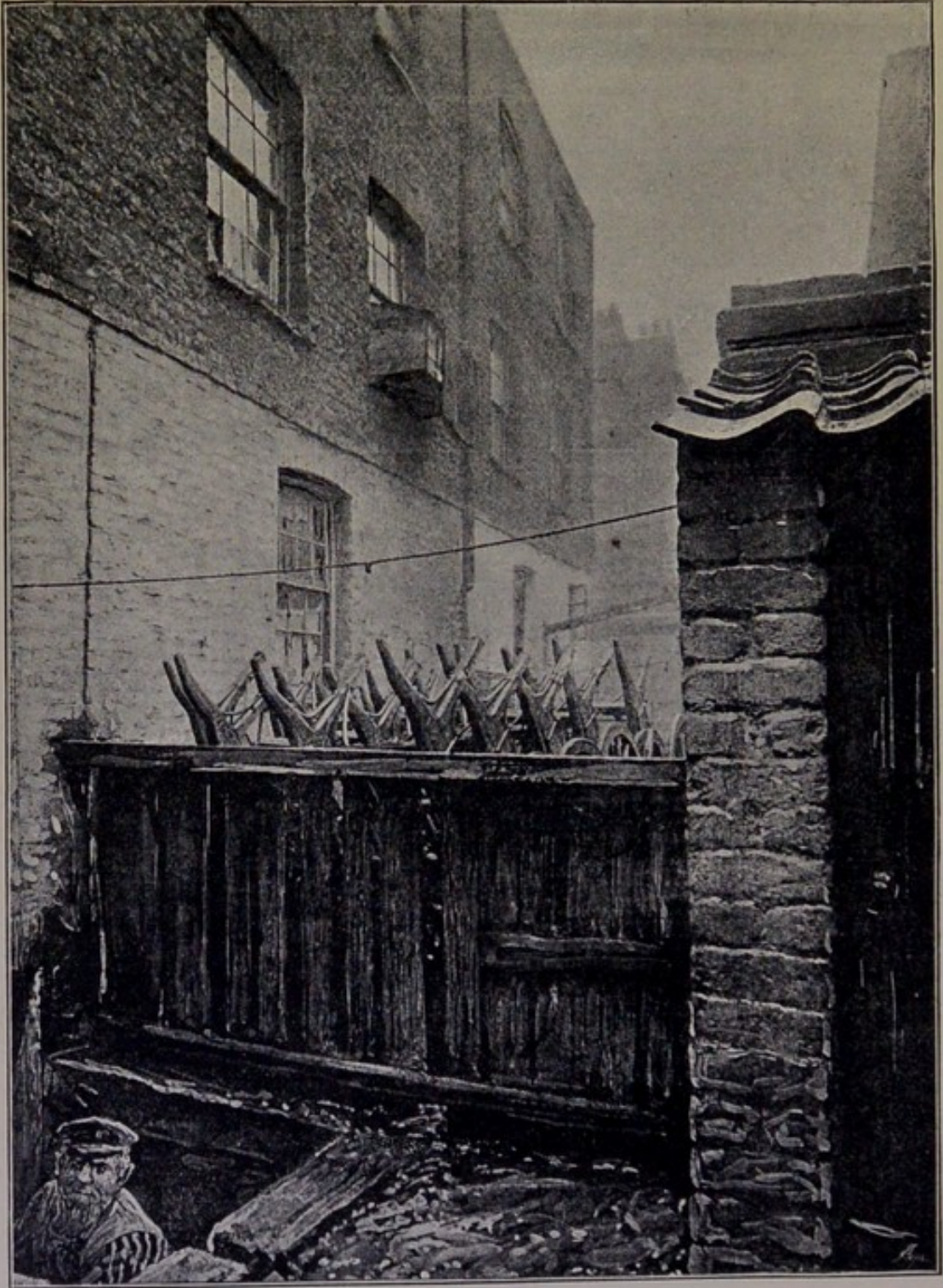
*London, Paris & Melbourne.*

1891.

PRICE ONE SHILLING.







13, OLD NICHOL STREET, BETHNAL GREEN  
(*Half Cellar Dwellings*).

THE  
MANSION HOUSE COUNCIL

ON THE  
*DWELLINGS OF THE POOR.*

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**Report**

*For the Year ending December 31st, 1890.*

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OFFICES :

31, IMPERIAL BUILDINGS, LUDGATE CIRCUS, E.C.



# THE MANSION HOUSE COUNCIL

ON

## THE DWELLINGS OF THE POOR.

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<b>Greenwich &amp; Deptford.</b> — <i>Hon. Sec.,</i>
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<b>Southwark.</b> — <i>Hon. Sec.,</i> J. MOBERLEY SHARP, Esq.
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<b>St. Pancras &amp; Hampstead.</b> — <i>Hon. Sec.,</i> T. LOCKE WORTHINGTON, Esq.
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**Richmond Sanitary Association.**—*President,* Gountess RUSSELL; *Secretary,* J. WAKEFIELD, Esq.

## Report of the Mansion House Council on the Dwellings of the Poor.

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THE Council have to report a most successful and encouraging year's work. The direct operations of the Central and Local Committees have been more numerous and effective than in any former year, whilst the effect of the Council's influence upon the Local Authorities has been more strikingly visible than at any previous period of our existence.

Quite recently, we have adopted, with great success, a method of enlisting the interest of the working classes in our work by inserting in the weekly penny papers short invitations to them to co-operate with us by sending us particulars of insanitary conditions. In one month we have had nearly one hundred responses to our appeal!

There have been more prosecutions undertaken by the Vestries under the Sanitary Acts during the year 1890 than in any other year since they were passed. This is no doubt partially owing to the increased facilities afforded by the new Housing of the Working Classes Act; but it is equally, no doubt, the result of the agitation kept up by this Council.

Two public inquiries have been ordered at our instance—one by the Local Government Board into the condition of Ham; and another by the Home Secretary into the present sanitary requirements of Shoreditch. The former enabled us to prove our case against the Local Authority and led to a strong condemnation of the Local Board by the Inspector appointed by the Local Government Board.

The inquiry at Shoreditch resulted, as will be seen by reference to the Commissioners' Report (Appendix, p. 76), in a complete justification of the action taken by this Council. All our charges were proved and every one of our recommendations were endorsed by the

Commissioners. This, whilst very satisfactory in itself, is a costly process, and when all is done there is no power at the present time to compel the Vestry to carry out the reforms which have been proved to be necessary. If the Public Health Amendment Bill, now before Parliament, becomes law, this power will be created and the work of our Council made much easier; meantime, the remedy is in the hands of the ratepayers, who have the power to elect a better class of men on the Vestries and District Boards.

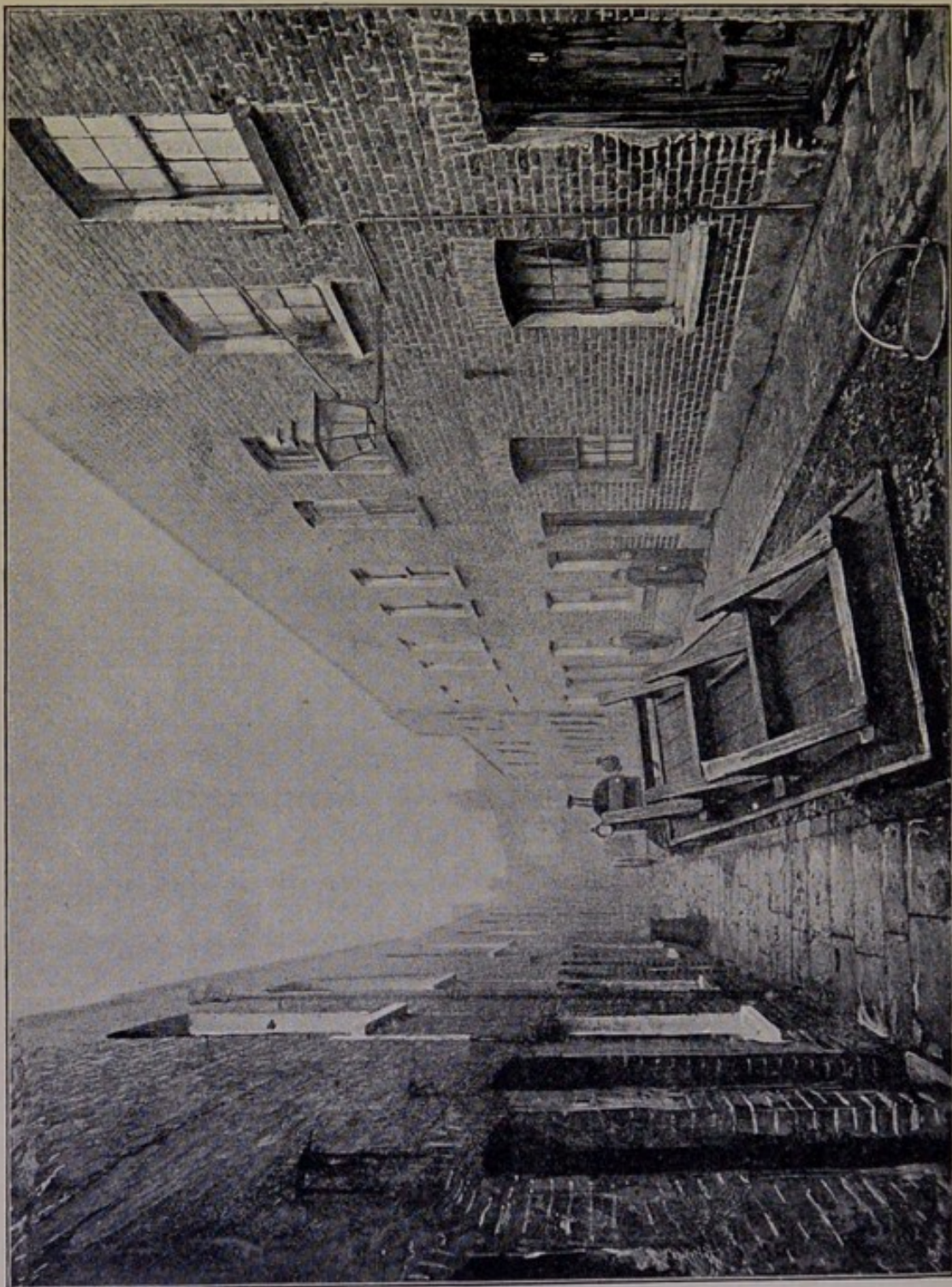
The inquiry held in 1887 into the sanitary condition of Bethnal Green has, perhaps, borne more fruit than any of the inquiries thus far held. The majority of the streets inspected and condemned, and for which the London County Council has propounded its first large scheme for transforming London, originally formed part of our case against the Vestry. The details of the County Council's scheme have not been finally settled, but, to anyone acquainted with the locality, it is clearly evident that the Council are wise in seeking to make the improvements they desire under Part I. of the Housing of the Working Classes Act, 1890, rather than Part II. We give reproductions of a few photographs, specially taken for us, of some of the houses and streets which will be cleared away under the scheme. Whole streets exist where the level of the ground-floor rooms are two or three feet below that of the street. The only means of access to many of the back yards is through a dark passage running under the houses. These places are filthy beyond description, and must have been fruitful hot-beds of disease and death. It is quite clear that any attempt to grapple with this area under Part II. of the Act in piecemeal fashion would have been totally inadequate. Two points, however, will require to be carefully watched. The one is that the Council should not be enticed into trying its prentice hand at building on its own account; and the other is that the smallest possible amount of compensation should be given, lest a premium be put upon slum properties, and the reckless speculators in "lives of men" be rewarded out of the pockets of the ratepayers.

The Guinness Trust is making rapid progress in the erection of at least two sets of buildings, and it is sincerely to be hoped that Lord Rowton, who has the practical administration of the fund, will be able to produce more satisfactory results than the Trustees of the

Peabody Fund have been able to do. It is a lamentable fact that, with the best of motives, the construction of some of the dwellings erected by the munificence of Mr. Peabody and others has been so badly done as to effectually prevent the light of the sun from appearing in some of the lower rooms. In many cases the staircases are dark by day and unlighted by night. (See remarks of Commissioners, p. 86.) In this connection there still remains the finest opportunity for the building of smaller houses which shall create "villages" in London rather than barracks, and we do not despair even yet of seeing this done. We are glad to say that there are ground landlords in London who have shown indications to help this forward in the past by making large concessions as to rents and leases for land required for such purposes. It is to be hoped that the example of the Ecclesiastical Commissioners who, by their generosity, have enabled Miss Octavia Hill to transform the Red Cross Street property, may inspire others to help in the solving of the greatest of all London problems, "Where are the poor to be decently housed, within fairly easy reach of their work?" One such scheme will shortly be attempted within a penny fare of Liverpool Street. The plans provide for 600 cottages of four rooms each, with small plots both back and front, at rentals not exceeding seven or eight shillings per house per week. This is distinctly a step in the right direction, and will, we hope, be quickly followed by many more.

The principal Legislative Acts by which the past year will be remembered by sanitary reformers are the Housing of the Working Classes Act; The Infectious Diseases Prevention Act; The Public Health Amendment Act; and the Clause in the Inland Revenue Act, relieving certain artisans' dwellings from the Inhabited House Duty. Of these, the first named is the most important and far-reaching in its effects.

The greatest disappointment of the year has been the inability of Mr. Ritchie to complete his scheme of Local Government by the introduction of the promised District Councils Bill. Until this measure is produced, and becomes law, the London County Council must remain grievously maimed as the chief Metropolitan Sanitary Authority; and the perplexing anomalies which the London Vestries and District Boards present in their ever-varying efforts to show how



SHERWOOD PLACE, BETHNAL GREEN.

—coming, as it has done, from trained and experienced men—has been accurate and reliable.

New Committees have been started in Chelsea and Camberwell, and old ones revived in Limehouse, Mile End, St. Giles, Kensington, and St. Pancras.

The Rev. J. W. Horsley, our energetic secretary at Woolwich, succeeded in getting a seat on the Local Board at the last election, and the Secretary of the Richmond Sanitary Association has been appointed chairman of the Sanitary Committee of the Town Council of Richmond.

Whilst chronicling the various items of interest concerning the Local Committees, the Council take this opportunity of expressing their indebtedness to Mr. C. S. Loch, of the Charity Organisation Society, for the kindness he displayed in writing to the branches of his Society, with a view to bringing our work to their notice. The effect of this friendly action cannot fail to be greatly to our advantage.

The cause of sanitation in London has suffered a serious loss by the death during the year of two gentlemen, Sir Edwin Chadwick and Mr. Charles Gatliff. Pre-eminent in their respective spheres of labour, they died full of years, and esteemed and honoured by all who knew them; both were warm friends of this Council. Last spring, Sir Edwin Chadwick, in sending a subscription, wrote a very kind letter, expressive of his approval of our work.

Several of the Committees are not so active as formerly, and for a satisfactory reason, namely, that the local Sanitary Authority has been roused to a better conception of its duty, and is now energetic in rooting out nuisances. Even where this is the case—and it is noteworthy that many of the very worst and most lethargic have become thus converted (*e.g.*, Woolwich, Westminster, and others), Sanitary Committees are still necessary, and will be for a long time to come, to keep the local authorities up to a higher sense of their responsibilities. Although the work of these voluntary bodies is beyond all praise, and bearing in mind that local effort has extended, as already mentioned, there is one fact much to be deplored. That is, that several of the worst parishes in London have to be worked from the Central Office, at great trouble and expense, owing to the want of a Local Committee. We have no

Committees in Shoreditch, Fulham (a very bad district—ample scope for a Committee), Bermondsey, Deptford, Rotherhithe, etc. Who will come forward and give a little time to this work? We promise numerous opportunities for usefulness, in aiding real and gradual reforms, though the work will be unostentatious.

Although we were able to show a balance in hand at the end of the last year, our resources have been very largely drawn upon since, and we now need the generous support given to us on former occasions if we are to carry on the work growing so rapidly upon our hands.

The Bishop of Chester, preaching at St. Paul's in June last, encouragingly said, "All honour to the Mansion House Council for what it had achieved; it has done so much in the work of improving the homes of the poor."

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## SUBSCRIPTIONS AND DONATIONS.

1890.

	£	s.	d.		£	s.	d.
James Hole, Esq. ...	3	3	0	London Sanitary Protection			
Lady M. A. Russell ...	1	0	0	Association ...	10	0	0
J. B. Montgomery, Esq. ...	2	0	0	J. L. Foster, Esq. ...	2	2	0
A. E. Franklin, Esq. ...	1	1	0	Rogers Field, Esq. ...	5	0	0
J. Field, Esq. ...	5	0	0	Simeon Lazarus, Esq. ...	2	2	0
Cardinal Manning ...	5	5	0	Miss F. Goldsmid ...	5	5	0
J. Theodore Dodd, Esq. ...	5	0	0	H. Joachim, Esq. ...	2	2	0
W. Brittain Jones ...	2	2	0	H. Ablitt, Esq. ...	1	1	0
Miss Catherine Roget ...	5	0	0	The Right Hon. J. S.			
Canon Tower ...	1	1	0	Gathorne-Hardy ...	5	0	0
Rev. Cornelius Witherby ...	0	10	6	Mrs. H. S. Thornton ...	10	10	0
Miss Wedgwood ...	2	0	0	R. L. Lucas, Esq. ...	5	0	0
Lord H. B. Bruce ...	1	1	0	H. Peters, Esq. ...	5	5	0
George Chance, Esq. ...	1	1	0	Mrs. Powell ...	1	0	0
T. Smith, Esq. ...	2	2	0	Miss M. A. Thompson ...	5	0	0
T. Price, Esq. ...	5	0	0	W. Skilbeck, Esq. ...	2	2	0
W. Ellice, Esq. ...	2	0	0	J. Penn, Esq. ...	2	0	0
Lady Goldsmid ...	3	3	0	R. Oxenham, Esq. ...	1	1	0
F. A. White, Esq. ...	1	1	0	Miss Jane Houghton ...	1	1	0
Mrs. Sarah B. Brown ...	10	0	0	Mrs. Ramsden Roe ...	1	0	0
W. Wilkinson, Esq. ...	20	0	0	A. G. Crowder, Esq. ...	2	2	0
F. D. Mocatta, Esq. ...	5	0	0	A. L. Leon, Esq. ...	10	0	0
Prof. W. H. H. Hudson ...	1	1	0	Miss M. A. Lachlan ...	5	0	0
Miss M. E. Druce ...	2	0	0	J. Thomas, Esq. ...	1	1	0
Sir Edwin Chadwick ...	2	2	0	Joseph Spence, Esq. ...	1	1	0
F. G. Debenham, Esq. ...	1	1	0	Miss G. Anson ...	1	0	0
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J. Theodore Dodd, Esq. ...	3	3	0	Capt. A. Codrington ...	5	0	0
W. Keiller, Esq. ...	2	2	0	F. A. Hamilton, Esq. ...	5	0	0
H. Lazarus, Esq. ...	1	1	0	Miss E. Letchworth ...	1	0	0
Miss Robson ...	10	0	0	H. Druce, Esq. ...	10	0	0
Mrs. L. Croft ...	2	0	0	Lord Arthur Russell ...	5	0	0
F. C. Capel, Esq. ...	5	5	0	F. G. Debenham, Esq. ...	10	10	0
J. H. Hield, Esq. ...	2	2	0	Dr. G. B. Longstaff ...	10	0	0
Stuart M. Samuel, Esq.,				Rev. G. W. M'Cree ...	1	1	0
L.C.C. ...	10	10	0	Messrs. Cassell & Company,			
G. M. Sandeman, Esq. ...	21	0	0	Limited ..	5	5	0
S. O. Lazarus, Esq. ...	1	1	0	Rev. L. R. Phelps ...	0	10	0
Mrs. L. Lazarus ...	1	1	0	C. D. Gilbert, Esq. ...	1	0	0
A. E. Franklin, Esq. ...	3	3	0	C. L. Hutchinson, Esq. ...	3	3	0
Francis Hooper, Esq. ...	2	2	0	H. Leonard, Esq. ...	4	0	0
Mrs. Temple ...	1	0	0	Capt. Kenyon, R.E. ...	1	0	0
E. A. S. ...	50	0	0	J. Theodore Dodd, Esq. ...	3	3	0
H. Leonard, Esq. ...	1	0	0	L. W. Longstaff, Esq. ...	25	0	0
E. L. Simeon, Esq. ...	1	1	0	The Dowager Lady Lawrence	1	1	0
Mrs. D. Bannaytyne ...	1	1	0	Francis Woodfall, Esq. ...	1	1	0
J. A. Fort, Esq. ...	5	0	0	Returned Local Committee			
R. W. Hillman, Esq. ...	0	10	0	Expenses ...	0	3	0

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 £396 10 6
 

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# Mansion House Council on the Dwellings of the Poor.

## TREASURER'S BALANCE SHEET, December 31st, 1890.

	Dr.		Cr.
	£	s.	d.
To Balance at Bankers and in hand,			
January . . . . .	205	10	1
Subscriptions and Donations during 12 months to date . . . . .	396	10	6
Dividends on 3½% India Stock . . . . .	18	13	4
Investment.			
* £546 13 6 in India 3½% Stock cost £600			
	£620	13	11
By Rent and Office Cleaning . . . . .	38	7	1
Salaries . . . . .	223	15	0
Inspectors' Travelling Expenses, Local Committee Expenses, &c. . . . .	27	12	9
Printing, Bill-posting, Advertising, &c. . . . .	155	4	2
Postage, Stationery, Office Expenses, and Sundries . . . . .	53	6	5½
Law, Medical and Surveyors' fees . . . . .	41	2	6
Balance at Bankers and in hand, Dec. 31, 1890 . . . . .	81	5	11½
	£620	13	11

3, CHURCH COURT,  
 OLD JEWRY, E.C.  
*April 1st, 1891.*

I have examined the above Account, with the Books and Vouchers, and certify it to be correct. I have also verified the Balance at the Bankers, and have ascertained that the investment of £600 in India 3½% Stock was duly registered in the names of the Trustees at *December 31st, 1890.*

(Signed) W. B. KEEN, *Chartered Accountant.*

\* This had to be realised, as subscriptions for last year fell off very seriously.

## REPORTS OF LOCAL COMMITTEES.

Subjoined are a few extracts from local secretaries' reports, which will help our readers to appreciate the work being done, and to understand our methods of operation.

### Holborn.

The Holborn Committee have had 107 cases in hand last year. They were all reported to and dealt with by the Local Authority. That Board has just appointed a Sanitary Committee, the Sanitary Department having been previously under the Works Committee. The new Committee consists mainly of members of the old Works Committee; but I think the sub-division now adopted means greater efficiency, and some increased zeal on the part of the Board.

An additional Sanitary Inspector is required, as the present staff cannot perform the house to house visitation necessary to carry out the Housing of the Working Classes Act, 1890.

The St. Giles' Board have two Inspectors of Nuisances, two Sanitary Inspectors, one Inspector of Dust-bins; whilst Holborn has only an Inspector of Nuisances and an Assistant Inspector.

The population in St. Giles' (census, 1881) was about 45,000, and in Holborn 37,000.

A. HOARE.

### Kensington.

At the date of the last Report there were 85 cases under consideration (in 1888, 19; in 1889, 5), and during the year 160 new cases have been inspected and considered (in 1888, 84; in 1889, 204) (245 total) of which 164 have been discharged as rectified to the utmost possible extent, leaving 81 under consideration (in 1889, 85). Of these 81, 36 are cases of old houses which, in the Committee's opinion, are so constructed as to be unfit for habitation. The defects would not have been allowed had the houses been built since 1855, and the Committee is in correspondence with the County Council with a view to have the provisions of the Housing of the Working Classes Act of 1890 put into force.

The Committee have again had the advantage of the services of one of the trained Inspectors of the Mansion House Council, and have thereby been able to cover considerably more ground than they would otherwise have done by their unaided efforts. It should be pointed out that all the cases, when reported to the Committee, are visited at least twice, and often four or five times, by the Visiting

Members, and in view of the heavy strain of this work they earnestly appeal to those able and willing to assist in the work of improving the Dwellings of the Poor to volunteer to act as Visitors. The technical knowledge required can be learnt in a very short time, and is in itself very useful in every position of life.

Several whole streets have again been inspected, and in cases where insanitary conditions have been found to exist, they have been taken into consideration and dealt with at the meetings of the Committee.

The Committee have to report that the Sanitary Inspectors continue to do their duty courteously, efficiently, and zealously. They notice, with pleasure, that the Medical Officer has obtained the appointment of two new Inspectors. Dr. Dudfield continues warmly to co-operate with the Committee, forwarding to them the reports of his Inspectors on the cases concerning which the Committee have lodged complaints, thereby greatly facilitating the work.

The cases brought before the Committee mainly consist of those discovered in the house to house inspections, but some few are reported by District Visitors and others who go among the poor, and the Committee sincerely hope that Clergymen, Doctors, Visitors, and others will co-operate with them by reporting all cases coming under their notice. All complaints are duly verified by a Member of the Committee before being considered, and if there be any chance of success, the Landlord is applied to, otherwise the Local Authorities are put into action.

The chief defects consist of :—

No water supply to closets.

Unpaved yards.

No covers to cisterns.

Drains obstructed.

Traps wanted or defective.

Water overflowing or running to waste.

Defective water supply.

Dust-bins broken or overflowing.

Leaking soil pipes.

General dilapidated and dirty state of houses.

And in very many instances direct connection of the cisterns used for drinking purposes with the water closets.

Complaints have been made to the Committee as to offensive smells arising from Brickyards on the Western Boundary of the Parish. The London County Council has passed a by-law dealing with this nuisance, which has been sent up to the Local Government Board for confirmation. The attention of the Committee has also been drawn to the smell arising

from the deposit of unsifted refuse from the parish dustbins to fill up holes in the new Recreation Grounds, but up to the present the Committee has not decided what action, if any, to take, as expert evidence as to the unhealthiness is very conflicting. They have referred the matter for consideration to Dr. Parkes, the Medical Officer to the Mansion House Council on the Dwellings of the Poor.

The Committee note with pleasure that the County Council is taking steps to put into force the provisions of the Housing of the Working Classes Act of 1890, and have, as mentioned above, sent a list of houses which they consider should be demolished under that Act.

A. E. FRANKLIN.

#### Lewisham.

I have to report that there have been fewer new complaints during the year 1890 than in any previous year since the Committee commenced its work in 1885. In fact, only eight new complaints have reached us during 1890. At the same time, a considerable amount of attention has been bestowed on some serious and obstinate cases left undisposed of from previous years. We have reason to believe that the sanitary condition of the district is greatly improved through the agency of our Committee; and moreover, the local sanitary authorities are much more alive to their work now than they were. One of the most insanitary groups of dwellings in the district, known as Brockley Place, has been demolished. My Committee have been dealing with these cottages during the last two years, and from time to time some slight improvements have been made. But the condition of the cottages was so hopelessly unhealthy, that my Committee finally decided to urge the local authority to get them condemned. This was done in the case of some of the worst of the cottages, which were condemned by a magistrate's order to be closed, as unfit for human habitation. Since then, for some unexplained reason, the owner has thought fit to pull down the entire property.

I may add that during the year 1890 my Committee supplied the local branch of the Charity Organisation Society with a report on insanitary areas within our district, to be communicated by the Charity Organisation Society to the London County Council in response to an enquiry made by the latter.

JESSIE E. HALL.

#### Limehouse.

So far as I can find out by inspection of the Minute Book, our Committee had been practically in abeyance for some time until last June. At the commencement of that month a large and influential meeting of workers in the district was got together, and addressed by Dr. Shirley Murphy and Mr. Leon, L.C.C. About the same time you sent an

Inspector into the district, and again in July, and sent in over 100 complaints of sanitary defects to the Local Board of Works.

In the middle of June I undertook to act as Secretary; but, owing to the difficulty of getting a Committee together at that time of year, we did little more than watch your complaints, and visit to see if the defects were remedied.

Since September, however, we have had regular monthly meetings, well attended, and I and another member of Committee have regularly visited in Ratcliff. We have sent in 75 substantial complaints of houses (chiefly in Ratcliff), besides frequent complaints about the inefficient way in which the dust contractors carried out their contracts; and we have recently formally complained of two courts and about twenty houses as uninhabitable, and the Medical Officer of Health has made a representation accordingly. We have sent "Notes on the New Act" to almost every householder.

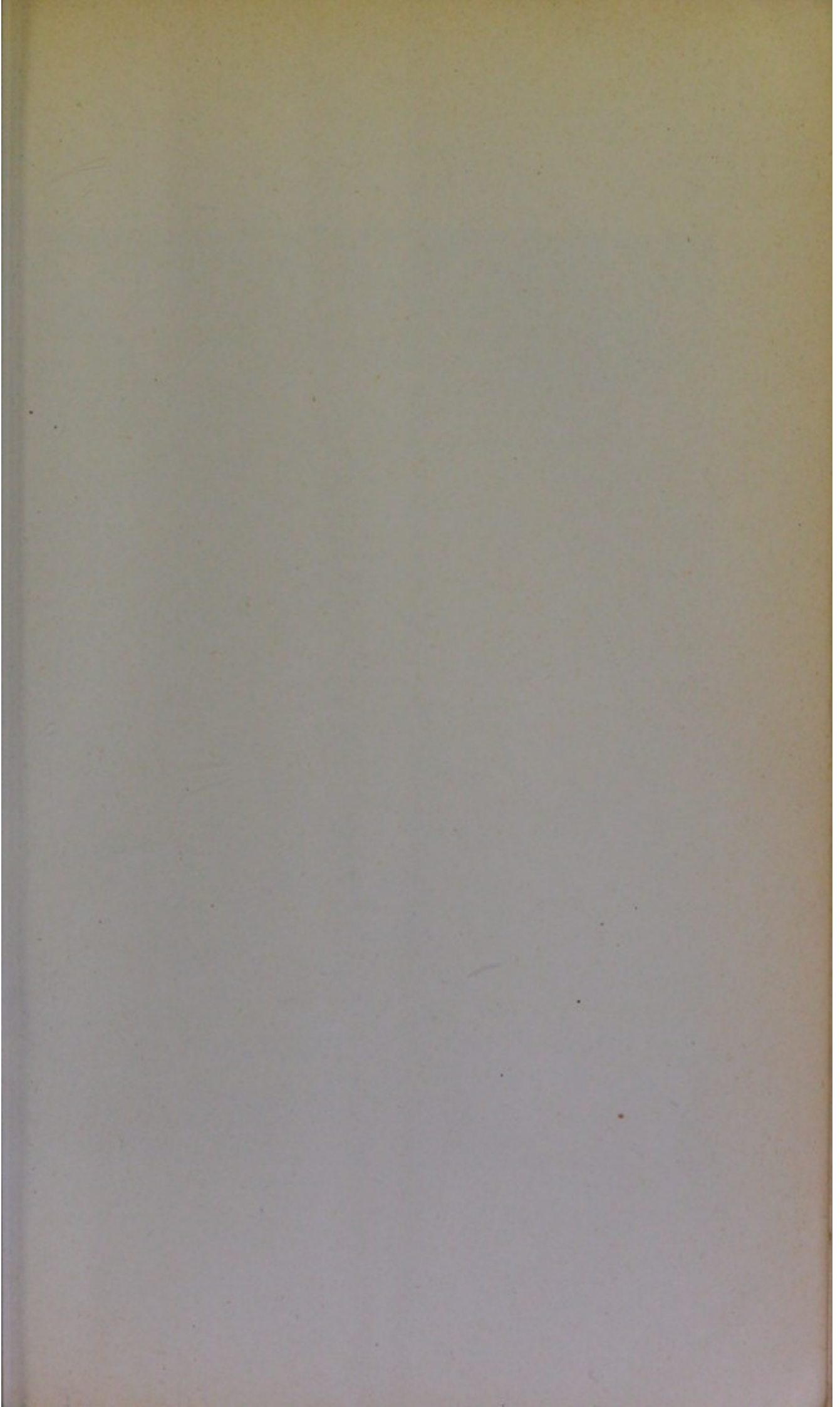
There is no doubt public opinion has been awakened on sanitary matters. At the Vestry elections at two out of three smaller vestries, reformers' lists were put forward, and every man elected. This enabled us to get some more active representatives on the Board of Works. The Limehouse and Ratcliff Vestries have also met monthly, and one of the first acts of the latter was to appoint a Sanitary Committee of which I am Hon. Sec. About the same time the Board of Works divided the district into three portions, and appointed an additional or third inspector. At their last meeting they appointed a *Sanitary* Sub-Committee of the Works Committee to assist the Medical Officer of Health in carrying out the Housing of the Working Classes Act. They also determined to undertake themselves the supervision of the dust collection, and appointed a small Committee to make regulations, etc.

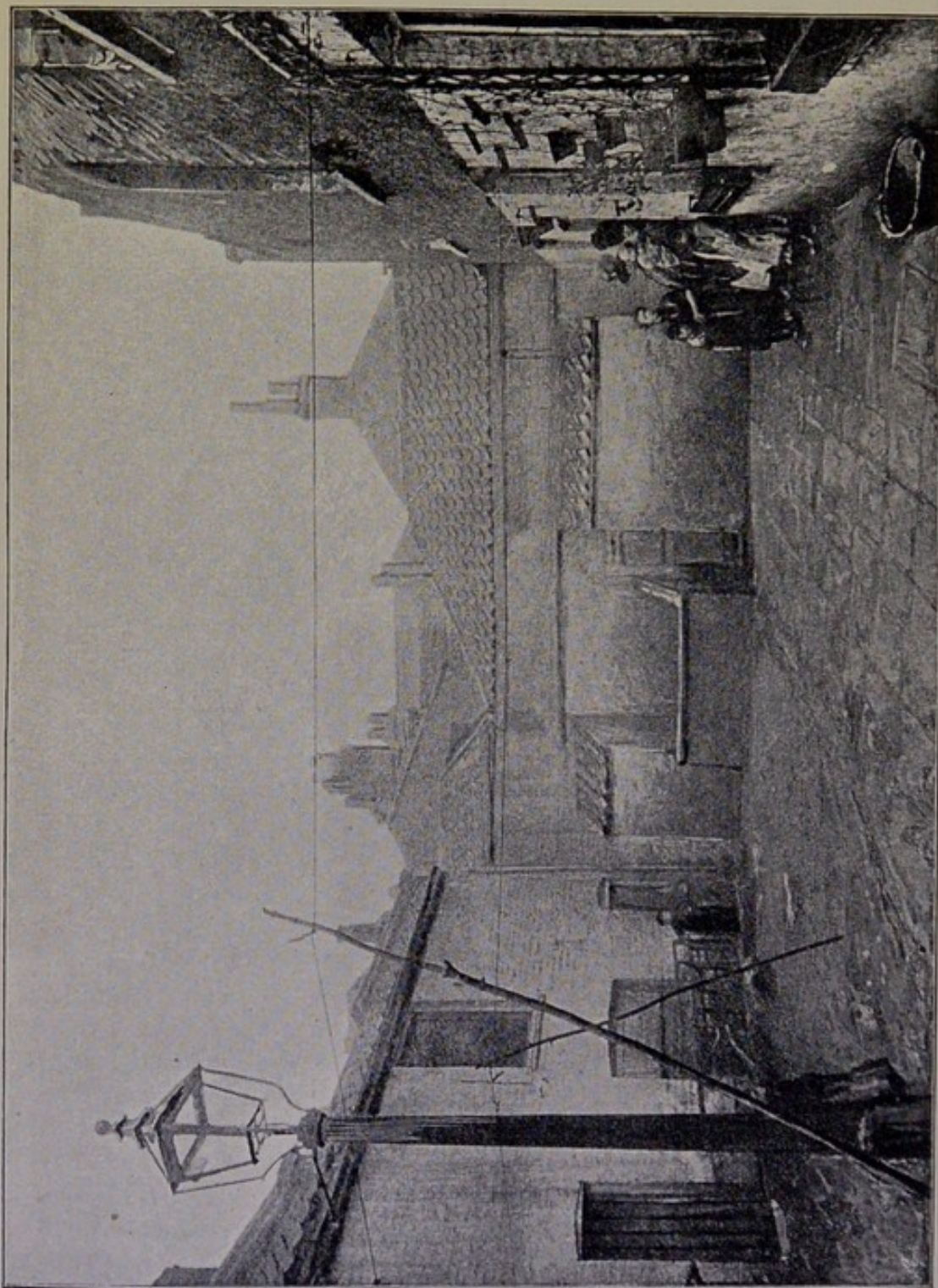
The Board have had some houses closed, and taken action in case of some of the worst courts. The Medical Officer of Health has refused a certificate to a block of model dwellings, built by a Mr. Cosh, on ground belonging to the Coopers' Company.

There are still very many matters needing attention, and among others, *overcrowding* in one alley recently erected, but it is difficult to deal with until the areas cleared by the late Metropolitan Board of Works (Brook Street area, Ratcliff and Cable Street area, Shadwell) are built upon.

The Cable Street area is a splendid space for building artizans' dwellings, and is just cleared and offered for sale. Could not the Mansion House Council bring the plot to the notice of the Guinness Trustees, or of others who might be likely to build and help to build good dwellings upon the area?

F. C. MILLS.





COLLINGWOOD PLACE, BETHNAL GREEN.

## East Marylebone.

Cases carried on from 1889	...	...	...	10
New cases	...	...	...	15
				<u>25</u>

These have been dealt with as follows :

Reported to Sanitary Authority	...	...	...	16
"    " Owners	...	...	...	3
"    " Water Company	...	...	...	1
Otherwise dealt with	...	...	...	5
				<u>25</u>

Dismissed as satisfactorily completed	...	...	13
Dismissed as unsuitable	...	...	5
Deferred for further observation	...	...	7
			<u>25</u>

The Committee regret that, owing to various causes, they have so small a record of work to present.

Some, however, of these causes, are matter for rejoicing ; viz. : the marked improvement during the last few years, first, in the activity of the Sanitary Authorities, who now pay speedy attention to a complaint from the Committee ; secondly, in the promptitude with which landlords obey an order from the Vestry ; and thirdly, in the condition of houses in the district—many of these, which were old and dilapidated, having been demolished, while large blocks of tenement buildings have been erected in their stead. It is to be regretted that the rents of most of these are so high as to be beyond the reach of the class who had been dishoused.

In spite, however, of these improvements, the Committee cannot but think that many more cases of insanitation exist than are brought before them, and their failure to reach them they attribute to the following causes :

First, that the insanitary conditions in East Marylebone are not so sensationally bad as to attract the attention of any person not specially interested in the subject ; and that secondly, a want of interest in the subject exists among parish workers. This seems proved by the fact not only that a complaint of an insanitary dwelling from a district, or another parish visitor, is a rare event, but that all the efforts which the Committee have hitherto made, either through the clergy or otherwise, to induce ladies or gentlemen, already engaged in work among the poor, to

join the Committee, have, with one exception, proved fruitless. This they the more regret, as they believe a third cause of their small success is that there is but little contact between themselves and the poor, or the workers among the poor, in their district, owing to the majority of their members being non-residents, and only two of their number being connected with parochial work in East Marylebone.

The Committee are glad to report that three Courses of Lectures on Sanitary subjects, delivered through the kindness of the National Health Society to Mothers' Meetings, and to a class of Young Women, in three different parishes of East Marylebone, when Sanitary Aid Papers were distributed, were much appreciated, and a result has been that more complaints than in former years have been received from the tenants themselves.

Nine meetings were held by the Committee last year, in a room kindly provided for them by Mr. Macdonald, one of their members.

S. HYETT.

### Finsbury.

Since its formation, 273 cases have passed through the hands of this Committee, and have been duly inquired into. Latterly we have been able to work better with the Local Authority, and have in many cases been able to get our complaints seen to at once. A large number of insanitary dwellings, and in some cases, whole streets, courts, and alleys have been condemned by the Vestry and ordered to be pulled down. All these places have been under our inspection for the last two years, and it is owing in no small measure to the work of this Committee that the Vestry are doing now what they should have done a long time ago.

One of the owners of some of this property has appealed against the decision of the Vestry, and has brought what he calls an independent medical man to certify that the houses belonging to him are all right. We will let you know further about this.

W. BOYNES.

### St. Giles.

Our work has not been great. We went with our inspector over the whole of the district and found that the sanitary work was fairly well done here.

We formulated thirty-two complaints, which were remedied within two months, and the district Medical Officer has shown himself willing to help us in every way. The places complained of were revisited, and were found satisfactory. Our district still suffers, however, from the effect of the large street improvements, which cause high rents and overcrowding.

As far as I know, the present Housing of the Working Classes Act has not been used here ; but the Nuisance Removal Act has been sufficient. What is wanted is a Public Health Act which will consolidate the old Acts, and bring sanitary law up to date.

There have been no sanitary improvements made in the district, and no magistrates' orders have been obtained, I believe. Our district is very small, and one-half has hardly any tenement property at all.

We hope to go over the whole district again shortly.

A. L. LEON.

### St. George's-in-the-East.

During recent years the attention of the Committee was drawn to a number of cellar dwellings, and it seemed to them the District Surveyor was not very active in reporting them. Our Chairman saw him, and this year the Vestry have taken the matter up and served a great number of notices. Our work in the early part of the year chiefly consisted of watching old cases. Raymond Street, York Place (now called Lowder Street), and dilapidated houses in St. George Street (two of which have been closed), are claiming attention ; but, since the new Act came into force, the Vestry have determined to deal with several houses and courts, many of which have either recently or formerly been brought to the attention of the Vestry by the Committee. Yule Court, reported by Medical Officer of Health many years ago (but Metropolitan Board of Works and Vestry refusing to deal with it), is now closed. Several houses in Pell Street, Russell Court, are to be remodelled. The Sanitary Committee were to-day to visit Mehrstens Place, Turners' Buildings, Crown Court, and Whitethorn Place.

The work of the Sanitary Inspectors has been re-arranged, and, in consequence of a division of district, they claim that they get quicker over the work, and that there has been a marked decrease in zymotic disease. The Inspectors are uniformly civil and helpful to us, and seem keen and energetic in their work, while the presence of our Treasurer, Mr. Crowder, on the Vestry is of very great assistance to the prosecution of sanitary improvement.

J. SPENCE.

### Westminster.

I should like to tell you what a marked improvement there is now in the Vestry arrangements. From all sides I hear the same thing—that every complaint is promptly and courteously dealt with. The Inspector for this part, with whom I have personally most to do, is very thorough in his work. Mrs. Tyler Smith, a member of our Committee, tells me that in the St. Margaret's district, she finds just the same

readiness to look into, and take action upon, any cases she reports ; indeed, Lewisham Street, which was for long one of our plague spots, has been immensely improved. While this is the case, my Committee does not consider it necessary to take any active part ; but they continue to exist as a Committee, in order to be on the watch for any falling off of energy, and to be ready to act accordingly.

M. F. JACKSON.

### Woolwich and Plumstead.

I fear I have not time to write you a formal report of our branch here, but a few facts will serve to show the origin, the need, and the justification of its existence.

When I came here two years ago as vicar of a poor parish containing what is locally and expressively called "The Dust-hole," I saw at once that it was a mockery to preach temperance, soberness, and chastity, until a better environment made better lives possible.

On beginning to move I found that landlordism infected and swayed the Local Board, and that not until public opinion was enlightened and aroused could anything be done. I therefore got from you the great aid of one of your Inspectors, and on his report and my own observation, I based a series of articles in the *Woolwich Gazette*, in which I described the evil, suggested the causes and the remedies, and at the end formulated certain demands, the chief of which were :—

1. Appoint a Medical Officer of Health.
2. Have two Inspectors instead of one.
3. Adopt the pail system, and a daily clearance of refuse.
4. Have automatic flushing cisterns to W.C's.
5. Thorough and periodic house to house inspection.

All these propositions were opposed, and even derided, the low-water mark of ignorance being probably reached in the letter of the Local Board to the Home Office, dated December 13th, 1888, in which their sapientes observe that the health of the town has been for many years thoroughly good ; that the hand-flushing of closets is a satisfactory system ; and they ended by sneering at the adjoining parish of Plumstead for having "the supposed advantage of a Medical Officer of Health." My action much perturbed the Board. "What can his motive be?" enquired a leading member of the Sanitary Committee thereof. "He must be stopped or he will be a perpetual nuisance," cried another.

This is not an ancient tale, for I am still open to the great reproach (in Woolwich eyes) of being a new comer. But what do we now find?

\* We have an excellent medical officer (Dr. W. R. Smith) who has worked wonders. We have the two inspectors and regular inspection. The pail system has been tried, and found so obviously advantageous, both from the sanitary and the economical point of view, that it is being extended to the whole of the town. Landlords are forced to provide proper flushing cisterns to every closet. We have obtained, since the passing of Ritchie's Act, fifty-three orders closing houses as unfit for human habitation. Ten "houses" have been actually demolished since the Act, and eight shortly before; the first being one in my parish, to which I drew special attention in my first article. The contention that nothing was wrong because the health of the town was good I have demolished by publishing each quarter tables compiled from the *British Medical Journal's* returns, showing that Woolwich is always near, and frequently at, the bottom of all the South London districts. For the last quarter of 1890 Woolwich ranks 38th out of the 41 sanitary districts of the whole of the metropolis, with a death-rate of 30·3; and while the infantile death-rate for all London was 174, the figure for Woolwich was not less than 255! This is not inevitable mortality, and therefore it is, in part, infanticide.

Your Local Committee does not meet frequently, as a new and most vigorous body, called the Tenants' Defence League, does a grand work in searching out all sanitary defects, and forwarding them to me. I then pass them on to the Plumstead or the Woolwich Local Board, according to locality; and both bodies have been kept busy, as I have frequently entered twenty complaints in their books in one day. I have received every attention and help from the surveyors of both bodies.

The poor now at last know their rights, and how they may be obtained. A friend of mine is agent for some cottages in my parish. One of the tenants pointed out a defect and asked for attention. He said he was very busy with other property, but would come to it in time.

"If you don't do it at once, I'll tell the parson," was the answer which he retailed to me, with some amusement.

To be the people's tribune you must, apparently, become the landlords' bogey!

Your work, perhaps, gains an additional standpoint and place of advantage by the fact of my now being a member of the Local Board.

To become at once archer and target has not entered my mind, but on receiving a requisition from working men, I consented to try my luck at the election in August. Nearly three thousand more votes were polled than in the previous election, and I was returned, only second to a

\* It will be remembered that this Council was instrumental in obtaining the insertion of a Clause in the Notification of Diseases Act, 1889, compelling the appointment of a Medical Officer of Health.

colleague who ran on the same lines, and was at the head of the poll. This showed the town that sanitation was considered of importance, and showed the working men their power, which they will not forget to use similarly each year in ousting obstructives, and giving new blood to the old body.

Why should not this conversion or revolution be effected in every place where slums exist? The necessary steam power exists in the shape of Ritchie's and other Acts, the machinery exists in the shape of the Vestry or Local Board, and all that is wanted is a single resolute ratepayer to turn on the steam. And if the ratepayer be also the clergyman of the parish he need not fear that the spiritual work will be omitted or even hindered, by attention to more secular demands of health, and decency, and comfort. The conversion of a privy into a proper water-closet will not obstruct the conversion of souls, nor will the removal of dampness from the houses of his poor make his sermons perpetually dry.

For good or for evil (possibly for both) the work has been so much in my own hands that this letter has inevitably contained too much of the first person. But the record of personal effort need not be egotism, and I sincerely trust no feeling of pride is in my heart as regards anything I may have been enabled to do under your guidance for the benefit of the poor entrusted to my care.

J. W. HORSLEY.

P.S.—I think our chief need now is that you should send us two or three good lecturers who would answer the question, "Why do babies die?" We would do all we could to get them a good audience. Babies abound—and die—here like flies.

### Bethnal Green.

*Case Work.*—Total number of cases dealt with during the year :

New Cases . . . . .	116
Arrears from former years. . . . .	51
	<u>167</u>
Dismissed as satisfactorily completed . . . . .	114
"    " unsuitable . . . . .	15
Left over (being dealt with) . . . . .	38
	<u>167</u>
Number of meetings held during the year. . . . .	20
Average attendance . . . . .	5

The most noticeable feature of case work brought before the Committee during the year is the great falling off in the number of

cases of absence of water-supply to w.c.'s ; there is *unquestionably* a real improvement in the parish in this respect. From the year's returns it would appear that defects in yard-paving are a particularly prevalent sanitary shortcoming in Bethnal Green.

The relations of the Committee and the Vestry are friendly ; the latter attending to the Committee's representations, but *not* with promptitude.

The Local Authority has increased its staff of Sanitary Inspectors, bringing it up to three in all ; one of them is an energetic and capable Officer.

*Organisation.*—The Committee has been re-organised during the year ; it has not yet attained a full complement of members, but is likely to do so before long. Special steps are being taken to obtain more Working Men Representatives.

*Discussions* have been held on the following subjects :

- Qualifications for the Office of Vestrymen.
- Sanitary Organisation.
- Housing of the Working Classes Act, 1890.

*Lectures.*—Dr. Miley has lectured on

1. Healthy Houses.
2. Infection.

The Hon. Secretary lectured at the University Club on the "Position and Work of the Mansion House Council on the Dwellings of the Poor."

*Public Meeting.*—A public meeting was held at the Oxford Hall in May to promote the work of the Council in the district. Sir Algernon Borthwick, Bart., M.P., presided ; Mr. E. H. Pickersgill, M.P., and others addressed the meeting, which was well attended.

HAROLD HODGE.

### Chelsea.

I send the following brief summary of the work of this Committee for the part of 1890 during which it was in existence (May to December).

Complaints were received with regard to 37 cases. Seven were dismissed as unsuitable, 16 as satisfactorily completed, 15 were still under observation at the close of December—total 38.

A complaint, at first treated as a single case, was found to refer to two houses which had to be differently written off, which caused the discrepancy in the totals. Some cases necessarily represent more than a single house each—viz., when a set of buildings has offices and water-supply in common. Thus the 16 cases written off as completed refer to more than 16 houses.

The defects complained of were of the most tangible kind—ill-laid or broken drains, faulty or absent traps, inadequate, or not disconnected, water supply. In several instances there was illness alleged to arise from these faults of sanitation, and the interference of the Committee has been attended with the best results. Only one case of overcrowding was rectified in 1890; this is a circumstance very hard to establish if evasion is attempted; and it seemed politic to attend at first by preference to circumstances which inspection could demonstrate beyond the possibility of doubt.

No house to house visiting was attempted excepting that in inspecting one house the visitor sometimes heard reports which caused him to go on to a neighbouring one.

The Medical Officer has attended Committee Meetings to discuss cases, and is ready to co-operate in a friendly spirit. His annual reports to the Vestry are elaborate, and that for 1890, when published (a copy shall be provided for the Mansion House Council), will give in great detail all information about the action of the Sanitary Authority in that year.

Of the 15 cases under observation at the close of 1890, four have since been satisfactorily completed.

Not all cases dismissed as completed have really been brought up to the level which the Committee regards as satisfactory, although by persistence a greater amount of improvement has in some instances been produced than appeared probable at first. The judgment likely to be adopted by a magistrate forms a standard beyond which the Sanitary Authority is not unnaturally reluctant to be urged.

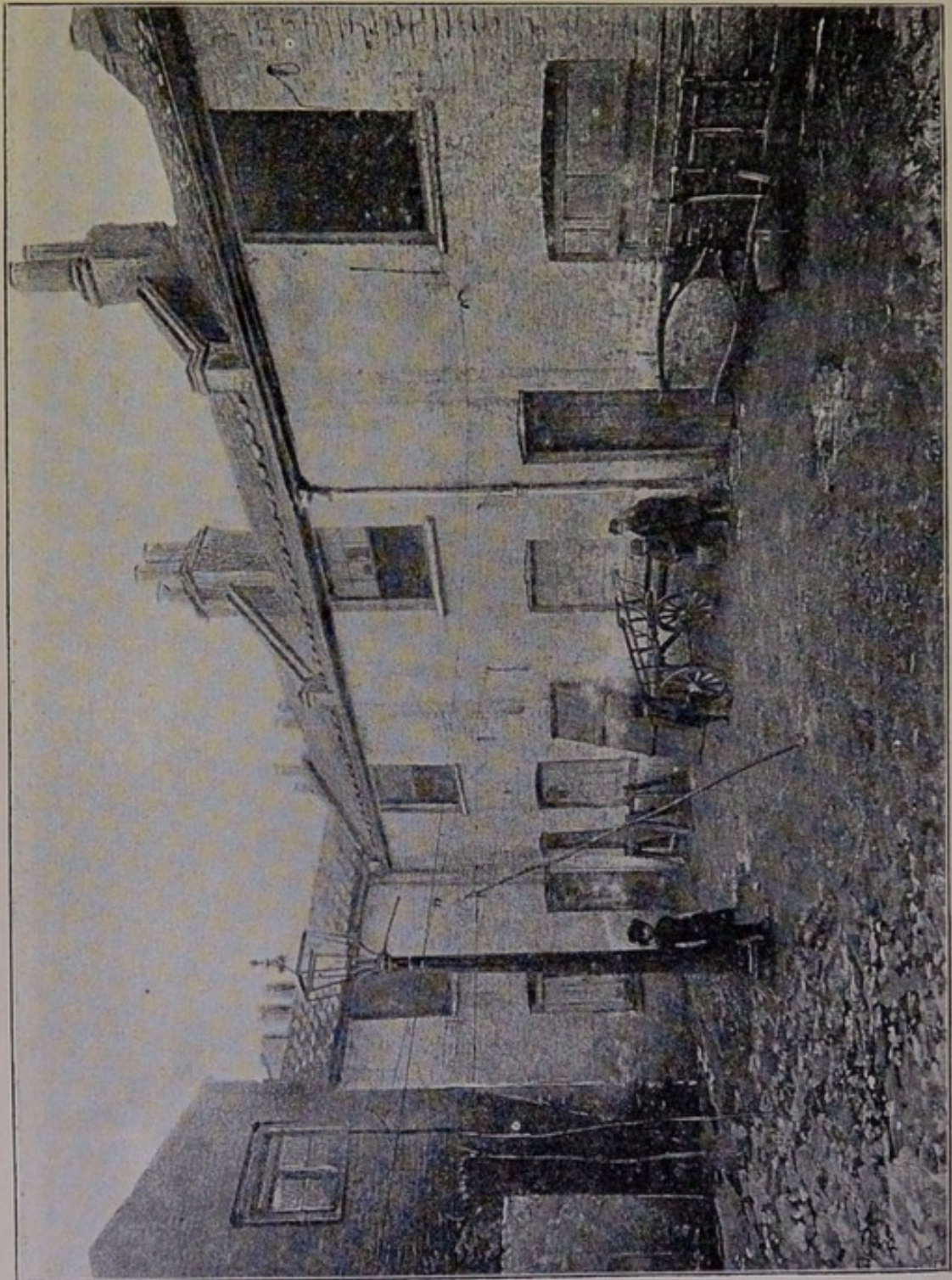
B. BOSANQUET.

### Lambeth.

As you are aware, an arrangement was made in the spring of last year that Branch Committees should be formed in different parts of Lambeth, to deal with the sanitary complaints locally, as far as possible, but working in connection with ourselves, and, through us, with the Sanitary Aid Committee. Representatives of these Branch Committees attended meetings of our Committee, and informed us generally of what they were doing, we, on our part, undertaking to give them help and support when necessary. Four such Branch Committees were more or less definitely formed, but only three of them did any work, and of these two became inactive during the autumn holidays.

As far as I have been able to ascertain, the number of cases dealt with by these Branch Committees has been about 42, in addition to about 30 with which our Committee, or certain members of it, have dealt directly.





COLLINGWOOD PLACE, BETHNAL GREEN.

In reply to your question as to any sanitary improvements introduced by the Sanitary Authorities in our district, I will mention the following, although you may not think some of them deserving of notice :—

1. Three additional Sanitary Inspectors have been appointed, so that the number now is six Inspectors and one Chief.

2. New houses are much more carefully inspected than formerly. The Vestry issue a certificate to a builder when the sanitary arrangements of a new house are satisfactory, so that any tenant proposing to take a house has the means of ascertaining that it is in a healthy condition.

3. Two of the worst courts have been shut up, and another is to be shut up shortly. There is reason to hope that the site of two of them will be converted into Recreation Grounds.

4. A weekly statement is furnished under the authority of the Vestry to every schoolmaster, giving the address of every case of infectious disease, so that he may refuse admission to any child who may be supposed to be in an infectious state.

5. Whenever a case is reported under the Infectious Disease Notification Act, the house is not only purified from infection, but also very specially examined in all respects as to drainage, water, &c.

6. The Inspectors are furnished with a little book containing complete and minute Regulations for Inspection.

All the inspection and rectification of drains is carried out in a less rough and ready manner, and more scientifically than formerly.

W. H. GURNEY SALTER.

### St. Pancras and Hampstead.

This Committee have taken action in the case of upwards of 190 houses, and in most cases with successful results. These cases, chiefly of dilapidated property out of repair, occur in Lamble Street, St. Leonard's Square, Litcham Street, Swinton Street, Hanover Street, Rochford Street, Carlton Street, Carlton Road, Silver Street, Seaton Street, Haverstock Road, Tovey Place, Weedington Road, Preston Street, Chaston Street, The Colonnade.

The Colonnade, South St. Pancras, will be this year duly pulled down and reconstructed.

The appended notes show how thorough and satisfactory has been the result of our Committee's agitation for the reform of Litcham Street, Kentish Town.

Several houses in the poorer portions of Hampstead are to be shortly closed and pulled down under the Working Classes Housing Act, 1890.

Our Committee have petitioned the Vestry and London County Council for suitable urinal and w.c. accommodation on Hampstead Heath. Suitable offices are to be constructed early this year by the Council.

The question of the dust-destroyers of St. Pancras has been very thoroughly examined, and a detailed report written. They are, on the whole, very satisfactory in this parish.

The question of bathing in the Hampstead ponds, also the nuisance arising from water being drawn off, has been duly considered.

The St. Pancras Vestry brought its "Special Committee of Enquiry into the general condition of things, and in what manner reform should be instituted in their Sanitary Department" to an end last November, when, after a severe struggle, the reform party arranged to carry their entire report.

The result has been—

Increase in the inspectorate from 4 Inspectors to 8.

The engagement of a new Chief Clerk to superintend the department, and a Junior Clerk.

The substitution of horsed vans in place of hand-trucks for the removal of infected bedding, &c.

There can be no doubt that this valuable and considerable reform was largely due to the support which the Mansion House Council gave to Mr. Henry Lazarus in his crusade against St. Pancras slums and slum-owners. The famous prosecution against the owners of six horrible dens in Robert's Place, Drummond Street, will be well in the memory of members of the Council. And it will be interesting to note that these houses, against which the Mansion House Council had such a difficulty in obtaining closing order, owing to the want of support afforded by the Vestry Officials, have since been ordered to be demolished by the St. Pancras Vestry itself. Hundreds of houses have, within the past few months, had notices served upon them by the Vestry, and the Mansion House Council Sanitary Aid Committee have been untiring in their efforts in the same direction. Entire streets have been exhaustively inspected by them, and the action of the Vestry directed to their condition. Like vigour has been shown by the reformed Sanitary Department in the application of the newly adopted by-laws, and at every meeting of the Committee fresh lists of neglected tenements are added to the list. The present Committee seem determined to act fearlessly and promptly, and although they have the same lukewarm Vestry to contend with, they have public opinion on their side, and we view with great interest and hope the final result of the present system of administration.

LOCKE WORTHINGTON.

### North Marylebone.

The North Marylebone Sanitary Aid Committee (Hon. Sec., Mr. A. K. Connell), works in connection with the Portland Town Association for united work among the poor,—office: 12, Henry Street, Portland Town. It has found its work during the past year much lessened by the activity of the parochial authorities. Prompt attention has been given to the score or more of cases sent in.

### Hammersmith.

In answer to your letter respecting the Annual Report I think it better to give you a statement of facts than to write a report.

Since last March 64 new cases have been considered, beside a great number of old ones which were brought up before that date and have been reconsidered; 210 have been sent to the Sanitary Authorities of Hammersmith; 82 have been satisfactorily completed; 9 have been found unsuitable, and 9 sent to the owners.

We should hardly like to state that any place was absolutely unfit for habitation, but among the worst facts that have come under our notice we might mention Banim Street, "Hope Cottages," Stables, Hunt Street, Latimer Road and Vespian Road.

F. LINGING.

### Mile End Old Town.

It is only a few months since this Committee was constituted, and, as some time necessarily elapsed before its existence was at all widely known, the amount of work done has been naturally small. The results, however, have been satisfactory, and shortly after a large number of leaflets were distributed several complaints were sent in, which have been attended to in the ordinary course. The passing of the new Act and the general public interest has moved the authorities to some extent, and naturally much has been done through other means than this Committee.

I am requested by our Committee to express their opinion that the formation of a Register of London Landlords would be attended with many advantages.

A. G. L. ROGERS.

### Camberwell.

This Committee was established on Sept. 23rd, 1890, and has now met six times, the work of the Committee being in abeyance during the great frost. Altogether 13 cases have been brought [before the Committee, several houses in the same district being often grouped together as one case, and the reports from the Inspector of the Mansion House Council included. Two of these are cases of overcrowding, and all the rest are cases of bad drainage or defective water supply. Six of these cases

having only come up before the last committee meeting have not as yet been attended to by the authorities. The reports of the Inspector of the Mansion House Council have been sent to the Medical Officer, and the rest have been sent either to the Vestry or to the District Sanitary Inspector.

Of the first 7 cases two cases, and part of a third case of defective drainage have been thoroughly and completely repaired, and one of overcrowding has been attended to, and the number of inhabitants reduced within a proper limit.

Concerning the cases in Paddock Place, the Vestry has issued a notice for the reconstruction of all the drains, and the work is now being carried out. The other cases sent to the Vestry will be taken in due course.

The Medical Officer, Dr. Bristowe, has explained to me that the reason of the many defects in the sanitary condition of Camberwell is the deficiency in the proper staff of Inspectors, and this condition is now to be remedied. The Vestry has authorised the appointment of five new Inspectors and a Superintendent, and their appointment will now take place within a few weeks. There is therefore good reason to hope that great reforms will take place in this matter on the augmentation of the staff, and Dr. Bristowe anticipates that all arrears of work will soon be overtaken.

H. M. TICKELL.

The Camberwell Vestry has adopted the Regulations for houses let in Lodgings. They were approved by the Local Government Board in March, 1890.

## GENERAL NOTES.

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### Inspectors.

The status of Sanitary Inspectors, or, as they are sometimes designated, Inspectors of Nuisances, continues to improve. To the lectures and examinations of the Sanitary Institute this is chiefly due, and in a lesser degree to the public demand for men with a little more proficiency and ability than satisfied Vestries formerly. The most captious critic would now find the test examination severe and searching, and in most of the advertisements for Inspectors we have been glad to notice that the possession of the Sanitary Institute Certificate has been rigorously insisted upon. In any comprehensive measure that is brought forward dealing with Sanitary matters, it is to be hoped that a Governmental sanction will be given to this examination. Why so much indifference has been displayed so long in regard to the qualifications for the most important appointments of Sanitary Inspectors is most surprising. There is only one regrettable feature in respect to recent appointments—both in town and country—and that is the miserable salaries offered. If good men can be got, they should be better paid, and so placed above temptation.

### Water Supply.

The subject of water supply has engaged the earnest attention of the Council during the year. By a resolution of the Council two of its members, Messrs. W. F. Craies and J. T. Dodd were commissioned to prepare a pamphlet on the subject, which forms an Appendix to this Report.

The County Purposes Committee of the Corporation of the City of London presented, last October, a valuable Report upon the Water Inquiry undertaken by them. Under the presidency of Sir William Hunter, M.P., the Inquiry had thirteen sittings, and took a good deal of evidence. We commend the perusal of this Report to anyone interested in the matter. The Committee say—

“As the result of the examination of witnesses prior to our visits to Manchester and Glasgow, there was a general consensus of opinion that the supply of water to the public should be in the hands of a Public Authority, and no longer remain, as it is at present, under the control of private companies. A considerable amount of evidence was given, showing numberless inconveniences and injustices inflicted under the present

system, and upon one point it is clear, that consumers who, from their position or wealth, can make exceptional terms with the water companies are thus able to obtain advantages which are not shared by the general public."

A large number of cases have again come before us of the objectionable and dangerous arrangement by which the w.c. is supplied from the same cistern as the domestic water supply. Different Sanitary Officials hold different views upon this matter. From a letter of the Medical Officer of Health of Kensington to our local secretary we learn that the separation has been compelled by a magistrate's order. In an excellent set of rules as to sanitary arrangements to be observed by builders, drawn up by the Camberwell Vestry, the following has a place :—

"If a cistern be used in common for drinking purposes and for flushing a closet, it shall be provided with a waste preventer of approved pattern."

If other Sanitary Authorities were to give such practical effect to their objections to this fertile source of disease it would be extinguished in a very short time.

#### Recent Sanitary Laws.

So much has been done in the way of amending and improving old Acts, and calling into existence new statutory requirements during the last year or two, that to indulge in further complaints as to the present state of Sanitary procedure lays one open to the charge of pessimism. But it must not be lost sight of that the measures passed recently have had reference only to the Acts invoked where it is a case of demolition, wholly or partial, or where it is desirable to facilitate steps to detect and stamp out infectious diseases. These were great wants, and they have been met and provided for in a generous manner.

#### Nuisance Removal Act should be Amended.

There remains, however, great scope for amendment in the Nuisance Removal Act. This most important measure must necessarily remain a defective weapon in the hands of Sanitary Authorities, until the necessary alterations are effected. At present, procedure under the Act must be most discouraging to Sanitary Officers. The initial step under this Act is : (1.) Notice of the nuisance by Inspector in authority ; (2.) A notice is then served upon the person defaulting ; (3.) If the order is neglected a summons must be taken out, returnable in a week or less ; (4.) The magistrate makes an order on the case being heard which has to be served personally ; (5) Ample time is permitted for the work to be done in, and if the person on whom the order is made neglects to carry

out the order, then, and only then, is he liable to be fined. (18 and 19 Vict. c. 121, ss. 12—14.) Joined on to all this, the Act gives power to appeal against any order at the quarter sessions, and thus a few more weeks' delay are added to the enormous waste of time.

Now to expect Sanitary Officials to repeat this fearful process often is unreasonable. The consumption of time, the artifices of a cunning landlord or agent, the excessive delay during which the sanitary nuisances remain untouched and unremedied, all go to create a serious obstacle to sanitary efficiency.

Any measure which is promoted by the Government to deal with the codification of the Sanitary Acts will be incomplete unless it provides for the following important requisites:

1. Power to Sanitary Officials to initiate proceedings on discovery of nuisance.
2. In the event of owner neglecting *first* order for the abatement of a nuisance, a daily fine to be inflicted, to run till the nuisance is removed.

The Nuisance Removal Acts, comprehensive as they are in scope, contrast very unfavourably with the Registration Clause of the Sanitary Act, 1866, and the Metropolis Local Management Acts.

### Public Health Consolidation Bill.

In March last Mr. Ritchie transmitted to every Sanitary Authority a draft of a Bill entitled the "Public Health (London) Consolidation Bill." This Council was favoured with a copy, and a Sub-Committee was appointed, consisting of Sir Henry Cunningham, Dr. Louis Parkes, and A. E. Franklin, Esq., to consider the draft. The Committee went into the matter exhaustively, and presented a very valuable report, which it was decided to print. A copy of the same was sent to the President of the Local Government Board, and upon a requisition, several copies were sent in addition to that Board.

The Sub-Committee's report was prefaced by a few general remarks which are produced here.

"In submitting the annexed detailed criticisms of the Bill, we wish to make several observations of a general character.

"The object of a Consolidation Act being, we presume, to make the law distinct and intelligible to the public, the present Bill seems to us defective in structure, arrangement, and language. The Interpretation Clause, 118, ought to come first; next, the Clauses constituting the Sanitary Authority, 85 to 97; so that a person reading the Act may know from the first what is the meaning of the various terms employed, and the nature of

the authority by whom the Act is to be administered. On the same grounds we strongly deprecate the frequent reference to other Acts instead of a direct or simple definition or enumeration. Such an enactment as Clause 85 (b) practically takes the interpretation of the Act out of the hands of all but experts. So, again, Clause 15 (2) and Clause 23 (2). And in every other case the Act should be made as nearly self-contained and complete as possible, so as to show the whole law on the point in question.

“We wish especially to call attention to the position of Inspectors of Nuisances, Clause 92, and Medical Officers of Health, Clause 93, as regards removability by the Sanitary Authority. So long as this state of things continues, it is impossible that these officers should do their duty with thoroughness and outspokenness. We have instances in which, owing to their dependent position, they have lamentably failed in their duty, and have abetted unconscientious vestries in the grossest default and misfeasance. These officers should be dismissible by the Sanitary Authority, only for some tangible misconduct, with the sanction of the County Council or Local Government Board. Till this change is effected, it is vain to hope for any efficient discharge of their duties in districts where the general feeling of the Vestry is unfavourable to a vigorous enforcement of the law.

“As to Section 80, it is most desirable that the making of these by-laws should be imperative on the Sanitary Authority. Many London parishes have neglected their duty in this respect, and seeing there can be no doubt as to the usefulness of such by-laws, it is undesirable to leave them at the mercy of ignorant or careless vestries.”

We have good reason to believe that more than one important suggestion made by this Committee has been adopted and incorporated by the Local Government Board in the Bill now before Parliament.

#### Dust and Refuse Destructors.

Several cases of imperfect Dust and Refuse Destructors have been brought to the knowledge of the Council. These were situated in populous districts, and formed depôts for all kinds of filth and refuse. The mode of destruction was found to be most primitive and crude. In one case in Hackney, no proper door was provided and an old tea-tray did service in its stead. It is inconceivable the amount of widespread discomfort caused by such wretched arrangements. The condition of the wharves used for the deposit of refuse previous to its destruction or transmission down the Thames is also very bad, and has been the subject of many complaints received by the Council.

In September we wrote round to our committees on the subject of Destructors, but want of space prevents our reproducing the replies. A

letter received from Mr. William Swale, Superintendent of the Cleansing Department of the City, deserves to be printed. He says:—"With reference to the above subject, I do not think there is any special law concerning them, either with regard to height of shaft or internal construction. The most general kind of Destructor was invented and patented by Alfred Fryer, of Nottingham, and these have been erected by his firm (Messrs. Manlove, Alliott, Fryer & Co.) at Leeds, Manchester, Ealing, Battersea, Whitechapel, and at Lett's Wharf, Lambeth. In all these places the size and height of the shaft varies considerably, among the largest that at Battersea, being about 180 feet. The furnaces or cells are placed in groups of 4, 6, 8, 10, or 12, according to the requirements of the district, the pairs being built back to back, and all leading into a common smoke chamber, and from thence into the flue. The cells are all about the same dimensions—10 ft. 6 in. long and 5 ft. wide, with fire-brick arched tops 3 ft. 4 in. from the crown of arch to the bars. Now that I understand Mr. Fryer's patent has expired, no doubt various alterations will be made in these Destructors to meet different requirements. Of course the great desideratum is an apparatus which shall be as little nuisance as possible in the surrounding neighbourhood. I am inclined to think a very tall chimney a drawback, as, by being so conspicuous an object, every nuisance in the neighbourhood is placed to its account."

### Curious Complaints.

Although we have several committees actively at work in many localities, we receive complaints from every district in the metropolis. We scrupulously attend to all, and in many cases when the defects complained of have been remedied, we get letters of thanks evincing so much gratitude as to quite repay the labour expended upon them. During the past twelve months we have received a very curious assortment of letters, mainly in answer to our advertisements to working men. It is often a case of making out a few words and averaging the rest. It has frequently happened that complaints have been received which were horribly picturesque and graphic in description of real or imaginary woes, but after mastering the contents we are chagrined to find that the impulsive correspondent has left out the most important item, namely, the address. In other cases the address takes the most prominent place. To take an instance. One of our correspondents who was rather doubtful as to the quality of his penmanship, printed his complaint, and made it extremely laconic, viz. :—"31 *imperial Buildings, Ludgat, E.C.* sir, if you was to go 2 ——— you would find it in a filthy condition."

Another correspondent prefaced his complaint by the confidential intelligence "*I be a living at a stewed eel shop.*" A very small number of

the complainants actually know who is the proper authority to deal with insanitary conditions. Some of those who know give the sanitary officials peculiar and original designations such as the "*Inspector of dirt*" or the "*man in uniform who looks after the milk.*"

### Deptford.

During the past year a considerable number of cases in this district were dealt with and forwarded to the sanitary authority. The Board prosecuted several owners subsequently and increased their sanitary staff. Though it has received a seasonable addition, the staff is still very inefficient for the needs of the district.

On the 12th of January the following letter was received :—

"BOARD OF WORKS FOR THE GREENWICH DISTRICT,  
"141, GREENWICH ROAD, GREENWICH, S.E.,  
"12th January, 1891.

"SIR,—With reference to your letter of the 23rd of October last, with a list of houses in the Greenwich District stated to be sanitarily defective, the receipt of which letter and list I acknowledged on the 30th of the same month, I am instructed to inform you that this Board referred the letter and list to a Committee, which has had the premises mentioned in the list carefully inspected; that upon the recommendation of such Committee various orders have been made for the removal of sanitary defects found to be existing, and that the Board has the subject still under consideration, and is desirable of doing all that is practicable to maintain the health of the Greenwich district.

"I am, Sir, your obedient servant,

"J. SPENCER, *Clerk of the Board.*

"THE HON. SECRETARY,  
"Mansion House Council,  
"31, Imperial Buildings, Ludgate Circus, E.C."

### Plumstead.

In the last annual report a tabular statement of cases was printed showing the extent to which sanitary supervision was neglected by the Local Authority of this Parish. The persistent action of the Council evidently quickened the energies of the local authority, for they actively set to work to remove many of the defects comprised in our list, and sent us the following letter :—

"THE BOARD OF WORKS FOR THE PLUMSTEAD DISTRICT,  
"OLD CHARLTON, KENT,  
"6th January, 1890.

"SIR,—Referring to your letter of the 9th ultimo, enclosing a further list of cases of alleged 'sanitary defects' (the receipt of which has already

been acknowledged), I am now directed to state that some of the matters mentioned in your list do not appear to be sanitary defects which this Board can remedy, but that in all cases coming within the scope of the Nuisances Removal Acts or other Statutes under which this Board has jurisdiction, the Board has given instructions to its proper officers to inspect and report, and, where necessary, notices are being served and will be enforced.

"I am directed to add that this Board has decided to appoint an additional Sanitary Inspector for one of the Parishes of the District; that during the past eighteen months, in Plumstead parish alone, 887 notices have been served requiring provision of water supply to out-door closets, and more than 800 of these notices have already been complied with, and most of the others are now in hand. This number does not include new houses, all of which, for some time past, and long before any notices were received from your Council, have been required to have separate Water Supply, even for out-door closets.

"The last Annual Report shows that in this District the total number of notices to abate nuisances and remove defects was 726 within one year.

"The best proof of the successful management of the sanitary affairs of this District by this Board for upwards of 30 years last past is to be found in the fact that, according to the latest statistics, this is one of the healthiest districts in the whole of the metropolis. If you have not the figures I shall be happy to send them to you. I have sent you a copy of our last Annual Report.

"I am directed to add that with regard to the houses in the lower part of the Parish of Charlton, several of which are included in your list, it is impossible for this Board to compel the removal of all the defects there unless and until a new main sewer is provided. Many of the houses existed before the construction of the Southern Outfall Sewer by the late Metropolitan Board of Works through Charlton, but that sewer was placed at such a level that a separate and costly main sewer is required before the houses in this part of Charlton can be effectually drained. Such main sewers have (at the cost of the whole of the metropolis) been constructed in other parts of the County of London, and this Board is now applying to the London County Council to construct the requisite main sewer at Charlton.

"I am, Sir, your obedient servant,

"GEORGE WHALE, *Clerk.*

"To JOHN HAMER, Esq., *Secretary,*

"*Mansion House Council on the*

"*Dwellings of the Poor,*

"31, *Imperial Buildings, Ludgate Circus, E.C.*"

Much sanitary improvement has been the result of our action. With regard to the last paragraph in the Board's letter, a communication was addressed by us to the London County Council pointing out the absolute necessity for steps to be taken in the direction of providing a main sewer.

### Model Dwellings.

Numerous cases of deficiencies in dwellings of this class have been brought to our notice. In many instances the evils could only be removed by drastically altering the structures, involving costly outlay ; in some cases demolition was the only possible cure. The supineness of the proper authorities in permitting huge ill-ventilated and defectively-lighted blocks of dwellings, to be run up on a grossly inadequate site is most reprehensible, and this evil is painfully visible in nearly every quarter of London, and calls for severe and unflinching action.

With regard to some "models" in Gun Street, Southwark, the structural evils of the place were aggravated by the existence of a host of sanitary defects, such as cisterns without covers—the contents of which were polluted ; defective w.c.'s ; defective roof, &c. Diphtheria had visited this place.

Another block in Camberwell was found to be wholly destitute of a water supply !

In the case of both of these blocks of dwellings there were two very objectionable features which, though not coming strictly within the range of our work, are, nevertheless, important defects. We allude to the defective light by day, and the non-provision of artificial light at night-time on the staircases. It is high time the Lighting Committees of Vestries—where they exist—bestirred themselves, and took salutary action in the direction of remedying, or agitating for powers to remedy, what cannot fail to be a serious detriment to the comfort, decency, and convenience of the indwellers of such places.

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REPORT of the PUBLIC INQUIRY  
Into the Sanitary Condition of St. Leonard's,  
Shoreditch.

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ORDERED BY THE HOME SECRETARY.

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FIRST DAY.

MR. CUBITT NICHOLS and DR. EDWARD SEATON, the Commissioners appointed by the Home Secretary to hold an inquiry into the immediate sanitary requirements of the parish of St. Leonard's, Shoreditch, sat at the Town Hall, Shoreditch, on Wednesday, November 12th, 1890, at the request of the Mansion House Council on the Dwellings of the Poor.

The Vestry was represented by Mr. E. L. THOMAS and Messrs. MOFFATT and BRABNER, assessors. For the Mansion House Council appeared Mr. CORRIE GRANT and Mr. MOSENTHAL, instructed by Messrs. STEADMAN, VAN PRAAGH and SIMS. Messrs. A. K. CONNELL and LUCAS, members of the Council, were present.

Mr. CORRIE GRANT : I understand that the inquiry is ordered by the Secretary of State for the Home Department, and that you have been requested to inspect and to report upon the immediate sanitary requirements of the parish of St. Leonard's, Shoreditch, and that with you and Dr. Edward Seaton, Messrs. Moffatt and Brabner, members of the Vestry, have been associated. The Mansion House Council on the Dwellings of the Poor, which is the body I am instructed, with my friend Mr. Mosenthal, to represent to-day, consists of a number of noblemen and ladies and gentlemen of position and standing who have associated themselves together for the purpose of doing what they can as far as possible to improve the condition of the dwellings of the people, and to ascertain firstly that the present requirements of the law are carried out, and secondly, which will not concern you here at all to-day, to see that the law should be to some extent, where necessary, amended. The parish of St. Leonard's, against which this inquiry is ordered, is one of the parishes which is in Schedule A of the Metropolis Local Management Act of 1855 ; and it is therefore governed by a number of vestrymen elected from the different wards in the parish. I think I am correct in saying that the number of vestrymen is 120 ; and the sanitary affairs are entrusted to a General Purposes and Sanitary Committee, which, according to the report for 1890, consists of 20 members. The Vestry has a Medical Officer of Health, Dr. Sutton ; a Sanitary Inspector, Mr. Alexander ; and an Assistant Sanitary Inspector, Mr. Lear. The population at the last census was 126,591. Now, in the year 1889, during the months from March to August, in consequence of inquiries which the Mansion House Council had made, they directed their Inspectors to make a careful examination of certain parts of the parish. Of course it would have been impossible for a private body like the Mansion House Council, possessed as it unfortunately is of comparatively

limited funds, to have made an inspection of the whole parish. I am emphasising this point to the Commissioners, because the facts which I am going to lay before them with regard to insanitary houses are not presented for a moment as presenting the case for the whole of the parish. They only represent the results of the examination of particular streets in the parish, a full return of which I shall lay before you at the close of my speech. As I understand, in March the Inspectors found various sanitary defects, and a report of them was sent to the Vestry. That—what I shall subsequently call the first list—was brought to a close in August, 1889. Now in that list the following is a summary of the sanitary defects which were presented to the Vestry between those dates. You will find the figures are set out—I shall refer to the correspondence presently—in the letter of 8th February, 1890, addressed by the Mansion House Council to the Home Office. If you have before you the letter of 10th January, 1890, addressed to the Vestry, you will find them also in that letter. The figures are the same. That first list, presented from March to August, 1889, gives the totals as follows:—

Unpaved or badly paved yards ... ..	225
Untrapped or defective yard gullies ... ..	39
No water supply to water closets ... ..	945
Defective or foul w.c. apparatus ... ..	118
Dilapidations (including defective roofs, damp walls, broken floors, &c.) ... ..	110
No dust-bins ... ..	108
Defective dust-bins ... ..	376
The scullery sink connected with water closet ...	14
Untrapped or defective sink-gullies ... ..	2
Illegally occupied rooms ... ..	11

Making a total of upwards of 1,900 defects.

Mr. CUBITT NICHOLS: The illegally occupied rooms were cellar dwellings, I suppose?

Mr. CORRIE GRANT: Yes, cellar dwellings. This, as I have said, does not represent the whole of the parish at all, but simply the streets which the Inspectors examined. Now, Sir, the Vestry thereupon, with such force of inspectors as they had at their disposal, proceeded to deal with some of these places. I think I shall be able to show you that before these complaints were sent in, both Mr. Alexander and Mr. Lear had their hands full, if not more than full, of work in the parish, and that Mr. Lear was taken off other work in order to deal with these complaints. The Vestry, from some cause or other, made no communication as to what they had done in regard to these cases to the Mansion House Council, and thereupon the Council, in November and December, 1889, ordered a second inspection,—again not of the whole parish, but of the particular districts which the Inspectors had visited before. The result of that visit showed there had been a considerable reduction in the number of defects. The unpaved yards, or badly paved yards, had been reduced from 225 to 85; the untrapped or defective yard gullies had been reduced from 39 to 16; the cases of no water supply to water closets had been reduced from 945 to 458, the cases of defective water closet apparatus had been reduced from 118 to 67; the dilapidations were reduced from 110 to 88; the cases of no dust-bins from 108 to 58;

defective dustbins from 376 to 157 ; the scullery sinks connected with water closets from 14 to 2 ; the untrapped or defective sink gullies (which were before two) were then found to be none, both having been dealt with ; and the illegally occupied rooms, the cellar dwellings, had been reduced from 11 to 8. The result of that second investigation by the Mansion House Council was a letter which they addressed to the Vestry on 10th January, 1890, and it was in these terms :—" Gentlemen,—During last year, from March 26th to August 26th, I forwarded to the Medical Officer of Health to the parish of Shoreditch, a number of cases of insanitary conditions in your parish, as follows— " and then is set out, Sir, the list I have just read to the Commissioners ; the first list. It goes on :—" By the Council's orders, a re-inspection of these cases has recently been made, and it is found that, although considerable activity has been evinced on the part of your inspectors, there still remains a very large number of unremedied defects." Then, Sir, is set out in full the second list which I have just read to the Commissioners. It proceeds :—" Many of these, notably the absence of water supply to water closets, are of so important a character, that I am requested to ask your attention to the same, and to point out to you that the length of time which has elapsed, and the failure to overtake the work, is clear proof that the staff of inspectors of nuisances at your disposal is not sufficient to cope with the requirements of your district. I may also add that the cases under consideration are from but a small portion of the large area under your control, and it is open to question whether the special attention which has recently been given to the cases referred to above, may or may not have led to the serious weakening of the sanitary supervision throughout the remainder of your parish." What was done by the Vestry upon that is shown by a letter dated February 6th, 1890, from Mr. E. Walker, the late Vestry Clerk, I believe, in these terms :—" Dear Sir,—Your communication of 10th ult., in respect of insanitary houses in the parish has been submitted to the Vestry, and now stands referred to the Sanitary Committee ; and I am desired to say that the same shall receive the Committee's attention in due course." As far as the Mansion House Council is concerned, after that letter of 6th February, we received no further communication from the Vestry ; and thereupon, in September, 1890, the third inspection of the same streets and of the same defects as we set out in the complaints contained in the first list was made. The result of the third inspection was as follows :—Unpaved or badly paved yards still remaining, 71.

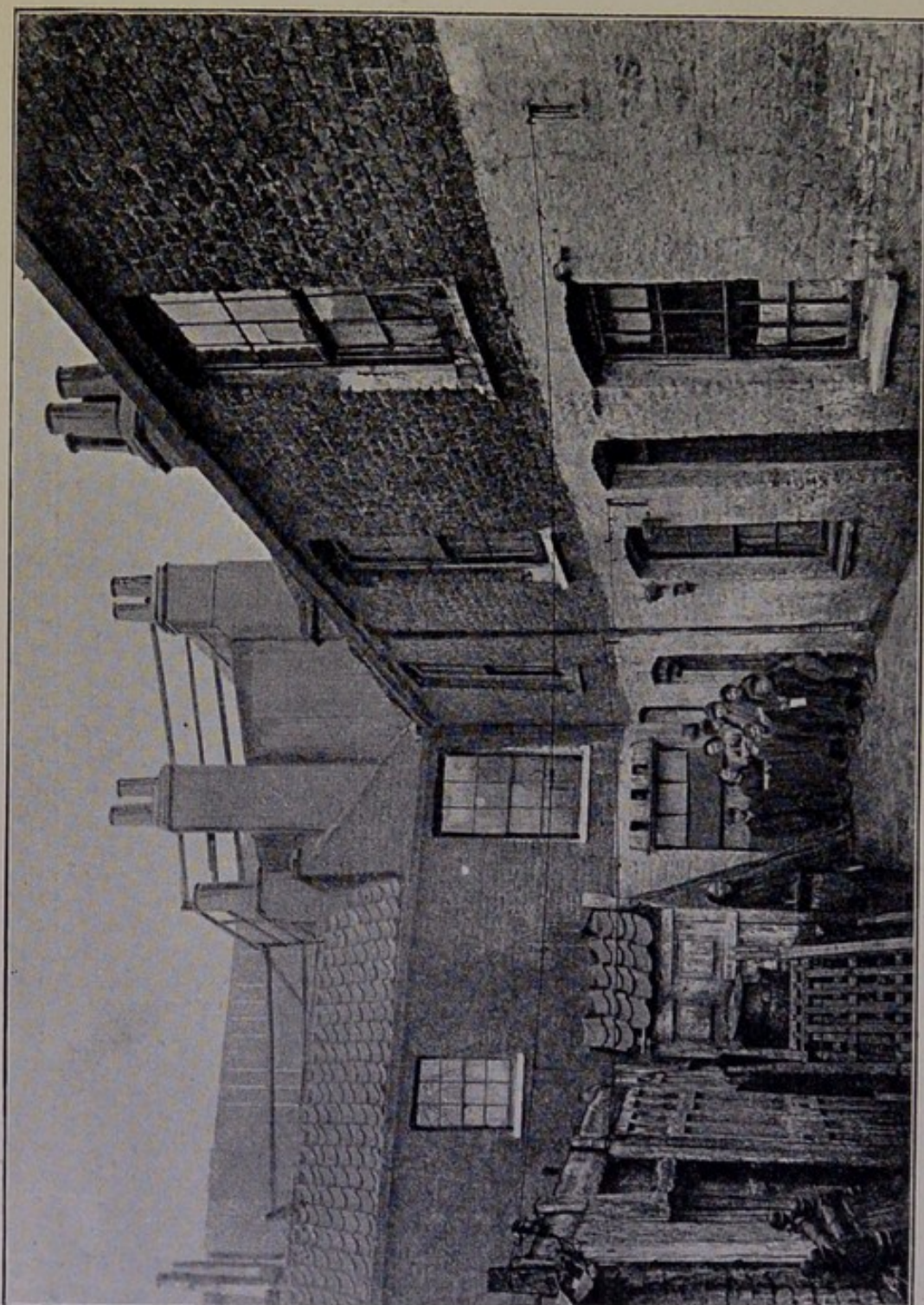
Mr. CUBITT NICHOLS : At what date ?

Mr. CORRIE GRANT : September of this year.

Mr. CORRIE GRANT : The letter is dated November 3rd, which informs us of your appointment, Sir, and therefore I take it that this was made immediately before the Home Office ordered the inquiry. I have not the exact date on which it was ordered. I have only the official letter saying it will take place, which letter is dated 3rd November. Perhaps I should be more in order as a matter of date, taking the thing historically, if, before referring to the September inspection, I were to refer to the letter of 8th February, addressed by Mr. Hamer on behalf of the Council to the Local Government Board. It is the letter to which I referred a moment ago. It was in these terms :—" Sir,—I am instructed by this Council to call the attention of your Board to the insanitary condition of the parish of St. Leonard, Shoreditch. From March to August of last year, Inspectors of this Council were at work inspecting a portion of the

district, with the following result :—” Then is set out what I have called hitherto the first list. Then the letter goes on :—“Later on, in November and December, revisits were made, and it was found that, to a certain extent, the local authority had attempted to overtake the very large number of insanitary conditions which called for remedy. The extent to which this has been done will be seen in the following table :—” Then is set out what I have called the second list. “Feeling, however, that the cases had been by no means fully dealt with, and that serious evils continued to exist to the detriment of the public health, I was instructed to bring the whole question again before the local authority, which was done by forwarding a letter under date 10th January, a copy of which is appended hereto. No notice was taken of this communication until 6th February, when a brief acknowledgment was sent as follows :—‘Your communication of 10th ult., in respect of insanitary houses, has been submitted to the Vestry, and now stands referred to the Sanitary Committee ; and I am desired to say that the same shall have the Committee’s attention in due course.’ In the opinion of this Council the attitude of the Shoreditch Vestry is one which displays such apathy as to the sanitary condition of the district over which they preside, and such indisposition to move in the way of remedying defects, even when pointed out to them, that this is a case calling for the serious interference of your Board. As pointed out in our last communication to the local authority our charges refer only to a limited portion of the district, and if it has taken them so long to remedy some 50 per cent. of the insanitary conditions which this Council brought to their notice, it is fair to assume that the rest of the large area which stands in just as great a need for sanitary activity as the other part, has been entirely neglected. The Council desire me, therefore, to respectfully urge upon your Board the necessity for advising the Home Secretary to institute a commission of inquiry to investigate the whole sanitary arrangements of the parish in question as recommended by the Royal Commission on the Housing of the Working Classes. I am, Sir, your obedient Servant, JOHN HAMER, Honorary Secretary.” That letter, of course, was referred to the Vestry, and the Vestry replied to the Local Government Board as follows :—“19th March. Sir,—Your communication of 17th ult., notifying that the Mansion House Council on the Dwellings of the Poor has requested the Local Government Board to appoint a commission to inquire into the condition of Shoreditch. The communication has been submitted to the Vestry, and the Vestry has directed me to acquaint you with the following particulars reported by the Medical Officer of Health, from which it may be inferred that a great deal of sanitary work has been done in Shoreditch since the receipt of the notices from the Mansion House Council, and it may be added that much is being done. The Mansion House Council, between March and August, 1889, reported to the Medical Officer of Health of this parish 1,918 defects in dwellings ; these insanitary conditions mostly consisted of no water supply to closets, defective dust-bins (many of which had no lids), yards defectively paved, and the walls and ceilings of some of the buildings dilapidated. These nuisances were found on the premises of 1,058 houses. The notices received from the Mansion House Council were attended to without delay, and the sanitary officer of Shoreditch inspected the dwellings and served sanitary notices requiring the abatement of the nuisances injurious to health, the result being that the nuisances have been entirely abated in 579 of the premises complained





MYRING PLACE, MOUNT STREET, BETHNAL GREEN.

of; 30 of the houses, previous to the receipt of the complaint of the Mansion House Council, the Medical Officer of Health had reported to the London County Council to be unfit for habitation under Cross's Act. The Mansion House Council go on to remark that owing to the attention paid to the dwellings referred to above 'it is fair to assume that the rest of the area of Shoreditch has been entirely neglected.' I have now to state that about 800 other premises have received proper sanitary attention in the interval between the receipt of the first complaint of the Council in March, and the end of December in the past year. The question of appointing additional assistance in the sanitary department, which the Medical Officer of Health has already recommended, is under consideration, and will, I trust, be satisfactorily arranged. I am, &c. (signed), E. WALKER, Vestry Clerk. The Secretary Local Government Board."

In reference to that the Medical Officer of Health did recommend to the Vestry early in the present year—I have only a newspaper report for my authority, but I think I may take it that it is quite accurate—and it appears that at a meeting of the Shoreditch Vestry, on the 7th January of the present year, the General Purposes Committee, which is also, as you will remember, the Sanitary Committee, submitted a report from Dr. Sutton suggesting the appointment of an additional sanitary inspector in consequence of the increased work of the Sanitary Department. The adoption of the report was moved and seconded, but an amendment to refer the whole question to the Officers' Committee was carried by a majority of votes, and so far as I am aware, since that time—we shall hear what the Vestry has done—but so far as my instructions go, I am not aware that anything has been done in the way of appointing the additional inspector recommended by both the Medical Officer of Health and the Sanitary Committee. Then the letter of 19th March which I have read to the Commissioners was followed by another on 8th April from the Local Government Board in which the Vestry are asked to give—I am leaving out the formal words at the beginning—"Before further considering the representations of the Council, the Board would be glad to have before them a detailed statement of the steps which, from your letter, appear to be in progress for remedying the defects. I am also to request that the Board be informed of the decision of the Vestry with regard to the suggested increase in the staff of the Sanitary Department." That ends, as far as my correspondence goes, the correspondence between the Local Government Board and the Vestry. You have the full correspondence before you, Sir, so perhaps you will tell me whether there is a subsequent letter from the Vestry?

Mr. CUBITT NICHOLS: Yes, there is a letter in reply to that, dated 21st May, from the late Vestry Clerk to the Local Government Board; and then there is a letter acknowledging it.

Mr. CORRIE GRANT: Will you be good enough to tell me the purport of the Vestry's letter to the Local Government Board?

Dr. SEATON: The purport is that no doubt there will be some re-arrangement of the officers, and that is followed by a formal acknowledgment by the Board.

Mr. CORRIE GRANT: And I may take it that that closes the correspondence between the Vestry and the Local Government Board?

Mr. CUBITT NICHOLS: There is a further letter on 21st July from the Local Government Board to the Clerk of the Vestry.

Mr. CORRIE GRANT: That I have not. I have no letter after 8th

February. Of course I have no means of obtaining correspondence passing between the Vestry and the Local Government Board except in so far as the Board are good enough to let us have copies of it.

Mr. CUBITT NICHOLS: The correspondence appears to close on 21st July.

Mr. CORRIE GRANT: May I have the purport of that letter?

Dr. SEATON: It says—"I am directed by the Local Government Board to request that they may be furnished without further delay with a detailed statement of the steps in progress for remedying the sanitary defects throughout the parish."

Mr. CORRIE GRANT: That, then, completes the correspondence, and I think it shows that the Vestry, in so far as the correspondence goes, at any rate, have never even complied with the letter of the 8th of April from the Local Government Board asking to be informed of the decision of the Vestry in respect to the suggested increase of the staff of the Sanitary Department. Of course, I am in the dark as to what takes place in the Vestry except from the local newspapers. There has been no suggestion that those newspapers are not perfectly accurate, and as far as I am aware, the Vestry has done nothing towards strengthening the sanitary staff since this correspondence took place. If they have, no one will be more glad to hear of it than the Mansion House Council. Presently, when the Commissioners have completed their inspection, I will lay before them a summary of the heads on which I propose to offer evidence to them in regard to what the gentlemen instructing me think are the sanitary defects of the parish. I think I have already indicated one important point—that the sanitary staff, though no doubt very capable and efficient, is not strong enough numerically to deal with the whole of the defects of the parish, and that, I take it, will at the present time be almost undisputed, because the best person to judge of the sanitary needs of the parish is the Medical Officer of Health. No one can know better than he what is wanted—I shall presently be able to submit evidence to the Commissioners based on the authority of the Officials of the Vestry themselves, that the present sanitary staff of the Vestry is not as strong as it ought to be. But without that there are facts, of course, in regard to recent legislation which would suggest an increase in the sanitary staff. I need only refer to one statute which has recently come into application in London—the Infectious Diseases Notification Act, which has, as everyone knows, thrown a great increase of work on sanitary officials of the parish. The Vestry, I think, are faced by this dilemma, that their sanitary staff, presumably, was not more than was required before that Act was passed, and therefore now there is a large increase in the statutory duties of their officials, the staff now cannot be sufficient to deal with the questions which are daily coming up for consideration. Going back for a moment to the story which I have to tell, in September of this year the Mansion House Council again, for the third time, directed their inspectors to visit what I may call the notified sanitary defects—I want to use a phrase which will earmark them for the future. In this third list again there is a considerable decrease in the number of defects; but it also shows—and this is a main point of my case—that there still remained a considerable number of defects unremedied; and when the Commissioners consider that these defects were first noted to the Vestry in March, 1889, and that in September, 1890, a considerable portion of them still remained

unremedied, I think that is a material fact in dealing with this matter. If the Commissioners will allow me I will take care that these figures shall be prepared in tabulated form so that they may the more easily be dealt with. I have one copy here.

Mr. CUBITT NICHOLS : You propose to put in a list of streets ?

Mr. CORRIE GRANT : I am going to put in a detailed list of defects. This is only a summary.

Mr. MOFFATT : I think it would be quite as well to continue as you commenced, especially as this is a final list.

Mr. CORRIE GRANT : The result of the third inspection, in September, 1890, was as follows :—There were then unpaved, or badly paved yards, 71 ; untrapped gullies, 8 ; no water supply to water closets, 282 (that is a figure to which I shall have to ask special attention presently, when I begin my evidence, the original figure having been 945, and the second 458) ; defective or foul water-closet apparatus, 4, reduced from 118 ; dilapidations, 50, reduced from 110—perhaps it would be convenient to give the three numbers—no dust-bins, 108 first, 58 second, and 57 third, there being practically no reduction between the second and third numbers in that case ; defective dust-bins, 376 first, 157 second, 60 third ; and in the remaining three items, scullery sinks connected with water-closets, originally 14 ; untrapped or defective sink gullies originally, 2 ; and illegally occupied rooms, originally, 11 ; in each of these cases the whole of them had been dealt with. That concludes the preliminary statement which I think it is necessary for me to make to the Commissioners. I should only like to say just a word or two in closing as to the attitude which I hope this inquiry may take. The Mansion House Council have no object whatever in undertaking these proceedings, and never had any other object than that of assisting to make the dwellings of the people, and especially the dwellings of the poor, more healthy and more sanitary than they are at present. That is the attitude they have taken up in their letters to the Local Government Board ; that is the attitude I am instructed to take, and I gladly take it, at the opening of this inquiry, and which I shall maintain to the end. This I suggest to the Commissioners, that the Vestry have certainly been alive to a certain extent to the needs of the parish which they control, but that they have not been sufficiently alive to those needs. Of course, one knows the difficult position a Vestry is always placed in, with the ratepayers pressing them severely on the one hand to keep down the rates, and perhaps with those who dwell in unsanitary houses not pressing them as they might do to see that their dwellings are made completely sanitary. No doubt a great deal may be said for the position of the Vestry in dealing with this matter, but the law with regard to sanitary conditions is, I think, clear and plain. The duty of the Vestry is a statutory duty, imposed on them in the clearest and most definite terms ; and I think I should probably be only representing their views if I say that if, as a result of this inquiry, the Commissioners should be of opinion that their sanitary staff does require strengthening, and that their method of administration does, to some extent, require re-organisation, no one will be more ready to accept that decision, and to carry it out to the fullest extent than the Vestry itself. I will now hand in the list which has been prepared. I was anxious to put my list in the form most convenient to the Commissioners. I thought it represented the streets contiguous to one another, as the Inspectors visited them in the parish. But it is not

so. It apparently represents the complaints as made to the Vestry. I will hand it in; but if it is more convenient to have an alphabetical list, or a list with the streets near each other, I will have one put in on the next occasion.—I take it that the next step will be an inspection of the parish by yourself and Dr. Seaton, and I presume that in the ordinary course we should ask you to allow Dr. Parkes, as representing the Council, to accompany you, and also the Officials of the Vestry.

After making arrangements for the next meeting, the Commissioners adjourned to make a personal inspection of the district.

#### SECOND DAY. DECEMBER 15, 1890.

Mr. CORRIE GRANT: I stated at the last hearing that I would just indicate the heads upon which I propose to give evidence, and I may classify them shortly under two heads. I propose to show by evidence that the sanitary staff of the Vestry is insufficient in numbers. I am not going to suggest for a moment that it is insufficient in *personnel*, but rather the other way—and secondly that the present Acts for dealing with sanitary and hygienic matters are insufficiently carried out. My first witness, Sir, will be Dr. Parkes, whom I now call.

You are an M.D., London University?—Yes.

You are Assistant Professor of Hygiene and Public Health, you hold a diploma in Public Health, and you are Medical Officer to the Mansion House Council on the Dwellings of the Poor?—Yes.

How long have you held the office of Medical Officer to the Mansion House Council?—About six years, I think; nearly six years.

Since about 1884?—Yes.

I may ask you, that is an honorary office?—Yes.

Now since 1884, have you been concerned in examining a number of districts in London on sanitary matters?—Yes.

And you have also been concerned, I believe, in several inquiries similar to this?—Several inquiries instituted by the Home Department; Government inquiries.

What are the Government inquiries you have been concerned in?—Clerkenwell was the first one, Mile End, Bethnal Green and Rotherhithe.

You inspected the parish of St. Leonard's in company with the Commissioners?—Yes.

And you not only inspected the defective streets reported by the Mansion House Council, but you also visited and inspected other parts of the parish?—Yes.

Now will you just tell me from the whole of that inspection what is the general character of the houses?—The houses we have seen are mostly those occupied by the working classes; some occupied separately, a large number occupied by more than one family, in what is known as tenement houses.

Can you give me roughly how many houses you suppose you inspected altogether?—It would be difficult to say.

Hundreds?—Yes.

First of all as to those reported to the Vestry by the Mansion House Council. Did you find that the whole of the defects which had been reported upon had been remedied?—No, not the whole of them.

Part, I believe, had been done?—Yes.

As to those defects which had been remedied, tell me, in your opinion,

how that work had been done?—Those defects which had been done were, in my opinion, done very effectually. The work had been carried out in a very efficient manner.

Had the officers of the Vestry, in dealing with these defects limited their attention to the defects pointed out by the Council?—No, not at all. They had made a searching inquiry, in many cases altering the drainage, causing new closets to be built, and taking thorough precautions, paving the yards and so on. The work was exceedingly well done.

So much for the work which has been done, but there is, I believe, a part of the defects reported by your Council which still remains undone?—Yes that is so.

Now, in addition to that, you found in other parts of the parish a number of other defects?—Yes, some other defects.

Well, now I want to classify the defects you found. Did you find both in the Mansion House Council's list, and in the streets in other parts of the parish, houses which were absolutely unfitted for human habitation?—Yes, I did.

Will you tell me, generally, what are the defects which make a house unfitted for human habitation?—It would be difficult to specify them all, because every case must be judged on its own merits, and circumstances alter cases; but the chief defects which in my mind would render a house unfitted for human habitation are, first of all, want of thorough light and ventilation, the very small size of the inhabited dwelling rooms, the absence of any back yards, the position of the water closets and other sanitary arrangements in cellars, dampness of walls, especially such dampness as arises from the ground, general dilapidation of structure. I think those defects, some of them taken in combination—for one alone might not be sufficient to render a house unfit for human habitation—but taken together, and judging every case on its own merits, and it is necessary to view every house to obtain an opinion about it, these are the chief defects which render houses unfit for human habitation.

The question of whether a house is absolutely unfitted or not for human habitation would depend on the extent of each defect, or on the number of defects in the house?—Yes, either on the number or the nature of the defects.

Altogether, how many houses have you seen which you consider were unfitted for human habitation?—I should think the number was not far short of a couple of hundred.

I believe one great area which you visited was the Vinegar Ground?—Yes, that includes the larger number of the houses.

Altogether how many houses were there in Vinegar Ground?—I do not know exactly. There were three streets, and about fifty houses in each.

You would say the whole of those houses were unfit?—Yes. I have not been in all of them, but taking those I have seen as fair specimens of the rest, the whole of that neighbourhood, the houses in those streets, are unfit for human habitation at the present time.

You can give in detail, if necessary, the other streets in which you found similar houses?—Yes.

Now, besides houses which are absolutely unfit for human habitation, did you find a number of houses which were not absolutely unfit for human habitation, but which were rapidly becoming so?—Yes.

And required very serious measures to put them right?—Yes. They would require, in my opinion, constant inspection to see that they were

kept in a healthy condition, and before long, without doubt, they would have to be taken in hand with a view to their demolition.

Unless they were thoroughly put in order?—Yes.

Were there houses of this class both in the Mansion House Council's list, and in streets in other parts of the parish?—Yes.

And how many altogether, roughly? I am not asking for accurate figures.—Not more than fifty, perhaps less.

Mr. CUBITT NICHOLS: Not more than fifty?—I should think not more. I mean these houses which were in a bad state, but which were not unfit for human habitation.

Mr. CORRIE GRANT: Houses with serious defects, but not far gone enough to be absolutely condemned. In addition to these, did you find houses with minor defects only requiring remedying?—Yes.

Should I be accurate in saying that practically these three classes would cover the whole of the defects you found in the St. Leonard's parish?—Of house defects—yes.

Of house defects. What other defects were there?—You mean defects in administration?

No I meant rather besides houses. Did you find anything else requiring attention? For instance, court-yards?—Oh, yes, the paving of the court-yards was in many cases very bad—the public thoroughfares.

Mr. CUBITT NICHOLS: The paving of the court-yards?—Yes, of the court-yards of the private streets and public ways. Most were.

Mr. CORRIE GRANT: Some of them in *cul-de-sac* alleys?—Yes.

Now in an area like this parish, Dr. Parkes, which consists, I suppose I am right in assuming, mostly of the houses of poor people?—Yes, very largely.

Houses under £20 a year rent?—Yes.

In an area like that is constant and regular sanitary inspection a necessity?—Yes, in my opinion.

How often, in your opinion, should districts of this character be inspected?—I am of opinion that every house occupied by working class people should be inspected regularly twice a year if possible—visited for the purpose of ascertaining if any nuisance exists requiring remedy.

You think that is a fair limit of time?—I think so, yes.

Then an inspection every few years would not be satisfactory to your mind?—No. These nuisances are constantly arising and they may not be complained of for various reasons; and the only way of ascertaining that they do exist is by making a house to house inspection.

Quite so. Do you know what the sanitary staff of the parish consists of at the present time?—I have been informed.

What is the staff?—I believe there are two inspectors of nuisances and a medical officer of health.

If there are two inspectors and a medical officer of health, is that anything like sufficient for the proper inspection of the parish?—That would not be enough inspectors, in my opinion.

Do you know what the numbers of the inspectors are in other parishes?—Yes; they vary a good deal in London.

I will put some to you. In Whitechapel, with a population of 71,000, they have three inspectors?—Yes.

In Westminster, with a population of 60,000—I am taking the nearest large figures—and in St. Giles's, with a population of 45,000, they have

five inspectors ; Fulham, with a population of 43,000, has three inspectors ; and Hammersmith, with a population of 72,000, has four inspectors. As I mentioned last time, the population of St. Leonard's is 126,500. Out of these five, Dr. Parkes, Whitechapel, Westminster, St. Giles's, Fulham, and Hammersmith, which is most like, in condition, to St. Leonard's?—I should think Whitechapel was.

Do you know the condition of St. Giles's?—No, not very well.

Even in Whitechapel you know there are a number of large buildings and factories?—Yes, there are.

At any rate, I have seen it suggested that another inspector has recently been appointed by the Vestry. If there were three, would that, in your opinion, be sufficient?—No. I think that with this parish, with a population of 120,000 at the last census and the number of inhabited houses about 15,000, of which at least two-thirds require constant periodical inspection, that four inspectors would be the very least number that should be taken on for duty.

In that estimate, Dr. Parkes, have you calculated on the other duties which the inspectors would have to perform, such as duties under the Notification of Diseases Act?—Yes, there is no doubt they have got increased duties now under that Act.

Does that include also the enforcement of the Tenements Regulation Act?—Yes, but that would be found a saving if adopted, I have no doubt. It would save a certain amount of work for the inspectors.

If the Tenements Regulation Act were adopted there would be less sanitary work afterwards?—Yes ; when it was once adopted and put into force there would be less necessity for sanitary work for the inspectors. They would be able to do their work more easily.

Did you find also any districts in which the Housing of the Working Classes Act, Part 2, could be usefully put into operation?—Yes. Those houses I mentioned as being unfit for human habitation could be dealt with now under the Housing of the Working Classes Act, 1890, Part 2.

And if they were so dealt with, that would also presently lessen the duties of the inspection?—Yes, it would no doubt in time.

Do you know whether that Act has been put into force in any areas in London?—It has in several, and it is being enforced in the neighbouring parish of Bethnal Green more than in any other.

I think you mentioned Bethnal Green just now as one of the districts in which an inquiry was held?—Yes.

You were present at the inquiry?—Yes.

And an alteration of the staff was made in consequence?—Yes. Various alterations have been carried out, and a great deal of effective work has been done since.

Can you tell me in that case the nature of the alterations recommended and carried out?—In the staff?

Yes?—I think there was another inspector appointed, and the Medical Officer of Health took entire control of the sanitary staff and its operations. He was made chief of the sanitary staff.

In your opinion as a medical officer is that a very desirable reform usually?—As a rule I think it is.

You told me that some of the defects pointed out by the Mansion House Council in March, 1889, were still unremedied. Have you any explanation of why that is so?—From want of means through insufficient staff. They have not been able to overtake the work.

Did you find any cellar dwellings while you were visiting the parish?—We saw a good number of cellars, but we had a difficulty in finding out whether they were occupied as dwellings or not.

Is there any inspection of them, as far as you know, in the parish?—As far as I have been able to ascertain there is no inspection of cellars to see if they are occupied as dwellings.

That is an important part of sanitary work in a parish?—Yes in a parish of this kind I should consider it most important.

Mr. CUBITT NICHOLS: That is the duty of the District Surveyor.—It is one of the things mentioned in the Metropolitan Management Act, that the cellars should be inspected and then notice given to the District Surveyor to take action.

Mr. CUBITT NICHOLS: What section?—Section 103. It is a sanitary matter, and many of the Vestry Inspectors do make inspections for ascertaining whether cellars are occupied as dwellings, and report thereon. I think it is a matter that should be done.

Mr. CORRIE GRANT: Section 103 and section 62 of the subsequent Act, 25 and 26. Are there any other things, Dr. Parkes, which you would suggest are desirable in order to improve the sanitary administration of St. Leonards?—Well, the adoption of the Tenements Regulation Act.

Yes, I thought I had asked you that?—I mentioned that that should be adopted to aid the staff in their sanitary work, by enabling them to get over it with less inspection. There is this advantage in its operation, that it would enable the Vestry to register houses let out in lodgings; and then there is the advantage which the Housing of the Working Classes Act gives with regard to houses unfit for human habitation, so as not to permit the formation of these large unhealthy areas which have to be dealt with by the County Council, the expense in that case falling entirely on the ratepayers of London, and not at all on the Vestry or the local rates. I think these are the chief recommendations I should make; and the inspection of cellars; and the chief thing, the enlargement of the sanitary staff by having four Inspectors instead of two or three.

Cross-examined by Mr. THOMAS: He did not know that the Tenements Regulation Acts had been adopted in this parish. Was not aware that they had been found unworkable. Had not seen a copy of regulations of the parish. He was ignorant of the fact that a particular regulation was inserted by the Local Government Board which made them absolutely unworkable in this parish.

This clause was: "Where the rateable value of a house exceeds £60, and the rent payable by such lodger, exclusive of the charge for the use by such lodger of any furniture exceeds the sum of six shillings per week." He was of opinion that there must be a great many houses where rooms were let at less than six shillings. Had inquired of the tenants what their rents were, in the course of this inquiry, and should say the number, as far as he went, was not very great; but a much larger number were under six shillings than over. He did not find any cellar dwellings occupied—night time was the proper time to look for them. He did not know that the Vestry was the first to put into force Torrens's Act after it was passed; or that the parish was one of the first to adopt Cross's Acts when they were passed. He had not given attention to the past sanitary administration of this parish. He knew, as a fact, that the Medical Officer of Health had reported under the Housing of the Working Classes Act the following areas, which were still under the consideration of the

London County Council :—Watson Street, Louisa Street, and Nancy Street, one area ; that Vinegar-ground was a second area ; a third area was Essex Place ; and a fourth in Bath Court. His contention was more with regard to taking individual houses and obtaining closing orders, and not making schemes for unhealthy areas. His remarks applied more to the action that could be taken in respect of individual houses or groups, and obtaining closing orders till they had been put in repair.

What do you consider the best test of the sanitary condition of a parish?—The best test is to inspect the parish, and see what is the condition of the houses. That is the best test.

Don't you accept the death-rate as a very satisfactory means of gauging it, especially the zymotic death-rate?—In some respects, but it is not altogether, particularly at this period of the Census. Here, in 1890, we are nine years away from the last Census ; and, therefore, in nearly all London parishes the population has moved.

But as a means of comparison—that occurs in all parishes?—Yes. I should take all London death-rates with a certain amount of reserve.

*Continuing*—He had not made any inquiry as to the death-rate in this parish, but from the reports it seemed satisfactory. Had not taken any means to observe how the death-rate had diminished in this parish. It had diminished all over London. Had not observed that the death-rate in 1886 was 25·2 per thousand, and in 1887, 24·1 per thousand. The death-rate from typhoid fever, enteric fever, and such diseases, was a means of gauging sanitary conditions, but not a very important one. It was of more importance in giving such indications in country towns than in London, where the sewage system is the same for all. He had given evidence at a previous inquiry, and laid stress on the zymotic disease death-rate, but not typhoid alone, it was only one out of several. He knew that the deaths from typhoid in 1886 were 32 ; in 1887, 27 ; in 1888, 20 ; and in 1889, 17. It showed improvement, but the years varied with atmospheric conditions. That must be taken into account. But a gradual lowering of the typhoid death-rate would be evidence of improved sanitary conditions. He would say that the present Acts were efficiently carried out in this parish, otherwise than from what he had stated to be caused by insufficient numerical staff. He had not inspected cases sent in by the Mansion House Council. He had nothing to do with the working of the Mansion House Council on the matter of the complaints. In these cases it was a fact that in very many instances where notification of sanitary defects was made that there were other defects of a far more serious character in the premises ; but these were hidden ones. Defects of drainage could not be ascertained without taking up the ground.

Cross-examination continued : The streets not appearing on the third list were of course remedied. He was told that in addition to these houses there were 1,806 defects remedied by authority. He did not think the sanitary staff, even if it kept on in the way it had recently done with its work, would be sufficiently equipped, because the sanitary staff, giving themselves up entirely to these special districts, would result in the rest of the parish being neglected. There was no doubt that, until recently, houses unfit for habitation could always be closed under the Nuisances Removals Act, but not so effectively as under the new Act. He was not aware that until quite recently it was most difficult to get a magistrate to convict or to make an order. Many magistrates have been for years willing to make an order.

The learned Counsel then questioned Dr. Parkes as to the density of Shoreditch compared with other parishes, which showed that whilst Whitechapel had a density of 176 persons per acre, and Bethnal Green 168, Shoreditch was put by the Registrar at 195.

Has the London Council any supervision over the sanitary administration of London, do you know?—It has, under this new Act—the Housing of the Working Classes Act. I am not aware of any other Act under which it has.

Do you know that reports of the Vestry have to be forwarded to the County Council?—Yes.

The London County Council has a Medical Officer who makes himself familiar with the conditions?—Yes.

So that really the parishes of London are more or less under the control of the Central Board—the supervision, I should say?—Yes, in a very small sort of way.

#### RE-EXAMINATION BY MR. CORRIE GRANT.

MR. CORRIE GRANT: When my learned friend says the vestries are more or less under the supervision of the County Council you would say decidedly less?—Yes.

The only case in which it has power to interfere is when the vestry fails to carry out the sections of the Housing of the Working Classes Act?—Yes, Part 2.

When the vestry is called upon by the parishioners to examine and report upon the state of a house or a district, and they get a report from the Medical Officer that something is required, and then nothing is done, it is then that the London County Council can come in?—Yes, and do the work.

Otherwise the London County Council has no supervision over the sanitary affairs of a vestry?—No.

There is practically no supervision in the sense in which Mr. Thomas used the word?—No, the only supervision is that exercised by the Home Department if the Home Secretary chooses to exercise it.

You have been asked whether water-closets had been put in which were good. That is not the ground on which you put your evidence today, as I understand it?—No.

You do not complain of the work that has been done by the sanitary officials where they have done it, but what you say is that the work is done first of all too late, and then that it is not sufficiently widespread over the parish?—Yes. Of course it is because it has been delayed so long.

I was just going to ask you about that. My learned friend asked whether all the defects were not capable of surface inspection, and you said they were. Therefore all the defects reported by the Mansion House Council were defects which were perfectly obvious on a comparatively superficial inspection?—Yes.

So that if there had been a comparatively superficial inspection by the sanitary officers of the parish they must have seen the defects?—Yes.

In comparing the two you would not suggest that the inspectors of the Mansion House Council are equal in ability with Mr. Alexander?—No.

Therefore if these men could point out defects, if Mr. Alexander had visited he must have seen these defects?—Yes.

You were asked whether, when the officials of the vestry visited these

streets which were reported on by the Mansion House Council, there were not a number of other defects found besides those reported by the Mansion House Council?—Yes, I have no doubt there were.

But does not the fact that the sanitary officers of the vestry found so many defects when they visited point to the fact that they had previously failed to inspect?—That is the conclusion one must come to.

Does not that point one to the conclusion that the previous inspection by the Vestry of the parish must have been inefficient?—Yes, I am forced to that conclusion.

You were asked about the death-rate; but so far as a death-rate is a test of the sanitary administration of a parish, is it not to be expected that the death-rate would steadily fall?—Yes, as the result of improved sanitary work.

These are the death-rates of the parish as given by the Medical Officer: 1885, 20·8; 1886, 22·4, an increase of nearly 2 per cent.; 1887, 19·6, a drop of nearly 3 per cent.; 1888, 22·6, a rise of exactly 3 per cent.; 1889, 18·6, a drop of 4 per cent.; 1890, 19·22, a rise of nearly 1 per cent. Looking at these death-rates, with fall and rise, fall and rise, fall and rise throughout each of the six years, do you consider that a satisfactory death-rate?—I do not think it shows anything one way or the other. It doesn't show any large improvement in the sanitary condition of the parish, nor does it show that things have been going worse.

Would you not expect, in a parish properly administered, looking at the growth both of public opinion on this matter and the extent to which sanitary matters have been pressed during the last two years, would you not expect to find in a parish properly administered a decided decline in the death-rate?—Yes.

Is not that your experience in the rest of London?—Yes, no doubt. When it was originally high, as in the case of St. Pancras, it fell year by year by steady sanitary administration.

Therefore, so far as any deduction can be drawn from the death-rate, in this parish at any rate there is no deduction favourable to the sanitary authority?—I would not like to make a deduction at all, one way or the other.

Have you been engaged in a case successfully before a stipendiary?—Yes.

And in your opinion has failure to prosecute in respect of these houses which are unfit for human habitation been due to the—I do not want to use the word neglect, but to the apathy of the local authorities rather than to the faults of the magistrate?—I should think it was entirely due to the inertia of the sanitary authorities.

My learned friend took you through the population of Bethnal Green and compared it with that of St. Leonards, Shoreditch; but Bethnal Green was itself a parish that was inquired into, a similar inquiry to this, in 1887?—Yes.

And in consequence of that report there has been an alteration in the administration of the sanitary work of the parish?—Yes.

And an increase in the staff?—Yes.

Would you expect the death-rate of Bethnal Green, with an inquiry in 1887, and remedies made in 1888, would you expect those sanitary improvements to have a considerable effect on the death-rate of 1889?—Not a considerable effect; some effect. It would take some time.

You were asked a good deal about the past administration of St.

Leonards. Your evidence does not refer to the past administration?—No, to the present sanitary condition of the parish.

Mr. GRANT: I do not know whether the Commissioners would wish to ask Dr. Parkes anything?

Mr. NICHOLS: No.

Mr. GRANT called the REV. F. ERNEST SPENCER, Vicar of All Saints, Haggerston.

#### EXAMINATION OF REV. F. E. SPENCER.

Will you tell me how long you have been in charge of the parish of All Saints?—A little over three years.

In your opinion is the sanitary condition of that parish satisfactory?—Not in many parts—certainly not.

You have had, I believe, remedies applied to parts of it by the inspectors of the parish?—Yes.

How has the interference of the parish arisen in your experience?—In each case, as far as my experience goes, after some disease has arisen.

What was the character of the disease?—It has been a zymotic disease.

That is a disease resulting from insanitary conditions?—I could not exactly say that it resulted in each case, but certainly in several cases.

You said disease. Does that extend to death?—There have been some deaths.

You can give instances, if necessary, of cases within your own knowledge?—A certain number of instances in this year. Yes.

Do you think an improvement could be made in the working of the sanitary law of the parish?—Yes, in the working of the sanitary law.

In what respects could it be improved?—By more frequent inspection, house to house inspection.

Does that refer to the poor districts Dr. Parkes referred to?—In my parish.

Is that in this parish?—Most of it—six thousand, about.

How often do you think houses should be inspected?—Certainly not less than once a year.

In your opinion, is the sanitary staff of the Vestry sufficient?—Certainly not.

I believe you, like Dr. Parkes, have no complaint to make of the quality of the staff?—Not the least. It is a very excellent one indeed.

What you do suggest is that there should be more of them?—Yes, quite so.

#### CROSS-EXAMINED BY MR. THOMAS.

He was a member of the Vestry, and had tried to remedy defects. His experience was that the rents rose through individuals complaining. When he had made complaints to the medical officer they received attention. His contention was that there was too little sanitary inspection. His contention was not that the sanitary inspection was bad, but that there ought to be more.

Mr. THOMAS: What, if the rents are raised?—I venture to differ. A complaint from the parish itself is a different thing from an inspector going round. If I make a complaint the landlord infers that the tenant made the complaint. If an inspector makes the complaint the tenant is not so likely to suffer.

In fact you want a Mansion House Council Sanitary Aid Committee in the parish?—I wish there was.

Have you taken any steps to increase the sanitary staff?—I have endeavoured—I wanted to get on the General Purposes Committee, but failed.

Have you ever suggested that the sanitary staff should be increased? was my question.—No, Sir, because other people have done it and failed.

RE-EXAMINATION BY MR. CORRIE GRANT.

Mr. GRANT: It is put to you that you have not suggested an increase in the staff. You know it has been suggested?—Yes, over and over again.

And the Vestry refused to do it?—They put it off.

Shelved it?—Yes.

The Committee itself recommended an increase, and that was shelved by moving the whole matter to another Committee?—Yes.

And where other people have failed, you, as a younger member of the Vestry, have not attempted to succeed?—That is so.

You gave as a reason for not yourself making complaints on the Vestry about insanitary conditions, that the rent is very often raised on the tenant by the landlord when that is done?—Perhaps I ought not to have given that as my sole reason. I do not consider myself a sanitary inspector, and therefore I do not go into water-closets, and so on, when I visit people, and make general inquiries. All I know, as a matter of fact, is that this year in particular there have been a large number of typhoid cases, in the majority of which there has been sanitary defect—water-closet supply not being proper, and so on.

I wanted to draw your attention to the other point. Where a tenant complains himself of sanitary defect, or speaks to a missionary or clergyman of it, and it is so brought to the notice of the Vestry, do you know, as the result of your experience, that the landlord has punished it by ejecting the tenant or raising the rent?—I know that in one case certainly that was done, although I intervened myself to save him.

Therefore it is far better that these inspections should be carried out systematically, and at short intervals, by the inspectors of the Vestry, doing the whole of a street at a time, so as to escape any suggestion to an individual landlord that the complaint comes from his tenant?—Certainly.

That is one part of the work of the Vestry that you think may be more thoroughly done than at present?—Yes.

Mr. CORRIE GRANT: That closes my case for the Mansion House Council.

Mr. LEWIS THOMAS: It now becomes my duty to put before you the views which the Vestry entertain upon the question which is submitted to you for report. In the first place I think it is only right to say that if in anything you find that the Vestry can remedy their administration or their sanitary staff, I think on behalf of the Vestry I am entitled to say that they would be only too pleased to hear any suggestions that you may consider necessary to make in that behalf. As a matter of fact, Mr. Corrie Grant, in opening his case made one or two references which are not quite correct and which I should like at once to remove. The sanitary staff of this parish which of course consists of but one medical officer of health—one directing officer in a parish is sufficient—it consists of three sanitary inspectors, and not two as my friend Mr. Corrie Grant

suggested. As a matter of fact one was appointed in the middle part of this year. The Medical Officer of Health recommended to the Sanitary Committee that an increase should be made in the sanitary staff in consequence of the increment of work arising under the Notification of Diseases Act which had just come into operation, and that appointment was recommended by the Committee and was carried out by the Vestry; and the additional sanitary inspector was appointed. The resolution was adopted by the Vestry on the 29th July of the present year. Now, Sir, I submit with regard to the past sanitary administration of the parish that it has been good, and that at the present time it is likewise good. It is sufficient for my purpose to point out to you that under what was known as Torrens' Act I believe the very first steps in the metropolis were taken by the Medical Officer of Health of this parish. From time to time the Medical Officer of Health has reported various areas under Cross's Acts to the Metropolitan Board of Works. Unfortunately that Board did not see its way to carry out those improvements which were necessary. In consequence it was absolutely necessary for the sanitary district of this parish that those houses should be dealt with as best they could under other sanitary acts by the Medical Officer of Health and his staff; and from time to time such steps were taken as he considered necessary. That being the state of affairs with regard to the old Metropolitan Board of Works, in May, 1889, these matters were brought to the attention of the London County Council; and as you know an inquiry was held with regard to dealing with those houses. This parish is to have that improvement which was thought desirable by the Medical Officer of Health. In July, 1889, apart from the houses I have referred to as having come under your consideration, the Medical Officer of Health reported to the London County Council certain other areas. He has reported four specific areas from time to time which are under consideration at the present time by the London County Council. Among those areas are the houses brought to your notice in Vinegar Ground, Bath Court, Ball Court, and Old Essex Place. I venture to think that the record of the work done by the Medical Officer of Health of this parish will bear favourable comparison as regards these acts with any other parish in London. As to the steps taken under the Nuisances Removal Acts and the other Sanitary Acts it is not necessary for me to go with detail into the whole of the work which has been done during the years which have elapsed since this Vestry was constituted. It will be sufficient for me to draw your attention to some few particulars of that work. During the last ten years no less than 128 old barrel or brick drains have been removed and pipe drains constructed; no less than 4,052 defective pipe drains have been relaid; 170 new drains have been laid; no less than 204 cess-pools have been discovered and cleared away; 2,891 waste-pipes of sinks have been disconnected; no less than 4,000 rain-water pipes have been disconnected from the drains, being in close proximity to bedroom windows; no less than 5,893 water closets have been reconstructed; 259 have been removed from cellars where they were in unfit or improper positions; 62 have received improved ventilation and other repairs; 6,892 have had water laid on to them; 5,744 yards have been repaved; 612 areas and forecourts, to which Dr. Parkes alluded, have been repaved; 1,201 scullery floors have been laid with concrete or cement; 4,039 improved dust-bins have been supplied; 1,320 roofs have been repaired; and some hundreds of other defects, to stairs, sashes, floorings, and so on, have been

remedied. What I do specially draw your attention to in this parish is that no less than 2,607 cisterns have been removed from intercepting the constant water supply, and 137 butts ; and that in this parish, the water supply, at the instigation of the Vestry, has been put on the constant system, that that was done after repeated refusals on the part of the New River Company, and refusals of the Metropolitan Board of Works to interpose and compel a compulsory supply ; and that it was not till the Vestry itself went to the Local Government Board and required it of them that it was supplied to this parish, to the great benefit of its inhabitants. Those generally are some of the works which have been done. In addition they have laid many miles, I think I am right in saying, of sewerage, down in the public streets and so on. The next point I will proceed to is with regard to the number of the sanitary staff. We have the views of the Royal Commission on the Housing of the Working Classes who met in 1883 and 1884 and formulated a report. In that report it was specially laid down by the Royal Commissioners that if men were appointed sanitary inspectors who went round the parish and in a perfunctory manner served notices where superficial defects occurred without further intervention whether the repairs were carried out or not, it mattered very little whether the sanitary staff of London was large or small, as it makes all the difference whether the man who is employed as a sanitary inspector is a man of the calibre of Mr. Alexander and the other members of this staff, or whether they are mere perfunctory officers going the rounds and serving notices in respect of simple superficial defects. I venture to submit that the work that has been done on the complaints of the Mansion House Council alone would justify you in saying that the work has been done thoroughly well, and that the staff is equal to coping with the duties they have. Instead of large arrears of work existing in September, 1890, there were only 288 houses which have not only not been inspected, but not been dealt with. Of these 288 houses, no less than 32 of them were in an area already dealt with by the Medical Officer of Health in a representation scheme to the London County Council. Of the remaining 256 houses, 113 have already been dealt with. Out of the whole number of 1,068 referred to this Vestry by the Mansion House Council in their first report, only about 140 have not been thoroughly dealt with, not dealt with, mind you, Sirs, in a way which would have satisfied the Mansion House Council, but in a way which satisfies the sanitary authority here, which is a very different thing. I could complain of the letters which have been sent from the Mansion House Council to the Local Government Board and the Secretary of State. Those letters suggest a state of things which is not correct, and on behalf of the Vestry it is my duty to draw attention to these facts. In the letter which has been sent by the Mansion House Council to the Secretary of the Local Government Board—

Mr. NICHOLS : What date ?

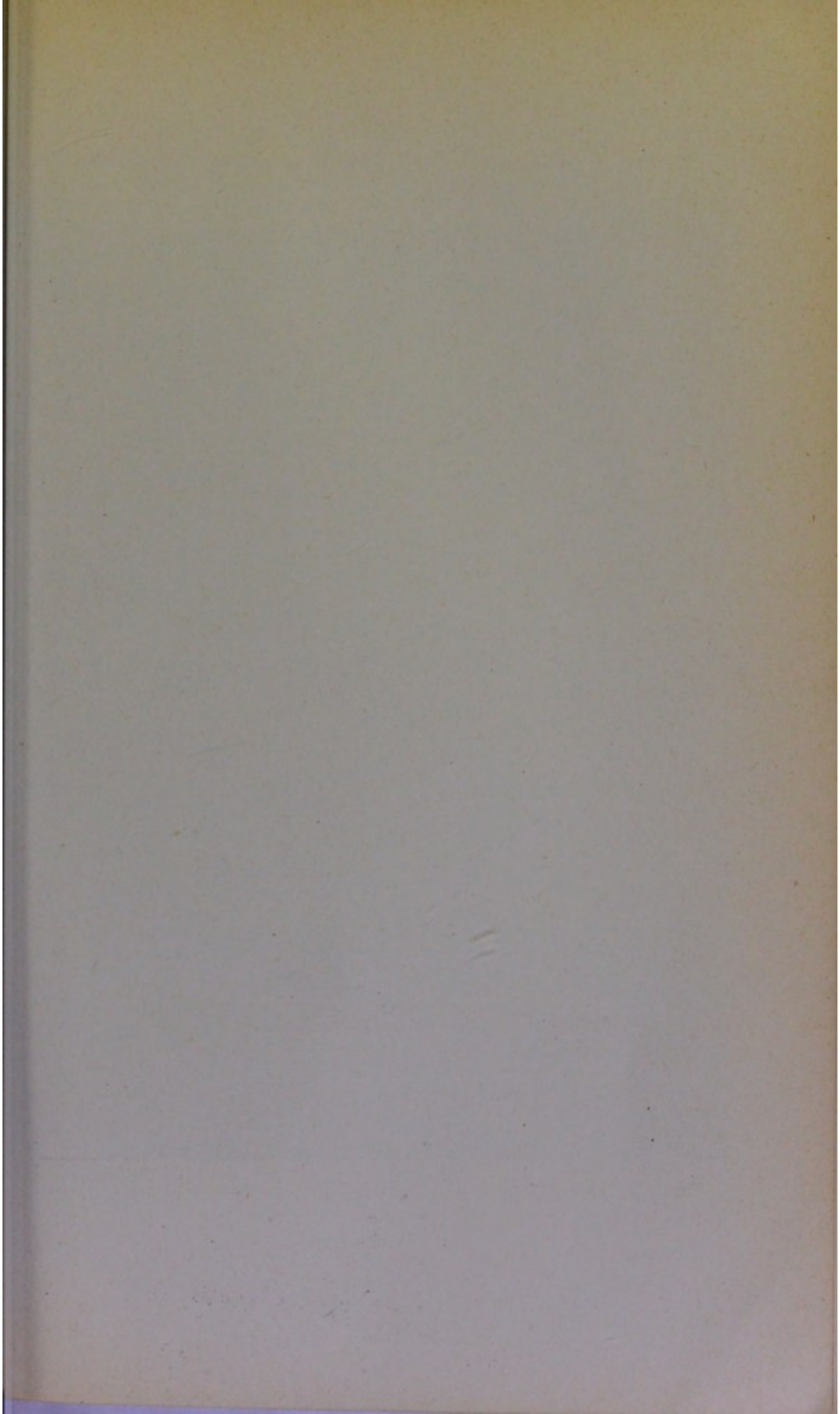
Mr. LEWIS THOMAS : February 10th—The Mansion House Council say “that in the opinion of this Council the attitude of the Shoreditch Vestry is one which displays such apathy as to the sanitary condition of the district over which they preside, and such indisposition to move in the way of remedying defects even when pointed out to them under these Acts as to call for the serious intervention of your Board.” Then, Sir, the letter proceeds—“As pointed out in our last communication to the local authority, our charges refer only to a limited portion of the district, and

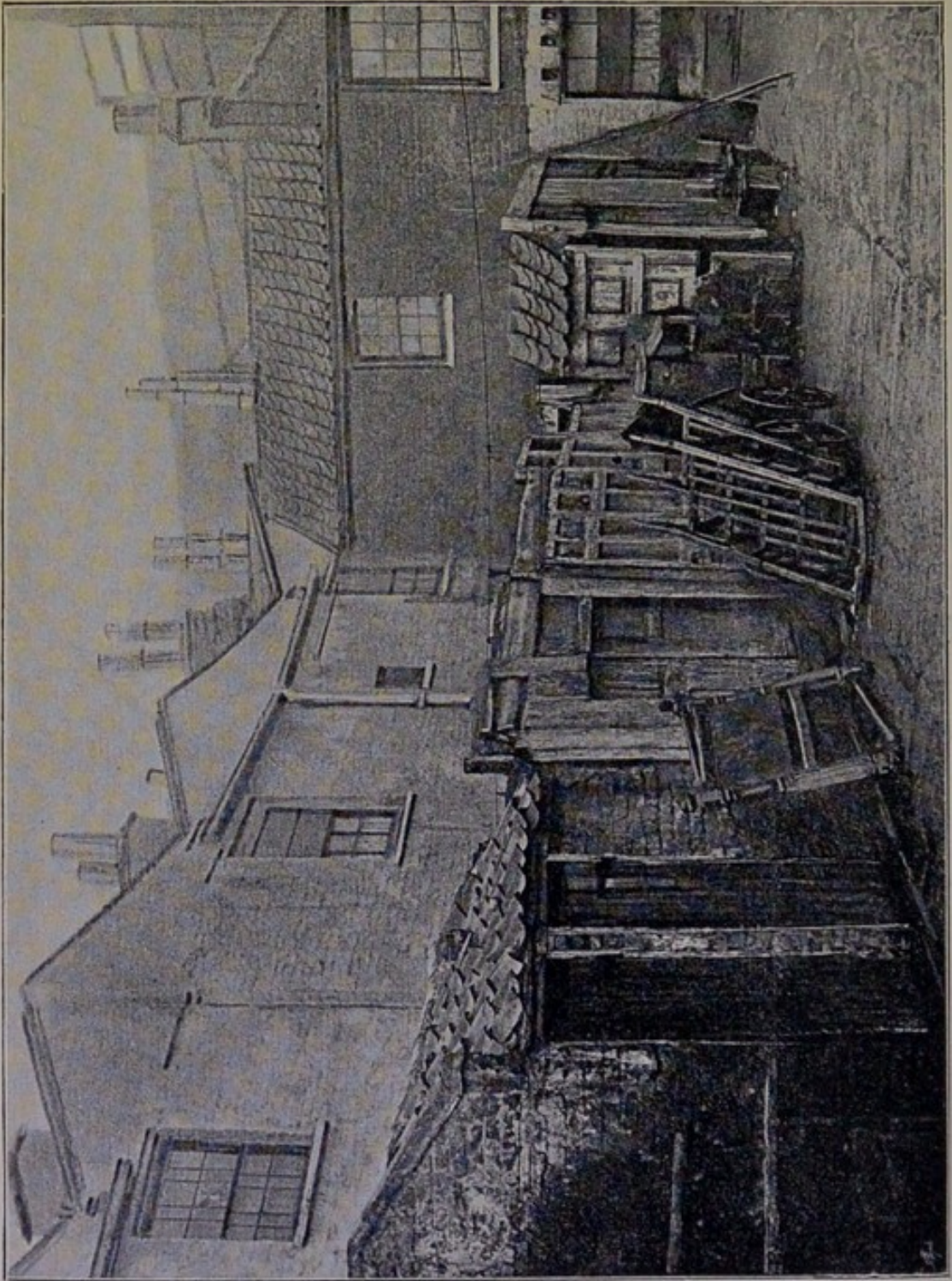
if it has taken them so long to remedy 50 per cent. of the sanitary defects which this Council brought to their notice, it is fair to assume that the rest of the large area, which stands in as great a need of activity, has been entirely neglected." I say this Vestry was not apathetic. It was vigilant and doing its duty, and if further confirmation of that fact were wanted I could take it out of the mouth of the Mansion House Council itself. It sends an advertisement to the papers giving notice of its monthly meetings. On the 9th of January there appeared in the public press, the local press of this town, a statement emanating from the Mansion House Council that notices during March to August, 1889, had been served on the Shoreditch Vestry, that "2,000 defects had been reported, and of that number 1,200 had been remedied, and the Vestry were actively at work upon the remainder." Those statements are absolutely inconsistent with the statement that the Vestry has been apathetic. The point of that letter is this—it is fair to assume that the rest of the parish is in the same state as those places to which your attention has been drawn.

Mr. NICHOLS: It is not a question between the Vestry and the Mansion House Council. It is an inquiry into the immediate sanitary requirements of the parish.

Mr. THOMAS: I quite accept that, and on these facts I venture to ask you with confidence to say that the sanitary administration of this parish has been good, that the work that has been done has been solid work, and that the work which has to be done is work that can be coped with by the sanitary staff of the Vestry. If you find that the suggestion that the sanitary staff is insufficient, I am quite certain that this Vestry would be only too pleased to adopt any suggestions you have to make to bring this parish, as they have always set themselves to do, into the highest level of sanitary administration. Before leaving these remarks I should like to point to what I, Sir, venture to think, notwithstanding the opinion of Dr. Parkes, is a material item in the consideration of the sanitary condition of this parish—the death-rate. The death-rate is evidence as a means of testing the sanitary condition of the parish. When you look at the density of this parish, with its population of 195 persons per acre, and with a death-rate of 19·31 per 1,000 for the last year, there is very good evidence indeed that the sanitary work of this parish has not been neglected, and has not got into arrears. I think if I establish these facts to your satisfaction, together with the inspection you have made, you will be of opinion that the work in this parish has been properly administered in the sanitary departments, and that the staff, with the increment they have already made this year in the additional sanitary inspector—the three inspectors and the clerk for the correspondence—is sufficient to cope with the work of this parish.

Dr. H. GAWEN SUTTON, examined by Mr. Thomas, said he had been Medical Officer of Health for the parish since 1866, and had been actively pursuing measures to improve the sanitary condition of the parish. In the earlier days of his appointment there were many places unfit for habitation. The witness then detailed many steps taken since 1867. 11,679 houses had been inspected, and works carried out during the last ten years. He had been hampered in some respects by legislation, and it had been difficult to get magistrates to order a house to be closed. Much difficulty had been experienced on the Ecclesiastical Commissioners' estate in consequence of the Building Act allowing high buildings to be constructed. He appealed to the Ecclesiastical Com-





ALLEYWAY IN OLD TOWN, BOSTON, MASSACHUSETTS

missioners and to the Metropolitan Board of Works, but without avail. The witness detailed a large number of insanitary areas which had been represented to the Metropolitan Board of Works and the London County Council. In 1871 there was an outbreak of cholera, and the Vestry, unable to obtain assistance from the Asylums Board, erected a temporary small-pox hospital.

CROSS-EXAMINED BY MR. GRANT.

Mr. GRANT: Dr. Sutton, you were appointed in 1866. What was your staff at that time?—Two Inspectors.

Did that staff then remain the same from 1866 up till March, 1889?—Will you allow me to say that if you say 1867 that is about correct.

I want to get the thing that is correct, not "about correct." In 1867 there was a staff of two, and in March, 1889, when the Mansion House Council began to complain, there were also two?—Yes.

When was this inquiry ordered?—I cannot tell you exactly, but it was a few months ago.

Was Mr. Styles appointed before it was ordered or after?—To the best of my belief his appointment, I think, was afterwards.

When you were appointed, I believe you were allowed to take private practice as well?—I was a consulting physician then, and I have continued to be so.

And your salary remains the same?—Yes, it remains the same.

Would you say the Vestry had cordially supported your efforts to improve the sanitary condition of the parish?—Looking back over the many years I have been Medical Officer of Health, I should find it very difficult to say otherwise, taking it on the whole.

You are satisfied then with the action of the Vestry in regard to you?—Yes, I have no great reason to complain. I might say something, but that is the best way to answer it.

I want to know, if defects are to be found, whether we are to hold you responsible or the Vestry? You say the Vestry have efficiently seconded your efforts?—Yes. I think, on the whole, they have.

About these Tenement Regulations. You say you drafted them?—The Vestry Clerk and myself.

Where did that clause about exemptions come from?—Not from us.

Who put it in then?—It was sent down from the Local Government Board.

Was it put in by the Vestry?—I believe not.

Or suggested by the Vestry?—I believe not. I have no reason, in any shape or form, to think it came from the Vestry, the Vestry Clerk, or myself. They were sent down in the amended form, and we had to accept them.

Has the Vestry ever pointed out to the Local Government Board that that particular clause of the Regulations makes them unworkable?—I am not aware that the Vestry has.

You have yourself pointed out to the Vestry that it makes them unworkable?—No; I pointed it out to the Sanitary Committee.

You have yourself pointed out to the Vestry that this exemption clause in the Tenement Regulations makes them unworkable?—If you will allow me to speak very strictly, I have pointed it out to the Sanitary Committee; but I am not prepared to say that it was on the minutes of the Vestry.

Your memory fails you, because in your 1885 report you speak of the Sanitary Regulations being made unworkable because of that clause?—I know I have pointed it out, but whether it was read to the Vestry I do not know.

But in your own report for 1885, on page 85, you say you wanted to apply these Regulations to some houses in the district which were exceedingly dirty, but you found that the exemptions prevented the Regulations from applying to such dwellings and owners?—Yes.

That is in 1885?—Yes.

Did the Vestry take any action on that?—I am not aware that they did.

In that respect, then, the Vestry did not cordially second your efforts?—No; I said generally.

Now I want to see what the specific defect was. If these Tenement Regulations were put into force, and the exemption clause struck out, that would throw a considerable burden of work on the Sanitary Department?—Yes.

Which would imply the employment of at least one extra officer?—Yes.

Do you think that fact had anything to do with the fact that the Vestry never called attention to this exemption?—I am in no position to say that. I do not know.

I do not want to put you in the position of condemning the Vestry for a moment, Dr. Sutton. When was it you submitted your draft to the Local Government Board?—My draft of what?

Your draft Regulations?—It is a few years ago; I could not tell you definitely. I should think about two or three years ago.

It must have been before 1885?—Yes. Not long before.

They are printed, I see, in 1884?—The present ones were confirmed by the Local Government Board in 1884.

DR. SEATON: You found out, Dr. Sutton, almost immediately after you had these regulations that they were practically unworkable?

DR. SUTTON: Yes, and may I say why it was impressed on my mind more particularly? The first regulations we issued were applied to a number of houses where we met a difficulty in the way of enforcing them—in Ware Street, more particularly.

The main reason was the exemption as to rent?—That was so.

You would agree, I suppose, with Dr. Parkes, that these regulations, if put into force without the exemptions, would be valuable in the parish?—Yes.

Did you hear Dr. Parkes' evidence?—Part of it, I did. I cannot say I heard it all.

Did you hear him say there were in the parish at the present time a number of houses which were unfit for human habitation? Do you agree with that?—I do. I have no doubt of it.

Do you think that in a parish which has been efficiently administered for 23 years by an efficient medical officer and an efficient sanitary staff that, supposing the staff is sufficient, there ought to be houses unfit for human habitation?—You are speaking to a man who has had a great deal to do with administration, and I can say it would be extremely difficult in a parish like this to make it otherwise, because there is such an amount of old dilapidated property in the parish.

But I am speaking to you as a man of experience—a Medical Officer

of Health with many years' experience. Do you tell me as your last word as a sanitary officer that, even with proper administration, it is impossible to prevent houses becoming unfit for human habitation?—I did not say it was impossible. I said it was very difficult.

If you had a staff of six inspectors—I am putting the number high on purpose—under your control in this parish, and if you were asked to give the whole of your time to it, would there at the end of two years be any houses unfit for human habitation in St. Leonards?—Strictly speaking, I believe there would, even with six inspectors.

With ten inspectors?—Your question is difficult to answer, because it is entirely theoretical.

Not at all. It is entirely practical. I am asking you whether, with a sufficient staff under your control, you could not stamp out the houses unfit for human habitation?—No doubt I could, if those inspectors were supported by the local authority and supported by the law courts, I have no doubt it would be possible; but I speak with reserve, because I have found in every instance when a man has been summoned, and we have taken out 40 or 50 summonses a year, I have found the work has been worse done. I have found it simply impossible to get it done by legal order.

What is the largest number of summonses in a year which have ever been taken out?—I think 50.

Your view originally was that it was better not to have recourse to law?—My view originally, when I was a younger man, was that it was better to have recourse to law.

Unfortunately I have not been furnished with the whole of your reports. I find in some, in the earlier ones, in the year 1885, on page 83, you speak of avoiding as much as possible such proceedings?—Yes.

But in your report for last year, page 80, you say, "It has been considered most serviceable for many years past to allow the leaseholders to make sanitary improvements from time to time?"—Yes.

You were referring to your own opinion as expressed in your report for 1885?—Yes.

"But it is now evident that such a course can no longer be followed. It would be detrimental to the health of the parish?"—Yes.

So that in your opinion now there should be a different course adopted to that which you were adopting in 1885?—There must be.

Mr. NICHOLS: What report is that you are reading from?

Mr. GRANT: Dr. Sutton's own report for 1885 and 1890.

Mr. NICHOLS: I have not got those reports at present. I have no doubt they will be put in.

Mr. GRANT: Is the sanitary department of the Vestry under your control, Dr. Sutton?—Under my supervision.

I find Mr. Alexander reports direct to the Vestry?—I think you will see that he reports to the Medical Officer.

There are reports to the Medical Officer, that is quite so, but—oh! you are quite right, I am wrong—but I thought I saw a report from Mr. Alexander to the Vestry. Now just tell me, Dr. Sutton, what the practice is of the Department. There is a complaint book kept, I suppose?—Yes.

Have you it here? I should like to see it.—I will have it fetched.

Do the inspectors visit in rotation the streets of the parish?—No.

There has never been, then, a complete inspection of the whole parish?—Well I could not tell you that there ever has been—not what I

should call a complete inspection. We did, in years gone by, attempt a house to house inspection, and from street to street, and a very large number of notices were served in consequence, but I found those notices were not carried out, and it shook the confidence in the Medical Officer and the local authority of the householders to such a degree that it had to be discontinued.

Confidence in what?—Because the notices were served and not carried out.

Why?—It was the neglect at that time of the inspectors.

Was there the same staff of inspectors then as in March, 1882?—Not the same men.

The same number?—Yes, but not the same individuals.

You would agree, Dr. Sutton, that the periodical inspection of the whole parish is desirable?—Yes, I think I should say that. I think it is becoming more so.

You know that in all the well-administered towns in the provinces that is regularly done?—Yes.

How often would you have the inspection?—There are many houses in Shoreditch which would have to be inspected four times a year. There are other houses for which once a year would be enough.

You know it is the practice in one at any rate of the other districts in London to inspect the houses four times a year?—Yes.

What increase of your staff would be necessary in order to make an inspection of that kind?—There again, I think I heard Dr. Parkes say it would certainly require four.

If you had an improved set of Tenement Regulations you would want five?—If the Lodging House Regulations were to be carried out it would want five.

If both of those things were done, it would largely improve the health of the parish?—I could not doubt that.

With regard to areas under the Housing of the Working Classes Act you have reported under Part 1 to the London County Council?—Yes.

Have you reported under Part 2 to the Vestry?—Not yet.

When did the Act come into force?—Well, that I cannot give you the precise date of. Very recently.

Mr. NICHOLS: 1890.

Mr. GRANT: Have you applied for any closing orders under it?—No.

There are areas which ought to be prosecuted under Part 2?—There are areas which will be.

And there are other places against which closing orders ought to be made?—There are a considerable number. The Sanitary Committee know I purposed to recommend to call upon them to close them, particularly those up by Boston Street and that neighbourhood.

I will put to you some which have been given to me—Wiltshire Row?—I have not seen those houses recently. I should not like to say.

You know the model dwellings in Vinegar Ground?—I do.

Don't you think the lower rooms ought to be closed?—I have had occasion to find much fault with those buildings.

Boston Street you said yourself were unfit?—Yes, I have already reported that.

New Norfolk Street?—I have not seen them lately.

Barrett's Buildings in Hoxton Street?—I could not speak from memory. I don't remember them.

Reeve's Place?—That I know of old. I have had a good deal to do with that, but I have not seen it for many months.

But from your recollection of it there ought to be a closing order?—Yes.

Crooked Billet Yard?—I could not tell you what is the condition there.

Cotton's Gardens?—I have seen them recently, and on the first opportunity I shall report them as unfit for human habitation, because I have already done so in years gone by.

Have you got the complaint book now?—Yes.

This is the dust complaint book. Apparently this book is all of dust.—No, Sir, not all.

You are not responsible, Dr. Sutton, for this book at all?—That book is kept according to Act of Parliament, so that any inhabitant can use it, and they mostly complain of dust. There are comparatively few complaints about other things.

These complaints are put, I suppose, into the hands of Mr. Alexander, and he deals with them?—Yes.

I forgot to ask you a moment ago, when I was on the Model Dwellings, how is it that you agree that these houses in Vinegar Ground are not what they should be?—I do.

How is it they were put up?—That is more than I can say. I made representations about that area, and the representations led to the old cottages being pulled down, but I don't know anything about how the Model Lodgings came to be put up.

Is it not due to defects in the Building Acts?—I have always felt that.

It isn't a matter, of course, under the control of the Sanitary Department at all?—No, it is owing to the defect of the Building Acts.

Quite so. You would agree, Dr. Sutton, that it would be better that the death-rate should be corrected each year?—Certainly, it will be in future.

The death-rates presented by your medical reports might, to some extent, have misled the Vestry?—Well, I don't know that I could say that, but at the same time it was not the corrected death-rate.

Take for instance 1887. The death-rate according to your report was 19·06. The corrected death-rate was 24·1. I am only putting it to you and suggesting that the low, uncorrected death-rate might have had some effect on the minds of the Vestry?—It might, but I don't think it did. It is very little difference.

Oh, it is five?—Decimal 5 isn't it?

No, five.—Yes, that would be in connection with the small-pox.

That is in 1886?—And we have not the returns of those who died outside our own parish.

I am only suggesting that the variation in 1889—there was no small-pox that year—when the death-rate was 2 points below the corrected death-rate, that that again might mislead the Vestry. I find in your report for 1889 you report the death-rate as 18·06, and you say it is 3·11 below the average of the last five years. That might have induced the Vestry to think that things were going on very satisfactorily?—That inference might reasonably be drawn.

Dr. Parkes said that the whole of the defects reported by the Mansion House Council were defects which were capable of surface inspection?—Yes.

And therefore defects which would have been visible at once to your inspectors had they visited the places?—I do not doubt that.

Therefore, to that extent, the existence of these defects between March and August, 1889, showed a good deal of sanitary work undone?—Oh, yes.

Of sanitary work which ought to be done?—Yes.

Will you tell me how soon did your staff begin to remedy the defects pointed out by the Mansion House Council?—A very few weeks afterwards.

Can you put it more accurately?—No, I could not.

Before the end of April, 1889?—I have seen reports from the Mansion House Council during the last few years, and the practice has been within a few weeks to deal with them.

During 1889, and up to the present time, how much of the time of the staff has been employed in remedying those defects only?—A very large portion of Mr. Alexander's time has been occupied in that.

And how much of Mr. Lear's?—Not much.

It was not a fact, then, that it was Mr. Lear's business to deal with those defects?—No, not on those reports.

What was the work Mr. Lear was especially appointed to see to?—Mr. Alexander saw to the dwellings, and Mr. Lear to the scavenging of the streets, and casual complaints that came in.

Then Mr. Alexander was taken off his work to see to these Mansion House Council complaints, and Mr. Lear was taken off his work to see to Mr. Alexander's work?—No, I cannot say that.

Mr. Alexander had put upon him a large increase of work from the Mansion House Council's complaints?—Yes.

And I presume Mr. Alexander was fully employed before?—Yes.

Then who did the work which Mr. Alexander had been formerly doing?—Well, it was in this way. Before these complaints were sent in, his attention was directed to the dwellings from various sources, and he would say to me "Such and such a place is getting into a bad condition. Don't you think I had better deal with it?" He would take up street by street, in that way; but when the Mansion House Council's complaints came in, he had to direct his attention immediately to those complaints.

Do you agree with this passage from Mr. Alexander's report: "To deal with 1045 complaints lodged by one organisation, in addition to the ordinary complaints of ratepayers received at the Town Hall from day to day, it became necessary to devolve upon Mr. Lear (the assistant inspector) the duty of dealing with a considerable number of the daily complaints, somewhat to the detriment of the work he was more especially appointed to attend to, and in that way it became possible, between March and December, to deal with the insanitary conditions of 609 of the premises complained of, and in the manner before indicated. Progress with the remainder of the premises was then interrupted by the large additional amount of work thrown upon the department by the Notification of Infectious Diseases Act, which came into operation on the 31st October"?—Yes.

You quite agree with that?—Yes.

When did you first recommend to the Vestry an increase in the sanitary staff?—I shall have to turn to my report to see the precise date. I believe it was before the Mansion House Council applied for a Commission.

Several years before?—No.

A few weeks or months before?—It was before I had any knowledge of this Commission coming.

Before you received any of the Mansion House Council's complaints?—Yes.

I find that in January, 1890, a report was read from you to the General Purposes Committee suggesting that an additional inspector should be appointed. That would be the period you speak of?—Yes.

"Mr. Wells, in moving the adoption of that report, said that whenever he had been into the sanitary offices he found the officers overcrowded with work?"—Yes.

Is that correct?—Yes.

"That they told him that two men were doing the work of three?"—Yes.

That was correct?—That was a fair representation.

That as a consequence much work had to be neglected?—Yes. That is correct too.

Then a Mr. Freeman, a member of the Vestry, who opposed the appointment of another officer, said it seemed to him that the officials wanted further assistance to do nothing. That is certainly not correct, Dr. Sutton?—No.

Then he said this, that if the sanitary authorities had done their duty they would not have had those arrears. Were there arrears in January, 1890?—Well, no doubt they were. Owing to the additional work there was work in the scavenging department which was not being properly attended to.

Tell me, before the Mansion House Council complaints were sent in at all, was the work thus in arrear?—Well, I don't know that I could say that, except that I know this, there was a large amount of property that was getting into a bad condition.

Would you agree with what Mr. Spencer said when he was giving evidence, that in his opinion the sanitary defects were not remedied soon enough?—Well, it would be much more satisfactory to me if they were remedied sooner, I must say that. It is very difficult to get it done.

And you could get the remedies done more quickly if you had a larger staff?—No doubt.

And as a matter of expense—it is a little difficult to estimate—but purely from the point of view of economy, and looking at the saving of the poor rate, don't you think a large sanitary staff would be an economical thing to have?—I believe that to get the houses in better condition would be economical to the parish.

And that would be your contention if asked by the Vestry?—Yes.

Before January, 1890, had you recommended any increase in the staff?—No.

You said the magistrates would not carry out the law by closing houses. How often have the Vestry failed in their prosecutions besides the case you gave us?—I could not give you the number, but I was repeatedly at Worship Street Police Court many years ago.

Before what magistrate?—Before Mr. Hannay and Mr. Bushby. The difficulty always was to get them to order a house to be closed and kept closed.

What were the Sections of the Nuisances Removal Act you went under?—Sections 8, 12, and 13.

And you found it difficult to put them into force?—There was very

little difficulty in getting the magistrate to make an order directing that the house should be cleaned and repaired. The difficulty has been to get the magistrate to order the house to be closed and kept closed.

Then if your sanitary department had always been fully organised, by this time there ought to be no houses in that condition. If you could always get the magistrate to order houses to be cleaned and repaired, they ought never to have got into such an unfit condition?—No, they had got into such a condition that they could not be repaired.

But how was it they got into such a condition?—They got so old.

But why did not your officers proceed earlier?—We did, but we could not prevent them year by year from decaying.

If you had proceeded at the time when the houses were beginning to get into a bad state, and forced the owner to repair them, they would never have got into that state?—Plaster, wood, and bricks decay, and you cannot prevent them.

You could prevent them getting into a state unfit for human habitation?—It may theoretically be said so, but practically you cannot.

Would it not follow that you left it too long?—I cannot say that. I dare say if there had been more supervision, the houses would have been put into a better condition.

That is all I want, Dr. Sutton.—The inspector calls my attention to the fact that under a magistrate's order it was our experience that they were not put into proper condition.

What was necessary then. Was action on the part of the Vestry?—What was necessary then—and that is one reason for the line I have taken—it became indispensable, to get the work done well, that the leaseholders and the freeholders should be allowed to co-operate with the sanitary officers without any legal proceedings or summonses or anything of that kind; and that is one reason, if I may speak freely, why I have been content to go on with two inspectors and so get the work thoroughly well done, because I have had previous experience of many notices served and the work badly done.

But you have altered that opinion now, because you have a better law to administer?—I hope it will prove so.

The work that has been done in those houses complained of by the Mansion House Council has been done under your supervision?—Yes.

I hope you heard Dr. Parkes say he thought it had been done exceedingly well?—Yes, I was pleased to hear him say it.

We do not say for a moment that where the work has been done it has not been thoroughly well done. The words Dr. Parkes used were that it had been done in a very thorough way. I find in your report for 1885, on page 82, you there urge the necessity of inspecting a large number of the dwellings of Shoreditch every year?—Yes.

And again in your report for 1888 you call attention to the difficulty of dealing with those leasehold dwellings?—Yes.

A very large proportion of the houses in St. Leonards are on leasehold tenure?—Yes.

I notice you did not give us in your death-rates the death-rate for 1890. Have you got those?

Mr. THOMAS: He gave the 1890 death-rate, but uncorrected by the Registrar-General's returns. He gave it as 19'22.

Mr. GRANT: You cannot tell me the corrected death-rate for 1890?—No.

I suppose Mr. Styles is permanently appointed?—No. What I recommended the Vestry was that he should be appointed for six months, in order that I might see if he was likely to turn out suitable.

When do those six months expire?—Very shortly.

Mr. GRANT: I think that is all I want to ask you, Dr. Sutton.

The learned counsel for the Vestry put some further questions to Dr. Sutton as to the method of proceeding with owners, and eliciting the fact that every opportunity had been taken to benefit the parish under the Improvements Act.

Dr. SEATON: I should like to ask one or two questions. You call attention to the diminution in typhoid fever, which is nearly half now of what it was five years ago?—Yes.

And am I right in assuming that you would attribute that to the improvement in the drainage?—Mostly to the improvement in the drains, because a great deal of attention has been paid to getting the house drains in better condition.

And typhoid fever is a disease that lays people up for some time?—Yes, some weeks; may be months.

So that for a working man it is a very important thing to prevent it?—Certainly, most important.

So that if this work which has been so beneficial can proceed even more rapidly, it would be a greater benefit to the parish?—Certainly.

And a great benefit to the working-classes?—Certainly.

Then there is the Notification of Infectious Diseases Act which has been referred to several times in your evidence. Doesn't that Act throw a great deal of extra work on the Sanitary Department—on yourself, for example?—Yes, it throws a great deal of extra work on both the Medical Officer of Health and upon the Inspectors.

And would not that be a reason, in your opinion, for enlarging the staff?—That is a great reason for enlarging the staff.

Then, as regards houses that are unfit for human habitation, you have had a very long experience. Is it not within your experience that there has been a great change in public opinion as to what constitutes a house that is unfit for human habitation?—A very great change.

So that things which you would not have thought it necessary to have reported some few years ago it is necessary to report now?—Certainly.

And is not that again a reason for increasing the staff?—That is one great reason.

Dr. SEATON: That is all, thank you.

Mr. HUGH ALEXANDER, examined by Mr. THOMAS, said he was the Chief Sanitary Inspector. He was appointed in 1873. Prior to that he acquired his knowledge as a builder's foreman. The cases of the Mansion House Council comprised ten lists relating to 1,068 houses. In that number were 227 defective yards, the same number of defectively paved yards, 117 no dust-bins, 81 defective dust-bins, 30 dust-bins without lids, 953 water-closets without water supply; no eaves-guttering to roofs, 24; dirty walls and ceilings, 73; scullery sinks connected with w.c., 14; defective roofs, 38; defective flooring, 54; defective water-closets, 52; defective drains, 6. The first list, comprising 318 defects in 116 premises, were all remedied by November 14, 1889. The second list, received in April, 1889, contained 160 houses with 266 defects. (The rest of the lists were gone into seriatim, and the inquiry was adjourned until Friday.)

## THIRD DAY. DECEMBER 19, 1890.

On resuming, Mr. Thomas took Mr. Alexander through the remainder of the lists. Mr. Alexander did not think the sanitary work in the parish depended on numerical strength. He considered efficiency as of more importance. He did not confine himself to serving notices for remedies of the defects complained of by the Mansion House Council. He could long since have obtained all those defects being remedied from three or four months at the outside of the receipt of the complaints. The effect of that manner of carrying out the work would have been very perfunctory and very delusive, disastrous to the people living in the houses, and of no benefit to the owners of the houses or anyone else. He had given special attention in the parish to the matter of the drainage of the houses; and, as a consequence of that, it was a fact that the deaths from typhoid fever had been most considerably reduced. He had from time to time made reports, in pursuance of his duty, to the Medical Officer of Health; and he took an opportunity in June, 1882, of making a special report to the Medical Officer of Health.

Witness was then taken through several districts of London with population and Inspectors, to show the favourable comparison Shore-ditch bore to St. Pancras, Lambeth, Newington, Mile End, and Poplar. He had found that moral suasion had been sufficient to secure remedies without recourse to police-court proceedings. In fact, he had been very successful in working harmoniously with owners, which had resulted in an immense saving of time. The last summons was taken out three years ago. He had made an analysis of the 288 houses with their condition at the time of inspection. This mistake in the columns was a clerical error. He would not vouch for the accuracy of the figures—he had to leave it to the Clerk—the Mansion House Council having given him so much work lately. It was not true, as stated by Mr. John Hamer in his letter, that the cases had not been fully dealt with; nor was it correct to say that the rest of the parish had been neglected. The Vestry Clerk had rebutted that in his letter to the Local Government Board; wherein he stated that no less than 800 other houses had received sanitary attention.

The Witness was taken at length through the various sanitary works executed by the Sanitary Department during the last ten years. With regard to the Foods and Drugs Act, in 1889 there were 97 cases, and 17 cases in which fines were inflicted. In the year ending March, 1890, there were 72 analyses, and 14 convictions, the fines amounting to £88 8s. The Dusting Committee of the Vestry had made a recommendation to the Vestry that the present system of dusting and scavenging was unsatisfactory, and that an arrangement should be made for the work being done wholly or partially by the Vestry's own staff.

## CROSS-EXAMINATION BY MR. CORRIE GRANT.

MR. GRANT: Mr. Alexander, you heard Dr. Parkes's answers, did you not?—I did.

Do you agree with his statement that there are about 300 houses now unfit for human habitation?—200, I think he said.

Do you agree with that statement, Mr. Alexander?—Dr. Parkes describes them as being unfit for human habitation—

Mr. Alexander, just answer the question first, and explain afterwards?—Not thoroughly.

Do you agree that 50 houses outside the Vinegar Ground area are unfit for human habitation?—I could not say positively it was so, but the probability is that it is.

Now do you know Wiltshire Row, Boston Street, New Norfolk Street, Barrett's Buildings, Hoxton Street, Reeves Place, Crooked Billet Yard, and Cotton's Gardens?—Yes.

Ought closing orders to be made against any of those?—Closing orders ought to be made against about a half of Cotton's Gardens, and possibly will be in a short time.

Against any of the others? I will take them one by one. Wiltshire Row?—No.

None at all?—There are 12 houses which are in a bad condition, which the Commissioners have seen, which are now in process of being renovated. The others are in good condition.

Boston Street?—There are four houses there already closed.

How long is it since they have been closed?—Several months.

Yes?—There are 25 houses belonging to another owner which will be closed within a very few weeks by arrangement.

Therefore there are 25 there which ought to be closed?—Yes.

New Norfolk Street?—Well, there are none there which should be closed by the ordinary process.

Barrett's Buildings?—No.

You know those seven houses there?—Yes, very well.

Do you say none of those ought to be closed?—No, I think not.

You know Dr. Parkes was very strongly of opinion that those ought to be shut up at once?—Dr. Parkes did not go into each one.

I did not ask you that. I asked whether you did not hear him give very strong evidence that those houses ought to be shut up?—I don't think Barrett's Buildings ought to be closed.

Mr. NICHOLS: Where is it?—At the top of Hoxton Street.

Mr. GRANT: Reeves Place, Mr. Alexander?—Yes.

Are there any there?—They are old and dilapidated buildings, but I don't think they could be closed under the new Act.

Crooked Billet Yard?—No, that has been largely improved within the last six months.

There is nothing there which ought to be closed, you say?—No.

In Cotton's Gardens you gave me about half?—Yes, somewhere about 15, I think.

Well, now, if those houses had been dealt with a year or two ago, say two years ago, in Cotton's Gardens and New Norfolk Street, those which you admitted ought to be closed?—I did not admit any ought to be closed in New Norfolk Street.

You said they were going to be closed?—No; in Boston Street.

Well, those houses in Boston Street and Cotton's Gardens, which you admit ought to be closed, if they had been dealt with earlier, they would not be in the state they are now, would they?—That is not correct.

I want an answer "Yes" or "No." If they had been dealt with earlier they would not be in that state now?—If they had been renovated they would not.

That is, if they had been dealt with by the sanitary staff years ago?—If they had been dealt with in accordance with the powers of the

Nuisances Removal Act alone, that would not have been sufficient to put them in fit condition for habitation. The structures are old, and very decayed, and they have now come to the end of their existence.

Why do you limit yourself to the Nuisances Removal Act? Were those the only powers you put in force before the Housing of the Working Classes Act?—No, Sir.

In 1881, I think that was the date, I am not positive for the moment, the medical officer reported those houses in Cotton's Gardens to the Metropolitan Board of Works as unfit for human habitation.—They have from time to time since then been dealt with.

That is, you have passed on your responsibility to someone else, the Metropolitan Board of Works?—The nature of the property, and the situation, rendered it impracticable to deal with it in any comprehensive manner excepting under an improvement scheme.

Therefore you did nothing with it?—We have from time to time staved off the recurring conditions.

Now tell me, Mr. Alexander, you have been sanitary inspector since 1873, have you not?—Yes, Sir.

Up till January of 1889 had you and Mr. Lear all the work you could do?—Yes, we had.

You were fully employed?—Fully employed.

Then, after March, 1889, you received those complaints from the Mansion House Council. Those, of course, were in addition to your ordinary work?—Yes.

When did you proceed to deal with them?—I think within a month or six weeks, or something like that.

Mr. THOMAS: The date is given in evidence, if you will let me repeat it. May 14th was the first date.

Mr. GRANT: Has the dealing with those defects gone on persistently ever since?—With a slight interruption, when the Notification of Infectious Diseases Act came into operation.

That is, you had to take Mr. Lear off to attend to that?—Yes.

Who has been charged with the remedying of these defects, you, or Mr. Lear?—I have.

And I suppose it has occupied you pretty fully?—In conjunction with the other work.

If you could have doubled yourself, the defects would have been dealt with much more rapidly?—Yes, if I had doubled myself.

Do you think the present staff you have is sufficient?—Well, I imagine the Commissioners will draw their own inferences.

If you do not wish to answer, I am quite content. I understand that it is difficult for you to answer when you have the Vestry to deal with. At any rate, you would wish Mr. Styles' appointment, or that of someone similar, would be made permanent?—Yes. I have no doubt it will be.

And you would wish that it should?—Yes.

Now if the Tenements Regulations Act were properly put into force in the parish, that would give increased work, would it not?—It would.

Do you know that other vestries in London where the Act is enforced are not subject to the exemption you have here?—Yes, I believe it is not general.

So far as you know, there has been no action taken to get that exemption removed by the Vestry?—No.

I suppose, like other vestries, Mr. Alexander, in this district of London, there are small property owners on this Vestry?—Yes, there are a few.

In other parishes than St. Leonards that makes the task of the sanitary officers more difficult, does it not?—Yes, I am sure it does.

Now with regard to the sanitary staff. You were asked about this table appended to the 1889 report of the Mansion House Council, which the Commissioners have. According to this report, for the purposes of comparison, we must take St. Leonards as having two sanitary inspectors. In December, 1889, you only had two sanitary inspectors?—That is so.

Looking at that table, is there any parish in London which has a smaller proportion of sanitary inspectors per head of population than Shoreditch, except Bermondsey?—I do not see the table to answer that.

Bermondsey has one inspector for a population of 86,000. That is the one in excess of St. Leonards. Shoreditch has two to a population of 63,000; Lambeth four to a population of 253,000, which is 63,000.—I have examined the rest of the table, and cannot find any other population which has that proportion.

Mr. THOMAS: Lambeth and Bermondsey are the two highest.

Mr. ALEXANDER: Except Newington, Sir.

Mr. NICHOLS: Newington has 54,000.

Mr. GRANT: I am asking for the parishes worse than Shoreditch, and the only one worse is Bermondsey, and Lambeth which has the same proportion. You gave St. Pancras as having had over 59,000 per Inspector. Do you know that in St. Pancras they are now appointing four new Inspectors and a Sanitary Clerk. Do you know that?—Yes, but I thought it was three.

Would you say that either Lambeth or Bermondsey is a district which stands high in the sanitary character of the parish?—I have no knowledge to justify me in speaking of the condition of Lambeth.

Of Bermondsey?—Nor Bermondsey. I have been through it.

But don't you read the death-rates of the London parishes?—Yes.

Have you no impression left on your mind from them? If you have not got the information in your mind do not bother.—Yes, I find that other parishes stand exceptionally high.

As compared with Lambeth and Bermondsey?—Lambeth has a death-rate of 19'73 for last year, and that of Shoreditch was 19'31.

And Bermondsey?—Bermondsey was 20'62.

Now take one of the larger parishes, Fulham?—I did not wish to compare Shoreditch with any parish.

Oh, I thought you did! Your learned counsel put it in that way. Now what is the method of your work? What do you do when you are not troubled by the Mansion House Council's lists of defects?—We exercise ourselves in attending to the condition of the houses generally.

Generally, not particularly?—We go from house to house.

Well, that is particularly?—Yes.

Have you ever made a house to house inspection of the parish?—Not of the whole of the parish.

Districts of the parish?—Yes.

When was the last completed?—I beg your pardon, if it is to be implied that I took them *en bloc*.

That is what I implied?—No. I have taken individual streets.

Do you mean to say you have been in the habit of periodically inspecting certain streets?—Yes, when my other occupations permitted.

At what intervals of time have your inspections taken place?—I could not state any specified intervals.

You would agree with Dr. Sutton that a regular periodical inspection of the parish is desirable?—Oh, yes.

How often do you think it thought to take place?—If the whole of the parish were treated as I have treated the houses complained of by the Mansion House Council, it would not be necessary, I think, to inspect those houses again for another two years.

And how long would it take to treat the whole of the parish, with your present staff of three Inspectors, as you treated our defects?—I could not myself deal with more than perhaps a thousand houses in a year.

And Mr. Lear, with his other duties, could not deal with even that number?—Well, I should think about half.

That would be 1,500. There are 15,000 houses in the parish?—Yes.

Then is it a correct deduction that it would take you ten years to deal with the whole as you have dealt with those?—No, for this reason, that a very considerable number of the houses in the parish have been dealt with.

I only want to get at the figure?—It is to be remembered, that in giving that answer, the works I referred to are very foundational, going to the root of bad conditions created many years ago.

Dr. Parkes said so?—I think perhaps he did.

It would be very desirable that the whole of the parish should be brought as rapidly as possible to that condition?—Yes.

Now, without going through all the points on which I asked Dr. Sutton questions, may I take it—do you generally agree with the evidence he gave as to the extent to which the staff must be increased, if you were to deal with the Notification of Infectious Diseases Act and the Tenements Regulations Act?—Would you be good enough to remind me what Dr. Sutton said?

I will read you the questions and answers:—“What increase of your staff would be necessary in order to make an inspection of that kind?—There again I think I heard Dr. Parkes say it would require 4. If you had an improved set of Tenement Regulations you would want 5?—If the Lodging House Regulations were to be carried on it would want 5. If both these things were done it would largely improve the health of the parish?—I could not doubt that.”—I agree with the doctor.

And you agree you would want a staff of five to carry on the Notification of Infectious Diseases Act and the Tenements Regulations Act?—Yes.

From your experience as a Sanitary Inspector you would agree that in the long run that would be a measure of economy on the part of the Vestry?—Yes, I do.

I take it that when you speak of five Inspectors, you mean two others about the character of Mr. Styles and Mr. Lear?—Mr. Styles is being engaged at the present time on the dusting and scavenging. Two more, I think, in addition to him, would meet Dr. Sutton's views and mine.

Yes, leaving you at the head of the sanitary staff, and taking your instructions where necessary from Dr. Sutton?—Yes.

If you had a staff of that kind you could put the parish in a thoroughly sanitary condition in about a year, or a little more, could you not?—I should not say it could be done in that time.

Not even with a staff of five?—No.

What would you say, Mr. Alexander, would you sooner have a larger staff still, or would you say it would take two years or longer still?—It is difficult to say. With the addition of competent men the work would go on very well, and Shoreditch would be in a good position.

Do you agree with Dr. Sutton that the time has come when the police part of your work must be enforced a little more strictly?

Mr. THOMAS : That is not the inference to be made from that passage to which you refer. It is that the houses should be dealt with not individually, but in a comprehensive scheme.

Mr. GRANT : I am speaking of his answer to me in cross-examination, that he thought himself at first that the moral suasion, as you called it, was sufficient ; but that the time had now come when more direct pressure by means of the magistrates might be enforced. My junior corroborates me in my memory of what he said, but whether he did or not, first of all you would agree that a great change has come over the public mind in, say, the last five years with regard to sanitation?—Yes.

People are much more ready to admit the necessity for it than they were five years ago?—Yes, in Shoreditch.

Do you find the magistrates in the District more ready to convict than they were?—Some of them.

Take the closing of the Bethnal Green houses the other day for instance by Mr. Montagu Williams?—Yes.

And you have also got the Housing of the Working Classes Act, which is easier to administer than the old acts were?—Yes.

Having all these things in your favour, do not you think the time has come when the law should be more rapidly put into force than you have been putting it into force hitherto?—I have never found that the operation of the law has been beneficial. I have always found that people have been led and persuaded by my efforts in a much larger degree than I have ever been able to impress them by threats or legal pressure of any kind.

You have not tried legal pressure ! The last summons you took out was three years ago, and it has been unnecessary to take any out since ! You have had a large number of houses put into sanitary condition, and it has not been necessary to issue one summons?—I have had orders from the Vestry in some few cases, and that has been sufficient. In others the owners have responded in many cases to our wishes, being very likely convinced that it was to their interest to do so.

You are not a believer in the efficacy of a strictly-carried-out law?—I believe in persuading people to their own interests.

You believe you can persuade people to spend money when it is to come out of their own pockets?—If I might lecture—might I say a few words?

Go on, I will stop you when necessary.—I have found those who are experienced owners of property are very willing to have their houses repaired in a solid substantial manner, and that hitherto the owners of property have resisted sanitary notices because their work has not been done in a substantial manner under those notices, and their money has gone for nothing.

Tell me with regard to the sanitary work. It is not done by the Vestry?—No.

By contractors under your supervision?—Yes.

Therefore, the work would go forward very rapidly if you had a full

staff of inspectors—if you were not stopped by the limitation of the staff at all?—Exactly.

Now you spoke of reporting areas to the Metropolitan Board of Works and the County Council. What areas have been dealt with under either Torrens' Act or Cross's Act?—The first one was Anne's Place.

About when?—1876, and the result was very discouraging.

And the next?—That was under Torrens' Act, and we did not deal with that again. The Medical Officer reported Cotton's Gardens and Hudson's Court.

I did not ask for areas reported. I asked for those dealt with?—Numbers have been reported, but none dealt with.

None dealt with under Cross's Act and one under Torrens' Act?—Yes.

I suppose there has been more energy in the Sanitary Department since those complaints were sent in than before?—I wished to avoid this inquiry if possible, and, therefore, I worked both early and late, and I believe I did more than any local authority would wish its inspector to do or put on his shoulders, and, therefore there has been more done in that way. It has, perhaps, taken a good deal out of me.

Let me take your complaint books. I looked at these on Monday. They are better kept now than they were two years ago?—Yes, that is so.

There is, if I may say so, a singular absence of remarks in the 1889 and 1888 complaint books?—It doesn't follow that the complaints were not attended to.

No, but the evidence that they were is not on the books?—I have shown the Commissioners our office accommodation. We had very bad accommodation till a few months ago. It was impossible to keep our books out for proper inspection. About August the Vestry provided us with excellent office accommodation, and since that time we have been able to do our work much more satisfactorily.

August of this year?—Yes.

Had the attention of the Vestry been called to the want of proper accommodation?—I heard it several times spoken of.

But till the Vestry was quickened by the complaints of the Mansion House Council they did not provide it. At any rate you have got it now?—Yes.

You would agree, Mr. Alexander, that the state in which the complaint book was in 1888 was not a satisfactory state?—No, it was not.

Was that due purely to the want of supervision on the part of the Committee of the Vestry charged with these matters?—No, the Committee had reports presented to them at the regular meetings, and were thoroughly impressed with the knowledge, I believe, that the work was done as well as it possibly could be.

But in other parishes do not the sanitary committees examine the complaint books themselves?—I am not aware of any.

I will give you one privately afterwards. It is a very desirable thing that they should?—I think so. I have no objection.

On the contrary, you would be glad that they should?—Yes.

As to the Tenements Regulations Act. The exemption hampers your hand a good deal, the six shilling exemption?—Yes.

And as the result of it, is there no inspection under that act?—No.

At the present time none at all?—No.

You cannot speak to that as well as Dr. Sutton, but as far as your

knowledge goes you would agree that it is an effective sanitary measure?  
—If properly carried out, of course.

You are not going to suggest that it would be inefficiently carried out here?—No, Sir.

I should like you to tell me how you make up your estimate of defects. There are 1,625 as returned by the Mansion House Council and you add 1,806 which you remedied yourself. Would you let me see all the list?—There is a summary of them.

Is this prepared by yourself?—Yes.

Where is the material from which it is prepared?—From the books of the office.

I will take this first item, Halcombe Street. There are 20 houses there, and the column reads across like this:—"10 yards paving defective, 7 no dust bins, 4 defective dust bins, 6 no lids to dust bins, 20 no water to W.C's., 15 no guttering to roofs, 13 walls and ceilings dirty and dilapidated, 9 scullery sinks connected with W.C's., 4 roofs defective, 3 flooring defective, 5 W.C's. defective, 2 drains defective, total 98." Those are the complaints from the Mansion House Council?—Yes.

Then on the other side you add the work done in addition to the complaints:—"18 drains reconstructed, 10 W.C's. reconstructed, 6 no W.C's. repaired, 5 dust bins provided, and 9 yards paved." You add 9 yards paved to the 10 which were deficient on the Mansion House Council's list?—Yes.

Those are not the same houses?—No.

Separate complaints?—Yes.

I will take another street, Appleby Street. There are 33 houses there, and you return 33 drains reconstructed, 33 water-closets repaired, 26 dust bins provided, and 20 yards paved. That is 112 defects in Appleby Street. Practically that meant that you dealt with every house in the street?—Yes.

The same in Caroline Place?—Yes. I think the only complaint made there was of no water to the water-closets, but I found much more, and put the whole thing in order very thoroughly.

The complaint was made on May 16th, 1889, and was not dealt with till April 8th, 1890. Can you explain the long delay?—Yes, I can.

The notice was served there on April 8th, this year, eleven months after the complaint?—Yes. Only the absence of water was complained of, but a great deal more had to be done, and it has been carried out in a very thorough and efficient manner. It was impossible with 34 houses to get it done in a quicker manner.

Quite so, but you were unaware of the condition till you went to see to those defective water-closets?—Yes.

And it was not till then that you discovered all those other things which were wanted?—Yes.

That was the case in several other instances?—Yes.

May I take it that that was how you dealt with the complaints of the Mansion House Council, that you went through the list and took out those you thought the most serious and dealt with them first?—I endeavoured to deal with them in consecutive order, but those of the worst character I dealt with first.

Then when you were dealing with those you considered the worst, you found a number of other defects which had not been pointed out by the Mansion House Council?—Exactly.

And many of those were serious defects too?—Yes.

Then not only the defects pointed out by the Mansion House Council, but a number of other serious defects have been discovered through their action?—They have been discovered as the result of our inspection of those complaints.

In the course of time you would have come to deal with those defects?—Yes.

But as a sanitary officer you would agree that with a defect pointed out in May, and a notice only served to remedy it in the following April was rather slack work?—Due to the fact that so many notices were crowded in at once.

I was not asking for reasons. I was saying that when a defect was pointed out in May, and a notice was only served to remedy it in the following April, that would indicate either slackness of capacity or inefficiency of the staff. An interval of 11 months indicates either inefficiency or incapacity?

Mr. THOMAS : You must take the surrounding circumstances.

Mr. GRANT : I must take Mr. Alexander's answer. I will vary the question. Suppose that instead of a sanitary officer you are the occupant of the house. Would you be satisfied with a remedy being effected 11 months after the complaint?—No. But those complaints might have been doubled or quadrupled in number.

Mr. THOMAS : In the time he means.

Mr. ALEXANDER : In the same time that you gave us 1,068 complaints, you might have given us four times as many referring to small matters.

How long do you suppose it will be before you complete the works which are now in progress, or which have to be undertaken?—I think that, weather permitting, another two months would enable me to complete the whole of the works in the premises complained of by the Mansion House Council.

You say you have 255 houses undealt with, and 318 defects in them. You can complete those in another two months if the weather is favourable?—I hope to have the whole of the Mansion House Council's complaints completed in a very short time, weather permitting.

Including your ordinary work?—Yes.

Your Vestry, I see, has reported that the present system of dealing with the dust is unsatisfactory, and recommended a new method?—Yes.

That is the result of an inquiry which extended nearly over a year?—It has been before the Vestry more than that.

There was a committee appointed in May, 1889?—Yes.

There was a previous committee, which took no action?—Yes.

Subsided into nothing?—(No answer.)

The committee was appointed in May, 1889, and their report was presented on March 21st, 1890?—Yes.

Mr. THOMAS called Mr. LEWIS FERGUSON. He was a surveyor, and he was formerly secretary of the Sanitary Committee of the Mansion House Council in Shoreditch, which, he believed was defunct now. During the time he was secretary, the cases he sent in were dealt with with fairly satisfactory promptness, and the works executed efficiently.

#### CROSS-EXAMINATION BY MR. GRANT.

When were you secretary of the Local Committee, Mr. Ferguson?—If I remember rightly, between 1884 and 1886, but it is some years past

now since I had any connection with it, because I resigned my position when I found it was utterly impossible to galvanise any other members of the committee to take any interest in it.

Your memory is vague even of the time you served on the Committee. You don't remember the period you served as secretary?—At the moment I do not.

You said some time between 1884 and 1886?—Speaking roughly from memory.

Not later than 1886?—Certainly not later, I think, but probably it would be earlier.

What did you say you were?—A surveyor.

Where do you carry on business?—At that time at 9, Moorgate Street.

And now?—At Moorgate Street Chambers.

What are your qualifications? Do you belong to the Surveyors' Institute?—No, I do not, but I am continuously engaged in the inspection of house property.

Mr. GRANT : Yes ; I have nothing else to ask you.

Mr. THOMAS replied on behalf of the Vestry, and Mr. Grant restated the grounds on which the Mansion House Council had asked for the inquiry. After which Mr. Nichols said : I wanted the reports of the Vestry. I have, on the part of myself and Dr. Seaton to thank the Mansion House Council for their action, and I am sure the Vestry will also thank them. They have taken action which has called attention to facts which would otherwise have escaped their notice. The Vestry I thank for the use of their Hall, and the officers for the way in which they have assisted us.

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## APPENDIX A.

Report of **D. Cubitt Nichols, Esq., and Edward Seaton, Esq., M.D.**, of the result of a Public Inquiry held by them, by the direction of the Secretary of State for the Home Department, into the Sanitary Condition of certain Premises in the Parish of **St. Leonard, Shoreditch.**

## PARISH OF ST. LEONARD, SHOREDITCH.

*3, Howard Street, Strand, 27 February, 1891.*

SIR,

IN pursuance of your instructions that an inquiry should be made as to the immediate sanitary requirements of the Parish of St. Leonard, Shoreditch, in accordance with the recommendation of the Royal Commission on the Housing of the Working Classes, and that we should hold such inquiry.

We have the honour to report that we placed ourselves in communication with the Vestry Clerk, and also with Mr. Ebenezer Moffatt and Mr. C. W. Brabner, the gentlemen nominated by the Vestry to cooperate with us in such inquiry; and gave notice to the Vestry Clerk, and to the Mansion House Council on the Dwellings of the Poor, that we should proceed with such inquiry at the Town Hall, Shoreditch, on the 12th of November, 1890.

In pursuance of the above notice we attended at the place named, and proceeded upon the inquiry, Mr. Moffatt and Mr. Brabner being present.

Mr. Lewis Thomas, Barrister, appeared on behalf of the Vestry of St. Leonard, Shoreditch.

Mr. Corrie Grant, Barrister, and with him Mr. Joseph Mosenthal, appeared on behalf of the Mansion House Council on the Dwellings of the Poor.

Mr. Shirley F. Murphy, Medical Officer for the County of London, also attended on behalf of the London County Council.

At this meeting three lists were put in; the first of these lists related to 1,948 sanitary defects discovered in houses by the Inspectors of the Mansion House Council, and reported to the Vestry from March to August, 1889; the second list gave the results of a further inspection by the Officers of the Council in November and December, 1889 (by which time, through the action of the Vestry's Sanitary Staff, the 1,948 defects had been reduced to 939); the third list gave the results of a third inspection by the Officers of the Council in September, 1890, and this list showed that the 1,948 sanitary defects reported more than a year before

were now represented by 532. The following table shows the nature of the defects reported to the Vestry by the Mansion House Council:—

SANITARY DEFECTS AS REPORTED TO THE VESTRY BY THE  
MANSION HOUSE COUNCIL.

Nature of Sanitary Defects.	First List, March to August, 1889.	Second List November to December, 1889.	Third List, September, 1890.
Unpaved, or badly paved, yards . . .	225	85	71
Untrapped, or defective, yard gullies . . .	39	16	8
No water supply to water-closets . . .	945	458	282
Defective, or foul, closet apparatus . . .	118	67	4
Dilapidations (including defective roofs, damp walls, broken floors, &c.) . . .	110	88	50
No dustbins . . . . .	108	58	57
Defective dustbins . . . . .	376	157	60
The scullery sink connected with the water-closet . . . . .	14	2	—
Untrapped, or defective, sink gullies . . .	2	—	—
Illegally occupied rooms . . . . .	11	8	—
TOTALS . . . . .	1,948	939	532

The last list (No. 3), containing 532 alleged sanitary defects, was that with which we were immediately concerned, and it was arranged that an inspection should be made, and that after such inspection the public inquiry should be proceeded with as to matters relating to the general sanitary condition and administration of the parish.

We then proceeded to inspect the defects above referred to, and, generally, the streets and houses throughout the parish, being accompanied by Mr. Moffatt, Mr. Brabner, and the Sanitary Inspector (Mr. Alexander), on behalf of the Vestry, and Dr. Parkes, on behalf of the Mansion House Council. Mr. Shirley Murphy, Medical Officer of Health for the County of London, also accompanied us on several occasions.

Sanitary Defects found to exist at our Inspection in November, 1890.

Unpaved, &c., yards . . . . .	44
Defective gullies . . . . .	3
No water supply to closets . . . . .	227
Defective or foul closets . . . . .	6
No dustbins . . . . .	30
Defective dustbins . . . . .	35
Dilapidated roofs, &c. . . . .	25
Other structural defects . . . . .	23
Total . . . . .	393

The above sanitary defects were found in 265 houses.

Dealing first with matters of actual complaint, we found that of the 532 defects reported to exist in September, 48 had been already remedied, and 47 were in course of being remedied at the time of our inspection; and that, with regard to 44 other reported defects, they could be considered as of not sufficient gravity to be injurious to health. But we also found, as a result of our observations, that 393 sanitary defects, some of them of a serious nature, remained unremedied at the time of our inspection, although they had been under the notice of the Vestry for more than a year. The above table shows the character of these defects, the most numerous being those of closets without water supply. Of these nuisances we found 227 existing, and of this number no less than 191 were reported by the Mansion House Council in the spring and summer of 1889, that is to say, a year-and-a-half before our inspection.

But we also found that in regard of the work executed under their directions during the preceding year-and-a-half, the Vestry had not confined their requisitions to houses reported by the Mansion House Council, but had dealt with the houses of whole streets, when but a few of the houses were the subject of complaint.

The inquiry was resumed at the Town Hall on 15th December, and was completed on 19th December.

The following gentlemen were examined :—

Dr. Louis Parkes, Medical Officer of the Council.

The Rev. T. E. Spencer, Member of the Vestry of St. Leonard, Shoreditch.

Dr. H. Gawen Sutton, Medical Officer of Health for the Parish of St. Leonard, Shoreditch.

Mr. Hugh Alexander, Chief Sanitary Inspector for the Parish.

Mr. Alfred Jackson Martin, Surveyor for the Parish.

Mr. Henry Francis Jones, Acting Clerk to the Vestry.

Mr. Lewis Ferguson, a Surveyor practising in the locality.

The contention of the Mansion House Council, as stated by their counsel, was :—

1. That the sanitary staff of the Vestry, though efficient *en personnel*, is insufficient in number.
2. That the present Acts for dealing with sanitary and cognate matters in the parish are inefficiently carried out.

In reply, the contention of the Vestry was :—

1. That, having regard to the density of the population, the general death-rate of the parish is not abnormally high.
2. That the number of sanitary improvements of houses throughout the whole parish effected during the past few years shows that the sanitary staff is both vigilant and efficient.
3. That the decline in the mortality returns from typhoid fever which has been marked and continuous since 1886, is positive evidence of the value of these operations in causing a large reduction in preventable sickness in the parish.

The parish of St. Leonard, Shoreditch, is situated on the eastern side of the metropolitan area. Looked at on the map of London, its boundary line will be seen to be oval and irregular. Its narrow and southern extremity touches the City boundary. Along its eastern border lie Bethnal Green and Hackney; on the northern, Hackney and Islington; and on the western, Islington and St. Luke's, which latter district is in the Parliamentary Borough of Finsbury.

The extent of its area is 648 acres, and the length of its streets is 51 miles.

The nature of the soil has been examined and recorded at two points, viz., at the Shoreditch Workhouse and the Haggerston Gas Works. At the workhouse it consists of ten feet of made earth and eight feet of river gravel, overlying the London clay, which at this point is 60 feet thick. At the Haggerston Gas Works the soil consists of nine feet of made earth and seven of valley drift, over the London clay, which at this point is 56 feet thick. The surface soil of the parish, therefore, may be regarded as of a porous nature for a depth of 16 to 18 feet.

The population at the last census was 126,591.

At the beginning of the century the parish of Shoreditch numbered a population of 34,766. The population increased during the next ten years, 1801-1811, to 43,930; during the next ten years, 1811-1821, to 52,966; during the ten years, 1821-1831, to 68,564; and during the ten years, 1831-1841, to 83,432. The next two censuses, viz., those of 1851 and 1861, showed that the population had increased to 109,257 and 129,364 respectively. Having reached this number, the population has since been stationary. The census of 1871 showed a population of 127,164; that of 1881 126,591. There is every reason to think that the population of the whole parish at the present time is only slightly divergent from the average of the last 30 years, and although there was a slight decrease in the decennial period, 1871-1881, there are indications that a slight increase, rather than a decrease, has taken place since 1881.

Although the population of the parish as a whole remains about the same, considerable fluctuations have taken place in the population of its component parts. Thus we find that at the 1871 census Holywell and St. Leonard's sub-districts numbered a population of 28,975, and at the 1881 census, 22,343, showing a loss of 6,632, or 23 per cent. At the 1871 census the Hoxton sub-districts (new and old), with Haggerston, numbered a population of 98,189, and at the 1881 census, 104,248, showing a gain of 6,059, or 6 per cent.

For the purposes of birth-rate and death-rate calculations during the past ten years, we think it may be safely assumed that the population of the parish has not been less than that of the census of 1881. Indeed, upon such data as we have been able to obtain, we are disposed to regard emigration as having been largely in excess of immigration in 1881-1890 than in the previous decennium.

The large amount of emigration which the census return of 1881 indicated to have taken place during the previous decennial period was in all probability chiefly of persons at the marrying period of life, as seems to be indicated by the remarkable diminution in the number of marriages recorded.

In the 10 years,	1851-60,	the marriages recorded were	16,343
" 10 "	1861-70	" " "	18,519
" 10 "	1871-80	" " "	13,847

The birth-rate in Shoreditch during the last nine years has been considerably higher than that of all London. The average rate per 1,000 of the population has in the case of Shoreditch been 38·0; whereas in all London it has been 32·7. As in all London, so in Shoreditch, the birth-rate during the last nine years has shown a marked and continuous decline. In all London the decrease has been from 34·7 to 30·3 per 1,000 of the population, or 12·7 per cent. of the 1881 birth-rate. In Shoreditch it has been from 40·4 to 35·3 per 1,000 of the population, or 12·6 per cent. of the 1881 birth-rate, a proportion almost identical with that of all London. The following table shows the birth-rate for each year since 1881 for all London and Shoreditch respectively:—

Year.				All London.	Shoreditch.
1881	...	...	...	34·7	40·4
1882	...	...	...	34·2	39·8
1883	...	...	...	34·0	39·6
1884	...	...	...	33·7	39·2
1885	...	...	...	32·6	38·0
1886	...	...	...	32·4	37·7
1887	...	...	...	31·6	36·8
1888	...	...	...	30·7	35·7
1889	...	...	...	30·3	35·3

The proportion of foreigners in Shoreditch to total population is less than in the whole of London. At the census of 1871 the proportion of male foreigners in Shoreditch was 1·1 per cent. of the population, against 2·2 per cent. in all London, and of female foreigners, 0·5 per cent., as against 1·3 per cent. At the census of 1881 the proportion of male foreigners was 1·3 per cent. of the population, against 2·1 per cent. in all London, and of female foreigners, 0·5 per cent., against 1·1 per cent.

The proportion of Irish to the whole population appears not to be in excess of that in all London. But upon this point we regret to say that no information is obtainable from the returns of the last two censuses. At the census of 1861 the proportion of Irish was 1·8 per cent. of the total population, which was rather less than the proportion found in all London.

It is a matter of still greater regret that the census returns of 1881 do not enable us to give recent information on a most important matter connected with the sanitary condition of the people, viz., the occupations of the inhabitants of Shoreditch. For information under this head we are obliged to refer to the census returns of 1871. At that time the percentage of persons over 20 years of age engaged in industrial occupations was, in Shoreditch, of males 69·8, and females 26·7, against 51·2 and 17·6 in all London. We have no reason to think that the disproportionately large number of persons, male and female, engaged in industrial occupations is less now than it was nearly 20 years ago; on the contrary, we suspect the disproportion has increased.

From the statistics supplied to us by the Vestry, it appears that in Shoreditch there are 15,350 inhabited houses, and 1,438 workshops. Of the 15,350 houses, 6,917, or nearly one-half, are assessed at £20 or under. These figures seem to show that the population of Shoreditch is one mainly composed of those engaged in industrial occupations.

The rateable value of the district, in proportion to the population, is therefore low, its present rateable value, according to the statistics furnished us by the Vestry, being £647,882, and the rates for the year ending Lady-day, 1890, amounting to 5s. 1d. in the £.

On referring to the proportion of young children in the parish, as shown by the census of 1881, we find that for the ages under five years (which period of life has a high death-rate) it is 14·7 per cent. of the whole population, a larger proportion than that of all London, which was 13·0 per cent. of the whole population; but, on the other hand, the proportion of children at ages from 5—10 years (which period of life has a low death-rate), is also larger, being as much as 11·5 per cent. of the whole population, whereas for all London it was 10·9 per cent. As regards their influence on the general death-rate, these disproportions would have an opposing effect, the tendency of the excess of persons 0—5 years to heighten the all-ages death-rate being neutralised or balanced to a certain extent by the tendency of excess at 5—10 to reduce it.

The ratio of adult males to adult females is slightly larger in Shoreditch than in London. In all London the proportion of men over 20 to women over 20 is 100 to 121. In Shoreditch the proportion is 100 to 111. The tendency of this disproportion, though slight in amount, is in the same direction as the observed excess of children at ages 0—5, viz., to heighten the all-ages death-rate as compared with that of London. This disproportion is not sufficient, however, to exercise any seriously disturbing influence over the death-rate calculated in the usual way.

The death-rate for the years 1886, 1887, 1888 and 1889—corrected by excluding from the returns of deaths each year those of non-parishioners who died in public institutions in Shoreditch parish, while including Shoreditch parishioners who died in public institutions in other parishes—is given in the following Table :—

YEAR.	Death-rate per 1,000 Persons living.
1886 ... ..	23·5
1887 ... ..	23·2
1888 ... ..	21·0
1889 ... ..	19·1

This gives an average of 21·7 per 1,000 persons living. The average death-rate for all London during the same period was 18·9 per 1,000 persons living.

The counsel of the Vestry laid stress on the fact that the death-rate for 1889 was as low as 19·1, contending that this was proof of the sanitary condition of the parish being not unsatisfactory. We do not consider that any such inference can be drawn from the death-rate of one year. At the same time, we do attach importance to the fact, which we have carefully verified, that the death-rate for the past four years has continuously declined from 23·5 to 19·1, and this, we think, may be taken as satisfactory evidence that the sanitary condition has been steadily and

materially improved of late years. Of similar significance is the fact that the deaths of infants under one year of age have during the four years become reduced from 185 to 156 per 1,000 births; and that, with a practically stationary population, the deaths from typhoid fever have fallen from 32 to 17. Thus, as a result of our investigations, we find, again, after excluding non-parishioners who died in public institutions in other parishes, that the deaths recorded under the head of typhoid fever have been :—

Year 1886	...	...	...	...	...	32 deaths.
„ 1887	...	...	...	...	...	25 „
„ 1888	...	...	...	...	...	20 „
„ 1889	...	...	...	...	...	17 „

And we further find that if the fever mortality be judged, not by the proportion of deaths per 1,000 of the population, but by the proportion fever deaths bear to the whole number of deaths from all causes in each of the years under notice, the fact as to reduction of Shoreditch fever mortality is equally striking. Thus in 1886 the proportion of typhoid fever was one out of every 93 deaths; in 1887, one out of 118; in 1888, one out of 136; and in 1889, one out of 144; whereas in London the mortality from the same disease was year by year as follows: In 1886, one in every 134 deaths; in 1887, one in 138 deaths; in 1888, one in 118 deaths; and in 1889, one in 143 deaths.

The part of the parish which adjoins the City consists chiefly of old buildings, many of which are situated in courts, alleys, and closely confined spaces. But by far the larger part of the area of the parish (about five out of the 600 acres of which it is composed) is laid out in broad straight streets, bordered by artisan houses or cottages. These houses, which are generally six-roomed, seldom exceed 20 feet in height, and are, generally speaking, well circumstanced as regards light and air. The good width of the streets, together with the ample curtilage at the rear of the houses, ensures abundance of light and free circulation of air about them, first requisites for healthy residences. But the houses themselves are less satisfactory. The greater number of those occupied by the artisan class appear to have been erected before the passing of the Metropolitan Building Act in 1855, and in many instances are badly contrived so far as regards providing light and ventilation for the staircases. In addition, they are built of inferior materials, and by inferior workmen. The consequence is that defects, especially in the drainage, have frequently become apparent. This fact is of great importance, as it signifies that a sanitary staff sufficiently large to meet the requirements of a district which has grown up since a better system for supervising the construction of new dwellings has prevailed would not be adequate for a parish in the different circumstances of Shoreditch.

Although the width and arrangement of the streets, speaking generally, is, as has been said, satisfactory, we cannot say the same of their paving and drainage. We frequently found the paving and drainage of the roads and streets (especially some of the smaller streets) to be very defective. We have had submitted to us a detailed account of the annual expenditure in the construction and re-construction of public sewers, of carriage ways and of footways in the parish since 1880. It appears from these statements that the average annual expenditure on the part of the parish

in the construction and re-construction of public sewers during the past 10 years has been £283 15s. 2d.; on private sewers and drains, £248 8s. 4d., which is recoverable from the owners; on carriage ways, £2,159 10s. 10d.; and on footways, £797 9s. 0½d. Consequently the expenditure on the class of work, sanitary and other, the necessity of which is evident to superficial observation, has not during the past 10 years exceeded annually £3,489 3s. 4½d., and a small portion of that sum being recoverable from the owners reduces the amount per annum to some £3,240, about 1½d. in the £ rates.

The water supply is almost entirely by the New River Company, and the service is constant. The action which the Vestry took at the instigation of their medical officer of health to secure for the inhabitants a constant in place of an intermittent service, with its numerous attendant evils, as set out in the annual reports, and as given in evidence before us, is worthy of all praise. In the course of our inspection we found the constant system universally in operation, and hardly a storage cistern was to be seen.

On a par with this was the action of the Vestry taken during epidemics of cholera in 1866, and small-pox in 1871, for the isolation and treatment of cases of these infectious diseases for the benefit of the parishioners. It has been quite the exception for local sanitary authorities in London to accept any responsibility cast on them by the Legislature with regard to the isolation and care of the infectious sick, and we think that the fact that Shoreditch was one of the active Vestries during the times of emergency should be noted to its credit.

We also desire to speak in terms of praise of the medical officer's reports, representing the great necessity of carrying out the drainage improvements which have since been effected as a result of his recommendation under the supervision of the Vestry's Sanitary Staff, and in such a manner as to secure dryness and sweetness of the soil under and immediately around dwellings with a view to preservation of health. The proof of thoroughness in the execution of the drainage work is the sustained satisfactory working of that which is "underground," and consequently out of sight. This part of the work, so far as we have been able to judge, has been admirably executed. As regards the sanitary surroundings and appurtenances of dwellings, evidence of good work is also apparent, not only in the method of paving the yards, but in the institution of a particularly cleanly pattern of water-closet.

We have examined the reports published annually by the Vestry showing the operation of the Adulteration of Food and Drugs Act in the parish during the past 15 years. The Vestry has obtained the services of an eminent analyst, and judging from the number of samples obtained by the inspectors and submitted to that official for analysis, and also from the number of prosecutions undertaken, the Act appears to have been fairly well worked.

A public mortuary, to which bodies awaiting interment may be removed, has been provided in this parish in a very convenient and suitable situation. It was built in 1875, and re-built in 1887. We may here recall the fact that Sir Edwin Chadwick in his evidence before the Royal Commission on the Housing of the Working Classes in 1885, laid great stress on the necessity for such provision as that which the Vestry has made, in order to relieve one of the horrors incident to overcrowding in the dwellings of the very poor.

The Infectious Diseases Notification Act came into operation in 1889. Its effect has been to throw a great deal of additional work upon the sanitary staffs of the London Vestries. We find that this Act has been worked in Shoreditch efficiently and without friction.

A disinfecting chamber, with a hot-air stove, has been provided for the use of the parish.

But although we speak in terms of praise of the quality of the Vestry's sanitary work, we have nevertheless to record the fact that its insufficiency in quantity is very apparent. The Sanitary Inspector has evidently been working very hard indeed in order to avert a public inquiry into the sanitary condition of the parish, and yet there remained at the time of our inspection 191 cases of serious nuisances (water-closets without water supply), which, though they had been under his notice for a year-and-a-half, still continued undealt with. There are no tenement house regulations in force, and our inspection showed that the sanitary condition of the parish suffered in consequence. Thus in many instances we found defects in the water supply apparatus of closets, which could be very easily remedied, but which, if suffered to remain, necessarily give rise to serious nuisances. Nuisances of this class are apt to recur with frequency in tenement houses, and they necessitate their frequent inspection. Such inspection—which should be repeated at intervals of not more than three months—would also reveal cases of overcrowding, and want of cleanliness of the floors, walls, and ceilings of dwelling and sleeping rooms, “recurring nuisances,” in short, which are so frequent a source of ill-health among the poorest class of the community. This periodical inspection of houses would also be a means of improving the system of dust removal by the detection of cases of neglect, of which householders failed to complain.

The sanitary staff of the Vestry consists at the present time of :—

A Medical Officer of Health.	Two Assistant Inspectors (one on probation).
A Public Analyst.	A Clerk.
A Sanitary Inspector.	A Disinfecting Officer.

We have referred to the number and character of the population, and to the fact that the 126,000 persons comprising the population of Shoreditch consist chiefly of that class whose dwellings stand most in need of constant sanitary supervision. We have described the area covered by these dwellings, and we have stated that there are 51 miles of streets to be traversed by the inspectors. We have also referred to the fact that there is no regular and systematic inspection of houses, such as is provided for by the adoption of tenement regulations, and we have made special mention of the additional work entailed by the Infectious Diseases Notification Act. It remains to be observed that, except in the case of the Adulteration of Foods Act, no magisterial proceedings have been taken of late to enforce the various Acts relating to the public health. Such Acts relate not only to the dwellings of the artisan class, but also to the factories and workshops in which they are employed, to bakehouses, slaughterhouses, cowhouses, dairies, and milk-shops. We noticed in the course of our inspection some underground rooms illegally occupied. Although with regard to these, as also with regard to the slaughterhouses, cowhouses, dairies, and milkshops, the responsibility for the enforcement of the Sanitary Acts does not at present rest wholly or directly with the

Vestries, it may be expected that in the future Vestries or District Sanitary Authorities will be made more rather than less responsible for these matters, and consequently there are additional reasons for permanently strengthening the sanitary staff of this district.

In the evidence given before us great stress was laid on the marked and continuous diminution in the mortality from typhoid fever which has taken place in Shoreditch during the last four or five years. We entirely agree with the opinion expressed by the medical officer of health that a marked and continuous diminution in mortality and sickness from such a preventable disease as typhoid fever is generally significant of an improved sanitary condition of dwellings. But this diminution in preventable mortality, which has closely followed—and in all probability resulted from—numerous and extensive improvements in water supply and house drainage, furnishes, in our opinion, the strongest possible argument in favour of accelerating and extending the valuable work which has been in progress throughout the parish since the year 1884. The importance of such work to the wage-earning classes, who constitute the chief part of the population of Shoreditch, cannot be over-estimated, for a lessening of the typhoid death-rate is commonly associated with a lessening of sickness and mortality from other causes, which, like typhoid fever, incapacitate a man for work for several weeks, and sometimes for months. During such time he is not able to earn his living, and consequently he and his family are reduced to poverty, and may possibly become a burden on the parish.

In order to cope with the work that at the present time needs to be done, we think that an increase in the Sanitary Staff is absolutely necessary, and that without such increase the sanitary condition of the parish cannot be properly maintained. In order to bring the condition of the parish up to a satisfactory level, another full inspector at least is required. In our opinion the sanitary condition of the parish cannot be properly maintained with a less numerous staff than that now indicated.

Briefly summarised, the immediate sanitary requirements of Shoreditch are, in our opinion, as follows :—

1. An extension of the work of subsoil and house drainage, the details of which have been so well executed under the supervision of the Vestry's sanitary staff, and an enlargement of the staff to enable this and similar work to be effected. To this end the appointment of an additional inspector is imperative. The staff for the parish would then consist of :—

A Medical Officer of Health	A Second Inspector
A Public Analyst	Two Assistant Inspectors
A Chief Inspector	A Clerk
A Disinfecting Officer	

2. The adoption and enforcement of tenement regulations, and the institution of systematic house-to-house inspection.

3. The more complete exercise of the powers of the Nuisance Removal and other Sanitary Acts by necessary magisterial proceedings.

We also suggest that the Vestry should give its early attention to the condition of the roads and streets which are in need of better drainage, paving and scavenging.

In submitting this report, we beg also to call your attention to a matter of fundamental importance in connection with the dwellings of the working classes. In the course of our inspection we visited many of the so-called "Model blocks" of dwellings built on the flat system. To say that some of these model blocks are built without due regard to sanitary requirements would be a misuse of language. The fact is that they are built in gross violation of the very first principles of sanitation. We may draw attention to some blocks of dwellings on the Vinegar Ground, Shoreditch, which illustrate our meaning in a most striking manner. Here will be found buildings on the flat system over 40 feet high and less than 20 feet apart, containing large numbers of separate tenements approached by dark corridors. The water-closets for these dwellings abut on the corridors, and are without direct light or proper ventilation. The dwellings thus approached contain rooms, many of which can never be penetrated by the rays of the sun. These dark gloomy habitations are, in our opinion, far more likely to become a source of danger to the public health than are even the worst of the dilapidated cottages to which public attention has been drawn by the Mansion House Council.

In the course of our inspection we have received every assistance from Mr. Moffat and Mr. Brabner, and our thanks are due to the Vestry for the use of their board-room, and also to their officers, who supplied us with all the information required.

We have, &c.,

(Signed) D. CUBITT NICHOLS.  
EDWARD SEATON, M.D.

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

(Signed) E. MOFFATT.  
C. W. BRABNER.

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

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## APPENDIX B.

HOUSING OF THE WORKING  
CLASSES ACT, 1890.

## Proceedings Relating to Unhealthy Areas, Dwelling-Houses and Obstructive Buildings.

## PART I.

**Unhealthy Areas.**—The Local Authorities in London for the administration of this Act are, in the County of London outside the City, the County Council ; in the City, the Commissioners of Sewers. A representation as to an unhealthy area is made by the Medical Officer of Health : *i.e.*, in the County of London outside the City, by the Medical Officer of Health of the County, or by the Medical Officer of Health of the district in which the area is situated ; in the City, by the Medical Officer of Health of the City.

The Medical Officer of Health may be required to report on any area by any two or more Justices of the Peace acting within the district for which he is Medical Officer of Health, or twelve or more persons liable to be rated to the Local Rate. If he fail to inspect the area or to make an official representation, or if he represent that the area is not an unhealthy area, an appeal may be made to the Home Secretary, who is then required to appoint a legally qualified Medical Practitioner to inspect the area, and to make a representation as to the facts of the case ; and if the report of the latter state that the area is an unhealthy area, the Local Authority is required to proceed as if they had received an official representation to that effect. If the Medical Practitioner report that the area is not an unhealthy area, the Home Secretary may require the whole or any part of the costs of the inquiry to be paid by the Appellants.

Section 5.

Section 16.

An area is an unhealthy area within the meaning of Part I. of the Act when within it,

- Section 4.
- (a) any houses, courts, or alleys are unfit for human habitation ; or
  - (b) the narrowness, closeness, and bad arrangement, or the bad condition, of the streets and houses or groups of houses within it, or the want of light, air, ventilation, or proper conveniences, or one or more of such causes, are dangerous or injurious to the health of the inhabitants, either of the buildings in the area or of the neighbouring buildings ;

and that the evils connected with such area cannot be effectually remedied otherwise than by an improvement scheme for the rearrangement and reconstruction of the streets and houses within the area or of some of them.

Section 4.

On receipt of a representation as to an unhealthy area, the Local Authority, if satisfied of its truth and the sufficiency of their resources, are required to prepare an improvement scheme, and apply to the Home Secretary for its confirmation. If they fail to pass any resolution as to the area or decide not to proceed, they must report their decision to the Home Secretary, who may order a Local Inquiry to be held.

As soon as the Local Authority have resolved that the area is an unhealthy area, a scheme is prepared and advertised in the newspapers, notice is served on every owner, lessee, and occupier, and application is made to the Home Secretary to confirm the scheme. He orders an inquiry to be held, and if satisfied of the truth of the representation, issues an Order confirming the scheme, which is provisional until confirmed by Parliament.

The amount of compensation is determined by arbitration.

## PART II.

**Unhealthy Areas.**—When the unhealthy area is too small to be dealt with under Part I. of this Act, it may be dealt with under Part II., the Local Authorities for the purpose being, in the County of London outside the City, the Vestries and District Boards and the London County Council; in the City, the Commissioners of Sewers. If the London County Council proceed, they may apply for a contribution towards the expenses from the Vestry or District Board, and the latter, in proceeding, may apply for a contribution from the Council. In the event of want of agreement, the Home Secretary may determine the amount of contribution.

Section 46  
(6).

An area is an unhealthy area within the meaning of Part II. of the Act when it appears to the Local Authority that the closeness, narrowness, and bad arrangement, or bad condition, of any buildings, or the want of light, air, ventilation, or proper conveniences, or any other sanitary defect in any buildings, is dangerous or prejudicial to the health of the inhabitants either of these buildings or of the neighbouring buildings, and that the demolition or reconstruction and rearrangement of the buildings, or of some of them, is necessary to remedy the evils, and that the area comprising those buildings, and the yards, outhouses, and appurtenances, and the site of the buildings, is too small to be dealt with as an unhealthy area under Part I.

Section 39.

The Local Authority are required to pass a resolution that a scheme ought to be prepared for the improvement of the area. Notice is then served on every owner, lessee, and occupier, and the Local Government Board is petitioned for an Order sanctioning the scheme.

The Local Government Board may hold an inquiry and approve the scheme with or without modifications. The Local Authority may then purchase the whole area by agreement, but if they do not agree with the owners, the Order is published in the *London Gazette*, and notice served on the owners. If, within two months after the publication, the Local Government Board is petitioned against the Order, the Order is provisional, unless it is confirmed by Act of Parliament. If no petition be presented, the Order is confirmed and comes into operation. The amount of compensation is determined by arbitration.

**Unhealthy Dwelling-Houses.**—The Local Authorities are the same as above, but as to powers of the London County Council see after. It is the duty of the Medical Officer of Health of every district to represent to the Local Authority of that district any dwelling-house which appears to him to be in a state so dangerous or injurious to health as to be unfit for human habitation. Section 30.

If in any district any four or more householders living in or near to any street complain in writing to the Medical Officer of Health of that district that any dwelling-house in or near that street is in a condition so dangerous or injurious to health as to be unfit for human habitation, he is required to forthwith inspect the same and transmit to the Local Authority the complaint together with his opinion thereon, and if he is of opinion that the dwelling-house is in this condition, he is required to represent the same to the Local Authority, but the absence of any such complaint does not excuse him from inspecting any dwelling-house, and making a representation. Section 31.

Every Local Authority is required to cause to be made from time to time inspection of their district, with a view to ascertain whether any dwelling-house is in this condition, and to forthwith take proceedings for closing any such house by applying to a magistrate. Proceedings may be instituted whether the house is occupied or not. Section 32  
(1).

The magistrate is empowered to make an Order for the closing of all dwelling-houses when dangerous to health, so as to be unfit for human habitation, and may, in addition to making a Closing Order, impose a penalty not exceeding £20. Section 32  
(2).

Where a Closing Order has been made, the Local Authority are required to serve notice of the Order on every occupying tenant of the dwelling-house, and within the period specified in the notice, not being less than seven days after the service of the notice, he is required with his family to cease to occupy the house, and in default he is liable to a penalty not exceeding 20s. a day during his disobedience to the Order. Section 32  
(3).

The Local Authority may make to every tenant such reasonable allowance on account of his expenses in removing as may have been authorised by the court making the Closing Order, and the amount of the allowance is a civil debt, which can be recovered by the Local Authority from the owner of the house.

Section 33 (1). After the house has been closed, if the Local Authority are of opinion that the house has not been rendered fit for human habitation, and that the necessary steps are not being taken, and that the continuance of the whole or part of it is dangerous or injurious to the health of the public, or of the inhabitants of the neighbouring dwelling-houses, they are required to pass a resolution that it is expedient to order the demolition of the building.

Section 33 (2). Notice of this resolution must be served on the owner, specifying the time and place for its further consideration and of any objections which he may offer. After such consideration, unless the owner undertakes

Section 33 (3). to execute forthwith the necessary works, if the Local Authority consider it expedient to do so, they are required to order the demolition of the building. If the owner undertake to execute the necessary works, the

Section 33 (4). Local Authority may specify the time within which they are to be completed, and if they are not completed within that time, or any extended time allowed by the Local Authority or a Court of Summary Jurisdiction, the Local Authority are required to order the demolition of the building.

Section 34 (1). Where an Order for the demolition of a building has been made, the owner is required within three months after service of the Order to take down and remove the building, and if he fail the Local Authority are required to do so. Where a building has been so taken down, no other erection is to be placed upon the site which will be dangerous or injurious to health.

The owner may appeal to Quarter Sessions, and proceedings are suspended until after the appeal is determined or ceases to be prosecuted.

Section 38 (1). **Obstructive Buildings.**—The Local Authorities are the same as for Unhealthy Dwellings ; as to powers of London County Council, see after. The Medical Officer of Health is required to represent to the Local Authority any building which, though not in itself unfit for human habitation, is so situate that by reason of its proximity to or contact with any other buildings,

(a) it stops ventilation, or otherwise makes or conduces to make such other buildings to be in a condition unfit for human habitation, or dangerous or injurious to health ; or,

(b) it prevents proper measures from being carried into effect for remedying any nuisance injurious to health, or other evils complained of in respect of such other buildings.

Section 38 (2). Any four or more inhabitant householders of a district may make to the Local Authority of a district a representation as respects any building, to the like effect as that of the Medical Officer.

Section 38 (3). The Local Authority is required to cause a report to be made to them respecting the circumstances of the building, and the cost of pulling it down and acquiring the land ; and if they decide to proceed, to furnish the owner with a copy of the representation and report, and to appoint a time for their consideration and for hearing any objections thereto. After

such consideration, they may order the building, or, under certain circumstances, a part of the building, to be demolished. The owner may appeal to Quarter Sessions. The amount of compensation is determined by arbitration, and the owner, by giving due notice, may, if he desire it, retain the site.

### Powers of the London County Council as to Unhealthy Dwelling- Houses and Obstructive Buildings.

Every Vestry and District Board of Works is required to forward to the London County Council a copy of any representation made to them by a Medical Officer of Health or any inhabitant householders as to any house being dangerous or injurious to health so as to be unfit for human habitation, or as to any obstructive building, and also where a Closing Order has been made. Section 45  
(1).

Where the London County Council are of opinion that proceedings for a Closing Order as respects any dwelling-house ought to be instituted, or that an Order ought to be made for the demolition of any buildings forming part of any dwelling-house as to which a Closing Order has been made for pulling down an obstructive building specified in any representation under Part II. of the Act, and after notice of their opinion, not being less than one month, has been given in writing to the District Authority, they may pass a resolution that the Local Authority have failed to institute or properly prosecute proceedings or to make the Order for demolition, or to take steps for pulling down an obstructive building, and thereupon the powers of the District Authority as respects the dwelling-house and building become vested in the Council. Section 45  
(2).

A representation from the Medical Officer of Health of the County, and forwarded by the Council to the Local Authority, has the like effect as a representation from the Medical Officer of Health of the district. Section 52.

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## APPENDIX C.

## MEMORANDUM

On Sanitary Laws for Dwelling-houses in the  
Metropolis.

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 ashpit 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 such 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 anyone 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.

Since the passing of the Housing of the Working Classes Act of 1855, the due administration of the Sanitary Acts has become obligatory on local authorities, instead of being, as heretofore, permissive. By section 7 of the above Act, it is enacted that "it shall be the duty of every local authority entrusted with the execution of laws relating to public health and local government to put in force from time to time, as occasion may arise, the powers with which they are invested, so as to secure the proper sanitary condition of all premises within the area under the control of such authority."

### 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 thirty 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 story 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).

The power of the Water Companies to cut off water where the rate is payable by the landlord is abrogated by the Water Companies (Regulation of Powers) Act, 1887, and any Company contravening this Act is subject to a fine of not exceeding £5 for every day on which the water remains cut off.

**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, when the sewer be within 100 feet of the house.

**Dust-bins.**—The provision of dust-bins can be enforced under the Metropolis Local Management Act, 1855, 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, or galvanised iron pails 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 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 opened 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 ashpit 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 12 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 person 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 Vict. c. 70.)

By section 4 of the Housing of the Working Classes Act, 1885, “the owner of any premises who is required by an order of a local authority, made under the Artisans’ and Labourers’ Dwellings Act, 1868, to execute any works on or to demolish the premises, shall cease to have the power to require the local authority to purchase such premises.”

By section 12 of the same Act it is provided that in any contract for letting for habitation by persons of the working classes a house or part of a house, there shall be implied a condition that the house is, at the commencement of the holding, in all respects reasonably fit for human habitation. The houses above mentioned are, in the Metropolis, those with rateable value not exceeding £20 per annum, for which houses the rates may be compounded.

**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.”

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## APPENDIX D.

## NOTICE

As to the duties of Landlords in maintaining their houses in good Sanitary Condition.

THE OWNERS or their tenants (according to the terms under which the houses are let) may be compelled to put them in proper Sanitary Condition, and there are additional provisions respecting small property.

Those who rent cottages, or parts of houses, or even single rooms, should know of the law which was passed nearly six years ago for their special protection. Since August 14th, 1885, every one who lets a house, or part of a house, at a *rateable* value not exceeding £20 a year, is now bound by law to have the house or room in a reasonably habitable state when the tenant goes in. The drains and the water supply must be in proper order, and the house or room must not be so damp as to be unhealthy, or so dilapidated as to be dangerous. If the tenant or his family fall ill from defects in the drains or water supply, or from the dampness of the room, or are injured by the fall of ceilings, or the rottenness of floors, or the like, the landlord can be sued in a County Court for the loss which the tenant or his family have suffered—such as the doctor's bill, or the loss of wages while ill.\* Tenants must, however, remember that they cannot make the landlord pay when they have

\* In 1889 a landlord was obliged to pay his tenant, who was the occupier of three rooms, £50 compensation for injuries caused by the fall of the plaster of the ceiling of one of the rooms. The landlord in that case tried to make out that the tenant's only remedy was to give up the rooms if they were not habitable: but the Court said that "The object of the Act was to provide the working classes with reasonably fit and proper dwellings."

themselves carelessly or wilfully stopped up the drains, or broken the water fittings, or damaged the structure of the house, or otherwise made it unfit for human habitation.

When there is illness in a family which seems likely to have been caused by the unhealthiness of the house or room, the tenant should send for the sanitary inspector at once, and also ask the doctor, who attends, his opinion about the cause of the illness. If the doctor's opinion is that the illness really is caused by the bad Sanitary Condition of the house or room, and if such state of the house or room does not come from the tenant's own neglect, then the tenant should require the landlord to put the place to rights, and pay the expenses caused by the illness.

It is always necessary to have a doctor's testimony where the illness is believed to be due to defective drainage or the like.

[This law was originally part of the Housing of the Working Classes Act, 1885, 48 & 49 Vict. c. 72 (s. 12), but is now contained in the Housing of the Working Classes Act, 1890, 53 & 54 Vict. c. 70 (s. 75), and in 32 & 33 Vict. c. 41 (s. 3).]

If, for any reason, the tenant wants any help in dealing with his case, let him apply to

THE MANSION HOUSE COUNCIL ON THE DWELLINGS  
OF THE POOR,

31, Imperial Buildings, Ludgate Circus, E.C.

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## APPENDIX E.

## LONDON WATER SUPPLY:

Its Sources, its Cost, its Management; with some Practical Suggestions for Improvement.

## SOURCES OF WATER SUPPLY.

I.—The history of the water supply of London is of great and curious interest, and is traced out by Mr. Clifford in his history of private Bill legislation (*see p. 12*). But our chief concern is not with the past, but with the present and future of our water supply. Most of the water which we drink is drawn from the Thames water-shed, the natural source for the supply of London. In this we include the River Lea and the other numerous tributaries of the Thames. The effect of some of these streams in increasing the pollution of the Thames water is very considerable. In some cases the sewage of towns or villages is allowed to flow into them without purification. And although the sewage of Oxford and other towns is subjected to some form of treatment before it is allowed to pass into the Thames, yet "it ought to be laid down as an axiom that water which has once been mixed with sewage, even in its comparatively purified state, is never safe for human consumption."\* Something, however, might be done if effective measures were taken under the Rivers Pollution Act, 1876.† But the local sanitary authorities are not likely to commence a prosecution against themselves, and the Thames Conservancy is a feeble body upon which London is not very fully represented, and has not enough funds to be able to take effectual measures against the offending places. It is, however, remarkable that the Rivers Pollution Act itself carefully props up vested rights of pouring sewage into the Thames along those channels which were constructed, or in process of construction, on August 15th, 1876, if the best practicable and available means have been used to render the "sewage-matter" (*sic*) harmless. But it should be observed that the Act does not require that the sewage matter shall *be* harmless.

\* Marsh's Handbook of Rural Sanitary Science, *p.* 78.

† 39 & 40 Vict. c. 75, secs. 3, 4.

Sir Lyon Playfair, M.P., says :—

“But what is the condition of many towns such as London itself? They are situated on rivers from which their water supply is derived, and it may be, and often is the case, that hundreds of thousands of persons pour their abominations into the river before it is used for the town lower in the stream. London, in this way, has to drink all the foul drainage of about a million persons (*sic*) above it in the stream. The people cannot realise this nastiness or they would not tolerate it for a day.”\*

#### BY WHOM SUPPLY IS GIVEN.

II.—The London drinking water is furnished by eight companies without any assistance from any public fund: the New River Company, the East London Company, the Southwark and Vauxhall Company, the West Middlesex Company, the Lambeth Waterworks Company, the Chelsea Company, the Grand Junction Company, the Kent Company.

All these companies are established by charter or Parliamentary authority.

The effect of their private Acts is to give them a practical though not an absolute monopoly of the supply of water in their respective districts, as against one another. There is, however, nothing to prevent an independent supply being obtained by municipal authorities or new companies, except the cost, and the necessity that the persons intending to supply should get authority from Parliament to take up the streets, and to acquire lands, etc.

#### CHARGES FOR WATER.

III.—There are two modes of charging for water now in use. One is by meter, in the same way as gas is paid for. This in London applies only to water used for trade purposes. An unsuccessful attempt was recently made to enforce supply by this method to warehouses in the City of London, in some of which the consumption of water is very small and the rateable value of the premises supplied very large. The effect of the present state of the law is that the water companies make enormous profit out of places of business to which little or no water is supplied. But a Bill is before Parliament this session which proposes to give consumers of water an option to be supplied by meter if they prefer it.

The other, and the more usual mode, is by rate on the annual rateable value of the premises supplied (48 & 49 Vict. c. 34). This applies to water used for domestic purposes, and is based on the rough estimate that the amount of water used will, on an average, rise with the value of the house. It is probably undesirable to

\* “Subjects of Social Welfare,” Part I., Public Health, p. 23. (Cassell & Co.)

apply the system of supply by meter to domestic purposes (although if this were done the exact consumption of each family would be ascertained, and no man would pay for his neighbour's waste, or taste for much bathing), for probably the cost occasioned by the increase of disease in London would be greater than that of the more plentiful water supply. And it is obvious that it is the direct interest of *each* that *all* should have abundance of pure and wholesome water.

If the water companies were bought up, or their management transferred to a public authority, no doubt water rates would still be levied in proportion to rateable value, and the same increase of the quinquennial assessments, of which complaint is now made, *might* still go on. But if so one of two things would happen:—

(1.) Either the public authority would be able to reduce the rate, because of the automatic increase of rateable value in London; or

(2.) The public authority would receive, on each fresh assessment, an increase of income, which would be spent either in improving the supply, or in lessening the burden of local taxation for the benefit of the inhabitants of the metropolis.

In this way the increase of the quinquennial assessment would be no loss to Londoners, as the money would be taken out of one of their pockets and go into the other. At present, the gain in money goes into the pockets of the water companies. With reference to the meaning of the terms "annual value" and "consumer of water," we must refer our readers to the decision of the House of Lords in *Dobbs v. The Grand Junction Water Company*, 9 App. cas. 49, and *Cooke v. The New River Company*, 14 App. cas. 698.\* At present a reduction in the water rate can in theory be obtained under ss. 80—82 of the Waterworks Clauses Act, 1847 (10 & 11 Vict. c. 17), when the company has obtained the maximum profit prescribed by its Acts—usually 10 per cent. One company in London, the West Middlesex, does grant a small discount under these provisions; but the sections referred to are ill-drawn, and it would be both difficult and expensive to overhaul the companies' accounts, unless the task is undertaken by the London County Council, or some other public body.

#### CUTTING OFF SUPPLY.

IV.—Intimately connected with the subject of charges is the power of the companies to cut off water supply. This power gives them a very ready means of insisting on any claim they may think

\* See also pamphlet by Mr. Archibald E. Dobbs on this latter case. (London: Longmans, Green & Co.)

fit. The difficulties of fighting a water company are well exhibited by Mr. Archibald Dobbs in an appendix to the pamphlet we have mentioned. Also it must be remembered that any overcharge will be only a few shillings or a few pounds to any individual, while the cost of legal proceedings with a company may amount to hundreds of pounds.

At present the water supply of a house may be cut off for any of the following reasons:—

(1.) For non-payment of water rates (Waterworks Clauses Act, 1847, 10 & 11 Vict. c. 17, s. 74), which are by s. 70 of that Act payable in advance, possibly in compensation for the right given (by s. 53) to demand a supply of pure and wholesome water for domestic purposes. This right of cutting off has, in the public interest, been cut down by Forrester's Act (50 & 51 Vict. c. 21), which forbids the cutting off the water supply of the tenant when the *landlord* is by law or agreement liable for the water rate. Notwithstanding that recent Act, cases of hardship still arise. Recently in Chelsea a water company, in cutting off water for non-payment of rates, stopped the supply of other persons who had paid their rates, but who received their supply of water through the same pipe; and the persons deprived of water were without redress.

The companies which incorporate in their special Acts the Waterworks Clauses Act, 1863 (26 & 27 Vict. c. 93, s. 21), can sue for the water rates in addition to cutting off the water.

(2.) For waste:—

(a.) If the cistern is out of repair, so as to cause waste (1847, s. 55), the company may repair, at the expense of the consumer, and has power to enter and inspect, to which is attached the penalty of cutting off if admittance is refused (1847, s. 57).

(b.) The Act of 1863 (26 & 27 Vict. c. 93, s. 16) provides that, as to special Acts passed after that Act, the company can cut off the water in case of waste, misuse, undue consumption, or contamination.

(c.) Each London company has also special provisions in its own Acts, which it can utilise in addition to those already mentioned.

(3.) The effect of s. 26 of the Metropolis Water Act, 1852 (15 & 16 Vict. c. 84), and of s. 17 of the Metropolis Water Act, 1871 (34 & 35 Vict. c. 113), is to empower the metropolitan companies, subject to the approval of the Local Government Board, to make provisions to regulate water-fittings, and prevent waste and misuse. The Act of 1871, so far as it relates to fittings, might more properly be called the Plumbers' Act, the regulations being calculated chiefly to benefit that trade.

By s. 25 of the Act of 1852, and s. 32 of that of 1871, the companies can cut off for any wilful breach of the Acts of 1852 and 1871, or the water regulations, or the special Acts, or any general Act incorporated with them in the Acts of 1847 and 1863. The absence of the prescribed fittings in a district where the supply is constant is a nuisance entitling the local authority to treat the house in which it exists as unfit for human habitation (34 & 35 Vict. c. 113, s. 33).

It is obviously needful in the interests of the public health to prevent waste, misuse, or contamination of water. But probably it would be better to include in the new Public Health Bill for London, which is about to be introduced by the Government, adequate provisions on this head than to leave the matter to the commercial adventure of water companies. To make this change effective, the complex provisions of the special Acts should be repealed.

A great objection to the present law in London is that (*a*) owing to the number of private Acts obtained during many years by the eight companies which are not easily accessible, and the provisions of which vary considerably; and (*b*) to the fact that parts of four Public Water Acts have to be read in with them; and (*c*) to the need of reference to the *Board of Trade*\* water regulations, the respective rights and duties of consumers and company are not ascertainable by the consumer without recourse to legal advice, involving considerable research and expense. The companies are, of course, familiar with their own Acts, and are only too ready to enforce their provisions.†

The complexity of the New River Act called forth the following judicial comments from the "Law Lords" in *Cooke v. The New River Company*, 14 App. cas. 698.

LORD HERSHELL: My Lords, it has been my lot to attempt to construe many Acts of Parliament which were obscurely worded, but I do not think I ever met with one upon which it was more impossible to put a satisfactory construction than the statute with which we have to deal in the present case. If the object had been to render it as difficult of construction as possible success could hardly have been more complete. I have read the series of enactments contained in secs. 35 to 41 again and again, and it appears to me to be impossible to put any construction upon them which is not open to well-founded criticism. In the view which I take it is not necessary to deal with many of those sections.

\* The power has now been transferred to the Local Government Board. See Public Health Act, 1875, s. 345, sched. v.

† A tabular view of the "Charging Sections" of the Metropolitan Water Companies Acts, and of the General Act, has been prepared and circulated by Mr. Archibald Dobbs. This able summary well indicates the variations of the powers and provisions of the Acts.

LORD FITZGERALD: My Lords, I agree in the result announced, and also in the criticisms of my noble and learned friend on the woolsack upon this particular Act of Parliament. It might almost be said to be the result of malicious ingenuity if it had not been that probably the Bill was submitted to a select committee, and we may take the contradictions in it as resulting from some effort at compromise in the course of the deliberations of that committee.

LORD MACNAGHTEN: My Lords, in attempting to construe this ill-drawn enactment I cannot say that I have arrived at a conclusion which is quite satisfactory to my own mind.

#### ADEQUACY OF SUPPLY.

V.—The adequacy of the London water supply was to some extent considered by the Royal Commissioners of 1885 on the Housing of the Working Classes.

Q. 930. (The Prince of Wales)—“Is there generally an adequate supply of water?”

Mr. H. T. Boodle—“In many cases there is not, Sir.” (Mr. Boodle however appears to refer to some of the older houses on one estate.)

Q. 4388, etc.—Mr. T. C. Dunkinson, Visitor of the London School Board, stated that in Nos. 62, 63, 64, Tanner Street there was only one water supply for the three houses and that in Medley Place there was only one water supply for ten houses.

Q. 3063. Mr. T. Jennings, Chairman of the Sanitary Committee of the Vestry of Clerkenwell, gave the following description of a visit to ———— Place:—

“There were no back yards, and no back ventilation. The court outside was all in holes; the drain or sink which should carry off all the wet was upon the highest part of the ground instead of being upon the lowest, so that of course the water laid in pools all about the place. The poor people crowded round us, three or four men and women, and young people, glad that some one had gone down taking notice of the way in which they lived, and hoping that something might be soon done. With regard to their water supply, they told us that they had to get up at six o'clock in the morning when the water was turned on, and each one vied with the other to see who would get up first to catch the first three or four pailfuls that came up from the pipe, because it was black and putrid. Evidently there was a leakage in the ground underneath, so that the putrid matter percolated through to the pipe, and was forced through when the water first came on. That state of things they said had existed a considerable time, and they could not get it improved.”\*

Some time has elapsed since the above evidence was given, and it is believed that improvement has been effected through the action

\* See also Q. 9635.

of the Mansion House Council and the impulse which has been given by public opinion; but these extracts tend to illustrate the miserable inadequacy of supply in certain of the poorer districts. This inadequacy, however, appears to be usually due to the supineness or greed of the owners, and the incompetence or corruption of the vestries and district boards, the former being quite able to provide, and the latter to compel, a proper supply. There is one section of the Act of 1871 (s. 14) relating to stand-pipes, empowering the Local Government Board to order a standpipe (26 & 27 Vict. c. 93) s. 16) in courts in which an effectual supply cannot be given without recourse to a standpipe.

#### SUGGESTIONS.

The following alterations in the law seem necessary:—

1. Water not to be cut off in any case for non-payment of water-rate.

2. Water not to be cut off for waste, misuse, undue consumption, or contamination without notice to the local authority—if possible before cutting off—except in very urgent cases, and in any event within twenty-four hours.\*

In such cases, a standpipe to be put up at the cost of the landlord or consumer, and the companies to be empowered to charge the cost upon the premises in the same way as in the case of unpaid water-rates (50 & 51 Vict. c. 21). Remedy to be preserved against any person whose misconduct has necessitated the cutting-off.

3. Constant supply to be enforced throughout London. There is ample power for this in the Water Act of 1871, which can be exercised by the London County Council under s. 8 of the Act. Until this is done, the local authorities ought to insist on the cleansing of cisterns, on their having proper covers, and on the separation of the drinking supply from that for flushing or supplying drains and water-closets. The water regulations now in force as to houses where a constant supply is given will need considerable alteration, as they are at present too severe on the consumer.

4. Section 72 of the Waterworks Clauses Act, 1847, should be amended so as to impose liability for the water supply upon the owners of tenement houses and owners who are allowed by law to compound for the local rates, *i.e.*, where the houses belonging to them are of a rateable value not exceeding £20 (32 & 33 Vict. c. 41, s. 3). At present, in the absence of a special bargain, the land-

\* A precedent for this is found in 34 & 35 Vict. c. 113, s. 32, which requires notice within twenty-four hours after cutting off in cases where the company is required, or proposes, to give constant supply.

lord is only liable for the water supply when the rateable value is £10 or under, and very few houses in London are rated so low as £10.

A summary remedy should be given against the landlord for non-payment, or else 50 & 51 Vict. c. 21\* should be extended to the proposed new enactment.

5. Whenever a water company proposes to take proceedings to enforce water-rates, or for offences against the various Water Acts, the company should be required to give notice to the local authority, and the local authority should be empowered either to defend the person proceeded against, or to intervene in any case in which the proceeding involves matters of public interest; the expenses incurred by the local authority in so doing, if not ordered to be paid by the water company, should be chargeable on the local rates. A provision of this kind would enable test cases to be tried as to all questions of importance under the numerous Water Acts, and would make water companies very chary of stretching their powers to the utmost against individual consumers, who at present are overborne by the wealth and determination of the companies. At present, the companies can do exactly what they choose in most cases, as few people can afford to incur the legal expenses of appeal after appeal.

#### BRIEF HISTORY OF LONDON WATER SUPPLY.

The following is a brief *résumé* of the result of investigation into the history of the Water Supply of London.

The Corporation of the City of London were the pioneers in the provision of a water supply; and so early as 1235 they obtained a royal charter to construct conduits bringing water from Tyburn, which continued in use until 1812.

A large part of the supply was then drawn direct from the tidal Thames, but its pollution even as early as 1350 led to stringent civic ordinances to prevent the casting of impurities into the stream. The first London Water Act was passed in 1543, authorising the Corporation of the City of London to obtain a further supply from Marylebone and the Hampstead springs. But nothing was done under the Act till 1589, and in the meantime, in 1582, a water-wheel was erected in one of the arches of old London Bridge to pump up water for the adjacent parts of the City up to Gracechurch Street.

In 1606 and 1607 the Corporation obtained Acts for bringing water from Amwell, but, in 1609, transferred their powers under the Act to Sir Hugh Middleton. This led to an outcry among the adjoining owners, and to a vigorous attempt to repeal the Acts.

\* See p. 103 ante.

But Middleton interested King James in the undertaking, and was enabled to complete, by 1613, the cutting of the New River, by which the water was brought down to New River Head in Clerkenwell.

But Londoners of these days believed that it was their civic privilege to have water supplied free of cost, and were unwilling to pay for the New River water; and King James had to protect his interests in the undertaking by repeated orders to the Corporation, to compel the citizens to accept and pay for the new water supply.

In 1619 the New River Company was incorporated by Letters Patent, for which they vainly sought statutory confirmation. The king's shares in the company were regranted to the company by Charles I. for a charge of £500 a year, which is still paid.

In 1681 a company was created with the authority of the Crown and the Corporation, to construct works at Shadwell for the supply of Wapping and the Tower Hamlets, and East Smithfield, and in 1691 the company obtained an Act of Parliament.

In the 18th century innumerable projects for London water supply were started, some of which resulted in the constitution of the present companies.

The Chelsea Water Company was formed in 1723 by Charter and Act of Parliament, after long and careful consideration by Parliament.

In 1748 the Lea was utilised for the supply of East London, under an Act which created companies which, in 1807, were amalgamated by statute into the East London Company.

The Lambeth Company was formed in 1785, and empowered to draw water direct from the Thames near Westminster Bridge for the supply of South London.

The West Middlesex Company was incorporated in 1806. Its water was at first drawn from the Thames at Fulham.

The Grand Junction Waterworks Company was formed in 1811.

The Southwark and Vauxhall Company owes its origin to the South London Waterworks Act of 1805, and was also empowered to draw from the Thames, and forbidden to touch the purer water of the Wandle or Ravensbourne, or supply that part of South London which was then included in the County of Kent. The company was constituted in its present form in 1846.

The Kent Company was formed in 1809. It is certain that Woolwich was excluded from the Kent Company's district, because the Woolwich local authorities themselves, in that year, obtained an Act for the municipal supply of water to that town.

Up to the beginning of this century there had been unlimited competition between the different Water Companies, and innumerable rival schemes had been started and agitated in and out of Parliament. There were no clearly defined limits of supply, and Parliament, in some of the private Acts, deliberately forbade the amalgamation of

the rival companies. The result of this was active competition, ruinous to the competitors, and an enormous outlay on double sets of superfluous mains. The consumers had, however, the advantage of this competition being able to beat down the cost of water and to change the source of their supply.

But the competition was brought to an end in 1817 by what Mr. Clifford terms a treaty of partition, which so far displeased consumers that the Vestry of Marylebone (which district up till 1817 had been supplied by five competing companies), in 1818 and 1819 promoted Bills to enable the Vestry to construct waterworks, or contract with any company for the supply of the parish.

An attempt was made in 1821 to regulate the charges and competition by a public Act. The companies moderated their demands, and thereby avoided legislation. Between 1828 and 1845 the increasing pollution of the Thames and the cholera led to a Parliamentary inquiry, and to the consequent shifting of the intake of the whole of the companies higher up the Thames. The existing reservoirs close by the Thames at Lambeth, and Hammersmith, and Chelsea remain to indicate the old intakes.

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## APPENDIX F.

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 QUESTIONS FOR CANDIDATES  
 FOR THE VESTRY.
 

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*It is suggested that these questions should be put to Candidates by voters.  
 Modifications may be necessary to suit particular districts.*

1. Are you the owner or lessee of any house property in the district, or are you the agent or collector for any landlord owning such property?
2. Will you vote in favour of the Medical Officer of Health being required to give his whole time to the duties of his office, that he shall be excluded from private practice, and that he shall be properly paid?
3. Will you do all you can to strengthen the hands of the Medical Officer of Health by making him chief of the Sanitary Department, and quite independent of any house owners on the Vestry?
4. Will you vote for increasing the staff of Sanitary Inspectors until there is at least one for every 2,500 inhabited houses?
5. Will you vote against any Sanitary Inspector being appointed unless he is properly certificated?
6. Will you support any steps taken to ensure each Sanitary Inspector being properly paid?
7. Will you vote for the adoption of the Tenement Regulations in this district? If already adopted, will you see that they are steadily and regularly enforced?
8. Will you endeavour to get a constant Water Supply?
9. Are you in favour of the abolition of property qualification for Vestrymen?
10. If Evening Meetings of the Vestry and Committees would attract better men as candidates, will you vote for Evening Meetings?
11. Will you support the establishment of Free Libraries (if none exist), the Planting of Trees in the wider streets, and better regulations for ensuring light and air in all new blocks of buildings for artisans?

## APPENDIX G.

*Area, Inhabited Houses, Population, Rateable Value of Property in 1891, Medical Officers of Health, and Inspectors of Nuisances, within the administrative County of London.*

Parishes, Districts, &c.	Area in Statute Acres.	1881.		Rateable Value of Property in 1891.	Medical Officers of Health.	Inspectors of Nuisances.
		Inhabited Houses.	Population.			
				£		
City of London . . .	650	6,432	50,401	4,063,211	1	3
St. Marylebone . . .	1,506	16,033	154,910	1,510,051	1	4
St. Pancras . . .	2,672	24,701	236,258	1,615,915	1	6
Lambeth . . .	3,942	35,404	253,699	1,517,810	1	4
St. George's, Hanover Sq.	1,119	11,577	89,573	1,841,761	1	2
Islington . . .	3,107	34,046	282,865	1,686,385	1	9
Shoreditch . . .	648	15,156	126,591	678,428	1	3
Paddington . . .	1,251	13,231	107,218	1,322,982	1	3
Bethnal Green . . .	755	16,606	126,961	425,504	1	3
Newington, Surrey . .	631	13,975	107,850	462,297	1	2
Camberwell . . .	4,450	27,316	186,593	1,030,046	1	10
St. James's, Westminster	162	3,022	29,941	879,628	1	2
Clerkenwell . . .	380	7,104	69,076	361,910	1	2
Chelsea . . .	796	11,091	88,128	689,542	1	3
Kensington . . .	2,190	20,171	163,151	1,999,763	1	5
St. Luke's, Middlesex . .	239	4,801	46,849	309,225	1	2
St. George the Martyr, Southwark . . .	284	6,761	58,652	273,815	1	2
Bermondsey . . .	627	11,083	86,652	423,843	1	1
St. George's-in-the-East	243	5,781	47,157	186,826	1	3
St. Martin's-in-the-Fields	286	1,716	17,508	516,487	1	1
Mile End Old Town . . .	679	14,039	105,613	377,255	1	2
Woolwich . . .	1,126	4,831	36,665	222,965	1	2
Rotherhithe . . .	754	4,847	36,024	214,372	1	1
Hampstead . . .	2,248	5,873	45,452	669,765	1	2
Whitechapel . . .	378	7,520	71,314	403,282	1	3
Westminster . . .	815	6,205	59,926	766,516	1	3
Greenwich . . .	3,427	19,781	131,233	828,396	2	4
Wandsworth . . .	11,455	30,748	210,434	1,813,346	6	9
Hackney . . .	3,935	27,476	186,462	1,154,171	1	4
St. Giles's . . .	245	3,962	45,382	403,587	1	5
Holborn . . .	167	3,247	36,189	369,848	1	2
Strand . . .	167	2,808	32,587	434,236	1	2
Fulham . . .	1,716	5,833	42,900	426,551	1	3
Hammersmith . . .	2,287	10,536	71,939	538,255	1	4
Limehouse . . .	462	8,004	58,543	295,248	1	3
Poplar . . .	2,335	20,475	156,510	692,705	2	5
St. Saviour's . . .	204	3,465	28,662	224,255	1	1
Plumstead . . .	10,394	9,989	63,663	258,235	4	6
Lewisham . . .	6,544	11,543	71,715	672,804	1	3
St. Olave's . . .	125	1,524	11,956	109,540	1	1

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Every £100 subscribed over and above our present income will enable us to employ an additional skilled inspector.

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