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London County Council.

THE HOUSING QUESTION IN LONDON.

BEING AN ACCOUNT OF THE HOUSING WORK DONE BY THE METROPOLITAN BOARD OF WORKS AND THE LONDON COUNTY COUNCIL, BETWEEN THE YEARS 1855 AND 1900, WITH A SUMMARY OF THE ACTS OF PARLIAMENT UNDER WHICH THEY HAVE WORKED.

Prepared to an order of the Housing of the Working Classes Committee of the London County Council under the direction of

C. J. STEWART,

Clerk of the Council.

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PREFACE.

REPORT BY THE CLERK OF THE COUNCIL TO THE HOUSING OF THE WORKING CLASSES COMMITTEE.

I PRESENT herewith to the Committee a report which has been prepared under my supervision by Mr. W. J. Russell and Mr. M. H. Cox, LL.B. (Lond.).

In carrying out the order of the Committee it has been considered desirable to incorporate in the report an account of the legislation which empowered the late Metropolitan Board of Works and now the Council, to take action as regards the housing of the working classes in London. This was done in conference with Sir John Dickson-Poynder, Bart., M.P., the chairman of the Committee, who has since been absent on active service in South Africa. After his departure I have had the advantage of consulting Mr. David Waterlow, the present chairman of the Committee, during the progress of the work.

It will be noticed that, with the institution of the Council in 1889 as the central governing body of London, an important change in policy took place as regards the housing of the working classes. Up to that time the Metropolitan Board of Works had disposed of sites to companies, placing on them the obligation to erect houses for the working classes, whereas the Council determined to itself erect, let and maintain the necessary dwellings. The chief reason for this change was the difficulty experienced in finding companies or persons who were willing to undertake the erection of dwellings on some of the sites. This action of the Council will secure to a future generation a very valuable asset, inasmuch as the sinking fund, which is formed in this connection, provides for the repayment of the whole of the outlay within a period of 60 years.

It is somewhat difficult to adequately realise the magnitude of the work done by the Council in connection with the housing of the working classes, but I may mention that the total number of persons for whom dwellings have been or are being erected now amounts to nearly 32,000, or rather more

than the residential population of the City of London, according to the census of 1896. The total cost of these operations is £2,930,000, of which a sum of £1,200,000 is attributable to the work of clearing away unhealthy areas, the cost per head being therefore £53. In connection with various improvement schemes recently decided upon, the Council is committed to the further provision, in the immediate future, of dwellings to accommodate some 12,000 persons.

It may not be out of place here to mention the point which appears to me to be one of the clearest conclusions to be drawn from the investigations of the Royal Commission of 1884–5 on the subject of overcrowding. This is, the grave importance in that connection of activity on the part of local sanitary authorities in making and enforcing the provisions of by-laws as to houses let in lodgings. It is only necessary to refer to the state of affairs in Chelsea and Hackney in 1884 and to compare them with that in Clerkenwell and in St. Pancras, as described in the report of the Royal Commission, to understand that with overcrowding, as with all diseases, "prevention is better than cure." Indeed, I am convinced that the good effect of the work which the Council is now doing in supplying working-class accommodation will be seriously impaired unless local sanitary authorities can be stimulated into enforcing the provisions of such by-laws so as to prevent the overcrowding of, and thereby reduce the rents that can be asked for, the houses that, in the poorer parts of London, are let in tenements of one, two or more rooms.

I have to express my thanks to the medical officer for his assistance, especially in the chapter on overcrowding; to the architect's department as regards the plans and particulars of buildings; to the statistical department as regards workmen's trains, and to the valuer's and comptroller's departments for their general assistance.

The report is, generally speaking, written so as to include all events up to 31st March, 1900, but, unless it is otherwise stated, the figures given in the appendices are compiled as nearly as possible up to the date of going to press.

C. J. Stewart.

Spring-gardens, S.W.,
September, 1900.

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INTRODUCTION.

THE following pages deal with one branch only of the work of the governing authorities of that part of the administrative County of London, which is under the jurisdiction of the London County Council, *i.e.*, the Metropolis, exclusive of the City. In order that the references made to these various authorities may be understood, it is necessary to give a short outline of the system of government which has obtained since 1855, the year in which a corporate existence may first be said to have been conferred upon that part of London which had grown up outside the walls of the ancient city. In doing this, it will be convenient to treat first, of the system obtaining from 1855 to 1889; secondly, of that in force from 1889 to 1900; and since by the London Government Act, 1899, certain changes will be made as from November, 1900, thirdly, to note the effect generally of the changes provided for by that Act.

The period 1855 *to* 1889.

First, then, of the period from 1855 to 1889. It has just been observed that corporate existence was first given in 1855 to the communities which surrounded the City of London. This was effected by the Metropolis Management Act of that year (18 & 19 Vic. c. 120). This Act (section 250) defined the Metropolis as including the City of London and the parishes and places mentioned in the three schedules to the Act A., B., C. These parishes and places as now existing are enumerated below. The Act (sections 1 and 2) provided for the reconstitution of the vestry of every parish mentioned in the schedules A and B. The number of members forming these vestries was to vary according to the number of rated householders—it being provided that there should be 18 vestrymen where there were 1,000 or less such householders; that there should be 24 vestrymen where there were between 1,000 and 2,000 such householders; and that where there more than 2,000 such householders, the number of vestrymen should be to the number of rated householders, in the proportion of 12 to 1,000. The incumbent and churchwardens of each parish were made *ex officio* vestrymen, and the number of vestrymen was limited to a maximum of 120. Parishes having over 2,000 rated householders, were required to be divided into wards for the election of vestrymen, and one-

third of the vestrymen in each parish or ward of a parish was required to retire each year. The voting for vestrymen was to be conducted by ballot. The vestries thus elected were constituted the local governing authorities for the parishes enumerated in schedule A. The parishes enumerated in schedule B were united for the purpose of themselves electing "district boards" which were constituted the local governing authorities for those districts. Each vestry returned to the district board a number of members based upon the relation between the number of rated householders, the number of inhabited houses, and the rateable value of the parish and district.

A central governing authority called the Metropolitan Board of Works was constituted by representatives elected from the schedule A vestries and the district boards. Six of these vestries each returned two members to the Metropolitan Board, seventeen vestries and twelve district boards each returned one member, and two district boards, and a district board and a vestry, were united for the purpose of each returning one member.

The Schedule A Vestries, as added to by subsequent Acts, are—St. Marylebone; St. Pancras; Lambeth; St. George, Hanover-square; St. Mary, Islington; St. Leonard, Shoreditch; Paddington; St. Matthew, Bethnal-green; St. Mary, Newington; Camberwell; St. James, Westminster; St. James and St. John, Clerkenwell; Chelsea; St. Mary Abbott's, Kensington; St. Luke; St. George-the-Martyr, Southwark; Bermondsey; St. George-in-the-East; St. Martin-in-the-Fields; Hamlet of Mile-end Old-town; Woolwich (Local Board of Health); Rotherhithe; St. John, Hampstead; St. Mary, Battersea (1888); Hackney (1894); St. Mary, Stoke Newington (1894); Plumstead (1894); Fulham (1886); Hammersmith (1886); St. Margaret and St. John, Westminster (1888).

The Schedule B parishes united into districts are now as follows—

Parishes.	Districts.
Whitechapel	Whitechapel District.
Christchurch, Spitalfields	
St. Botolph (Without), Aldgate ...	
Mile-end New-town, Hamlet of ...	
Liberty of Norton Folgate	
Old Artillery Ground	

Parishes.	Districts.
St. Paul, Deptford	Greenwich District.
St. Nicholas, Deptford	
Greenwich	
Clapham	Wandsworth District.
Tooting Graveney	
Streatham	
Wandsworth	
Putney	
St. Giles-in-the-Fields	St. Giles District.
St. George, Bloomsbury	
St. Andrew, Holborn, above Bars and	Holborn District.
St. George-the-Martyr	
St. Sepulchre, Middlesex	
Saffron-hill, Hatton-garden	
Ely-rents and Ely-place	
The Liberty of Glasshouse-yard ...	
St. Anne, Soho	Strand District.
St. Paul, Covent-garden	
St. John-the-Baptist, Savoy, or Precinct of Savoy	
St. Mary-le-Strand	
St. Clement Danes	
Liberty of the Rolls	
St. Anne, Limehouse	Limehouse District.
St. John, Wapping	
St. Paul, Shadwell	
Ratcliff, Hamlet of	
All Saints, Poplar	Poplar District.
St. Mary, Stratford-le-Bow	
St. Leonard, Bromley	
Christchurch, Southwark	St. Saviour's District.
St. Saviour, Southwark	
Charlton, next Woolwich	Lee District.
Eltham	
Lee	
Kidbrooke	
Lewisham	Lewisham District.
Hamlet of Penge	
St. Olave and	St. Olave District.
St. Thomas, Southwark	
St. John, Horselydown	

Schedule C., to which reference has been made, comprised what are known as the "Extra Parochial Places" which were, and are—The Close of the Collegiate Church of St. Peter (Westminster), the Charter House, Inner Temple, Middle Temple, Lincoln's-inn, Gray's-inn, Staple-inn, and Furnival's-inn. These

are small places consisting chiefly of chambers, and the official responsible for their contribution to the rates of the metropolis is usually the steward. They have no duties in connection with the special branch of municipal administration which is presently to be dealt with.

The period 1889 *to* 1900.

It will have been observed that the Metropolitan Board of Works was elected partly by persons themselves elected by the ratepayers, and partly by persons who were elected by others who were elected by the ratepayers. This system of election was altered by the passing of the Local Government Act, 1888 (51 and 52 Vic. c. 41), which greatly extended representative local government throughout the country. By this Act the local governing authorities were unaltered, but for the Metropolitan Board of Works was substituted the London County Council, which is directly elected by the ratepayers. This authority consists of 137 members, of whom 118 councillors are elected triennially (two from each of 57 electoral divisions and four from the City), and 19 aldermen are elected by the 118 councillors, each alderman holding office for six years. The County Council succeeded to the position as central authority in March, 1889.

In 1894 was passed another Local Government Act, (56 and 57 Vic. c. 73), which, though affecting London to a certain extent, applied chiefly to the rest of the country.

London, therefore (exclusive of the City), is now under the jurisdiction of a central authority—the London County Council—and of 30 vestries and 12 district boards, which act only within their respective parishes or districts.

The London Government Act, 1899.

The effect of the London Government Act, 1899 (62 and 63 Vic. c. 14), upon the present system of London Government may now be briefly examined.

As the Local Government Act of 1888 changed the constitution of the central authority, so it appears that the London Government Act of 1899, which comes into force in November, 1900, will change the constitution of the parish and district authorities. As the Local Government Act dignified the central authority and placed it on a sound electoral basis, so the London Government Act attempts to dignify and improve the constitution of the parish and district authorities. The Act constitutes some parishes and unites others to form "metropolitan boroughs," and reduces the number of members of the corporations of such boroughs to a maximum of 70, of whom

six-sevenths will be directly elected councillors and one-seventh aldermen. The chairman of the metropolitan borough council will be styled "mayor," and powers similar to, though by the nature of the case not so extensive as those of the ordinary municipal corporations will be given to the new borough councils. Elections will take place in November as in the case of municipal corporations, and these elections may be either triennial for the whole number of councillors, or annual for one-third of that number. The chief change to be noted in connection with the subject of this work, however, is that these borough councils will be empowered to exercise the powers of Part III. of the Housing of the Working Classes Act, 1890*, concurrently with the County Council. There will be 28 metropolitan borough councils, and, subject to adjustments of boundaries, the areas within which they will have jurisdiction are as follows—

Borough.	*Parishes comprised therein.*
Battersea ...	... Battersea.
Bermondsey	... Rotherhithe; Bermondsey; Horselydown; St. Olave and St. Thomas, Southwark.
Bethnal-green	... Bethnal-green.
Camberwell ...	... Camberwell.
Chelsea ...	... Chelsea.
Deptford ...	... St. Paul, Deptford.
Finsbury ...	... Charterhouse; Clerkenwell; Glasshouse-yard; St. Luke; St. Sepulchre.
Fulham ...	... Fulham.
Greenwich ...	... Charlton; St. Nicholas, Deptford; Greenwich; Kidbrooke.
Hackney ...	... Hackney.
Hammersmith	... Hammersmith.
Hampstead ...	... Hampstead.
Holborn ...	... Furnival's-inn; Gray's-inn; Lincoln's-inn; Saffron-hill; St. Andrew and St. George; St. Giles and St. George; Staple-inn.
Islington ...	... Islington.
Kensington ...	... Kensington.
Lambeth ...	... Lambeth.
Lewisham ...	... Lewisham; Lee.
Paddington ...	... Paddington.

* See section 1, pp. 30 and 31 infra.

Borough.	*Parishes comprised therein.*
Poplar ...	... All Saints, Poplar; St. Mary, Stratford-le-Bow; St. Leonard, Bromley.
St. Marylebone	... St. Marylebone.
St. Pancras ...	... St. Pancras.
Shoreditch ...	... Shoreditch.
Southwark ...	... St. George-the-Martyr, Christchurch, and St. Saviour, Southwark; Newington.
Stepney ...	... Mile-end Old-town; St. George-in-the-East; St. Anne, Limehouse; St. John, Wapping; St. Paul, Shadwell; Hamlet of Ratcliff; Whitechapel; Christchurch, Spitalfields; St. Botolph (Without), Aldgate; Hamlet of Mile-end New-town; Liberty of Norton Folgate; Liberty of Old Artillery Ground; the Tower of London and the liberties thereof.
Stoke Newington	... Stoke Newington, including the ancient parish of South Hornsey.
Wandsworth	... Clapham; Putney; Streatham; Tooting; Wandsworth.
Westminster	... St. Margaret and St. John, Westminster; St. George, Hanover-square; St. James, Westminster; St. Martin-in-the-Fields; St. Anne, Soho; St. Paul, Covent-garden; Precinct of Savoy; St. Mary-le-Strand; St. Clement Danes; Liberty of the Rolls; Close of the Collegiate Church of St. Peter.
Woolwich ...	... Eltham; Plumstead; Woolwich.

THE HOUSING QUESTION IN LONDON.

I.

Action taken by the Legislature.

Until the year 1851 the legislature appears not to have concerned itself in any way with the quality or quantity of the houses provided in London for the accommodation of persons of the working class.

The Earl of Shaftesbury.

In that year, however, the late Earl of Shaftesbury (then Lord Ashley), from his place in the House of Commons, called public attention to the disgraceful condition of the dwellings inhabited by the poorer sections of the labouring class, not only in London, but in the vast majority of large towns all over the kingdom.

Condition of homes of the poor in 1842.

In moving for leave to bring in a Bill to deal with the matter (see "Times," 9th April, 1851), he said: "A return made "in 1842 gave the following result of a house to house visita- "tion in St. George, Hanover-square, reported to the Statis- "tical Society; 1465 families of the labouring class were "found to have for their residence only 2,174 rooms; of these "families 929 had but one room for the whole family to re- "side in, 408 had two rooms; 94 had three; 17 four; 8 five; "4 six; 1 seven; 1 eight; the remaining 3 families were "returned 'not ascertained.' If this was so in one of the "best parishes of London, what must be the condition of the "over-populous and more needy parishes in the East of London?" His speech contained further examples of a similar kind from many other large towns, and the outcome of his labours in ascertaining and calling attention to these deplorable facts led to the passing in the same year of the two Acts which are commonly known as Lord Shaftesbury's Acts, viz.: The Common Lodging Houses Act, 1851 (14 and 15 Vic., c. 28), and The Labouring Classes Lodging Houses Act (14 and 15 Vic., c. 34). It may be noted that the Earl of Shaftesbury had the almost unique privilege of piloting these Acts through both the Lower and the Upper House, he having succeeded to the title of Lord Shaftesbury during the sitting of Parliament in that year.

The Labouring Classes Lodging Houses Act, 1851.

The Labouring Classes Lodging Houses Act, 1851. Lord Shaftesbury's Act (14 and 15 Vic., c. 34).

The Labouring Classes Lodging Houses Act aimed at increasing the *quantity* of houses for working men by facilitating the establishment in populous districts of well-ordered lodging houses for such persons. The Act was what is known as an "Adoptive Act"—that is, its provisions could only be taken advantage of by those bodies who, by special resolution, decided that they would exercise the powers given thereunder. These bodies were, in London, the vestries, and subsequently, after the passing of the Metropolis Management Act, 1855 (18 and 19 Vic., c. 120), the vestries and district boards mentioned in schedule A of that Act.*

The procedure for putting the Act into force was as follows —A vestry meeting for the special purpose had to be called on the requisition of 10 ratepayers, and if by two-thirds in value of the votes of the vestry on the question it was decided to adopt the Act, the approval of the Secretary of State had to be obtained. The vestry then had to appoint not less than three nor more than seven ratepayers as Commissioners for carrying the Act into effect in the parish. These commissioners might borrow money on the mortgage of the rates, subject to the approval of the vestry and the Treasury, and apply it to the purchase, lease, or erection of lodging houses for the working classes. Alterations and improvements in the dwellings, as were necessary, could be made from time to time. The land on which lodging houses were to be built might be obtained either by appropriating parish lands to the purpose or by purchasing or renting ground. The Commissioners had power to make by-laws for the management, use, and regulation, and for fixing the rent of the houses.

The income arising from the houses was to be applied towards defraying the expenses of the same, and these expenses so far as not thereby met, were to be defrayed out of the poor's rate.

Should there be any surplus of income over expenses this was in turn to be applied in relief of the same rate.

The Common Lodging Houses Act, 1851.

The Common Lodging Houses Act, 1851 (14 and 15 Vic., c. 28).

The Common Lodging Houses Act, 1851, was, however, passed with the object of improving the *quality* of dwellings of a certain kind† occupied by the working classes. The

* See introduction.

† A common lodging-house, to which these Acts apply, must not be confounded with a "lodging-house" under the Labouring Classes Lodging Houses Acts. The distinguishing mark of the former is the existence of a kitchen, used in common by all the occupants of the building, while the latter, as defined by the Housing of the Working Classes Act, 1890, includes separate tenements or cottages.

authority responsible for administering the provisions of this Act was, in London, the Commissioner of Police of the Metropolis, who was required to keep a register of all common lodging houses within his jurisdiction. Regulations were to be made for the well ordering of the houses and for the separation of the sexes therein. These regulations were subject to confirmation by the Secretary of State. Provision was made for the inspection of the houses, for the notification of infectious diseases occurring therein, and for the cleansing, limewashing, and keeping of such houses in a proper state of sanitation and repair. (14 and 15 Vic., c. 28).

The Common Lodging Houses Act, 1853.

The Act of 1851 was amended by the Common Lodging Houses Act, 1853 (16 and 17 Vic., c. 41). This Act provided safeguards against improper persons being registered as keepers of common lodging houses. Further provisions were made as to water supply and other matters tending to secure the due sanitary condition of the houses. Keepers of such houses were required to furnish information as desired by the supervising authority with respect to the persons frequenting the houses, and penalties were imposed upon offences against the Act. The Common Lodging Houses Act, 1853 (16 and 17 Vic., c. 41).

Transfer to the Council of jurisdiction over Common Lodging Houses.

By the Local Government Board's Provisional Orders (No. 12) Confirmation Act, the jurisdiction of the Metropolitan Police was, in 1894, transferred to the London County Council, and the Council is now therefore in London the authority for the administration of the Common Lodging Houses Acts of 1851 and 1853.* The Local Government Board's Provisional Order(No. 12) Confirmation Act, 1894 (57 and 58 Vic., c. 124).

The Nuisances Removal and Sanitary Acts, 1855 *and* 1866.

The Nuisances Removal Act, 1855 (18 and 19 Vic., c. 121), authorised a vestry or district board to take proceedings for the abatement of overcrowding in a house occupied by more than one family. Fuller powers were given in 1866 by the Sanitary Act of that year (29 and 30 Vic., c. 90, sec. 35). These powers enabled the Secretary of State, on the application of an authority under the Act (*i.e.*, a vestry or district board), to declare the enactment in force in a sanitary district, and to authorise the authority to make regulations dealing with houses let in lodgings. These regulations might fix (18 and 19 Vic., c. 121). (29 and 30 Vic., c. 90).

* For the action taken by the Council in this matter, see infra.

the number of persons to occupy such houses, and provide for the registration, inspection, cleansing and limewashing of such houses.

The Sanitary Law Amendment Act, 1874.

(37 and 38 Vic., c. 89).

By section 37 of the Sanitary Law Amendment Act, 1874 the Local Government Board were substituted for the Secretary of State in connection with the regulation of houses let in lodgings.* The board, in November, 1884, by declaration enabled all vestries and district boards in the metropolis to make regulations dealing with such houses.

The Labouring Classes Dwelling Houses Acts, 1866 *and* 1867.

The Labouring Classes' Dwelling Houses Acts, 1866 and 1867 (29 and 30 Vic., c. 28 and 30 and 31 Vic., c. 28).

The Labouring Classes Dwelling Houses Acts, 1866 and 1867 (29 and 30 Vic., c. 28, and 30 and 31 Vic., c. 28) made various alterations in the powers of borrowing possessed by the authorities under the Labouring Classes Lodging Houses Act of 1851, and contained provisions as to mortgagees' interests and the repayment of borrowed money within a period not exceeding 40 years.

Torrens' Act, 1868.

The Artizans' and Labourers' Dwellings Act, 1868. Torrens' Act, 1868 (31 and 32 Vic., c.130).

In 1868 was passed the first of the series of Acts known as "Torrens' Acts." This Act applied to individual houses, and the main principle upon which it was based appears to have been that "the responsibility of maintaining his houses "in proper condition falls upon the owner, and that if he fails "in his duty, the law is justified in stepping in and com- "pelling him to perform it."†

The Act of 1868 provided for the appointment of medical officers of health by the various authorities to which it applied. These authorities were, in London, the several vestries and district boards. The duty was then cast upon the officer of health of reporting to the vestry or district board whenever he found that any of the premises in his district were in such a condition as to be unfit for human habitation. A report was also to be made at the request of four or more householders. The vestry or district board had then to ascertain the cause of and remedy for such condition, and to serve the owner of the premises with a notice specifying what was required to be done and an estimate of the cost thereof. Provision was made for appeal by the owner objecting to the works required and for their execution by the vestry or district board in the event of the owner neglecting within two months to carry them out. Upon the vestry or district board

* See supra page 3.

† See Report of Royal Commission, 1884-5, p. 12.

neglecting to proceed under the Act within three months after receipt of a report from the officer of health as to the condition of premises required by four householders to be reported upon, such householders were empowered to secure proper action being taken by means of a memorial to the Secretary of State. Provision was made also for the total demolition of insanitary houses in the first place by the owner and on his default by the vestry or district board; for the payment of compensation for expenditure incurred on premises by means of a charging order upon the property improved; for the limitation of the expenses to be incurred under the Act (which were to be paid out of the local rate), to a sum not exceeding the amount realisable by a rate of twopence in the £ in any one year; for the borrowing, subject to the sanction of the Treasury, by a vestry or district board from the Public Works Loans Commissioners; and for the imposing of penalties upon persons obstructing a vestry or district board's officers in their duties under the Act.

The Artizans' and Labourers' Dwellings Improvement Act, 1875.

This Act of 1868 was followed in 1875 by the Artizans' and Labourers' Dwellings Improvement Act, 1875 (38 and 39 Vic., c. 36). This is the first of the series of Acts commonly known as Cross' Acts, from their having been passed at the instance of Sir Richard Assheton (now Viscount) Cross.

Cross' Act, 1875 (38 and 39 Vic., c. 36).

Cross' Act, 1875.

This Act applied to the properties of several different owners and contemplated dealing with "whole areas, where "the houses are so structurally defective as to be incapable "of repair, and so ill-placed with reference to each other as "to require, to bring them up to a proper sanitary standard, "nothing short of demolition and reconstruction."*

The authorities for carrying the Act into effect in London were the Metropolitan Board of Works and the City Commissioners of Sewers. The Act required a medical officer of any vestry or district board whenever he saw cause, or upon request of two justices of the peace acting within the jurisdiction for which he was medical officer, or of twelve ratepayers of the metropolis, to make an *official representation* stating the facts with regard to any area in his district and whether in his opinion such area was or was not an unhealthy area for the purposes of the Act. Upon the receipt of such an official representation by the metropolitan board, that board were required to take such representation into their consideration, and if satisfied of the truth thereof, and of the sufficiency of their resources, to pass a resolution to the effect that the area repre-

* See Report of Royal Commission, 1884-5, p. 12.

Cross' Act, 1875.

sented was an unhealthy area, and that an improvement scheme ought to be made in respect of such area. After passing such a resolution, the board were required to forthwith proceed to make a scheme for the improvement of such area. The scheme was required to specify the area proposed to be dealt with which might include all or part of that represented and any neighbouring lands necessary for making the scheme efficient for sanitary purposes, and to provide for the accommodation in suitable dwellings of at least as many persons of the working class as might be displaced in the area. These dwellings were, in the absence of special reasons to the contrary, to be situate within the limits of the same area or in the vicinity thereof. A scheme under this Act might include any number of areas. The scheme must also provide for proper sanitary arrangements, and might provide for such scheme being wholly or partially carried out by the persons entitled to the first estate of freehold in any property subject to the scheme. The terms and conditions upon which this latter arrangement might be carried out were subject to the control of the board and might form the matter of agreement between the board and such person. Upon the completion of the scheme an advertisement thereof was to be issued by the board during three consecutive weeks in September, or October, or November, and notices thereof were to be served upon the owners, lessees and occupiers of the properties proposed to be dealt with, requiring their assent to or dissent from the execution of the scheme. A petition, accompanied by a copy of the scheme, and a list of the owners, lessees and occupiers who had dissented from the scheme, had then to be presented to the Secretary of State. The Secretary of State had then to hold an inquiry into the merits of the scheme, after which he might issue a provisional order, confirming the scheme, with or without modifications, except that no addition might thereby be made to the lands proposed to be taken compulsorily. This provisional order had then to be confirmed by Act of Parliament.

Provision was made for inquiry by the Secretary of State upon the board refusing to act upon the official representation of a medical officer of health, and the board were empowered (section 13), with the consent of the Secretary of State, to themselves appoint a medical officer who should have the powers and duties of a medical officer under the Act. Powers were given to the board to carry into effect the provisions of any scheme, confirmed in accordance with the Act, except that without the express approval of the Secretary of State, the board were not themselves to undertake the rebuilding

of the houses. The board might, however, impose suitable conditions and restrictions as to the elevations, size and design of the houses, and the extent of the accommodation to be afforded thereby, and were to make due provision for the maintenance of proper sanitary arrangements. Whenever the board erected dwellings they were, unless the Secretary of State otherwise determined, to be disposed of within ten years of their completion. Provisions were made for the Secretary of State to sell lands remaining unsold for five years with the object of facilitating the erection of dwellings on the area comprised in the scheme; for giving 13 weeks' notice to occupiers of the intention to demolish their houses, and for the modification of the scheme if found desirable. Cross' Act, 1875.

For the purpose of compulsorily acquiring the properties comprised in a scheme the provisions of the Lands Clauses Consolidation Acts, 1845 and 1860 (8 and 9 Vic., c. 18, and 23 and 24 Vic., c. 106), were to apply (section 19), with certain modifications made by the schedule to the Act. Briefly, the procedure laid down was that, in cases of claims in respect of property taken under a scheme where no agreement as to the amount of compensation to be paid had been arrived at between the board and the owner of property, an arbitrator was to be appointed by the Secretary of State, after deposit with him of maps and schedules of all lands proposed to be taken compulsorily, together with the names of all persons interested in such lands.

The arbitrator then proceeded to inquire into and adjudicate upon the claims assessing the compensation to be paid upon the basis provided in the Act, viz., the fair market value of the lands concerned, as estimated at the time of valuation, and of the several interests in such lands, due regard being had to the nature and then condition of the property, and to the probable duration of the buildings in their then existing state, and to the state of repair thereof, and all circumstances affecting such value. No additional allowance, however, was to be made in respect of the compulsory purchase of an area or any part of an area, as to which an official representation had been made, or of any lands which, in the opinion of the arbitrator, had been included in a scheme as being unhealthy within the meaning of the Act. A provisional award was then made by the arbitrator, which was confirmed after he had heard objections thereto. A right of appeal to a jury from this award was given in cases where the amount of compensation exceeded £500.

Upon the acquisition by the board of lands under a scheme, all rights of way, easements, etc., were *ipso facto* extinguished,

Cross' Act, 1875.

subject, however, to the subsequent payment of due compensation.

For the payment of expenses under this Act, a fund, called the "Dwelling House Improvement Fund," was formed, and power was given to raise money out of the rates (excluding the City), or by borrowing for the formation of such fund, the accounts of which were thereafter to be kept separately.

It may also be noted that the Act subjected on summary conviction to a penalty of £20 any person who, being beneficially interested in any lands within any area officially represented under the Act, voted as a member of the authority upon the authority's resolution as to the unhealthiness of the area or upon any question relating to the purchase or taking of lands in which he was so interested.

A very few years' experience of the working of this Act caused the Metropolitan Board of Works to form the opinion that the mode of procedure prescribed by the Act was dilatory and costly, and that the method of assessing compensation, and other provisions of the Act, were such as to make it work very unfavourably to the interests of the ratepayers. It was found that owners of places unfit for habitation frequently received compensation equal, or almost equal, in amount to what would have been given if the houses had been good and sound.

Suggested Amendments of Cross' Act.

In the year 1879, therefore, the board made a representation to the Secretary of State, with a view to the Act being amended in the following directions—

Suggested Amendments of Cross' Act, 1875.

(*a*) Compensation in respect of insanitary houses to be awarded according to their value as places pronounced to be unfit for habitation.

(*b*) Power to be given to dispose of the cleared ground for commercial purposes, and to provide in other parts of London, sites to be approved by the Secretary of State, which might be acquired at a much less cost for the re-housing of the displaced families.

(*c*) Simplification of the procedure prescribed by the Act.

Cross' Act, 1879.

Cross' Act, 1879 (42 and 43 Vic., c. 63).

In consequence of the Board's representations, the Amending Act of 1879 was passed, which, to some extent, lessened, though it by no means removed, the defects of which the board complained.

Cross' Act, 1879.

This Act (42 and 43 Vic., c. 63) provided that in assessing compensation under a scheme, regard might be had to the question whether the premises dealt with had been at any date not earlier than that of the official representation, in such a condition by reason of their unhealthy state, or by reason of over-crowding or otherwise, as to have been a nuisance. On its being found that such had been the case, the compensation was then directed to be the estimated value of the premises, after the abatement of such nuisance, and after deducting the estimated expense of abating the nuisance. By section 4 the requirement of the Act of 1875, as to the accommodation of the persons displaced was modified, so that the confirming authority might allow of their being provided for elsewhere than within the area or the immediate vicinity thereof. The procedure in the settlement of claims by arbitration was also amended as to the publication of notice of the appointment of an arbitrator, particulars of the scheme and requests to owners to deliver claims. The same power was given to the arbitrator to apportion rent-charges, etc., as that possessed by two justices under the Lands Clauses Consolidation Act, 1845. The severance of a portion of property required to be taken from the remainder not so required, was also legalised, subject to a right of appeal, and the arbitrator was empowered to direct compensation to be paid in respect of any omitted right or interest in any property.

Torrens' Act, 1879.

Torrens' Act, 1879 (42 and 43 Vic. c. 64).

In the same year (1879) Torrens' Act of 1868 was also amended by the Statute 42 and 43 Vic., c. 64. The expressed object of this amending Act was to make provisions for compensation and rebuilding under the principal Act. It provided that the owner of any premises as to which the authority under the Act of 1868 had made any order for demolition or for the execution of works might within three months require the authority to purchase the premises. It will be remembered that the authorities in the county of London, under Torrens' Act, were the vestries and district boards. These authorities were, by the provisions of the Act of 1879, placed in a somewhat similar position with regard to the compulsory acquisition of and the payment of compensation for property under the Act of 1868, as were the Metropolitan Board of Works by Cross' Act of 1875. The chief differences were (1) that the Local Government Board took the place of the Secretary of State in appointing an arbitrator under the Act; (2) that in assessing compensation the arbitrator was

Torrens' Act, 1879.

required also to have regard to and make an allowance in respect of any increased value which, in his opinion, would be given to other premises of the same owner by the alteration or demolition by the local authority of the premises so dealt with. All property acquired by the authorities under the Act was to be held on trust for the improvement of the condition of houses occupied by the labouring class in the district of the authority, and unless such property had been so dealt with within seven years after the acquisition thereof, the Secretary of State was empowered to sell the same and pay the proceeds to the authority to be applied in like manner. Powers to borrow money and to levy rates not exceeding twopence in the £ in any one year for the purposes of the Act were given to the authorities, and they were also empowered to make regulations for the well ordering of any dwelling houses belonging to them thereunder. Yearly returns of the action taken and money spent under the Acts were required to be supplied to the Secretary of State. Lastly, the Metropolitan Board of Works were empowered to act in default of any authority neglecting its duty under the Acts (section 12).

Select Committee 1881-82.

When these four Acts (Torrens' Acts, 1868 and 1879, and Cross' Acts, 1875 and 1879), had been in force a few years, it was realised that very little was being done under them. The procedure prescribed by the Acts appeared still to be attended with considerable disadvantages, and in the years 1881 and 1882 a Select Committee of the House of Commons sat to consider what further amendments of the law were desirable in order to stimulate action on the part of the authorities charged with its administration.

Select Committee, 1881-2.

The conclusions to which the Select Committee came in their interim report in 1881 were as follows—

"(1) That for the purpose of facilitating sales, and the completion of the schemes already sanctioned by Parliament, the confirming authority, if so pleased, may safely allow the immediate demolition of any houses closed by the local authority.

"(2) That with a view of lessening the expense of carrying out the intentions of the Act of 1875, the confirming authority may well assent to the basement and ground floor of any building being let as shops or workshops, and that, in considering the amount of accommodation to be provided for the working classes displaced by any scheme, the confirming authority will

be justified in giving a liberal interpretation to the relaxing power in the 4th section of the amending Act of 1879, and may take into account, as in part fulfilment of the obligation to provide equally convenient accommodation, any suitable existing facilities of transport to a reasonable distance, and at reasonable prices, by water, tramways, or workmen's trains. Select Committee, 1881-2.

"(3) That the local authority should give every facility to purchasers, by simplifying conditions of sale, and otherwise, and should do all in their power to promote sales by public competition and otherwise for the purposes of the Act."

The Select Committee further agreed to report that, in their opinion, with a view to putting in force, where practicable, the provisions of the Acts known as Torrens' Acts, immediate attention should be given by the vestries and district boards to any area which the medical officer had reported as unsanitary, but which the local authority under the Act of 1875 had not included in any scheme, on the ground of the smallness of the area.

Upon the conclusion of their sittings in June, 1882, the Committee issued their final report, the principal recommendation of which was—"That an amending Bill should at once be introduced for the purpose of relaxing the existing Acts in respect of the number of persons for whom accommodation should be provided in all pending or future schemes; for the abolition of the provisional award of the arbitrator; and also for fixing the period after which no compensation should be given for alteration in term or tenure, or for improvements made."

The committee further recommended the amendment of the Acts of 1868 and 1879, commonly known as "Torrens' Acts," and expressed a hope that the board and the other authorities of the metropolis would, if the committee's recommendations were adopted by Parliament, at once proceed to carry them into effect.

Artizans' Dwellings Act, 1882.

The result of the report of this committee was the passing of the Artizans' Dwellings Act, 1882 (45 and 46 Vic., c. 54), to amend both Torrens' and Cross' Acts. The Act was divided into two parts, of which the first amended Cross' Acts of 1875 and 1879, and the second amended Torrens' Acts, 1868 and 1879. This Act, therefore, completes the two series of Acts known as Torrens' and Cross' Acts. Part I. of the Act (1) empowered the Secretary of State to dispense with the Artizans' Dwellings Act, 1882 (45 and 46 Vic., c. 54).

Artizans' Dwellings Act, 1882.

provision of accommodation for not more than one half of the persons of the working class displaced by any scheme under Cross' Acts; (2) amended the instructions as to the valuation of property given in section 19 of the Act of 1875* by the omission of the words "and all circumstances affecting such value"; (3) simplified the procedure on arbitration by doing away with the provisional award† and substituting £1,000 for £500 as the amount of compensation entitling appeal to a jury‡; (4) provided that a representation relating to not more than 10 houses should be dealt with under Torrens' Acts. Part II. of the Act gave power to the authorities under Torrens' Acts to purchase any building which stopped ventilation or otherwise made unhealthy or prevented from being rendered healthy any other buildings (section 8). This was generally known as the "obstructive buildings" section. Elaborate provisions were made in this behalf, but it may here be noted that they were not found to be at all effective for the purposes for which they were designed. The words "and all circumstances affecting such value" were repealed from the provisions relating to compensation applying under Torrens' Acts (section 9), and further provision was made for the Metropolitan Board of Works to act in case of authorities under Torrens' Acts neglecting their duties thereunder.

Royal Commission, 1884-5.

Royal Commission, 1884-5.

It was soon felt, however, that little was being done towards the removal of the existing evil with regard to overcrowding, and the provision of healthy dwellings for the poorer classes. Early in March, 1884, therefore, the Marquis of Salisbury moved in the House of Lords for the appointment of a Royal Commission to inquire into the whole matter. H.R.H. The Prince of Wales was appointed on this commission, and took an active and interested part in its proceedings. The chairman of the commission was Sir Charles Dilke and the other members were—Cardinal Manning, the Marquis of Salisbury, Earl Brownlow, Lord Carrington, the Right Hon. G. J. Goschen, Sir Richard Cross, the Bishop of Bedford, the Hon. Lyulph Stanley, Mr. W. T. M. Torrens, Mr. Henry Broadhurst, the Right Hon. Jesse Collings, Mr. G. Goodwin, F.R.S., Mr. Samuel Morley. Sir George Harrison and Mr. E. D. Gray were subsequently appointed in August, 1884. The first report of this commission dealing with the metropolis and the country at large was issued in 1885. This report made many important recommendations for the amendment and the stricter enforcement of

* See supra p. 7. † See supra p. 7. ‡ See supra p. 7.

Royal Commission 1884-5.

the existing law. It is hardly within the scope of this summary to enter at length into the matters dealt with in the report, but it may be useful to state briefly the conclusions come to by the commissioners and their recommendations for the remedying of then existing evils and for the general amelioration of the condition of the dwellings of the working classes.

The commissioners commenced their report by stating that, though there had been a great improvement in the condition of the houses of the poor, yet that the evils of overcrowding were becoming more serious than ever. They pointed out that, although there was legislation to meet the evils, the existing laws were not enforced.

In referring to Torrens' and Cross' Acts, the report stated that "the object of Sir Richard Cross' Acts may be described as the doing on a large scale of that which Mr. Torrens' Acts are intended to do for smaller areas. In pointing out the difference between the two sets of statutes, your Majesty's Commissioners cannot do better than quote the comparison which was made in the draft report of the chairman of the committee of 1882. 'Mr. Torrens' Acts,' it said, 'proceed upon the principle that the responsibility of maintaining his houses in proper condition falls upon the owner, and that if he fails in his duty, the law is justified in stepping in and compelling him to perform it. They further assume that houses unfit for human habitation ought not to be used as dwellings, but ought, in the interests of the public, to be closed and demolished, and to be subsequently rebuilt. The expropriation of the owner is thus a secondary step in the transaction, and only takes place after the failure of other means of rendering the houses habitable. The Acts of 1875-79 (Sir Richard Cross' Acts) proceed upon a different principle. They contemplate dealing with whole areas, where the houses are so structurally defective as to be incapable of repair, and so ill-placed with reference to each other as to require, to bring them up to a proper sanitary standard, nothing short of demolition and reconstruction. Accordingly, in this case, the local authority, armed with compulsory powers, at once enters as a purchaser, and on completion of the purchase proceeds forthwith to a scheme of reconstruction."

The report referred at considerable length to the condition of working class dwellings, pointing out that sanitary and structural defects existed, and that the water supply was in many parts of the metropolis inadequate and the drainage defective. It then proceeded to discuss exhaustively the evils caused by the terrible overcrowding which was prevalent to

Royal Commission, 1884-5.

an enormous extent. In the opinion of the commissioners the causes of this overcrowding were chiefly the high rents, due to competition for houses and to the scarcity of accommodation in proportion to the population; the necessity under which so many of the labouring classes were placed to live near their work; the migratory habits of the poor; and the demolitions in connection with improvement schemes, the erection of public buildings, and the construction of railway lines and stations. The report went on to suggest and discuss remedies for the existing evils. The commissioners, in the first place, called attention to section 35 of the Sanitary Act of 1866. This section authorised the sanitary authorities to make regulations dealing with houses let in lodgings. The Commissioners recommended that *the vestries and district boards which had not already made and enforced by-laws thereunder should proceed to do so;* they also recommended the consolidation of the sanitary laws as regards the metropolis, suggesting, in this connection, the necessity for the provision of mortuaries and more stringent legislation with respect to cellar dwellings.*

On the question of water supply, the report recommended that the water companies should be deprived of the summary power which they then possessed of cutting off the water for non-payment of rate. The provisions in force in the metropolis with regard to the height of buildings and the space about buildings for the purpose of securing a free circulation of air were then considered, and certain suggestions were made with regard to the amendment of the law upon the lines of existing enactments. The Commissioners were also of opinion that the metropolitan sanitary authorities (*i.e.*, the vestries and district boards) should increase their staff of inspectors, who should be acquainted with the principles of sanitation and of building construction; that the Local Government Board might, pending future legislation, be provisionally entrusted with a veto on the appointments of inspectors; and that the sanitary authorities should provide, as far as possible, that the medical officers should devote their whole time to their official duties. The report also made certain suggestions for the amendment of Cross' and Torrens' Acts, one of the most important being the suggestion that the Government should appoint an arbitrator to settle definitely what cases under the Acts should be dealt with by the Metropolitan Board of Works, on the one hand, or the vestries and district boards on the other. The Commissioners stated "that

* This was done by the Public Health (London) Act, 1891, as to some provisions of which, see infra.

there had been *failure in administration* rather than in legislation, although the latter is, no doubt, capable of improvement," and with a view to calling attention to the sanitary condition of the different districts in the metropolis, they recommended that the Secretary of State should be empowered to appoint persons for the purpose of inquiring into the sanitary requirements of each district. With regard to the question of loans made by the Public Works Loans Commissioners for the purpose of providing dwellings for the working classes (which had been authorised in various Acts relating to the working classes and in the Public Works Loans Act of 1879) the Commissioners were of opinion that the prolongation of the term of repayment, and the readoption of the mode of repayment by way of annunity, would still more facilitate borrowing. Royal Commission, 1884-5.

The report made an important recommendation with regard to certain sites then occupied by the Millbank, Coldbathfields, and Rentonville prisons. It recommended that these sites should be conveyed to the Metropolitan Board of Works with a view to the erection thereon of dwellings for the working classes. With regard to Lord Shaftesbury's Act for the provision of lodging houses which had almost become a dead letter, the Commissioners suggested certain important amendments of the law, among which may be cited the recommendation that the authorities should, in London, be the Metropolitan Board of Works and the City Commissioners of Sewers instead of the vestries and district boards; that the authorities thereunder should be empowered to adopt the Act by a majority of votes of the members present and voting; that the consent of the ratpeayers should not in any case be required for its adoption; and that the objections of the ratepayers should not postpone the consideration of the question of adoption.* The commissioners further recommended that compulsory powers to purchase lands under the Act should be given to the local authority by provisional order. With regard to the question of the compensation to be paid in respect of properties acquired under schemes, the commissioners supported the principle that, in purchases of land in an unhealthy area for what are recognised by the legislature to be great public purposes, the purchasing authority ought to be entitled to purchase upon terms that will secure the clear market value and no more to the owners of the property. They also made a recommendation with a view

* See supra p. 2.

Royal Commission, 1884-5.

to obviating the excessive assessment of the damages done to trade profits.

On the subject of re-housing the poor who have been displaced by demolition, the question of the relations of the railway companies with the working classes was discussed, and attention was called to the Cheap Trains Act of 1883. Under that Act the Board of Trade, if they have reason to believe that upon any railway carrying passengers, proper and sufficient workmen's trains are not provided for workmen going to and returning from their work at such fares and at such times between six o'clock in the evening and eight o'clock in the morning, as appear the Board of Trade to be reasonable, may cause inquiry to be made and may order the Company to provide such accommodation as they think fit; and in case of refusal by the railway company, may issue a certificate under which the company will lose the benefit of the Act so far as the remission of passenger duty is concerned. The commissioners stated that "the Act of Parliament of 1883 mentioned eight o'clock in the morning as the limit of time for workmen's trains, but at present most of them are run before seven o'clock, and it is said that if the companies were compelled to run them till eight, it would tell very hardly upon them in interfering with the clerks' traffic which begins just then. It is therefore contended for this reason and for others which were given in evidence that the powers under the Act of 1883 must be exercised with great discretion. Your Majesty's commissioners are, however, of opinion that, under it a bargain was struck between the nation and the railway companies, the consideration for the remission of a part of the passenger duty being the provision of a certain number of workmen's trains."* Upon this question the commissioners endorsed a recommendation which had been made by the Select Committee of 1882, namely, "That similar conditions as to workmen's trains within a certain distance from London to those now imposed upon the Great Eastern Railway Company, should be enforced in the case of other railways as opportunities may offer."† The commissioners were also of opinion that upon the subject of the Cheap Trains Act of 1883, the Board of Trade should themselves initiate communication with the London Trades Council and other representative bodies of workmen, and should secure to the working classes the full benefit to which they were entitled under the Act as to houses as well as in other respects. On the question of the re-housing of persons displaced by railway

* See Report of Royal Commission, 1884-5, p. 83.
† See Report of Select Committee, 1881-2, para. 48.

demolitions, the report recommended "That the railway companies, in the case of demolitions of house property, be required both to provide new accommodation for the number of persons previously residing in the houses demolished and be precluded from using the dwellings so substituted for any other purpose without the consent of the local authority."* In reference to the evils arising from clearances of working class dwellings on a large scale, the report recommended that it should be made compulsory for displacement and rebuilding to be as nearly as possible simultaneous.

Housing of the Working Classes Act, 1885.

Housing of the Working Classes Act, 1885 (48 and 49 Vic., c. 72).

Consequent upon the report of the commission of 1884-5 the Housing of the Working Classes Act, 1885 (48 and 49 Vic., c. 72) was passed. This Act extended generally the operation of the Labouring Classes Lodging Houses Acts, 1851 to 1867, and with regard to London substituted the Metropolitan Board of Works for the vestries and district boards as authorities under the Acts (section 1). It provided for the expenses of the Act being defrayed out of the Dwelling House Improvement Fund, established under Cross' Act of 1875, and authorised the borrowing of moneys in the same manner as such borrowing was authorised under that Act (section 1). The Act also extended the meaning of the word "lodging houses," so as to include separate houses or cottages for the labouring classes whether containing one or several tenements (section 2 (1)). For the purpose of purchasing land required for use under the Act the provisions of the Public Health Act, 1875 (38 and 39 Vic., c. 55),† in that behalf were incorporated with the substitution of the Secretary of State for the Local Government Board (section 2 (2)). Power was given (section 3) for the sale to the Metropolitan Board at a fair market price of the sites or any part thereof of the Millbank, Coldbath-fields, and Pentonville prisons in the event of those prisons being removed.

It may be convenient here to note that this power has already been exercised with respect to about eight acres of the site on which the Millbank prison formerly stood; that the site of the Coldbath-field prison is now occupied by the chief post office; and that Pentonville prison is still in use as a prison. The need of working class dwellings is nowhere more acutely felt than in the neighbourhood of the latter, and it is

* See Report of Royal Commission, 1884-5, p. 88.

† These are contained in sections 175 to 178, and lay down regulations and conditions under and subject to which land may be acquired compulsorily, see infra p. 30.

Housing of the Working Classes Act, 1885.

earnestly to be hoped that an opportunity may be afforded when this is removed for some part of the site to be used for the erection of such dwellings.

By section 4 of this Act the provision* of Torrens' Act, 1879, allowing the owner of premises ordered to be improved, to require the authority to purchase such premises, was in effect repealed.

Cross' Acts, 1875 to 1882, were also amended in regard to procedure upon an official representation and upon arbitration, so that (1) in case of doubt whether an area should be dealt with under Cross' or Torrens' Act, the Secretary of State was empowered to hold inquiry and decide, and (2) no appeal from the decision of an arbitrator should lie to a jury without leave of the High Court of Justice or a Judge thereof at chambers.

The Act by section 12 provided that, in any contract made after the passing of the Act for letting any house or part of a house for occupation by persons of the working class at a rent not exceeding £20 per annum, there should be an implied condition that the house was at the time of such letting in all respects reasonably fit for human habitation.

Defects of Torrens' Acts.

Torrens' Acts.

It may be observed that in the series of Acts known as Torrens' Acts all the provisions point to the necessity of dealing separately with individual houses. There was, in fact, no provision in these Acts which enabled small groups of houses to be dealt with by way of re-arrangement and reconstruction. The primary object of the Acts seemed to be repair and patching up, rather than radical improvement. This defect became all the more noticeable in that one of the provisions of Part I. of the Artizans' Dwellings Act of 1882† expressly provided that areas of less than 10 houses should be dealt with under Torrens' Acts.

These Acts remained in force for some years, and no further step was taken by the legislature till 1888, when the Local Government Act of that year (51 and 52 Vic., c. 41) was passed.

Local Government Act, 1888.

Local Government Act, 1888 (51 and 52 Vic., c. 41).

By this Act the London County Council was constituted the authority in place of the Metropolitan Board of Works. The question of housing the poor in London was at once energetically taken up by the new body.

* See supra p. 9. † See supra p. 12.

Sections 17 and 18 of the Local Government Act empowered County Councils to appoint a duly qualified medical man as medical officer of health* for the county, and this was done by the London County Council immediately after it came into office.

Amendments suggested by Council.

Amendments suggested by Council.

During 1889 the Council fully considered what amendments were required in the Acts relating to artizans' and labourers' dwellings. It appeared to the Council that until the various Acts were consolidated it would be hardly possible to say what further powers were required. The Council accordingly made representations to the Government on the subject, and a deputation attended before the Secretary of State on 16th December, 1889, and placed before him the views of the Council with regard to the necessity of all the Acts relating to the Housing of the Working Classes being consolidated, and also with regard to suggested amendments of Torrens' Acts. Consequent upon this the Government introduced the consolidating Act known as the Housing of the Working Classes Act, 1890 (53 and 54 Vic., c. 70).

In the following summary of the Act references are given to the similar provisions of the former Acts which, with the exception of parts of the Act of 1885, were all repealed thereby, and the various sections of the Act dealt with are quoted by number.

Housing of the Working Classes Act, 1890.

Housing of the Working Classes Act, 1890 (53 and 54 Vic., c. 70).

The Act is divided into seven parts, of which the first three are the most important as regards London. Part IV. contains supplementary provisions, some of which will be noticed incidentally as required in treating of the first three parts. The remaining parts relate to the application of the Act to Scotland and Ireland and to the interpretation of terms.

Part I.

Part I.

Part I. is a consolidation, with amendments, of Cross' Acts, 1875, 1879, and 1882. The Secretary of State is the confirming or supervisory authority under this part of the Act.

In the County of London (excluding the City), the London County Council is the only authority for carrying into effect the provisions of Part I. (section 92 and 1st schedule).

Official representation.

This part of the Act provides for the making of an official representation by the Council's own medical officer or by the medical officer of a parish or district, that a certain area or areas is or are insanitary. By an area being insanitary is meant that any houses, courts or alleys therein are unfit for

* See Cross' Act, 1875, supra p. 6.

Housing of the Working Classes Act, 1890.

human habitation; or that the general condition and arrangement of the area is such as to be dangerous or injurious to the health of the inhabitants thereof, or of neighbouring buildings.

A medical officer of health is under obligation to make an official representation whenever he sees cause; or upon complaint as to any area by two justices of the peace, or by 12 or more ratepayers (section 5).*

Provision is made for such ratepayers to draw the attention of the Secretary of State to an unhealthy area in case of default on the part of the medical officer (section 16).

Inquiries by Secretary of State.

Powers are also given to the Secretary of State to make inquiries in connection with areas reported to him under the section just quoted, and should he see fit the Council must take the same steps as upon an official representation.

Costs thereof.

Provision is also made for the payment of the costs of such inquiries either by the parties moving the Secretary of State or by the Council (sections 16, 17, 18, and 19).

Report to Secretary of State.

Should the Council, upon receipt of an official representation, fail or decline to pass a resolution to proceed with a scheme in respect of the area represented, it is required to send a copy of the representation with its reasons for not acting thereon, to the Secretary of State, who may inquire into the circumstances of the case (section 10).

Scheme.

If the Council is satisfied of the truth of a representation made to it and of the sufficiency of its resources, it may pass a resolution declaring that the area represented is an unhealthy area, and that an improvement scheme ought to be made in respect thereof. The Council is then required forthwith to prepare a scheme for the improvement of the area. Such scheme may include any number of areas (section 4).† No area comprising less than 10 houses shall be dealt with under this part of the Act (section 72, Part IV.).‡

Plan of scheme.

The scheme prepared by the Council must be accompanied by maps, particulars, and estimates, and need not include all the property represented, but may include such further property as is necessary to make the scheme efficient for sanitary purposes (section 6 (1) (a)). .It may provide for the opening out of the area for the purposes of ventilation or health, and must provide for proper sanitary arrangements (section 6 (1) (b) and (c)).

Co-operation by freeholders.

Lands proposed to be compulsorily acquired must be distinguished (section 6 (2)), and the scheme may provide for the carrying into effect thereof by the co-operation with the

* See Cross' Act, 1875, supra p. 5. † See Cross' Act, 1875, supra p. 6.
‡ See Artizans' Dwellings Act, 1882, supra p. 12.

Council of any body of trustees or the person entitled to the first estate of freehold in any part of the property comprised therein (sections 6 (3) and 12 (6)).

Provision of rehousing accommodation.

The scheme must provide for the accommodation of at least as many persons of the working class as will be displaced, and this accommodation must, in the absence of special reasons, be situate within the limits of the area dealt with or in the vicinity thereof. The Secretary of State may allow accommodation to be provided elsewhere, and may dispense with the obligation to provide accommodation to such extent as he may think expedient, but not in any case to a greater extent than one half of the persons displaced (section 11).

Land belonging to the Council may be appropriated or other lands purchased by agreement for the purpose of providing accommodation for persons of the working class displaced by any scheme (section 23).

Notices of scheme.

When a scheme has been prepared and approved by the Council it must be advertised for three consecutive weeks in September or October or November. Notices of the scheme requiring assent thereto or dissent therefrom must in the month following such advertisement be served upon every owner, lessee, and occupier of any lands proposed to be taken compulsorily (section 7).*

Petition.

A petition, accompanied by a copy of the scheme, with full particulars thereof and a list of the owners, lessees and occupiers, dissenting from the scheme, must then be sent to the Secretary of State. Should the Secretary of State see fit to proceed with the case he holds an inquiry by a commissioner as to the merits of the scheme (section 8 (1) (2) (3)).

Provisional Order.

Upon the report of such inquiry the Secretary of State may issue a provisional order confirming the scheme subject to such modifications as he may think fit, except that no addition shall thereby be made to the lands proposed to be taken compulsorily (section 8 (4) (5)). Usually if such a proviso is not inserted in the scheme the Secretary of State requires that all plans of any dwellings for the working class to be erected under the scheme shall be first approved by him. The provisional order must be subsequently confirmed by Act of Parliament (section 8 (6)).

Approval of plans of dwellings.

Costs of opposition to scheme.

Provisions are also made for the payment of the costs and expenses of persons opposing the scheme and of the Secretary of State in inquiring into the same (sections 8 (7) (8) (9) and 9).

Execution of scheme.

Upon the passing of the necessary Act confirming a pro-

* See Cross' Act, 1875, supra p. 6.

Housing of the Working Classes Act, 1890.

visional order the Council is required to take steps for carrying into effect the scheme contained therein. It may acquire the lands comprised in the scheme and take down the buildings thereon, and may lay out, form, pave, sewer, and complete all such streets on such land as it may think fit, and streets so completed become thenceforth public streets, and repairable by the same authority as other streets in the district.

Period of tenure of dwellings.

The Council may make all arrangements for the erection of dwellings necessary under the scheme, but may not, without the consent of the Secretary of State, itself undertake the erection of such dwellings. If, however, dwellings are so erected, they must, unless the Secretary of State otherwise determine, be sold on the expiration of 10 years from their completion (section 12).*

Sale of lands.

A similar power (section 13) of facilitating the sale of lands for the purpose of erecting dwellings, is given to the Secretary of State as was given by Cross' Act, 1875.* Thirteen

Notice to occupiers.

weeks' notice by means of placards has to be given to occupiers before 15 houses or more are taken for demolition for the purposes of a scheme, and a certificate to the effect that such notice has been given must be obtained from a justice of the peace (section 14).

Modification of scheme.

Power is given to the Secretary of State to modify the provisions of a scheme, but if such modifications require further expenditure they must be made by provisional order, which must be confirmed by Parliament (section 15).

Period of compulsory powers.

Compulsory powers for the acquisition of any property must be exercised within three years of the passing of the special Act confirming the scheme (section 20).

Identification of lands dealt with by scheme.

In practice the lands comprised in a scheme and deemed to be insanitary are coloured *red* on the plan of the area attached to the scheme, and those which are not so deemed, but are required for making the scheme efficient for sanitary purposes, are coloured *blue*.

Procedure in execution of scheme.

A copy of the provisional order, confirming a scheme must be served on every owner, lessee, and occupier, except such occupier be a tenant for a month or less (section 6 (5)). Upon the passing of the confirming Act, requests are served for claims in respect of the various properties required under the scheme, and in the first place, an attempt is made to acquire all properties by agreement with the owners of the various interests therein. With regard to compensation for blue land, 10 per cent. above the market value is usually allowed in respect of

* See supra p. 7.

compulsory purchase, whilst, with regard to land coloured red, the rules for the assessment of compensation are laid down by sections 20 and 21, and the second schedule to the Act. These sections and the schedule mentioned prescribe also the procedure for the settlement of claims in respect of which the Council and the claimant have been unable to agree the amount of compensation.

The Council is required to deposit with the Secretary of State, and at its own office, maps and schedules of all lands proposed to be taken compulsorily, together with the names of all persons interested therein, as owners, lessees, or occupiers. (Articles i., ii., iii., 2nd schedule)*

Arbitration.

The Secretary of State may then, on application by the Council, appoint an arbitrator, to determine the amount of compensation to be paid for such lands so far as the same has not been made the subject of agreement (Art. iv.).

Notice of appointment of arbitrator.

The Council must then, in three successive weeks, publish the facts of the appointment of the arbitrator, and the deposit of the required particulars, and must also make them known by means of placards and hand-bills, and by the service of notices on parties interested (Art. 6).

Duties of arbitrator.

In every case the arbitrator must ascertain the amount demanded by the claimant, and the amount which the Council is willing to pay. He is required to hear all such parties interested in each case, as may appear at a time and place of which he must give due notice, and he must then proceed to determine the amount of compensation to which he considers each claimant entitled (Arts. 7 and 8).

The lines on which he determines this amount are as follows—

Rules for assessment of compensation.

(1) The compensation is to be—

(*a*) The estimate of the value of the lands or interests concerned based upon the fair market value, as estimated at the time of the valuation being made of such lands, and of the several interests in such lands, due regard being had to the nature and then condition of the property, and the probable duration of the buildings in their existing state, and to the state of repair thereof, without any additional allowance in respect of the compulsory purchase of an area or of any part of an area in respect of which an official representation has been made, or of any lands included in a scheme which, in the opinion of the arbitrator, have been so

* Reference in the following pages to Articles must be understood to be to the Articles of the Second Schedule to the Act.

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included as falling under the description of property which may be constituted an unhealthy area under Part I. of the Act; and

Date after which alterations not to enhance compensation.

(*b*) In such estimate any addition to or improvement of the property *made after the date of the publication of an advertisement,* stating the fact of the improvement scheme having been made, shall not (unless such addition or improvement was necessary for the maintenance of the property in a proper state of repair), be included, nor in the case of any interest acquired after the said date, shall any separate estimate of the value thereof be made so as to increase the amount of compensation to be paid for the lands; and

Evidence of illegal use of premises,

(2) Evidence shall be receivable by the arbitrator to prove—

(*a*) That the rental of the house or premises was enhanced by reason of the same being used for illegal purposes, or being so over-crowded as to be dangerous or injurious to the health of the inmates; or

or of premises being a nuisance,

(*b*) That the house or premises are in such a condition as to be a nuisance within the meaning of the Acts relating to nuisances, or are in a state of defective sanitation, or are not in reasonably good repair; or

or unfit for habitation.

(*c*) That the house or premises are unfit, and not reasonably capable of being made fit, for human habitation;

and, if the arbitrator is satisfied by such evidence, then the compensation—

Basis of compensation on such evidence being satisfactory.

(*a*) Shall, so far as it is based on rental, be based on the rental which would have been obtainable if the house or premises were occupied for legal purposes, and only by the number of persons whom the house or premises were, under all the circumstances of the case, fitted to accommodate without such overcrowding as is dangerous or injurious to the health of the inmates; and

(*b*) Shall, in the second case, be the amount estimated as the value of the house or premises if the nuisance had been abated, or if they had been put into a sanitary condition, or into reasonably good repair, after deducting the estimated expense of abating the nuisance, or putting them into such condition of repair, as the case may be; and

(*c*) Shall, in the third place, be the value of the land, and of the materials of the buildings thereon (section 21).

Award may relate to portion of cases only.

The arbitrator then proceeds to make his award, which he may do from time to time, in a portion only of the cases brought before him (Art. 9).

Deposit of award.

This award must be deposited, and the making and deposit thereof advertised in like manner as the maps and schedules before mentioned (Art. 10).*

Apportionment.

Powers are given to the arbitrator of apportioning rents, &c., and of decreeing that part only of premises may be taken. A right of appeal to a jury is given in this connection to the Council or to any person interested (Arts. 11 and 12), and compensation may be awarded by the arbitrator in respect of any omitted interest (Art 13).†

Omitted interests.

Extinguishment of easements.

Upon purchase by the Council of any lands under the Act all rights of way and other easements are, *ipso facto*, extinguished, subject to the payment of compensation under the Act (section 22).‡

Execution of award.

Provisions are made for the payment of the compensation awarded by the arbitrator, and for satisfying the Council of the title of the person interested to receive the same (Arts. 14-23).

Entry on lands.

Provisions are also made for the entry of the Council on lands before it could enter thereon under the previous provisions of the Act, subject to payment into the Bank of England of a sum to cover the compensation that may be awarded, and to the payment of interest on the amount of such compensation (Arts. 24 and 25).

Appeal.

Provision is further made for appeal by the Council or party interested against the award of the arbitrator when the amount of compensation exceeds £1,000 (Arts. 26 and 27).§

Costs of arbitration.

The arbitrator's costs are payable by the Council upon a certificate of the Secretary of State, who must first hear any objections to them by or on behalf of the Council (Art. 28).

The arbitrator may himself order the Council to pay the costs of arbitration of the other party where the award is for a greater sum than that offered by the Council (Art. 29).

Production of documents.

Power is given to the arbitrator to call for the production of documents, and to administer an oath and examine thereon (Art. 30).

New appointment of arbitrator.

Provision is made for the appointment of a new arbitrator in the event of the original arbitrator dying or refusing, declining or becoming incapable to act (Art. 31), and for the publication of advertisements and the service of notices in connection with an arbitration (Art. 32).

Dwelling House Improvement Fund.

The receipts of the Council under this part of the Act are to form a fund called the "Dwelling House Improvement Fund." All expenditure is to be defrayed out of this fund,

* See supra p. 23. † See Cross' Act, 1879, supra p. 9.
‡ See Cross' Act, 1875, supra p. 7.
§ See Cross' Acts, 1875 and 1882, supra pp. 7 and 12.

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and the limit formerly placed on the amount of yearly expenditure is done away with (section 24).*

Borrowing powers.

The Council may borrow any moneys required for the purposes of this part of the Act (section 25).

Part II.

Part II.

Part II. of the Act consolidates with amendments Torrens' Acts, 1868 to 1882.

Confirming authority.

The confirming authority as regards schemes under this part of the Act is the Local Government Board, but that Board and the Secretary of State have both supervisory powers.

Scope of Part II.

This part of the Act deals with dwelling houses unfit for human habitation; with obstructive buildings; and with the improvement by way of scheme of an insanitary area too small to be dealt with under Part I.

Authorities.

The authorities under this part of the Act are the vestries and district boards, and (for a scheme), also the Council (section 92 and 1st schedule, and section 46 (5)).

Procedure in case area too small for Part I., or too large for Part II.

In case the Council shall cōnsider an area officially represented to be too small for the application of Part I., and suitable for improvement under Part II., or a vestry or district board shall consider an area represented to them by their medical officer, to be of such importance to the County of London, that it should be dealt with under Part I., the Secretary of State is empowered to hold inquiry and decide the matter (section 73, Part IV.).

Closing orders.

Vestries or district boards may take proceedings before a magistrate for closing a house unfit for human habitation on the representation of their medical officer or upon complaint by four or more householders, followed by an opinion of their medical officer (section 31).

The enactments under which the vestry or district board are to proceed in this matter are set out in the third schedule.†

By whom made and enforced.

Closing orders are made by a magistrate and enforced by or at the instance of the vestry or district board. It is the duty of every vestry or district board to cause inspections of their district to be made from time to time with the view of ascertaining whether any houses therein are unfit for human habitation (section 32).

Forms are set out in the 4th schedule, and these may be used in taking proceedings under section 31.‡

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* See Torrens' Acts, 1868 and 1879, supra pp. 5 and 10.
† See Appendix A. ‡ See Appendix B.

Demolition order.

When a closing order has been made in respect of any house the vestry or district board may, after hearing the objections (if any) of the owner, order the demolition of the house, and they must do so in case the owner undertakes to make repairs and fails to complete them (section 33).

By whom enforced.

The owner, in the first instance, is to demolish the house, but in his default, the vestry or district board must do so, selling the materials thereof and paying the owner the surplus of receipts over expenditure, if any. No building of any kind which is dangerous or injurious to health may be erected on all or any part of a site thus cleared (section 34).

Appeal. Charging order.

A right of appeal to Quarter Sessions is given to the owner by section 35, and by sections 36 and 37 a charging order on property repaired by the owner may be made in respect of the expense of such repairs.

Obstructive buildings.

Under section 38, provision is made for a vestry or district board, on the report of their medical officer or four or more householders, to purchase and demolish any building not in itself unfit for human habitation, if such building stops ventilation, or otherwise makes other buildings unfit for human habitation, or dangerous or injurious to health, or prevents proper measures being taken for remedying insanitary conditions in respect of such other buildings.

How the site of may be dealt with.

The owner may elect to retain the site after the demolition of the building, and in that case receives compensation for the building only. This compensation is assessed according to the rules laid down for the assessment of compensation under this part of the Act.* If the vestry or district board acquire the site, they may use it as an open space or as part of a highway, and may, with the assent of the Secretary of State (sections 38 and 46 (4)) sell any part thereof, not necessary to be kept open for the remedying of the evils on account of which the building has been demolished.

Scheme.

The further provisions of Part II. of the Act mainly relate to the formulation and carrying into effect of a scheme for the reconstruction of a small area, whether part thereof has been already dealt with under the previous sections or not (section 39 (1) (a) (b)).

Resolution to deal with area by way of.

In the case of an area not previously partly dealt with, a resolution must be passed to the effect of section 39 (1) (b) of the Act, and a scheme ordered to be prepared. This resolution recites the reasons for dealing with the area, and states that the area is too small to be dealt with under Part I.

Petition.

On preparation of the scheme, the Local Government Board are to be petitioned for an order sanctioning the same (section 39 (3)).

* See pp. 23, 24 and 28.

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The provisions as to notices thereof are the same as those with respect to a scheme under Part I. (section 39 (2)).

Sanction.

The Local Government Board may order an inquiry as to the merits of the scheme, and if they are satisfied they are to issue an order *sanctioning* the scheme.

Approval of plans of dwellings.

The Local Government Board's sanction may be subject to conditions or modifications (section 39 (3)), and one of such conditions is usually the approval by the Board of plans of dwellings to be provided under the scheme.

Rehousing accommodation.

The Local Government Board may also require the insertion in a scheme of such provisions (if any) for the re-housing of persons displaced thereby, as shall appear to them to be required by the circumstances (section 40).

Unless the lands proposed to be taken can be all acquired by agreement, the sanctioning order must be advertised in the "London Gazette," and notice of the order must be served on the owners of every part of the area (section 39 (4)).

Confirmation.

If no owner interested in any property proposed to be taken petitions against the scheme within two months after the sanctioning order is issued, the Local Government Board shall *confirm the scheme by order*, and the order takes effect as though it were an Act of Parliament (section 39 (6)).

Should, however, a petition against the scheme be presented and not withdrawn, the order must be confirmed by Act of Parliament (section 39 (5)).

Purchase and compensation.

The provisions of Part I. with regard to the purchase of properties and settlement of compensation also apply under this part of the Act with the addition that the arbitrator, in case of a contested claim, shall take into account any benefit accruing by the execution of the scheme, to any dwelling house of the same owner, and that the award of the arbitrator is to be final and binding on all parties (section 41). It is apprehended, however, that no *neighbouring lands can be included under a Part II. scheme.*

The provisions of Part I. relating to the costs of parties opposing the scheme;* to the duty of the authority to carry the scheme into effect; to the completion of the scheme on failure of the authority; and to the extinction of rights of way, etc.,† apply with any necessary modifications to this part of the Act (section 39 (8)).

Erection of dwellings.

If dwellings are erected by any authority which is carrying into effect a scheme under this part of the Act on land acquired under such scheme it appears that they must be sold

* See supra p. 21. † See supra pp. 22 et seq.

within 10 years of their completion, unless the Secretary of State otherwise determine.*

A power of modifying the provisions of a scheme is given to the Local Government Board (section 39 (9)).

Returns as to action taken.

Every authority in London under this part of the Act is required to furnish the Secretary of State with a yearly return giving information as to the action taken and money spent thereunder (sections 44 and 46 (4)).

The Council may act *in default* of a vestry or district board with regard to the closing or demolition of a house, or dealing with an obstructive building or preparing a scheme (section 45), and may prepare a scheme under Part II., *sua propria motu* (section 46).

Contribution by vestry or district board.

If the Council prepares a scheme and considers that the vestry or district board concerned should contribute towards the costs of and incidental to the scheme, and of carrying the same into effect, application may be made to the Secretary of State, who may make an order, specifying the amount that should be contributed by such vestry or district board. This amount then becomes a debt due from the vestry or district board to the Council. Without an order of the Secretary of State it appears that a vestry or district board have no power to make a contribution towards the expenses of a scheme under Part II., carried out by the Council (section 46).

Contribution by Council.

The Council may contribute towards the expenses of carrying into effect a scheme undertaken by a vestry or district board, and the vestry or district board may appeal to the Secretary of State should the Council refuse to so contribute. Should the Secretary of State make an order directing the Council to contribute, the amount for which the order is made becomes payable at once by the Council in one sum (section 46).

Financial provisions.

The financial provisions of this part of the Act are contained in sections 42, 43, and 46. Primarily, all expenses are to be paid out of rate, but borrowing powers are given in respect of purchase money or compensation (sections 42 and 43). By section 46 (2), the Council may lend to a vestry or district board sums borrowed in pursuance of this part of the Act. Section 46 (8) makes the local board of health of Woolwich a district board for all purposes of that section, except that, for raising sums required for purchase money or compensation, the board may borrow under the Public Health Acts.

Other provisions.

There are also provisions as to the giving of notices of proceedings under the Acts to superior landlords (section 47);

* See supra p. 22.

Housing of the Working Classes Act, 1890.

preserving owners' remedies for breaches of covenant, etc. (section 48); for securing the service of notices (section 49); as to the description of the owner in taking proceedings (section 50); and providing penalties for obstructing officers in the execution of their duty under the Act (section 51).

Part III.

Part III.

Part III. of the Act consolidates with amendments the Labouring Classes Lodging Houses Acts, 1851 to 1867. The

Lodging houses.

expression "Lodging Houses" is defined as under the Housing of the Working Classes Act of 1885,* and it is further provided that "cottage" may include a garden of not more than half an acre. The estimated annual value of this ground, however, must not exceed £3 (section 53).

This part of the Act may in London be *adopted* by the Council and the City Commissioners of Sewers (section 54).

Power is given for the acquisition compulsorily, or by agreement, of land for the purpose of erecting lodging houses; for the purchase or lease of any lodging houses already built or hereafter to be built; and for the provision of all necessary alterations, improvements, fittings and furnishing thereof (sections 56, 57, and 59).

Procedure for compulsory purchase.

For the purpose of acquiring land under this part of the Act, sections 175 to 178 of the Public Health Act, 1875, are incorporated, but in the opinion of eminent counsel such land must be situate within the Council's jurisdiction. If the land is required to be purchased compulsorily, the following procedure must be observed—

Notice of lands proposed to be taken must be published in a local newspaper during three consecutive weeks in September or October or November.

Notices requiring assent to or dissent from the proposed purchase must be served in the month following the issue of the advertisement upon all owners, lessees and occupiers interested. A petition as in the case of a Part I. scheme must be sent to the Secretary of State.

* See supra p. 17. In connection with this definition, the meaning of the expression "persons of the working class" may usefully be adverted to. The only clue to the meaning of this expression appears to be the definition of persons of the "labouring class" contained in the standing orders of Parliament. This definition runs as follows—"The expression 'labouring class' means mechanics, artisans, labourers and others working for wages, hawkers, costermongers, persons not working for wages but working at some trade or handicraft without employing others (except members of their own family), and persons other than domestic servants whose income does not exceed an average of thirty shillings a week, and the families of any such persons who may be residing with them."

This petition may be dismissed by the Secretary of State or a local inquiry may be directed, and a provisional order sanctioning the compulsory acquisition of the lands may be issued.

Copies of such order must be served on the parties interested, and the order must itself be confirmed by Act of Parliament.

Compensation.

The terms of compensation are settled in accordance with the provisions of the Lands Clauses Consolidation Acts, 1845, 1860, and 1869, and the special clauses of Parts I. and II. of the Act in relation thereto do not apply.

Powers of control.

Powers of management, regulation, and control of lodging houses established under the Acts, and of making by-laws therefor, are given by sections 61, 62, and 63.* There is apparently no power to *sell or lease* land purchased under this part of the Act, and the Council is therefore obliged itself to erect, maintain, regulate, and control lodging houses on land acquired thereunder. Land so acquired may, however, be sold, if other land better adapted for the purposes of this part of the Act be purchased with the proceeds (section 60).

Also, whenever any lodging houses established for seven years or upwards become unnecessary or too expensive, they may be sold with the consent of the Secretary of State (section 64).

Expenses.

The expenses of this part of the Act are to be defrayed out of the "Dwelling House Improvement Fund" (section 65), and the borrowing powers possessed by the Council under Part I., are made available in respect also of this part (section 66).

Powers of other corporations.

Section 71 provides for the application of fines under by-laws made in pursuance of this part of the Act towards the expenses thereof.

Sections 67, 68, and 69, enable various kinds of corporations, trusts, etc., to borrow, and various public bodies to lend money for the erection of working class dwellings. Various kinds of corporations, etc., are also empowered themselves to erect working class dwellings.

Section 70 gives the local authority of the district in which any "lodging houses" are situate the power of inspection of such houses.

Part IV.

Part IV.

Some of the provisions of Part IV. have already been noticed. Section 74 amends the Settled Land Act, 1882, so

* See supra p. 2.

Housing of the Working Classes Act, 1890.

as to facilitate the improvement of dwellings on settled estates.

Section 75 makes the fitness of a house or part of a house for human habitation an implied condition of letting where such house or part of a house is let for occupation by persons of the working class at a rent not exceeding £20 per annum and where the contract for the letting is made after 14th August, 1885.*

County medical officers.

Section 76, in terms somewhat similar to those of sections 17 and 18 of the Local Government Act, 1888,† authorises the appointment of a medical officer of health for the county, who shall have the powers and duties of a medical officer under the Act.

"Gratuities to weekly tenants."

Section 78 provides that when premises occupied by any tenant whose tenancy is for less than a year are taken by a scheme under Part I. or Part II. of the Act, reasonable compensation may be made to him on account of his expenses in removal. It is under this section that small payments, known as gratuities, are paid to weekly and other tenants for short terms.

Accounts.

By section 80, separate accounts are to be kept under each part of the Act.‡

Section 82 requires the approval of the Local Government Board to the application of the proceeds of the sale of land acquired for any of the purposes of the Act.

Interested parties.

By section 88 members of any authorities under the Act who are interested in premises being dealt with under Part I. or Part II. thereof, are prohibited from voting on questions connected therewith under a penalty of £50.‡

Obstruction of officers.

Section 89 imposes a penalty of £20 upon anyone obstructing any officer of the Council or the Secretary of State in executing his duty under the Act.§

The Public Health (London) Act, 1891.

The Public Health (London) Act, 1891 (53 and 54 Vic., c. 76).

Many of the recommendations contained in the report of the Royal Commission of 1884-5 were given effect to by the passing of the Public Health (London) Act, 1891 (54 and 55 Vic., c. 76), which contains a considerable portion of the existing sanitary law affecting the metropolis.

The provisions of this Act which may be noticed in connection with the subject of this work are as follows—

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* See supra p. 18. † See supra p. 19. ‡ See Cross' Act, 1875, supra p. 8.
§ See Torrens' Act, 1868, supra p. 5.

Duty of inspection placed on sanitary authorities.

Section 1 lays upon the vestries and district boards of the metropolis the duty of causing inspection of their districts to be made from time to time with the view of securing the abatement of nuisances and the proper sanitary condition of all premises within their districts.

By section 2, nuisance, for the purposes of the Act, includes, *inter alia*—

(*a*) Any premises in such a state as to be a nuisance or injurious or dangerous to health;

Overcrowding as a nuisance.

(*b*) Any house or part thereof so *overcrowded* as to be injurious or dangerous to the health of the inmates.

Provisions are made for the vestry or district board to move a petty sessional court to deal summarily with nuisances by means of a nuisance, a prohibition, or a closing order (sections 4 and 5), and for appeal by the owner of premises against a nuisance order made under the Act (section 6). Where two convictions for over-crowding have taken place within three months in respect of the same house, a petty sessional court may, on the application of a vestry or district board, order the house to be closed for such period as the court may deem necessary (section 7).

Vestries and district boards are required by section 94 to make and enforce by-laws—

By-laws as to houses let in lodgings.

"(*a*) 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, and for the separation of the sexes in a house so let or occupied;

(*b*) For the registration of houses so let or occupied;

(*c*) For the inspection of such houses;

(*d*) For enforcing drainage for such houses, and for promoting cleanliness and ventilation in such houses;

(*e*) For the cleansing and lime-washing at stated times of the premises;

(*f*) For the taking of precautions in case of any infectious disease."

Such by-laws are not to apply to common lodging houses dealt with by the Common Lodging Houses Acts. These houses, it will be remembered, have been under the jurisdiction of the London County Council since 1894.*

Proceedings in default.

By section 100, the Council is empowered, for the purposes of the removal of any nuisance, the institution of any proceedings, or the enforcement of any by-law, to undertake a prosecution in lieu of a vestry or district board who have made default in doing their duty in this respect. The expenses of

* See supra p. 3.

any successful proceeding thus undertaken may be recovered from the authority in default.

Complaint on default.

Further, by section 101, the Council may complain to the Local Government Board in case of default of a vestry or district board, and the Board, after inquiry, may order the performance of the neglected duty within a limit of time. This order may be enforced by writ of mandamus, or the Council may be appointed to perform the duty, and provision is made for the recovery from the defaulting authority of the expenses of such performance.

London Building Acts, 1894 *and* 1898.

London Building Act, 1894, and the London Building Act, 1894 (Amendment) Act, 1898.

The recommendations as to height of buildings and the space in front and in rear of buildings have been to some extent dealt with by the provisions in the London Building Act of 1894, and the London Building Act, 1894 (Amendment) Act, 1898.

Briefly, these provisions are as follows—

Height of buildings.

No new dwelling house may be erected so as to exceed 80 feet in height (exclusive of two storeys in the roof), without the consent of the Council (sections 47, 48, 49, 50 of the 1894 Act).

The height of a dwelling house erected in a street less than 50 feet wide, and laid out after 7th August, 1862, must not exceed the measurement between the front wall of the building and the opposite side of the street (section 49 of the 1894 Act).

Limitation of height of working class dwellings.

Working class dwellings are specially limited as to height, where they are built (whether on old foundations or not) within 20 feet of the centre of any highway, at whatever date laid out. The height of the dwelling in such case must not, without the consent of the Council, exceed the measurement between its front wall and the opposite side of the street (section 13 of the 1894 Act and section 4 of the 1898 Act).

Air space at rear.

All dwelling houses abutting on streets are further limited in height by the air space provided at the rear of them.

On a street laid out after 1894, the height may not exceed twice the depth of the open space behind it. This open space must be of an aggregate extent of not less than 150 square feet.

On a street laid out before 1894, the height may not exceed twice such depth with an addition of 16 feet.

The open space behind the building may, in general, be covered up to a height of 16 feet, but this is not allowed in the case of working class dwellings (section 41 of the 1894 Act).

Council to sanction plans.

Working class dwellings, not abutting on streets, may not be built until the Council or Tribunal of Appeal has sanctioned the plans for them, but such sanction cannot be

refused if it is proposed to provide about the dwellings an open space or spaces equivalent to the open space or spaces which would have been provided under the Act if such dwellings had been erected abutting on a street laid out before 1894 (section 42 of the 1894 Act).

The Housing of the Working Classes Act, 1894.

Housing of the Working Classes Act, 1894 (57 and 58 Vic., c. 55).

The Housing of the Working Classes Act, 1894, completes the legislation now in force in London on the subject of this work. It will have been observed that the Act of 1890 confers borrowing powers under Part II. only in respect of the purchase-money or compensation for properties required under a scheme under that part of the Act. The many comparatively heavy incidental expenses, such as those in connection with the preparation, sanctioning, and confirming of a scheme, the costs and fees in connection with the settlement of claims for compensation, and the heavy charges for new streets and sewer works were thus left to be paid out of the current rate. This limitation was found in practice so inconvenient that in 1894 the Local Government Board—at the instance of the Council—procured the passing of an Act in order to extend the borrowing power to other purposes, provided that such purposes are expressly cited in the scheme or in the order of the Local Government Board sanctioning or confirming the scheme.

Expenses of and incidental to the carrying of the scheme into effect.

Housing Act, 1890, *Amendment Bill*, 1900.

Housing Act, 1890, Amendment Bill, 1900.

During the session of 1900 a bill has been introduced into Parliament by the President of the Local Government Board, whereby the powers given under Part III. of the Housing of the Working Classes Act, 1890, are to be extended so that land may be acquired outside the area over which the body exercising those powers has jurisdiction. The Council has taken the opportunity of pressing the Government to consider the amendment of the Act in other particulars, and the points upon which representations have been made will be referred to in detail in the second section of this work.

Workmen's trains.

Workmen's trains.

Although no fresh legislation has been made with regard to workmen's trains since the report of the commission of 1884-5, yet the recommendations therein contained have tended in the direction of strengthening the hands of the Council, and other bodies and persons, in their attempts to obtain increased facilities from the railway companies. The Council's action in this matter will be treated of in the fourth section of this work.

II.

General Summary of the Action taken by the Metropolitan Board of Works and the Council.

As has already been stated, the first legislation dealing in any way directly with the housing of the working classes in London was passed in the year 1851. Sanitary laws, it is true, existed before that time, but they dealt only with the houses inhabited by the working classes in regard to drains, etc., in the same way as they dealt with all other houses. The Metropolitan Board of Works came into existence in 1855, having been created by the Metropolis Management Act of that year, to supersede the old Commission of Sewers. No powers had been given to this latter body under Lord Shaftesbury's Acts of 1851, and no powers were in 1855 conferred on the Metropolitan Board of Works. It was not until 1875, when the first of Cross' Acts was passed, that the board obtained any power to take action in the matter, and not till 1879 that they were enabled by Torrens' Act of that year to enforce to some extent action on the part of vestries and district boards.

Powers of Board.

The powers conferred on the board by the Act of 1875 are fully explained elsewhere.*

Action taken by the Board.

Action during first four years.

During the first four years after the passing of the Act the board initiated eleven schemes, and in the process of carrying these into effect, they realised that the Act required amendment in several respects.

Difficulties of administering the Acts.

The difficulties which the board encountered up to the year 1879 were mainly—first, the excessive cost of schemes; secondly, compliance with the obligation to secure that as many persons of the working class as were displaced in any area should be accommodated in suitable dwellings within the limits of the same area or in its vicinity; thirdly, difficulty in disposing of the cleared areas subject to the obligation to build working class dwellings; and, fourthly, the length of time necessarily occupied by the procedure laid down by the Act.

With regard to the first point, the board, in representing their experience to the Secretary of State, said—

Excessive cost of schemes.

"The object of the Act, as expressed in the preamble, is the pulling down of houses, courts, and alleys, which are unfit for human habitation, and the reconstruction upon the sites

* See pp. 5—8.

of suitable dwellings for people of the working class. Now it seems to the board that the necessity for this measure is, to a great extent, due to the carelessness and neglect of sanitary arrangements on the part of the owners of the class of property referred to in the Act; and the question is, ought persons who have allowed houses to fall into such a state, or have purchased them whilst in such a state, and done nothing to improve them, to be compensated upon a scale almost equal to that which is applied to good property which has to be acquired for a public work or improvement. The answer to this question must surely be in the negative. If house property has been kept by its owners in such a state that it is unfit for human habitation, and the legislature is compelled, in the interest of the public health, to require the local authority to step in and destroy it, it seems clear that the compensation which such persons should receive should be very much less than they would be entitled to under other circumstances."

* * * * * *

"It need hardly be said that the board have no desire to take anyone's property at less than its real value; they do, however, feel strongly that the price to be paid for condemned houses ought not to be based upon the profits which the owners have derived from them—profits which they have only secured by neglect of their duties and responsibilities—but that such houses should be regarded as what they have been declared to be, unfit for human habitation, and valued accordingly.

Basis of compensation suggested by Board.

To make a definite suggestion of a moderate character, it would seem to be just that the standing arbitrator, in ascertaining the compensation to be paid, should consider whether, looking at the position of the buildings and property in respect of which an award is to be made, it is possible, by structural or other alteration, to make the buildings fit for human habitation, and, if so, at what cost; and the amount of such cost should be deducted from the value of the property in its existing state. If the standing arbitrator should be of opinion that the property cannot be so altered, he might then be directed to award compensation on the basis of the value of the site cleared of buildings, adding thereto the value only of the materials on the ground. He might further be directed in valuing the site to have regard to the area of the particular property, and its position as to access, and otherwise with reference to the adjacent properties in the condition in which they are at the time of making the award; and he should apportion the amount of the award between the freeholders,

leaseholders, and occupiers; the proviso in the present Act disallowing a percentage for compulsory sale being, of course, retained. If some such directions as these were laid down by Parliament for the guidance of the arbitrator, the results would, in the board's judgment, be of a much more equitable character."

Re-housing obligation.

With regard to the second point the board stated that the obligation caused a great practical difficulty, which was far greater in the metropolis than in any provincial town. "In some of the areas embraced in the official representations of the medical officers the population is so densely crowded that it is most difficult to rehouse them with the improved accommodation required by the Act upon the site cleared, whilst from the nature of the adjoining property, it is impracticable to obtain a neighbouring site without displacing another large population of a similar class.

"If the matter is looked at solely from the point of view of the interest of the working people displaced, it really does not seem that any useful purpose is served by requiring that accommodation shall be provided for the same number of the same class of people on the same spot. Conceding, as it may well be conceded, that the displaced families suffer inconvenience from being turned out of their unhealthy dwellings, this inconvenience is not diminished by the subsequent erection of better dwellings in the same locality. The new dwellings cannot be provided until after the old ones have been destroyed, and in the meantime the poor people leave and are scattered; and it is highly improbable that any considerable number, if any at all, of the displaced families will return to occupy the new dwellings on the site of their previous habitations."

Remedy suggested by Board.

The board were of opinion that it would be better for the interests of all concerned that they should have the power, with the consent of the Secretary of State, to dispose of the cleared grounds for commercial purposes, and to provide re-housing accommodation for the dispossessed families in other parts of the metropolis upon sites to be approved by the Secretary of State. "Such sites," they said, "might be acquired at a cost representing not more than a sixth, or even, perhaps, a tenth part of the value of the ground from which the unhealthy dwellings had been removed. This might be done with equal advantage to the poor people whose benefit the Act has in view, and at much less cost to the ratepayers upon whom the burden of the operation falls."

Difficulties of disposing of sites for working class dwellings.

With regard to the third point the board complained bitterly of the difficulties of obtaining purchasers for their

dwellings sites. Speaking of the area cleared under their first scheme (The Whitechapel and Limehouse Scheme, 1876), they say that, after fruitless endeavours to dispose of the site in every way that was open to them, they had recently accepted an offer of the trustees of the Peabody Fund to purchase the cleared space and five other areas acquired by the board under the Act in different parts of the metropolis, at a price calculated upon 20 years' purchase of a rent of 3d. a square foot.

Other amendments suggested by Board.

Other points were mentioned as to which the Act might with advantage be amended. These were briefly as follows—

Fuller powers of arbitration.

(*a*) Power should be given to the arbitrator to apportion rents, to deal with omitted interests or errors in the award, and to order works to be executed in or easements granted over lands instead of compensation.

Fuller powers of purchase.

(*b*) The board should be authorised to purchase easements both over the lands comprised in the scheme and those outside it, and limits of deviation should be allowed in respect of the areas. The doubtful question what sections of the Lands Clauses Consolidation Act, 1845, are, and what are not, incorporated in the Act should also be decided.

No compensation for alterations made after notice of scheme.

(*c*) No power was given by the Act to stop alterations of buildings in a condemned area, even after the provisional order had been confirmed by Parliament. The board should have power to serve a notice equivalent to a notice to treat as soon as the Act has passed, for at present claimants may, with perfect impunity, while the board's negotiations are proceeding, spend hundreds of pounds upon the erection or repair of buildings about to be removed.

Greater expedition in demolishing and otherwise dealing with insanitary houses.

Lastly, the board desired power to demolish without delay unhealthy buildings taken under the Act, and greater freedom to deal with the houses in connection with the sanitary regulations and the supply of water. The sanitary authorities of an area acquired under the Act frequently pressed for the complete repair and cleansing of the property acquired, or for its immediate demolition; and the board, not having received permission to demolish the buildings, was placed in a position of continually increasing difficulty.

Act of 1879.

The representations of the board were followed by the passing of Cross' Act of 1879.* This Act, however, only partially met the points above detailed, and the third of the main difficulties felt by the board was the subject of a memorandum by them in February, 1880. This memorandum showed that a scheme begun in 1876 was not completed at that date, and

Dilatory procedure.

* For the provisions of this Act, see supra p. 9.

that the delay was entirely due to the lengthy procedure necessary under the Acts.

Torrens' Act.

Turning to Torrens' Act, it would appear that no real effort had been made by the authorities thereunder to put it into force. Those authorities were adverse to taking action since it frequently happened that, when owners were required to put their insanitary houses into repair, such repairs as they might execute were totally insufficient to permanently render the properties fit for human habitation, although they might be considered sufficient by the justices to whom an appeal might be made by the owner of the property.

Policy of Board.

The policy of the Metropolitan Board, however, was not to attempt to supersede the action of the authorities who declined to use the powers they possessed. Their object apparently was to avoid the charge for the improvement falling upon the whole of the metropolis. There was therefore a continual contest between the board and the vestries on the question whether a scheme should be carried into effect under Torrens' Act, and the cost of it borne by the rates of particular districts or under Cross' Act, and its cost borne by the central rate. By Torrens' Act of 1879 the board was given power to step in and act in default of the authority under the Acts of 1868 and 1879, and to charge the cost upon such authority, but in view of the litigation to which, owing to the somewhat obscure character of the provisions of the Acts, the board considered they might be subjected, they took no steps in the matter.

Defect of Torrens' Acts.

An obvious defect in the powers granted under Torrens' Act was the inability of the authority thereunder to compel the owner to do more than to repair or reconstruct upon the old foundations a dwelling condemned as insanitary. An area congested by reason of the closeness of the building comprised within it was therefore left just as congested as before. An illustration of this can be seen in the Gray's-inn-road to-day where in the buildings that have been re-erected the old evils of congestion have been perpetuated.

Method adopted by Board of carrying out schemes.

The practice of the Metropolitan Board, in carrying out housing schemes under the Acts conferring power upon them in that behalf, was, first to clear the land acquired thereunder and then to sell sufficient sites for the erection of dwellings to accommodate the required number of persons. In no case did the board themselves erect any dwellings. The board's first step was in general to ascertain whether any of the various artizans' dwellings companies were prepared to purchase any of the land and erect dwellings in accordance with the requirements of the scheme.

A good deal of the land acquired under the earlier schemes undertaken by the board was in this way sold to the Peabody trustees, and in two or three cases the trustees co-operated with the board in carrying out a scheme as provided for by the Acts. In the earlier cases the board, when disposing of working class dwellings sites, inserted in the conveyances covenants restricting the use of the land in perpetuity to the provision of working class dwellings; in other cases a similar restriction was for a period of years only. The board, however, still experienced considerable difficulty in disposing of dwellings sites. With a view to facilitating the sale of such sites, the period during which the above-mentioned restriction was to operate was, with the approval of the Secretary of State, reduced to 10 years. In cases in which this was done, it follows that at the present time the land on which the dwellings stand can at any moment be utilised for commercial purposes. The board, however, did not appear to have anticipated any danger from this possibility. They were of opinion that it would be extremely difficult to convert block dwellings into commercial premises, and that, when once erected, the buildings would, in all probability, remain as working class dwellings for a considerable period.

Conditions of sale of land.

The conditions of sale were always submitted to the Secretary of State for approval before the land was offered for sale, and the purchaser's plans were submitted to him subsequently.

Number of persons to be re-housed.

With regard to the number of persons to be re-housed under a scheme, it has before been mentioned that the Act of 1875 provided that as many persons of the working class as were displaced in any area should be accommodated in suitable dwellings within the limits of the same area, or in its vicinity. It has also been seen that to meet difficulties in complying with this provision, the amending Act of 1879 gave power to the Secretary of State to allow of the provision of accommodation elsewhere. This power, however, was found insufficient for the purpose, and by the Act of 1882* the Secretary of State was enabled to dispense with the necessity of providing for any number not exceeding half those displaced. The board almost immediately dealt with an area which was so situated as to be incapable of re-accommodating more than half those displaced, and in respect of this and other areas, this power has been frequently exercised at the instance both of the board and the Council.

Method of clearance by Board.

As to the method of dealing with an insanitary area, provision was usually made in the board's schemes for the clear-

* For the provisions of this Act, see supra pp. 11 and 12.

ance of a portion of the area, and the erection of new dwellings upon such portion before the clearance of further properties. Such a course, however, appears only partially to have been carried out by the board. An attempt in this direction, however, was made by the Council in proceeding to carry out the Boundary-street scheme. Under this scheme the area was cleared by sections, and the dwellings (Streatley-buildings), in the first section were completed and ready for occupation before other sections were cleared. Delay in building operations and the great difficulty of keeping the old premises in sufficient repair to justify their continued occupation, render this procedure by sections a somewhat difficult one to adhere to, but the policy has been adopted, and is being carried out where possible. Where as in the case of the London (Ann-street, Poplar) Improvement Scheme, 1893, there are only two sections of the area, consisting of separate sites divided by a street, it is obviously much easier to observe the rule, and in this case, accordingly, the second section will not be touched until the dwellings on the first section, which are now in course of erection, are completed.

Method adopted by Council.

Compensation paid by Board.

The board, in acquiring the land, comprised in an area dealt with under a scheme were obliged to pay what was practically the market or commercial value. But upon the land being cleared and offered for sale, the board could only obtain what it was worth subject to the obligation to erect working class dwellings upon it. This, in most cases, was less than one-fifth its market or commercial value. For example, the land acquired under the Whitecross-street Scheme (St. Luke) if offered for commercial purposes, would probably have let at about 1s. 2d. per square foot, whereas the board were obliged, owing to the re-housing obligation, to sell for 20 years' purchase, at a rent of 3d. per foot. This question of expense, though modified by the application of the rules as to compensation laid down by the Housing of the Working Classes Act, 1890,* touches the Council to an even greater extent, owing to the increased commercial value of land in the metropolis. For example—Land for housing purposes has recently been purchased by the Council from the Duke of Bedford for about £118,000, whereas the housing value of this land is only £18,000, or less than one-sixth of the commercial value. Some idea of the importance of this factor in the situation may also be gathered from the fact that the land required to re-house

Recoupment secured by Board and Council.

Examples.

* See supra pp. 23 and 24.

in the immediate vicinity the persons displaced by the Clare-market scheme and Holborn to Strand street improvement, would cost no less than *thirty times* as much as the requisite land at Millbank, which is within two miles of the area of the schemes, and *thirty-one times* as much as a corresponding site in the suburbs of London.

Numbers displaced and re-housed by Board.

The following summary (for details see appendix C.) shows the numbers displaced and re-housed by the board, and the cost of such operations in the 14 years from 1875 to 1889 under the Artizans' Dwellings Acts, 1875 to 1882—

Number displaced.	Number re-housed.	Gross cost.	Recoupment.	Net cost.
29, 151	27,780	£1,983,892	£377,114	£1,606,688

An obligation to re-house some 4,000 persons was left over to the Council on its succession to the board, but the number was subsequently reduced by the Secretary of State and by Parliament to 2,457.

Action taken by the Council.

Action taken by the Council.

The Council having succeeded the board in March, 1889, attention was immediately directed to the question of insanitary areas in London, and to the housing accommodation to be provided for persons displaced by their improvement. The vestries and district boards of the metropolis were asked to supply information with regard to areas within their districts, the insanitary condition of which was such as to necessitate their clearance. A conference with these authorities was then held by the Council's Housing of the Working Classes Committee, with a view to stimulating them to action in the clearance of such areas. One of the first points to which the committee directed attention was as to the kind of accommodation that should be provided for the persons displaced. It was felt that the Council, as the chief municipal authority in London, should endeavour, as far as possible, to secure the erection of tenement dwellings which would in all respects bear the closest investigation. Any dwellings that the Council approved of should be of the best description. These conclusions may appear to be at variance with an intention to re-house the lowest class of the working population, but on this point the evidence given before the Royal Commission of 1884-85 may usefully be borne in mind. The evidence chiefly referred to is that given by Miss Octavia Hill and the late Sir Curtis Lampson. Miss Octavia Hill said

Conference of local authorities.

Class of accommodation.

that the very lowest classes, the "criminal and destructive class," as she described them, "cannot be dealt with by the existing or by any other building societies, because the difficulty with these people is *not financial*, but moral; and, therefore, I know nothing for them but some individual power and watchfulness. They must be trained."* Miss Octavia Hill then described the system which she had adopted for reclaiming these classes of persons, which consisted in acquiring small houses and dealing individually and educationally with particular persons of the classes mentioned. The late Sir Curtis Lampson (one of the Peabody trustees), speaking of these classes, said, "Our trust does not deal with them at all."† He also said, when giving his opinion of the methods adopted by Miss Octavia Hill, "but I do not think that any large scheme would ever succeed."‡ Support was also given to the conclusions of the committee by the fact that sanitary science was advancing by such rapid strides that it was essential that the Council in building dwellings should keep in view what was likely to be the sanitary standard in the future, and should endeavour to construct its dwellings so that they should not materially fall below that standard.

As a result of their deliberations, the committee drew up and obtained the Council's approval to building regulations dealing with the width of staircases, the provision of basement floors, bath and wash-house accommodation, etc., and the size of rooms.§

Amount of work dealt with by the Council.

The committee then proceeded to deal with the mass of information as to insanitary areas collected and sent to them by the vestries and district boards. This information extended from defects rendering individual houses unfit for human occupation to those prevailing throughout areas comprising hundreds of houses and necessitating complete re-arrangement for their removal. The lines on which the committee attacked the task before them of remedying the evils thus brought to their notice were, generally speaking, first to verify the existence of the defects through their medical officer of health; secondly, to view the larger areas; and, thirdly, to inform the vestry or district board concerned of the course they thought should be pursued. At the committee's instigation, notices requiring the execution of works were served and followed up by inspection, and, if necessary, by applications for closing

* See minutes of evidence given before the Royal Commission, p. 291.
† Ibid., p. 412. ‡ Ibid., p. 406. § See infra, p. 48.

orders. Some idea of the work involved may be gathered from the subjoined table which is compiled from that given in the committee's annual report for the year ended 31st March, 1890—

Number of areas brought to the notice of the Committee by the vestries or district boards, or privately.	Number of areas as to which the vestry or district board concerned was communicated with.	Number or areas under consideration awaiting reports, or upon which other action was taken.
146	58	91

About three-fourths of the areas to which attention was called have been improved in the manner above described, whilst in many cases houses complained of therein have since been demolished under the powers of the Housing of the Working Classes Act, 1890. At the same time the committee in the case of any area appearing to require re-arrangement considered whether a scheme for its improvement should not be prepared. As regards the smaller areas the committee felt it but right to urge the vestry or district board to deal with such areas under Torrens' Acts, and subsequently under Part II. of the Housing of the Working Classes Act. Considerable success has attended the committee's efforts in this direction, as may be gathered from the fact that no less than 12 schemes dealing with such areas have been prepared by vestries and district boards, while the Council itself is carrying four more into effect. In the former cases the Council contributes a proportion of the expenses of the scheme, and in the latter the vestry or district board contribute in like manner.

Consolidation and Amendment of the Law.

Amendments of law required.

Side by side with the work referred to above the committee, during 1889, undertook the consideration of such amendments of the existing law as seemed necessary to render it more easily and cheaply applicable to the improvement of insanitary areas.

The conclusions which the committee came to on this matter are so important that it may be advisable to quote the words in which they were placed before the Council on 5th November, 1889. They said—"It appears to your committee that, until the various Acts dealing with the subject generally are consolidated, which is most urgently needed, it is scarcely possible to define satisfactorily the further powers needed by the Council under Lord Shaftesbury's Acts or Cross' Acts. Considering, however, the generally expressed opinion that so far as possible the Acts known as

Amendments of law required.

Torrens' Acts should be put into force to a greater extent than heretofore, your committee have given their particular attention to the *modus operandi* under these Acts, with a view to considering whether any amendments could properly be suggested which would render them more effective.

The objects aimed at in Torrens' Acts are precisely similar to those of Cross' Acts, the main difference being that, whilst the latter are intended to be applied to the case of large areas, in which the whole metropolis may be deemed affected, the former are meant to apply to small ones; there are, however, two most important distinctions between the working of the two sets of Acts— (1) Under Cross' Acts nothing can be done without provisional order and Act of Parliament, involving much delay and inconvenience, whilst Torrens' Acts, on the other hand, can be brought into operation at any time on the report of a local medical officer of health, or on a representation by four householders. (2) Under Cross' Acts, as is well known, the entire cost falls upon the general rates, whereas under Torrens' Acts it is the owner who is made liable, and only the cost of demolition which need necessarily be borne by the rates, and that by the local rates. On the other hand, whilst Torrens' Acts give no compulsory powers of purchase of houses and sites unfit for human habitation, Cross' Acts give such powers, and enable the Council to proceed on its own initiation through its own medical officer. What is immediately needed, in the opinion of your committee, and it should be added, of your medical officer, is that

(1) The medical officer of the Council should have equal power with the local medical officer of setting the local authority in motion;

(2) That in case of a demolition order, the local authority, or failing it, the Council, should have the same powers of compulsory purchase as the Acts give in regard to obstructive buildings;

(3) That where premises are required to be purchased an owner should not have the option of retaining the site;

(4) That the term 'obstructive building,' in the Act of 1882, should be further defined;

(5) That in lieu of the optional appeal to the High Court, given by section 9 of the Act of 1868, such optional appeal be to the Local Government Board."

The above views of the committee were to a great extent accepted by the Government for embodiment in the Housing of the Working Classes Act, 1890.*

* For the provisions of this Act, see supra pp. 19 et seq.

Erection of Dwellings.

When the Council came to deal with cleared areas it was soon apparent that it could not continue the practice adopted by the board in disposing of the dwellings sites. Several plots of land acquired by the board under housing schemes were repeatedly put up for sale by public auction, but no bidders came forward, and although in one instance negotiations were entered into with the Guinness Trust for the sale of such land to the trust, the negotiations fell through. In spite of the fact that the Council subsequently felt compelled to modify its conditions of sale (one of such conditions being as to the height of dwellings), it became evident that the sites were not looked upon favourably by persons engaged in erecting working class dwellings, and in these circumstances the Council resolved to fulfil its statutory obligations by itself erecting the dwellings. As this course necessitated the holding of the land, and the buildings erected thereon, it became necessary to frame regulations which should govern the relation between the cost of construction and the income to be expected from the buildings. Accordingly in March, 1893, a standing order was passed which was subsequently amended so as to read as follows—

Difficulty of disposing of land.

Council decides itself to build.

"The rents to be charged for the dwellings erected in connection with any specified housing scheme or area shall not exceed those ruling in the neighbourhood, and shall be so fixed that after providing for all outgoings, interest, and sinking fund charges there shall be no charge on the county rate in respect of the dwellings on such area or scheme, and all such dwellings shall be so designed that the cost of erection may not exceed a sum which will enable the Council to carry out the foregoing conditions. The interest and sinking fund charges shall be calculated upon the cost of erection, plus the value of the site, subject to the obligation to build dwellings for the working classes upon it."

"3 per cent. resolution."

The value of the site is fixed at such a price as it would probably fetch in the market if offered for sale, subject to the obligation to erect working class dwellings upon it.

Value of land.

Under the Treasury regulations which govern the Council's financial proceedings the Council is required to provide a sinking fund to repay the capital cost of the land and buildings within a period not exceeding 60 years. This sinking fund is usually provided by means of a cumulative annuity at $2\frac{1}{2}$ per cent. Further, interest varying from $2\frac{1}{2}$ to 3 per cent., or more, according to the market rate, has to be paid on the capital borrowed. Considerable difficulty has been experienced in complying with the standing order, and

Treasury regulations.

Difficulty of building.

the financial requirements above quoted. But before dealing with the causes of this difficulty it may be convenient here to notice the fluctuations that have taken place in the Council's standard of building, and in the requirements of the Government departments as to dwellings, the plans of which are subject to their approval.* At the date of the Council coming into existence (21st March, 1889), the only conditions governing the designing of dwellings were those inferentially laid down by the Secretary of State. The chief points upon which the Secretary of State then insisted were—

Views of Secretary of State.

(1) The limitation of the height to four storeys.

(2) A minimum size for living rooms of 144 square feet, and for bedrooms of 96 square feet.

Building regulations.

The Council, on 3rd December, 1889, approved the regulations governing the designing of dwellings which have before been referred to. These regulations may be summarised as follows—

Building regulations of 1889.

(*a*) Staircases should not be central (*i.e.*, surrounded by rooms); should be at least 4 feet in width, and should be finished with a dado of glazed or hard-pressed bricks.

(*b*) Conditions under which basement floors may be allowed to be used as dwellings.

(*c*) Baths and washhouse accommodation should be provided to every block of dwellings. Closets should have doors and windows opening directly to the open air.

(*d*) Size of rooms should not be less than 144 square feet for living rooms, and 96 square feet for bedrooms.

(*e*) Height of rooms should not be less than 9 feet.

(*f*) Every building should, if *practicable*, be distant from any obstructing building, 1½ times the height of such building, and in no circumstances should a nearer distance than the height of the building be allowed.

Modifications of building regulations.

When it was attempted to put these regulations into force it was found that the cost that would be entailed was prohibitive. The Council, therefore, in January, 1893, modified the regulations so as to allow dwellings of five storeys and rooms of a height of 8 feet 6 inches. Subsequently, the minimum width of staircases was reduced to 3 feet 6 inches and in practice the regulations were modified in other details.

Requirements of Government Departments.

Requirements of Secretary of State.

In 1893 the Secretary of State, in the case of Dellow and Bewley-buildings, Cable-street, required that all staircases

* See pp. 21 and 28.

should have direct access to the yard. Dellow and Bewley-buildings, and all subsequent dwellings have been designed in accordance with this requirement. Towards the end of 1894 the Secretary of State's conditions reached their least exacting point, but from that date to the end of 1898 there was a tendency in various directions to improve the class of accommodation and therefore to increase the cost. At the end of 1894 Sonning-buildings, Boundary-street, were designed on the basis of rooms reduced to the minimum sizes stated in the regulations, with sculleries for the common use of several tenements, but a separate w.c. for each tenement. Sonning-buildings are still the cheapest that the Council has erected (see appendix C).

Proportion of self-contained tenements increased.

During 1895 the tendency of the Council was to somewhat increase the proportion of self-contained tenements, each of such tenements having its own private scullery and w.c., but the small size of the rooms was generally maintained. In 1896, however, criticism on this point led to an increase in this respect. Plans on the revised basis were submitted to and approved by the Secretary of State.

Rooms increased in size.

In 1897 a slight reaction occurred on account of the increased rent that was being asked for the larger rooms, and in July, 1898, plans showing rooms of the following sizes were submitted to the Secretary of State—

Living rooms, average size, 155 square feet.
Bed „ „ 102 „

The Secretary of State noticed that these rooms were smaller than those he had recently been approving. He communicated with the Council on the subject, pointing out that these sizes appeared to him to be smaller than in the buildings he had approved for erection by railway companies. Subsequently the Secretary of State was informed that the experience gained on the Boundary-street area indicated that the most suitable size for a living room was 160 square feet, and for a bedroom 110 square feet, or, where there were two bedrooms, 100 feet and 120 square feet respectively. After this date these figures were adopted as the standard, and their precise observance was rigidly insisted upon. The Secretary of State's conditions also became more severe in regard to other points. A new rule was introduced by him, limiting the number of persons using a staircase. This necessitated the preparation of a completely fresh set of working drawings for Wargrave-buildings, Boundary-street area. The provision of a 45 degrees angle of light to all habitable rooms was also strictly insisted upon. Buildings designed on the

Stricter conditions laid down by Secretary of State.

45 degrees angle of light.

Balcony buildings discouraged.

balcony principle were also objected to, certain plans being definitely rejected and others only approved accompanied by a strong letter of regret.

Action of Local Government Board.

The above remarks refer entirely to buildings erected in connection with schemes under Part I. of the Housing of the Working Classes Act, 1890, the designs for which have to be approved by the Secretary of State. The Local Government Board are the authority who approve plans of dwellings in connection with schemes under Part II. of the Act, and the examination by this board has proceeded on somewhat different lines.

Through ventilation essential.

A strong attitude is maintained on the question of through ventilation, and in 1897 plans submitted to the Local Government Board by the East-end Dwellings Company for dwellings at Ann-street, Poplar, were disapproved on account of their deficiency in this respect. In the case of Cranley-buildings, Brooke's-market, Holborn, the w.c.'s were designed to be separated from the living rooms, first, by a scullery fitted with a window, and secondly, by a separate lobby leading from this scullery. Each lobby was also provided with a window. This dis-connection was not sufficient for the Local Government Board, and after some discussion they reluctantly agreed to the omission of the glass from the windows of the second lobby and the substitution of wire gauze. It may here be observed that the Council's experience in connection with these open lobbies has not been favourable to their general adoption. At Council-buildings, Poplar, in fact, windows had to be provided in consequence of the unsightly way in which the tenants attempted to block up the openings. A similar course had also to be taken in respect of openings on staircases.

Open lobbies required.

Staircases from kitchen objected to.

In the case of certain self-contained cottages designed for the Mill-lane area, Deptford, the Local Government Board objected to the staircase to the bed rooms rising directly from the kitchen, to the thickness of the walls, to the arrangement of the yards, and to many other points of detail. It was also held that these cottages, each of which consisted of two bedrooms, one sitting room, and one kitchen, could not be regarded as providing housing accommodation for six adults. In September, 1898, a further discussion took place with the Local Government Board regarding the staircase arrangements for dwellings at Green-street and Pocock-street, Southwark.

Open staircases required.

It was strongly maintained that these staircases should be left exposed to all weathers, and it was ultimately left that a compromise should be suggested to put windows

in the lower portions of the openings. An amended plan was subsequently put forward by the Council and this matter was not then further discussed.

Moreover, during the years 1897 and 1898, and since, there has been a constant demand on the part of the tenants for self-contained tenements. These are slightly more costly than associated tenements, though, generally speaking, they command higher rents. Very strict views are still held on the importance of direct through ventilation to each room, and the area of 110 feet for bedrooms, arrived at in consultation with the Home Office, does not even now give universal satisfaction. There is a strong feeling in some quarters that every tenement should have one bedroom at least 120 square feet in area. The enormous demand that exists for working class dwellings, coupled with the necessity of keeping rents down to the lowest possible point, has, during the latter part of 1898 and 1899 compelled the Council to revert to the minimum size of rooms originally laid down in 1889.* Accordingly it is upon these lines that all dwellings are now being designed.

Size of bedrooms.

Size of rooms decreased.

Difficulties in building.

The difficulties which have been encountered in complying with the Council's Standing Order and the Treasury requirements as to building operations may now be briefly considered.

Treasury requirements and 3 per cent. resolution difficulties.

The value of the building site, subject to an obligation to re-house, is, of course, considerably below the price the land would fetch if sold for commercial purposes. But even at this value, it is often found that after allowing for the cost of administration and repair of the dwellings, a very small margin remains from the gross income to provide for interest and sinking fund upon the estimated cost of construction (including the cost of quantities, wages of clerks of works, preparation of plans, and establishment charges), plus the value of the land.

Value of land.

This condition of affairs required serious consideration, and various propositions with a view to reducing the cost of erecting and managing the dwellings have been suggested. One of the first points considered was that of the extension of the term of the sinking fund to 100 years. In favour of this extension it was urged that there is every reasonable

Sinking fund term.

* 144 square feet for living rooms; 96 square feet for bedrooms.

justification for assuming that the buildings will be structurally almost as sound at the end of 60 years as they were when they were built. Some of the soundest houses that exist were built 200 to 300 years ago. Good brickwork, mortar, and concrete do not deteriorate with age, and as to the woodwork, if any portion has been destroyed by wear and tear or by rot, it will have been replaced, and destruction or injury by fire will also have been made good by insurance. It is, of course, quite impossible to say whether dwellings would be useful as such in 100 years' time. It is, however, equally impossible to answer the question as to the expiration of 60 years, but from such evidence as history affords there appears to be every probability that, if not useful as dwellings, they will be so for some other remunerative purpose for at least 100 years.

Representations were made to the Chancellor of the Exchequer on this point in 1894, but he did not see his way to meeting the views of the Council. It was pointed out that, in this respect the Council was treated much more favourably than the large corporations throughout the country, which had carried out improvement schemes and erected dwellings for the persons displaced by them. In such cases the period of the sinking fund was limited to 30 and 40 years.

Exclusion of site value from sinking fund.

Another point to which the attention of the Treasury was directed was that of the exclusion of the value of the site from the sinking fund. The effect of such exclusion would be that the value of the sites of working class dwellings would be reckoned as an asset against debt. The proposal was not favourably received by the Treasury, as they considered that the exclusion of the land from the sinking fund would be equivalent to an extension of the period of repayment beyond the maximum term of sixty years allowed by Parliament. Further representations have, however, been made by the Council.

Cost of building.

Moreover, the cost of building operations has materially increased since the Council began itself to undertake the erection and control of dwellings. It may be well to indicate briefly the ways in which this has come about. The chief causes appear to be increases during the last seven or eight years in (*a*) the cost of materials, and in (*b*) the rates of wages paid to workmen. There has been at the same time a decrease in the number of bricks laid in a day by each workman. The increase has been, perhaps, most remarkable in the case of bricks, 42s. per 1,000, or thereabouts, having

been paid during 1897 and 1898, whereas in 1890 30s. or 35s. per 1,000 was the ordinary price. Cement also has increased in price by about 20 per cent., and iron and steelwork by about 27 per cent. Rates of wages have risen, in the case of labourers by three instalments of ½d. per hour, from 6d. per hour in 1890 to 7½d. in 1897, and since. Bricklayers' wages, too, have increased from 9d. to 11d. per hour. The combined effect of this rise in the cost of materials and rates of wages and the decrease in the number of bricks laid per diem has been to raise the price of brickwork per rod from £11 in 1890 to £20 15s. at the end of 1898.

Rates of wages.

Procedure in building.

It may be convenient here to explain the steps taken, in order that the Council, before committing itself to the erection of any block of dwellings, may rightly judge whether the financial conditions to which reference has been already made can be fulfilled. First sketch plans are prepared showing the general arrangement and class of tenement proposed to be built. The gross income of these is then assessed according to the "rents ruling in the neighbourhood" where the dwellings are to be erected. Deductions are then made on account of all outgoings in the nature of management expenses, including a contribution to a "Repairs Fund," and the amount upon which the net income thus arrived at will pay interest and sinking fund charges is calculated. The value of the building site is then deducted from the amount thus obtained, and the remainder, called the "amount available," is the sum for which the dwellings, including all capital expenses, must be erected, the design having therefore to conform with the amount thus determined.

"Amount available."

It will be seen from this summary of the practice that, among other things the cost of administration and repairs and the amount of the local rates have an important bearing on the question whether dwellings can be erected on a sound financial basis or not. In this connection a further difficulty arises, for it has been found that, as a general rule, wherever dwellings are most needed there the local rates are the highest. For example, in Poplar, where dwellings are in great demand, rates are actually 8s. 1d. in the £. It might be thought that this difficulty could be met by the addition of, say 3d. per week per tenement, which, no doubt, persons desirous of accommodation in the particular district would willingly pay; it is

Influence of local rates.

Management expenses

found, however, that such an increase of rent only causes an increase of assessment which neutralises the relief sought to be obtained. In addition, therefore, to other attempts to overcome the financial difficulties, the question of reducing the amount required for the cost of administration and repairs has been engaging the attention of the Council.

From statistics which have been compiled by the Council it appears that the *estimated* outgoings and expenses of administration of the Council's dwellings are in excess of those of the various artisans' dwellings companies. In respect of many of the former dwellings the *estimated* proportion of all outgoings (including loss of rent) to the total rents receivable have considerably exceeded fifty per cent.

This is shown by the following table—

Year.	Rent receivable.	Total outgoings including empties, losses of rent and caretakers' quarters, and repairs.	Percentage to rent receivable.
	£	£	
*1896-7	11,793	6,831	57·92
1897-8	22,723	11,866	52·22

A similar table, however, prepared on the basis of actual cash received and expended during the year, including transfer to repairs and renewals fund, shows a somewhat better result.

Year.	Rent received.	Outgoings excluding empties, losses of rent and caretakers' quarters, and repairs.	Percentage to rent received.
	£	£	
*1896-7	10,207	5,245	51·39
1897-8	20,758	9,901	47·70

Figures collected by the architect show that the percentage of outgoings and losses to rent received varies in the case of the different companies and in different years from 37·22 to 52·05. It will be seen, therefore, that the variations of percentage are wider in the case of the companies than in

* The accounts for 1896-7 did not show any item in respect of central office expenses; for the purpose of this calculation, an amount calculated on the basis for the 1897-8 accounts has been added.

the case of the Council, although the resulting average is lower.

This result may be accounted for in many ways, but the chief reason is, in the opinion of the valuer, that the sum allowed by the companies for repairs and renewals is too low.

It should perhaps be pointed out that the companies and trusts do not provide a distinct fund year by year for repairs and renewals, as is the Council's practice. Any repairs that are required to the buildings are executed from time to time as the necessity arises, and it therefore follows that as the buildings get older the items for repairs must increase.

That the sum allowed by the companies is too low seems to some extent to be borne out by the fact that the Secretary of one of the trusts, in supplying certain figures, pointed out that he anticipated that some rise in the percentage might be looked upon as permanent, owing to the heavy increase of rates and greater cost of repairs and renewals that would probably be needed as the buildings became older.

Supervision and collection of rents.

The whole question was recently exhaustively investigated, and it appeared that it was in the cost of supervision and collection of rents that economy could most confidently be looked for. Briefly, the system of supervision and collection of rents was as follows—The valuer effected the lettings and determined tenancies, where necessary advising the comptroller of each step as it was taken. The comptroller collected the rents through a staff of collectors, who gave some part of their time to other work. The collectors paid in daily to the cashier of the Council all moneys received by them. The valuer managed the dwellings through a number of superintendents and man-and-wife caretakers, of whom the man was engaged in independent employment during the day.

Former system.

Present system.

Consequent upon the recommendations of the Housing of the Working Classes Committee, a re-arrangement of the duties of management was decided upon by the Council in August, 1899. The scheme of management then adopted and now in force has for its object the amalgamation of the duties of management and collection of rents. The services of the existing staff of caretakers were arranged to be utilised as far as possible in the execution of repairs in and about the dwellings. The whole system provides a complete check upon every tenement in the Council's dwellings, and the cash received therefrom, while the officer responsible for the management of the dwellings has at first hand the information derived by the collectors at their weekly

visits, and thus obtains full control of the dwellings. In suggesting this scheme the committee had regard chiefly to the advantage of the full control of the management of the dwellings being in the hands of one officer, but they expressly stated that although the manner in which the former system had been carried out, especially as regards the collection of rents, could hardly have been improved upon, the system itself appeared to be expensive and faulty. It was anticipated that the saving to be effected by the adoption of this scheme of re-arrangement would amount to about 2·53 per cent. on the gross rental of the dwellings then belonging to the Council. The Council's yearly rent roll was then about £30,901, so that the amount saved would be about £780 per annum.

Saving to be effected by present system.

Incidence of local taxation.

Incidence of local taxation.

In connection with the housing question the Housing Committee have had under consideration reports by the Council's valuer, stating that in his opinion the effect of the present system of local taxation (the incidence of which falls not only on the site, but on structural value as well) tends to retard the development of suburban land for the erection of houses. His argument is that, broadly speaking, the general effect of the present inequalities of local taxation is to place the heaviest burden upon the least valuable land, or, rather, on that portion of it which is occupied by buildings, since cultivated land, however valuable, is only assessed at an agricultural rental value, and unoccupied land is not liable for rates at all. The result therefore of the present system of local taxation appears to be a penalty on the building industry. In order to show the results of this inequality of burden on land not yet built on, the valuer instances the case of a small land owner in the suburbs—

"The argument will be simplified by assuming that his "income from his land, on the basis of agricultural rentals, "is very small as compared with its capital value, and that he "is anxious to increase it by retaining his freehold and "letting it in plots on building lease, borrowing the necessary "capital for laying out roads, constructing sewers, and other "preliminary expenses. Assume that he is receiving £5 per "acre from a market gardener (who also pays the rates and "taxes), and that the cost of laying out the land for building "is £400 per acre. As soon as he can get £40 per acre in "ground rent, it should pay him to lay out and let the land "for building, even allowing for the element of delay during

"development; and, as an acre usually cuts up into at least "20 building plots, this means a ground rent of £2 per plot. "But it is rarely that owners are willing to be content with "this return, knowing how land in the vicinity of London "increases in value; and it generally happens that they hold "on until they can obtain £5 ground rent per plot, or more. "But when the builder comes on the scene to bargain with "such an owner, he has to bear in mind that he or his "tenants, when the houses are built, will have to pay rates "and taxes. If he spends, say £300, on each house, he must "have at the very least 6 per cent. clear upon that outlay "(amounting to £18) if his undertaking is to be remunera-"tive. Then there are the repairs and insurance, say £6, "and the rates and taxes, £7. Thus, before he can safely "offer a ground rent of £5 per house, the builder must have "a reasonable expectation of finding tenants willing to pay "£36 per annum for each house, all told; in other words, "each plot must be capable of producing £12 per annum "gross before the builder can afford to give a ground rent of "£5 per annum for it, inasmuch as he has to face the ultimate "charge of £7 per annum for rates and taxes; and, unless the "builder is to lose by his undertaking, there is nothing but "the land value out of which the rates and taxes can come.

Incidence of local taxation.

"Thus the total annual value of each acre of the supposed "estate, when it is let for building, will be £240 per annum. "Of this taxation practically takes £140, and the owner re-"ceives £100. Compare this with its previous yield of £5 "per acre—or, including rates and taxes, £6—and some idea "will be obtained of the enormous and rapid increase which "must take place in the value of land around London before "it becomes ripe for building. But, however rapid the rate "of increase may be, many years must elapse before it "amounts to fortyfold, as in this by no means unusual in-"stance, and during that time the owner has to be content "with a small rental quite out of proportion to its ever-in-"creasing capital value. In the meantime the ever-increas-"ing population is more and more in need of house-room, the "demand for which increases while its supply is impeded by "the present system of taxation; and the whole process, "through all its complications, has one distinct result—viz., "a serious increase in the standard of rents paid for house-"room."

On the other hand, the more valuable land in the central parts of the metropolis is practically benefitting unduly as the result of the same system, having to bear less than its fair share of local taxation. It is suggested that these inequali-

Incidence of local taxation.

ties would be remedied by shifting the basis of taxation from rateable value to site value, and in order to test this the two chief causes of the delay in building on land after it has passed out of the agricultural category are put forward. They are—

(*a*) That rates and taxes calculated according to the value of site plus building must be allowed for before fixing ground rent.

(*b*) That the owner is unwilling to accept a low though remunerative ground rent while he has the prospect by delay of obtaining a higher one.

The valuer's argument is that if rates and taxes were calculated according to site value only, and were levied upon all vacant as well as all covered land, the greater part of the heavy prospective burden upon suburban land would be removed. To use his own words in summing up the whole case, "owing to the fact that the net annual value of occupied premises being made the sole measure of local taxation, the burden of such taxation (subject to the comparatively slight effects of economic friction) tends to fall upon the value of property taxed rather than upon the occupier. . . . But the structural part of the property does not, and economically speaking, cannot bear any portion of the burden, because the builder will not build unless he can secure a fair return for his expenditure and trouble, and therefore waits until the value of the site is sufficient to bear the burden of taxation before he is willing to take it for building purposes. The effect of this on the provision of house accommodation can hardly be over-estimated. It means that no plot of land suitable for a house can be profitably built upon until its value has risen to such an extent that it is sufficient to provide, in addition to a reasonable ground rent, the whole of the rates and taxes to be charged upon and measured by the annual value of the house when built and occupied."

Results of Council's work.

Despite the difficulties pointed out above, the Council has itself erected dwellings for the accommodation of 2,000 persons, in respect of the obligation which it took over from the Metropolitan Board. Accommodation for 240 of those persons has been provided by the Provident Association, and the Council is now engaged in putting up dwellings for 690 more.

Numbers displaced and rehoused by the Council.

In the operations independently carried on under the Housing Acts by the Council during the years 1889-1900 there have been displaced 7,845 persons, and accommodation

has been provided for 6,956, while dwellings are in course of erection for 4,956, and 8,339 will shortly be displaced for whose accommodation additional dwellings will be almost immediately commenced. Numbers displaced and re-housed by the Council.

Further, under the Blackwall Tunnel Acts, 1,210 persons have been displaced; accommodation has been provided for 1,104 persons; and dwellings are now in course of erection for 360 persons. It may also be mentioned that over 3,000 persons will be displaced by the formation of the new street from Holborn to the Strand, and accommodation will be provided for all these. Plans are already in hand for dwellings for that purpose to be erected on the site of Reid's brewery in the Clerkenwell-road, and on a site in Herbrand-street (Little Coram-street), Bloomsbury. On the former site 2,130 and on the latter 680 persons are proposed to be accommodated.

The following summaries show the action that has been and is being taken by the Council in exercise of its powers under the Housing of the Working Classes Act, 1890 (for details, see appendix C)—

Number displaced.	Number housed.	Estimated		
		Gross cost of clearance.	Recoupment.	Net cost of clearance.
7,845	9,198*	£ 524,750	£ 118,850	£ 405,900

Number being displaced.	Number about to be displaced.	†Number being housed.	Number about to be housed.	Estimated		
				Gross cost of clearance.	Recoupment.	Net cost of clearance.
3,996	4,343	5,646	16,894	£ 1,028,800	£ 289,900	£ 738,900

* Including 2,242 re-housed in pursuance of the obligation left over by the late Board, of whom 240 were re-housed by the Provident Association on land sold to them.

† Buildings for the accommodation of this number are actually in progress.

Note to both summaries.—The cost of dwellings is excluded, as these are all designed to be self-supporting, and the position of the Council is therefore analagous to that of the late Board after the sites had been actually sold.

Amendments of Housing Act, 1890.

Amendments of Act of 1890, suggested by Council.

In the course of putting into operation the Housing of the Working Classes Act, 1890, the Council discovered several defects in its provisions. These were specially considered by the Housing Committee during 1896, and were finally brought before the Council in October of that year. The amendments of the Act which it appeared desirable to obtain were as follows—

Advertisement period.

(*a*) An amendment so as to make the period during three consecutive weeks of which advertisements under section 7 (*a*) and (*b*)* are to appear, a period of any three weeks running consecutively during the three months, September, October, and November.

Fuller powers of modification.

(*b*) An amendment so as to obtain power to modify a scheme under Part I. after the lapse of three years from the date of the clearance of the improvement area, in order to enable the Council to sell the land freed from the conditions imposed by the scheme, and with the money so obtained to purchase other lands to be devoted to the provision of accommodation for persons of the labouring class.

Betterment.

(*c*) An amendment so that power may be given to the Council or a vestry or district board to insert in any scheme under the Act a betterment clause, either to the effect of section 36 of the Council's Tower Bridge (Southern Approach) Act, 1895, or to such effect as experience or the circumstances of the particular scheme may render expedient.

Reduction of 13 to 6 weeks' notice to occupiers.

(*d*) An amendment substituting a period of six for the period of 13 weeks during which placards are required to be published advertising the Council's intention to take 15 or more houses in pursuance of a scheme under Part I. of the Act.†

Date after which alterations may not increase compensation.

(*e*) The insertion of a provision in Part II. of the Act fixing the date of the service of the notice upon the person interested, as the date after which alterations to and improvements of property shall not increase the compensation payable.‡ ,

Power to contributing authority to purchase.

(*f*) The insertion of a provision empowering one authority (council or vestry or district board) to purchase the interest of the other authority (vestry or district

* See supra p. 21. † See section 14, supra p. 22.

‡ As to Part I. of the Act, see section 21 (1) (b), supra p. 24.

board or council), in cases where one contributes towards the cost of a scheme under Part II., which is carried into effect by the other.

(*g*) An amendment so as to enable the vestries and district boards, in respect of property which cannot be rendered fit for human habitation without reconstruction, to proceed for closing orders without first serving the owners of property with notice to repair. — Closing orders without first notice to repair.

(*h*) An amendment by which an authority carrying out or contributing to the cost of carrying out, a scheme under Part II., may be enabled to borrow for the purpose of paying or contributing to the payment of any expenses of or incidental to the scheme, and carrying the same into effect. — Borrowing powers.

As has already been seen,* this is provided for by the Housing of the Working Classes Act, 1894, if the necessary borrowing powers are taken in the scheme, but the procedure above indicated seems the more convenient.

(*i*) An amendment so that the contribution by the Council towards the expenses of the carrying of a scheme into effect by a vestry or district board, shall be for such amount and payable at such time or times as the Council and vestry or district board shall agree—reference to the Secretary of State to be only in default of agreement, with power to him to order payment from time to time, and in such amounts as he shall determine. — Payment of Council's contribution to cost of Part II. scheme.

It seemed a pity that the semblance of dispute should be given in all cases to a question of the kind dealt with by this suggested amendment. Of course, in cases of disagreement a provision such as is already in the Act† is necessary.

(*j*) An amendment which shall enable a vestry or district board to pay or contribute to the payment of the expenses of and incidental to a scheme, and carrying the same into effect, the application to the Secretary of State to be only necessary in cases where the Council and the vestry or district board do not agree. — Payment of contribution by vestry or district board to cost of Part II. scheme.

This is merely a corollary to the preceding suggested amendment.

(*k*) The insertion of a provision empowering vestries or district boards carrying out schemes under Part II. of the Act, to acquire under such schemes neighbouring — Neighbouring lands under Part II. schemes.

* See supra p. 35. † See supra p. 29.

lands necessary for the better development of the area comprised in the schemes.

Test award.

(*l*) An amendment so as to enable a test award to be obtained from the standing arbitrator under any scheme: the minimum period to elapse between the service of any further offers and the sitting of the arbitrator to hear each case in connection therewith to be 21 days.

This would be very useful in avoiding unnecessary arbitrations. At present, as has been seen, it is necessary to bring all disputed claims at once before the arbitrator.

Arbitration.

(*m*) An amendment by the omission of the words which provide that the standing arbitrator shall ascertain the amount which the local authority may be willing to pay.*

Contribution by Council to expenses of city, and *vice versa*.

(*n*) An amendment so that the City of London shall in future contribute towards the expenses of schemes carried out by the Council, and so that the Council may in turn also contribute towards the expenses of schemes carried out by the City authorities.

Acquisition of superior interests.

(*o*) An amendment by the insertion of a clause empowering the Council to acquire the superior interest only in property coloured blue† in a scheme under Part I. of the Act, leaving the subordinate interests to expire by effluxion of time.

Repeal of incorporation of Lands Clauses Consolidation Act, 1845.

(*p*) An amendment in the direction of the repeal of the incorporation of section 133 of the Lands Clauses Consolidation Act, 1845, so far as it applies to Parts I. and II. of the Act.

This is in order that the authority carrying out a scheme may not have as now to make good the deficiency of poor rate caused thereby.

Sale of site of obstructive building.

(*q*) An amendment so that the consent to the sale of any portion of the site of an obstructive building, and the approval of the application of the proceeds of such sale shall rest with the same Government Department.‡

These suggested amendments were approved by the Council, and the Government were requested to bring in a Bill to give effect to them. They are, it is understood, still under the consideration of the Secretary of State and the

* See supra p. 23. † See supra p. 22. ‡ See supra pp. 27 and 32.

Local Government Board, but no definite action has yet been taken upon them.

Further suggested amendment.

Further, with a view to securing that the provisions of the Act shall be applied wherever property is in such a state as to justify their application, and also with a view to preventing any dealing with such property in anticipation of its being acquired under a scheme, it has been suggested that, immediately upon the passing of a resolution by the Council declaring any area to be insanitary, an inspection should be made on behalf of the Secretary of State, and that the result of such inspection should be conclusive as to the condition of the property for the purpose of the local inquiry held later on after the formulation of a scheme. This would enable steps for the improvement of any area to be taken more expeditiously, especially by avoiding the necessity of ascertaining that the owner of the property is not himself about to make such a use of the area as would render it doubtful whether or not a scheme could ultimately be carried into effect in respect thereof.

Action taken to meet increased demand for dwellings.

Lack of accommodation for working classes.

For some time previous to the commencement of 1898 it had become evident that the supply in London of working class dwellings was not equal to the demand. There are several causes which are continually tending to increase this deficiency. The land required for commercial purposes, factories, and warehouses is continually extending further from the centre. In this process of expansion, small house property, the dwellings of the working classes, is destroyed, and builders find it unprofitable to pay the commercial value of land in such districts for the purpose of building working class dwellings thereon. In some other parts of London small dwellings are being destroyed to make room for large blocks of highly rented flats and mansions. These causes are continually operating to lessen the number of houses available for the accommodation of the workers in the more central parts of London. On the other hand, the remarkable rise which has taken place in the cost of building, has tended to discourage the erection of dwellings for the working classes in the central districts. The artizans' dwellings companies, with the exception of the East-end Dwellings Company, have for some years almost ceased building, and few dwellings of this decription are being built by private individuals. In these circumstances, the Council's

Future action of Council.

Housing of the Working Classes Committee were of opinion that the course pursued by the Council under the Act should be carefully re-considered, with a view to ascertaining whether the existing practice could not be so varied as to provide some remedy for the evil. After careful consideration the committee submitted the following recommendations to the Council in November, 1898, and they were eventually adopted—

(*a*) That housing accommodation should be provided for a number of persons equal to that of the working classes displaced by any scheme under the Housing of the Working Classes Act, 1890, or under the provisions of any improvement Act; but not necessarily in the immediate neighbourhood of the displacement, due consideration being given to the needs of those living on any particular area; and that a register be kept of all persons displaced, such persons, if possible, to have the first refusal of a tenancy.

(*b*) That all clearances under the Housing of the Working Classes Act, 1890, which involve re-housing be done at the sole cost of the Council.

(*c*) That, apart from the re-housing required in connection with clearance or improvement schemes, and provided that no charge be placed on the county rate thereby, the Council do approve of action being taken under Part III. of the Housing of the Working Classes Act, 1890, with a view to the purchase of land, and the erection of dwellings thereon, and also with the view of purchasing or leasing suitable houses already, or hereafter to be built or provided for the purpose of supplying housing accommodation.

With regard to the last recommendation, it may be observed that the Council had so far only put into force its powers under Part III. of the Act, where it found them necessary or useful in carrying out its re-housing obligations. In order to provide any remedy for the evil of overcrowding caused by the want of dwellings, the Council perceived that much greater use would have to be made of these powers; hence the passing of the resolution referred to. Consequent upon the passing of the resolution, the committee proceeded to consider what sites they could recommend the Council to acquire. As Part III. of the Act incorporated sections 175 to 178 of the Public Health Act, 1875, which authorised a local authority, for the purposes of that Act, to take lands whether situated within or without

Powers under Part III. of Act of 1890.

its district, it had hitherto been assumed that the power to purchase extended to land outside as well as inside the county.

Can Council buy land outside county.

A question having arisen as to whether the Council, if it acquired land under Part III. of the Act, could keep it in its possession without at once erecting dwellings, though with the intention of erecting them at some future time, instructions were given for counsel's opinion to be taken. In stating the case for counsel, the question was naturally raised whether the Council could purchase and hold land outside the County of London.

Council has no power for the purpose.

The effect of the opinion was that the Council had no power to acquire land outside the County for the erection of working class dwellings, and this decision was subsequently confirmed by a further opinion.

Housing Act, 1890, Amendment Bill, 1900.

During the session of 1900 a bill has been introduced into Parliament by the President of the Local Government Board, which, when passed, will remedy this defect in Part III.

Further amendments of the Law.

The Council has taken the opportunity thus afforded of pressing the Government to consider the amendment of the Act in other particulars, and the points upon which representations have been made, in addition to those already referred to above, are as follows:—

(*a*) The desirableness of the confirming authority having power under proper conditions of including in a scheme further properties than are comprised in the scheme as originally drawn.

(*b*) The desirableness of the repeal of section 12 (5) of the Housing Act, 1890, by which the local authority is required, unless the confirming authority otherwise determine, to sell and dispose of all dwellings erected under the Act within 10 years from the time of their completion.

(*c*) The desirableness of the compensation clauses being modified.

In this connection (*c*) the Council expressed the following opinion—

"That the law should declare that it is the duty of the freeholder to see that dwelling houses on his property are fit for human habitation by enforcing the repairing clauses in his leases, and taking all other necessary steps. Where an official representation under the Act has declared that the dwelling houses in question are not fit for human habitation, the freeholder should have the power to re-enter into possession, but

there should be put upon him the obligation to rebuild upon the site dwelling houses for the working classes. In the event of the freeholder not fulfilling this obligation, the local authority should be empowered to take possession of the land, paying only the market value of land subject to the obligation to rehouse persons of the working class, and the local authority should then be required to rebuild dwelling houses for the working class on that site."

Common Lodging Houses.

Common lodging houses.

With regard to common lodging houses the jurisdiction was as has been seen,* transferred from the police to the London County Council in 1894. No financial adjustment was made between the two authorities, so that the expenses of administering the Acts of 1851 and 1853, formerly paid out of the police rate, now fall on the county rate. The duties thus devolving upon the Council were energetically taken up, and a staff of 11 inspectors, headed by a chief inspector, was organised under the supervision of the medical officer of health.

Each inspector is responsible for the condition of the common lodging houses in a district, and each house must be inspected periodically by him. Great improvement has taken place in the houses since 1894, and it has recently been found possible to reduce the number of inspectors to ten. Some idea of the extent of the work performed may be gathered from the following table:—

Year.	Number of houses on register.				Authorised number of lodgers.	Number of convictions.	Penalties.
	For males.	For females.	Mixed.	Total.			
				Administration under Police.			
1891	No information.			863	33,086	8	Not stated.
1892				753	30,283	19	
1893				671	28,340	5	
1894†				654	29,827	9	
				Administration under Council.			
1895	507	36	83	626	29,574	12	£33, and £4 6s. costs.
1896	479	35	82	596	29,140	30	£108 10s., and £4 6s. costs.
1897	473	35	76	584	28,548	30	£82 12s., and £9 19s. costs.
1898	446	37	76	559	28,467	23	£123 8s., and £25 12s. costs.
1899	425	38	79	542	28,620	24	£194 11s., and £25 16s. costs.

* See supra, p. 3. † Up to 31st October, 1894.

It may also be interesting to note that no less than 29,750 inspections were made during the year ended 31st March, 1900.

Logsdon v. *Booth*, and *Logsdon* v. *Trotter*.

While recording the Council's work in connection with common lodging houses some reference must be made to the recently decided cases of *Logsdon* v. *Booth* and *Logsdon* v. *Trotter* (I Q.B., 401 and 617). These were cases in which it was decided that the Salvation Army Shelters and the Victoria Homes were subject to the Council's regulations and inspection. The cases are the more important by reason of their definitely over-ruling the decision given nine years previously in *Booth* v. *Ferrett* (25 Q.B.D., 87) to the effect that shelters and such houses not kept for the sake of gain were outside all inspectional jurisdiction. In future, therefore, all shelters and homes in which casual nightly lodgers are received will be under the control of the Council to an extent sufficient to ensure their being conducted in a clean and sanitary manner.

III.

Overcrowding.

Growth of London.

In investigating the causes which have led to the existing evils with respect to overcrowding in tenement dwellings and houses inhabited by the working classes, it is interesting to note that in the time of Elizabeth the growth of London was viewed by the authorities with so much alarm that an Act of Parliament (35 Eliz., c. 6), was passed forbidding the erection of new houses in London and Westminster. This statute, though, of course, long obsolete, was only repealed in 1888 by the Statute Law Revision Act of that year. The necessity of taking action for the remedying of insanitary conditions, however, was only realised in the present century, and at first the question of overcrowding does not seem to have been discussed at all. Indeed, as may be noticed in section I. of this work,* the only powers which touched this question, so lately as the year 1851, were those enabling by-laws to be made fixing the number of lodgers in common lodging houses. But although this was the case, it must be remembered that overcrowding did exist to a very alarming extent.

To what extent clearly appears from the speech of the late Earl of Shaftesbury (then Lord Ashley), which has been already referred to.† The report of this speech given in the "Times," of 9th April, 1851, is the authority for the following picture of the condition of the dwellings of the poor at and about that time.

Overcrowding in 1844, 1845 and 1848.

In the report of the London Fever Hospital for 1845 the following statement was made concerning one particular room in an establishment—

"It is filled to excess every night, but on particular occa-
"sions commonly 50, sometimes 90 to 100 men, are crowded
"into a room 33 feet 9 inches long, 20 feet wide, and 7 feet
"high in the centre. . . . The whole of this dormitory
"does not allow more space, that is, does not admit of a larger
"bulk of air for respiration than is appropriated in the wards
"of the fever hospital for three patients."

Lord Shaftesbury stated that the consequence was, that considerably more than one-fifth part of the whole admissions into the fever hospital for that year—no less than 130 patients affected with fever—were received from that one room alone. "The experience of the Board of Health went to the same "point. The horrible desolation in the children's infirmary

* See supra pp. 3 et seq. † See supra p. 1.

"at Tooting was found to arise principally from enormous "numbers being crowded in small ill-ventilated apartments. "A similar case occurred, about the same time in Hackney, "in a charitable institution, where the parties were well "cared for, well fed, well warmed, well clothed, surrounded "by a district in which there was not one death, and yet the "mortality in that establishment amounted to no less than 10 "or 15 per cent. of the inmates, simply because they were "put in ill-ventilated and closely crowded apartments. Such "was the condition of the stationary population; this was "what might be seen by anyone who would take a walk into "the more crowded parts of the metropolis." As to how the migratory population fared—those who flitted from one lodging-house to another, and were perpetually moving—a report made by one of the city missionaries reads as follows— Overcrowding in 1844, 1845 and 1848.

"In my district is a house containing 8 rooms, which are all let separately to individuals who furnish and re-let them. The parlour measures 18 feet by 10 feet. Beds are arranged on each side of the room, composed of straw, shavings, rags, etc. In this one room slept, on the night previous to my enquiry, 27 male and female adults, 31 children, and 2 or 3 dogs, making in all 58 human beings breathing the contaminated atmosphere of a close room. In the top room of the same house, measuring 12 feet by 10 feet, there are six beds, and, on the same night there slept in them 32 human beings, all breathing the pestiferous air of a hole not fit to keep swine in. The beds are so close together, that when let down on the floor, there is no room to pass between them; and they who sleep in the beds furthest from the door, can, consequently only get into them by crawling over the beds which are nearer the door. In one district alone there are 270 such rooms."

The statement went on to say—

"These houses are never cleaned or ventilated; they literally swarm with vermin. It is almost impossible to breathe. Missionaries are seized with vomiting or fainting upon entering them." "I have felt," said another, "the vermin dropping on my hat like peas. In some of the rooms I dare not sit, or I should be at once covered." These were some of the worst instances. But, though they were the worst instances it must be recollected that these houses were the receptacles of thousands.

There was a district in Bloomsbury called Church-lane, one of the filthiest that existed in the metropolis, and one of the most unsafe to visit, from the constant prevalence of fever. It was examined in 1848 by the Statistical Society, whose committee stated in their report that it presented—

Overcrowding in 1844, 1845 and 1848.

"A picture in detail of human wretchedness, filth, and brutal degradation. In these wretched dwellings, all ages and both sexes, fathers and daughters, mothers and sons, grown up brothers and sisters, the sick, dying, and dead are herded together. Take an instance—House No. 2, size of room, 14 feet long, 13 feet broad, 6 feet high, rent, 8s., for two rooms per week—under-rent 3d. a night for each adult. Number of families, 3; 8 males above 20, 5 females above 20, 4 males under 20, 5 females under 20; total, 22 souls. Landlady receives 18s. a week; thus a clear profit of 10s. State of rooms filthy."

The average number of persons in each house in Church-lane was 24, in 1841; when an examination took place in the end of 1847 the average was 40 persons to each house.

According to Lord Shaftesbury, a working man was, in many instances, calculated to lose about 30 days in a year by reason of the conditions under which he lived. At 1s. 6d. each day the loss would be £2 5s., which is a vast deal more than any increase of rent for superior accommodation. It was stated that—

"The average rent paid in Snow's-rents, Westminster, 'a vile place,' was, in 1844, 2s. 4½d. per week per room. The people employed in the docks pay from 1s. 6d. to 3s. per week for single rooms, which for filth and disgusting appearance were such wretched hovels as defied giving a fair description of them. The single men pay in the lodging-houses 1s. 6d. per week for half a bed, and 2s. for single beds, several sleeping in the same room, wanting in comfort, cleanliness, etc." Another statement was that the apartments rented by the London dock labourers were at 2s. to 4s., the average being 3s. per week per room. Another person said—

"As near as I can judge, the average price paid per week for the wretched rooms occupied by the lowest poor in the vilest neighbourhood is about 2s. 6d. To make up this rent the apartments are crowded to the greatest excess."

The above then was the state of affairs before, so far as can be ascertained, any authority, public or private, had any right or responsibility in the matter of overcrowding. It will be interesting to trace briefly the steps that have been taken since public authorities have possessed power to deal, at any rate to some extent, with the evil.

Powers to prevent overcrowding.

It has already been mentioned that the power of regulating common lodging-houses was created in 1851. This power was conferred on the police, and was with respect to common lodging-houses only. The Nuisances Removal Act, 1855, was the first Act which gave powers in the matter to Vestries and

District Boards. This Act authorised them to take proceedings to abate overcrowding in a house occupied by members of more than one family. Fuller powers were given in 1866 by section 35 of the Sanitary Act of that year. This section empowered the Secretary of State, on the application of a Vestry or District Board, to declare the enactment in force in a sanitary district enabling the authority to make regulations dealing with houses let in lodgings, including the fixing of the number of persons occupying such houses, and the registration, inspection, cleansing, and lime-washing of such houses.*

Although, doubtless, some steps were taken under the Act, yet it is evident from the report of the Royal Commission of 1884-5, when the question came prominently forward, that in most districts of London nothing whatever had been done. The Commissioners stated that it was "evident that the 35th section of the Sanitary Act, which contains a remedy for some of the evils which have been described, is likely to remain a dead letter in many districts of the metropolis, until some improved means be devised for putting it in action."

The Commissioners, in their report, attached great importance to the making of regulations under section 35 of the Sanitary Act of 1866. They pointed out that in the cases of the parishes of Chelsea and Hackney there had been a serious attempt to register and inspect tenement houses, and that in these parishes the effect of the action of the authorities was very good. In the case of Chelsea, out of 11,000, being the whole number of houses in the district, 1,700 were registered. In one year 300 were cleansed, 14 cases of overcrowding were abated, 129 water supplies were improved. In 37 cases the use of kitchens as living rooms was prevented, and the occupation of rooms by more than 2 adults of different sexes was suppressed. The consequence of this action was that, in 1884, in the whole of Chelsea, there was practically no overcrowding.

Result of action in Chelsea and in Hackney.

The parish of Hackney is a district entirely different from Chelsea. Only a small proportion of its inhabitants are of the wealthier classes; its area is occupied entirely by the middle and lower classes. On the passing of the Act of 1866, however, the Hackney District Board made regulations under that Act, and appointed special inspectors to measure the rooms in houses occupied by members of more than one family. The services of these inspectors were retained until 4,600 houses had been inspected under the supervision of the Medical Officer—the late Dr. Tripe. The work appeared to

* See supra pp. 3 et seq.

the Commission to have been of a thorough character. The measurement of each room was entered in a book and the number of persons who might legally occupy each room was fixed. Notices were served upon the owners or persons letting the houses requiring them to limit the number of lodgers and to cleanse the houses, and the number of notices served in 1867-8 was nearly 3,000. So well was the work said to have been done that without any care being relaxed the numbers dropped from nearly 1,300 in 1870 to 68 in 1873. Since that time till 1884 the annual number seems to have been about 150, and most of them were served upon new houses or re-served upon change of ownership. The consequence of the work having been taken in hand in Hackney systematically from the beginning was that, out of 6,000 houses occupied among the poorer classes by members of more than one family, over 5,000 were in 1884 registered and under inspection and visitation.

Overcrowding in 1884.

These facts regarding Chelsea and Hackney serve to bring out vividly the neglect and supineness of the remaining authorities in London. Some idea of the condition of these other parts may be gathered from the following examples of overcrowding which are taken at random from different parishes and all of which are cited in the report of the Royal Commission of 1884-5. In Tilney-court, St. Luke's, nine members of a family, five of them being adults, inhabited one room, 10 feet by 8 feet. In Summers-court, Holborn, there were two families in a room 12 feet by 8 feet. In St. Pancras, at 10, Prospect-terrace, eight persons inhabited one room, 10 feet by 7 feet, and 8 feet high. At 6, King's Arms-place, Bermondsey, there were, inhabiting the washhouse at the back, 10 feet by 5 feet, a father and mother, two children, and two older sons. At Notting-hill, Kensington, were found in St. Catherine's-road, cases of six and seven members of a family occupying one room.

Examples could be multiplied indefinitely but the foregoing contrast is perhaps amply sufficient to point to one of the causes of, and one of the remedies for overcrowding, at any rate at that time. The first is neglect and the second is activity on the part of the parish authority concerned.

The situation of London in 1884 as regards overcrowding may be well summed up in the words of the report of the Royal Commission before referred to—

Default of local sanitary authorities.

> "The state of the houses of the working classes in Clerkenwell, the overcrowding and other evils which act and re-act on one another must be attributed in a large measure to the default of the responsible local authority.

> Clerkenwell does not stand alone; from various parts of London the same complaints are heard of insanitary property being owned by members of the vestries or district boards, and of sanitary inspection being ineffectually done, because many of the persons whose duty it is to see that a better state of things should exist are those who are interested in keeping things as they are."

While dealing with this cause of overcrowding, it may be pointed out that the power of sanctioning regulations in respect of houses let in lodgings was transferred from the Secretary of State to the Local Government Board in 1874, and in 1884 the Board by declaration enabled all vestries and district boards to make such regulations without first getting section 35 of the Act of 1866 specially applied to them.

Since 1884, therefore, all vestries and district boards have had ready to their hands the machinery for regulating and keeping down overcrowding in tenement houses.

Other causes of overcrowding existed at that time (1884)*, among which may be mentioned—the necessity under which many of the poorest persons are compelled to live near their work or near where there is the best chance of obtaining work; the migratory habits of a large proportion of the poor; the influx of foreigners and of labourers from other large towns and from villages; and the demolition of small houses to make way for street improvements, railway stations, and the extension of business premises.

Steps taken by the Council.

Action by Council.

Consequent upon the report of the Royal Commission of 1884-5 public attention was more largely directed to the necessity of something being done to mitigate the evils of overcrowding. When the Council came into existence in 1889 steps were at once taken to ascertain whether the vestries and district boards were duly exercising their powers in the matter.

From a return made to the Special Purposes and Sanitary Committee of the Council in 1889 it appeared that regulations had been adopted in 31 of the 40 London sanitary districts; in 10 of these 31 districts, however, no attempt was being made to enforce the regulations, and in several of the remaining 21 districts the number of houses on the register was either not stated or was very small.

The passing of the Public Health (London) Act, 1891, was an important step forward as regards the powers of sanitary

* See report of the Royal Commission, 1884-5, pages 28 et seq.

authorities in dealing with overcrowding. The powers given by the Sanitary Act of 1866, were merely optional, but under section 94 of the Public Health (London) Act, 1891, the enforcement of by-laws as to houses let in lodgings was made obligatory. The Council, moreover, was given greater powers in cases where the sanitary authority was in default.

The Public Health Committee of the Council have had the question repeatedly before them in connection both with inquiries which have been made from time to time into the sanitary condition and administration of particular London districts, and also in connection with reports presented by Mr. Shirley Murphy, the Council's medical officer, on the subject generally.

It will be convenient to trace the matter under the two heads just indicated.

Special inquiries as to action under by-laws for the regulation of houses let in lodgings.

Special inquiries.

Special inquiry has on more than one occasion been made by or under the direction of Mr. Murphy concerning the operation of by-laws as to houses let in lodgings throughout London generally. Thus, a return issued in December, 1895, showed that regulations under the Sanitary Act of 1866 or by-laws under the Public Health Act of 1891, dealing with houses let in lodgings, had then been made in all the London sanitary districts. From the figures there given, it would appear that in eight London districts an appreciable proportion of the inhabited houses—that is to say, upwards of 2 per cent. of the total number of such houses, were under regulation. In sixteen other districts the regulations were being used, though only to a limited extent. In a few of the remaining districts by-laws under section 94 of the Public Health (London) Act, 1891, had only recently been confirmed, and there had not been, at the time of the return, any opportunity of enforcing them. Again, in a certain number of districts the question of enforcing existing regulations had been postponed, apparently because the authority was in communication with the Local Government Board with reference to replacing such regulations by by-laws under the Act of 1891. The number of cubic feet required for each person in a room used exclusively for sleeping purposes was in general 300, though in a few cases 350 cubic feet were required. In a room partially but not exclusively used as a sleeping apartment 400 cubic feet must generally be provided, but in some cases only 350, and in others only 300, were prescribed. Generally speaking, where the person was a child under 10 years of age, half these amounts were required. In the

majority of cases a limit of rent was given in the by-laws, and parts of houses let at any amount exceeding that limit were excluded from the operation of the by-laws. The effect of this latter provision will be referred to subsequently.

The following is the official form of the by-laws upon which those made generally throughout London are based—

MODEL BY-LAWS.

PUBLIC HEALTH (LONDON) ACT, 1891.

BY-LAWS.

Made by the being the sanitary authority for the with respect to houses let in lodgings, or occupied by members of more than one family. Model by-laws.

Interpretation of terms.

1. In these by-laws, unless the context otherwise requires, the following words and expressions have the meanings hereinafter respectively assigned to them; that is to say—

"Sanitary Authority" means the

"Lodging-house" means a house or part of a house which is let in lodgings or occupied by members of more than one family:

"Landlord," in relation to a house or part of a house which is let in lodgings or occupied by members of more than one family, means the person (whatever may be the nature or extent of his interest in the premises) by whom or on whose behalf such house or part of a house is let in lodgings or for occupation by members of more than one family, or who for the time being receives, or is entitled to receive, the profits arising from such letting:

"Lodger" in relation to a house or part of a house which is let in lodgings or occupied by members of more than one family, means a person to whom any room or rooms in such house or part of a house may have been let as a lodging for his use and occupation.

Exempted Houses.

2. In either of the following cases a lodging-house shall be exempt from the operation of these by-laws; that is to say—

(*a*) Where the rent or charge payable by each lodger, and exclusive of any charge for the use by such lodger of any furniture, is at a rate of per week or upwards.

Model by-laws.

(*b*) Where the rent or charge payable by each lodger, and inclusive of any charge for the use by such lodger of any furniture, is at a rate of
per week or upwards.

(*a*) *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.*

(*b*) *For the registration of houses so let or occupied.*

(*c*) *For the inspection of such houses.*

(*d*) *For enforcing drainage for such houses, and for promoting cleanliness and ventilation in such houses.*

(*e*) *For the cleansing and lime-washing, at stated times, of the premises.*

(*f*) *For the taking of precautions in case of any infectious disease.*

3. The landlord of a lodging-house, or a lodger therein shall not knowingly cause or suffer a greater number of persons than will admit of the provision of *three hundred cubic feet* of free air space for each person of an age exceeding *ten years*, and of *one hundred and fifty cubic feet* of free air space for each person of an age not exceeding *ten years* to occupy, at any one time, as a sleeping apartment, a room which is used exclusively for that purpose, and which is under the control of such landlord, or which has been let to such lodger, respectively, as the case may be.

4. The landlord of a lodging-house, or a lodger therein, shall not knowingly cause or suffer a greater number of persons than will admit of the provision of *four hundred cubic feet* of free air space for each person of an age exceeding *ten years*, and of *two hundred cubic feet* of free air space for each person of an age not exceeding *ten years* to occupy, at any one time, as a sleeping apartment, a room which is not used exclusively for that purpose, and which is under the control of such landlord, or which has been let to such lodger respectively, as the case may be.

5. The landlord of a lodging-house, within a period of *fourteen days* after he shall have been required by a notice in writing, signed by the clerk to the sanitary authority, and duly served upon or delivered to such landlord, to supply the information necessary for the registration of such house by the sanitary authority, shall, himself, or by his agent duly authorised in that behalf, sign and furnish to the sanitary authority a true statement of the following particulars with respect to such house; that is to say—

(*a*) The total number of rooms in the house.

(*b*) The total number of rooms let in lodgings or occupied by members of more than one family. Model by-laws.

(*c*) The manner of use of each room.

(*d*) The number, age, and sex of the occupants of each room used for sleeping.

(*e*) The Christian name and surname of the lessee of each room; and

(*f*) The amount of rent or charge per week payable by each lessee.

6. In any case where the landlord of a lodging-house occupies or resides in any part of the premises, or retains a general possession or control of the premises, such landlord, and in any case where the landlord of a lodging-house does not occupy or reside in any part of the premises, or retain a general possession or control of the premises, every lodger who is entitled to have or to exercise the control of the outer door of the premises shall, at all times when required by the medical officer of health, the sanitary inspector, or any other officer specially appointed or authorised by the sanitary authority in that behalf, afford any such officer free access to the interior of the premises for purpose of inspection.

7. Every lodger in a lodging-house shall, at all times when required by the medical officer of health, the sanitary inspector or any other officer specially appointed or authorised by the sanitary authority in that behalf, afford any such officer free access for the purpose of inspection to the interior of any room or rooms which may have been let to such lodger.

8. Where the medical officer of health, the sanitary inspector, or any other officer specially appointed or authorised by the sanitary authority in that behalf has, for the purpose of inspection, obtained access to the interior of a lodging-house or to the interior of any room or rooms in such house, a person shall not wilfully obstruct any such officer in the inspection of any part of the premises, or, without reasonable excuse, neglect or refuse, when required by any such officer, to render him such asssistance as may be reasonably necessary for the purpose of such inspection.

9. In any case where a lodger in a lodging-house is entitled to the exclusive use of any court, courtyard, area, or other open space within the curtilage of the premises, such lodger, and in any case where two or more lodgers in a lodging-house are entitled to the use in common of any court, courtyard, area, or other open space within the curtilage of the premises the landlord, shall cause such court, courtyard, area, or other open

Model by-laws.

space to be thoroughly cleansed from time to time as often as may be requisite for the purpose of keeping the same in a cleanly condition.

10. The landlord of a lodging-house shall cause every drain or means of drainage with which any water-closet belonging to such house may communicate, to be maintained at all times in good order and efficient action.

He shall also cause all such means of ventilation as may be provided in or in connection therewith to be maintained at all times in good order.

11. Every lodger in a lodging-house shall cause all solid or liquid filth or refuse to be removed once at least in *every day* from every room which has been let to him, and shall once at least in *every day* cause every vessel, utensil, or other receptacle for such filth or refuse to be thoroughly cleansed.

12. In every case where a lodger in a lodging-house is entitled to the exclusive use of any staircase, landing, or passage in such house, such lodger shall cause every part of such staircase, landing, or passage to be thoroughly cleansed from time to time as often as may be requisite.

13. A lodger in a lodging-house shall not cause or suffer any animal to be kept in any room which has been let to such lodger or elsewhere upon the premises in such a manner as to render the condition of such room or premises filthy.

14. The landlord of a lodging-house shall cause every common passage or staircase in such house to be thoroughly cleansed from time to time as often as may be requisite.

15. The landlord of a lodging-house shall, in the first week of the month of *April* in every year, cause every part of the premises to be cleansed.

He shall, at the same time, except in such cases as are hereinafter specified, cause every area, the interior surface of every ceiling and wall of every water-closet belonging to the premises, and the interior surface of every ceiling and wall of every room, staircase, and passage in the house to be thoroughly lime-washed.

Provided that the foregoing requirement with respect to the lime-washing of the internal surface of the walls of rooms, staircases, and passages shall not apply in any case where the internal surface of any such wall is painted, or where the material of or with which such surface is constructed or covered is such as to render the lime-washing thereof unsuitable or inexpedient, and where such surface is thoroughly cleansed, and the paint or other covering is renewed, if the renewal thereof be

Model by-laws.

necessary for the purpose of keeping the premises in a cleanly and wholesome condition.

16. The landlord of a lodging-house shall provide adequate means of ventilation in or in connection with every common passage or staircase in such house, and shall cause such means of ventilation to be maintained at all times in good order.

17. The landlord of a lodging-house shall cause all such means of ventilation as may be provided in or in connection with any room in such house to be maintained at all times in good order.

18. In every case where, in pursuance of any statutory provision in that behalf, an order of a justice has been obtained for the removal of a lodging-house to a hospital of a person who is suffering from any dangerous infectious disease and is without proper lodging or accommodation, the landlord of such house, and the lodger to whom any room whereof such person may be an occupant has been let shall, on being informed of such order, forthwith take all such steps as may be requisite on the part of such landlord and of such lodger, respectively, to secure the safe and prompt removal of such person in compliance with such order, and shall in and about such removal, adopt all such precautions as, in accordance with any instructions which such landlord and such lodger, respectively, may receive from the Medical Officer of Health of the Sanitary Authority, may be most suitable for the circumstances of the case.

Penalties.

19. Every person who shall offend against any of the foregoing by-laws shall be liable for every such offence to a penalty of five pounds, and in the case of a continuing offence to a further penalty of forty shillings for each day after written notice of the offence from the sanitary authority :

Provided, nevertheless, that the justices or court before whom any complaint may be made or any proceedings may be taken in respect of any such offence may, if they think fit, adjudge the payment as a penalty of any sum less than the full amount of the penalty imposed by this by-law.

Enforcement of by-laws.

The figures given in the return of December, 1895, to which reference has been made, show that of the 548,000 inhabited houses then existing in London, and of which not less than 130,000 must have been occupied by members of more than one family, so that regulations might have been applied to them, only 6,200 were registered and under inspection by the sanitary authorities.

Their usefulness.

A report by Dr. Hamer, one of the Council's assistant medical officers of health, made in June, 1896, stated that the result of inquiry as to the operation of by-laws in districts in which they had been extensively used, pointed unmistakeably to their usefulness. It appeared that the requirements of the by-laws with regard to cleansing had been found most effective, although considerable difficulty had been experienced in districts in which by-laws had not been made use of. There was, however, an almost unanimous concensus of opinion by medical officers of health that the hands of the sanitary authority were materially strengthened by the use of by-laws in the cases to which they were applicable. Dr. Hamer went on to say "the by-laws, in addition to formulating requirements as to cleansing, define overcrowding, and it may be anticipated that here, too, great advantage will result from their use. It is sometimes stated that in dealing with overcrowding, inasmuch as a notice to abate is almost always complied with, the necessity for by-laws relating to this subject is not apparent. It must not be forgotten, however, that compliance with a notice means in some cases little more than that the person responsible for overcrowding has learnt what answer it is necessary to give when inquiries are subsequently made concerning the matter. By-laws serve a double purpose; in the first instance they enable penalties to be more easily obtained when overcrowding is found to exist; in the second, they may provide for inspection of houses let in lodgings to be made at other times than those specified for by the general powers of the Act, a provision necessary in view of the fact that there is much difficulty in proving the existence of overcrowding. It is necessary here to emphasize the advantages of proceeding for infringement of the by-laws where overcrowding is found, because even at the present time, with the increased powers by-laws give already in the hands of sanitary authorities, it is still the practice to proceed for abatement by notice rather than to apply directly for penalties."

Census overcrowding.

It did not appear possible to estimate exactly the extent to which overcrowding as defined in the by-laws existed in London. The returns of the 1891 census showed that 19·71 per cent. of the population were living under conditions of "overcrowding." "Overcrowding," however, as defined by the Registrar-General, is not identical with the overcrowding which comes within the limits usually specified in by-laws, but is applied indiscriminately to all cases where there are more than two occupants per room in tenements of less than five rooms without regard to cubic capacity. As an instance, however, of the extent to which overcrowding as usually

defined in the by-laws was admitted to exist by the inhabitants of houses in some parts of London, Dr. Hamer quotes the result of inspection made by himself and Dr. Young in six sanitary districts, two in the south, three in the east and one in the west of London. They found on the average that there were clear evidences of overcrowding in about one house of every 10 visited.

Neglect of powers by sanitary authorities.

It appears from the report just quoted that the enforcement of by-laws regulating houses let in lodgings is eminently beneficial both as regards cleansing and as regards the reduction of overcrowding. Still even in 1896 it appeared that the powers conferred upon sanitary authorities under the by-law had been to a very large extent neglected. From Dr. Hamer's observations the chief difficulty in connection with the regulation of houses let in lodgings seems to have been the fact that the sanitary inspectors had not been able to devote sufficient time to periodical inspection of tenement houses. To render the operation of the by-laws at all effective, systematic inspection is absolutely essential, but in many cases the staff kept by the sanitary authority was found inadequate for this purpose. Copies of the report of 1896 were sent to each sanitary authority with a request for their observations upon it, and as from the replies received it appeared that in many districts the by-laws or regulations remained practically a dead letter, the Council on 1st December, 1896, on the recommendation of the Public Health Committee, passed the following resolutions—

> "(1.) That the medical officer be instructed to make a further inquiry at Midsummer, 1897, as to the extent to which by-laws or regulations dealing with houses let in lodgings are enforced in the several sanitary districts of of London, with a view to the Council making a representation to the Local Government Board under section 101 of the Public Health (London) Act, 1891, in the case of any sanitary authority which is not by that time carrying out the provisions of section 94 of the Act.
>
> "(2.) That a copy of this report and of the Council's resolution thereon be sent to each of the London sanitary authorities."

Further special inquiries.

A further inquiry was accordingly made and a further report was prepared by the medical officer towards the end of 1897. The report showed that in 31 districts the number of houses on the register ranged between six (in Plumstead) and 1,500 (in Kensington). In Bethnal-green, Lambeth, Lee, Paddington, Newington, Poplar, St. Saviour Southwark, Stoke

Newington, Battersea and Chelsea, no houses were regulated at the time of the inquiry. In Lambeth the by-laws had only recently been confirmed. In Paddington an inspector had lately been appointed to deal with the subject. In some of the parishes of the Lee district, houses were mostly occupied by one family. In Battersea, a large number of houses had been entered in a register, but no action taken to make them subject to by-laws. In the other districts mentioned there was no evidence that the sanitary authorities would comply with the requirement of the Public Health Act. There were several districts where but a trifling number of houses had been registered, and some others where better, though still insufficient progress had been made, the inadequacy of the sanitary staff appearing in some of these instances to be an explanation of this laxity.

Cubic space required.

In all cases but one in which by-laws had been made and confirmed under the Public Health Act, 400 cubic feet per adult person were required in rooms occupied by day and by night, but in Clerkenwell the amount was 350. The attention of the Local Government Board was called to the matter, and here also 400 cubic feet are now required by the by-laws.

Rent limit.

In a few districts the rent of tenements, which excluded the houses from being subject to the by-laws, was so low as to exclude nearly all houses from their operation. As an example of this may be quoted the case of the parish of St. Luke where the by-laws fixed a rent of 3s. per week for an unfurnished, and 5s. 6d. per week for a furnished tenement as the amount above which the houses in which such rooms were let out should not be registered and regulated. These by-laws were confirmed by the Local Government Board in 1895, and on an attempt being made to enforce them it was found that out of 48 houses as to which notices were served, by reason of the lowness of the rent limit, only 16 came within the scope of the by-laws, although other houses in the same and other streets were substantially the same as regards their occupation as those which had been registered. Out of a total of 177 tenements which in 1897 appeared to be of the class for which these by-laws are intended it was found that no less than 145 were let at more than 3s. per week, and would therefore escape registration.

The special attention of the Local Government Board was directed to this parish with beneficial result.

In view of the fact that the statutory requirement that the by-laws relating to houses let in lodgings shall be enforced was still so much neglected in many district in London, the Council decided on 14th December, 1897, to make a complaint

to the Local Government Board, as provided for in section 101 of the Public Health (London) Act, 1891. The sanitary authority with regard to which this course was taken was that of Bethnal-green, as that authority, so far from having attempted to take any action with regard to houses let in lodgings, appeared rather to have so framed their by-laws as to relieve them from the necessity of taking any such action. Mr. Murphy's report, which contained detailed information as to the arrangements in each district, was printed and published, and copies were sent to each sanitary authority, together with a copy of the Public Health Committee's report and of the Council's resolution thereon. In January, 1898, after the Vestry had had an opportunity of sending in their observations on this report, the formal complaint was lodged with the Board under section 101 of the Act that the Vestry of Bethnal-green had made default in executing the provisions of section 94, and the Board subsequently asked for the Council's observations on a letter from the vestry on the subject. From this letter it appeared that one of the by-laws (No. 2) provided that the by-laws should *not* apply to a lodging-house if and so long as the vestry *deemed it unnecessary* to register such lodging-house. The vestry proceeded to state that they had not settled any policy of not registering houses, but that there was divergency of opinion between the sanitary committee and the medical officer as to the "expediency of placing a mass of houses on the register." They, however, "relied on the obligation of their medical officer and sanitary inspectors to report as to houses occupied by members of more than one family in such manner that the Committee might, when requisite, place houses on the register"; at the same time they did not see that much practical benefit would result from registration. Bethnal-green.

The Council, in reply, pointed out to the Local Government Board that the question at issue appeared to be whether the vestry had exercised a reasonable and proper discretion in declining to register any houses, and suggested that the vestry should be asked to furnish the Board with particulars of the specific houses which they had considered and decided not to register. The Council added that the fact that no houses at all had been registered, and that the section which it was the duty of the vestry to enforce was, seven years after the commencement of the Act, entirely inoperative in Bethnal-green, seemed a strong indication of a default within the meaning of section 101.

The Local Government Board subsequently gave their decision to the effect that, having regard to the by-law in question, the

Bethnal-green.

vestry did not appear to them to have been guilty of default within the terms of section 101.

It thus appeared that the vestry, by making and obtaining confirmation of a by-law giving them discretion as to the houses to be registered, were enabled to render section 94 of the Act a dead letter in their district. In view of the great importance of the question, counsel's opinion was taken, and he advised that it might fairly be contended that the by-law was void for uncertainty. He, however, expressed the opinion that the only way in which the Council could take steps to get it set aside or to test its validity would be by applying to the Local Government Board to act under section 101 for default by the vestry "in executing any provisions which it is their duty to execute of this Act,' which words he considered wide enough to cover a case of default in making by-laws. He was also of opinion that if by-law No. 2 were declared invalid, the vestry could be compelled, under section 101, to make new by-laws. In these circumstances, and in view of the fact that some other sanitary authorities in London had made by-laws containing a similar clause to by-law No. 2 made by the Bethnal-green Vestry, the Council applied to the Local Government Board to put in force the provisions of section 101 in order to compel the vestry to make valid by-laws, or to appoint the Council to perform such duty. The Board decided that the vestry had not made default under the Act, and they were also of opinion that the by-law in question was not an invalid one. Upon this the Council appointed a deputation to wait upon the Board, in the hope that they might be brought to change their opinion, the effects of which it can readily be seen may be most serious in hampering the Council in its endeavour to secure the due enforcement of regulations for the prevention of overcrowding. The Board, however, have not seen their way to receiving the proposed deputation, and have replied that the present law appears to be sufficiently strong to secure proper action by local sanitary authorities.

General inquiries as to the sanitary condition and administration of particular districts.

General inquiries.

Reference may now briefly be made to the results of the action taken by the Council on reports made by Mr. Murphy and the Council's assistant medical officers of health, Drs. Hamer and Young, as to the general sanitary condition and administration of various parishes and districts.

Since 1892 inquiries have been made into the sanitary condition of some dozen London districts. The reports of

General inquiries.

these inquiries show in a number of instances that increased effort is necessary on the part of the sanitary authorities concerned to cope with the work of carrying into effect the by-laws regulating tenement houses. Upon receipt of these reports the Public Health Committee have from time to time made recommendations to the Council, with the result that in some cases the Council has felt it necessary to represent the sanitary authority to the Local Government Board as being in default.

Thus in reporting upon St. Saviour, Southwark, in 1893, the medical officer drew special attention to this subject. In the following year the question was raised *inter alia* in connection with Deptford, Mile-end Old-town, Whitechapel and Bethnal-green. These several reports were forwarded to the sanitary authorities concerned, and led to increases of the staff of sanitary inspectors in Deptford, Whitechapel and Bethnal-green.

In 1895 inquiries were made in Fulham and Lambeth and in each instance an increase in the staff of inspectors was found to be necessary, and attention was particularly drawn to the need of enforcement of by-laws as to houses let in lodgings.

In 1896 Holborn, and in 1897 St. Luke and Clerkenwell, were similarly inspected, and attention was particularly directed to the need of the enforcement of these by-laws—in each instance with beneficial results.

In the course of the year 1898 the question as to the enforcement of by-laws as to houses let in lodgings was raised in connection with inquiries made concerning the Reidhaven-road district of Plumstead and the parish of St. Pancras. In the former case an additional inspector was appointed and the vestry decided to register houses occupied by more than one family where conditions of overcrowding or dirt and dilapidation existed.

Plumstead.

In Plumstead the extent to which the conditions just referred to affected certain groups of houses was studied. It was noted that the greater part of the overcrowding, and an altogether undue proportion of the more extreme instances of dirt and dilapidation, were found in nine groups of houses, the houses of each particular group being ascertained to be in common ownership. In these nine groups, including sixty-six houses in all, occurred every one of the instances of houses noted as having walls infested with vermin, and, in addition to this, twenty out of the total number of twenty-eight houses found to be exceptionally dirty, and twenty-seven out of the forty-two houses noted as

dilapidated. In the sixty-six houses belonging to the nine ownerships in the area, twenty-six instances of overcrowded groups, representing about one-sixth of the total number of rooms were found, this number corresponding to a rate of about thirty-nine cases per hundred houses visited, while in certain other houses, representing about one-third of the total number of ownerships, only twenty cases of overcrowding per hundred houses visited were found, and in the remaining houses in the area, representing about half the total number of ownerships, no cases of overcrowding existed.

St. Pancras.

The state of affairs in, and the action taken with regard to St. Pancras perhaps also deserve some fuller statement.

Dr. Hamer's report showed that the parish contained a larger number of persons living in tenements of one or two rooms than any other London sanitary district. The percentage of the population of St. Pancras living in tenements of less than five rooms appeared to be considerably higher than in London as a whole, while the percentage of the population living in such tenements under conditions of overcrowding was, as compared with the corresponding percentage for London, nearly in the proportion of three to two.

Bearing in mind that the information as to Whitechapel and Mile-end Old-town was obtained in 1894 and that as to Lambeth in 1895, the following comparison of the extent of overcrowding in those districts with its extent in St. Pancras in 1898 may be instructive—

	Total number of houses visited.	Number of instances of overcrowding per 100 houses visited.
Mile-end Old-town (1894) ...	507	2
Whitechapel (1894) ...	497	9
Lambeth (1895) ...	796	26
St. Pancras (1898) ...	567	31

Overcrowding in St. Pancras appeared to be widely diffused throughout the whole parish, but as elsewhere in London it specially affected particular streets, and reason appeared for concluding that groups of houses similar in character to those which had been made the subject of detailed study in Plumstead, also existed in St. Pancras.

Misuse of space.

Another peculiarity in connection with the overcrowding existing in St. Pancras which deserves special mention is the fact that out of 174 cases of overcrowding *in tenements* 67 were due to the *misuse* of space, that is to say the overcrowding in these cases permitted of abatement by mere modification of

existing sleeping arrangements without necessity for any displacement from the tenements. St. Pancras.

"If," says Dr. Hamer, "it be legitimate to apply the above "figures to London as a whole, about one-third of the existing "overcrowding in London could be abated without the dis- "placement of a single family." And again, Dr. Hamer gives it as his estimate that the number of persons to be displaced by the entire abolition of overcrowding in St. Pancras would not exceed that displaced by the Council under the Boundary-street scheme in Bethnal-green,—slightly less than 6,000.

From the report it appears that special control is at the present time urgently required with regard to some 2,000 houses, the inspectional work necessary for dealing with which would take up the whole time of at least four inspectors. The number of houses actually registered is 154, and even these are not efficiently dealt with. Very many of the defects most commonly met with and most urgently needing remedy in St. Pancras appeared to be precisely those which could be satisfactorily dealt with by the enforcement of the existing by-laws relating to houses let in lodgings.

The report of which the above is an outline as regards over-crowding was forwarded by the Council to the Vestry of St. Pancras, who replied by a report on the subject made by a special committee.

The vestry's report controverted the existence of the state of affairs indicated by Dr. Hamer, but the printed evidence upon which the report was based appeared rather to bear out the statements made in Dr. Hamer's report. Especially does the evidence given by Dr. Sykes, the vestry's medical officer, support the statement that some 2,000 houses in the parish ought to be registered and inspected under by-laws as to houses let in lodgings. In these circumstances the Council decided in December, 1899, to represent to the Local Government Board under section 107 (2) of the Public Health (London) Act, 1891, that the vestry had failed to appoint a sufficient number of sanitary inspectors, and the Board will hold an inquiry on the matter.

Again in 1899 inquiry was made by Dr. Hamer as to the sanitary condition and administration of the parish of Kensington. In the report of the result of his inquiry the necessity for increased activity on the part of the Vestry of Kensington in respect of the registration and inspection of houses let in lodgings was made clear. Some years ago this vestry was one of the most active in carrying out these particular duties, a large number of houses were registered, and at much pains Kensington.

Kensington.

particulars concerning these houses were ascertained. Since 1889, however, insufficiency in the number of sanitary inspectors has prevented these houses being kept continually under supervision, and it is scarcely too much to say that the condition of the Notting-dale area, to which special attention was directed by the *Daily News* in 1893, is due to the neglect of the vestry to keep up a proper sanitary staff. This area, the death rate in which for a population of about 4,000 was for the years 1896, 1897 and 1898 as high as 50, 55·7 and 45·5 per 1,000 respectively, consists largely of houses let in lodgings of the very description for which frequent and adequate inspection is essential. The vestry, however, though recognising the deplorable condition of this special portion of their parish, appear to have preferred to ignore the plain cause of and remedy for it and to be of opinion that the Notting-dale area is a fit area for the application (by another authority) of Part III. of the Housing of the Working Classes Act, 1890. Indeed, they have more than once requested the Council so to deal with it, but the Council has pointed out that the vestry have themselves full powers to control and remedy the condition of the area by exercising their powers of inspection and regulation under by-laws as to houses let in lodgings.

In regard to the existence of overcrowding in Kensington as a whole, the results of the inquiry disclose 61 cases out of a total of 444 houses, or about 14 cases per 100 houses visited. As in St. Pancras, however, about one-third of these cases of overcrowding arose from *misuse* as distinguished from *insufficiency* of space within the tenement as a whole. It is estimated, therefore, that to entirely abolish overcrowding in Kensington would involve the displacement of no more than two or three thousand persons.

The report, which concludes with an expression of opinion that an increase in the sanitary staff of Kensington is necessary, has been printed by the Council, and was in December, 1899, forwarded to the vestry for their observations. These observations, in which the vestry disagree with the conclusion in the report, were received by the Council in February, 1900, and are now under consideration.

Rent limit.

It has been before noted that the rent limit usually inserted in by-laws for houses let in lodgings and restrictive of the operation of such by-laws, was in some cases found to be too low.

In 1844, rents, as may be gathered from what has been said in preceding pages, averaged about 2s. 6d. per room per week. From a report made in 1865 by Dr. Hunter on the "Housing

of the Poor in Towns," it appears that in the neighbourhood of Whitechapel, which may be taken as a district typical of others where overcrowding existed, rents varied on the average from 2s. 6d. to 3s. 6d. per room per week.* There was therefore a strong upward tendency during the twenty years from 1844. If we now look twenty years further we find rents still tending to increase since it appears from the evidence taken before the Royal Commission of 1884-5 that rents then averaged from 3s. to 4s. per week per room. It is, of course, very difficult to form a correct estimate of the average rent paid per room per week at the present time for the class of accommodation that is under consideration, but judging from such data as are available to the hand of anyone who looks into the matter, the average rent cannot now be less than from 4s. to 4s. 6d. Thus it will be seen that there has been during the last fifty years a continued though not perhaps, except in particular cases or particular localities, an excessive rise in the rents.

Rise in rents.

It was, however, in the past year (1899) alleged that large increases had taken place within very recent periods, and consequently inquiries were made by the Council in April and July, 1899, as to the increase of house rents in various parts of London. The result of these inquiries showed that beyond the districts of Whitechapel and St. George-in-the-East large increases of rent and exactions of key money were not in any sense general. In the districts mentioned, however, rents had increased as much as 30 per cent., and key money, *i.e.*, deposits required from the incoming tenant ranging in extent from 5s. to over £20 had been paid.

It is but fair, however, to say that in most cases the key money was paid not to the landlord but to the outgoing tenant.

The following tables show the results of the inquiries as to rents, the increases in which have in the majority of cases taken place within a comparatively recent period—

First inquiry, April, 1899.

District.	Tenements visited.	Number of increases.	Percentage of increase.	Increase per week per direct letting.
				d.
Poplar	214	55	4	4¾
Greenwich	170	55	4¾	4½
St. George-the-Martyr ...	95	4	½	1
Vicinity of Boundary-street	95	16	6	6¾
St. Luke	73	2	1	1¼
Battersea	68	15	3	3¼

* Dr. Hunter on the "Housing of the Poor in Towns," 8th Report of the Medical Officer of the Privy Council, 1865.

Rise in rents.

Second inquiry, July, 1899.

District.	Tenements visited.	Number of increases.	Percentage of increase.	Increase per week per direct letting.
				s. d.
Shoreditch	57	13	1¾	– 3¼
St. George-in-the-East ...	389	389	27¼	3 5
Stepney	40	40	30	3 9¼
Mile-end	67	58	28½	4 1½
Bermondsey	152	39	8½	– 9½
Newington	107	14	1¾	– 2

Third inquiry, October, 1899.

District.	Tenements visited.	Number of increases.	Percentage of increase.	Increase per week per direct letting.
				d.
St. Pancras	750	103	1½	— 1½
Seaton-street, St. Pancras ...	34	—	—	—

It appears, therefore, having regard to the tendency of rents of this class of house to continually rise, that in any by-laws made for the regulation of such houses there should be a provision whereby the rent limit in respect of tenements in houses to which the by-laws are made applicable may be periodically revised. Otherwise there will be a continually increasing danger of houses to which they should apply being excluded from their operation. No such provision, however, seems to have been made in any case with the result that as above stated "in a few districts the rent of tenements which excluded houses from being subject to the by-laws was so low as to exclude nearly all houses from their operation."

Causes of overcrowding.

The causes which at the time of the Royal Commission of 1884–5 were found to have resulted in overcrowding, have by no means ceased to operate. Demolitions for various purposes have continued in all parts of London; the necessity for the poorer classes to live near their work is just as great as ever, for means of locomotion have not increased in proportion to the numbers requiring to use them; the influx of foreigners into certain parts still continues; and as will have abundantly appeared from what has been already said, sanitary authorities do not yet fully avail themselves of the powers vested in them by the law over 40 years ago.

The consequences attendant upon the neglect of these authorities to put their powers into force have been most serious.

Causes of overcrowding.

Lord Shaftesbury, in his evidence before the Royal Commission of 1884-5, stated that the overcrowding in London had become more serious than ever in consequence of the many general improvements necessitating the removal of dwellings occupied by the labouring classes. It must be apparent that had the sanitary authorities made and enforced regulations for dealing with the evil the people would have been compelled to find room further away from the central districts. This would have created or rather perhaps increased the demand for dwellings in the outer parts of London, and this increase of demand would undoubtedly have led to a greater supply. In the absence of ready means of bringing these people to their places of employment, manufacturers and other employers of labour might have been obliged either to assist in providing means of locomotion or to remove their factories into the outlying districts or into the country, in order to be within reach of the labour necessary to the carrying on of their businesses. The Council's valuer, who conducted the inquiries as to rents, the results of which have been quoted, concludes his report by saying—"The evil, however, in the "districts affected is a very serious one, and there can be little "doubt that unless some means are taken to check or "counteract it, this practice (*i.e.*, that of 'sweating' the rents "of the lower class property) may spread to other and larger "districts. The exactions in question, in nearly every case "brought to my notice, so far as I can obtain information, "co-exists with overcrowding. In fact, the tenants could not "afford to pay the rents and deposits exacted, unless they were "permitted to overcrowd. No doubt increased vigilance on "the part of the sanitary authorities would have a great effect "in this connection."

High rents therefore are caused by or, at least only co-exist with overcrowding, and illegal profits are thereby put into the pockets of the owners or letters of the overcrowded property. As an excuse for allowing overcrowding it is frequently urged there is at present no sufficient accommodation for all without it. It is quite conceivable, however, that a *gradual* as distinct from a *wholesale* enforcement of the existing powers of sanitary authorities to abate overcrowding would at the same time stimulate the erection of new accommodation, and the fact that Dr. Hamer estimates that the entire abolition of overcrowding in St. Pancras and Kensington (the former undoubtedly one of the worst districts in this respect) would only displace about 9,000 persons tends to show that, though undoubtedly serious, the problem of dealing with overcrowding has not reached such a point as to be impossible of solution. There can be little

Possible gradual remedy.

doubt that a gradual enforcement of the existing powers for dealing with overcrowding would effect an immediate reduction in the rents of property now overcrowded. That there is ample vacant space even within the county of London for the erection of new accommodation appears from the fact that the Council's valuer, at the beginning of 1899, estimated the amount of vacant building land available within the county at 14,000 acres. Of this Camberwell contains 650 acres; Chelsea, 20; Hampstead, 350; Islington, 20; Kensington, 200; Lambeth, 240; Paddington, 70; Penge, 30; St. Pancras, 200; St. George's Union, 30; Fulham Union, 1,150; Greenwich Union, 480; Hackney Union, 380; Lewisham Union, 4,800; Poplar Union, 80; Wandsworth and Clapham, 2,700; Woolwich Union, 2,600. Moreover, there is no need to limit the space necessary to accommodate London's workers to the area comprised in the administrative county. There is immediately beyond the border and yet not an hour's journey from the centre of London, a quantity of land suitable for building purposes and only awaiting development by the provision of adequate means of locomotion to and from the outlying districts. The consideration of this fact leads naturally to a brief description of the steps which the Council has taken with a view to assisting to render such land available for the accommodation of even the poorest of the workers of central London. These steps will be considered under the head of "Workmen's Trains."

Building land available in London.

Means of locomotion.

IV.

Workmen's Trains.

Legislation.

Legislation.

Before the year 1883 there was no general statutory provision for workmen's trains, but such trains were run on metropolitan railways in some cases voluntarily, but chiefly in accordance with the requirements laid down by Parliament when special Acts of the companies were passed. In 1882 the Select Committee on Artizans' and Labourers' Dwellings Improvement called attention to the importance of favouring in every way facilities of transit between the great centres of industry and the outlying districts, and especially between the metropolis and its suburbs, and they recommended—

> "That similar conditions as to workmen's trains within a "certain distance from London to those now imposed "upon the Great Eastern Railway Company should be "enforced in the case of other railways as opportunities "may offer."*

Cheap Trains Act, 1883.

In 1883 the Cheap Trains Act was passed. Stated in general terms the effect of the Act is to require the railway companies to provide sufficient and suitable workmen's trains at reasonable fares on all parts of their lines; the companies receiving conditionally on their doing so entire remission of passenger duty on all fares not exceeding the rate of 1d. a mile and a reduction of the duty on the fares of all the passengers conveyed at a higher rate under certain conditions. The Act by section 3 (a) (b) makes it obligatory on all railway companies conveying passengers for hire to provide—

(1) Sufficient proportionate accommodation for passengers at fares not exceeding the rate of one penny a mile.

(2) Sufficient workmen's trains for workmen going to and from their work, at such fares and at such times between six o'clock in the evening and eight o'clock in the morning, as appear to the Board of Trade to be reasonable.

If at any time the Board have reason to believe that a railway company is not complying with the above provisions, they may hold an inquiry or may, if required by the company to do so, refer the matter for the decision of the Railway Commis-

* Under section 80 of the Great Eastern Railway Metropolitan Station and Railways Act, 1864, the company are bound to run one train from Edmonton and Walthamstow to Liverpool Street every week-day not later than 7 o'clock in the morning, and one train back at night to both those places after 6 o'clock.

sioners. If on inquiry the Board or the Commissioners are satisfied that proper and sufficient accommodation is not provided by any company, they may order the company to provide such accommodation or workmen's trains at such fares as may appear to be reasonable.

If any company on whom an order is made neglects to comply with such order the Board of Trade shall issue a certificate to that effect to the Commissioners of Inland Revenue, and the company shall lose the benefit of the remission of duty and be required to pay the passenger duty that would be payable if such duty had not been varied by section 2 (3) of the Act. The variation of passenger duty is set out in this section which runs as follows—

> Fares not exceeding the rate of one penny a mile are exempt from the 5 per cent. passenger duty; but fares for return or periodical tickets are exempt from duty only where the ordinary fare for the single journey does not exceed that rate.

The 5 per cent. duty is reduced to 2 per cent. on all passenger traffic exceeding the rate of one penny a mile between railway stations within a certified urban district, i.e., an area which has a continuous urban as distinguished from a rural or suburban character, and contains a population of not less than one hundred thousand inhabitants. There are other provisions in the Act, but as they do not directly affect the question of workmen's trains they need not be here mentioned.

Royal Commission of 1885.

Royal Commission, 1885.

The administration and operation of the Cheap Trains Act, 1883, were carefully inquired into by the Royal Commission on the Housing of the Working Classes, 1885, of which His Royal Highness the Prince of Wales and prominent statesmen of both political parties were members. The Commission quoted and endorsed the opinion of the Select Committee of the House of Commons on Artizans' Dwellings, 1882, as to the importance of providing cheap facilities of transit by railway between the metropolis and its suburbs for persons of the labouring class, and added the following expression of its own opinion—

> "Turning to the subject of re-housing the poor who have been displaced by demolitions, especially in the metropolis, the whole question of the relations of the railway companies with the working classes is opened up.
>
> "In examining the causes of over-crowding in the centre of the metropolis, it was shown that the majority of the

poor labouring population were under compulsion to live within reach of their work, and that those parts of the town and the suburbs in which there was no pressure were out of the question as places of residence for this class, because they were not within a walk of their employment. Again, the earnings of the class in question were shown to be at a rate that left no margin for the extra cost of travelling expenses.

Suggestions.

"If therefore, the railways are to be utilised for the benefit of the poorer wage-earning classes, two conditions must be satisfied; first, the fares must not exceed the difference between the rent of their homes in the overcrowded districts, which ought to be relieved, and the lower rents in the suburbs; secondly, the companies must provide carriages which will bring the people to and from their work at convenient hours."

The Assistant Secretary of the Board of Trade railway department, in his evidence before the Commission, concluded that since the railway companies ran workmen's trains in excess of their parliamentary obligations, the inference might fairly be drawn that they found them to pay, and the Commission expressed the following opinion, evidently to anticipate the plea of loss to the companies which it might be argued would arise from running workmen's trains at low fares—

"The State has interfered in this matter in the public interest, rather with reference to what the working classes can afford than to what will pay the companies. The State assumes and exercises the right to control the price of conveyance on account of the monopoly which the companies are presumed to exercise in the conveyance of traffic."

The report of the Commission also specially referred to the fact that while the Cheap Trains Act mentioned 8 o'clock in the morning as the limit of time for workmen's trains, most of the trains ran earlier than 7 o'clock, and, referring to evidence that compulsion to run workmen's trains up to 8 a.m. would tell very hardly upon the companies by interfering with the clerks' traffic which begins just then, and that the powers of the Board of Trade under the Act should be exercised with great discretion, the report proceeds—

"Your Majesty's Commissioners are, however, of opinion that under it a bargain was struck between the nation and the railway companies, the consideration for the remission of part of the passenger duty being the provision of a certain number of trains."

This expression of the opinion of the Royal Commission is of considerable importance, especially having regard to the plea frequently advanced on behalf of the companies that they cannot afford to run workmen's trains.

Railway Companies who had not provided workmen's trains in London.

The report further referred to three metropolitan railway companies—Great Western, London and North Western, and Midland—which had not, up to that time, provided a single workmen's train in London, and had therefore entirely ignored their obligations under the Cheap Trains Act, 1883. The Great Western, the report stated, had not until recently touched districts inhabited by the labouring classes, although a population of that class is now crowding along the line. The London and North Western terminus was close to one of the most crowded districts in London, and the Midland had pulled down an enormous number of workmen's dwellings, and the Commissioners alleged that there was evidence before them that overcrowding and misery had been thereby caused. It was pointed out that the Cheap Trains Act, 1883, placed these and other companies in a different position in regard to the provision of workmen's trains to that in which they had previously been; that under it the Board of Trade had power to make inquiry as to their default and to order them to provide such accommodation as that Board thought fit, and, failing compliance, might issue a certificate under which the companies would lose the benefit of the Act, so far as relates to the remission of duty. The report added, "The powers of the Board of Trade have not been extensively, if at all, exercised at present." It referred to the Board of Trade statement of what had been done in regard to these defaulting railway companies as follows—"The companies that do not run workmen's trains have been communicated with by the Board of Trade, and they have expressed their willingness to give favourable consideration to any proposals which may be made to them."

Powers of Board of Trade not exercised.

The failure of the Act in these and other cases to secure for the working classes the cheap train provision it intended can only be attributed to the inadequacy of the present administrative powers.

Procedure adopted by Board of Trade.

The procedure adopted by the Board of Trade, as described in evidence given before the Royal Commission, is fully set forth in its report, and is substantially as follows—

> It was not the custom of the Board to take the initiative in the matter of workmen's trains; their practice was to allow themselves to be put in motion on the representation

of the parties concerned. The Board contend that if any great necessity arose it would be heard of in Parliament, or their attention would be drawn to it from outside.

The question of the principle on which the Board were to proceed was of extreme importance. (1) They might in every case take the initiative of examining into the provision made, which would entail the maintenance of a staff of inspectors; or (2) they might determine what was adequate provision and enforce it upon the railways, as they had ample power to do.

Objections had been urged to both courses, and neither was considered necessary, as reliance might safely be placed on the voluntary action of the companies, stimulated, as it would be, from time to time, by a certain amount of judicious pressure on the part of the Board.

Opinion expressed by Royal Commission.

The opinion expressed by the Royal Commission in regard to these views was as follows—

"Your Majesty's Commissioners are of opinion that upon the subject of the Cheap Trains Act, 1883, the Board of Trade should themselves initiate communication with the London Trades Council and other representative bodies of workmen, and should secure to the working classes the full benefit to which they are entitled under the Act of 1883."

Action by the Council.

Action by the Council.

In 1889, soon after its constitution, the attention of the Council was directed to the question of workmen's train services in connection with the clearance of insanitary areas under the Artizans' Dwellings Acts.

The Housing of the Working Classes Committee were then considering what amendments in the law were necessary in order to more effectually carry out the intentions of the legislature with regard to improving the dwellings of the poor, and it was felt that in order to deal with the difficulty of providing accommodation for persons displaced from insanitary areas, inducements should be held out to some of those so displaced, to migrate into the suburbs. The Council accordingly directed an inquiry to be made into the services of workmen's trains provided by the several railway companies running to the suburbs of London, with a view to urging the companies to provide where necessary an increase in the number of such trains and also to extend the hours during which workmen's cheap tickets might be used.

Inquiry as to services of workmen's trains.

The Council approached the Board of Trade on the subject, and at the suggestion of the Board an informal conference was held between certain members of the Housing Committee and the managers of the railway companies. At this conference the companies were urged to consider, besides the above two points, the necessity for encouraging the development of suburban sites for workmen's dwellings by proceeding to provide stations in advance, rather than waiting, as was the practice, for the demand to spring up before granting the supply. The companies, however, were not prepared to meet the views of the Council, and it was felt that for the Council's action to be effective, recourse was necessary to the Board of Trade. The Board of Trade were accordingly again approached, and in response to their request for more particulars and information as to which of the existing services the Council considered to be inadequate, exhaustive reports on the services of workmen's trains provided by the railway companies having termini in the metropolis were prepared.

Council's reports.

These reports were furnished to the Board of Trade and to the railway companies, and whilst the Council was considering the next steps to be taken the debate in the House of Commons on Sir Blundell Maple's "Cheap Trains (London) Bill" took place. Considerable weight was attached on that occasion to the reports in question by speakers on both sides of the House, and it appeared that all parties were of opinion that the time had arrived when action should be taken in the direction indicated in them. At the Council's request the Board of Trade convened a conference of delegates from the Council and of representatives of all the metropolitan railway companies at the offices of the Board of Trade on 29th June, 1893, with a view to ascertaining to what extent the railway companies were prepared to grant additional facilities in the direction of workmen's trains. The following suggestions were put forward on behalf of the Council for the consideration of the companies—

Conference with railway companies.

Suggestions put forward by Council.

(1.) That workmen's tickets be made available for return by any train carrying third-class passengers.

(2.) That the issue of quarterly or monthly third-class tickets be extended to all stations within the limit of the cheap train service.

(3.) That the conditions as to the issue of workmen's tickets, the fares, kind of tickets supplied and trains by which available, be not only published in the book of time-tables of each company, but be conspicuously advertised by means of posters at all stations served by workmen's trains.

(4.) That, except in the case of quarterly or monthly third-class tickets, all workmen's tickets be daily ones.

(5.) That all third-class trains, whether on main or branch lines, arriving at the London termini up to 8 a.m. be workmen's trains throughout the area of the cheap train service.

(6.) That all third-class trains from London termini, up to 7.30 a.m., be also workmen's trains throughout the same area.

(7.) That when insufficient third-class accommodation is provided in a workmen's train, the holder of a workman's ticket be allowed to travel by a superior class without extra charge.

(8.) That the model zone system suggested in the Committee's report is one worthy of adoption, and may fairly be made applicable to all future as well as present metropolitan railway undertakings.

(9.) That superior cheap trains at half fares be run to London termini by all metropolitan railways from all stations within the area of the cheap train service from 7 to 9 a.m., without restriction as to time of return.

Zone system.

The zone system had already been adopted in principle by the Metropolitan and some other railway companies, and a system of this kind had been also suggested in Sir Blundell Maple's Bill. The following was the zone system proposed by the Council—The zone limit to be the limit of the existing service of workmen's trains, viz., 20 miles. The number of zones to be three, and each to increase in radius outwards, and the zone tariff to decrease in rate in the same order. The mean zone tariff to be approximately 0·2d. per mile. It was shown that the mean rate for all the lines at that time was 0·32d. per mile, whilst the Great Eastern Company's minimum was 0·093d., and several other companies were then carrying workmen at a lower mean rate than 0·2d. per mile. The system proposed is set out in the following table—

Zone.	Zone radius—miles.	Mean distance of zone double journey—Miles.	Zone tariff for double journey.	Mean rate per mile of mean double journey.
First	5	6	1½d.	0·250d.
Second ...	12	17	3½d.	0·205d.
Third	20	32	4½d.	0·140d.
		Mean rate per mile		0·200d. nearly.

Result of conference.

From the Council's point of view the result of the conference was unsatisfactory. The companies conceded that workmen's tickets should be available for return after noon; that workmen's trains should be fully advertised, and that workmen's tickets should be issued daily; but on the more important points raised they were not prepared to make any concessions.

The companies, however, appeared to be disposed to extend the services of trains to 7 a.m., but as some companies were running trains beyond that hour, the proposal was not entertained. The result of the action taken by the Council had the effect, besides the concessions mentioned, of attracting public attention to the subject, and more especially to the views expressed by the Royal Commission on the Housing of the Working Classes of 1885, and stimulated most of the companies to the considerable development of their workmen's services which has since been made.

Great Western Railway and Hanwell Local Board.

As an instance of this the case of the Great Western Railway and the Hanwell Local Board in 1893 may be quoted. This railway at the time of the Council's inquiry into the question was not running a single workmen's train on its own system and from some suburban stations only one train of any kind reaching London before 8 a.m. This want of railway accommodation caused great inconvenience to working-men, many of whom had to rise as early as 3.30 a.m. and walk a distance of four miles before they could get a workmen's train—on the line of another company—to take them to their work. These facts were strongly commented upon in the Council's reports on workmen's trains, and there had been considerable agitation in the neighbourhood of Ealing, Hanwell, etc., to induce the company to provide the required accommodation. Local authorities had approached the company in the matter, but without effect, as the company would not admit the necessity. On the publication of the Council's reports the Hanwell Local Board took the matter up and applied to the Council to assist them in appealing to the Board of Trade for an inquiry. The Council acceded to the request, and the Board having granted an inquiry, the nature of the evidence given was such as to induce the Board to at once require the company to provide the needed accommodation.

The Council failing in its endeavour to induce the railway companies to grant further facilities to workmen in regard to train services took such action as lay in its power to procure the insertion of a clause in railway bills promoted

in Parliament requiring the particular company to provide a sufficient number of cheap trains. The model clause which the Council approved was as follows—

Council's model clause for insertion in railway bills.

> The company shall, and they are hereby required at all times to run a sufficient number of cheap trains for working men to be run each way, between the London terminus and all stations within a distance of twenty miles thereof, every morning in the week (Sundays, Christmas Day, Good Friday, and Bank Holidays excepted). Such up-trains shall be timed to arrive at the London terminus at such times up to 8 a.m. as the company may from time to time fix, and workmen travelling by such trains shall be entitled to return by any train carrying third-class passengers. All down-trains timed to depart from the London terminus up to 7.30 a.m. shall be available for workmen. The fares by such trains shall not exceed for the double journey between the London terminus and a distance of five miles 1½d., between such terminus and a distance of twelve miles 3½d., and between such terminus and a distance of twenty miles 4½d. Provided that, so far as relates to the case of any portions of the said railway, which, being within the metropolitan area, is not met by the foregoing provision, the fares shall not exceed a charge at the rate of one halfpenny for every two-and-a-half miles, the company, nevertheless, not being required to take any fare less than one penny. On complaint made to the Board of Trade, the said Board shall have power to fix the number and regulate the times of running of the trains. Nothing in this Act shall entitle the company to claim exemption from any requirement of the Board of Trade under the Cheap Trains Act, 1883, or any statutory modifications of it or of any general or special Act of Parliament, hereafter passed, dealing with the subject of cheap trains. The liability of the company under any claim to compensation for injury or otherwise, in respect of each passenger travelling by such trains, shall be limited to a sum not exceeding (£100) one hundred pounds.

Provisions obtained in various companies' Acts.

As the result of its action in this direction the Council obtained certain special provisions in various companies' Acts. The following may be cited as examples of the clauses as to workmen's trains which were inserted—

Railway Act and Section.	Workmen's train provision.
North West London Railways Act, 1899, section 82.	Any train up to 8 a.m., 1½d. single, 2½d. double, Marble-arch to Cricklewood, 4 miles odd. 1½d. return Cricklewood to Kilburn, or Kilburn to Marble-arch and vice versa.
South Eastern and London, Chatham and Dover Act, 1899, section 32.	Any train due at or before 8 a.m., Charing-cross, Cannon-street, Holborn-viaduct or Victoria or any station within 20 miles of any such station. Return fare 2d. for any station not exceeding 4 miles from Victoria, Holborn-viaduct, or Charing-cross. Workmen's fares to be revised by Board of Trade within five years of Act passing 1st August, 1899.
West Metropolitan Railway Act, 1899, section 58.	All trains up to 8 a.m. Fares limited to fares charged on line of any company which may work this line.
Charing Cross, Euston and Hampstead Act, 1899, section 27.	All trains up to 8 a.m. on railways authorised by this or 1893 or 1898 Act. Fares, 1d. single, 2d. return.

City and West-end Railway Bill, 1897.

The case of the City and West End Railway Bill, 1897, may here be mentioned. The railway projected in this Bill consisted of a deep level electric system, 6¼ miles in length, running from Bridge-road, Hammersmith, to Budge-row, Cannon-street, and from Bridge-road to a proposed generating station in Fulham. The Council opposed the Bill in order to obtain satisfactory clauses as to workmen's trains, and succeeded in its object. The Select Committee of the House of Commons, however, rejected the Bill mainly in consequence of the opposition of the Metropolitan Railway Company. The decision of the Select Committee is to be regretted, as the railway would have been a great addition to the means of locomotion in London, and would have materially assisted in relieving the pressure of overcrowding, since it would have tapped some of the most congested parts of the metropolis.

Such clauses as the Council has been able to get inserted in special Acts of railway companies seeking further powers by no means meet the difficulties the Council has before it. These clauses have usually only been conceded or imposed in the case of new or small railways, while there have been cases in which Committees of Parliament have expressed the view that the proposals of the Bill under consideration did not warrant the insertion of a provision as to workmen's trains, and pointed out that the Council had a remedy against the company under the Cheap Trains Act, 1883.

Report as to need for extension of workmen's trains services to 8 a.m.

In 1897 the Council issued a report as to the need for a general extension of the service of workmen's trains on metropolitan railways up to 8 a.m. This report was in a measure called forth by communications from the London Committee for the extension of workmen's trains, requesting the Council to urge upon the Board of Trade the necessity for exercising its powers under the Cheap Trains Act, 1883, with a view to all metropolitan railway companies being required to run cheap trains for the working classes up to 8 a.m. It will be useful to refer to some of the more important conclusions arrived at in the report with regard to the requirements of workmen in connection with the cheap train service and the further improvements needed. The necessity for further action was made evident by the case urged by the above committee and by memorials from workmen, to the effect that thousands of working men and women employed in various warehouses and workshops did not begin work until between 8 and 8.30 a.m., and therefore needed workmen's trains until 8 a.m. The report attempted to give some definite conception of the mass of the mobile industrial population requiring cheap and convenient locomotion up to the limit of 8 a.m., provided for in the Cheap Trains Act, 1883, taking the term "workmen" as interpreted by the railway companies, viz., artizans and unskilled labourers, including women. The total number of workmen thus defined was estimated at over 800,000, and after allowing for considerable deductions, the report stated that "little examination is needed to show that even the re-
"duced aggregate of workmen thus arrived at is far beyond
"the carrying capacity of the present metropolitan workmen's
"services, especially having regard to the fact that these con-
"vey many thousands of working men who reside outside the
"metropolitan area not included in the aggregate referred to."
The following table showed the number of working men and women actually engaged in the principal trades and industries, with their approximate percentage distributed by residence in the various metropolitan districts and the time limits within which they commenced work, based upon Mr. Charles Booth's "Life and Labour of the People in London"—

Number of workpeople requiring to travel up to 8 a.m.

Table showing number of workpeople engaged in various trades

Principal trades and industries.	Total workpeople employed.	Approximate percentage residential distribution by districts.				Present time limits for commencing work.
		East.	North	West and Central	South.	
						a.m.
Building	102,784	12·1	24·8	25·5	37·6	8 (*a*)
Wood workers	56,909	32·8	26·5	16·6	24·1	6 to 9
Metal workers (iron and steel)	44,234	22·7	15·6	14·6	47·1	6 to 8
Workers in other metals ...	15,388	20·7	22·2	19·5	37·6	6 to 8
Sundry manufactures	33,510	22·7	21·3	13·6	42·4	6 to 8.30
Printing and paper trades ...	67,546	20·9	22	20	37·1	6 to 9
Textile trades	13,901	38·6	19·4	13·1	28·9	6 to 8
Dress	198,435	25·7	26·3	23·2	24·8	7 to 9
Food and drink...	91,968	20	22·7	22·1	35·2	3 to 8
Labour	197,082 (*b*)	24·1	16·4	19·5	40	5 to 9
Total	821,757	22·9	22·3	20·7	34·1	

(*a*) Mr. Booth gives the hour for commencing work in this trade and those associated with it, as 7 a.m.; but 8 a.m. is substituted for this on the authority of the statement made in one of the communications sent to the Committee.

(*b*) Under this heading are included dock and wharf service and labour, coal porters, gas workers, &c., warehousemen, messengers, general and factory labourers, and artizans (not defined).

Table showing how far requirements were met.

With regard to the question how far these requirements were met by the existing provision of workmen's trains, the following summary, prepared from the companies' time-tables for 1897, of all early trains arriving at the London termini, distinguishing cheap trains from those reserved for ordinary traffic, was submitted—

Railway company.	Arrival London terminus.	Workmen's trains.			Half-fare trains.			Early ordinary trains.			Total early and cheap trains.			Total cheap trains run by each railway to London termini.
		No.	Time limit of arrival.		No.	Time limit of arrival.		No.	Time limit of arrival.		No.	Time limit of arrival.		
			From	To		From	To		From	To		From	To	
			a.m.	a.m.		a.m.	a.m.		a.m.	a.m.		a.m.	a.m.	
Great Eastern	Liverpool-street ...	25	5.25	6.47	33	3.0	7.58	1	6.57	—	59	3.0	7.58	77
	Fenchurch-street ...	10	5.30	6.50	9	6.52	7.55	5	7.5	7.50	24	5.30	7.55	
London, Tilbury and Southend	Fenchurch-street ...	6	5.11	7.18	3	7.36	8.6	—	—	—	9	5.11	8.6	9
North London	Broad-street ...	23	5.41	8.1	—	—	—	1	7.47	—	24	5.41	8.1	23
Metropolitan	Aldgate and Aldgate East	21	5.50	8.5	—	—	—	1	7.38	—	22	5.50	8.5	31
	Baker-street ...	10	5.40	7.42	—	—	—	—	—	—	10	5.40	7.43	
Metropolitan District ...	Mansion-house ...	25	5.47	8.40	—	—	—	17(*a*)	7.2	8.42	42	5.47	8.47	25
Great Northern ...	King's-cross ...	3	5.42	6.15	7	6.35	7.53	—	—	—	10	5.42	7.53	19
	Moorgate-street ...	6	5.30	6.41	3	6.54	7.56	—	—	—	9	5.30	7.56	
Midland	St. Pancras and Moorgate-street	2	5.33	6.13	—	—	—	5(*b*)	6.29	8.3	7	5.33	8.3	2
	Euston	4	6.30	8.15	—	—	—	—	—	—	4	6.30	8.15	9
London and North Western...	Broad-street ...	2	5.51	7.36	—	—	—	—	—	—	2	5.51	7.36	
	Victoria	3	6.49	7.19	—	—	—	—	—	—	3	6.49	7.19	
Great Western...	Paddington ...	2	5.26	6.24	—	—	—	1	7.45	—	3	5.26	7.45	9
	Aldgate	7	5.54	8.13	—	—	—	—	—	—	7	5.54	8.13	
South Eastern...	London-bridge ...	7(*c*)	5.31	7.18	—	—	—	9(*d*)	4.29	7.58	16	4.29	7.58	7
	Cannon-street ...													
	Charing-cross ...													
London, Chatham and Dover	Victoria	7	5.39	7.45	—	—	—	2	7.30	7.54	9	5.39	7.54	18
	Holborn-viaduct (*e*)	11	4.40	7.30	—	—	—	11	3.40	8.0	22	3.40	8.0	
London, Brighton and South Coast	Victoria	12	5.36	7.31	—	—	—	2	7.46	7.50	14	5.36	7.46	35
	London-bridge ...	17	5.14	7.33	—	—	—	6	7.42	7.50	23	5.14	7.50	
	Shoreditch	6	5.5	7.35	—	—	—	—	—	—	6	5.5	7.35	
London and South Western	Waterloo	33	5.14	8.39	—	—	—	4	3.43	8.34	37	3.43	8.39	33
City and South London (Electric)	King William-street	21(*f*)	6.27	7.42	—	—	—	4	6.27	7.59	25	6.27	7.59	21
		263	4.40	8.40	55	3	8.6	69	3.40	8.42	387	3	8.42	318

(*a*) Three of these are to Earl's-court, the terminus of Putney branch. (*b*) Only one runs to St. Pancras, that arriving at 7.32 a.m. (*c*) All run to Cannon-street; six continue to Charing-cross. (*d*) All run to Cannon-street; three continue to Waterloo-junction, and six to Charing-cross. (*e*) Includes Snow-hill, Ludgate and St. Paul's. (*f*) Trains ascertained to run at less than ordinary fares only included.

Table showing number of cheap trains run to London termini in 1890 and 1897.

Owing to the obscurity and complexity of the information in some cases, and the practice of some companies of including trains of other companies in their time-tables without distinguishing them, and other causes, the figures must be taken as no more than approximate, especially in regard to the Metropolitan and Metropolitan District Railways.

In the following table included in the report the numbers of cheap trains run to London termini, as returned to the Board of Trade by the metropolitan railway companies

in 1890 and 1897, distinguishing between half fare and workmen's trains, are contrasted; the number of workmen's trains of all kinds run in 1883, 1890, 1894 and 1897, as shown in the Board of Trade returns for those years, and the number of workmen's trains required to be run by special Acts of the companies are also shown—

Railways.	Number of cheap trains run to London termini in						Number of workmen's trains required to be run under special Acts and numbers actually run in 1883, 1890, 1894 and 1897.											
	1890.			1897.			Required to be run under special Acts.		Run in 1883.		Run in 1890.		Run in 1894.		Run in 1897.			
	Workmen's.	Half fare.	Total.	Workmen's.	Half fare.	Total.	No.	Mileage.	No.	Mileage.	No.	Mileage.	No.	Mileage.	No.	Mileage.		
Great Eastern	24	23	47	35	54	89	5	22·25	23	116·5	52	271·5	64	318	76	353·29		
London, Tilbury and Southend ...	4	2	6	6	3	9	—	—	3	22·84	4	28·22	6	42·01	6	42·01		
North London	21	—	21	23	—	23	1	2	5	10	34	196	35	201	87	213		
Metropolitan...	16	—	16	54	—	54	2	9·5	12	98	26	200·75	81	536·25	96	732·25		
Metropolitan District	18	—	18	30	—	30	1	5·19	5	28·71	32	232·04	41	344·29	44	383·14		
Great Northern	6	6	12	9	10	19	—	—	3	32·73	6	66·61	9	88	9	88		
Midland	1	—	1	2	—	2	—	—	—	—	1	7·9	2	16·83	2	16·83		
London and North Western ...	3	—	3	9	—	9	—	—	—	—	7	31·54	9	44	11	105·32		
Great Western	—	—	—	9	—	9	—	—	—	—	2	16·52	8	67·73	25	217·56		
South Eastern	5	—	5	7	—	7	—	—	2	17·61	6	60·08	10	94·2	13	136·42		
London, Chatham and Dover ...	15	—	15	23	—	23	1	3·75	13	93·5	17	120	21	153·17	25	176·8		
London, Brighton and South Coast	27	—	27	35	—	35	1	4·5	32	217·75	36	278·62	43	315·2	57	399·4		
London and South Western ...	13	—	13	33	—	33	—	—	12	125·75	86	313·25	126	446·56	134	464·73		
City and South London (Electric)	—	—	—	21	—	21	—	—	—	—	—	—	23	72·45	42	132·3		
Totals	153	31	184	296	67	363	11	47·19	110	763·39	309	1823·06	478	2739·69	577	3441·05		

In order to show the true comparative and actual values of the services, the following summary was submitted, showing the aggregate number of workmen's trains run by each com-

pany in 1896, per Board of Trade return; the average accommodation they provided for working men passengers; the number of workmen's tickets actually issued in 1882, 1889, 1893, and 1896; and the daily average of the tickets for the last year, for comparison with the average daily seating accommodation for workmen in the workmen's trains—

Table as to number of workmen's trains run in 1896, tickets issued and seating accommodation provided.

Railways.	Workmen's trains run in 1896.		Approximate average 3rd class accommodation per train.	Approximate total 3rd class accommodation provided daily by all trains.	Approximate total accommodation provided daily by trains to London termini only.	Total workmen's daily tickets or equivalent daily tickets issued in				Aggregate tickets issued in 1896, reduced to a daily average.
	To London termini.	Total to all places, including local.				1882.	1889.	1893.	1896.	
Great Eastern ...	35	76	397	30,172	13,895	2,549,430	3,527,812	4,421,643	5,127,255	16,486
London, Tilbury and Southend	6	6	786(*a*)	4,714	4,714	Not given.	557,037	855,633	1,264,160	4,065
North London	23	37	300	11,100	6,900	194,838	2,004,070	2,835,908	4,285,670	13,780
Metropolitan	54	96 (*b*)	206	20,256	11,117	1,416,500	2,308,476	4,045,992	6,237,300	20,056
Metropolitan District ...	30	44	160 (*c*)	7,040	4,800	633,753	841,495 (*e*)	1,233,700 (*e*)	1,809,333 (*e*)	5,818
Great Northern	9	9	444	4,000	4,000	229,988	737,070(*f*)	1,244,000(*f*)	1,244,000(*f*)	4,000
Midland	2	2	375	750	750	Nil.	83,188	72,636	84,894	273
London and North Western	9	11	196	2,156	1,760	Nil.	81,283	109,941	284,842	916
Great Western	9	25(*d*)	221	5,625	1,992	Nil.	Nil.	43,871	99,017	318
South Eastern	7	13	312	4,056	2,184	182,513	480,000	584,804	913,679	2,938
London, Chatham and Dover	23	25	364	9,100	8,380	1,216,141	1,410,798	1,613,878	1,770,756	5,694
London, Brighton and South Coast	35	57	277	15,789	9,710	1,164,928	1,477,285	2,145,115	4,733,664	15,221
London and South Western	33	134	614	82,276	20,262	399,786	952,428	1,924,830	3,220,242	10,354
City and South London (Electric)	21	42	96	4,032	2,016	—	—	Not given.	Not given.	—
Totals	296	577	312(*g*) (mean)	201,066	92,480	7,987,877	14,460,442	21,131,951	31,074,812	99,919

(*a*) Stated accommodation of train, presumed to be third class. (*b*) Includes 13 trains belonging to Great Western, the tickets issued by which are included in the Metropolitan total and cannot be separated. (*c*) Estimated approximately from the greatest and least accommodation given. (*d*) Exclusive of 13 trains included in Metropolitan number as stated in (*b*). (*e*) Figures given by company as approximate. (*f*) Estimated on accommodation given by company; tickets issued not stated. (*g*) The figures given in this column must be taken as widely approximate in some cases, and, generally, as perhaps considerably in excess of the actual accommodation, owing to the vagueness and deficiency of the information supplied by some of the companies. The South Eastern gave no information, and the mean of the other companies had to be assigned to it.

Accommodation not sufficient.

In arriving at a conclusion as to the additional accommodation required, it was estimated, from an examination of all the circumstances, that the then daily accommodation provided for working men by the trains to London termini was nearly 28,000 short of the requirements. It was pointed out that the additional accommodation needed would be more than provided, if all the companies were to extend their workmen's services to London termini to 8 a.m. Finally, it was pointed out that no general arrangements with respect to the services of workmen's trains could be regarded as adequate and suitable which did not provide for workmen's trains reaching the London termini at short and convenient intervals from about 4.30 or 4.45 to 8 a.m., with some trains outwards from about 3 or 4 to 5 a.m., to meet the needs of night workers.

Metropolitan District Railway Company's Bill, 1897.

In view of the necessity for the provision of additional facilities for working men in travelling to and from their work as disclosed by the report, the Council opposed the Bill for a new railway introduced by the Metropolitan District Railway Company in 1897, with the object of obtaining some much needed improvements in the service of workmen's trains on its existing lines.

When the Bill was considered by the Select Committee of the House of Commons, it was urged on behalf of the railway company that the proper course was to apply to the Board of Trade for the exercise of their powers under the Cheap Trains Act, and with this view the Committee agreed. The Council, therefore, applied to the Board of Trade to exercise their powers on the following grounds, viz.—(1) inadequacy of service, (2) unsuitability of the hours of running the trains, (3) inconvenience arising from the want of correspondence in the arrangements of the Metropolitan and Metropolitan District Railways on the circular railways worked by them in common, (4) objectionable arrangements in regard to the stopping places of some of the trains, (5) excessive mileage rate of the workmen's fares in some cases and their anomalous character in others. The Board of Trade in reply quoted section 3, subsection (1) of the Act and stated that their practice in cases of complaint of want of due facilities, was first to ask to be supplied with a memorial signed by the working men interested, specifying the increased facilities they required, and subsequently, if necessary, to hold an inquiry in order to decide the question. The Board added that they would be prepared to carefully consider any specific evidence on the part of workmen directly interested which the Council might submit, but that the Act did not authorise them to enter upon an inquiry of

such a general nature as appeared to be contemplated by the Council. Having regard to this reply, it was felt that, unless assistance were given to workmen, they would be unable to make their wants sufficiently known in order to put the Board of Trade in motion, and that it was not possible for them to get up evidence of the kind the Board asked for and to support possibly an appeal before the Railway Commissioners. The powers of the Council with regard to expenditure on an inquiry were, however, found to be exceedingly limited, and, having regard to all the circumstances, the Council came to the conclusion that an amendment of the Cheap Trains Act, 1883, recognised as necessary in 1894, was now urgently called for. Accordingly the Council resolved to proceed for amendment of the Act on the following lines—

Amendment of Cheap Trains Act, 1883, resolved upon.

The Council should be authorised to inquire into the workmen's train services on any railway running into the County of London.

The Council should be authorised to inquire into the needs of the working classes as regards cheap train accommodation in any part of London.

The Council should be entrusted with the duty of submitting a case to the Board of Trade for putting in force the provisions of the Cheap Trains Act.

Complete powers of administrative action (without appeal to the Railway Commissioners) should be conferred on the Board of Trade in cases where the Council has succeeded in proving default.

"Workman" and "workmen's train" should be defined and the workmen's mileage rate of fare prescribed.

The area of workmen's train service in respect of which any railway company should be entitled to a reduction of duty on passenger fares exceeding one penny per mile should be defined.

Towards the end of 1898 the London Reform Union laid before the Board of Trade complaints as to the inadequacy of the service of workmen's trains provided by several of the metropolitan railway companies. The Council had previously collected a great deal of valuable information as to the suburban services of workmen's trains, and it was felt that in any official inquiry which might be held on the subject, the authority holding such inquiry should have the benefit of this information. The Board of Trade, who were approached in the matter, agreed to allow the Council to be heard at any inquiry affecting London. At the same time the Railway Commissioners, to whom, on the application

Complaints by London Reform Union as to inadequacy of workmen's trains' services.

Council allowed to be heard at Board of Trade inquiries, and in cases before Railway Commissioners.

of the railway companies concerned, certain of the complaints had been referred, granted the Council leave to be represented and to tender evidence before the Court at the hearing of such complaints. The Board of Trade held two inquiries as to the need for an earlier workmen's train on the City and South London and the Metropolitan Railways mainly for the convenience of postmen. The evidence collected by the Council showed conclusively that great need existed for the earlier trains asked for, and in fact this was admitted by the representatives of the companies. The Board subsequently held another inquiry as to the need of four workmen's trains between 6.20 a.m. and 7.50 a.m. on the London, Tilbury and Southend Railway, at which the Council submitted evidence.

Inquiries by Board of Trade.

With regard to this case the inquiry resulted in the provision of additional trains, but in the other cases it was held that the traffic did not admit of the earlier trains asked for being run.

Cases against GreatEastern, Gt. Northern, and North London Railway Companies before Railway Commissioners.

The first case heard by the Railway Commissioners was in April, 1899. This was against the Great Eastern Railway Company with respect to their services from Enfield, Edmonton, Walthamstow, and Stratford to Liverpool-street. The case was opened by the London Reform Union who called a considerable amount of local evidence, but on the first day the Court asked for the information collected by the Council and, except upon minor points, the figures submitted on behalf of the Council were practically unquestioned.

The company offered to make a considerable concession by adding to the existing service of 2d. trains three new trains distributed over the three lines and arriving between 6.47 a.m. and 7 a.m. The Court, however, did not think this sufficient, and considered that a service of trains at a fare less than 4d., starting after 7 a.m. and arriving as near 8 a.m. as the company could arrange ought to be tried, and the company were allowed a reasonable time within which to formulate a scheme. A scheme was subsequently submitted, which was approved by the Court with certain amendments.

The second case referred to the Railway and Canal Commission, viz., that of the Great Northern Railway Company, was heard in July, 1899. The London Reform Union applied for workmen's trains on the Great Northern and North London Railways from Enfield, New Barnet, High Barnet, and Edgware to King's-cross, Moorgate-street, Farringdon-street, and Aldersgate-street stations. The case against the North London Railway was not proceeded with, but the Court decided, with regard to the Great Northern Railway Company,

that two further experimental workmen's trains should be run from Enfield. In accordance with this decision the company put on two additional workmen's trains from Enfield to Moorgate-street, starting at 6.25 and 6.48 a.m., and reduced to 3d. all the 3½d. fares on the route, viz., those from Wood Green, Hornsey, and Harringay.

The weight attached by the Board of Trade and the Railway Commissioners to the information given by the Council on this important question fully justifies the time and labour given by it to the subject. The evidence given on behalf of the Council was relied on in the judgment in the case against the Great Eastern Railway, and in the case of the Great Northern Railway Mr. Justice Wright asked at the outset if the Council had prepared a report as in the Great Eastern case, and remarked at the end that without the Council's report the applicants would not have had much of a case. The particulars required for cases of this sort are such as can only be collected by an authority having the necessary machinery at its command. At present there is no authority on whom devolves the duty of making representations under the Cheap Trains Act, 1883, on behalf of the working classes of London, and it seems that but for the course pursued by the Council the necessity for many of the additional workmen's trains now running could not have been shown. It cannot be said that the Council's present position is a satisfactory one, as its powers of spending money are limited, and it can only appear by the courtesy of the Board of Trade and the Railway Commissioners when proceedings against a railway company have been instituted by some other body. The provisions of the Cheap Trains Act could be much more effectually taken advantage of if the Council were empowered by Parliament to spend money in prosecuting inquiries with regard to the services of workmen's trains and to initiate proceedings against any railway company which has failed to provide an adequate service of such trains.

V.

Schemes Undertaken and Completed by the Metropolitan Board of Works under the Artizans' Dwellings Acts, 1875—1882.

1. *The Metropolis (Whitechapel and Limehouse) Improvement Scheme*, 1876.

Official Representations.

Whitechapel.

Date.

Property included.

The official representation with regard to the portion of the area dealt with by this scheme which was situate within the district of Whitechapel was made on 27th July, 1875, by Dr. John Liddle, the medical officer of health of the Whitechapel district. This portion of the area was about six acres in extent, and was bounded on the east by the rear of the houses and premises in Dock-street; on the west by Peter's-court, Well-yard, and Maypole-court; on the north by Royal Mint-street; and on the south by Upper East Smithfield, from Cock-alley eastward to the boundary of the parish of Aldgate, thence by the boundary of that parish northwards to its junction with the boundary of the parish of Whitechapel, and thence eastward along the line of that boundary to Dock-street. About thirty-seven narrow courts and alleys were included, in addition to four streets of a somewhat greater width.

Limehouse.

Date.

Property included.

On 9th November, 1875, Dr. G. A. Rogers, the medical officer of health of the Limehouse district, made an official representation with respect to an area in that district adjoining that previously represented by Dr. Liddle. This representation referred to two distinct areas both in the parish of Wapping. It will be convenient to refer to these areas as A and B.

Area A comprised 42 houses in Cooper's-row, Cooper's-court, Brown Bear-alley, Black Jack-alley, and Green-yard.

Area B was situate in and comprised the premises on the north, east, and west sides of Chambers'-square.

How dealt with.

The representations were at once considered by the Board, and a scheme was framed for their improvement, which received the approval of the Board on 12th November, 1875.

Condition of the Area.

Generally.

The whole represented area was bisected by the Great Eastern Railway, the viaduct of which ran in a curve across the area from New Martin-street to Royal Mint-street.

The houses in the area were very deficient in ventilation, and scrofula, consumption, and kindred diseases were very prevalent mainly on that account. Many houses were without

yards, and had their closets situate within a few feet of their front doors. The ground floors of numbers of the houses were below the level of the street. Generally the houses were worn out, and most frequently both water supply and closet accommodation were in the cellars.

The death rates for the areas as compared with those for Whitechapel, Limehouse, and London were as follows— Death rates.

	London per 1,000.	Whitechapel portion of area per 1,000.	Limehouse (Plot A) portion of area per 1,000.	Limehouse district per 1,000.	Whitechapel district, per 1,000.
Period 1865—1875 ...	23·6	54	...	...	26
Year 1874	22·4	...	50	23·9	...

Scheme.

The scheme prepared by the Board for the improvement of the area was dated 12th November, 1875. The whole of the represented area was not included in the scheme, area B in Limehouse and Alma-place, Providence-place and Providence-row, Whitechapel, being left out. The three last named premises were not included because the Board had agreed to purchase them before putting the scheme forward. The necessary advertisements were duly issued and a petition forwarded to the Secretary of State, who appointed Mr. D. Cubitt Nichols to hold a local inquiry as to the merits of the scheme. This inquiry was held on 21st April, 1876. Subsequent to the inquiry Alma-place, Providence-place, and Providence-row were included in the scheme, which received confirmation by provisional order dated 12th June, 1876. This order was itself confirmed by Act of Parliament passed on 11th August, 1876. The property included in the scheme as confirmed may be seen by reference to plan No. 1. The extent of the area thus dealt with was 6$\frac{1}{7}$ acres. Provision was made for the displacement of 3,669 persons of the working class, and 3,870 were required to be rehoused in 24 blocks of dwellings of four and five storeys in height. Provision was also made for the widening of Cartwright-street and Glasshouse-street to 30 feet, so far as included in the area; for the extension of Cartwright-street into Upper East Smithfield; and for the construction of a 20-feet roadway in continuation of Blue Anchor-yard, so as to maintain access to the arches under the viaduct of the Great Eastern Railway.

Date.

Property included.

Local inquiry.

Confirmation.

Provisions.

Modifications of Scheme.

I. By provisional order dated 28th November, 1877, certain lands in Upper East Smithfield, Cooper's-court, Royal Mint-street, Glasshouse-street, and Shorter's-rents were excluded from the operation of the scheme; and the Board were empowered to acquire by agreement buildings in Brown Bear-alley and Cherubim-court, and were relieved from the obligation to erect dwellings on the site of Nos. 4 and 5, Providence-place.

II. In 1879 it was found desirable that Cartwright-street (see plan No. 1) should be continued into Upper East Smithfield in an unbroken line. A provisional order and an Act of Parliament were therefore obtained in July, 1879, allowing the purchase by agreement for £650 of a small property on the west side of Cartwright-street for that purpose.

III. On 17th April, 1880, a further modification was obtained sanctioning the re-arrangement of the blocks of dwellings to be erected on the eastern portion of the cleared land and reducing the number of persons to be rehoused to 3,669.

IV. A further provisional order, issued on 21st February, 1882, permitted the modification of the original scheme of laying out the western portion of the area subject to the plans and arrangements to be adopted being approved by the Secretary of State.

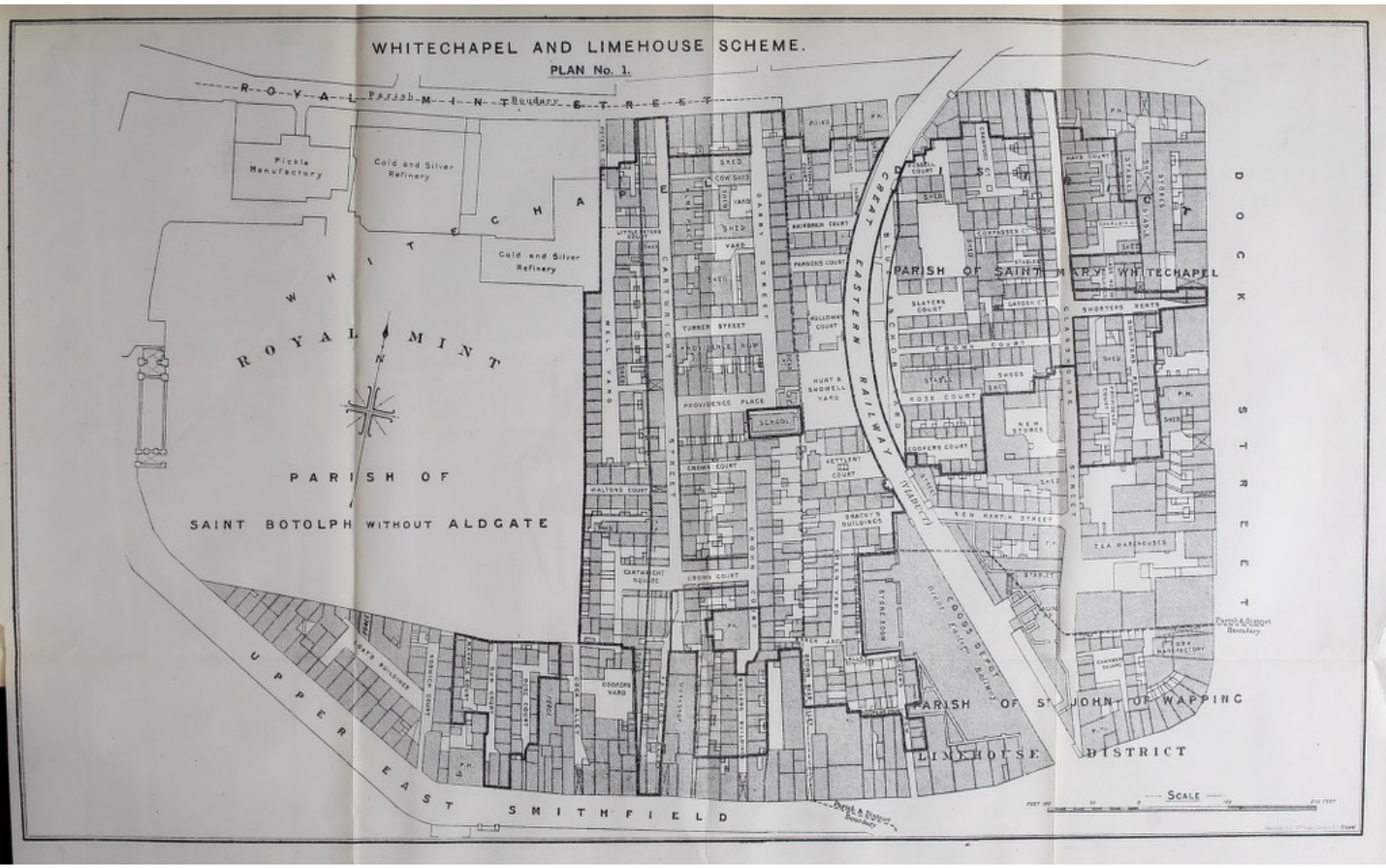
V. On 29th May, 1882, a modification order permitted the Board to construct a street to connect Cartwright-street and Blue Anchor-yard on the east side of the Great Eastern Railway line.

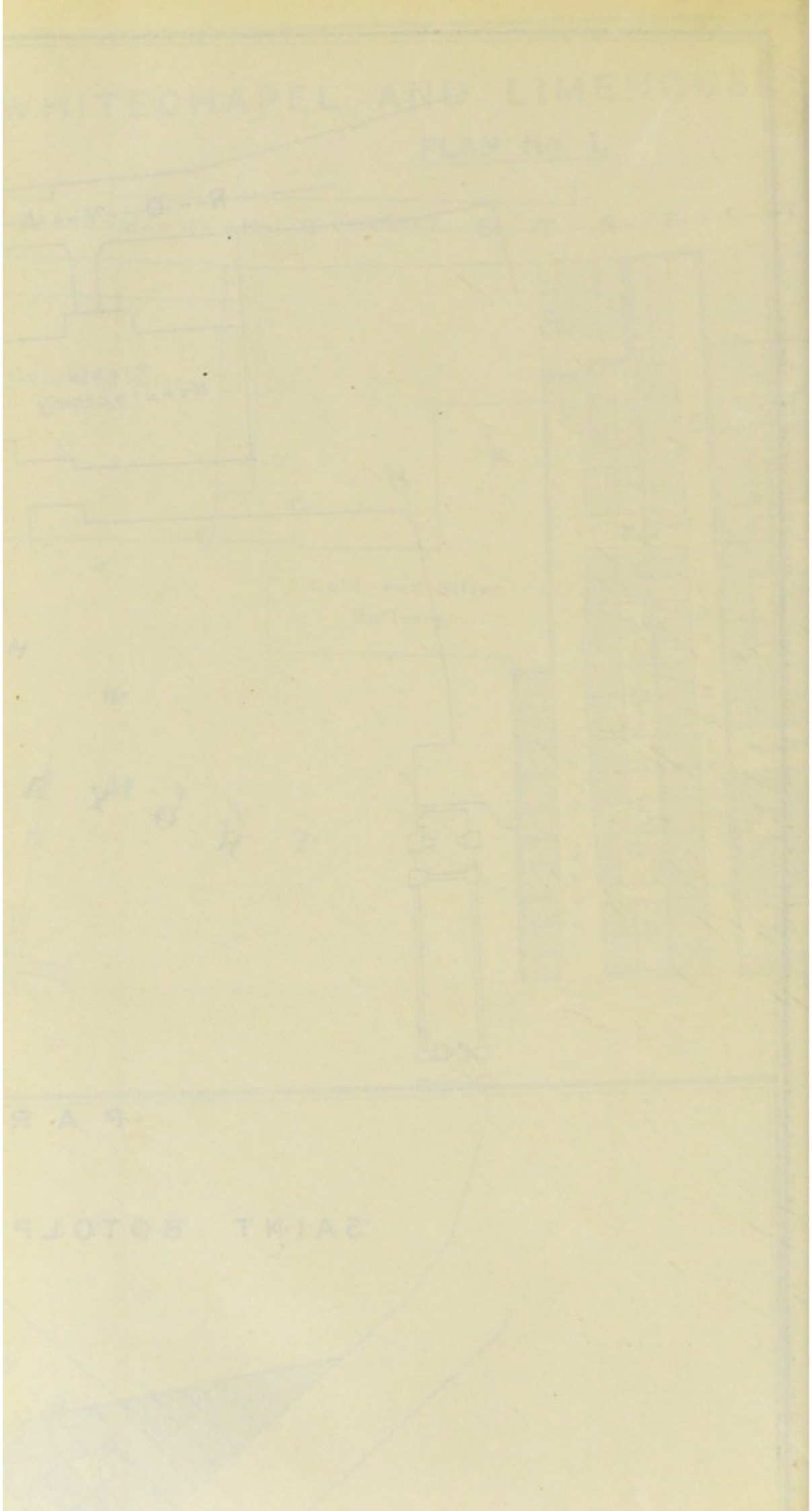
VI. Power to purchase by agreement a further plot of land and to erect dwellings thereon in exoneration of other land included in the area was given by provisional order dated 5th June, 1884. The number of persons to be accommodated on

VII. this land was fixed at 800. This number was reduced to 720 by further modification order, dated 13th June, 1855. This reduction was obtained in consequence of its being discovered that a portion of the site proposed to be built on had been used as a burial ground, and the modifying order provided that it should remain open and unbuilt on.

VIII. By provisional order dated 23rd February, 1888, and duly confirmed by Act of Parliament in the same year, the Secretary of State allowed the Board to purchase by agreement for the sum of £2,600 the "Crown" public-house, and by this means a plot of land of a more convenient shape was obtained.

IX. The last modification of the scheme was obtained by the Council on 24th May, 1890, when the Secretary of State


WHITECHAPEL AND LIMEHOUSE SCHEME.
PLAN No. 1.
ROYAL Parish MINT Boundary STREET
Pickle Manufactory
Cold and Silver Refinery
Cold and Silver Refinery
WHITECHAPEL
ROYAL MINT
PARISH OF
SAINT BOTOLPH WITHOUT ALDGATE
PARISH OF SAINT MARY WHITECHAPEL
GREAT EASTERN RAILWAY
DOCK STREET
CHEAP STREET
CARTWRIGHT STREET
GARRY STREET
PROVIDENCE PLACE
SCHOOL
HURT & SNOWELL YARD
CROWN COURT
WALTONS COURT
CARTWRIGHT SQUARE
COOPERS YARD
SHED
COW SHED
YARD
STABLES
STORES
NEW STORES
NEW MARTIN STREET
T.I.A. WAREHOUSES
STABLES
COOPERS COURT
ROSE COURT
SLATERS COURT
SHORTERS RENTS
CASTLE HOUSE STREET
COOPERS DEPOT
PARISH OF ST JOHN OF WAPPING
LIMEHOUSE DISTRICT
UPPER EAST SMITHFIELD
SCALE



permitted the erection of working class dwellings on the site which the inclusion of the "Crown" public-house had made square, and freed two other sites, one in Upper East Smithfield and the other, much smaller, in Cooper's-row and Shorter's-rents, for disposal for commercial purposes.

Acquisition of Property.

Immediately on the passing of the Act confirming the scheme requests for claims were served on the parties interested in the property to be acquired. In December, 1876, Sir H. A. Hunt, C.B., was appointed arbitrator under the scheme by the Secretary of State. His provisional award was made on 28th April, 1877, and his final award on 20th December of the same year. The final award amounted to £130,741 4s., and the total cost of property, including legal costs and other expenses, was £176,041.

Appointment and award of arbitrator.

Works.

In February, 1878, the Board obtained the consent of the Secretary of State to the clearance of a portion of the area, and it was decided that the eastern side of the railway viaduct should first be cleared. The settlement of claims, however, was attended with great legal difficulties, and it was not until July, 1878, that any active steps could be taken to clear this portion of the area. The Board further decided to leave as many as possible of the houses on the remaining portion of the area in order that some new dwellings might be erected before all the persons were displaced from the area.

Clearance of the area.

The necessary street paving and the construction of new sewers on the eastern portion of the area were entrusted to Messrs. Mowlem and Company in February, 1879. The amount of Messrs. Mowlem's contract was £2,290. Subsequently it was found necessary to have further sewer work done at a cost of £230, and the whole work, including this, was completed in June, 1879.

Paving, &c.

A sum of £5,800 15s. 6d. was received from rents in respect of the old houses which were temporarily maintained on the area. The materials of the remaining 225 houses on the western side of the area were sold in November, 1881, for a sum of £792 17s., and the ground was then immediately cleared. The further paving and sewer works provided for in the scheme, viz., those on the western portion of the area, were undertaken in February, 1883, by Mr. F. Colepepper for £4,489 13s., and were all completed in the September following.

Clearance of area.

Paving, &c.

Surplus lands.

It will have been seen from what has been already said with regard to modifications of the scheme that the surplus lands consisted of the sites of Nos. 4 and 5, Providence-place, of Maypole-court, Sun-court, and Rose-court, Nos. 1, 2, and 3, Cooper's-row, and a small strip of land at the entrance to Shorter's-rents from Dock-street. The site of Nos. 4 and 5, Providence-place was exchanged in October, 1883, for other lands to be acquired under the scheme. The plots in Cooper's-row and Shorter's-rents were in July, 1890, sold for £90 and £140 respectively. The sites of Maypole-court, Sun-court, and Rose-court were sold in November, 1890, for £1,548 5s.

* *Erection of Dwellings.*

In July, 1878, instructions were given for the sale of the eastern portion of the area for the erection thereon of dwellings to accommodate some of the persons displaced by the execution of the scheme.

Conditions of sale of land.

The preparation of the conditions of sale was in this case attended by peculiar difficulties, no precedent being available for the guidance of the Board. The conditions were, however, settled and submitted to the Secretary of State on 14th August, 1878; they remained at the Home Office until 31st October, on which date a letter was received by the Board, suggesting certain alterations, and after some further correspondence the form of tender and conditions were finally approved on 2nd December, 1878.

Attempts to sell land.

The Board thereupon by public advertisement invited tenders for taking the land on lease, but no tenders were received within the time specified. The property was then put up for letting by auction, but no bid was made; and the Board came finally to the conclusion that the best course was to accept an offer made by the Peabody Trustees on 26th May, 1879, subsequently to the notice of the auction, but before the auction took place. The offer of the Trustees was to purchase the vacant portion of the area which lay to the east of the railway viaduct for the sum of £10,000. The Trustees' offer was accepted, and the land was accordingly conveyed to them. Nine blocks of dwellings, providing accommodation for 1,372 per-

* NOTE.—The details as to the number of tenements provided in, and the rents charged at, the dwellings erected on land acquired by the Board under their schemes, and sold by them for that purpose, will be found in Appendix C. Table II., and are not separately given as each scheme is dealt with.

sons, were erected by them on this land. These dwellings were completed in May, 1880. The Board furnished the Trustees with a list of 167 persons to be displaced from the remaining portion of the area who were desirous of taking rooms, and the Trustees agreed in considering applications to give preference to such of these persons as were in a position to comply with their regulations. In the result, however, only 11 tenants moved into the new dwellings. The consent of the Board or their successors under seal is required to the use of the buildings erected by the Trustees other than as dwellings. In January, 1884, the whole of the remaining land available for the erection of dwellings was offered for sale by auction. Two sites were sold to Mr. Ed. Bond and Mr. A. C. De Rothschild for a total of £4,550.

A third site was after negotiation sold to Mr. T. S. Fardell for £3,550, the purchaser undertaking to erect dwellings on other lands on condition that a large portion of the site was released from the restriction. A further small site was sold in August, 1884, to Mr. T. S. Fardell for £750. Attention was then called by Lord Brabazon to the fact that a large portion of the remaining site, although covered with buildings when acquired by the Board, had at one time formed part of old Aldgate Churchyard. It was therefore decided that this portion of the site should be sold subject to a covenant to keep it free and unbuilt on for ever. This necessitated a modification of the scheme.* In June, 1885, the site as thus restricted was again offered for sale by auction, but without result. Subsequently in June, 1886, the site was sold by private treaty to the executors of Mr. T. Pink for £4,500 subject to the obligation to build dwellings upon it for the accommodation of 720 persons. As the sites thus disposed of were not sufficient for the provision of dwellings for the full number required by the scheme it was necessary to devote to this purpose one of the plots of land which might otherwise have been used as commercial land. In order to develop this plot usefully further property was required, and a further modification of the scheme was therefore necessary.* The site as thus developed was sold in July, 1890, to Mr. J. R. Fardell for £1,550.

It should be added that except in the case of the trustees' land the buildings to be erected on the sites sold were restricted to user as dwellings for a period of 80 years from the dates of the respective sales. In all 36 blocks, providing accommodation for 3,600 persons, were erected under the scheme.

* See supra p. 114.

Actual cost of scheme.

The actual cost of carrying the scheme into effect was as follows—

Gross cost of property	£176,041	
Cost of works	11,517	
		187,558
Less receipts from sale of lands, &c.		35,795
Total net cost		151,763

2. *The Metropolis (Goulston-street and Flower and Dean-street, Whitechapel) Improvement Scheme*, 1877.

Official Representations.

First. The first official representation dealing with any of the property comprised in the area subsequently included in the above-named scheme was made by Dr. John Liddle on 26th October, 1875. This representation, however, referred only to a few houses in Goulston-court and Goulston-street.

Second. The second official representation was dated 27th April, 1876, and comprised an area which included the property within the following boundaries—

Property included. On the east and north, an imaginary line drawn from the south-east angle of Queen's-place, including Queen's-place, thence crossing Angel-alley and George-yard, thence to Wentworth-street, crossing Wentworth-street on to Flower and Dean-street, including the houses on the south side thereof; from that part to the premises abutting on Commercial-street; on the west and south, the rear of the warehouses in Commercial-street (except as to Keate-court, which was wholly included) and the rear of houses in High-street, Whitechapel. The area contained about $3\frac{3}{4}$ acres.

Cause of second representation. It may be interesting to note that this representation was based by Dr. Liddle on a complaint made to him by 17 of the guardians of the Whitechapel Union. This complaint required him, under the provisions of the Artizans' and Labourers' Dwellings Improvement Act, 1875,* to inspect and to make an official representation with respect to the area complained of.

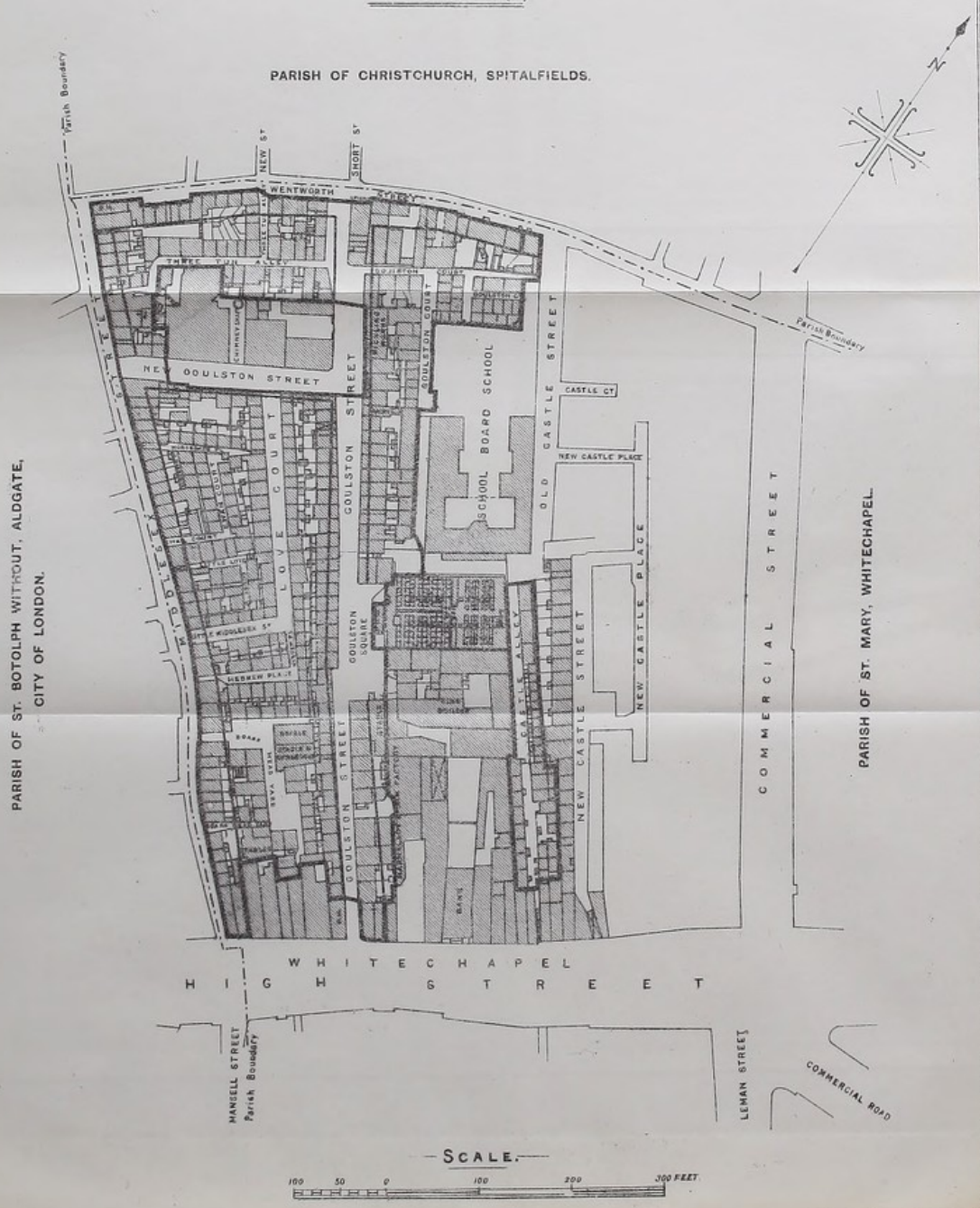
Third. The third official representation was made on 31st May, 1876, and the area comprised therein contained nearly four acres, and was bounded as follows—

Property included. On the north by Wentworth-street; on the east by Old Castle-street and New Castle-street; on the south partly by

* See section 1., supra p. 5.

GOULSTON STREET & FLOWER & DEAN STREET SCHEME.

PLAN No. 2 (a).



High-street, Whitechapel, and partly by the rear of houses fronting High-street; on the west by the rear of houses fronting Middlesex-street.

The areas as represented extended over rather more than seven acres in all.

How dealt with.

Upon these representations the Board on 27th October, 1876, decided that a scheme for the improvement of the areas should be prepared.

Condition of the Areas.

Generally.

The areas comprised some 16 courts and alleys, which, although in a few cases dignified by the name of street, were exceedingly narrow. The houses were in a very dilapidated state and were occupied by a very low class of inhabitants. What this class was may be easily imagined from the fact that the famous Petticoat-lane (Middlesex-street) touched the Goulston-street area on its southern side. Scrofula and kindred diseases were very prevalent in the area, the proportion of such diseases having been in the Flower and Dean-street area as much as 370 per 1,000, as compared with the normal proportion of 120 per 1,000. The death rate of the Flower and Dean-street area as compared with those of London and Whitechapel was as follows—

Death rates.

	Whitechapel per 1,000.	London per 1,000.	Flower and Dean-street area per 1,000.
Period 1869-1874 ...	27·9	23	32·4

The rate of mortality among children under five years of age was for the district of Whitechapel about 33 per cent. of the total death rate, whereas in the Goulston-street area it was 53·5 per cent., and in the Flower and Dean-street area 43·8 per cent.

Scheme.

Date.

It has already been stated that the Board on 27th October, 1876, directed a scheme to be prepared for the improvement of these areas. This scheme was approved and sealed by the Board on 10th November, 1876. The necessary advertisements were duly published, and the petition then forwarded to the Secretary of State.

Local inquiry.

The local inquiry as to the merits of the scheme was held by Mr. D. Cubitt Nichols on 11th and 14th March, 1877.

Confirmation.

Upon Mr. Nichols' report the Secretary of State on 14th May, 1877, issued a provisional order confirming the scheme, and this order was itself confirmed by Act of Parliament passed on 12th July, 1877.

Property included.

The scheme as confirmed included somewhat more property than was officially represented, the whole frontage to Middlesex-street being dealt with as necessary for the efficient completion of the scheme. Several other single properties were included both in the Goulston-street area and the Flower and Dean-street area, and the limits of the areas as dealt with will be seen from the plans Nos. 2 (a) and 2 (b). In all 7½ acres were

Provisions.

comprised in the areas thus dealt with. The scheme provided for the displacement of 4,004 persons of the working class, of whom 2,193 occupied the Goulston-street area and 1,811 occupied the Flower and Dean-street area. 4,020 persons were required to be rehoused, and for 760 of these accommodation was to be provided in buildings capable of use as registered lodging houses. The new blocks of dwellings were required in most cases to be five storeys in height. The following street widenings were also provided for—

Middlesex-street, to 40 feet, between High-street and Wentworth-street.
Goulston-street, to 40 feet.
New Goulston-street, to 30 feet.
Wentworth-street, to 40 feet, between Middlesex-street and Old Castle-street.
George-street, to 30 feet.
Flower and Dean-street, to 30 feet, between the rear of houses in Commercial-street and George-street.
Upper Keate-street, to 30 feet.
Keate-court, to 30 feet.

Further it was provided that the sites of Castle-alley and Commercial-place should be left as open spaces.

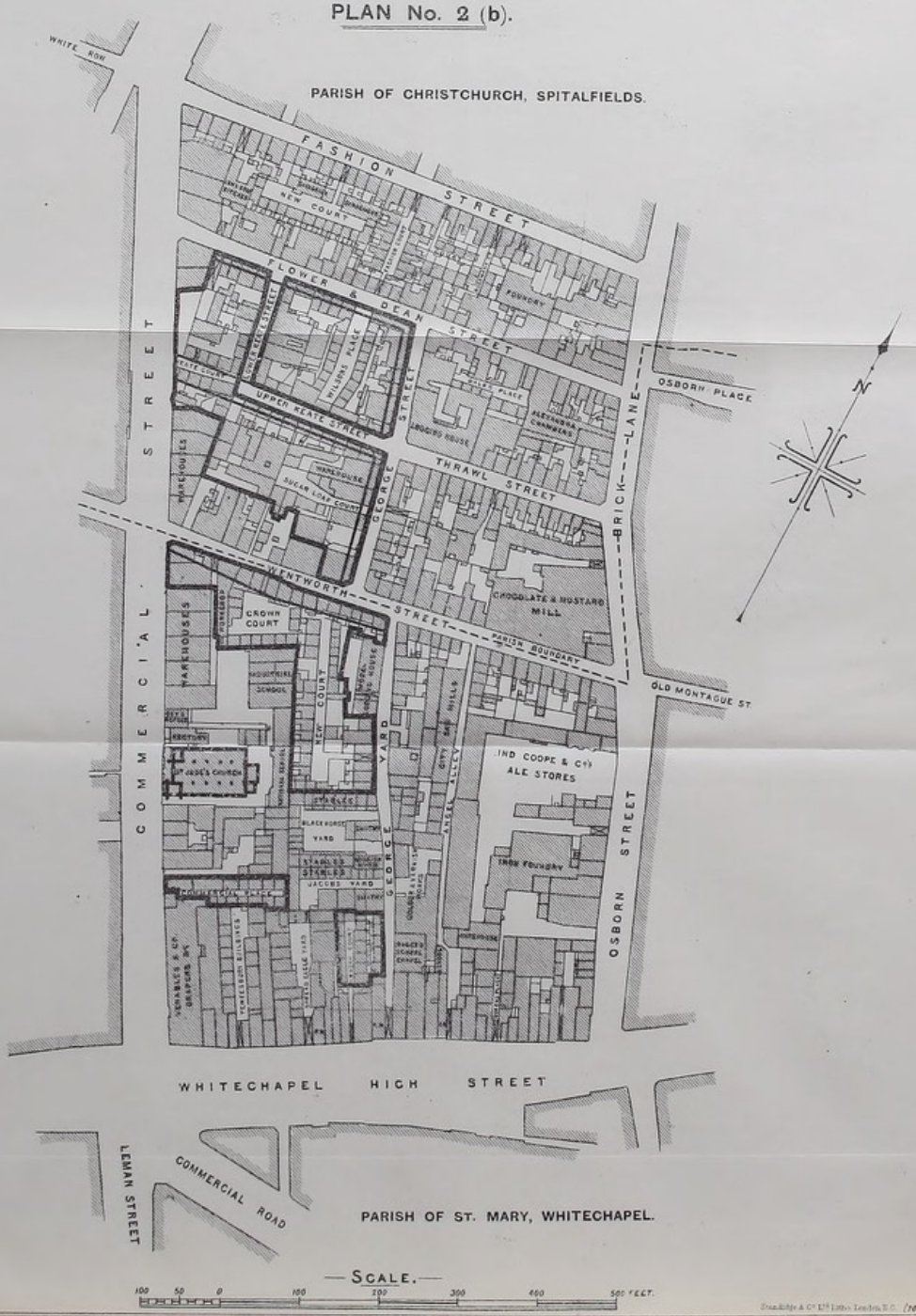
Modifications of Scheme.

By provisional order, dated 11th March, 1880, permission was obtained to omit certain properties from the operation of the scheme.

On 10th November, 1882, the Board decided to obtain a modification of the scheme to permit a rearrangement of the sites as between those destined for the erection of dwellings and those proposed to be used for commercial purposes. Subsequently a further similar modification was applied for, and these two modifications were sanctioned by the Secretary of State by provisional orders dated 13th May, 1882, and 9th April, 1883. The consequent re-arrangement of sites enabled a slightly larger amount of land to be devoted to the erection of dwellings.

GOULSTON STREET & FLOWER & DEAN STREET SCHEME.

PLAN No. 2 (b).



— SCALE. —

100 50 0 100 200 300 400 500 FEET.

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By the provisional order of 9th April, 1883, the number of persons required to be rehoused on the Goulston-street area was reduced to 2,153, and by further order, dated 15th July, 1884, this was reduced to 1,953. By order dated 28th November, 1884, the number of persons required to be rehoused on the Flower and Dean-street area was reduced to 1,340. Lastly, provisional orders of 26th March, 1885, and 31st May, 1887, permitted the sale of certain lands not required for rehousing purposes.

Acquisition of Property.

Settlements by negotiation.

23 freehold and 59 leasehold claims under this scheme were settled by agreement before application was made for the appointment of a standing arbitrator. The total amount claimed in these cases was £169,446 17s., and the total amount at which the claims were settled was £137,024.

Appointment and award of arbitrator.

On 16th August, 1879, Mr. Hunter Rodwell, Q.C., M.P., was appointed arbitrator. His final award was issued on 22nd July, 1880, and amounted in all to £170,823. The total cost of the acquisition of property inclusive of legal and other expenses amounted to £350,321.

Works.

Clearance of Goulston-street area.

Upon the completion of the purchase of the properties in the Goulston-street area and the expiry of the necessary notice to occupiers, the materials of the old houses were put up for sale in April, 1882. The sale (which comprised about 200 houses) realised £1,322. During 1881 and 1882 also about 40 houses in George-yard, Keate's-court, Inkhorn-court, Commercial-place, and Wilson's-place were demolished as likely to generate infectious diseases. Technical difficulties delayed the removal of the corner houses at the entrances to Goulston-street and Middlesex-street from Whitechapel High-street, and the construction of the new roadways was therefore hindered.

Paving, &c.

These works were, however, proceeded with in May, 1883, and were completed by the contractor, Mr. J. J. Griffiths, in October of that year for a sum of £4,980. Some portion of the works in Middlesex-street being within the City, the Commissioners of Sewers agreed to pay £563 in respect of them, and to provide such new lamps as were required within their jurisdiction.

Clearance of Flower and Dean-street area.

The clearance of the Flower and Dean-street area was effected late in the year 1883, and a sale of the old materials on that area took place in October, 1883.

Paving, &c.

The remaining paving and sewering works were, in December, 1883, let to Messrs. Mowlem and Co. at a sum of £8,986.

Further works were necessitated by the devotion of Castle-alley to commercial purposes. These were also undertaken by Messrs. Mowlem and Co. for the sum of £1,100, and were executed concurrently with the works just mentioned.

Surplus Lands.

Tenders were invited during 1883 for the sale of the surplus commercial londs in Middlesex-street, but no plots were let in that year. The leases of two new public-house sites were, however, disposed of in February, 1883, the premiums obtained being £950 and £4,000.

One small plot was sold in September, 1883, for £191, and one other plot, also small, was sold in January, 1884, for £200.

Two plots fronting Commercial-street were sold by tender in June, 1884, for £6,300; one was sold in August, 1884, for £2,430; and two plots on the east side of Goulston-street were disposed of for £3,000 in October and December, 1884.

Tenders were again invited in November, 1884, for the sale of the Middlesex-street plots, but again no adequate offers were received.

Four further sites were sold during 1885 for a total of £11,500. In January, 1886, 17 of the 22 remaining plots were offered for sale by auction. One only was then sold for £200, but the other 16 were subsequently disposed of by private treaty for £10,950. One other plot was in 1887 sold to the School Board for London for £500; a narrow strip in Castle-alley was in the same year sold for £75; a narrow strip in Boar's Head-yard was sold by auction for £87 in 1888; a further narrow strip in Castle-alley was sold in 1891 for £80, and the last plot, a strip of land in Goulston-street, was sold in August, 1895, for £250.

Erection of Dwellings.

The first step taken by the Board in the direction of securing the erection of dwellings was the sale in July, 1882, to Mr. George Smith of a plot of land in George-yard. The sale was subject to the condition that at least 100 persons should be accommodated, and that the dwellings should not exceed 40 feet in height. The price realised was £813. The consent of the Board or their successors under seal is necessary before this land can be used for other buildings than working class dwellings.

The next sale took place in 1884, when six sites were sold by private treaty for a total of £16,593. The purchasers were Mr. W. Boutcher and Mr. S. Toye. The consent of the Board or their successors under seal is necessary before the

buildings on the sites sold to Mr. Boutcher can be used otherwise than as working class dwellings, but with regard to the site sold to Mr. Toye the limitation is for 80 years from 1884.

In December, 1884, tenders were invited for further sites, and as a result three were sold to the Rev. S. A. Barnett, the East End Dwellings Co., and Mr. E. H. Hodgkinson, for an aggregate of £7,700. The only remaining site was in May, 1885, sold to Lord Rothschild for £7,000.

In all these cases the buildings on the sites must be kept as working class dwellings for a period of 80 years from the dates of the respective sales.

The sales were subject to such conditions as would secure the erection on the seven sites of dwellings for the accommodation of an aggregate of at least 3,602 persons.

The conveyances of these sites were executed on the completion of the dwellings. In all 44 blocks, estimated as capable of accommodating 3,702 persons were erected, the last being completed in March, 1887.

Actual cost of scheme.

The actual cost of carrying the scheme into effect was as follows—

Gross cost of property	£350,321
Gross cost of works	21,286
	£371,607
Less receipts from sale of lands, &c.	87,636
Total net cost	£283,971

3. *The Metropolis (St. George-the-Martyr, Southwark) Improvement Scheme*, 1877.

Official Representations.

Date of first.

In October, 1875, Dr. H. Bateson, M.D., the medical officer of health of the parish of St. George the Martyr, Southwark, made an official representation which related to five separate areas. These areas were situated in Mint-street, King-street, Borough-road, Webber-row, and Union-street.

Property included.

Mint-street.

The Mint-street area comprised 72 houses in Star-court, Mitre-court, Suffolk-court, Blue Ball-alley, Little Lant-street, Harrow-street, Mint-street, and Old Justice-court; the King-street area comprised 59 houses in King-street, Martin-street, Gun-street, and Flint-street; 55 houses in Kell-street, Earl-street, Market-street, and Borough-road composed the area in the Borough-road; the area in Webber-row consisted of 23 houses in Webber-row and Elizabeth-place; and the Union-street area comprised 45 houses in Union-street, Edmond's-court, Union-court, Bird-in-Hand-court, Alfred-place, James'-place, and Smith's-place.

King-street.

Elizabeth-place.

How dealt with.

The areas were viewed in October, 1875, by the Works Committee of the Board, and on their recommendation the Board on 27th October, 1876, decided that schemes should be prepared for the improvement of the Mint-street, King-street, and Elizabeth-place areas. On the same day the consideration of the question of dealing with the Union-street area was adjourned.

Elizabeth-place.

Subsequently, on 4th November, 1876, Dr. Bateson made a further representation which related to all the houses in Tyre-yard, all those in Wilson's-place, except No. 1, to houses in Ann's-place, Tower-street, and Duke-street, and to further houses in Webber-row, thus making, with the premises in Webber-row and Elizabeth-place previously represented, a compact and convenient area for clearance and reconstruction.

The Elizabeth-place area as thus extended is the area dealt with by the Board by the scheme presently referred to.

Condition of the Areas.

Generally.

The chief defect of the houses in all three areas appeared to be the almost total absence of any back ventilation. In a great many cases they were built back to back, and where not so were without back windows. Where yards did exist, few were more than seven feet in depth, and even these small spaces were partly taken up by a water-closet, a water-butt, or a dust-bin. Some of the houses were placed in courts entered by means of a porch, and, though themselves low, were surrounded by lofty premises. The drainage of the houses had recently been put in a satisfactory state by the vestry.

Structurally the houses were generally in a very bad state of repair, many of them being exceedingly old, and incapable of being put into a condition such as would fit them for further occupation. In one house the business of fish-drying was carried on, and it was stated that the haddocks were there dried over the water-closets. Abundant evidence was available of the generally low state of health of the inhabitants of the area, and of the prevalence of zymotic and other diseases indicative thereof. No death rates, however, were calculated as the number of deaths occurring away from but properly referable to the area would have rendered any such calculations unreliable.

Death rates.

Scheme.

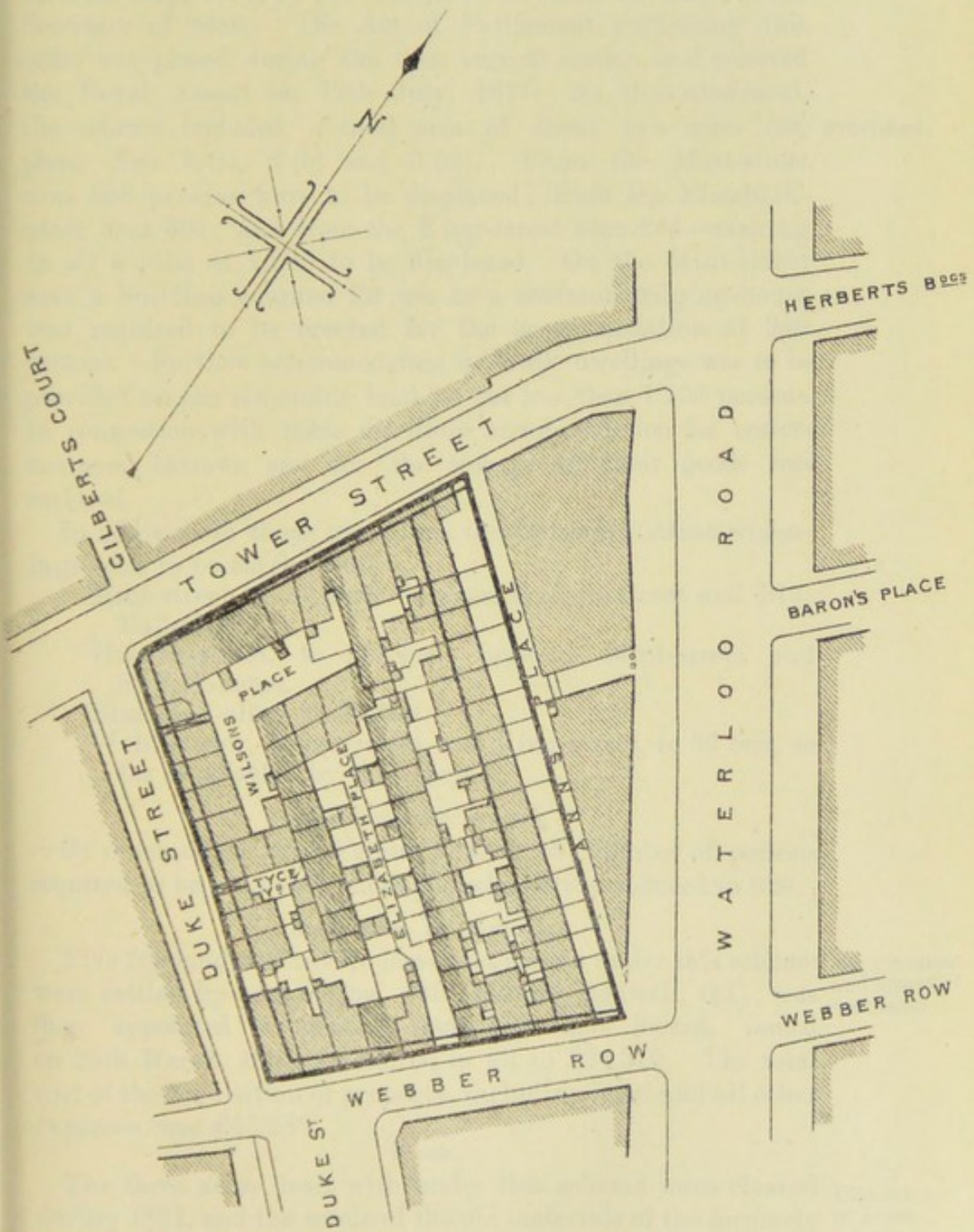
Date.

The scheme was prepared by the Board in pursuance of the resolution of 27th October, 1876, and the necessary advertisements were then duly issued and the usual petition forwarded to the Secretary of State. On 21st March, 1877, Mr. D. Cubitt Nichols, the Commissioner of the Secretary of State, held a local inquiry as to the correctness of the official representation made to and the

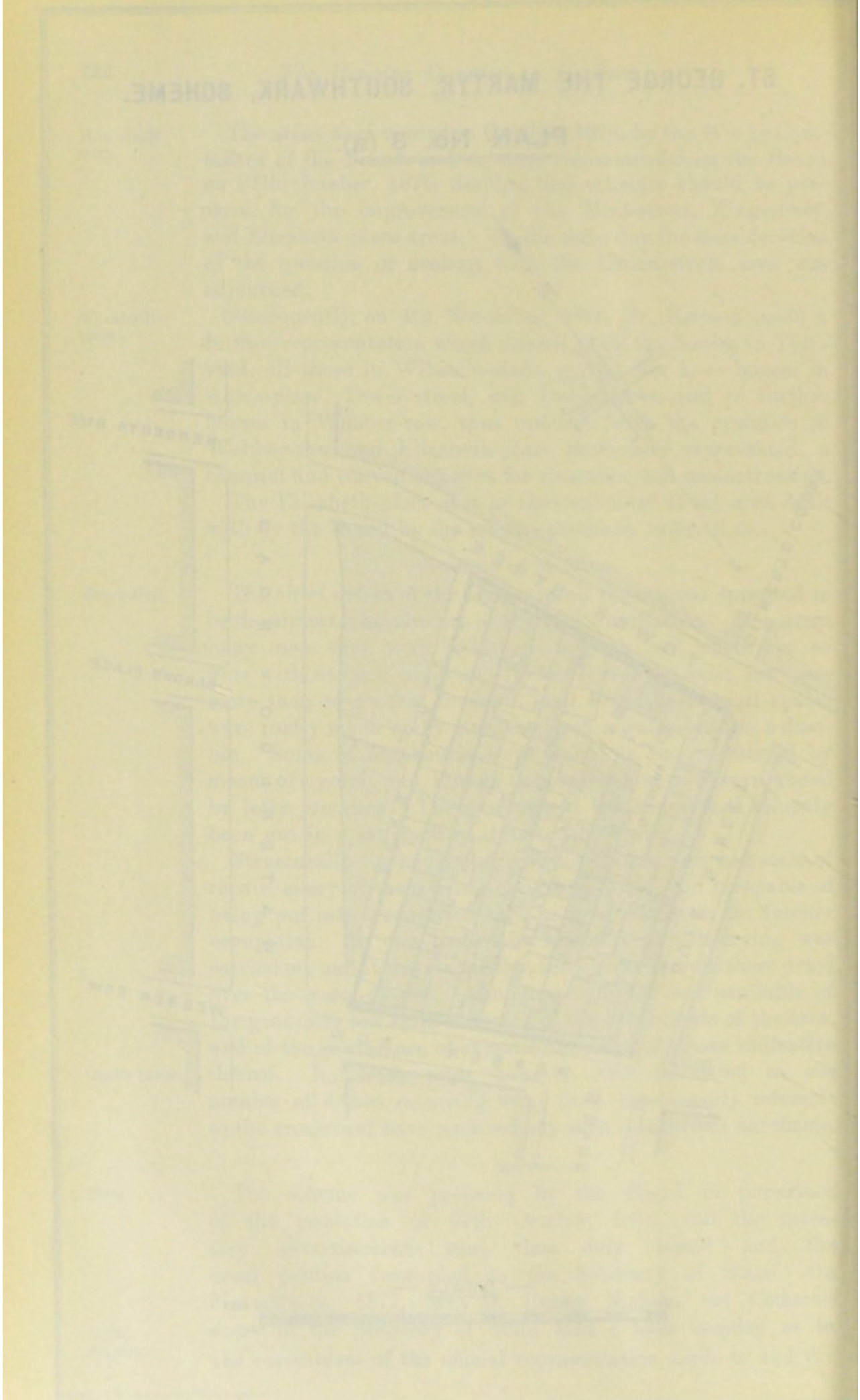
Local inquiry.

ST. GEORGE THE MARTYR, SOUTHWARK, SCHEME.

PLAN No. 3 (a).



Brandbridge & Co Lith London W.C. (7091)



sufficiency of the scheme put forward by the Board. The scheme, with some slight alterations in detail, was confirmed on 14th May, 1877, by provisional order under the hand of the Secretary of State. The Act of Parliament confirming this order was passed during the then current session, and received the Royal Assent on 12th July, 1877. As thus confirmed, the scheme included a total area of about two acres (see plans Nos. 3 (a), 3 (b) and 3 (c)). From the Mint-street area 658 persons were to be displaced; from the Elizabeth-place area 364; and from the King-street area 244—making in all a total of 1,266 to be displaced. On the Mint-street area a building adapted for use as a common lodging-house was required to be erected for the accommodation of 340 persons. Further accommodation in block dwellings was to be provided on the remaining land for not less than 1,108 persons. In connection with these dwellings accommodation for costermongers' barrows and for the storage of their goods was required.

Confirmation.

Provisions.

In addition to these provisions the following street widenings were to be carried out—

Mint-street, to 30 feet, between Harrow-street and Blue Ball-alley.

Harrow-street, to 30 feet, between Mint-street and Suffolk-court.

Blue Ball-alley, to 30 feet.

Webber-row, Tower-street, and King-street, to 30 feet, so far as affected by the scheme.

Modification of scheme.

By order, dated 22nd February, 1882, the number of persons required to be re-housed under the scheme was reduced to 926.

Acquisition of Property.

Five freehold and twelve leasehold claims under this scheme were settled by negotiation. Mr. Hunter Rodwell, Q.C., was then appointed arbitrator, and his final award, issued on 25th March, 1880, amounted in all to £24,310. The total cost of the acquisition of property, including legal and all other expenses, was £65,283.

Appointment and award of arbitrator.

Works.

The three areas dealt with under this scheme were cleared during 1881, and the whole of the old materials of the formerly existing houses were sold on 20th September of that year. The price realised was £1,068 7s. 6d. During 1882 some footway paving and kerbing works were carried out by the Board's general contractor at a cost of about £280.

Clearance of areas.

Paving, &c.

Erection of Dwellings.

The three areas were put up for sale by auction on 28th April, 1882, subject to conditions requiring the erection

thereon of dwellings to accommodate not less than 1,448 persons. The Mint-street area was purchased by the Improved Industrial Dwellings Company for £5,650, and the King-street area by Mr. Snelling for £2,800, but the Elizabeth-place area was not then disposed of. This latter area was in the following year let to Mr. T. S. Quinn on a building agreement at a ground rent of £200 per annum, with an option (exercised in March, 1884) to purchase the freehold for £4,000, subject to the erection of dwellings upon it to accommodate 250 persons. The dwellings thus erected must be maintained as working class dwellings in perpetuity. In the case of the sales to Mr. Snelling and the Improved Industrial Dwellings Company, the buildings were restricted to user as working class dwellings for a period of ten years only from the date of the completion of the purchase. Upon the three areas dwellings have been erected capable of accommodating some 1,906 persons.

Actual Cost of scheme.

The actual cost of carrying the scheme into effect was as follows—

Gross cost of land	£65,283
,, ,, works	1,502
	£66,785
Less receipts from sale of lands, &c.	14,342
Total net cost	£52,443

4. *The Metropolis (Bedfordbury, St. Martin-in-the-Fields and Strand District) Improvement Scheme*, 1877.

The area in and around Bedfordbury was first brought to the notice of the Metropolitan Board of Works in September, 1875, by the Vestry of St. Martin-in-the-Fields. In October of the same year the area was the subject of an exhaustive report to the vestry by Mr. J. J. Skegg, the medical officer of the parish. This report was presented to the Board on 5th November, 1875.

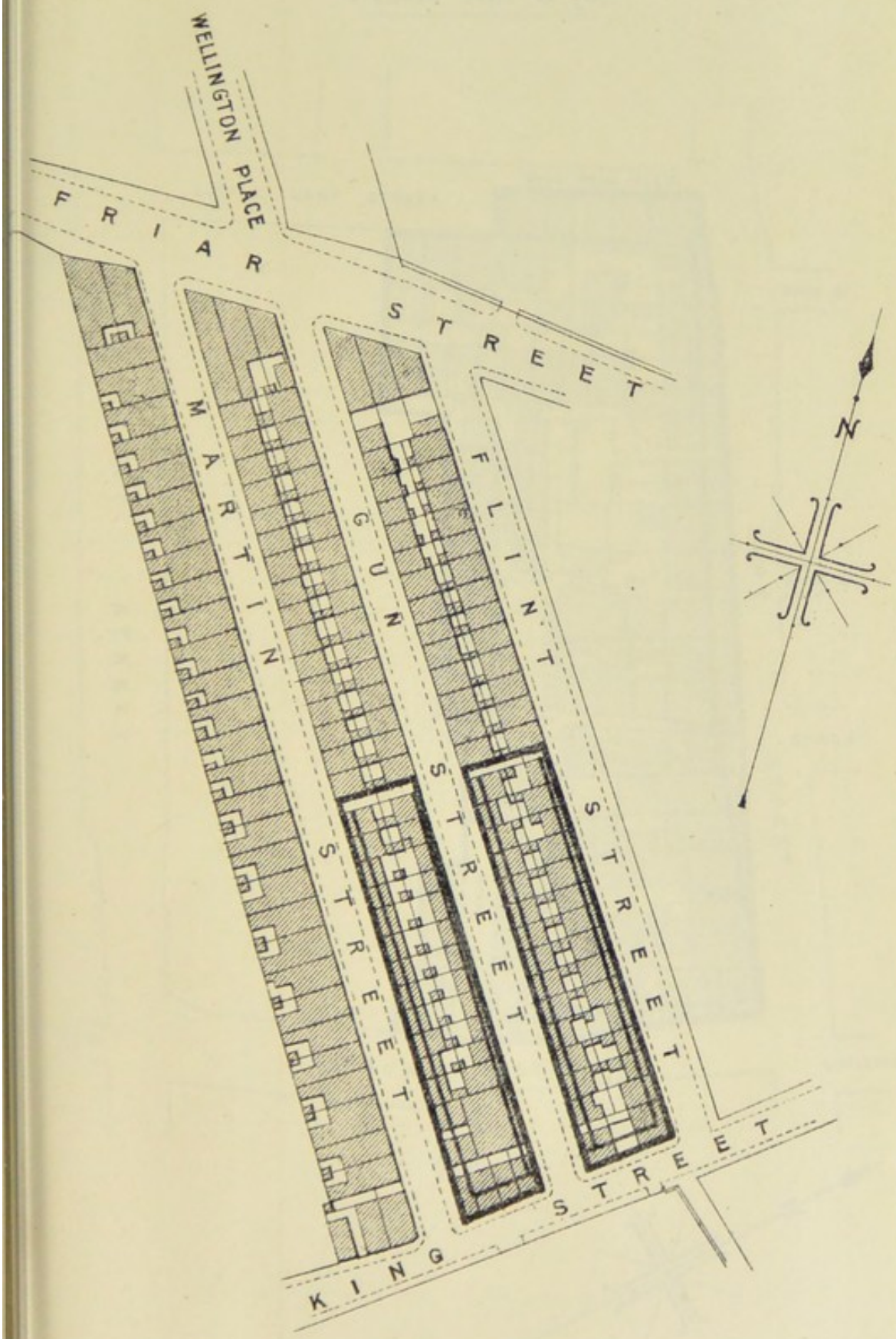
Official Representation.

Date. The official representation with respect to the area was made on 21st March, 1876, by Mr. J. J. Skegg, the medical officer of health of St. Martin-in-the-Fields.

Property included. The area as thus represented was about 3½ acres in extent, and comprised 154 houses in Bedfordbury, Shelton-court, Otty's-buildings, Pipemaker's-alley, Brewer's-court, Davy's-buildings, Little May's-buildings, Chemister-alley, Turner's-court, Hanover-court, Little Catherine-street, Eagle-court, Alfred-place, Charles-buildings, Princes-court, Langley-court, York-place, George-court, White Hart-court, Lumley-court, and Heathcock-court.

ST. GEORGE THE MARTYR, SOUTHWARK, SCHEME.

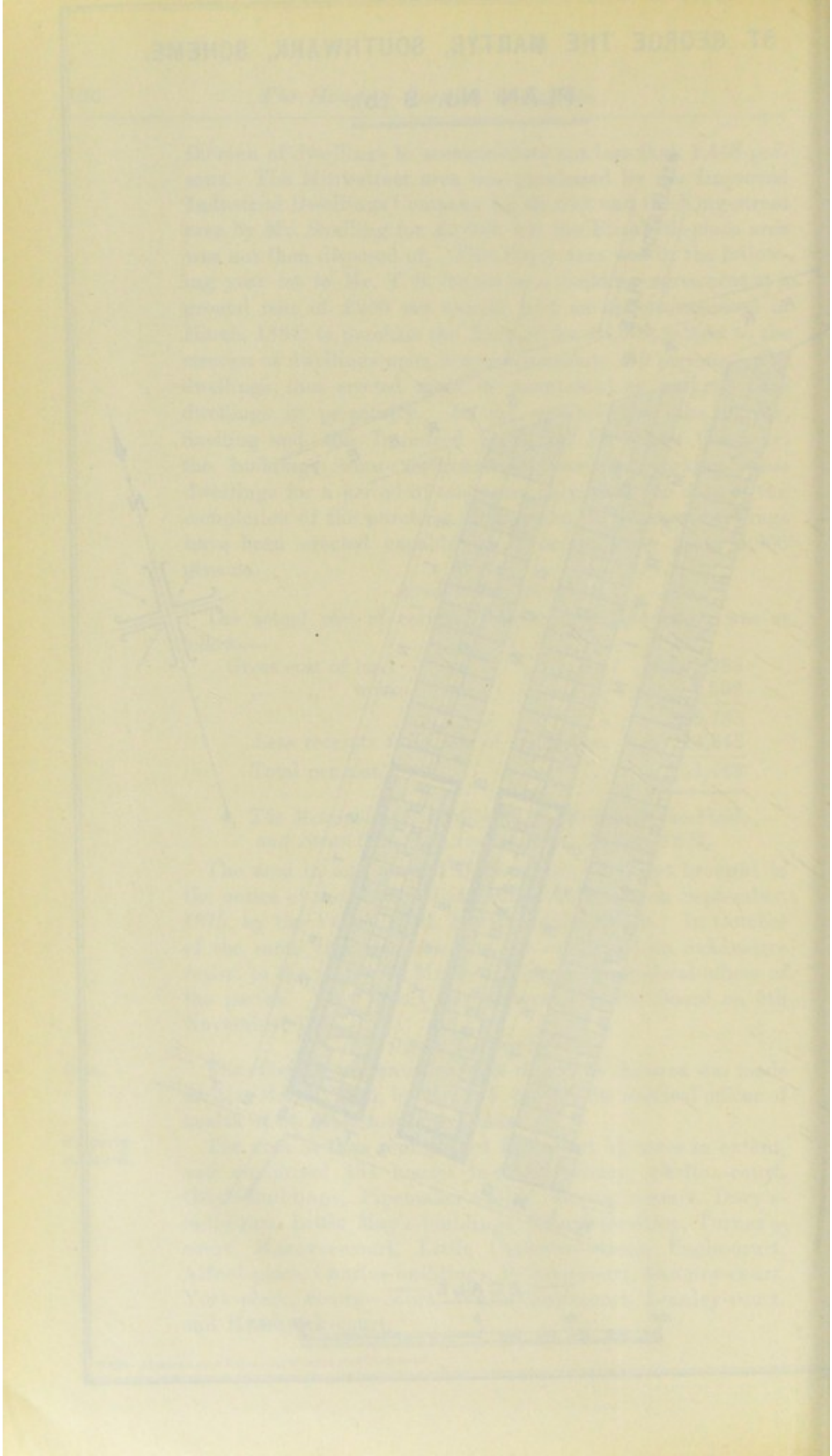
PLAN No. 3 (b).



SCALE

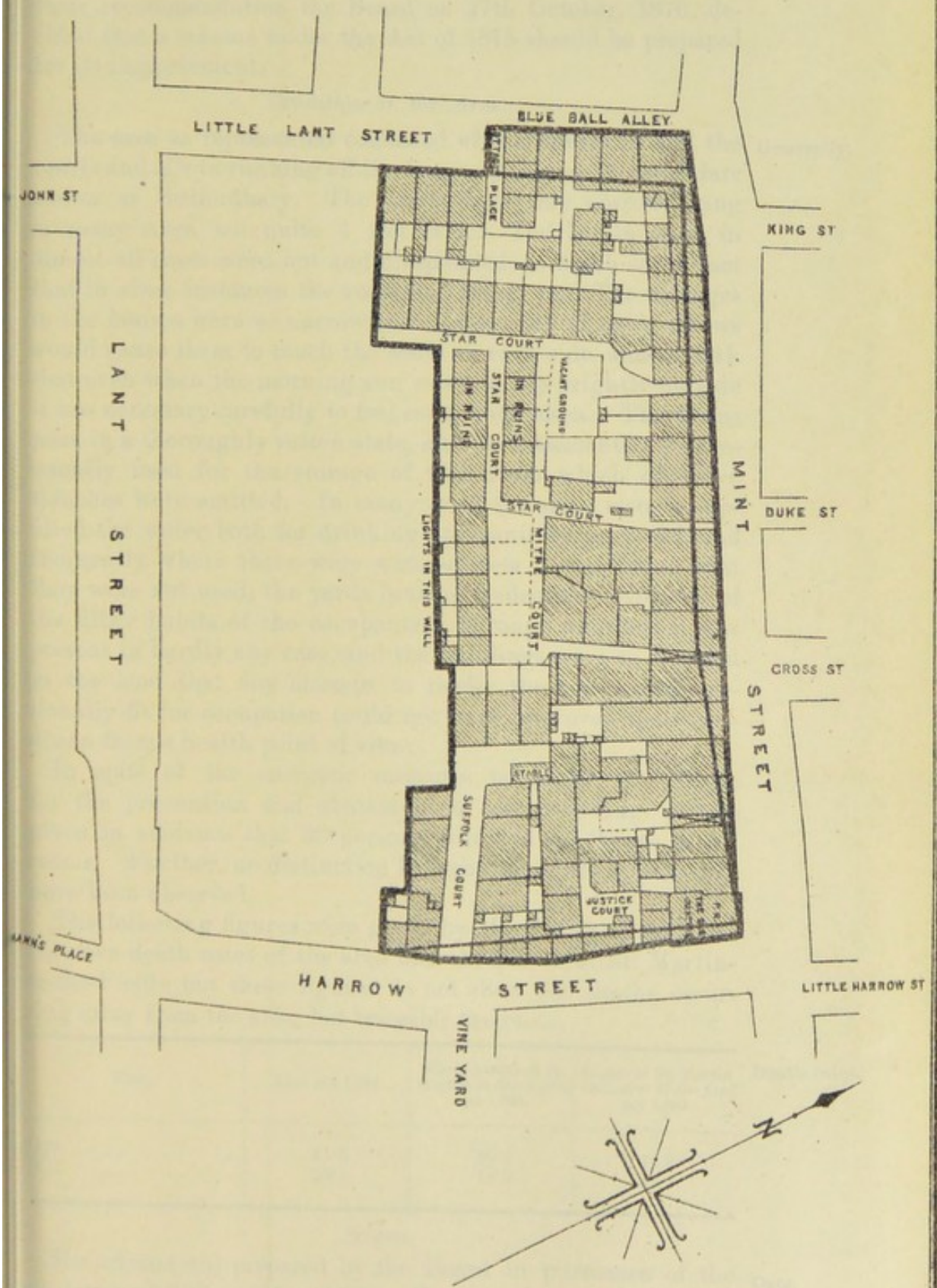
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STANDIDGE & Co. LIMITED, LITHO. 36 & 37 FINSBURY & 16, WORSHIP STREET, E.C. (7098)

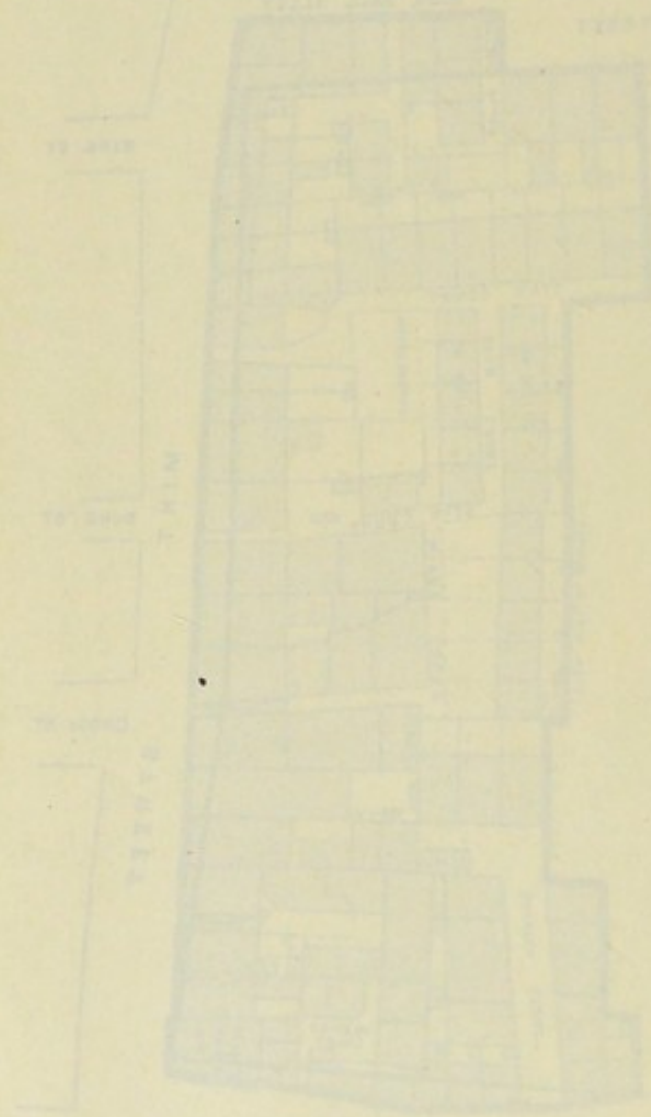


ST. GEORGE THE MARTYR, SOUTHWARK, SCHEME.

PLAN No. 3 (c).



Standidge & Co. Ltd. Litho. London, E.C. (7039)



How dealt with.

The area was inspected by the Works Committee of the Board, which had the matter under consideration, and on their recommendation the Board on 27th October, 1876, decided that a scheme under the Act of 1875 should be prepared for its improvement.

Condition of the Area.

Generally.

The area as represented consisted of the houses in and the courts and alleys running off the long and narrow thoroughfare known as Bedfordbury. The courts were very narrow, being in many cases not quite 4 feet wide. The houses were in almost all cases worn out and dilapidated, so much so, in fact that in some instances the roofs had fallen in. The passages in the houses were so narrow that the raising of one's elbows would cause them to touch the walls on each side, and so dark that even when the morning sun was shining brightly outside it was necessary carefully to feel every step taken. The drains were in a thoroughly rotten state, and the basements were frequently used for the storage of filth from which offensive stenches were emitted. In many cases the same cistern supplied the water both for drinking and sanitary purposes, and frequently where there were water-closets it was found that they were not used, the yards bearing undeniable evidence of the filthy habits of the occupants. Through ventilation was present in hardly any case, and the buildings were so crowded on the land that any attempt to render the houses constructionally fit for occupation could not have improved their condition from a health point of view.

In spite of the energetic measures taken by Mr. Skegg for the prevention and abatement of overcrowding, it was given in evidence that 33 persons occupied one house of six rooms. Further, no distinction between the sexes appeared to have been observed.

The following figures were given by Mr. Skegg as the comparative death rates of the area and the parish of St. Martin-in-the-Fields, but these figures do not allow for deaths occurring away from the area, but traceable thereto—

Death rates.

Year.	Area per 1,000.	Whole parish of St. Martin-in-the-Fields per 1,000.	Parish of St. Martin exclusive of the area per 1,000.
1873	31·9	20·2	18·9
1874	23·1	18·6	18·1

Scheme.

Date.

The scheme was prepared by the Board in pursuance of the resolution of 27th October, 1876. The necessary advertisements

Local inquiry.

were then duly issued and the usual petition forwarded to the Secretary of State. On 17th March, 1877, the local inquiry as to the correctness of the representation made to and the scheme formulated by the Board was held by Mr. Cubitt Nichols, the Commissioner appointed for that purpose by the Secretary of State. Consequent upon the report of that inquiry a provisional order was issued

Confirmation

confirming the scheme on 14th May, 1877. This order was duly confirmed by Act of Parliament, which received

Provisions.

the Royal Assent on 12th July, 1877. The scheme as

Property included.

thus confirmed dealt with an area of about one acre in extent, and included the eastern side of Bedfordbury and the courts lying off that thoroughfare on the eastern side, viz., Davy's-buildings, Brewer's-court, Scott's Arms-yard, Horse and Groom-yard, Pipe Makers'-alley, Anthony's-cottages, Little May's-buildings, Shelton-court, and Alfred-place; and also three properties on the west of Bedford-court, which were within the parish of St. Paul, Covent-garden, in the St. Giles District (see plan No. 4.) The scheme provided for the displacement of 797 persons and for the rehousing on the improved area of 817 persons. Bedfordbury was required to be widened to 30 feet, Chandos-street to 45 feet between No. 60 and Bedfordbury, and a new street was to be formed 30 feet wide from Bedfordbury to Bedford-court.

Acquisition of Property.

Appointment and award of arbitrator.

Fourteen freehold and eight leasehold claims under this scheme were settled by agreement. Sir Henry Hunt, C.B., was then appointed arbitrator, and his final award was issued on 4th December, 1878. This award amounted to £37,769 5s., and the total cost of the acquisition of property, including all legal and other expenses, was £84,146.

Works.

Sales of the old materials of the houses took place as soon as the houses on each half of the area were ready for demolition,

Clearance of area.

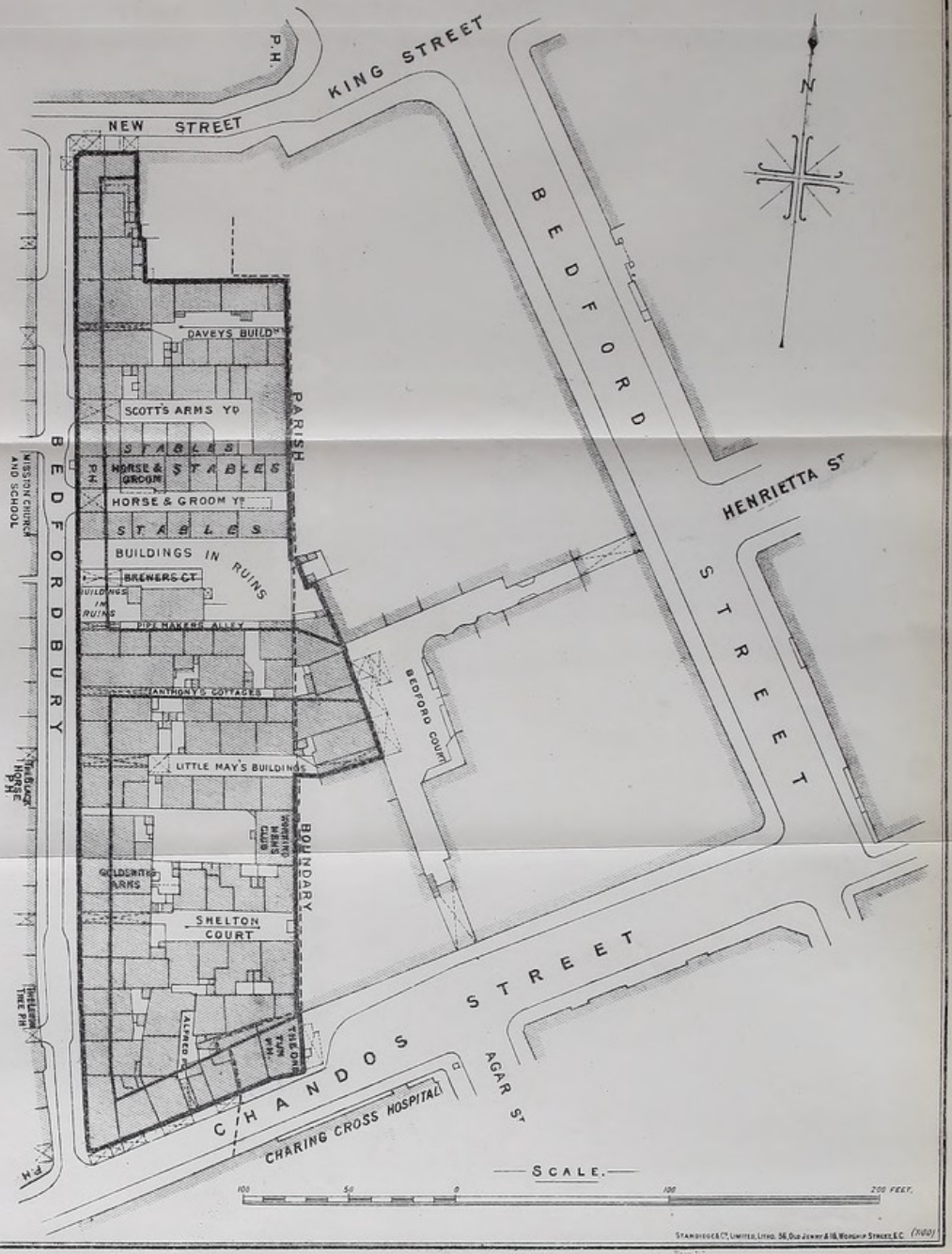
and the whole of the Bedfordbury area was cleared during the year 1880.

Paving, &c.

Tenders were then invited for the execution of the requisite paving, etc., works. The tender sent in by Messrs. Aspinall and Son, amounting to £2,260, was accepted by the Board on 9th July, 1880, and the works were forthwith commenced. These originally comprised the paving of the whole of the carriage way of Bedfordbury, and the portion of the carriage-

BEDFORDBURY SCHEME.

PLAN No. 4.



STANDIDGE & Co. LIMITED, LITHO. 36, OLD JEWRY & 16, WORSHIP STREET, E.C. (1900)

way of Chandos-street west of Charing Cross Hospital to Bedfordbury, with granite, the laying down of new York stone footways, with the requisite granite kerb and channels, the forming of a short length of new paved street leading out of the eastern side of Bedfordbury across the site of the improvement, and the providing and erecting the necessary number of lamps. Subsequently, however, at the request of the Vestry of St. Martin-in-the-Fields (upon whom the charge of the new paving would devolve when completed), the Board agreed to substitute wood for the granite specified to be laid down in Chandos-street, the Vestry on their part having agreed to defray any extra expense to which the Board might be put by the substitution. The new carriage-ways of Chandos-street and Bedfordbury, and the footways of the former and on the western side of the latter street were completed before the close of the year 1880, but the completion of the footway on the eastern side of Bedfordbury, and the forming of the short length of new street leading out of the latter, were deferred pending the erection of the new Peabody buildings. These latter were sufficiently advanced to admit of the remaining works under Messrs. Aspinall's contract being put in hand and completed in May, 1881.

Surplus Lands.

Of all the land acquired under this scheme only one site was relieved from the obligation to have working class dwellings erected upon it. This site was situated at the corner of New-street, and was sold in 1881 for £920.

Erection of Dwellings.

This scheme was carried out in co-operation with the trustees of the Peabody Donation Fund, who had already acquired some of the interests in the land. As soon as the area had been cleared it was measured up, and the price which the trustees had agreed to pay ascertained. Possession of the portion of the area first cleared was given to the trustees on 26th May, and of the second portion on 22nd November, 1880. The total sum paid for the land by the trustees was £7,886 5s. Building operations were immediately commenced, and dwellings capable of accommodating 720 persons were completed in 1881. The dwellings erected must be used for the accommodation of persons of the working-class in perpetuity.

Actual cost of scheme.

The actual cost of carrying the scheme into effect was as follows—

Gross cost of property	£84,146
Cost of works	3,066
	£87,212
Less receipts from sale of lands, &c.	11,702
Total net cost	£75,510

5. *The Metropolis (Great Wild-street, St. Giles-in-the-Fields) Improvement Scheme,* 1877.

Official Representation.

Date. On 1st December, 1875, Mr. S. R. Lovett, the medical officer of health of St. Giles, made an official representation with respect to an area in the parish in and about Great Wild-street.

Property included. The area thus represented included the property bounded on the north by Nos. 47 to 58, Great Queen-street and Wild-court; on the north-east by Chapel-place and King's Head-yard; on the east by Nos. 15 to 28, Princes-street and Nos. 18 to 44, Duke-street; and on the south by Nos. 124 to 154, Drury-lane. In all 227 houses were included in the following streets, courts, and alleys—Great Queen-street, Drury-lane, Princes-street, Duke-street, King's Head-yard, Chapel-place, Great Wild-street, Princes-court, Brewer's-court, Wild-passage, Pitt's-place, Orange-court, Lincoln-court, Wild-court, Little Wild-street, New-yard.

How dealt with. The Board on 27th October, 1876, decided that a scheme should be prepared for the improvement of the area.

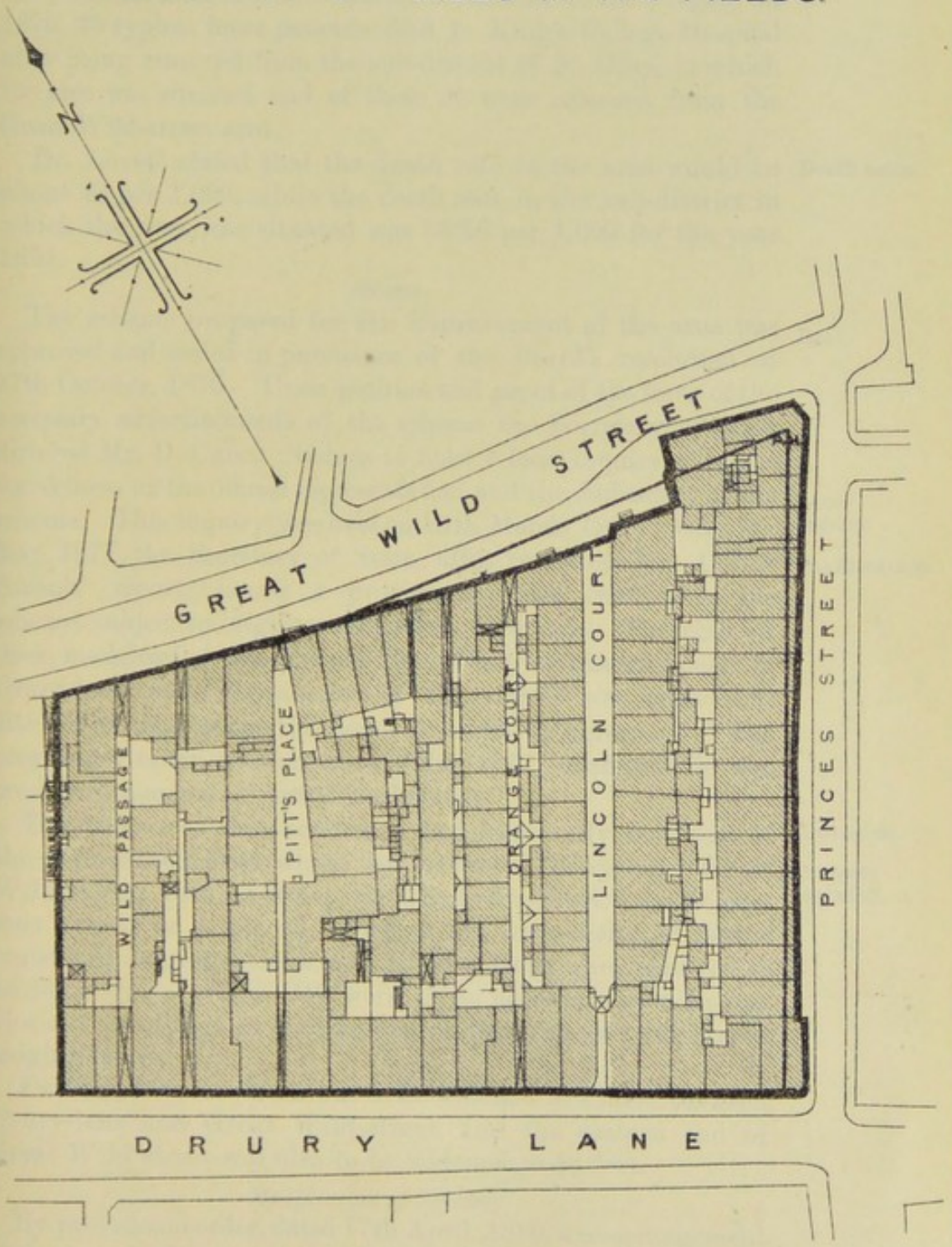
Condition of the Area.

Generally. The houses on this area were very closely packed, so much so that of the portion included in the scheme framed by the Board 90 per cent. was devoted to buildings and only 10 per cent. to open space. Many of the houses had literally no ventilation at all, and the courts were approached by narrow passages passing under other houses. The water-closets were generally situated in the basements of the houses, which were built back to back, and where yards existed there were frequently not more than three or four feet between the buildings. It will be readily understood from these facts that the individual houses themselves were very dark internally. The whole area appears to have been noted as a disease-breeding spot in a district itself having a bad reputation by reason of its

GREAT WILD STREET SCHEME.

PLAN No. 5.

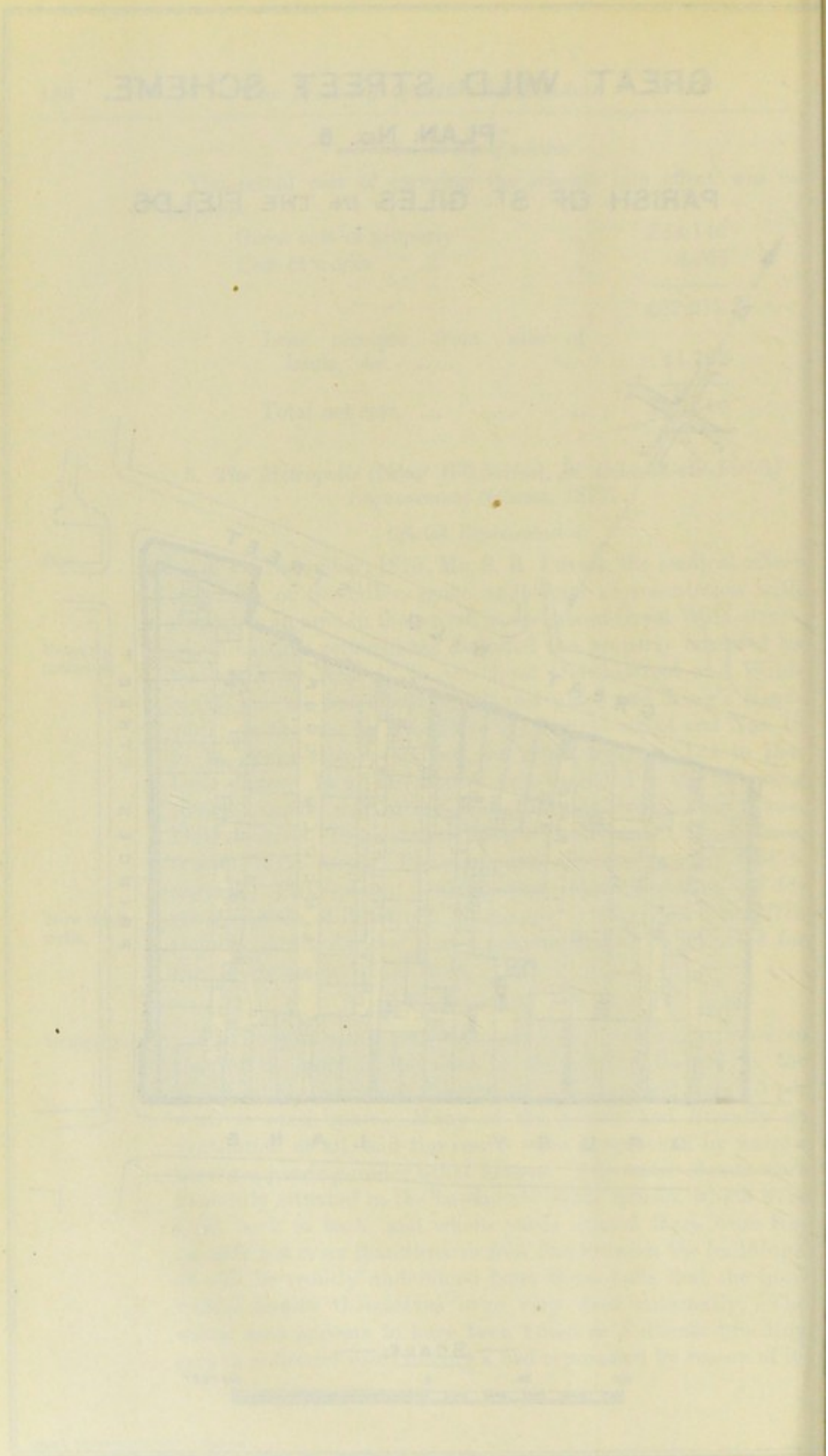
PARISH OF ST. GILES IN THE FIELDS.



— SCALE. —

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abnormally high death rate. In particular, out of 113 cases of typhus fever treated in the parish in 1874, 27 came from the area, and of these 13 were traced to Lincoln-court. Again in 1876, 25 typhus fever patients died in King's College Hospital after being removed from the sub-district of St. Giles, in which the area was situated, and of these 13 were removed from the Great Wild-street area.

Death rates.

Dr. Lovett stated that the death rate in the area would be about 40 per 1,000, while the death rate in the sub-district in which the area was situated was 33·16 per 1,000 for the year 1874.

Scheme.

Date.

The scheme prepared for the improvement of the area was approved and sealed in pursuance of the Board's resolution of 27th October, 1876. Upon petition and proof of the issue of the necessary advertisements of the scheme the Secretary of State directed Mr. D. Cubitt Nichols to hold a local inquiry as to the correctness of the official representation and the sufficiency of the scheme. This inquiry was held on 24th March, 1877. On 17th May, 1877, the Secretary of State, after receiving Mr. Cubitt Nichols' report, issued a provisional order confirming the scheme, subject to slight modifications in detail. The chief of these modifications was the addition of four additional houses in Drury-lane, and the sanction of the scheme was made conditional on these properties being acquired by agreement. The provisional order was on 23rd July, 1877, confirmed in the prescribed manner by Act of Parliament.

Local inquiry.

Confirmation.

Provisions.

Property included.

The scheme as thus confirmed comprised only that part of the represented area which lay between Drury-lane, Great Wild-street, Princes-street, and Brewer's-court. 1,839 persons were to be displaced, of whom 241 were sheltered in five registered lodging-houses, and 1,939 persons were required to be rehoused, of whom 240 were to be accommodated in one block of dwellings so constructed as to serve as a registered lodging house.

Further, Princes-street was to be widened to 40 feet between Drury-lane and Great Wild-street, and the eastern end of Great Wild-street was also to be widened to 40 feet.

Modification of Scheme.

By provisional order, dated 17th April, 1880, a re-arrangement of the new dwellings to be erected on the area was permitted.

Acquisition of Property.

Appointment and award of arbitrator.

Four freehold and four leasehold claims under this scheme were settled by agreement. Sir Henry Hunt, C.B., was again in this case appointed arbitrator, and issued his final award on 21st April, 1879. This award amounted to

£79,482 5s. The total cost, including legal and other expenses, of acquiring property under this scheme was £121,266.

Works.

Clearance of area.

The sale of the old materials of the houses on the Great Wild-street area was held on 18th and 19th March, 1880. The price realised was £1,381 16s. 6d., and the area was reported cleared by 31st May.

Paving, &c.

The tender of Messrs. John Mowlem and Co., amounting to £2,225, for the paving works required under the scheme was accepted by the Board on 30th July, 1880; but at the request of the Peabody Trustees, to whom this area also was sold, the execution of these works was deferred until the building of the new dwellings should have been well advanced. The works therefore were not commenced until towards the close of the year 1881, and were wholly completed in February, 1882. They consisted in the widening and paving with York stone and granite setts of about 680 feet of Great Wild-street and Kemble-street on the northern and eastern frontages of the area.

Erection of Dwellings.

The whole of the land cleared was required to be devoted to the erection of new dwellings, and was sold to the Peabody Trustees for that purpose. The price paid by the Trustees was £15,840, and possession of the site was given to them on 7th July, 1880. Dwellings for the accommodation of some 1,620 persons were forthwith commenced and completed in 1881. As, however, 1,939 persons were required by the scheme to be rehoused, it will be seen that, although the dwellings are all six storeys in height, the area was not sufficiently extensive for the purpose. All these dwellings must be maintained in perpetuity as working-class dwellings.

Actual cost of scheme.

The actual cost of carrying the scheme into effect was as follows—

Gross cost of property	£121,266
Cost of works	3,012
	£124,278
Less receipts from sale of lands, &c.	18,628
Total net cost	£105,650

6. *The Metropolis (Pear-tree-court, Clerkenwell) Improvement Scheme*, 1877.

Official Representations.

First.

The first official representation as to the area in Clerkenwell known as the Pear Tree-court area was made on 10th Novem-

ber, 1875, by Dr. J. W. Griffith, M.D., the medical officer of the parish. This representation referred to houses in Baynes-court, Caroline-place, Kemp-place, Nos. 12 to 16, Jerusalem-court, Stratton-place, Fox-terrace, Bishop's-court, Pear Tree-court, Yates'-rents, Nos. 8 to 15, Albert-place, Slade's-place, Spencer-place, Prince's-buildings, Paved-place, Nos. 2 and 3, Stewards-place, Taylor's-court. Union-place, Lamb-court, Lamb-square, Bitt-alley, Frying Pan-alley, Rose-alley, and Ledbury-place were also included in the representation, but these were acquired and demolished in connection with the formation of a new thoroughfare from Oxford-street to Old-street, now known as Clerkenwell-road and Theobald's-road. On 27th October, 1876, the Board decided that a scheme should be prepared for the improvement of the area, and as it appeared that to make a complete scheme it was desirable that some property should be dealt with which was not included in the area represented, Dr. Griffith was communicated with on the subject. This property consisted of houses in Pear-tree-court, Yates-rents, Clerkenwell-close, and Cromwell-place, and was in such a condition as to justify him in making further representation with regard to it, and this he did on 4th November, 1876. On these two representations the scheme of the Board was based.

Property included.

How dealt with.

Second.

Condition of the Area.

The majority of the houses in the area had no through ventilation and no back yards. The rooms in the houses were generally small and very dark. The means of ventilation of the whole area were restricted by the existence on one side of the high blank wall belonging to the House of Detention. In many of the houses the water-closets and water-supply were both situated in the cellars, and especially in Pear Tree-court the houses were old and dilapidated, with rotten roofs. Some of the houses in Clerkenwell-close were built partly of brick and partly of wood, with water-closets and water-supply far away from them. These half wood and half brick houses were probably the last of their kind in London. In most cases single rooms were occupied by one family. The death rate was stated by Dr. Griffith to be about 37 per 1,000 in the area, as against 22 per 1,000 for the parish of Clerkenwell.

Generally.

Death rate.

Scheme.

The scheme prepared by the Board for the improvement of the area was approved and sealed in pursuance of the resolution of 27th October, 1876. The necessary advertisements were then issued and a petition forwarded to the Secretary of State, who thereupon directed the holding of a local inquiry.

Date.

Confirmation.

Mr. D. Cubitt Nichols was appointed to hold this inquiry, which took place before him on 28th March and 12th April, 1877. Consequent on the report of this inquiry, the Secretary of State issued a provisional order dated 17th May, 1877, by which the scheme was confirmed subject to the exclusion of some dozen properties in Pear Tree-court, such properties not being deemed necessary for the due carrying out of the scheme. The scheme as framed, and as (with the above modification) confirmed, did not include the whole of the area represented. Indeed only about four-fifths of an acre were dealt with, the property being that situated in the northern portion of Clerkenwell-close, in Cromwell-place, Yates'-rents, and Pear Tree-court. By the execution of the provisions of the scheme 410 persons were to be dispossessed, and 454 were required to be re-accommodated. Two new streets, each 30 feet wide, were to be formed, one from Clerkenwell-close to Robert's-court and the other from Clerkenwell-close in a south-westerly direction towards Coppice-row (see plan No. 6), and the north-west end of Clerkenwell-close was to be widened to 67 feet.

Property included.

Modifications of Scheme.

The scheme was modified by provisional orders, dated 17th April, 1880, 6th June, 1882, and 11th April and 27th November, 1883, the number of persons required to be rehoused being reduced to 410. Further a 20 feet extension of Pear Tree-court was substituted for the proposed new street from Clerkenwell-close to Coppice-row.

Acquisition of Property.

Appointment and award of arbitrator.

Under this scheme only one leasehold and five freehold claims were settled by agreement. Sir Henry Hunt was then appointed arbitrator, and he issued his final award on 17th July, 1879. The amount of this award was £6,911, and the total cost of property, including legal and other expenses, was £24,070.

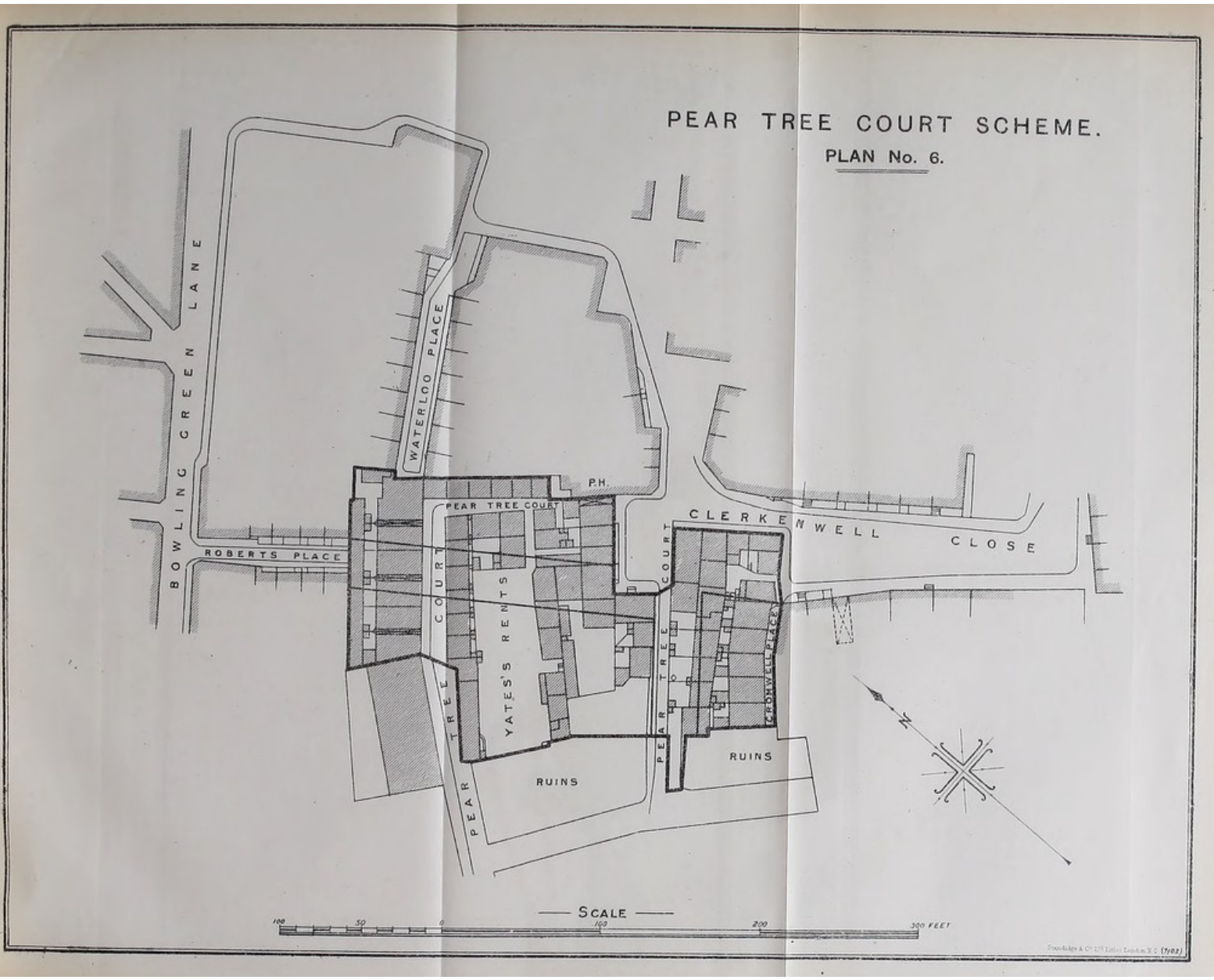
Works.

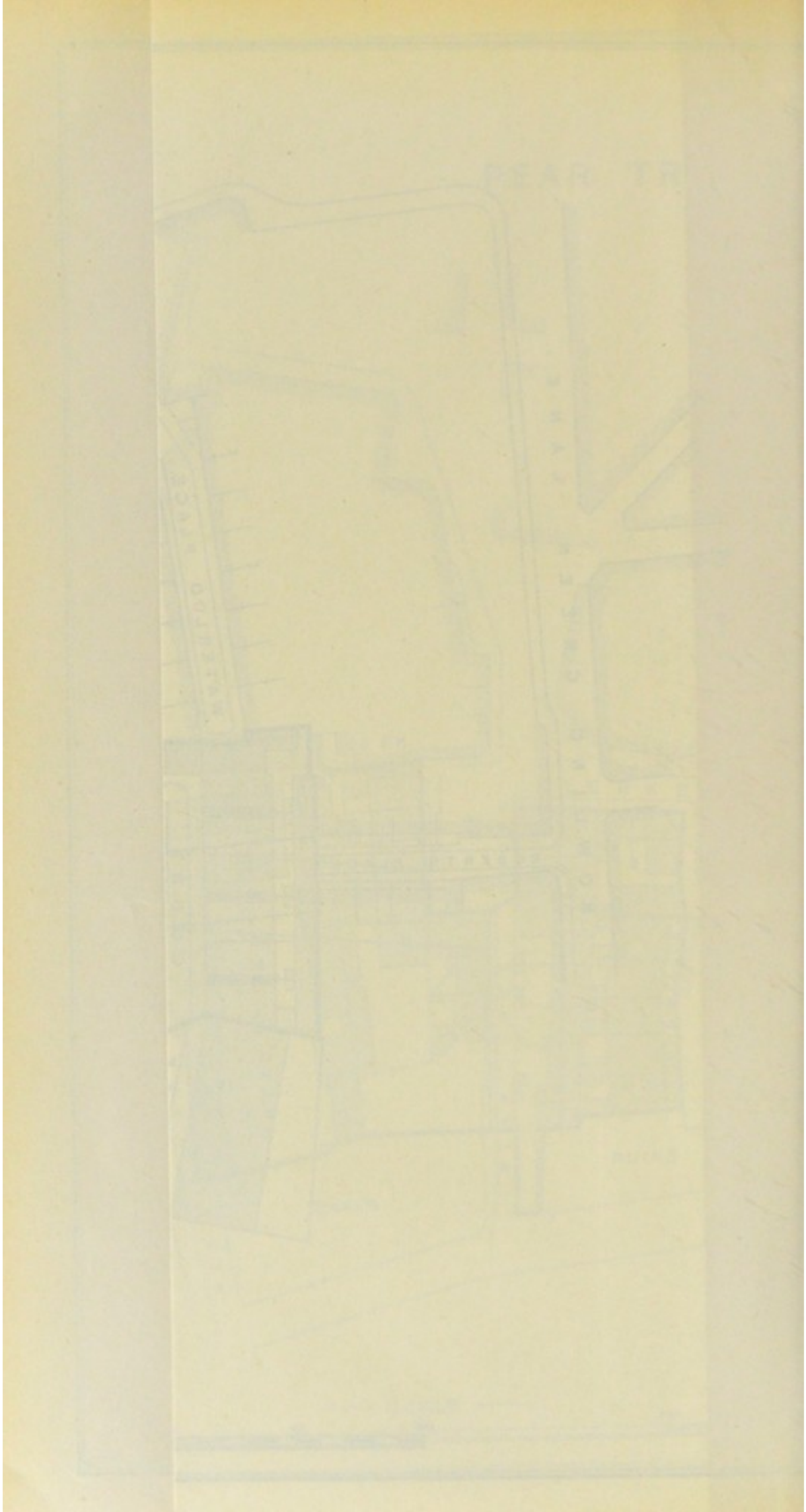
Clearance of the area.

The whole of the interests in the property having been acquired, a sale of the materials of the old houses was held on 15th October, 1880. This realised a sum of £386 13s. The area was then cleared and this operation was completed by the end of the year.

Paving, &c.

In connection with this scheme the Board widened and re-paved Pear Tree-court and a part of Clerkenwell-close, and connected the latter thoroughfare, by means of a flight of


PEAR TREE COURT SCHEME.
PLAN No. 6.
BOWLING GREEN LANE
WATERLOO PLACE
ROBERTS PLACE
P.H.
PEAR TREE COURT
CLERKENWELL CLOSE
PEAR TREE COURT
YATES'S RENTS
CROMWELL PLACE
RUINS
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stone steps, with Robert's-place. The tender of Messrs. John Mowlem and Co. to execute these works for the sum of £2,890 was accepted by the Board on the 27th June, 1884, and the works were completed during that year.

Erection of Dwellings.

The whole of the cleared area, less the land required for the formation of the new streets, was sold to the trustees of the Peabody Donation Fund, who undertook to erect the dwellings required under the scheme. In connection with this sale a site in Coppice-row abutting upon the area was also sold to the Trustees. This Coppice-row site had been acquired by the Board in order to provide accommodation for persons displaced under the Street Improvements Act of 1877, and was sold to the Trustees on the same conditions as those under which the Pear Tree court area had been sold to them. By incorporating this site in the Pear Tree-court area the Trustees were enabled to arrange their blocks of dwellings in the form of a square. The consent of the Secretary of State to this course was obtained, and dwellings for 1,326 persons were commenced by the Trustees and completed in March, 1885. The price paid by the Trustees for the Pear Tree-court area was £11,363 10s.

The dwellings erected by the Trustees must be maintained as working-class dwellings in perpetuity.

Actual cost of scheme.

The actual cost of carrying the scheme into effect was as follows—

Gross cost of property	£24,070
Cost of works	3,356
	£27,426
Less receipts from sale of lands, &c.	6,557
Total net cost	£20,869

7. *The Metropolis (Whitecross-street, St. Luke) Improvement Scheme*, 1877.

Official Representations.

First and Second.

On 26th November, 1875, Dr. F. W. Pavy, F.R.S., the medical officer of health of St. Luke, made two official representations with respect to areas in and about Whitecross-street, Golden-lane, and Bunhill-row in that parish. A third representation was also made by Dr. Pavy on 4th November, 1876, which was practically supplementary to those made in the previous year.

Third.

Property included.

The areas referred to in the two first representations included 169 houses in Reform-place, Back-court, London-passage, Little Cheapside, Hartshorn-court, Nag's Head-court, Gloucester-buildings, Gloucester-place, Gloucester-square, Gloucester-court, Little Gloucester-court, Chequer-alley, Waterloo-place, Adam and Eve-court. The areas referred to in the third representation included the following courts and alleys—Rose-square, Warwick-place, Scott's-yard, Long's-buildings, Bullock-alley, King's-court, Blue Anchor-alley, Colwell's-buildings, Graham's-buildings, Bank's-court, Hazlewood-court, Booth's-court, Porter's-place, Tanner's-buildings, Nos. 1 to 6, Chequer-alley (north side), Chequer-place, Prospect-place, Peace-place, Pump-alley, Foster's-buildings (south side), Nos. 45 and 46, Coleman-street, Coleman-place, Eggleton-place, Nos. 7 to 12, Twister's-alley, Gray's-place, Nos. 1 to 7, Chequer-alley (south side), George's-row, and Smith's buildings.

How dealt with.

The Board on 27th October, 1876, decided that a scheme should be prepared for the improvement of the areas mentioned in the first two representations. In preparing this scheme it was found desirable that further property should be included, and upon Dr. Pavy being consulted he at once made the third representation before mentioned with respect to the properties already set out.

Condition of the Area.

Generally.

The area consisted of a congeries of small and narrow courts and alleys approached from Whitecross-street, Golden-lane, and Bunhill-row. In most cases these courts and alleys were approached by means of passages passing under houses in these streets. Although the three streets mentioned run parallel to one another, and the courts and alleys lay between them, yet they were so ill-arranged for the purposes of light, air, and ventilation that in no case was there any direct communication between the streets. It is true that it was possible to *walk* from one street to the other, but this was through such narrow and tortuous passages that no through current of air could possibly be obtained. The houses were old and dilapidated, and where yards existed they were of the most inadequate description. Indeed, the chief objection urged to the area as a whole was on the ground of the almost total lack of means of ventilation therein. Some idea of the general unhealthiness of the area may be gathered from the fact that in 1874 the number of attacks of diarrhœa attended by the parochial medical officer was 5·7 per 1,000 for the whole

parish, whilst for the area it was 10·6 per 1,000. The death rates of the area and the parish for the years 1873, 1874, and 1875 were as follows— Death rates.

	Whitecross-street area per 1,000.	Parish of St. Luke per 1,000.
1873	27	21·5
1874	25·1	21·7
1875	26	20·8

Scheme.

The scheme for the improvement of the area was approved and sealed by the Board in pursuance of the resolution of 27th October, 1876. The necessary advertisements were then duly issued, and a petition forwarded to the Secretary of State. Date.

A local inquiry as to the correctness of the official representations and the sufficiency of the scheme was held by Mr. D. Cubitt Nichols on behalf of the Secretary of State, on 14th, 19th, and 23rd April, 1877. Local inquiry.

As a result of this inquiry the Secretary of State on 17th May, 1877, issued a provisional order confirming the scheme. This order contained an agreement which had been come to between the Board and Messrs. De la Rue and Co., whose business premises adjoined the area. By this agreement the square block of property at the corner of Coleman-street and Bunhill-row and the block comprising George's-court (see plan No. 7) were excluded from the operation of the scheme on condition that they were acquired by Messrs. De la Rue and Co., and that sufficient land was given up by them for the widening of Coleman-street to 40 feet and the widening of Chequer-alley to its existing width at its eastern end. Confirmation.

The provisional order was then confirmed in due course by Act of Parliament on 23rd July, 1877. Taking into account the property dealt with in the agreement above described, the scheme as confirmed included practically the whole of the areas referred to in the three official representations. Provisions.

In all 3,687 persons were to be displaced, and of these 56 inhabited registered lodging houses. Accommodation for not less than 3,838 was required to be provided on the cleared area, and in connection with the necessary dwellings provision was to be made for the storage of costermongers' trucks and goods and for the stabling of costermongers' horses and donkeys. In addition to the dwellings required to be erected the scheme also provided for the construction of a number of new streets and for the widening of others. These, which were

as follows, will be the more readily understood by reference to the plan No. 7—

(i.) Coleman-street, to be widened to 40 feet on the south side, and to be extended of the same width into Whitecross-street.

(ii.) A new 40-feet street to be formed in continuation of Coleman-street from Whitecross-street to Golden-lane.

(iii.) A new street, 30 feet wide, to be formed in continuation of Banner-street from Whitecross-street to Reform-place, and 20 feet wide thence to Hartshorn-court.

(iv.) A new street, 30 feet wide, to be formed to connect (ii.) and (iii.) in the line of Little Cheapside.

(v.) A new street, 30 feet wide, to be formed from Bunhill-row to Whitecross-street in the line of Twister's-alley.

(vi.) A new street, 30 feet wide, to be formed from the wide part of Lamb's-buildings to Whitecross-street, in the line of Blue Anchor-alley.

(vii.) A new street, 30 feet wide, to be formed in continuation of Chequer-alley to Whitecross-street.

(viii.) A new street, 30 feet wide, to be formed connecting (vii.) with Coleman-street.

(ix.) A new street, 30 feet wide, to be formed, connecting (vii.) with (v.) in the line of Graham-buildings.

(x.) Graham-buildings to be widened to 40 feet on the eastern side from Bullock-alley to Foster's-buildings.

(xi.) Chequer-alley to be widened to 18 feet or thereabouts, for the length of George's-court.

Modifications of scheme.

By provisional orders, dated 17th April, 1880, and 25th April, 1882, modifications of the scheme were made in detail, and the number of persons to be rehoused was reduced to 3,631.

Acquisition of Property.

45 freehold and 21 leasehold claims were settled by agreement under this scheme. The remaining claims were dealt with by Sir Henry Hunt, who issued his final award on 2nd September, 1879. This amounted to £221,894, and the total cost of property, including legal and other expenses, was £368,767.

Appointment and award of arbitrator.

Works.

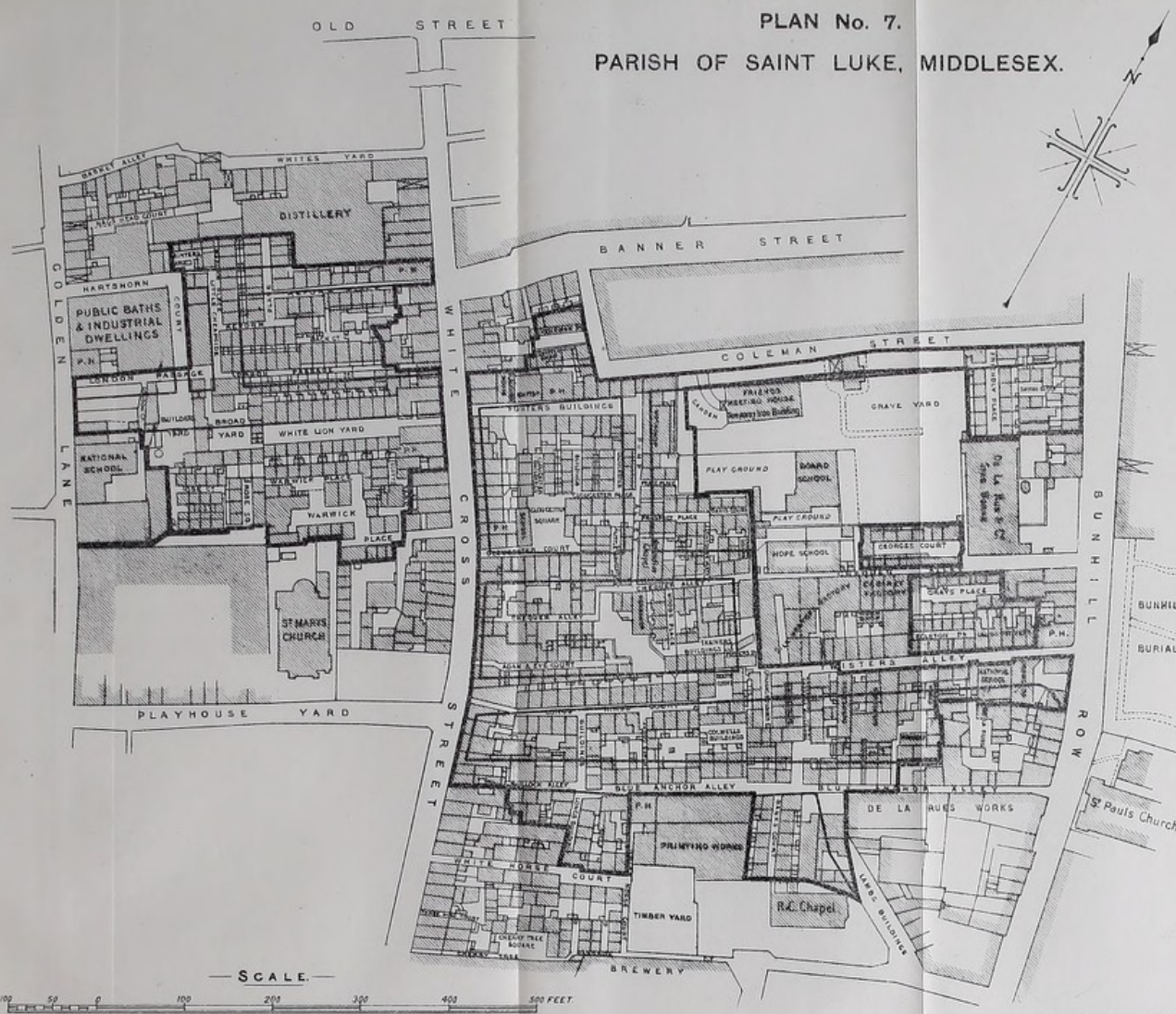
Clearance of area.

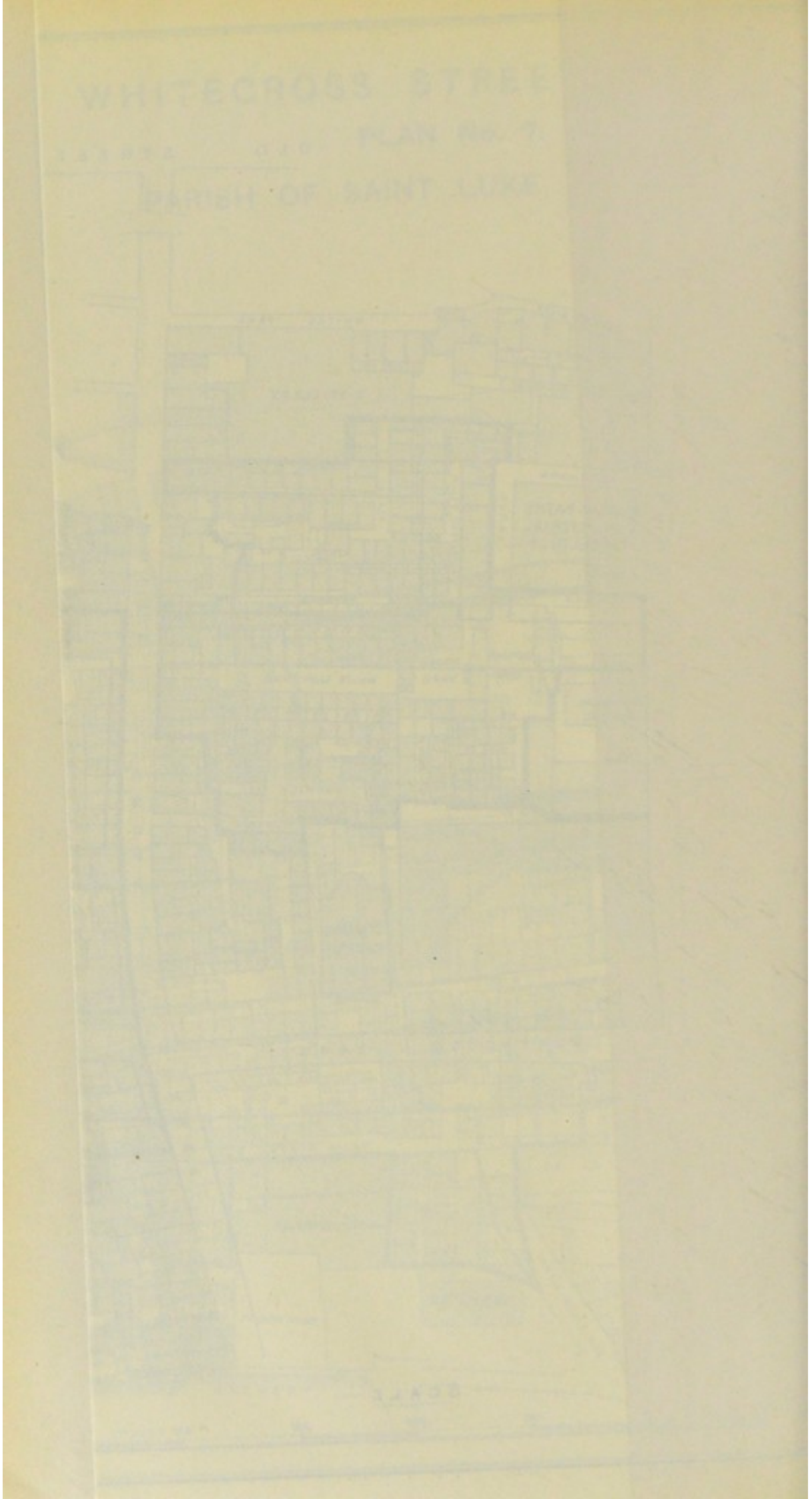
The clearance of this area was proceeded with in sections. About 80 houses on the west side of Whitecross-street were first dealt with, and the materials of these houses were sold in June, 1880. The proceeds of this sale amounted to £642 12s. The site was cleared in December, 1880.

WHITECROSS STREET SCHEME.

PLAN No. 7.

PARISH OF SAINT LUKE, MIDDLESEX.





The second section comprised about 200 houses, the materials of which were sold in 1881 for £1,681 9s. This section was cleared in May, 1881. The remaining portion of the area, comprising some 220 houses, was dealt with in November, 1881, when the materials of the houses thereon were sold for £892 18s.

Paving and street widenings.

The first portion of the paving and street-widening works was carried out during January, February, and March, 1882, by Messrs. Mowlem and Co., at a cost of £2,497 8s. 9d. These works comprised the laying of about 700 feet of granite carriage-way with York stone footways, and 200 feet of sewer in Coleman-street as extended westwards to Whitecross-street. On 1st December, 1882, the Board accepted the tender of Messrs. John Mowlem and Co. to form a further length of new street in continuation of the extension of Coleman-street, from Whitecross-street westward to Golden-lane, for the sum of £2,990. The works, which, in addition to forming the new carriageway and footways, comprised the construction of a brick sewer under the new street, about 400 feet in length, were completed in April, 1883. In the latter month the Board also accepted the tender of Messrs. John Mowlem and Co. to execute for the sum of £11,250, the requisite paving and sewerage works in the remaining streets, viz., Whitecross-street, Hartshorn-court, Reform-place, Chequer-alley, Pump-alley, Graham's-buildings, Twister's-alley, and Blue Anchor-alley, embraced in this scheme. These works were wholly completed in September, 1883.

Surplus Lands.

Of the surplus lands under this scheme one plot in Lamb's-buildings was in 1882 sold for £1,500 to the Trustees of the Chequer's-alley Wesleyan Chapel, which had been demolished by the Board in carrying out the scheme. In August, 1883, a plot with the public-house thereon was sold for £5,000. In September, 1883, a further plot was sold for £500. In January, 1884, one plot was sold for £1,000; in February, 1884, nine plots were offered for sale by auction, and eight of these were sold for a total of £14,130. In February and March, 1884, two plots were sold for £1,290. Tenders were invited for the two unsold plots in June, 1884, but no offers were then received. In 1885, however, one of these plots was sold by private treaty for £6,500, and in 1888 the Watch Committee of the St. Luke's Costermongers were allowed to purchase the other for £658, a sum rather below the average price obtained for dwellings sites. This last site was sold subject to dwellings for coster-

mongers, with accommodation for the storage of their goods, etc., being provided. These dwellings were completed in 1889.*

Erection of Dwellings.

The whole of the land reserved for the erection of dwellings was sold to the Trustees of the Peabody Donation Fund, and the price paid by them for it amounted in all to £36,781 15s.

Possession of the portion of the land first cleared was given to the trustees in December, 1880, of four further parcels in 1881, and of the remainder in 1882. Building operations were in each case immediately commenced by the Trustees, and in all accommodation for 3,740 persons was provided by them in 34 blocks of dwellings. In this case also the dwellings must be maintained as working-class dwellings in perpetuity.

Actual cost of Scheme.

The actual cost of carrying the scheme into effect was as follows—

Gross cost of property	£368,767
Cost of works	22,536
	£391,303
Less receipts from sale of lands, &c.	76,360
Total net cost	£314,943

8. *The Metropolis (High-street, Islington) Improvement Scheme*, 1877.

Official Representation.

The official representation which referred to the property dealt with by the High-street scheme, Islington, was made by Mr. C. M. Tidy, M.A., M.B., the medical officer of health of the parish of Islington, and was dated 4th November, 1875. This representation consisted of three parts, the first of which dealt with 78 houses in Cobden-square, Blakeney's-buildings, Parcell's-court, Swan-yard, Smith's-court, Smith's-buildings, Rose and Crown-court, and Cox's-court.

Date.

Property included.

The second part of the representation related to eight houses only, and the third part related to 220 houses, comprised in what was afterwards known as the Essex-road area.†

* For further details as to these dwellings see section ix. infra.

† See infra.

After taking the whole representation into consideration it was decided to proceed first with the first part thereof. Accordingly the Board, on 10th November, 1876, decided that a scheme should be prepared for the improvement of the High-street area and the formal resolution to that effect was sealed on the same date. How dealt with.

Condition of the Area.

The Philharmonic Theatre was situated between Swan-yard and Smith's-buildings, dividing the area into two parts and tending to the prevention of a free current of air in and about the courts. In a great many cases there was no back ventilation to the houses at all. In a few cases, in which proceedings under Torrens' Act had been taken, an attempt at ventilation had been made by the insertion of back windows, but the opinion of Dr. Tidy was that they might just as well not be there. The water supply to the whole of one of the courts was kept in one tank, which was situated over a water-closet and which was continually leaking. Generally.

No vital or sickness statistics were obtained as to this area, but it was stated by Dr. Tidy that when relapsing fever was prevalent every house in Rose and Crown-court was visited by it. The rooms in all the houses were generally small and overcrowded, there being an average of three persons per room. The houses also were dilapidated and in a bad state of repair. Death rates.

Scheme.

In pursuance of the resolution of 10th November, 1876, the Board approved and sealed the scheme prepared and submitted by the Works Committee for the demolition and reconstruction of this area. The necessary advertisements were then issued, and upon petition the Secretary of State directed Mr. Cubitt Nichols, as his commissioner, to hold a local inquiry as to the correctness of the official representation and the sufficiency of the scheme. This inquiry was held on 21st April, 1877. Upon receiving the commissioner's report of the inquiry the Secretary of State issued a provisional order dated 17th May, 1877, confirming the scheme. The provisional order was itself confirmed by Act of Parliament passed on 23rd July, 1877, and from this date therefore the scheme took effect. The provisions of the scheme as thus confirmed were as follows—547 persons were to be displaced, and 556 were required to be rehoused. Of those displaced 32 had been accommodated in five registered lodging houses. The only street widening provided for was the making of Black Horse-yard 35 feet in width. As may be seen from the plan No. 8 the property included in the scheme was that represented, with the addition of one house Date. Local inquiry. Confirmation. Provisions.

Property included.

in High-street, stables in Smith's-buildings, and the property in Black Horse-yard and City-road necessary for the widening of Black Horse-yard to 35 feet.

Modifications of Scheme.

A provisional order, dated 26th December, 1879, and confirmed by Act of Parliament on 6th August, 1880, authorised the purchase of two further houses in High-street and certain properties in Blackhorse-yard.

A further order, dated 22nd February, 1882, reduced the number of persons to be rehoused under the scheme to 515.

Acquisition of Property.

Only one leasehold and three freehold claims under this scheme were settled by agreement, the remainder being left to be dealt with by the arbitrator. Sir Henry Hunt was then appointed to arbitrate upon these claims, and he issued his final award on 26th August, 1879. This award amounted to £28,827, and the total cost of property in this scheme was £42,901.

Appointment and award of arbitrator.

Works.

Clearance of area.

The property taken under this scheme was of the lowest order. On the expiration of the thirteen weeks' notice to occupiers the tenants of the houses refused to pay rent, and the Board, being unable at once to demolish the houses, were set at defiance by the tenants. The recommendations of the Select Committee of 1881,* however, enabled the Board to deal with the matter, and a sale of materials was held in September, 1881, at which £584 7s. 6d. was realised. The area was then immediately cleared, and the paving and sewer works were put in hand in April, 1882. For the execution of these works the tender of Messrs. Mowlem and Co., amounting to £1,065, was accepted, and the works were completed in June of the same year.

Paving, &c.

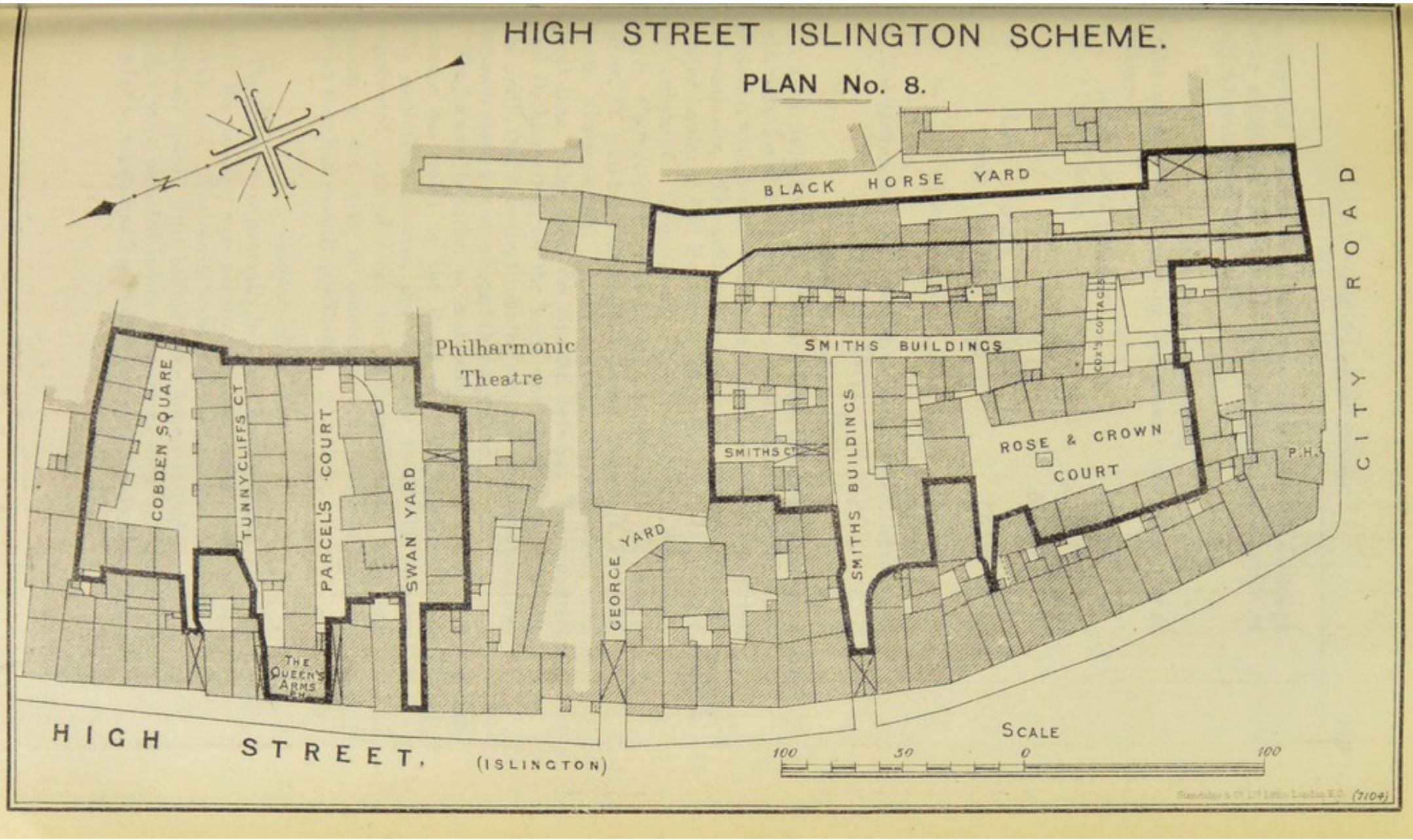
Erection of Dwellings.

The two sites forming this area were both earmarked for the erection of dwellings to accommodate the persons displaced. The consent of the Secretary of State was obtained to the user of the sites being restricted to dwellings for a period of ten years only, and in April, 1882, the sites were offered for sale by auction. Both sites were then sold to the Improved Industrial Dwellings Company. The price paid for the sites amounted to £5,650. The necessary dwellings were commenced later in the year 1882 and provided accommodation in

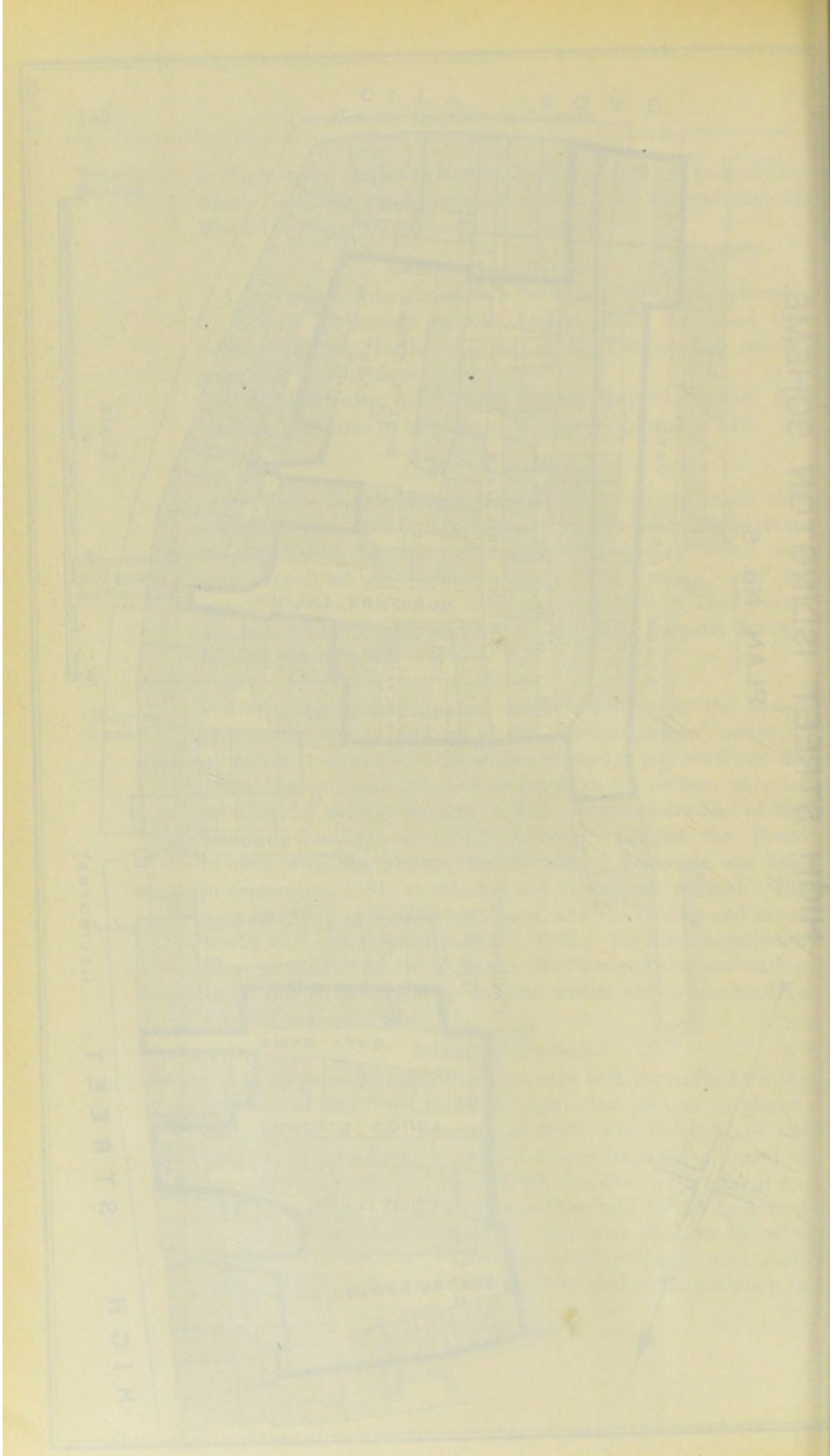
* See supra page 10.

HIGH STREET ISLINGTON SCHEME.

PLAN No. 8.



(7104)



all for 800 persons. The sale was subject to the dwellings being maintained as working class dwellings for a period of only 10 years from May, 1882.

Actual cost of scheme.

The actual cost of carrying the scheme into effect was as follows—

Gross cost of property	£42,901
Cost of works	1,875
	£44,776
Less receipts from sale of lands, &c.	6,589
Total net cost	£38,187

9. *The Metropolis (Old Pye-street, Westminster) Improvement Scheme*, 1877.

Official Representation.

Date. On 3rd July, 1876, Dr. Barnard Holt, the medical officer of what was then the Westminster district, made an official representation with respect to an area in and about Old Pye-street, Westminster.

Property included. The area referred to in the representation included houses in Old Pye-street, Back-cottages, Union-court, Orchard-street, George-court, Page's-cottages, Moore's-cottages, Cottage-court, New-square, James-court, St. Ann's-street, St. Ann-lane, Great Peter-street, Leg-court, Perkin's-rents, George-court, Catherine-court, Queen's-place, and Duck-lane. The area was situated between Victoria-street and Orchard-street on the north and Great Peter-street on the south, Old Pye-street running east and west about midway between these first-mentioned thoroughfares.

How dealt with. The formal resolution to deal with this area by way of a scheme was sealed by the Board on 10th November, 1876. The resolution, however, did not refer to all the property represented, some of which the Peabody Trustees were proposing to deal with in connection with Rochester-buildings which they had recently purchased.

Condition of the Area.

Generally. The houses were generally in a very bad condition, and very old; the passages were narrow, the rooms small, and the ventilation bad. The courts were very confined and deficient in back-air space. Just behind some houses in Old Pye-street which were included in the represented area was situated a cowhouse, which was itself built close against a dwelling-house

Death rates.

on the other side. A considerable number of the houses were common lodging houses. The rate of sickness during three months in 1876 was for the area one in six, but no statistics as to death rates were obtained or obtainable on account of the shifting nature of the population.

Scheme.

Date.

A scheme was prepared by the Works Committee for dealing with this area in pursuance of the Board's resolution of 10th November, 1876. It was then duly advertised as required by the Acts, the petition for its confirmation was forwarded to the Secretary of State, and a local inquiry was

Local inquiry.

directed by him. The local inquiry was held on 10th April, 1877, by Mr. Cubitt Nichols, whom the Secretary of State had appointed to be his commissioner for the purpose. The provisional order which confirmed the scheme was issued on 17th

Confirmation.

May, 1877. This order (confirmed by Act of Parliament on 23rd July, 1877) slightly modified the proposed operation of the scheme as framed by excluding from its scope seven houses

Property included.

in Union-court, a piece of land in Old Pye-street adjoining No. 2, and all the vacant land in Union-court except so much as might be required for the purpose of widening New Pye-street to 30 feet. 1,333 persons were to be displaced, of whom 459 occupied eighteen registered lodging houses. Accommodation was to be provided in the area for 480 persons in two blocks of dwellings, so constructed as to serve as registered lodging houses and for 876 in five blocks of ordinary tenement dwellings. The following street widenings (see plan No. 9) were also to be effected—

Part of Orchard-street, to 40 feet.
Old Pye-street, to 30 feet, between New Pye-street and St. Ann's-street.
St. Ann's-street, to 40 feet, between Orchard-street and Old Pye-street.
New Pye-street, to 30 feet.
Perkin's-rents, to 30 feet, from the rear of houses in Great Peter-street to Old Pye-street.

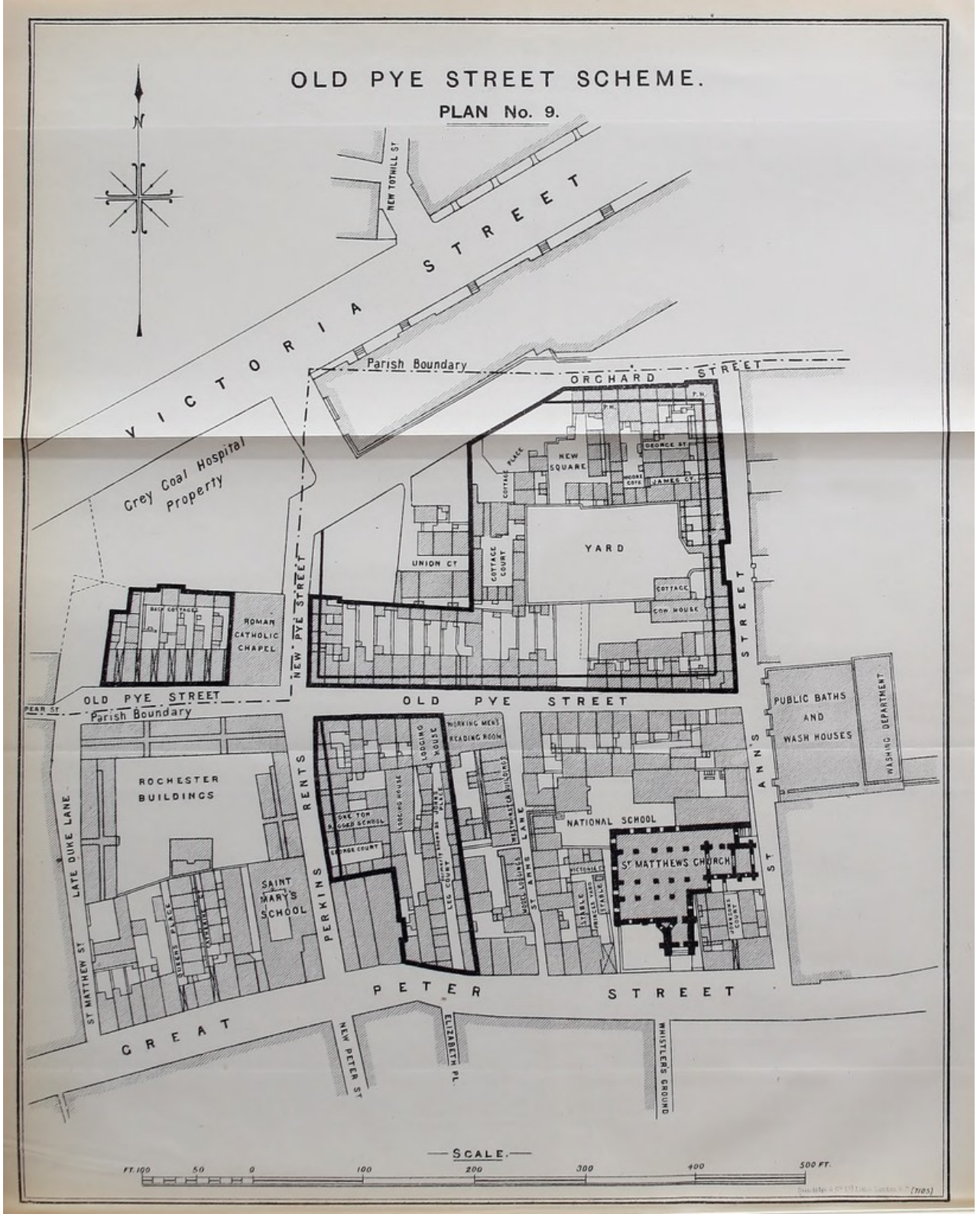
Modifications of Scheme.

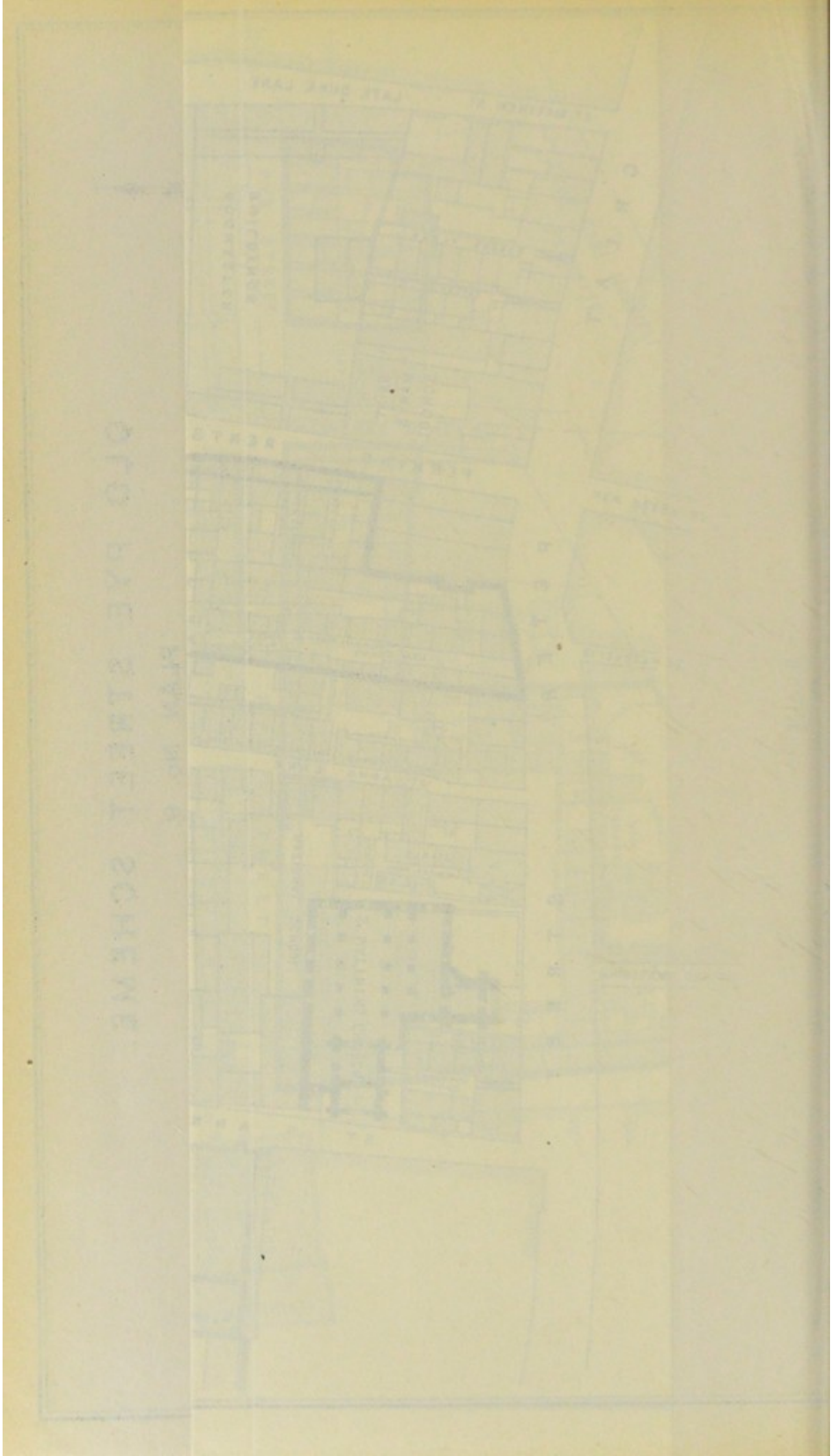
By orders, dated 17th April, 1880, and 26th October, 1881, modifications of the arrangement of the new dwellings on the area were permitted.

Acquisition of Property.

Appointment and award of arbitrator.

Ten freehold and eight leasehold claims were settled by agreement under this scheme. Sir Henry Hunt was then appointed arbitrator, and his award, amounting to £24,680,


OLD PYE STREET SCHEME.
PLAN No. 9.
N
NEW TOTHILL ST
VICTORIA STREET
Parish Boundary
ORCHARD STREET
Grey Coal Hospital Property
NEW SQUARE
GEORGE ST
JAMES CT
COTTAGE PLACE
YARD
UNION CT
COTTAGE COURT
COTTAGE
COW HOUSE
ROMAN CATHOLIC CHAPEL
NEW PYE STREET
OLD PYE STREET
Parish Boundary
PEAR ST
OLD PYE STREET
PUBLIC BATHS AND WASH HOUSES
WASHING DEPARTMENT
ROCHESTER BUILDINGS
LATE DUKE LANE
ST MATTHEW ST
SAINT MARY'S SCHOOL
RENTS
PERKINS
WORKING MENS READING ROOM
LODGING HOUSE
GEORGE COURT
LEG COURT
WESTMINSTER BUILDINGS
ST ANNS LANE
NATIONAL SCHOOL
ST MATTHEWS CHURCH
ST ANN'S ST
GREAT PETER STREET
NEW PETER ST
ELIZABETH PL
WHISTLER'S GROUND
SCALE.
FT. 100 50 0 100 200 300 400 500 FT.



was issued on 31st March, 1879. The total cost of property, including all legal and other expenses, was £74,405.

Works.

Clearance of area.

The old materials of the houses on the area dealt with by this scheme were sold in June, 1880, and the houses were then immediately demolished and the land cleared. The execution of the paving and sewer works was delayed until the Peabody Trustees, who had bought the land, were ready to build. In December, 1882, however, this was taken in hand by Messrs. Mowlem and Co., whose tender, amounting to £4,296, was accepted on the 15th of that month. The work was completed in March, 1883.

Paving, &c.

Surplus Lands.

There were four plots of land which were not required for the accommodation of persons of the working class displaced from the area. Of these one was very small, and a sum of £35 was received in 1880 from an adjoining owner in respect of it, the arrangement resulting in the adjustment of the boundary between his and the Board's remaining land. In 1880 also a further plot was sold to the Trustees of the Grey Coat Hospital for a sum of £5,909. With regard to the two remaining plots, the Board decided to sell them to the Peabody Trustees for the erection of additional dwellings.

Erection of Dwellings.

The Board in 1880 decided to sell to the Peabody Trustees the sites reserved under this and five other schemes for the erection of working class dwellings. The terms upon which this sale was to be carried out were embodied in an agreement dated 4th March, 1880, and the price to be paid by the trustees was a sum representing 20 years' purchase of a rental calculated at the rate of 3d. per square foot per annum. The trustees undertook to complete all dwellings on the plots of land sold to them, in accordance with the requirements of the respective schemes, within a period of eighteen months from vacant possession of each plot being given to them. The total sum paid by the trustees for the land comprised in this area, including the two plots of surplus land mentioned above, was £20,410 5s. Possession of the land was given to the trustees in June, 1881, and dwellings were forthwith erected thereon for the accommodation of 1,700 persons. These dwellings, which must be maintained as working class dwellings in perpetuity, were completed and occupied early in 1882.

Actual cost of scheme.

The actual cost of carrying the scheme into effect was as follows—

Gross cost of property	£74,405
Cost of works	4,984
	£79,389
Less receipts from sale of land, &c.	29,493
Total net cost	£49,896

10. *The Metropolis (Bowman's-buildings, Marylebone) Improvement Scheme*, 1878.

Official Representation.

First. On 12th August, 1875, Dr. J. Whitmore, M.D., the medical officer of health of the parish of St. Marylebone, made an official representation with respect to certain insanitary areas in the parish.

Property included. The areas referred to were four in number, viz.—(1) comprising houses in Bowman's-buildings, Linton-place, Little Earl-street, Grove-cottages, and St. James-place; (2) comprising houses in Providence-place; (3) comprising houses in Edward's-place; and (4) comprising houses in Britannia-gardens.

This representation was under the consideration of the Board for some time, but no immediate steps were taken to deal with

Second. the areas or any of them by an improvement scheme. On 7th November, 1877, however, Dr. Whitmore made a second representation referring mainly to the first area previously mentioned. This area as then represented, and known as the Bow-

Property included. man's-buildings area, comprised the houses and premises in the following places—Linton-place, Grove-cottages, Bell-street, James-place, Bowman's-buildings, Berry-place, Manning-street, and Little Earl-street.

The area described in this last-mentioned representation was immediately viewed by the Board's Works Committee, who recommended the Board to direct the preparation of a scheme for its improvement. This the Board accordingly did by formal resolution on 9th November, 1877.

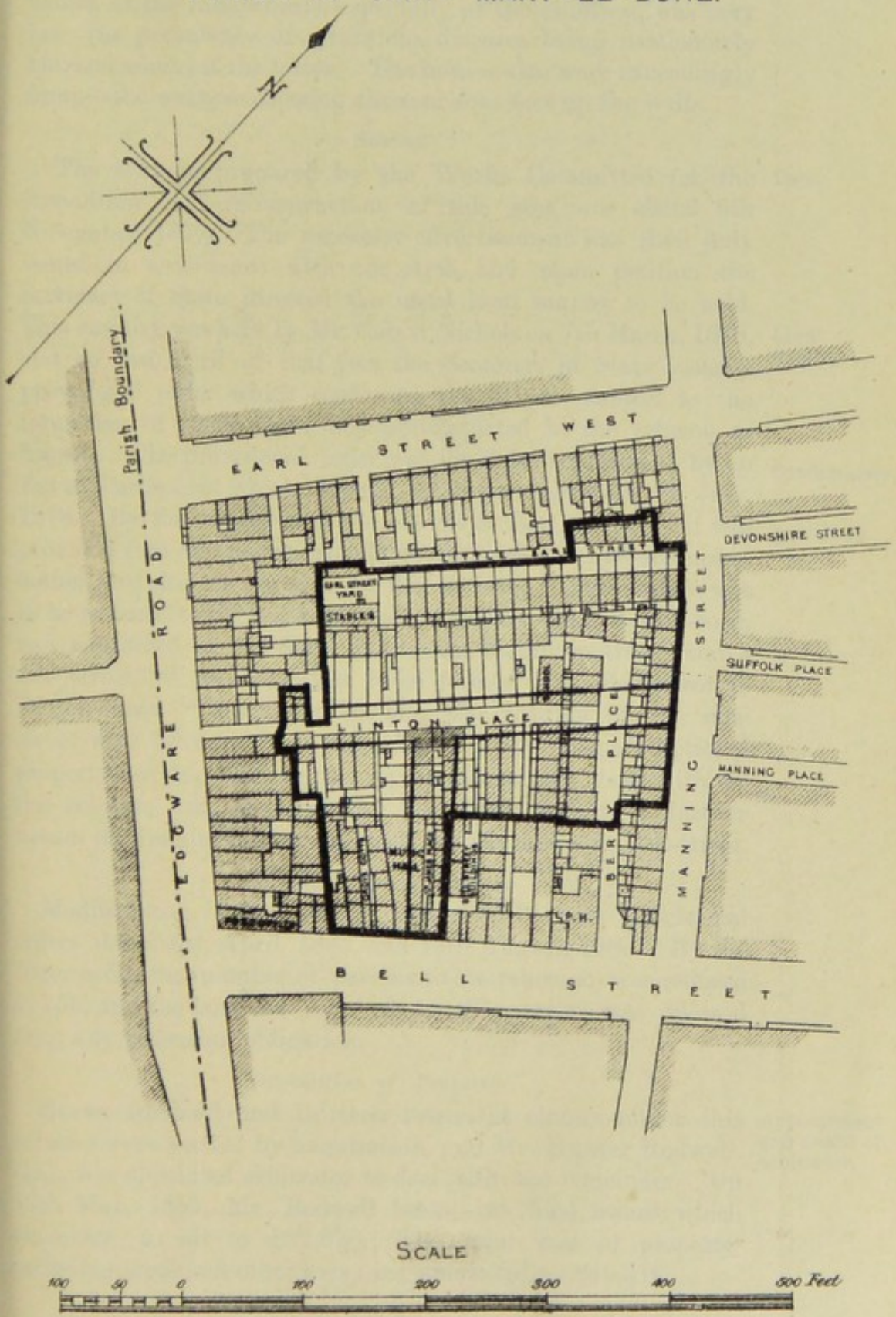
Condition of the Area.

Generally. The area was situated on the east side of the Edgware-road. The houses were in the majority of cases built back to back, so that throughout the entire area there could be no through ventilation. Generally the houses were low-roofed, and the ground floors were below the level of the street, the difference

BOWMAN'S BUILDINGS SCHEME.

PLAN No. 10.

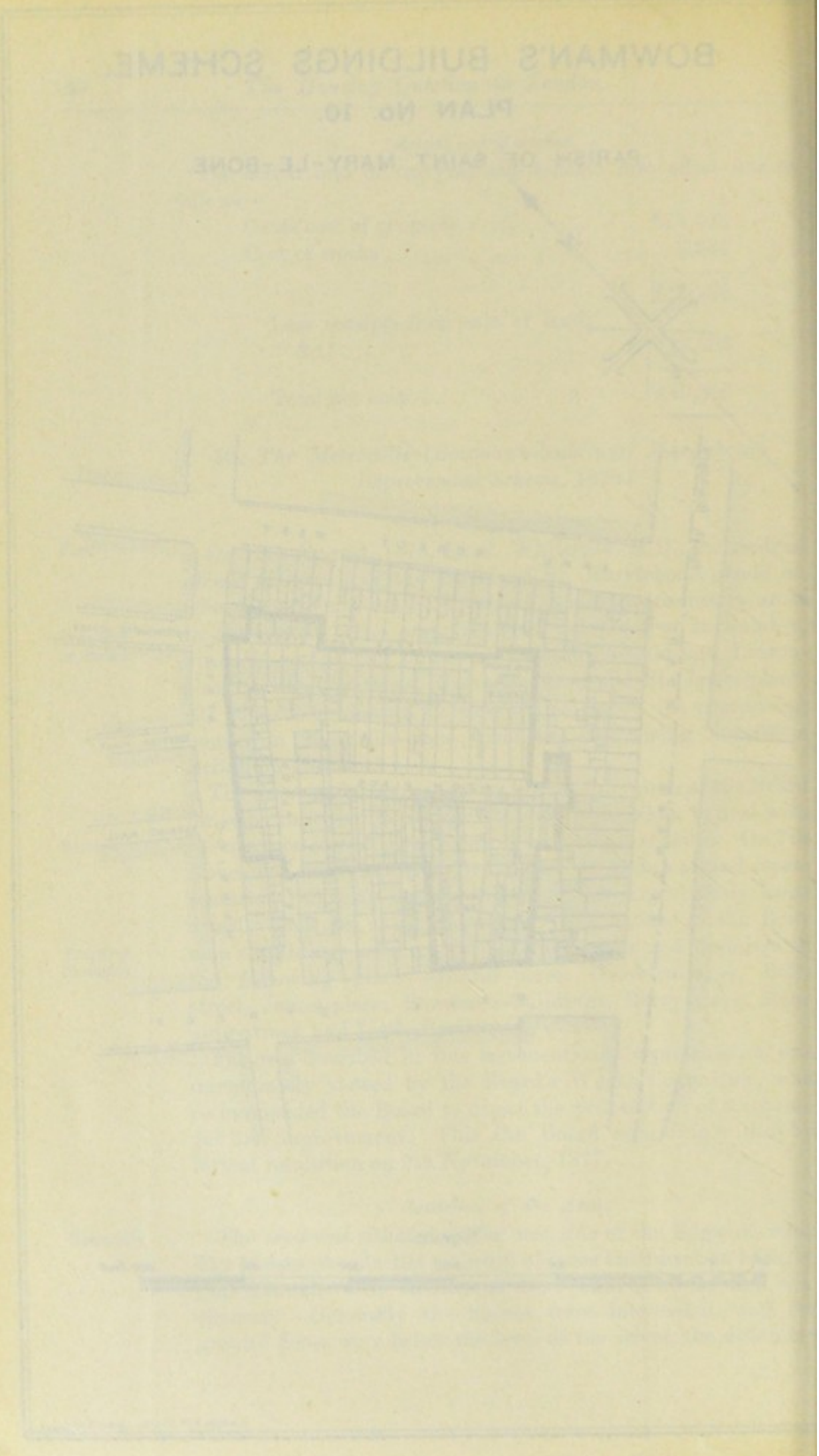
PARISH OF SAINT MARY-LE-BONE.



SCALE

100 50 0 100 200 300 400 500 Feet

Stanfidge & Co. Ltd. Litho. London, W.C. (7106)



in some cases amounting to six or seven feet. The state of health of the inhabitants, especially of the children, was very low, the prevalence of scrofulous diseases being particularly marked amongst the latter. The houses also were exceedingly damp—the wetness showing three or four feet up the walls.

Scheme.

Date. The scheme prepared by the Works Committee for the demolition and reconstruction of this area was dated 9th November, 1877. The necessary advertisement was then duly issued in accordance with the Acts, and upon petition the Secretary of State directed the usual local inquiry to be held.

Local inquiry. This enquiry was held by Mr. Cubitt Nichols on 7th March, 1878, and on 3rd April of that year the Secretary of State issued a provisional order which confirmed the scheme subject to the formation of a new street not contemplated in the scheme as framed.

Confirmation. The provisional order was itself duly confirmed by an Act of Parliament which received the Royal Assent on 4th July, 1878.

Provisions. By the execution of the scheme as thus confirmed it was provided that 806 persons should be displaced and new accommodation provided on the area for 950 persons. Linton-place was to be widened to 30 feet to the east of premises in Edgware-road, and continued of the same width into Manning-street; and a new street, 30 feet wide, was to be formed from Bell-street to Linton-place. This widening and the position of the new street may be seen from the plan No. 10. Some additional property not included in the representation was dealt with by the scheme, viz.—premises in Earl-street-yard, nine further houses in Manning-street, and three further houses in Bell-street.

Modifications of Scheme.

Modifications of the scheme were permitted by provisional orders dated 6th April, 1883, and 13th August, 1883. By the latter order the number of persons to be rehoused was reduced to 750, and the land not required for this purpose was released from any rehousing obligation.

Acquisition of Property.

Appointment and award of arbitrator. Seven freehold and thirteen leasehold claims under this scheme were settled by negotiation, and Mr. Hunter Rodwell, Q.C., was appointed arbitrator to deal with the remainder. On 12th May, 1881, Mr. Rodwell issued his final award, which amounted in all to £22,676. The total cost of property, including legal and other expenses, amounted to £49,316.

Works.

Clearance of area. In October, 1881, sufficient progress had been made with the acquisition of properties to justify the issue of thirteen weeks'

Paving, &c.

notices to occupiers. These notices expired in January, 1882, and a sale of the old materials of houses was held, at which a sum of £745 5s. was realised. It was not, however, until May, 1883, that the tender of Messrs. Nowell and Robson, amounting to £2,187, was accepted for the necessary paving and sewer works. These works comprised about 560 feet of new granite carriageways with York stone footways, kerbs, channels, etc., and about 450 feet of brick and pipe sewers. The whole of the works were completed in September, 1883.

Surplus Lands.

Two small plots only of the land acquired under this scheme remained for sale for commercial purposes, and these were sold by tender in March, 1884, for £3,850.

Erection of Dwellings.

Two sites for the erection of dwellings were put up to auction in June, 1883, and sold to Mr. W. Whetherly for £3,000, subject to the obligation to provide upon them accommodation for 200 persons. Dwellings which must be maintained as working-class dwellings in perpetuity were subsequently erected on these sites for 348 persons. The remaining site was sold in the following year to the Improved Industrial Dwellings Company for £7,000. Upon this site dwellings have been erected for 940 persons, and these dwellings must be maintained as working-class dwellings for a period of 80 years from January, 1884.

Actual cost of scheme.

The actual cost of carrying the scheme into effect was as follows—

Gross cost of property	£49,316
Cost of works	3,032
	£52,348
Less receipts from sale of lands, &c.	15,890
Total net cost	£36,458

11. *The Metropolis (Essex-road, Islington) Improvement Scheme*, 1878.

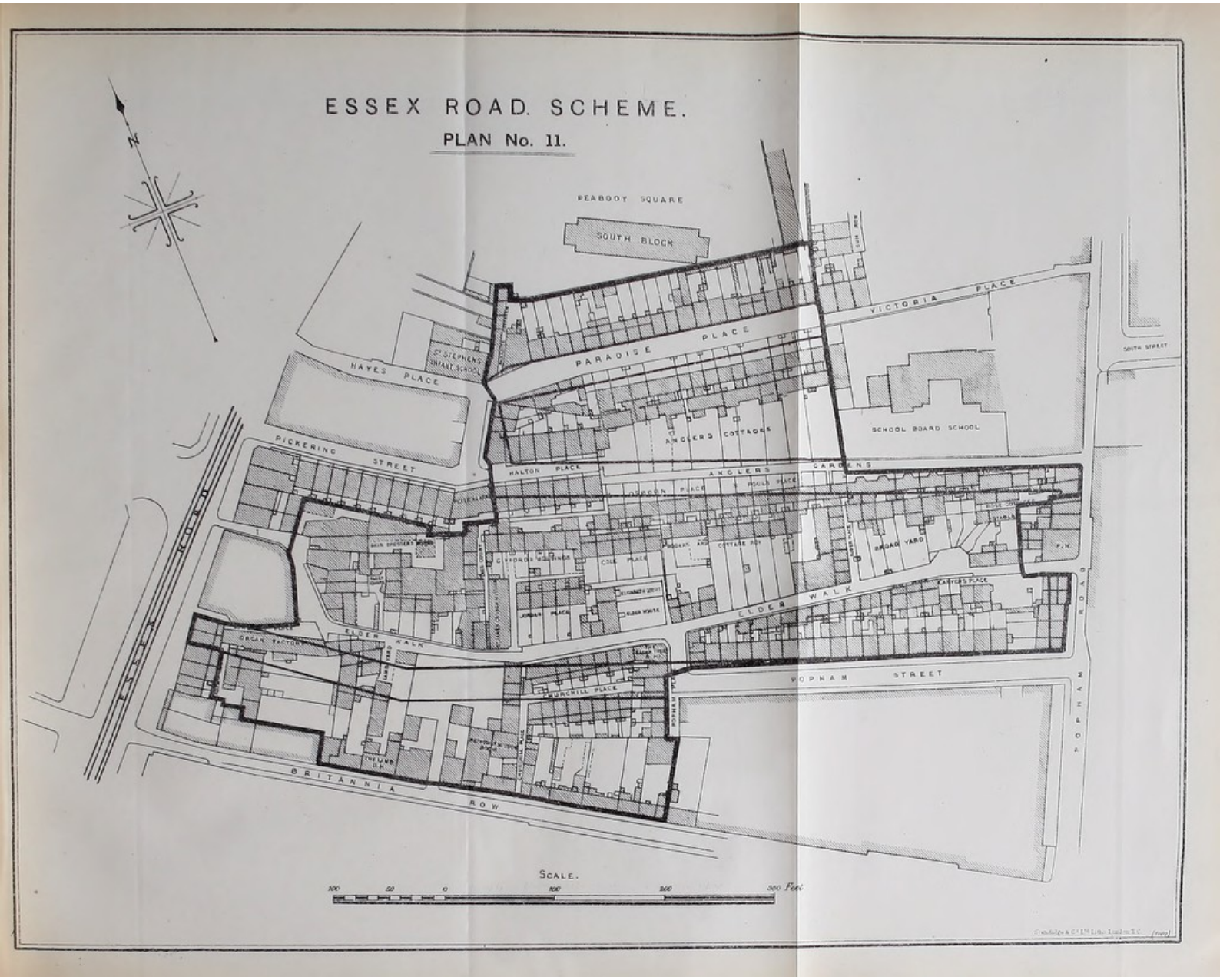
Official Representation.

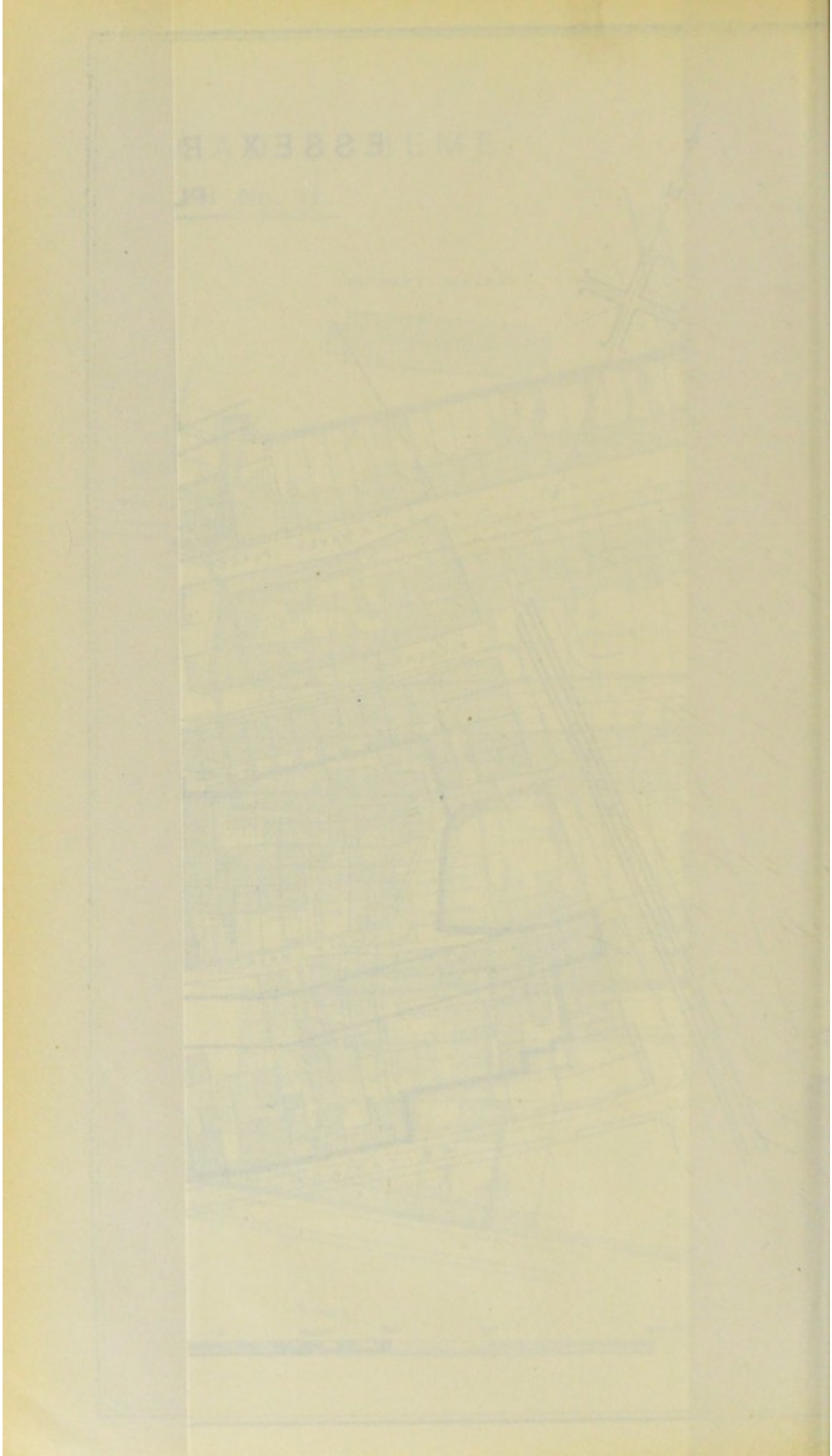
Date.

On 8th November, 1877, Dr. C. M. Tidy, the medical officer of health of Islington, made an official representation with regard to a considerable area lying to the east of the Essex-road.

Property included.

The area was nearly five acres in extent, and comprised some 220 houses in Paradise-place, Angler's-cottages, Angler's-gardens, Lamb-yard, Elder-walk, Middle-row,


ESSEX ROAD. SCHEME.
PLAN No. 11.
N
PEABODY SQUARE
SOUTH BLOCK
VICTORIA PLACE
PARADISE PLACE
ST. STEPHENS INFANT SCHOOL
HAYES PLACE
ANGLERS COTTAGES
SCHOOL BOARD SCHOOL
SOUTH STREET
PICKERING STREET
HALTON PLACE
ANGLERS GARDENS
GIFFORD BUILDINGS
COLE PLACE
BROAD YARD
ELDER WALK
ORGAN FACTORY
CHURCHILL PLACE
POPHAM STREET
POPHAM ROAD
BRITANNIA ROW
ESSEX ROAD
SCALE.
100 50 0 100 200 300 Feet



Churchill-place, Cole's-place, Cottage-row, Jordan-place, Gifford's-buildings, Elder-square, Osborn-place, Pool's-place, Robert's-yard, Elizabeth-cottages, Birch-place, Carver's-place, Popham-street, Broad-yard, Rose-cottages, Clark's-place, Paradise-cottages, Broadway, Elder-place, and Lee's-court. These properties had all been referred to by Dr. Tidy in his representation as to the High-street area made on 4th November, 1875, but no action had then been taken with regard to them.

How dealt with.

After careful consideration of the circumstances of the area the Board decided on 2nd November, 1877, that a scheme should be prepared for its improvement. This decision of the Board must have been based on the representation of 1875, the later representation, on which the scheme was ultimately based, having been made subsequently for greater convenience in framing and proceeding with the scheme.

Condition of the Area.

Generally.

The level of the whole area was considerably below that of the remainder of the parish. The houses generally were low and very badly constructed, rotten and damp, most of them having been built on the flat ground without excavation for foundations, and some being entirely constructed of wood. They were very closely packed together, and speaking broadly, were without any back ventilation or yards. Moreover, the ground on which they were built was to a considerable extent saturated with deleterious matter, such as soakage from rain defective drains, and so forth. The drains, water supply, and water-closet accommodation to the houses appear from the medical testimony of the time to have been of as bad a character as possible. Tubercular and zymotic diseases were "infinitely more prevalent in this locality than in other parts of the parish." As might be expected also epidemics extended more rapidly in this area than elsewhere in the parish.

Death rates.

No statistics as to death rates were obtained, as it was stated to be impossible to ascertain all the deaths properly referable to the area. Indeed, it was affirmed that such statistics would be worse than useless, as, according to them, the worst part of a parish from a sanitary point of view, would be the most healthy. The reason for this was that the occupants of the area when they become ill would be at once moved away.

Scheme.

Date.

The scheme ordered by the Board on 2nd November, 1877, was forthwith prepared by the Works Committee and was dated 9th November, 1877. After the necessary advertisements had been issued the Secretary of State was, in the usual manner, petitioned to confirm the scheme. For the purpose of ascer-

taining the correctness of the official representation and the sufficiency of the scheme prepared in consequence thereof, the Secretary of State directed his commissioner, Mr. Cubitt Nichols, to hold a local inquiry. This inquiry was accordingly held by Mr. Nichols on 28th February, 1878, and resulted in the issue by the Secretary of State of a provisional order which confirmed the scheme as put forward by the Board, subject to slight modifications in the detail prescribed as to the new accommodation to be provided. This order was dated 3rd April, 1878, and was confirmed on 4th July, 1878, by an Act of Parliament which received the Royal Assent on that date. In addition to the property included in the official representation further premises in Somerset-place, Britannia-row, Popham-road, Halton-place, and Popham-place were dealt with by the scheme, 1,796 persons were to be displaced from the area and new dwellings for the accommodation of not less than 3,135 persons were to be erected thereon. The new dwellings were to be of four and five storeys in height.

Local inquiry.

Confirmation.

Property included.

Provisions.

Popham-street, Paradise-place, and Popham-road were to be widened to 30 feet, the first also to be continued of that width into Essex-road, but the third (otherwise called Frog-lane) only between Popham-street and Elder-walk. A new street 30 feet wide was to be formed in the line of Anglers'-gardens.

Modifications of Scheme.

Some modification of the proposed street widenings was made by provisional order issued on 17th April, 1883, and on 15th April, 1887, a provisional order released a plot of land from any rehousing obligation.

Acquisition of Property.

The whole of the lands included under this scheme were in the seignory of the Ecclesiastical Commissioners, who were the Lords of the Manor of Islington. Their claim was settled by agreement, as were also the claims of thirteen copyholders, eight freeholders and twenty-five leaseholders. Mr. Rodwell, Q.C., was then appointed arbitrator, and on 12th November, 1880, he issued his final award, amounting in all to £54,369.

Appointment and award of arbitrator.

The total cost of property, including legal and other costs, was £102,891.

Works.

For the purposes of clearance this area was divided into four sections. The first section, comprising 49 houses situated in or near Britannia-row, was ready to be cleared in December, 1881. Accordingly a sale of materials took place, and this section was cleared in February, 1882. A sum of £254 19s. was

Clearance of area.

realised at this sale. In February also some 60 further houses were demolished in consequence of Dr. Aveling, a duly qualified medical practitioner, having condemned them as likely to generate infectious diseases. In February, too, the thirteen weeks' notices were issued in respect of the remaining houses on the area, and shortly after their expiration a further sale of materials was held, at which £900 7s. 6d. was realised. In May, 1883, the paving and sewer works provided for in the scheme were proceeded with by Messrs. Nowell and Robson, who had undertaken them for a sum of £8,595. They comprised about 1,500 feet of new granite carriageways with York stone footways, channels, etc., and were completed towards the end of the year. Paving, &c.

Surplus Lands.

A small plot of land adjoining property belonging to the Peabody Trustees was sold to them for £73 15s. in 1883, and a further small site was sold in 1889 for £95.

Erection of Dwellings.

Five large sites were offered for sale by auction in June, 1883, subject to the condition that dwellings should be erected on them. Two were then sold to Messrs. Myer, Nathan and Abraham Salaman for £3,350. The three remaining sites were sold in the following year by private treaty to Mr. Arnold Gabriel and Mr. T. S. Quinn for £9,960. Dwellings have been provided on these five sites for 3,866 persons. The dwellings on the first two sites must be maintained as working-class dwellings in perpetuity, and those on the three other sites for a period of 80 years from the date of sale.

Actual cost of scheme.

The actual cost of carrying the scheme into effect was as follows—

Gross cost of property	£102,891
Cost of works	12,217
	£115,108
Less receipts from sale of lands, &c.	17,209
Total net cost	£97,899

12. *The Metropolis (Little Coram-street, St. Giles District and St. Pancras) Improvement Scheme*, 1879.

Official Representations.

First. On 6th November, 1876, Dr. S. R. Lovett, L.R.C.P., the medical officer of health of the St. Giles District made an

official representation with respect to an area in the parish of St. George, Bloomsbury. Vacant land, formerly the sites of Coram and Russell-places, and 119 houses in Little Coram-street, Abbey-place, Tavistock-mews, Chapel-place, Marchmont-place, and Great Coram-street were included in the area, which was about $2\frac{1}{4}$ acres in extent. The representation dealt fully with the condition of the area, the houses in which Dr. Lovett stated that he had inspected in detail.

Property included.

It was ascertained that the Peabody Trustees had purchased the freehold of a portion of the area, and the Board then considered whether some arrangement could not be made with them for carrying a scheme into effect. So many other schemes, however, were in hand that no scheme was then proceeded with, but the matter continued under consideration till 1878, when terms were arranged with the trustees for the carrying of a scheme into effect. On 25th October in that year the Board decided that a scheme for the improvement of the area should be prepared and proceeded with. On 8th November, a second official representation was made by Dr. Lovett, and upon this the scheme was based. This representation referred to the same area as that described in the first representation—the only difference between the two representations being that in the first the condition of the area was set out in full detail. The formal resolution to deal with the area and the scheme prepared for that purpose were both sealed by the Board on 8th November, 1878.

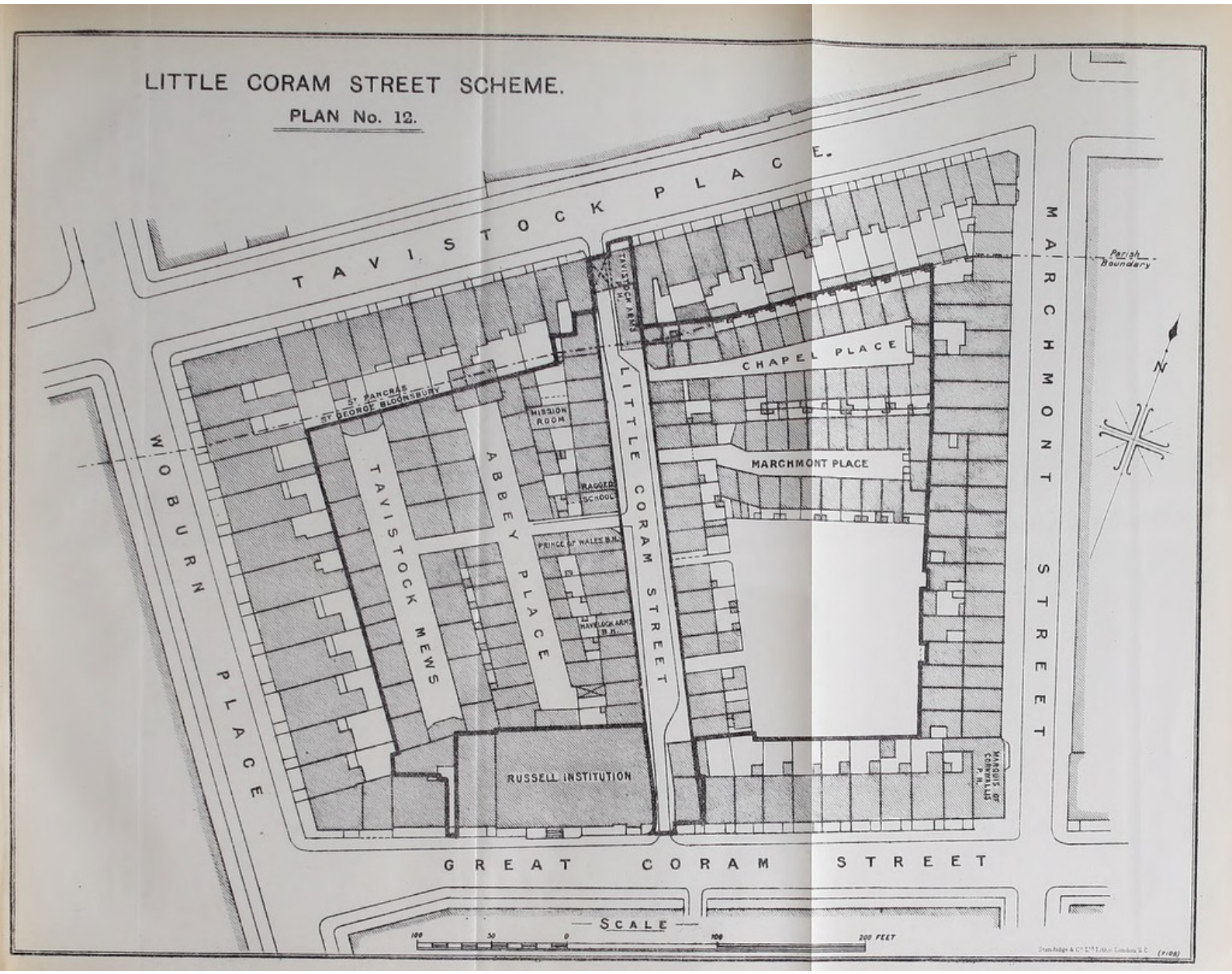
How dealt with.

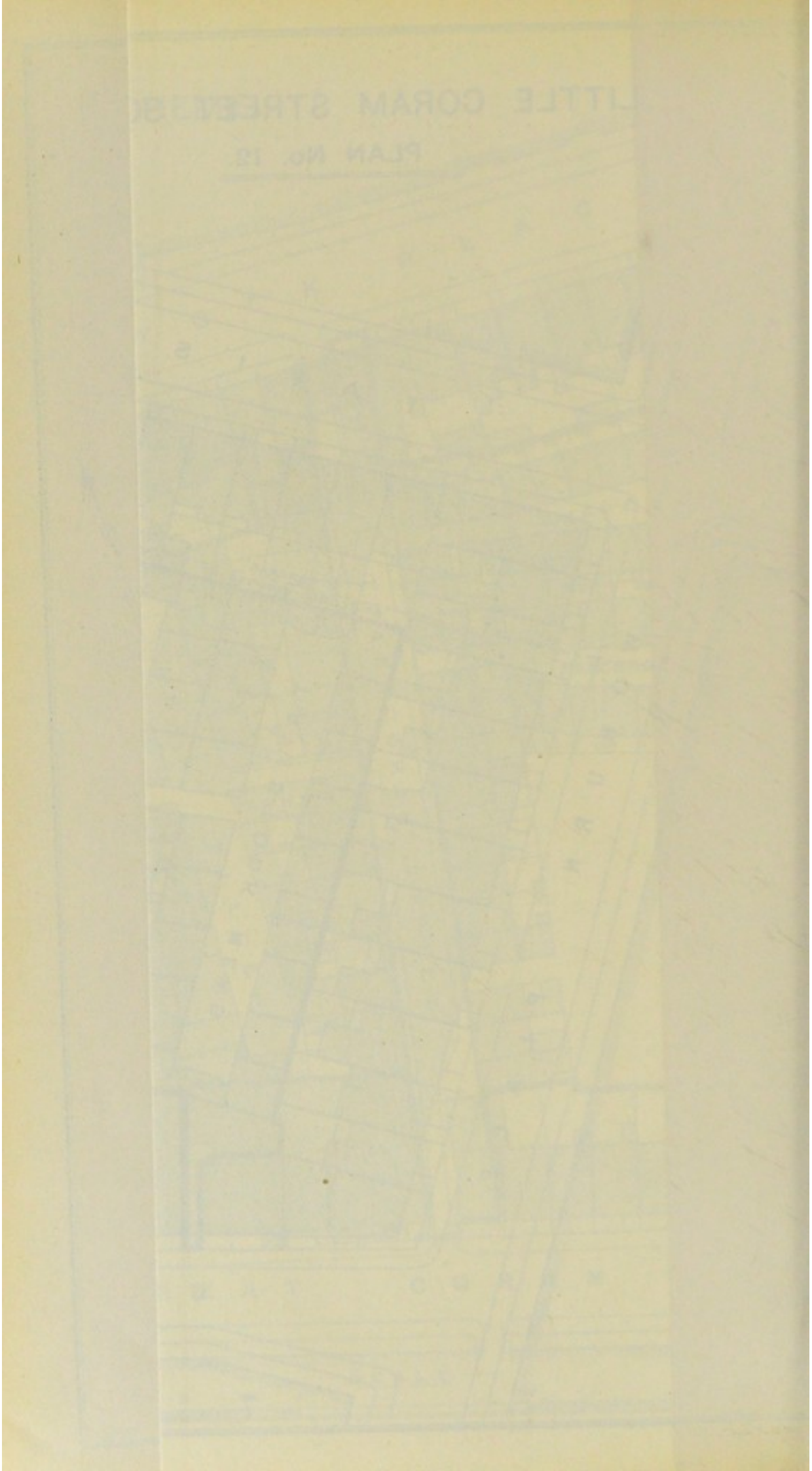
Date of second.

Condition of the Area.

Generally.

The worst courts in the area were those known as Tavistock-mews, Chapel-place, Abbey-place, and Marchmont-place. Some of the dwelling houses in Tavistock-mews were over stables, the stench from which was unbearable. No separate water supply was provided in these houses, and their water appears to have been derived from an underground tank used for stable, drinking and household purposes. The houses had in most cases (particularly in Tavistock-mews) no back yards, and therefore no back ventilation at all. In other cases the courts were culs de sac and the ground floor of the houses several feet below the level of the pavement. The houses which had been formerly comprised in Russell-place and Coram-place had been condemned and their demolition secured under the provisions of Torrens' Acts. The ground on which they had stood was, at the time that the area was represented, used as the receptacle and dumping ground for all kinds of rubbish and filth, and was, in the opinion of the inhabitants of the area, a greater nuisance cleared than when houses stood upon it.


LITTLE CORAM STREET SCHEME.
PLAN No. 12.
TAVISTOCK PLACE E.
MARCHMONT STREET
Parish Boundary
CHAPEL PLACE
MARCHMONT PLACE
LITTLE CORAM STREET
TAVISTOCK ARMS
ST PANCRAS
ST GEORGE BLOOMSBURY
MISSION ROOM
RAGGED SCHOOL
PRINCE OF WALES P.H.
ABBEY PLACE
TAVISTOCK MEWS
WOBURN PLACE
RUSSELL INSTITUTION
MARQUIS OF CORNWALLIS P.H.
GREAT CORAM STREET
N
SCALE
100 50 0 100 200 FEET



Death rates.

The death rates of the area as compared with that of other districts is given below, but it should be pointed out that in calculating them no allowance was made for the persons who belonged to the area, but who died in hospitals and similar institutions.

Year.	Death rate per 1,000 in St. Giles' district.	Death rate per 1,000 in the sub-district of which the area formed part.	Death rate per 1,000 in the area.
1875	—	18·83	27·2
1878	21·8	16·47	19·4

Scheme.

Date.

The scheme prepared for the improvement of the area was dated 15th November, 1878. It was then duly advertised and the confirmation of the Secretary of State petitioned for. The usual local inquiry was directed, and this was commenced by Mr. Cubitt Nichols as the commissioner of the Secretary of State on 12th March, 1879. Owing to the fact that many of the houses formerly standing on the area had been demolished or otherwise dealt with by the sanitary authority under the provisions of Torrens' Acts, 1868 and 1875, the title to much of the property was in dispute, and the scheme met with strong opposition on the part of the ground landlord, the Duke of Bedford. The objections put forward were considered at the inquiry in great detail, the inquiry being adjourned from 12th and continued on 18th, 20th, 21st, 24th, and 26th March, 1879. From the strength of the opposition to the scheme and from the lengthy duration of the inquiry some considerable modification of the scheme might reasonably be anticipated, and the provisional order issued by the Secretary of State on 4th April, 1879, excluded the whole of Tavistock-mews and the houses and premises therein, together with No. 56, Great Coram-street, the northern portion of Abbey-place and the houses and premises therein, and the houses and premises in the north-western portion of Little Coram-street. The provisional order confirming the scheme as thus modified was itself confirmed by Act of Parliament which received the Royal Assent on 3rd July, 1879. The property included in the effective scheme was less than that originally represented to the extent just mentioned, but in addition one house in Great Coram-street, and one house in Tavistock-place at either end of Little Coram-street was included. In all 858 persons were to be displaced, and new dwellings for not less than the same number were required to be erected on the area. In addition Little Coram-street was to be widened at each end, so as not to be of less width than 30 feet or thereabouts in any part of its length.

Local inquiry.

Confirmation.

Property included.

Provisions.

Modification of Scheme.

By order dated 14th July, 1884, the portion of the area lying to the west of Little Coram-street was omitted from the scheme, the Duke of Bedford undertaking to provide dwellings for 118 persons on land belonging to him in Woburn-street.

Acquisition of Property.

Appointment and award of arbitrator.

Under this scheme 40 leasehold claims were settled by negotiation before the appointment of an arbitrator was applied for. On 28th December, 1881, Sir Henry Hunt, C.B., was appointed by the Secretary of State to deal with the claims left unsettled. His final award was issued on 31st May, 1882, and amounted in all to £8,145 16s. The freehold of a large portion of the area was already vested in the Peabody Trustees, and only the cost of the street improvements was borne by the Board. The total cost of the property required for these improvements was £12,608.

Works.

Paving, &c.

The works under this scheme included the widening and paving of Little Coram-street, for a length of about 430 feet, from Great Coram-street to Tavistock-place. These works were undertaken by Messrs. Nowell and Robson in April, 1884, for the sum of £1,298, and were completed in September following.

Erection of Dwellings.

Eight blocks of dwellings were erected by the Peabody Trustees on the area cleared under this scheme, and accommodation was thus provided for 840 persons.

Actual cost of scheme.

The actual cost of carrying the scheme into effect was as follows—

Gross cost of property	£12,608
Cost of works	1,751
	£14,359
Less receipts from sale of lands, &c.	871
Total net cost	£13,488

13. *The Metropolis (Wells-street, Poplar) Improvement Scheme*, 1879.

Official Representations.

First.

The first official representation with respect to the Wells-street area, Poplar, was made on 14th March, 1876, by Dr. S. K. Ellison, the medical officer of health for the southern

division of the Poplar district, which included the parish of All Saints, Poplar. This representation referred to 208 houses in White Hart-place, Forest-terrace, Garden-street, Pump-alley, Union-buildings, Garden-place, Caroline-place, Katharine-place, Wellington-alley, Dock-street, Hunt's-row, Sydney-place, Deal's-yard, Sydney-street, Fuller's-cottages, Sun and Sawyer's-court, Wells-street, Ivy-place, India-row, Essex-place, Garden-place, Robin Hood-lane, and Cotton-street. Property included.

A scheme for the improvement of the area was not at once proceeded with by the Board, but on 25th October, 1878, the Board decided that it was desirable that a scheme should be prepared for that purpose. On 6th November, 1878, Dr. F. M. Corner, who had meanwhile succeeded Dr. Ellison, made a second representation with respect to the same area. Upon this representation the Board's formal resolution to deal with the area by way of scheme, and the scheme itself were based. Both resolution and scheme were sealed by the Board on 15th November, 1878. Second. How dealt with.

Condition of the Area.

The area was situated in a very low-lying portion of the parish of Poplar, and consequently conditions of dampness prevailed largely throughout it. One of the houses in Robin Hood-lane had formerly been a farmhouse. Generally the houses were very old and dilapidated, without back yards and with no back ventilation. The ground floor of many of the houses was sunken below the level of the pavement, and the rooms were exceedingly small. No water was laid on to the existing closets, which were inadequate in number and situate at some distance from the houses to which they belonged. The water supply to the houses themselves for domestic purposes was kept in most cases in tubs or casks, and was constantly very foul—in two or three courts only was there any attempt at a constant supply. Many of the courts were entered by narrow archways under houses fronting other streets, and they were in all cases narrow, and mostly culs de sac. Generally.

The death rate of the area averaged over the years 1876, 1877, and 1878 was 28·7 per 1,000, and that of the district averaged over the same period was 21 per 1,000. Death rates.

Scheme.

It has already been stated that the scheme for the improvement of this area was sealed by the Board on 15th November, 1878. The necessary advertisements of the making of the scheme was then duly published, and the usual petition forwarded to the Secretary of State. This was succeeded by a local inquiry, Date. Local inquiry.

which was held by Mr. Cubitt Nichols on behalf of the Secretary of State on 5th March, 1879. The result of this inquiry was that on 1st April, 1879, the Secretary of State issued a provisional order confirming the scheme, and this order was duly confirmed by Act of Parliament, which received the Royal Assent on 3rd July, 1879. The scheme as confirmed dealt with the whole of the rectangular area bounded by Cotton-street, Wells-street, Robin Hood-lane, and the rear of houses in High-street, Poplar, with the single exception of the scenery stores belonging to the Albion Theatre situated in White Hart-place. By the execution of the scheme it was contemplated that 1,029 persons would be displaced, and dwellings were required to be provided on the area to accommodate not less than 1,030. Wells-street was to be made of a uniform width of 30 feet throughout. Robin Hood-lane was to be widened to 40 feet between Wells-street and White Hart-place. New streets as shown on plan No. 13 were to be formed—one in continuation of Cotton-street through to Robin Hood-lane, and the other from this latter street into White Hart-place.

Confirmation.

Property included.

Provisions.

Modification of Scheme.

A provisional order modifying the scheme was issued on 30th March, 1885. This permitted a rearrangement of the new dwellings, and freed certain land from any rehousing obligation.

Acquisition of Property.

A very large portion of the property included in this scheme formed part of the manor of Stepney, and was held by copyhold tenure from Sir T. E. Colebrooke, the lord of that manor. In all 17 copyhold, 28 freehold, and 14 leasehold claims were settled by the Board without recourse to arbitration. Ultimately Mr. R. C. Driver was appointed arbitrator and the final award issued by him on 2nd May, 1882, amounted to £28,835. The total cost of the acquisition of property, including all legal and other expenses, was £68,257.

Appointment and award of arbitrator.

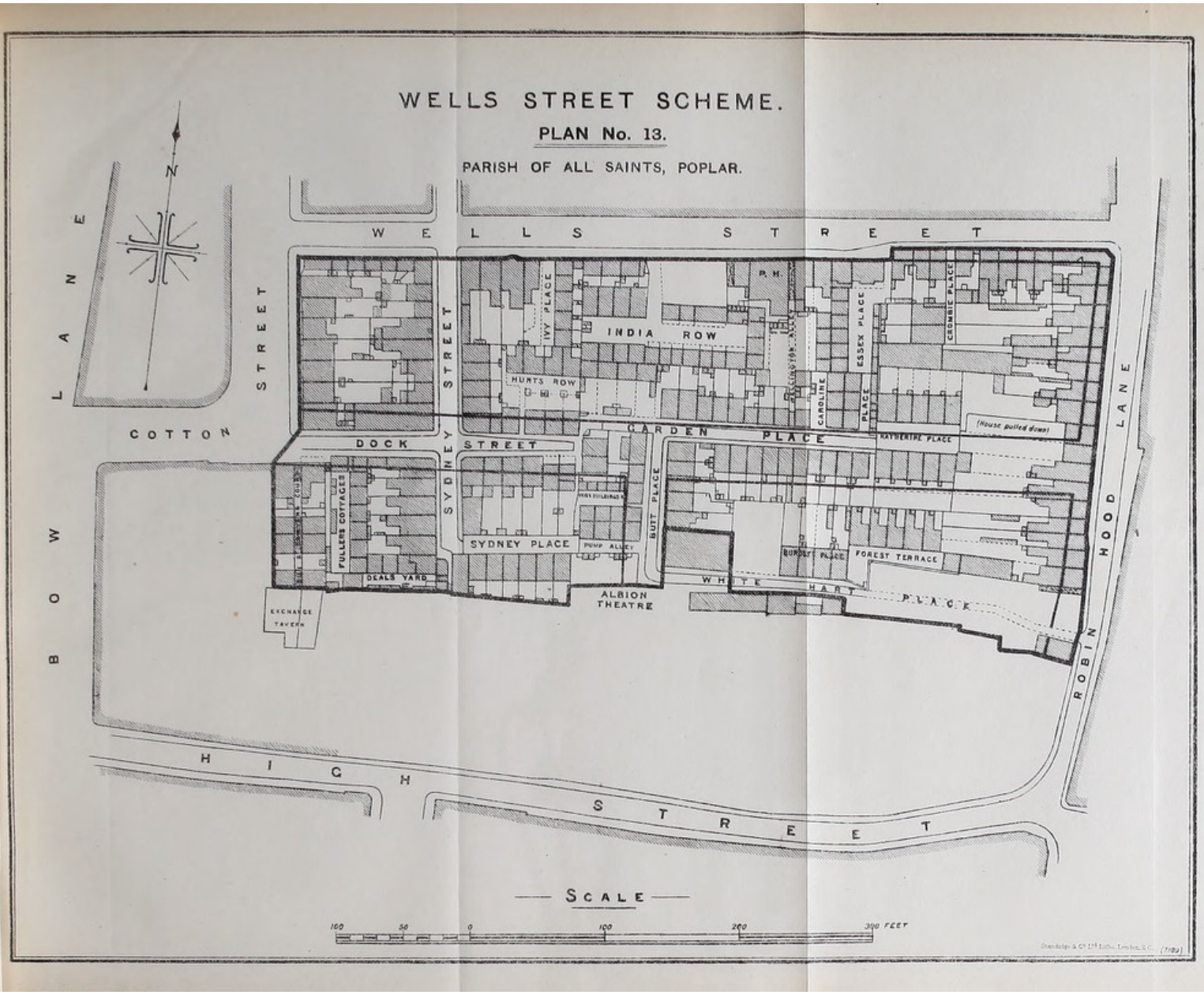
Works.

The area was cleared in January, 1884, two sales of old materials having taken place in July and December, 1883. A sum of £817 10s. 6d. was realised at these sales.

Clearance of area.

The works under this scheme included the repaving and, where requisite, the widening of Wells-street, Dock-street, Garden-place, Butt-place, and a part of Robin Hood-lane; the abolition of certain courts and alleys communicating therewith, and the construction of the necessary sewers for the drainage of the area. These works consisted of a total length

Paving, &c.


WELLS STREET SCHEME.
PLAN No. 13.
PARISH OF ALL SAINTS, POPLAR.
N
W E L L S S T R E E T
COTTON STREET
B O W L A N E
SYDNEY STREET
IVY PLACE
INDIA ROW
P. H.
HUNTS ROW
ESSEX PLACE
CROMBIE PLACE
CAROLINE PLACE
KATHERINE PLACE
(House pulled down)
GARDEN PLACE
DOCK STREET
FULLERS COTTAGES
DEALS YARD
SYDNEY PLACE
PUMP ALLEY
BUTT PLACE
BURDETT PLACE
FOREST TERRACE
WHYE HART PLACE
ALBION THEATRE
EXCHANGE TAVERN
ROBIN HOOD LANE
H I G H S T R E E T
SCALE
100 50 0 100 200 300 FEET

of 650 feet of brick sewer (4 feet by 2 feet 8 inches in size), 100 feet of 15-inch pipe sewer, and about 2,000 feet of new granite carriageways, with York stone footways, kerbing, channelling, gullies, etc. The tender of Mr. J. J. Griffiths, to execute the works for the sum of £6,689, was accepted by the Board in September, 1884, and the works were completed in March, 1885.

Surplus Lands.

Part of the surplus commercial land in connection with this scheme was reserved by the Board for the formation of a new road connecting Cotton-street with Preston-road, for which Parliamentary powers were obtained in 1884. The remainder, consisting of four small plots, was sold by private treaty during the year 1885 for sums amounting in all to £3,200.

Erection of Dwellings.

The land devoted to the erection of Artizans' Dwellings was offered for sale by auction, in two lots, on 25th June, 1885, when the bidding did not reach the Board's reserve prices. Shortly after, however, both lots were sold by private negotiation to Mr. James Hartnoll for £5,000. Plans were approved by the Board in December, 1885, and dwellings were immediately commenced and completed in the middle of 1886. By the terms of the conveyance these dwellings will have to be maintained as working class dwellings for a period of 80 years from 28th September, 1885.

Actual cost of scheme.

The actual cost of carrying the scheme into effect was as follows—

Gross cost of property	£68,257
Cost of works	7,514
	£75,771
Less receipts from sale of lands, &c.	11,652
Total net cost	£64,119

14. *The Metropolis (Great Peter-street, Westminster) Improvement Scheme*, 1879.

Official Representation.

The official representation made on 3rd July, 1876, by Dr. Barnard Holt, the medical officer of health of the Westminster

district, with respect to the old Pye-street area included houses in Great Peter-street, Queen's-place, and Catherine-row. These houses, being isolated from the remainder of the Old Pye-street area, were omitted from the scheme dealing with that area. Subsequently, however, it was ascertained that the Peabody Trustees, who owned the dwellings in Rochester-square, which adjoined the area, would be willing to co-operate with the Board in carrying into effect a scheme for the clearance of these courts. In October, 1878, therefore, the Board

Date.

directed that a scheme should be prepared, and on 4th November, 1878, Dr. Barnard Holt made an official representation

Property included.

specifically referring to the area and including further houses in Great Peter-street, and in St. Matthew-street (formerly Duck-lane). The area thus represented was about one-third

How dealt with.

of an acre in extent, and included some 26 houses. With this representation as a basis a scheme was prepared and sealed by the Board on 15th November, 1878, after the necessary formal resolution had been passed and sealed at an earlier stage of the meeting on the same day.

Condition of the Area.

Generally.

Catherine-row and Queen's-place were both narrow culs de sac, entered by an archway under houses in Great Peter-street. They consisted chiefly of rooms let out singly, no less than 62 of the total of 71 tenements on the area being single-room tenements. The houses were old, dark, and dilapidated. The staircases and passages were, according to the medical evidence, in an almost unrepairable condition. The drainage was defective and the water supply and closet accommodation inadequate.

Death rates.

No statistics as to death rates were obtained, as they were regarded as unreliable both on account of the smallness of the area and the fact that cases of disease were invariably removed to hospitals and institutions outside the parish in which the area was situated.

Scheme.

Date.

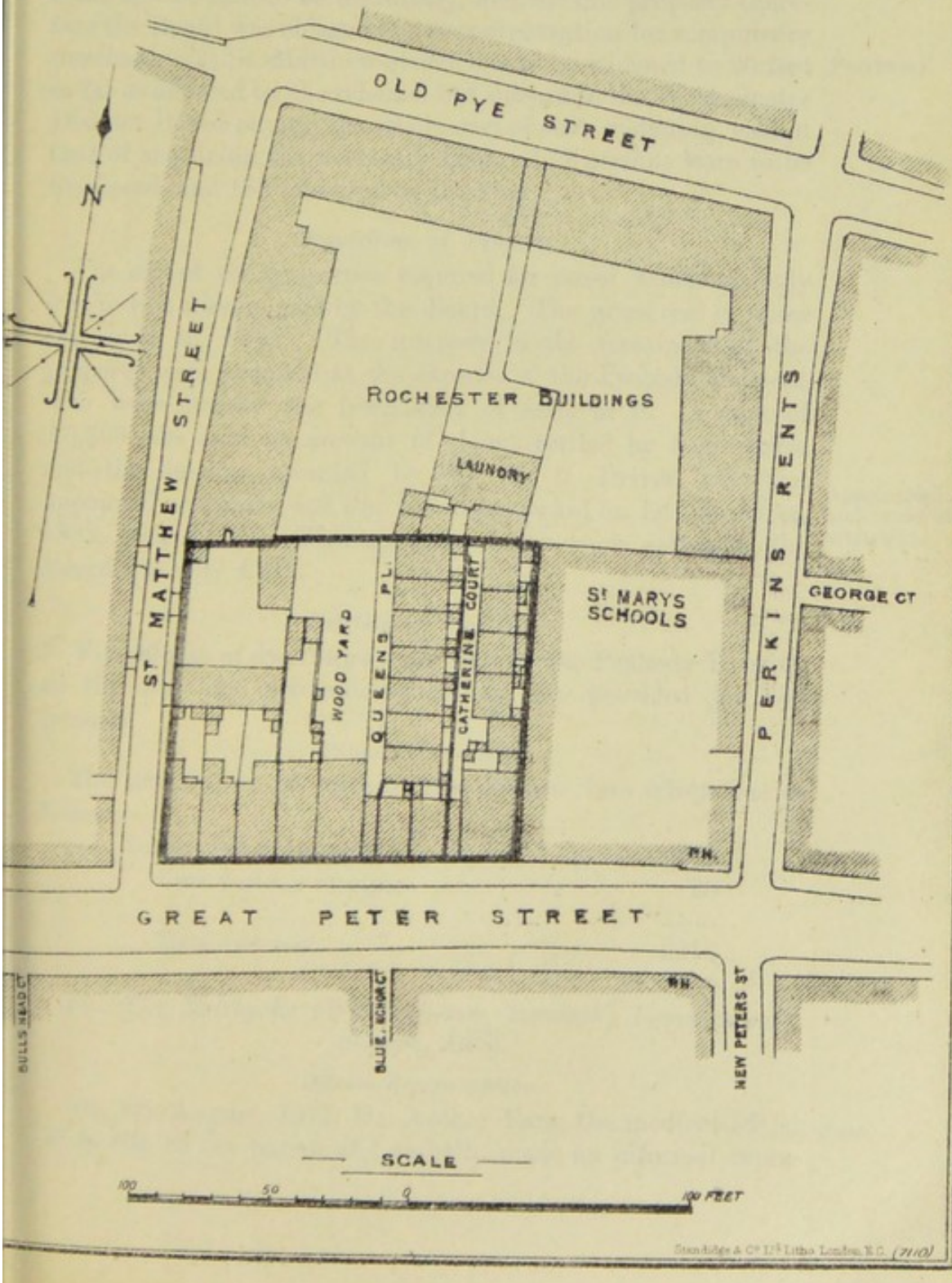
The date upon which the scheme for dealing with this area was approved by the Board has already been mentioned as 15th November, 1878. During the remainder of the month the necessary advertisements of the making of the scheme were issued, and the notices were subsequently served upon the owners and occupiers of the properties proposed to be taken under the scheme. Upon petition the Secretary of State deemed it right to direct the holding of a local inquiry as to the

Local inquiry.

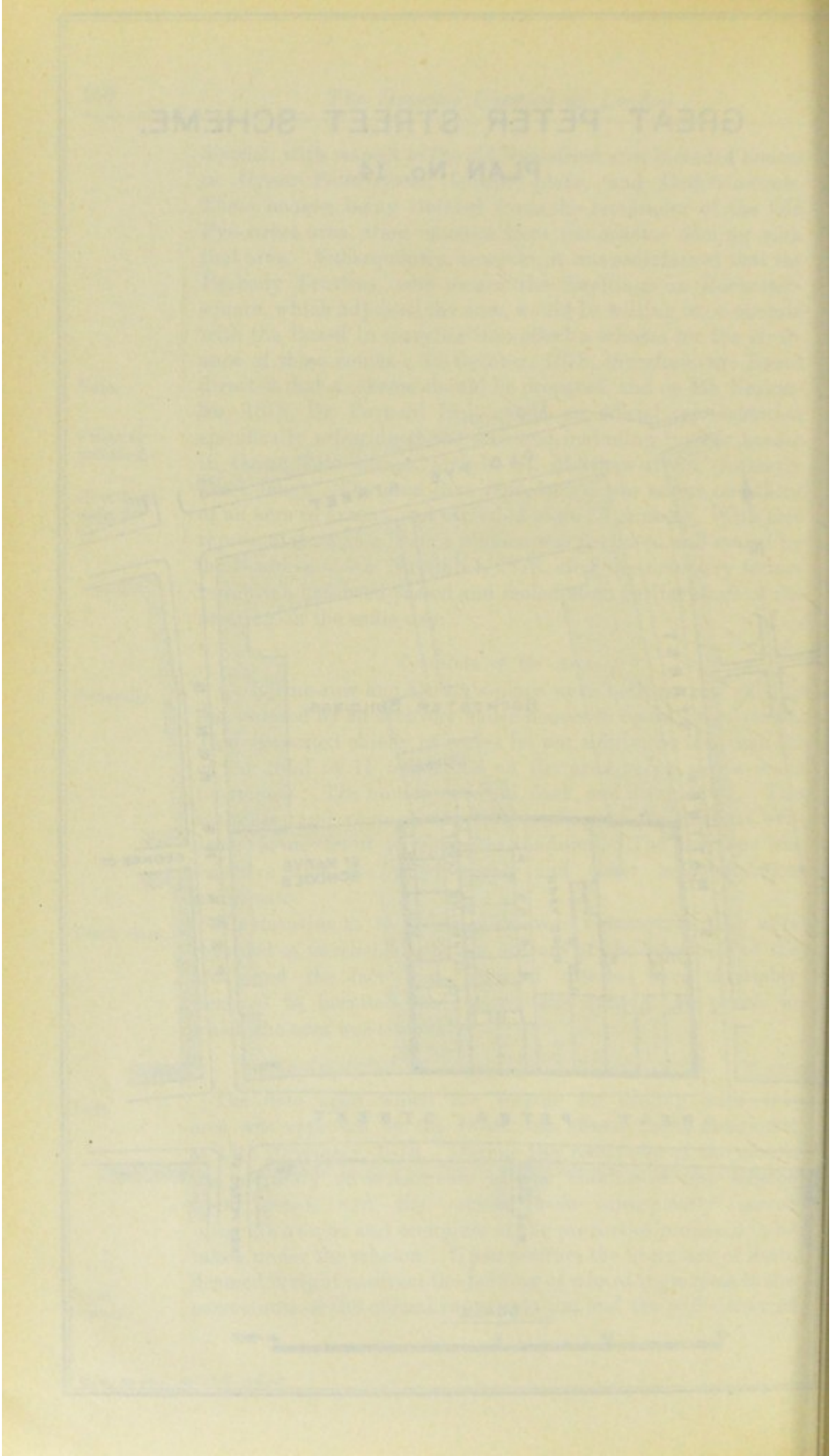
correctness of the official representation and the sufficiency of

GREAT PETER STREET SCHEME.

PLAN No. 14.



Standidge & Co Ltd Litho London E.C. (7110)



the scheme prepared by the Board. This inquiry was held by Mr. Cubitt Nichols on 4th March, 1879. As the result of his report the Secretary of State on 1st April, 1879, issued a provisional order confirming the scheme, and this order was confirmed by Act of Parliament passed on 3rd July, 1879. The scheme as thus confirmed dealt with the area officially represented, but the following modifications of the scheme as originally prepared were made by the Secretary of State—(1) roughly, half the area had to be dealt with as property which could not be said to be insanitary, and for this property therefore the Board was obliged to pay compensation for compulsory purchase; (2) St. Matthew-street was to be widened to 20 feet so far as affected by the scheme, but subject to the Westminster District Board paying the whole cost of such widening, except that of acquiring the necessary land. 179 persons were to be displaced, and 180 rehoused on the area.

Confirmation.

Property included.

Provisions.

Acquisition of Property.

The cost of the properties required for street widenings only was in this scheme paid by the Board. The gross cost of these amounted to £235. The interests in the remainder of the property were acquired at the expense of the Peabody Trustees, who were already the freeholders of some of it. A sum of £3,503 was paid on account of claims settled by negotiation, and the amount awarded by Mr. R. C. Driver, who was appointed arbitrator, and who issued his award on 1st November, 1882, was £3,266. The net cost of the whole scheme to the Board was only £212.

Appointment and award of arbitrator.

Erection of Dwellings.

Five blocks of dwellings were built by the Peabody Trustees on the area, and accommodation was thus provided for 532 persons.

Actual cost of scheme.

The actual cost of carrying the scheme into effect was as follows—

Gross cost of property	... ...	£235
Less various receipts	... ...	23
Total net cost	... ...	£212

15. *The Metropolis (Windmill-row, Lambeth) Improvement Scheme*, 1883.

Official Representation.

On 8th August, 1877, Dr. Archer Farr, the medical officer of health of the parish of Lambeth, made an informal repre-

First.

sentation with regard to no less than seven separate areas in that parish. One of these areas was situated in the New Cut, Little Windmill-street, Windmill-row, and King-street, and was subsequently known as the Windmill-row area. This representation was followed on 15th August, 1878, by an official representation made by the same gentleman with regard to three areas in the parish, of which one was the Windmill-row area.

Property included.

Second.

How dealt with.

No action was taken by the Board on these representations except that the Windmill-row area was viewed and kept under observation. On 3rd November, 1882, Dr. H. J. F. Groves, who had meanwhile been appointed medical officer of health of Lambeth, made a further official representation referring to the Windmill-row area alone. The area as thus represented contained about 70 houses in Little Windmill-street, Eaton-street, Windmill-street, King-street, and Windmill-row, and was about an acre in extent.

Third.

Property included.

How dealt with.

This representation was immediately acted upon by the Board, and the formal resolution directing the preparation of a scheme for its improvement was sealed on 10th November, 1882. The scheme which had been prepared in anticipation was approved and sealed by the Board at a later stage of the proceedings on the same date.

Condition of the Area.

Generally.

Many of the houses in the area were built with deep basements which were very damp. Back yards were in most cases practically non-existent. The unhealthy character of the area was further evidenced by the excessive prevalence of diseases indicating a low state of health and diseases due to the existence of overcrowding, such as phthisis. Some of the houses in Little Windmill-street were used as stables on the ground floor, with dwelling-rooms above.

Death rates.

The death rate in respect of this area is somewhat startling, as compared with the rates prevailing in the parish and in London as a whole.

These rates may be conveniently given in tabular form—

	Death rate per 1,000 in sub-district in which the area was situated.	Death rate per 1,000 in London	Death rate per 1,000 in the area.
Average for three years to 31st December, 1882.	23·3	21·5	62

Scheme.

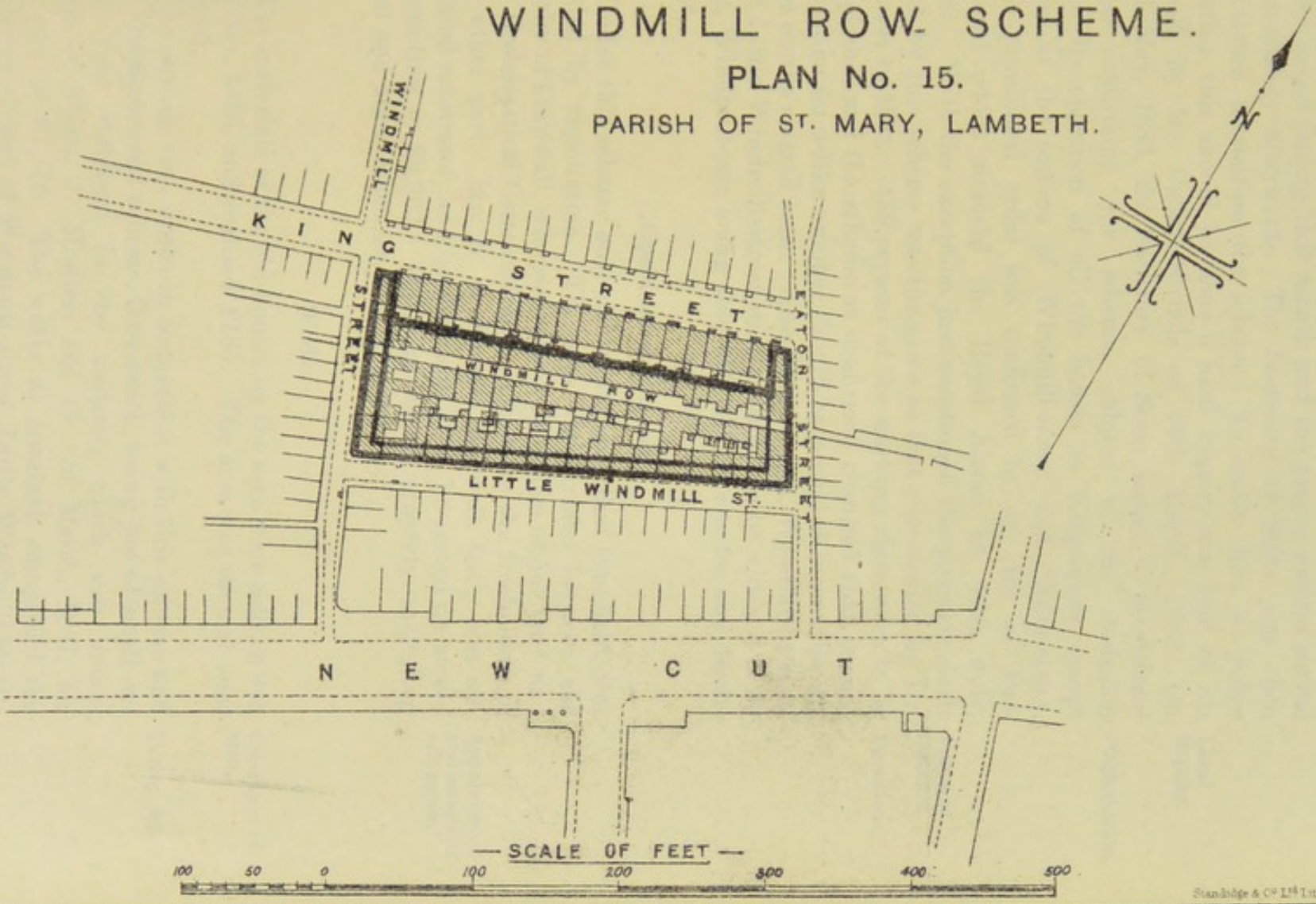
Date.

The scheme for the improvement of this area having been sealed on 10th November, 1882, the necessary advertisements

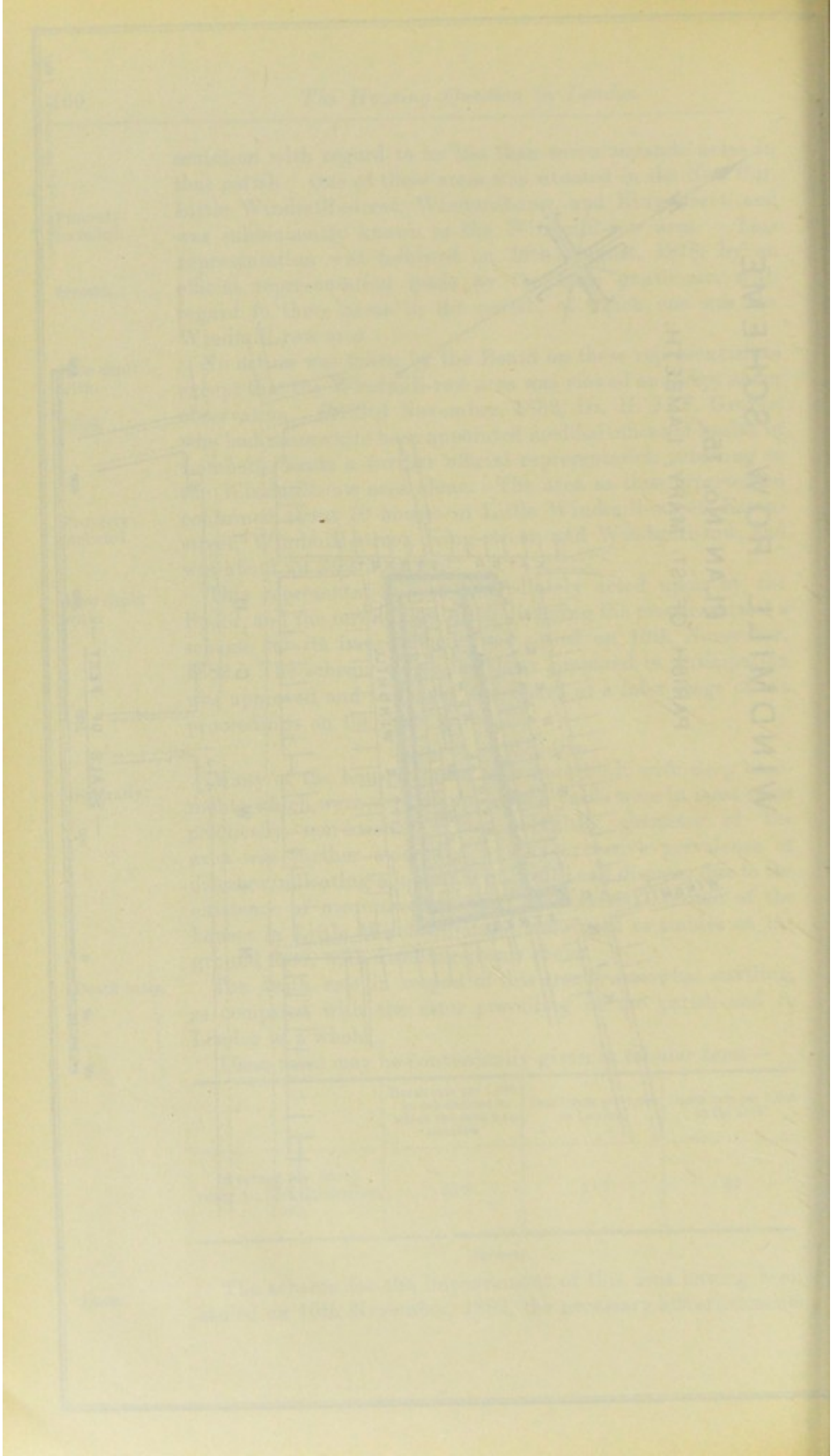
WINDMILL ROW SCHEME.

PLAN No. 15.

PARISH OF ST. MARY, LAMBETH.



Standidge & Co Ltd Litho London, E.C. (7m)



were issued during that month and the proper notices served immediately afterwards. The Secretary of State was then petitioned to confirm the scheme. To enable him to judge whether this should be done a local inquiry was held on his behalf by Mr. Cubitt Nichols on 10th March, 1883. On 2nd May, 1883, the Secretary of State issued a provisional order confirming the scheme, subject to the exclusion from its operation of all the houses in King-street except those at the corners of Windmill-street and Eaton-street. This provisional order was confirmed by an Act of Parliament which received the Royal Assent on 16th July, 1883. With the exception just mentioned the property dealt with by this scheme was the same as that represented by Dr. Groves in 1882. 459 persons of the working class were to be displaced, and the scheme as confirmed required that accommodation for a like number should be provided in new dwellings on the cleared area. Also Eaton-street, Windmill-street, and Little Windmill-street were required to be widened to 30 feet, Windmill-row being absorbed into the site for new dwellings.

Local inquiry.

Confirmation.

Property included.

Provisions.

Acquisition of Property.

Under this scheme only one claim, and that leasehold, was settled by negotiation. The area was divided between the Duchy of Cornwall, who were the copyholders of one part, and the Ecclesiastical Commissioners, who were the freeholders of the other part. Mr. B. B. Hunter Rodwell, Q.C., was appointed arbitrator, and on 1st July, 1885, he issued an award amounting to £9,202. The total cost of property, including legal and other expenses, was £12,307.

Appointment and award of arbitrator.

Works.

The materials of the old houses on the area were sold on 4th October, 1886, and realised £185. The area was then at once cleared.

Clearance of area.

The paving, etc., works in connection with this scheme and the Trafalgar-road scheme, Greenwich, being but of small extent, were embraced in one contract, which was undertaken by Messrs. J. Mowlem and Co., in March, 1887, for the sum of £1,170. The works at Lambeth comprised the widening of part of Windmill-street, Little Windmill-street, and part of Eaton-street to a width generally of 30 feet; the carriageways (18 feet wide) being partly macadam and partly granite pitching, and the footways (each 6 feet wide) York stone. The works of both improvements were wholly com-

Paving, &c.

pleted, and the newly-widened thoroughfares were reopened for traffic in August, 1887.

Erection of Dwellings.

The cleared area being barely sufficient for the accommodation of the number of persons displaced under the scheme, the whole of the land had to be devoted to the erection of dwellings. It was offered for sale at the Mart on 8th March, 1888, and was disposed of for £3,050 to Mr. James Hartnoll. The dwellings were completed early in 1889, and afford accommodation for 460 persons. They will have to be maintained as working class dwellings in perpetuity.

Actual cost of scheme.

The actual cost of carrying the scheme into effect was as follows—

Gross cost of property	£12,307
Cost of works	905
	£13,212
Less receipts from sale of lands, &c.	3,434
Total net cost	£9,778

16. *The Metropolis (Tabard-street, Newington) Improvement Scheme*, 1884.

Official Representation.

Date. In October, 1883, Dr. W. T. Iliff, M.D. (Lond.), made an official representation to the Board with respect to an area in the parish of St. Mary, Newington, of which he was then medical officer of health. The area was situated in Tabard-

Property included. street, just off Great Dover-street in the Borough. Four courts were included—Bull's Head-court, Royal Tent-court, Powell's-alley, and Unicorn-court, in addition to ten houses in Tabard-street.

How dealt with. This representation was duly taken into consideration by the Board's Works Committee, and on 31st October, 1884, they recommended a scheme for the improvement of the area. The committee's recommendation was adopted, the necessary resolution passed, and a scheme approved on the same day.

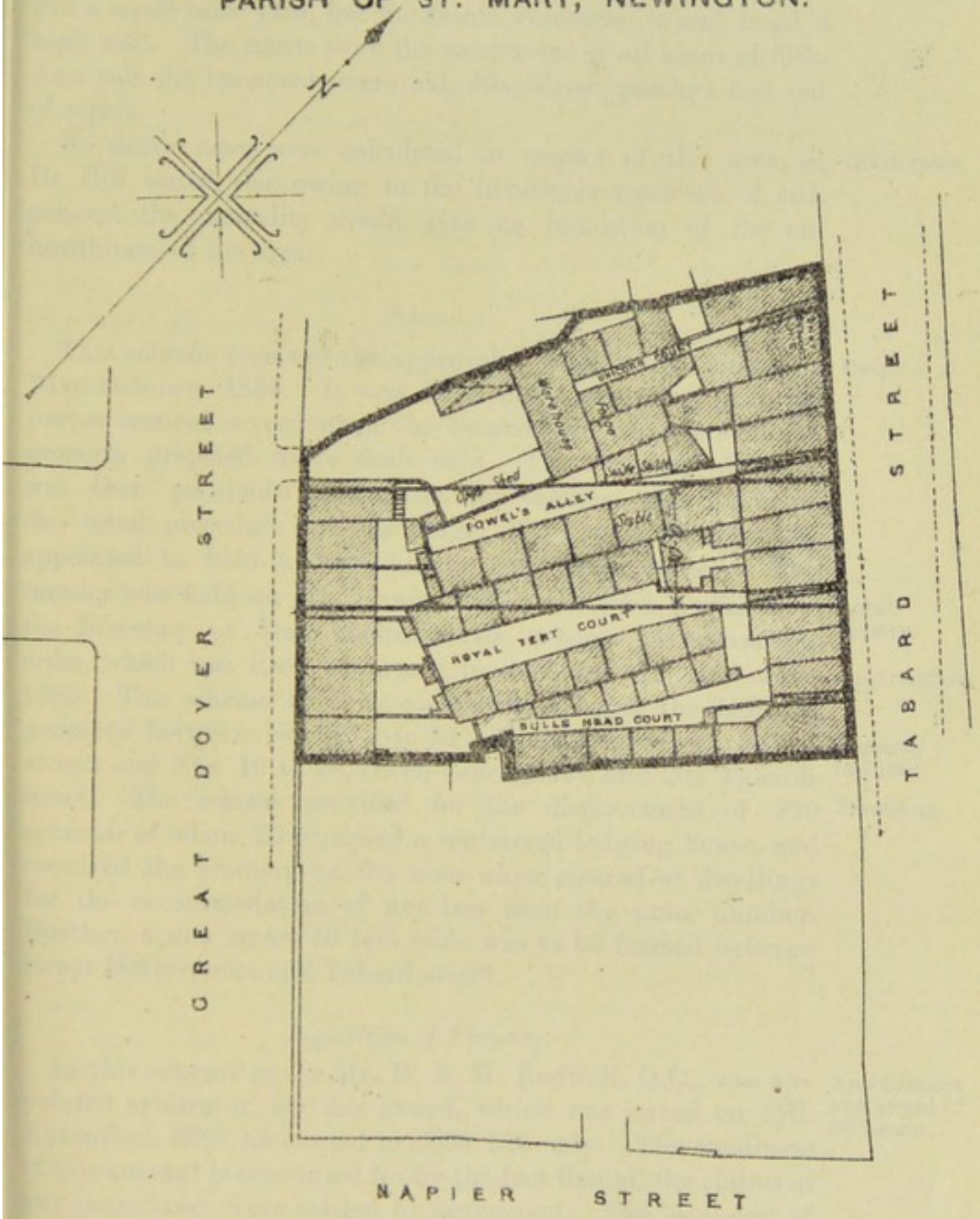
Condition of the Area.

Generally. The houses were stated by Dr. Iliff to be insanitary in the highest degree. They were entered through narrow passages and had no through ventilation. The areas in front of the houses also were confined by high walls, depriving the

TABARD STREET SCHEME.

PLAN No. 16.

PARISH OF ST. MARY, NEWINGTON.



SCALE.

Stanford & Co. 12 & 13 Bedford St. Strand, London, W.C.



inmates of light and air. In one of the four courts the houses had a small back yard, but the fronts were close to and faced a high wall. The courts were the receptacles of all kinds of filth. As a rule the tenements were old, dilapidated, patched and out of repair.

Death rates.

No death rates were calculated in respect of this area, as Dr. Iliff stated, that owing to the invariable removals of sick persons, the mortality would give no indication of the unhealthiness of the area.

Scheme.

Date.

This scheme received the approval and seal of the Board on 31st October, 1884. It was then duly advertised and the proper notices served upon the owners and occupiers of the property proposed to be dealt with. The Secretary of State was then petitioned to confirm the scheme, and following the usual procedure at this stage, Mr. Cubitt Nichols was appointed to hold a local inquiry into the matter. This inquiry was held on 5th March, 1885. On 23rd April, 1885, the Secretary of State confirmed the scheme by provisional order, which was itself confirmed in due form on 22nd July, 1885. The scheme as thus confirmed included the block of property between Nos. 212 to 217 (inclusive), Great Dover-street, and Nos. 10 to 28, (even—inclusive), and 20A Tabard-street. The scheme provided for the displacement of 220 persons, of whom 26 occupied a registered lodging house, and required the erection on the area when cleared of dwellings for the accommodation of not less than the same number. Further, a new street 40 feet wide was to be formed between Great Dover-street and Tabard-street.

Local inquiry.

Confirmation.

Property included.

Provisions.

Acquisition of Property.

Appointment and award of arbitrator.

In this scheme again Mr. B. B. H. Rodwell, Q.C., was appointed arbitrator, and his award, which was issued on 15th November, 1886, amounted to £691 10s. only. The smallness of this amount is accounted for by the fact that all the claims of any importance were settled by agreement. The total cost of property including legal and other expenses was £17,346.

Works.

Clearance of area.

The sale of the old materials of the houses on the area took place in May, 1887, and realised £310 8s. The area was cleared by June of the same year.

The works in connection with this scheme consisted in forming and paving with granite setts and York stone a new street,

Paving, &c.

200 feet in length and 40 feet in width, between Great Dover-street and Tabard-street, and laying a 12-inch pipe sewer under it. The tender of Messrs. Hindle and Morrish, Limited, to execute the work for the sum of £849, was accepted by the Board in June, 1887. The work was completed in September following, and the street was opened for traffic in October, 1887.

Surplus Lands.

Only one of the two plots of land formed under this scheme being required for the purpose of rehousing the persons displaced, the other was sold by auction for commercial purposes on 8th March, 1888. The price realised was £5,700.

Erection of Dwellings.

The plot reserved for the accommodation of the persons displaced was also sold by auction on 8th March, 1888, for £4,200, and was purchased by Mr. H. Goodwin for the erection of dwellings to accommodate 280 persons. By the terms of the conveyance these dwellings will have to be maintained as working class dwellings in perpetuity.

Actual cost of scheme.

The actual cost of carrying the scheme into effect was as follows—

Gross cost of property	£17,346
Cost of works	1,283
	£18,629
Less receipts from sale of lands, &c.	10,400
Total net cost	£8,229

VI.

Schemes undertaken by the Metropolitan Board of Works under the Artizans' Dwellings Acts, 1875 to 1882, and completed by the Council under those Acts and the Housing of the Working Classes Act, 1890.

1. *The Metropolis (Tench-street, St. George-in-the-East) Improvement Scheme*, 1883.

Official Representations.

First. On 20th September, 1875, an official representation was made to the Metropolitan Board by Mr. J. J. Rygate, M.B., M.R.C.S., with respect to an area in the parish of St. George-in-the-East. The area referred to in the representation was about 3¼ acres in extent, and was bounded on the north by Tench-street, on the south by the west end of Green-bank, on the east by the west side of Anchor and Hope-alley, and on the west by Bird-street. There were in the area 207 houses, with a population of 1,593 persons. The area was continually under the consideration of a committee of the Board and was twice viewed by them between the date of the representation and the year 1882. On the passing, in the latter year, of the Act of Parliament amending the Artizans' Dwellings Acts, it was considered that this area should be one of the first to be dealt with.

Property included.

How dealt with.

Second. Accordingly, on 4th November, 1882, the same medical officer made a second representation with respect to the same area, and on this representation a scheme under the Acts was based.

Property included.

Condition of the Area.

Generally. The condition of the area generally was very bad. With the exception of the represented houses in Anchor and Hope-alley and Bird-street the property was all old and dilapidated. In many cases no back windows existed, and the ventilation of the houses was altogether very imperfect. The pavements of the courts and alleys were in this area exceedingly well kept by the local sanitary authority, and it was only by entering the houses that the insanitary condition of the area could be adequately realised.

Death rates. The death rates for London and for the district of St. George-in-the-East, in which the area was situated, compare

as follows with the death rate of the area represented and subsequently dealt with—

	District in which area was situate per 1,000.	Represented area per 1,000.	Area dealt with by scheme per 1,000.	London per 1,000.
Year 1875 ...	—	31	—	23·6
Year 1882 ...	22·5	—	32·2	21·5

Scheme.

Date. The scheme prepared by the Metropolitan Board was dated 10th November, 1882, and was approved, sealed, deposited,

Local inquiry. and advertised in due course. The local inquiry as to the merits of the scheme was held by Mr. D. Cubitt Nichols on behalf of the Secretary of State on 15th March, 1883. A

Confirmation. provisional order confirming the scheme was issued on 2nd May, 1883, and this order was confirmed by Act of Parliament passed on 16th July, 1883.

Property included. The area dealt with by the scheme as confirmed did not quite coincide with the area twice represented by the medical officer of St. George-in-the-East. All the houses in Bird-street and all except one in Anchor and Hope-alley were omitted from the scheme as not requiring to be dealt with. The area as dealt with (see plan No. 17) was 2¾ acres in extent, and the number

Provisions. of houses included 156. 1,284 persons were to be displaced by the execution of the scheme, and it was provided that the same number should be rehoused. Tench-street and Green-bank were both required to be widened to 30 feet.

Acquisition of Property.

Method. Under this scheme 24 claims, amounting to £25,832, were settled by negotiation for £17,523, and the remainder were referred to the standing arbitrator for decision.

Appointment and award of arbitrator. Sir Henry A. Hunt, C.B., was appointed the standing arbitrator on 15th August, 1884, and issued his award on 23rd June, 1885. The amount of the award was £17,899, and

Total cost of property. the toal cost of property under this scheme, including all legal and other expenses, was £49,375.

Works.

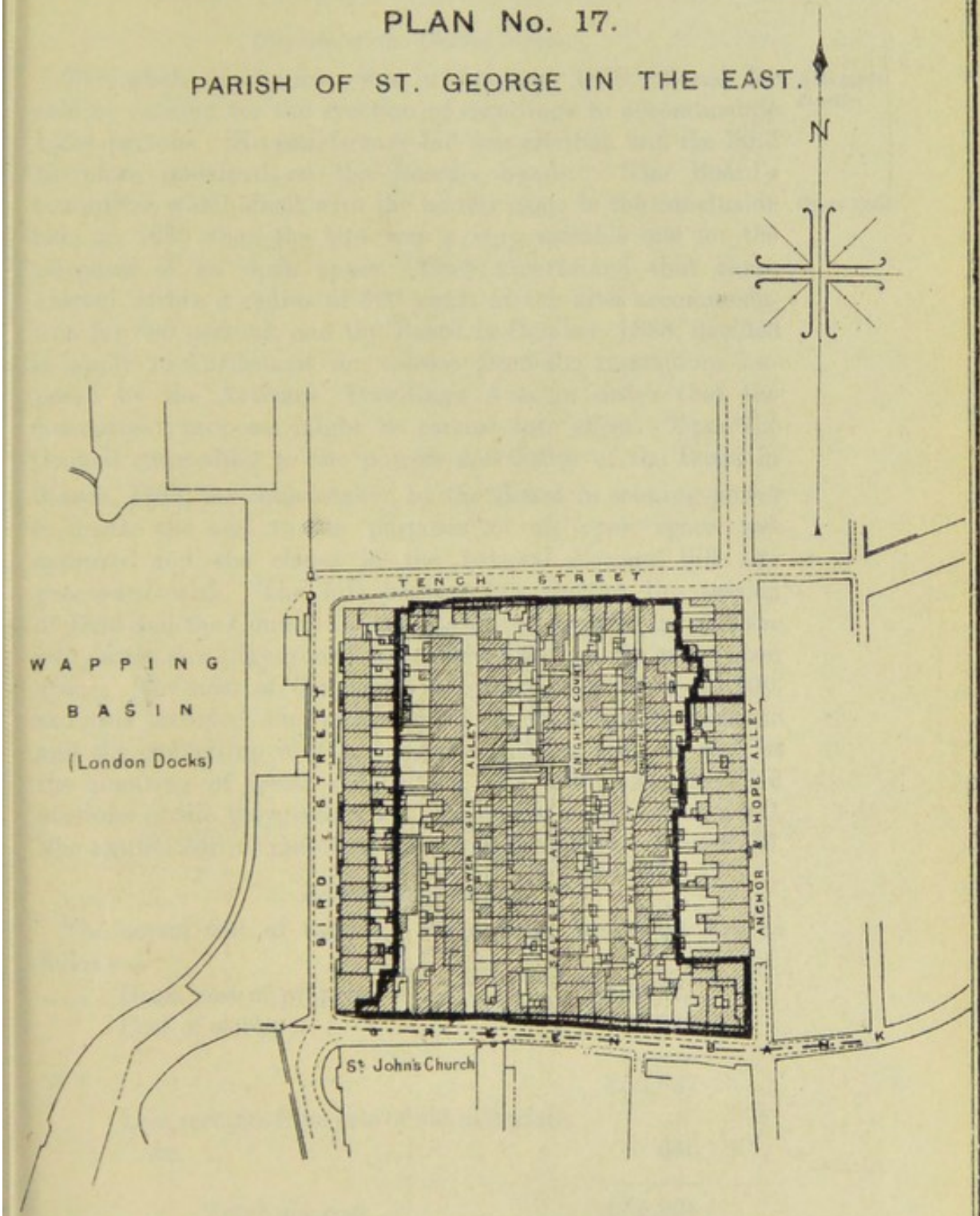
Clearance of area. The materials of the houses comprised in the area were sold in March, 1886, and realised a sum of £397. The area was then immediately cleared,

Street widenings. The widening of Tench-street and Green-bank was carried out early in 1887 at a cost of £2,665; this included the construction of the necessary new sewers. The laying of a sewer in Anchor and Hope-alley at a cost of £130 was subsequently decided upon in July, 1887.

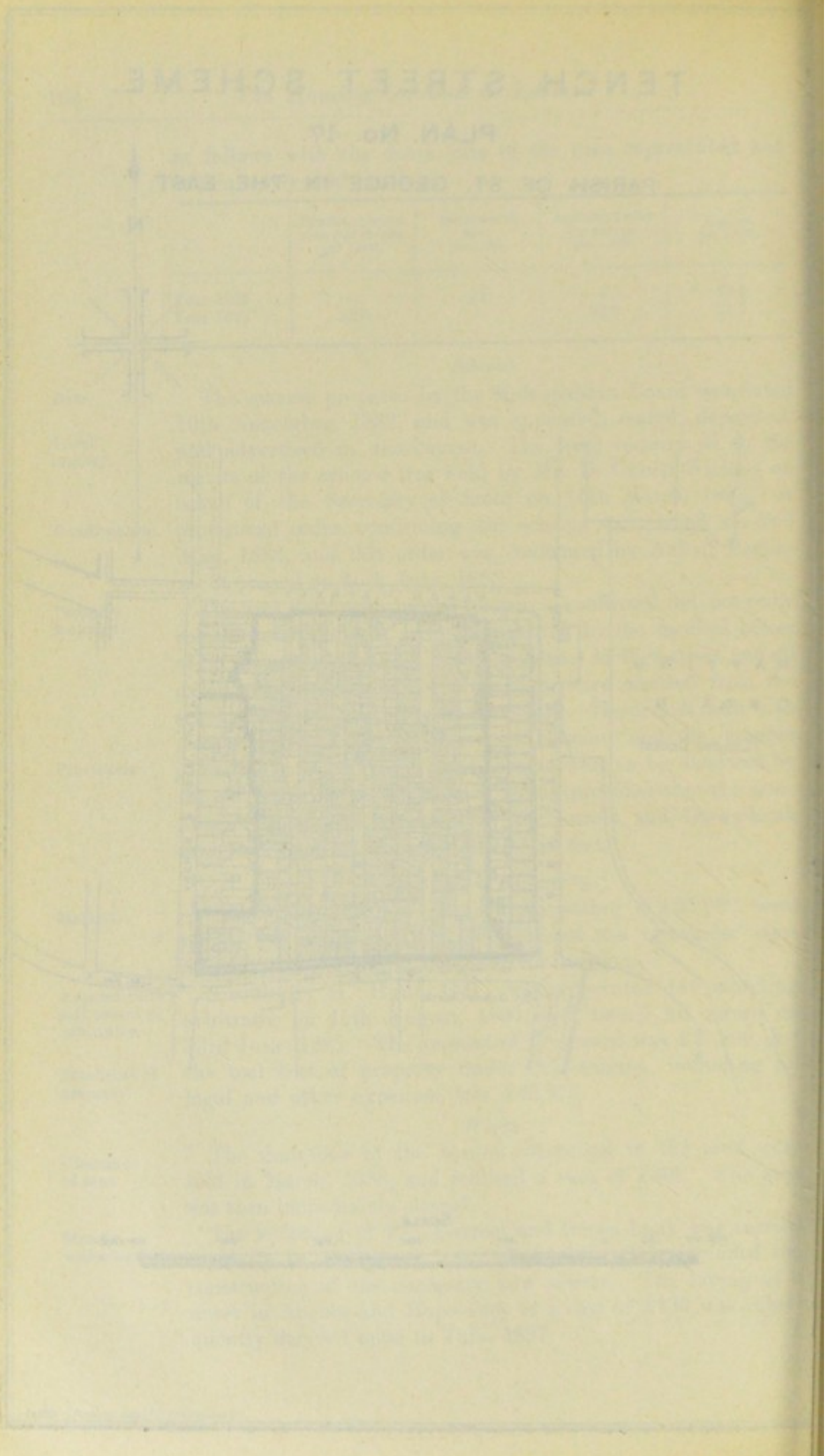
TENCH STREET SCHEME.

PLAN No. 17.

PARISH OF ST. GEORGE IN THE EAST.



Stanfords & Co 12 Litho London W.C. (7713)



Disposal of the Cleared Area.

Attempts at sale.

The whole of the area was in January, 1888, offered for sale by auction for the erection of dwellings to accommodate 1,284 persons. No satisfactory bid was elicited, and the land therefore remained on the Board's hands. The Board's committee which dealt with the matter came to the conclusion later in 1888 that the site was a very suitable one for the purposes of an open space. They ascertained that there existed within a radius of 400 yards of the area accommodation for 800 persons, and the Board in October, 1888, decided to apply to Parliament for release from the restrictions imposed by the Artizans' Dwellings Acts in order that the committee's proposal might be carried into effect. Upon the Council succeeding to the powers and duties of the Board in March, 1889, the course taken by the Board in seeking power to devote the area to the purposes of an open space was approved and the clause in the General Powers Bill was proceeded with. The bill became law during the session of 1889 and the Council immediately took steps to lay out the site partly as a playground for children and partly as an open space. The cost of the works necessary was about £1,000, and this included the provision of a children's gymnasium and the gravelling of a large portion of the area, as well as the planting of trees, shrubs, etc. In 1898 the gravelled portions of the playground were tar-paved at a cost of £800. The annual cost of maintaining the open space is about £270.

Open space.

Actual cost of scheme.

The actual cost of carrying the scheme into effect was as follows—

Gross cost of property	£49,375
Cost of works	3,262
	£52,637
Less receipts from sale of old materials, &c.	646
Total net cost	£51,991

2. *The Metropolis (Brook-street, Limehouse) Improvement Scheme*, 1883.

Official Representations.

First.

The first official representation with respect to the Brook-street area, Limehouse, was made on 29th July, 1876, by the medical officer of health of Limehouse, Mr. G. A. Rogers,

Property included. M.R.C.S. The area referred to in the representation was about 1½ acres in extent, and was bounded by Brook-street, Broad-street, Butcher-row, and Collingwood-street. About 100 houses were included.

How dealt with. This representation was under the consideration of the Board from time to time during the period from July, 1876, to November, 1882.

Second. On 3rd November, 1882, the same medical officer again made a representation with respect to an area also in Brook-street, Limehouse.

Property included. The property included in this second representation was substantially the same as that included in the representation of 29th July, 1876.

How dealt with. On 13th October, 1882, the Board decided to prepare a scheme for the improvement of the area, and this scheme was ultimately based on the representation of the 3rd November, 1882.

Condition of the Area.

Generally. The courts on the area were very narrow, the houses in many instances had no back windows at all, and sanitary appliances were in most cases absent. The great majority of the houses were old and dilapidated, and in some cases the ground floors were below the pavement level.

Death rates. The unhealthy condition of the area may best be judged from the following death rates, of which those relating to the area were calculated on a population of 572 persons—

	Limehouse district per 1,000.	Area per 1,000.
Year 1882	23	34

Scheme.

Date. The scheme prepared by the Board for dealing with the area was dated 10th November, 1882, and approved by the Board on that date. It was then deposited with the Secretary of State, in accordance with the Acts.

Local inquiry. The usual local inquiry as to the accuracy of the representation and the sufficiency of the scheme was held on 8th March, 1883, by Mr. D. Cubitt Nichols, on behalf of the Secretary of State.

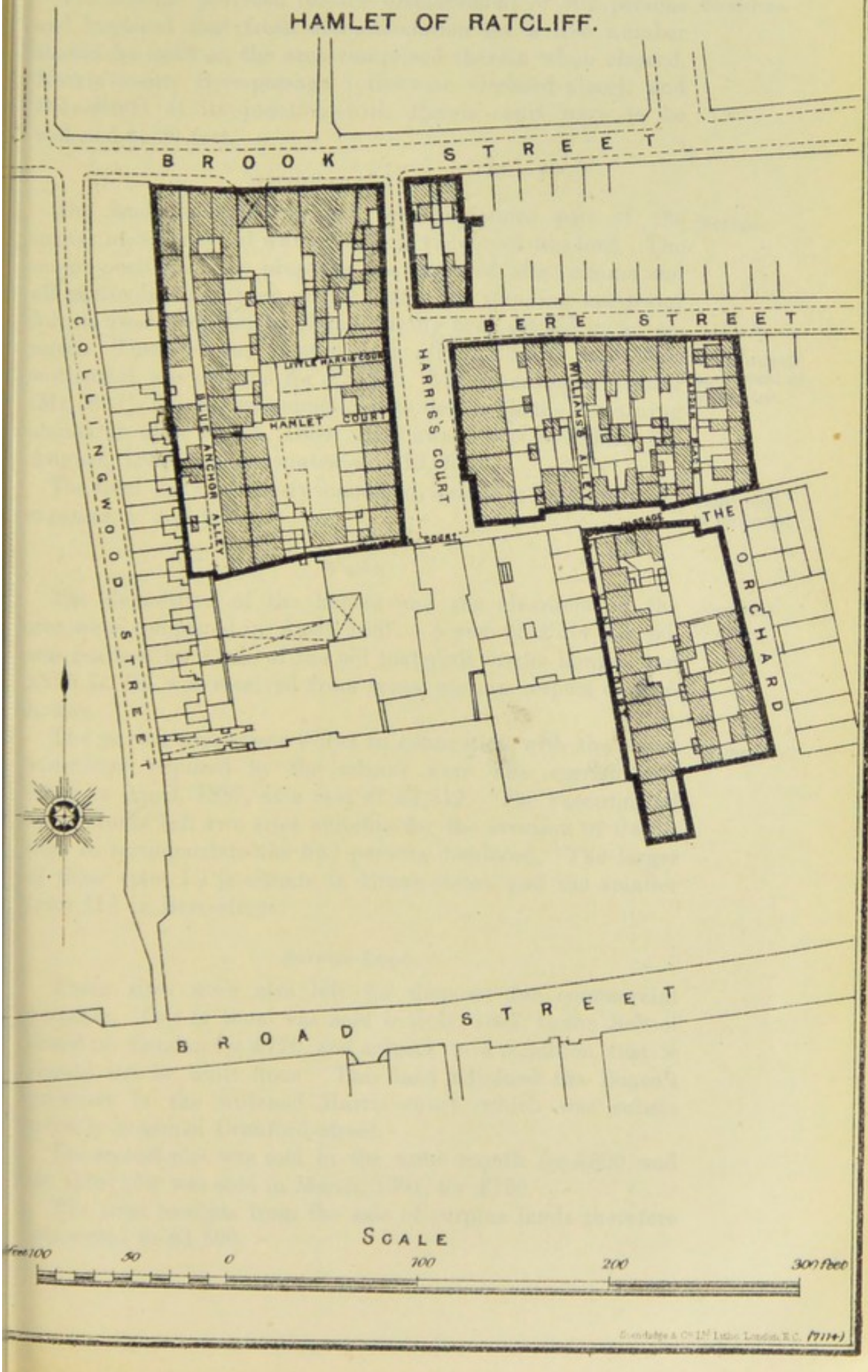
Confirmation. The Provisional Order confirming the scheme was issued on 2nd May, 1883, and was itself confirmed by Act of Parliament, which received the Royal Assent on 16th July, 1883.

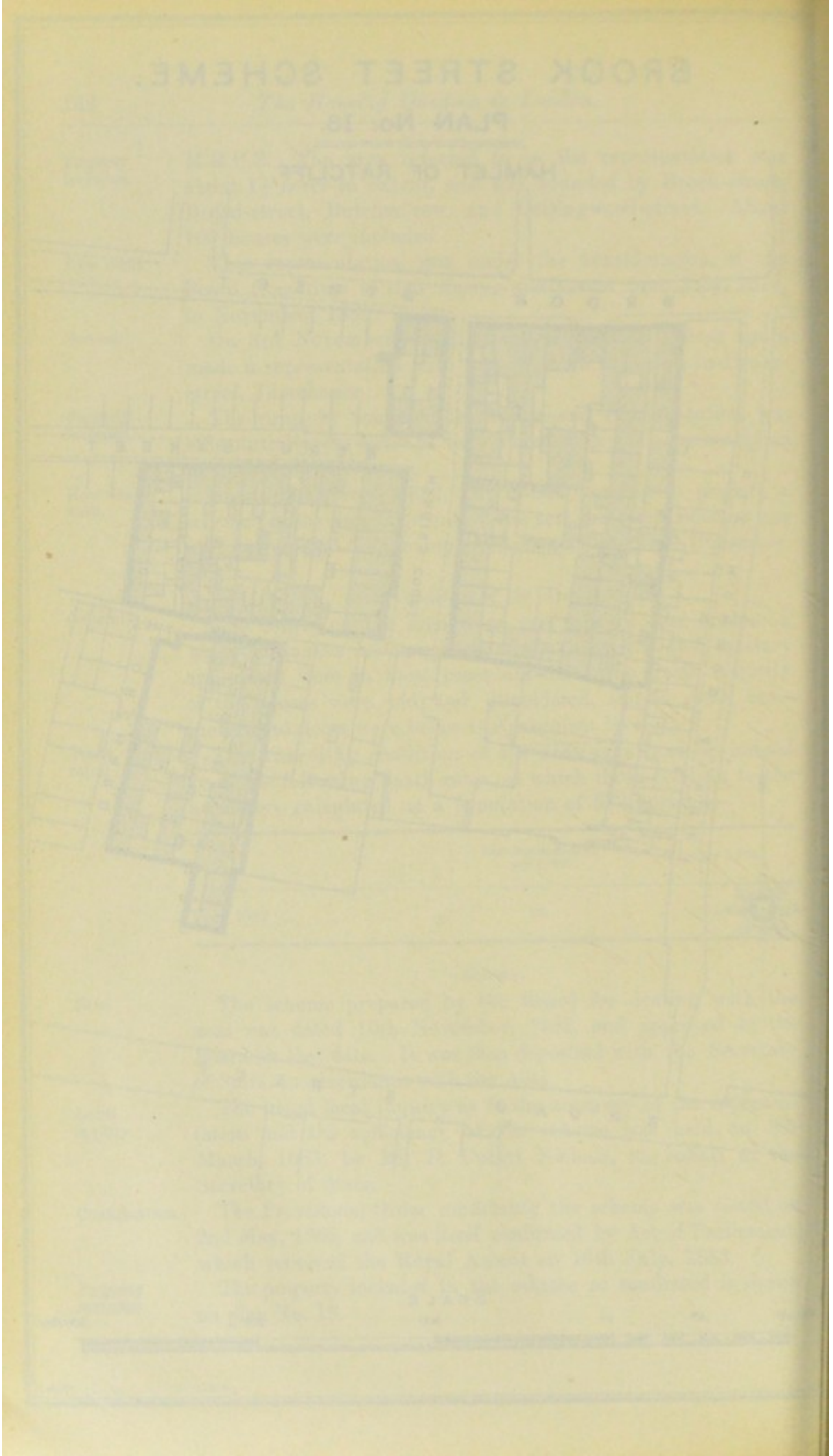
Property included. The property included in the scheme as confirmed is shown on plan No. 18.

BROOK STREET SCHEME.

PLAN No. 18.

HAMLET OF RATCLIFF.





Provisions.

The scheme provided for the displacement of 562 persons and required that fresh accommodation for a like number should be built on the area comprised therein when cleared. Harris'-court, Bere-passage (otherwise Orchard-place), and Bere-street at its junction with Harris'-court were to be widened to 30 feet.

Acquisition of Property.

Method.

The lands included in this scheme formed part of the manor of Stepney, of which Sir T. E. Colebrook was lord. The major portion of the property was acquired after claims and all particulars had been placed before the standing arbitrator for his award, only eight claims having been settled by agreement. These claims amounted in all to £3,589, and their settlement was effected for £2,372. The standing arbitrator (Mr. R. C. Driver) was appointed to deal with the remaining claims on 25th March, 1884. His award was issued on 7th August, 1884, and amounted to £13,967.

Appointment and award of arbitrator.

Total cost of property.

The total cost of property amounted, including legal and other expenses, to £21,988.

Works.

Clearance of area.

The demolition of the houses and the clearance of the area were completed in April, 1887. A sum of £244 12s. 6d. was realised by a sale of the old materials of the houses, and £155 7s. 6d. was received from rents, etc., in respect of such houses.

Paving, &c.

The paving and sewer works in connection with the street widenings required by the scheme were also carried into effect in April, 1887, at a cost of £1,519. The execution of these works left two sites suitable for the erection of dwellings to accommodate the 562 persons displaced. The larger of these (plot I.) is situate in Brook-street, and the smaller (plot II.) in Bere-street.

Surplus Lands.

Three sites were also left for disposal for commercial purposes. One of these was sold in July, 1887, to the School Board for London for £770, and subject to a condition that it should not be built upon. This land adjoined the Board's premises in the widened Harris'-court, which was subsequently renamed Cranford-street.

The second plot was sold in the same month for £800, and the third plot was sold in March, 1891, for £120.

The total receipts from the sale of surplus lands therefore amounted to £1,690.

Erection of Dwellings.

Attempts to sell sites.

With a view to the erection of the necessary dwellings, the two rehousing sites were in 1887 advertised for sale, but with no result. Upon the Council succeeding in March, 1889, to the duties of the Board under the scheme, the question of securing the erection of dwellings was at once considered. In March, 1890, the Secretary of State was applied to for his consent to the reduction of the number of persons to be rehoused from 562 to 281, such reduced number to be all accommodated in buildings on the larger of the two rehousing sites (plot I.) and also for his consent to the devotion of the smaller site (plot II.) to the purposes of an open space. The Secretary of State, while declining for the moment to accede to the request, suggested that plot I. should be put up for sale with a condition of rehousing 281 persons. This was accordingly done in July, 1890, and April, 1891, but without result in either case. In these circumstances the

Modification of scheme.

proposal to use plot II. as an open space was abandoned, and application was made to the Secretary of State for a modification of the scheme so as to reduce the number to be rehoused fom 562 to 281, on condition that cottage dwellings were erected on both plots. This modification was obtained in November, 1891. The two sites were again put up to auction in February, 1892, subject to the conditions upon which the modification just referred to was obtained, but no sale was effected.

Council decides itself to build.

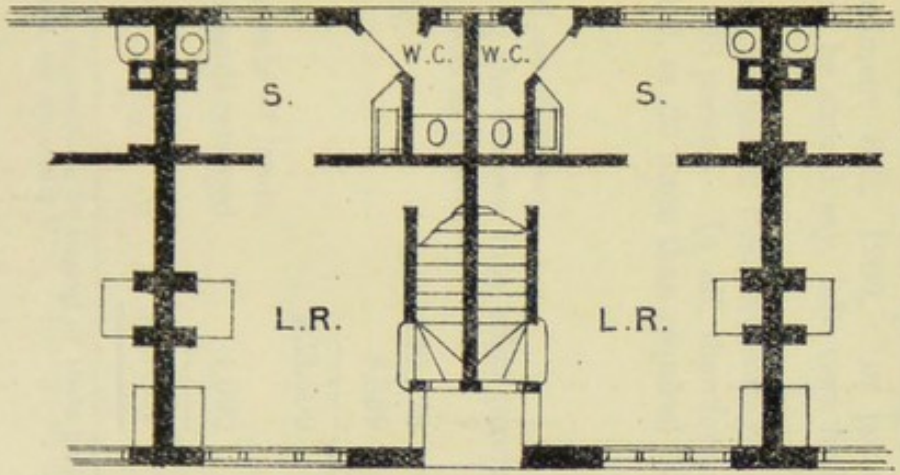
In these circumstances the Council on 5th April, 1892, resolved itself to erect dwellings on the sites, and obtained the consent of the Secretary of State to this course. Tenders were invited for the erection of block buildings on plot I. and cottage dwellings on plot II. In consequence, however, of the excess of the amount of the tender over the estimate for the cottage dwellings on plot II., an arrangement was made with Messrs. Reed, Blight and Co. (the firm who submitted the lowest tender) for the erection of the dwellings on plot I. only. It was also decided to substitute self-contained cottages for the double tenements proposed to be

Plot I, Beachcroft Buildings.

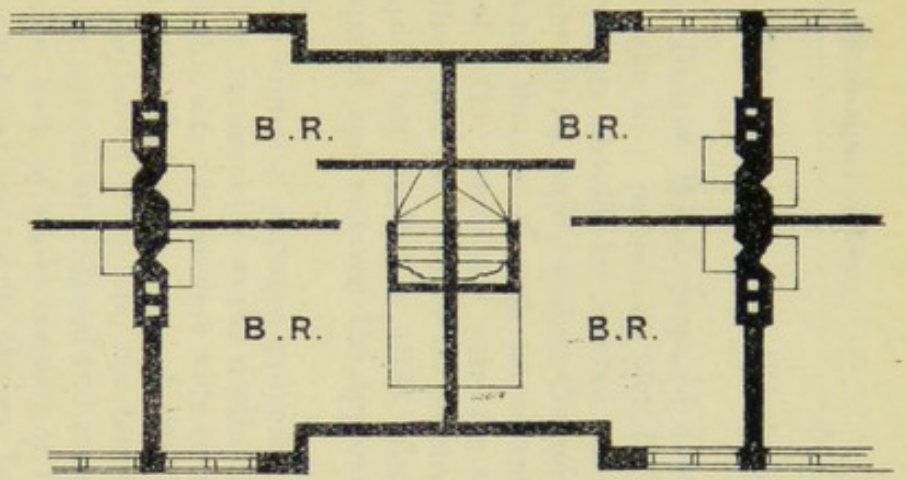
erected on plot II. The buildings on plot I., which have been named Beachcroft-buildings, were completed in September, 1894. These buildings are five storeys in height, and provide accommodation for 198 persons in 21 tenements of two rooms, and 19 tenements of three rooms. The total cost of the buildings, including the value of the land, (£1,400) was £12,936 8s. 9d. The rents are 5s. 6d. per week for two-

BROOK STREET COTTAGES, LIMEHOUSE.

PLAN No. 19.



GROUND FLOOR PLAN

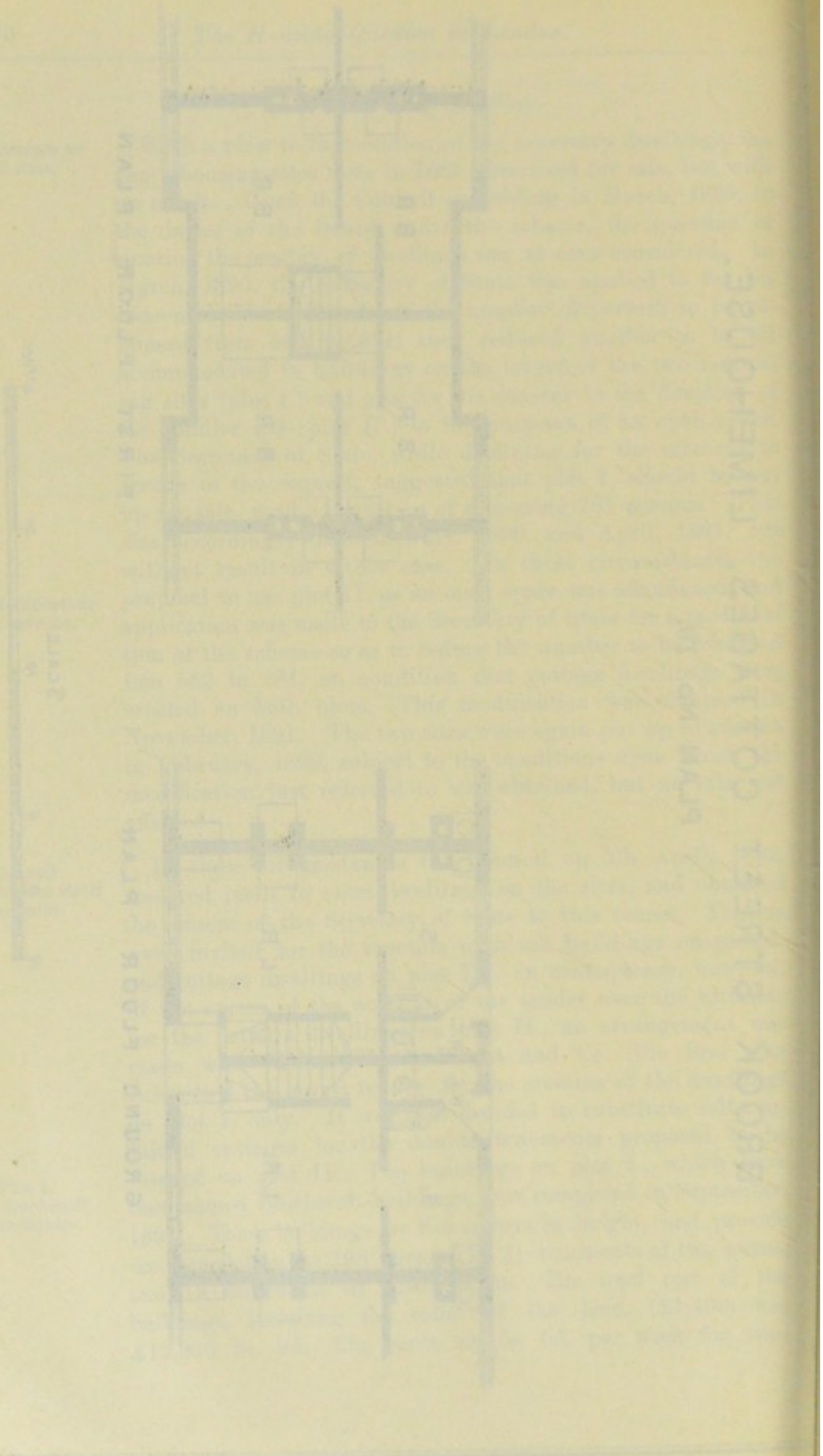


FIRST FLOOR PLAN

SCALE

10 5 0 10 20 30 Feet

Sandridge & Co Ltd Lithe London E C (7160)



roomed and 7s. and 7s. 6d. per week for three-roomed tenements.*

In 1895 the Limehouse District Board proposed a street improvement which would take in a portion of plot II., and suggested that cottage dwellings should be erected on the remainder. The Council, through its Improvements Committee, declined to contribute towards the cost of such improvement, and it accordingly dropped. The committee were for some time inclined to consider that this plot should be devoted to the purposes of an open space, but finally, in 1898, plans of cottage dwellings were prepared and received the approval of the Secretary of State. Plot II. Cranford Cottages.

The estimated cost of the eighteen cottages proposed was £4,397 17s. 7d., and, on the manager of works declining to undertake their erection at this amount, tenders were invited. These were received during the Christmas recess of 1898, and after some difficulty with the lowest tenderers, the tender of Messrs. Leslie and Co. was by agreement reduced and accepted by the Council. The cottages, each of which consists of three rooms and a scullery, are now being erected by Messrs. Leslie. The rents for the cottages have not yet been fixed. The value of the land is put at £600.

Plan No. 19 shows the design of these cottages, "which," said Mr. Chaplin in the House of Commons, when speaking on the Housing Act (1890) Amendment Bill, 1900, "in point of economy and accommodation, he should say, left very little to be desired."

These cottages, which will be named Cranford-cottages, will provide accommodation for 108 persons. In all, therefore, 306 persons will be accommodated, or 25 more than required by the scheme as modified.

Actual cost of scheme.

The actual cost of carrying the scheme into effect (exclusive of the erection of dwellings) was as follows—

Gross cost of property	£20,170
Cost of works	3,339
	£23,509
Less receipts from sale of lands, &c., and value of lands retained	4,090
Total net cost	£19,419

* For the accounts of income and expenditure in respect of these buildings for the year ended 31st March, 1900, see Appendix F.

3. *The Metropolis (Trafalgar-road, Greenwich) Improvement Scheme*, 1883.

Official Representations.

First. The first official representation with regard to what was known as the Trafalgar-road area, Greenwich, was made on 19th July, 1877, by Mr. H. N. Pink, M.R.C.S., the medical officer of health of the Greenwich district. The area was situate in the parish of St. Alphege, Greenwich, and consisted

Property included. of about 3½ acres, lying to the north and south of the Old Woolwich-road, and bounded by East-lane, High-bridge, Trinity Hospital Grounds, and part of Trafalgar-road. No

How dealt with. action was then taken by the Board on this representation. On 3rd November, 1882, the same medical officer made a

Second. second representation with regard to the same area. The

Property included. area at this time comprised 138 houses, of which 109 were occupied by 740 persons of the working class. It was upon

How dealt with. the first representation, however, that the Board decided on 13th October, 1882, that a scheme should be prepared for the improvement of the area.

Condition of the Area.

Generally. The property on the whole of the area, both on the north and south of the Old Woolwich-road, was in a very dilapidated condition. The houses were overcrowded, there being instances of seven persons occupying one room. No death

Prevalence of disease. rates were obtained, but the great prevalence throughout the area of diseases such as typhoid, scarlet fever, and small pox was proved and chiefly relied on in support of the scheme.

Scheme.

Date. A scheme dated 10th November, 1882, was approved by the Board on that date for the improvement of the whole area.

Provisions. This scheme provided for the clearance of the whole area, the part lying to the south as well as that lying to the north of the Old Woolwich-road being included. Accommodation in buildings of four and five storeys was to be provided on the back land on the north side of the Old Woolwich-road for the 740 persons to be displaced, and no part of the southern portion of the area was to be used for that purpose. High-bridge, Lower East-street (so far as affected by the scheme), and Old Woolwich-road were required to be widened to about 30 feet.

The scheme was in due course deposited with the Secretary

Local inquiry. of State and the local inquiry was held by Mr. D. Cubitt Nichols on 13th March, 1883.

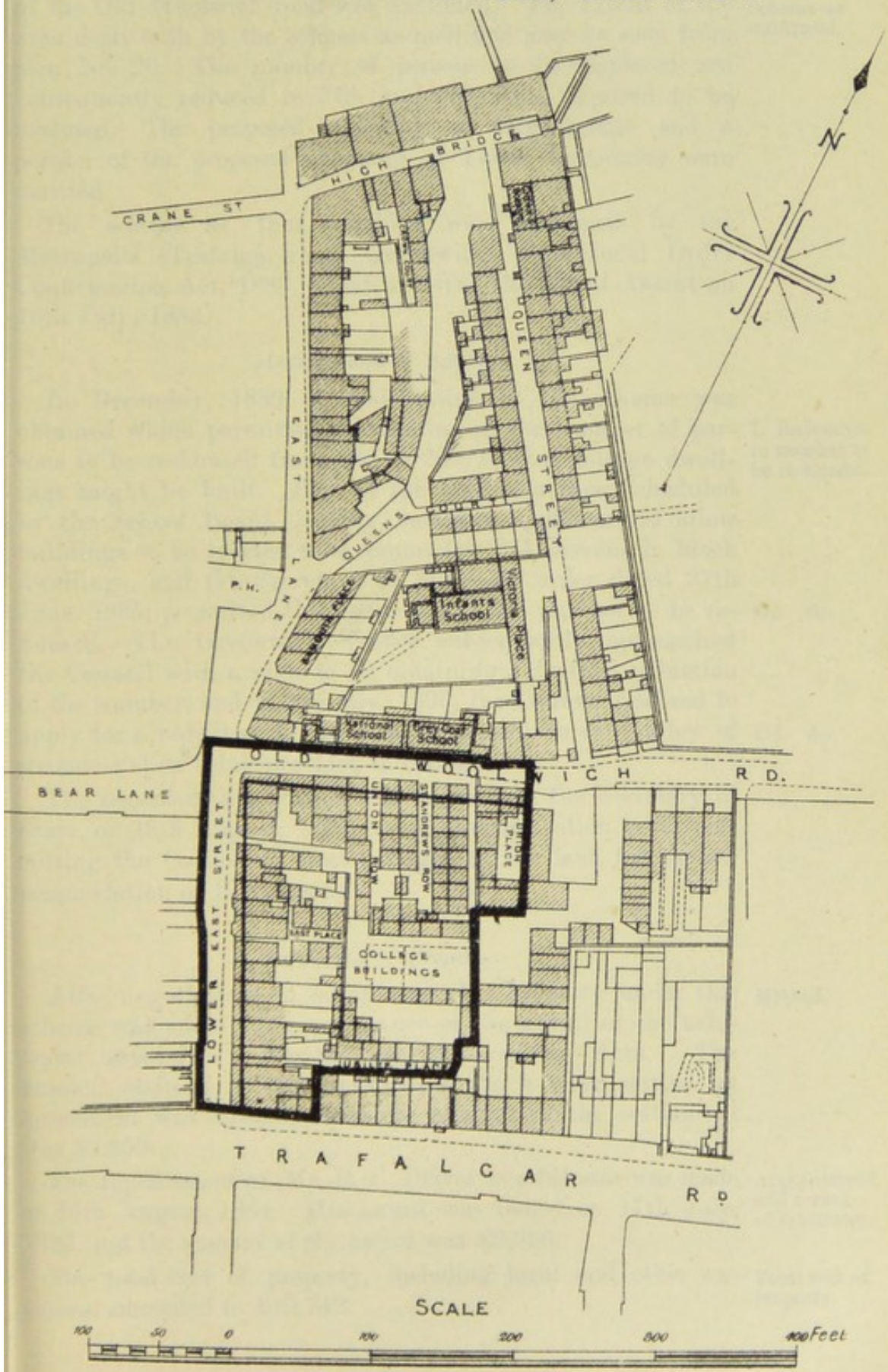
A provisional order dealing with the scheme was issued by

Confirmation. the Secretary of State on 2nd June, 1883. This order con-

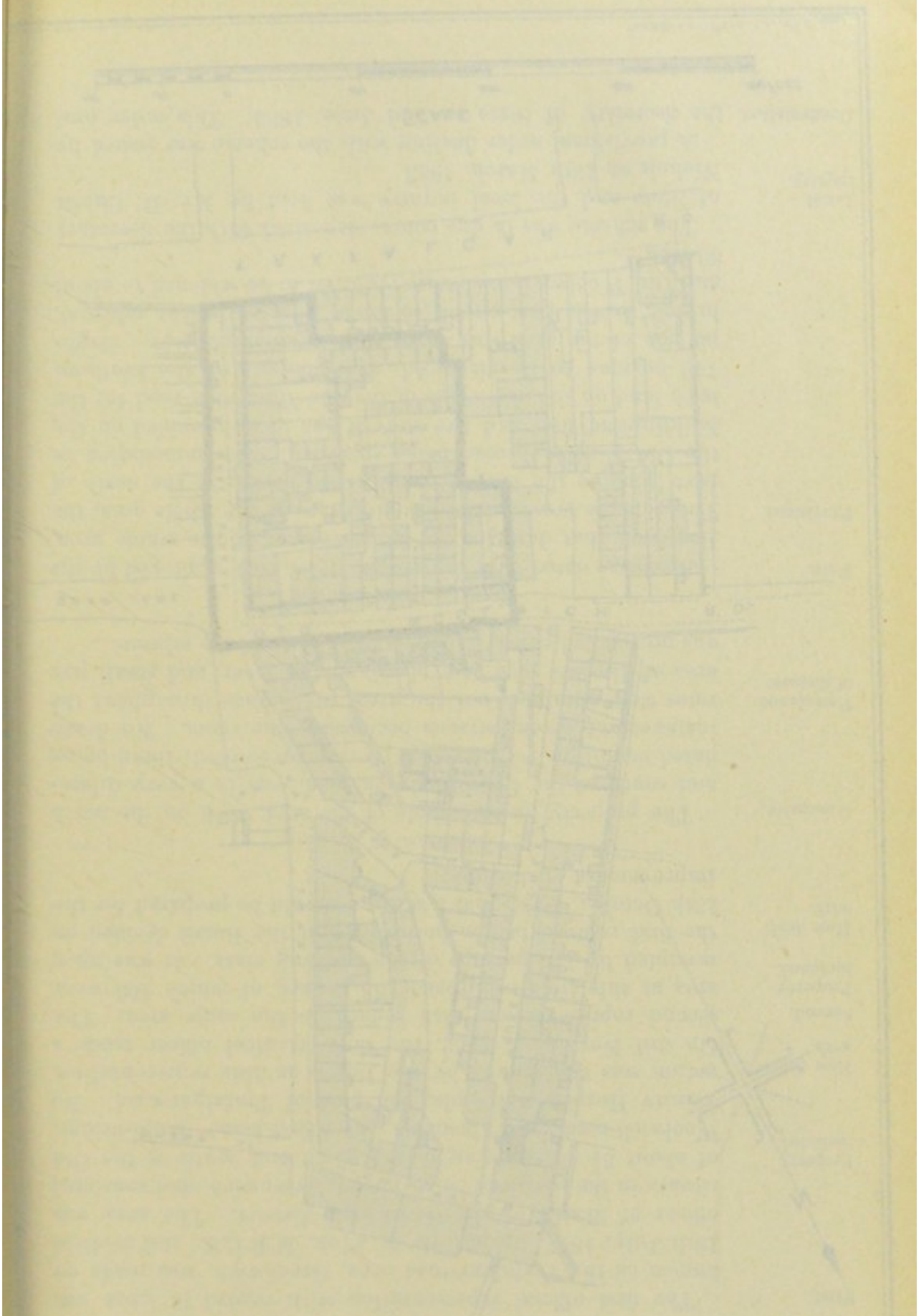
TRAFALGAR ROAD SCHEME.

PLAN No. 20.

PARISH OF ST. ALPHEGE, GREENWICH.



Standidge & Co. Ltd. Litho. London E.C.



firmed the scheme subject to very considerable modifications. The whole of that portion of the area which lay to the north of the Old Woolwich-road was excluded. The extent of the area dealt with by the scheme as modified may be seen from plan No. 20. The number of persons to be displaced was consequently reduced to 378, and 380 were required to be rehoused. The proposed widening of High-bridge and a portion of the proposed widening of Lower East-street were omitted.

Scheme as confirmed.

The scheme as thus modified was confirmed by the Metropolis (Trafalgar-road, Greenwich) Provisional Order Confirmation Act, 1883, which received the Royal Assent on 16th July, 1883.

Modifications of Scheme.

In December, 1889, a modification of the scheme was obtained which permitted a reduction of the number of persons to be re-housed from 380 to 280, so that cottage dwellings might be built. Part of the land was then scheduled by the School Board, leaving, however, sufficient to allow buildings to be erected to accommodate 245 persons in block dwellings, and the Secretary of State, by order dated 27th June, 1895, permitted this reduction in the number to be rehoused. The Greenwich Vestry subsequently approached the Council with a view to its obtaining a further reduction of the number, and in January, 1896, the Council resolved to apply for a reduction of the number to 190, so as to allow of accommodation being provided in cottages.

I. Reduction in number to be re-housed.

II. do.

III. do.

The necessary application was made, and the Secretary of State, on 18th August, 1896, issued a modification order permitting the Council to erect cottages on the land for the accommodation of 190 persons.

Acquisition of Property.

After negotiations in eight cases, the property under this scheme was acquired in pursuance of the award of the arbitrator appointed under the provisions of the Acts. The amount claimed in the eight cases which were settled by agreement was £13,284, and the amount of the settlement was £7,859.

Method.

The appointment of Mr. R. C. Driver as arbitrator was made on 15th August, 1884. His award was issued on 17th July, 1885, and the amount of the award was £9,986.

Appointment and award of arbitrator.

The total cost of property, including legal and other expenses, amounted to £19,742.

Total cost of property.

Works.

Clearance of area.

The materials of the old houses were disposed of in June, 1886, and the area was cleared in October of that year. A sum of £618 was received in respect of rents and sales in connection with the old houses. Lower East-street and Old Woolwich-road were widened in August, 1887, at a cost of £817.

Surplus Lands.

How arising.

How disposed of.

The second modification of the scheme released a portion of the land reserved for the erection of dwellings from the obligation resting upon it, and it was purchased by the School Board for London, under compulsory powers, for the extension of their school premises. The price paid was £1,406.

Erection of Dwellings.

Attempts to sell land.

After considerable delay, during which the Board was many times memorialised by the local sanitary authority, the site acquired under the scheme was in March, 1888, put up for sale, subject to the condition that 380 persons should be accommodated in dwellings to be erected thereon. This attempt to sell the land was ineffectual, and on considering the matter in December, 1889, the Council decided to obtain the modification just referred to. The land was then again put up for sale by auction in March and July, 1891, subject to the erection of cottage dwellings for the accommodation of 280 persons. No results attended either of these auctions, and the area of land available and the number of persons to be re-housed having been reduced in 1895, the

Council decides itself to build.

Council in December, 1896, decided to employ a specially qualified outside architect to design cottages which should be erected at Trafalgar-road. Mr. Rowland Plumbe, F.R.I.B.A., who had been the successful competitor, in regard to the Boundary-street (section E) dwellings,* was therefore engaged. Sketch plans were prepared by him and approved by the Council in February, 1898, and by the Secretary of State in September, 1898. The plans were then quite ready for the erection of the cottages to be proceeded with, but owing to the probability of a charge being placed on the county rate by their erection, building operations were deferred until the effect of the opening of the Blackwall-tunnel in the immediate vicinity of the site should be felt. The dwellings as planned provided accommodation for 252 persons in twenty-one two-storeyed cottages, each containing two tenements of

* See infra pp. 203, 204.

three rooms and a scullery. In September, 1899, an attempt was made to obtain tenders for the erection of the cottages at such a price as would enable the financial conditions laid down by the Council with regard to such buildings* to be complied with, but the lowest tender amounted to £11,300 for buildings alone. This sum being considerably in excess of the amount which could be spent under the standing order these plans were abandoned, and the Council's architect was instructed to prepare a new design for cottages to be erected on the site. Even according to this new design it was found probable that the erection of the cottages would involve a charge of about £30 per annum upon the county rate. Against this it must be pointed out that an annual loss of £127 was being incurred in interest to the Council and (on the basis of the old property being left standing) in rates to the local authority. In these circumstances the Council decided on 13th March, 1900, to authorise the erection of the cottages, and the preparation of working drawings was at once proceeded with. In all 51 three-roomed tenements will be provided, and the architect's rough estimate of the cost of building them is £11,978. The value of the land is put at £1,000.

Actual cost of scheme.

The actual cost of carrying the scheme into effect (exclusive of the erection of dwellings) was as follows—

Gross cost of property	£19,742
Cost of works	817
	£20,559
Less receipts from sale of lands, &c., and value of lands retained ...	3,024
Total net cost	£17,535

4. *The Metropolis (Hughes-fields, Deptford) Improvement Scheme*, 1884.

Official Representations.

By an official representation made on 19th July, 1877, Dr. H. N. Pink, the medical officer of health for the Greenwich district, declared that a large area of about 15½ acres in and about Hughes-fields in the parishes of St. Nicholas and St. Paul, Deptford, was insanitary. This representation was amended by Dr. Pink on 31st July, 1882, and again modified by him on 16th September, 1882. The area referred to in First. Second. Third.

* See supra p. 47.

Property included.

the representation as thus amended included about 479 houses, with a population of about 3,700. These houses were situated in Old King-street, Queen's-court, Barnes'-alley, Wellington-street, Creasey's-alley, Dock-street, Mary Ann's-court, Rope-walk, Fishing Smack-alley, New-street, Crown-court, Elliott's-court, Butcher-row, Glebe-court, Oliver's-court, Elliott's-square, Edward's-court, Frenche's-fields, Hughes'-cottages and New-court.

How dealt with.

After visiting the area the Board came to the conclusion that having regard to all the circumstances of the area (which included a burial ground) there was no necessity for a scheme under the Artizans' Dwellings Acts for its improvement. In November, 1883, this conclusion was reported to the Secretary of State in accordance with the provisions of the Acts. On 29th February, 1884, an inquiry was held on his behalf in order that he might determine what action, if any, should be taken. As the result of this inquiry the Board were on 2nd April, 1884, informed that the report of the inquiry appeared to establish the correctness of the representation, and that the Secretary of State wished the Board to reconsider the matter. The report of Mr. Nichols, who made the inquiry, was accompanied by a plan showing a greatly reduced area, which was about 6½ acres in extent. In consequence of this intimation from the Secretary of State a fresh representation was made on 24th October, 1884, by Mr. H. W. Roberts, who had succeeded Dr. Pink. This representation referred to over 400 houses in Butcher's-row, Glebe-court, Oliver's-court, Elliott's-square, Hughes-fields, Frenche's-fields, New-street, Watson's-court, Rope-walk, Fishing Smack-alley, Queen's-court, Barnes'-alley, New-court, Crown-court, Elliott's-court, Watergate-street, New King-street, Mussett's-buildings, Edward's-court, and Mead's-place.

Fourth.

Property included.

How dealt with.

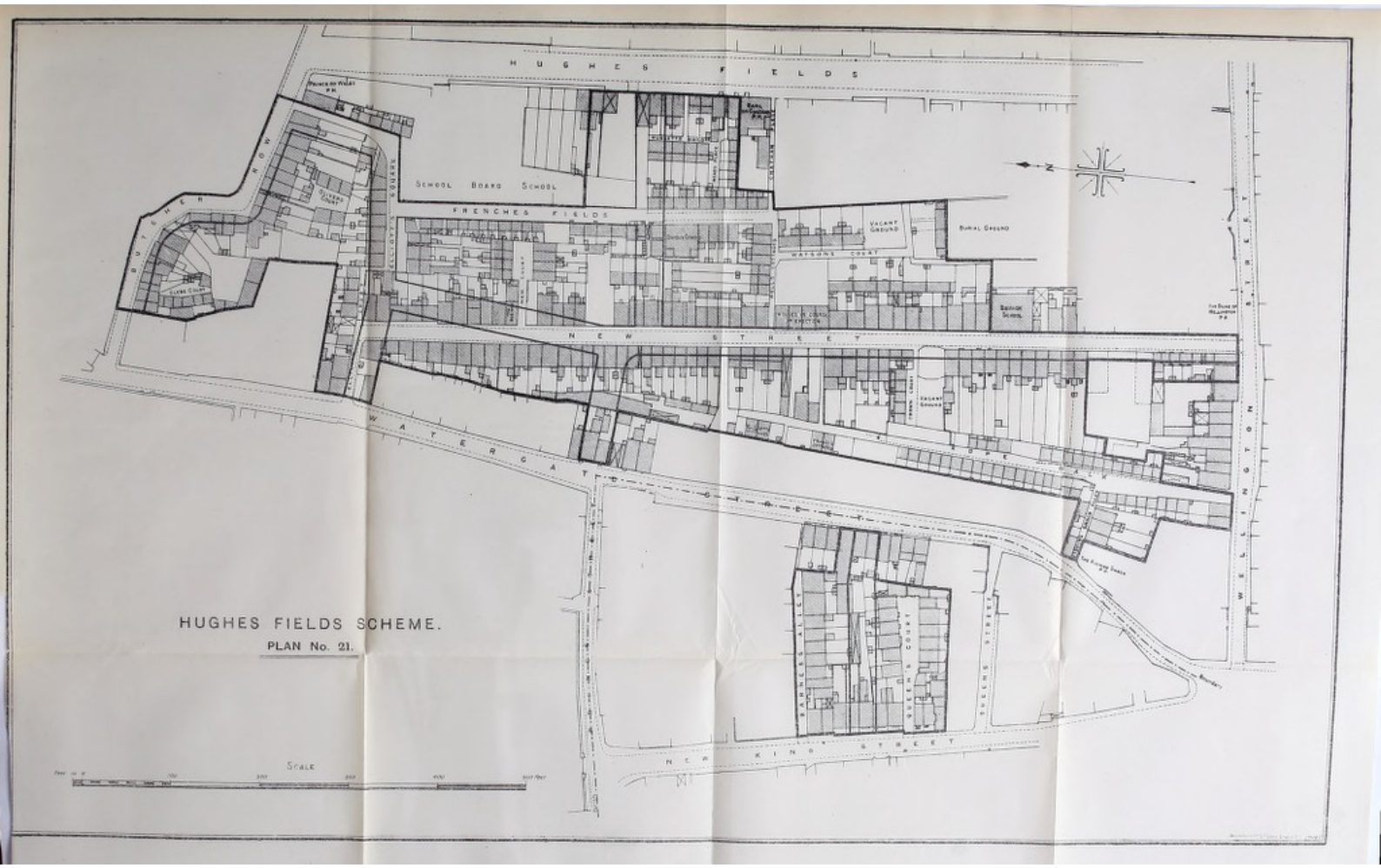
Upon submission of this representation and a scheme based upon it the latter was adopted by the Board on 31st October, 1884.

Condition of the Area.

Generally.

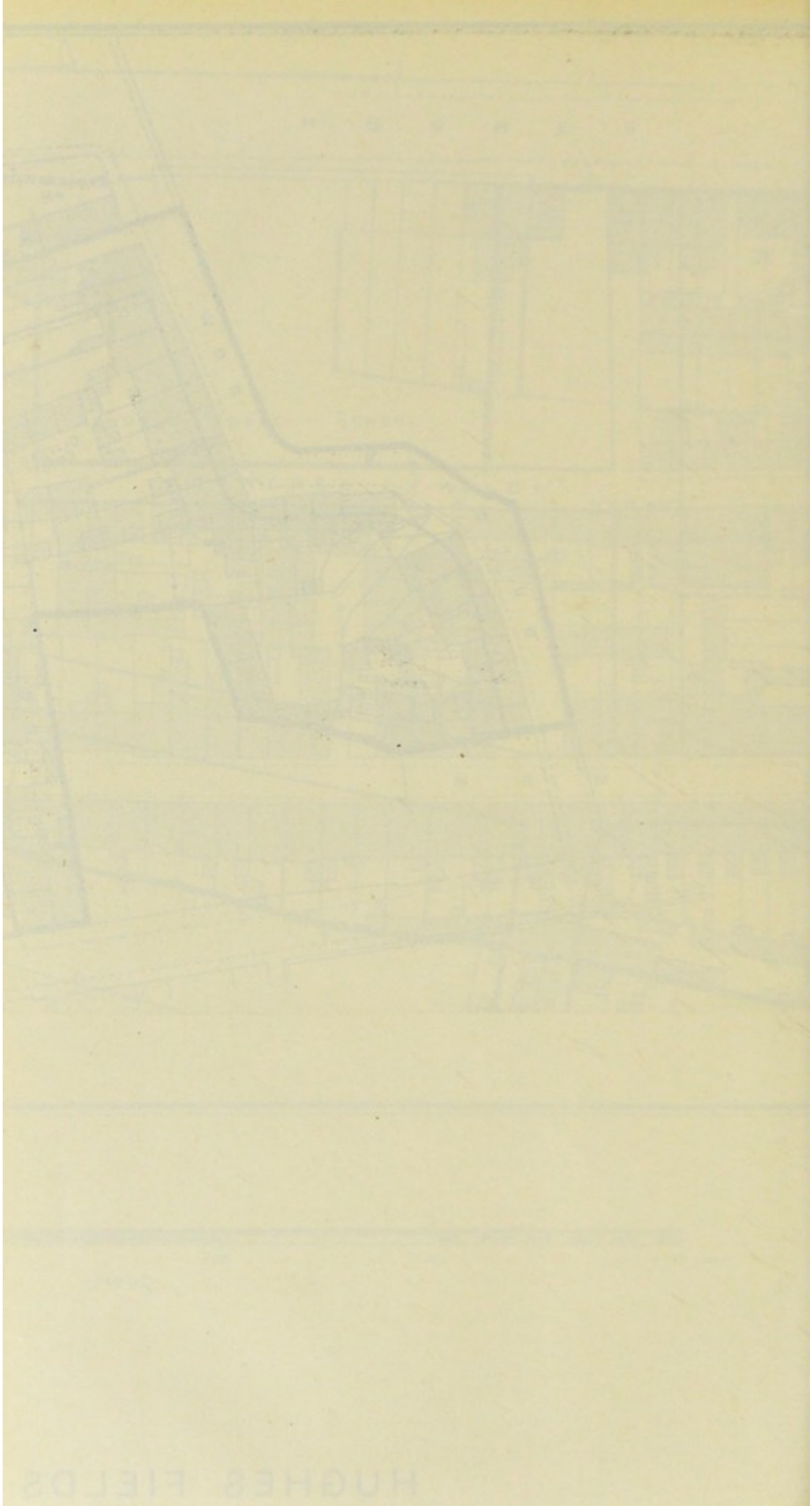
The chief defects of this area appear to have been the bad arrangement of the houses therein. There were, however, many instances of individual houses being particularly insanitary, notably those in Fishing Smack-alley, Glebe-court, Barnes'-alley, Hughes'-cottages, and Queen's-court. One of the main points upon which the necessity for a scheme was based was the fact that in the portion of the parish in which the area was situated the death rate was 24 per 1,000, whilst in the other portion of the parish the rate was only 20 per 1,000 and was on the decline. Further stress was laid upon

Death rates.



HUGHES FIELDS SCHEME.

PLAN No. 21.



the fact that the area was a great centre for the dissemination of disease. In fact, out of 41 cases of small-pox occurring in the parish no less than 26 occurred in the area.

Scheme.

Date. The scheme submitted for the improvement of the area was approved by the Board on 31st October, 1884. The scheme was then duly advertised and deposited with the Secretary of State. The usual local inquiry as to the accuracy of the official representation and the sufficiency of the scheme was held by Mr. Cubitt Nichols on 3rd March, 1885. On 23rd April, 1885, the Secretary of State issued a provisional order confirming the scheme, and this order was itself confirmed by Act of Parliament passed on 22nd July, 1885.

Local inquiry.

Confirmation.

Property included. The scheme as confirmed included all the property represented and provided for the displacement of 1,786 persons, of whom 140 occupied registered lodging houses. It was required that fresh dwellings should be built for not less than the number of persons displaced, and in addition street improvements as follows were to be carried into effect—Butcher-row, so far as affected by the scheme, to be widened to 30 feet; New-street to be widened to 30 feet from Wellington-street to a point south of New-court, and thence to be diverted and continued 30 feet wide into the new street (No. 1.); and the following new streets were to be formed—

Provisions.

No. 1, A 30-feet street from Watergate-street to Butcher-row;

No. 2, A 30-feet street from Watergate-street to New-street in continuation of Prince-street;

No. 3, A 30-feet street from New-street to Hughes-fields;

No. 4, A 30-feet street from Watergate-street to New King-street; and, lastly,

A footway, about 18 feet wide, across Frenche's-fields, from the new street (No. 1) to the new street (No. 3).

Modifications of Scheme.

Secretary of State objects to Council building. In July, 1889, the Council proposed to the Secretary of State that it should itself build the dwellings required for the accommodation of the persons displaced at an estimated cost of £40,000, and that a certain portion of the area should be left as an open space. The Secretary of State, however, in November, 1889, objected to the plans of the proposed buildings, and gave it as his opinion that it was not desirable

that the Council should itself undertake an operation of this nature in the manner proposed. He further intimated that, according to information before him, there were within half-a-mile of the area 266 vacant rooms, suitable for 532 persons of the working class. In view of this information the Council in December, 1889, decided to apply for a reduction of the number to be rehoused to 893 and for permission to widen the roads under the scheme from 30 to 40 feet. It was also decided to advertise the land for sale, subject to the provision of accommodation for 893 persons, and to obtain leave to otherwise dispose of such land as was not required for that purpose. The modification order necessary to give effect to these decisions of the Council was issued on 20th January, 1891. The land between the St. Nicholas, Deptford, recreation ground and Benbow-street was accordingly devoted to the purposes of an open space.

Acquisition of Property.

Appointment and award of arbitrator.

The greater portion of the claims in respect of property taken under this scheme were settled by agreement after negotiation. No fewer than 169 claims were dealt with in this manner at a total cost of £73,976. The arbitrator who was eventually appointed in September, 1886, to deal with the remaining claims was Mr. John Clutton. His award was issued on 13th March, 1887, and was for £10,445. The total cost of property, including all legal and other expenses, amounted to £84,333.

Works.

Clearance of area.

In January, 1888, the materials of the houses comprised in the area were sold for £820, and the land was cleared in April of that year. The formation of the new streets and the construction of the whole of the street widenings and paving and sewer works in connection therewith was in April, 1888, entrusted to Messrs. J. Mowlem and Co. The works were completed in December, 1888, the contract sum amounting in all to £5,991.

Surplus Lands.

As has just been mentioned, one of the plots of surplus land was in 1891 devoted to the purposes of an open space. At the same time two other of the plots were sold, one to a private purchaser for £400, and the other to the School Board for London for £850.

Erection of Dwellings.

In March, 1891, two plots of land, subject to the obligation that dwellings should be erected upon them, were sold to the Provident Association for £1,460. The association built cottage dwellings on these plots according to plans suggested by the Council, and these dwellings, which provide accommodation for 240 persons, must be maintained as working-class dwellings in perpetuity.

Five plots remained on which the Council was obliged to secure the erection of working class dwellings for the accommodation of 653 persons. At this time there appeared to be no demand in the neighbourhood for dwellings of this kind, and the Council therefore endeavoured to obtain relief from the obligation. The Secretary of State, however, did not see his way to support the Council's proposal, and consequently on 20th December, 1892, the Council decided itself to erect the dwellings on these plots. The Secretary of State gave his consent to this course on condition that the dwellings were commenced by 24th March, 1893. Plans of cottage dwellings were therefore prepared with all possible dispatch, but it was found necessary to obtain an extension of this time limit till 24th June, 1893. The foundations of the cottages upon three of the plots were first proceeded with by the Works department, who subsequently undertook the construction of the foundations for those on the two other plots, and finally the erection of the superstructure on all the plots. The total estimated cost of the buildings was £32,862, of which £31,362 was for buildings alone, and the value of the land was estimated at £3,720. The dwellings were completed and occupied in January, 1895. They consist of two and three-storeyed cottages, containing 70 tenements of two rooms, 62 tenements of three rooms, and two tenements of four rooms. Accommodation is provided for 668 persons, and the rents range from 4s. 8d. to 7s. 6d. per week, according to the size of the tenement. The total actual cost of the cottages was £35,464 4s. 3d. For some little while considerable difficulty was experienced in letting the cottages, but this has now been overcome, and the cottages are generally fully occupied. The loss of rent during the year 1899–1900 was 1·69 per cent. on a rent-roll of £1,846 2s. 9d., as compared with ·64 per cent. for the rest of the Council's dwellings on a rent-roll which at that time amounted to £28,737 16s. 3d.*

Council decides itself to build.

* For the accounts of income and expenditure in respect of the cottages for the year ended 31st March, 1900, see Appendix F.

Actual cost of Scheme.

The actual cost of carrying the scheme into effect (exclusive of the erection of dwellings) was as follows—

Gross cost of property	£84,333
Cost of works	7,543
	£91,876
Less receipts from sale of lands, &c., and value of lands retained	8,083
Total net cost	£83,793

5. *The Metropolis (Cable-street, Shadwell) Improvement Scheme*, 1886.

Official Representation.

First. On 3rd October, 1883, Mr. G. A. Rogers, the medical officer of health of Limehouse, made an official representation to the Board with regard to an area in the parish of Shadwell, which was bounded on the north by houses in Cable-street, on the west by Victoria-street, on the south by premises in High-street, Shadwell, and on the east by Albert-street. The area comprised 120 houses in Victoria-street (subsequently named Dellow-street), Angel-court, Victoria-place, Chapel-place, Fortunate-place, Angel-gardens, Albert-square, Chancery-place, Chancery-court, and Albert-street.

Property included.

How dealt with. The Board on 25th July, 1884, decided that the area was not within the scope of the Artizans' Dwellings Acts, and informed the Secretary of State for the Home Department accordingly. The Home Secretary then directed Mr. D. Cubitt Nichols to hold an inquiry into the matter, and upon the report of this inquiry the Board were in July, 1885, requested to consider the advisability of dealing with the area by way of scheme. On

Second. 1st November, 1886, Mr. Rogers made a second representation and on 12th November, 1886, a scheme based on this representation was sealed by the Board.

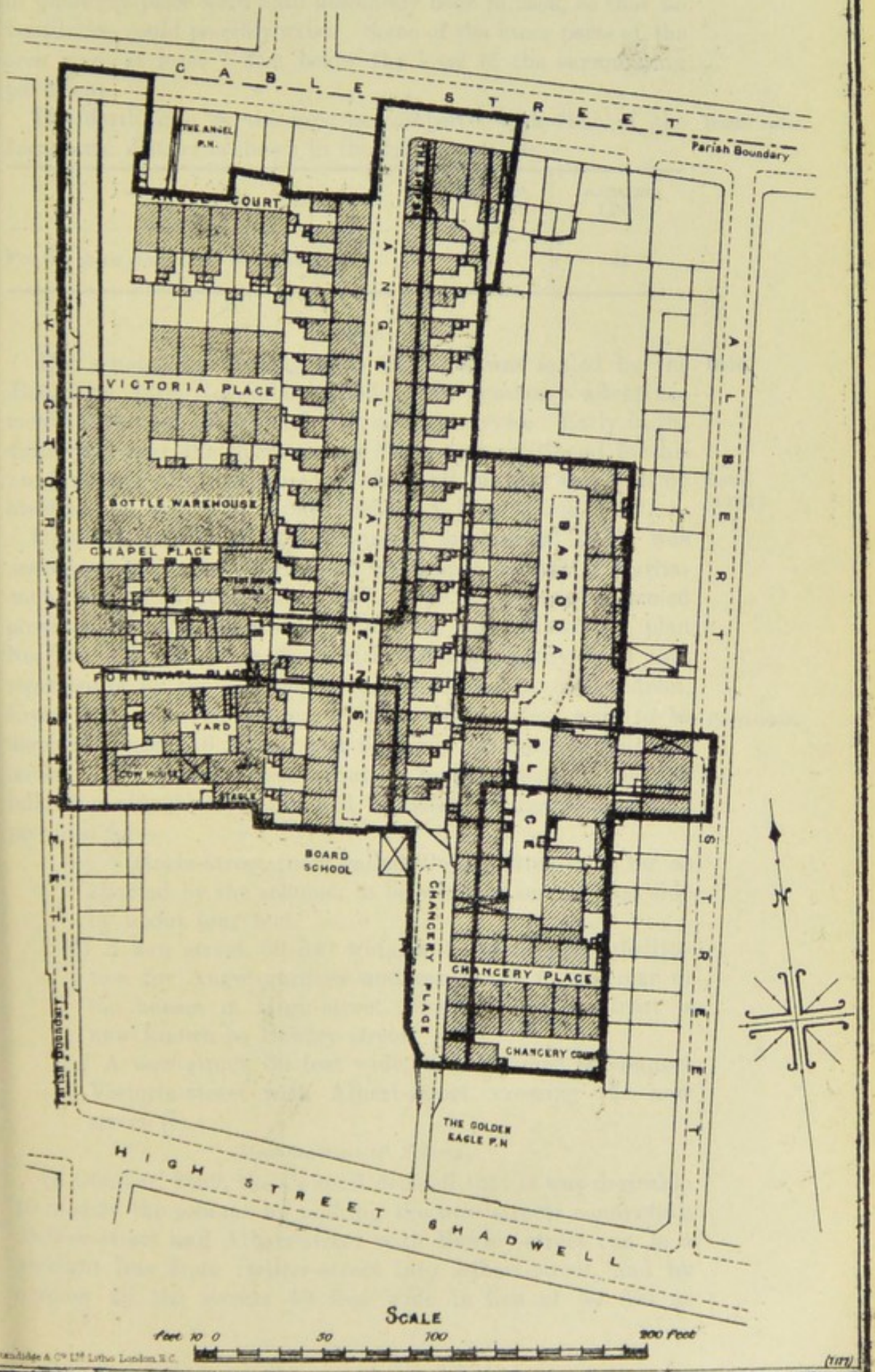
Condition of the Area.

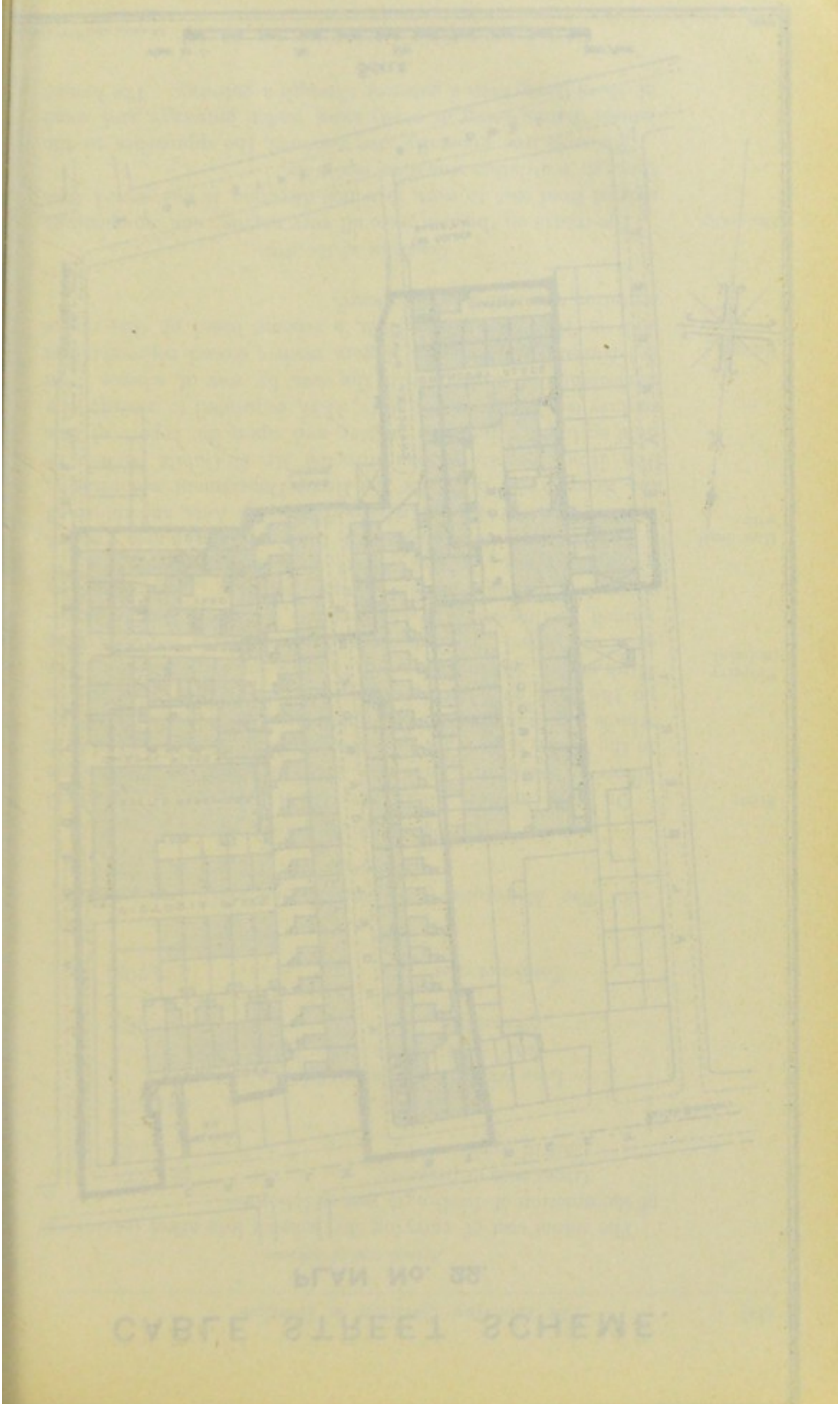
Generally. The courts on the area were all very narrow, and no openings existed from east to west, in which direction it was stated that through ventilation was most desirable.

The area was generally very confined, the approaches to the houses therein being in many cases under gateways, and some of them being even a gateway through a gateway. The houses

CABLE STREET SCHEME.

PLAN No. 22.





in Chancery-place were built absolutely back to back, so that no ventilation could possibly exist. Some of the inner parts of the area were at least 7 feet below the level of the surrounding pavement.

Death rates.

The death rate in the area as compared with that of the Limehouse district is shown in the following table—

	Limehouse, per 1,000.	Area, per 1,000.
For the three years 1880, 1881 and 1882 ...	25	44

Scheme.

Date.

The scheme for dealing with the area was sealed by the Board on 12th November, 1886. The necessary advertisements were then issued, and the notices served. Early in the following year the Secretary of State was petitioned for his confirmation of the scheme and the local inquiry was held by his direction by Mr. D. Cubitt Nichols on 17th March, 1887.

Local inquiry.

Upon the report of this inquiry a provisional order was issued on 23rd May, 1887, and confirmed by Act of Parliament passed on 12th July, 1887. The scheme as confirmed provided for the improvement of the area shown on plan No. 22. The area thus dealt with differed slightly from that represented by the omission of a few houses in Albert-street.

Provisions.

From this area 910 persons of the working class were to be displaced from 116 houses and 60 from one common lodging-house. 970 persons were required to be rehoused, and the following alterations of old and formation of new streets were provided for—

(*a*) Victoria-street (now called Dellow-street), so far as affected by the scheme, to be widened on the east side by about four feet.

(*b*) A new street, 30 feet wide, to be formed in substitution for Angel-gardens and continued to the rear of the houses in High-street, Shadwell. This street is now known as Bewley-street.

(*c*) A new street, 30 feet wide, to be formed to connect Victoria-street with Albert-street, crossing the new street (*b*).

Modifications of Scheme.

In October, 1889, the Council decided that it was desirable to modify the scheme by making the new streets connecting Dellow-street and Albert-street with Bewley-street run in a straight line from Dellow-street into Albert-street, and by making all the streets 40 feet wide in lieu of 30 feet as

originally provided. The new direct street has been named Lowood-street. On 21st June, 1890, the modifying order necessary to enable these proposals to be carried out was issued by the Secretary of State.

II. Two further modifications of the scheme were made subsequently by orders issued in January and October, 1892. These modifications reduced the number of persons required

III. to be rehoused from 970 to 485. Further particulars with regard to them will be found under the heading "*Erection of Dwellings.*"

Acquisition of Property.

Under this scheme 26 claims were settled by negotiation at a total cost of £25,895 for compensation only. Mr. Edward Ryde was appointed arbitrator in July, 1888, and issued his award on 26th April, 1889. The amount of the award was £6,586. The total cost of property, including legal and other expenses, amounted in all to £40,840.

Works.

Clearance of area. The old materials of the houses were sold in September, 1889, for £250 13s. 11d., and the land was cleared in November, 1889.

The street improvements provided for in the scheme modified as mentioned above were carried into effect in 1890 and 1891 at a cost of £4,831.

Surplus Lands.

In addition to three main plots of land, the execution of the scheme as modified left five small plots so placed as to be useless for the erection of dwellings. These the modifying order permitted to be disposed of as surplus lands. In March, 1890, the small strip in Lowood-street was sold to the London School Board for £200. The other strips of land were put up to auction in February, 1892, when two (one at the corner of Cable-street and Dellow-street, and the other in Chancery-place) were sold for £70, and one on the east side of Bewley-street for £30. Subsequently in May, 1892, the remaining plot of land (that lying between No. 278, Cable-street and the frontage to Bewley-street) was sold for £30.

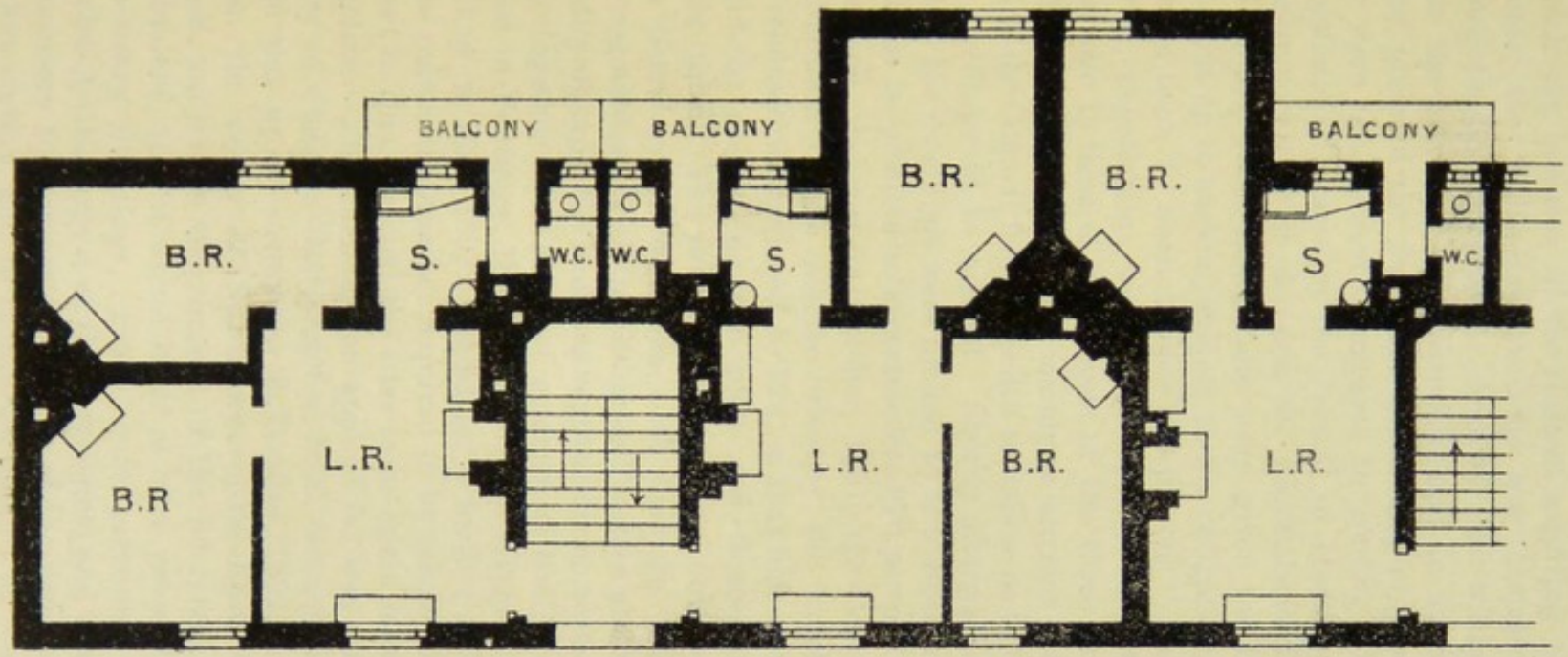
Erection of Dwellings.

The laying out of the area sanctioned by the modification order of 1890 left three main plots of land, upon which dwellings were to be erected.

Negotiations with Guinness Trustees. In December, 1889, the President of the Local Government Board informed the Council that the trustees of the Guinness Fund would be glad of any assistance the Council might be able to give them as regards sites for the erection of working-

CABLE STREET BUILDINGS, SHADWELL.

PLAN No. 23.



FIRST FLOOR PLAN

SCALE.

10 5 0 10 20 30 Feet

Standidge & Co. Ltd. Lithe. London, W.C. (7151)

class dwellings. A conference was then arranged between the Council's Housing of the Working Classes Committee and the trustees, at which the question of the trustees acquiring the sites cleared under the Cable-street scheme was discussed. After further negotiations, the trustees signified their willingness to purchase the largest of the three sites and to submit for approval the plans of the dwellings which they proposed to erect. They were not, however, prepared to comply with the building regulations* passed by the Council in December, 1899. In consequence of this decision the negotiations fell through, and in June, 1890, instructions were given for the three sites to be put up to auction, subject to the obligation to build dwellings on them to accommodate 970 persons. Early in 1891, however, negotiations were again opened with the trustees, for the sale to them of the largest of the three sites, but again the negotiations fell through mainly on account of the restrictions which the Council felt compelled to impose as to the height of the dwellings to be erected. Shortly afterwards it was found that if the dwellings were limited to four storeys in height it would not be possible to accommodate 970 persons on the three plots, and therefore in October, 1891, the Council sought a modification of the scheme whereby the number required to be rehoused was reduced to 720, so that four-storey dwellings might be erected on two plots and three-storey dwellings on the third. The necessary modification order was issued by the Secretary of State on 11th January, 1892. Pending these negotiations with the Guinness Trustees and the issue of the modifying order the land was kept back from auction. The three plots, together with strips of commercial land, were however, offered in February, 1892, but were not disposed of. The Council then in May, 1892, applied for a further modification so as to reduce the number required to be rehoused to 485, and subject to this, directed the sites to be again offered for sale by auction. The modification applied for was made by the Secretary of State on 31st October, 1892, but the sites were not again put up to auction, as in October, 1892, on a memorial from the vestry of St. George-in-the-East, the Council decided, subject to the consent of the Secretary of State being obtained, that it would itself at once proceed to erect the necessary dwellings. Plans were prepared for dwellings on plot A (the largest of the three sites) and it was then found necessary to increase the height of the dwellings from four to five storeys, and to reduce the height of rooms from 9 feet to 8 feet 6 inches and the width of the staircases

Negotiations with Guinness Trustees.

Reduction in number of persons to be rehoused.

Attempted sale of sites. Further reduction.

Council decides itself to build.

* See supra p. 48.

from 4 feet to 3 feet 6 inches. The consent of the Secretary of State was obtained to the Council itself building, and the foundations of the dwellings on plot A were commenced by the Works department in November, 1893. On the completion of the foundations the superstructure of the dwellings was at once proceeded with in July, 1894, and the dwellings were completed and opened in March, 1896. Plan No. 23 shows a first-floor plan of the dwellings, which are known as Dellow and Bewley buildings. The architect's final estimate of the cost of the dwellings was £23,083, and the actual cost was £23,611 12s. 7d. It must, however, be pointed out that an expenditure of £1,800 was incurred by alterations made in the design during the erection of the dwellings. The value of the land is £2,500. The dwellings consist of two blocks of five storeys each and a superintendent's lodge. There are 40 tenements of two rooms and 60 tenements of three rooms, so that accommodation is provided for 520 persons. The tenements are all entirely self-contained. The rents charged are 5s. per week for a two and 7s. per week for a three-roomed tenement.*

Plot A Dellow and Bewley Buildings.

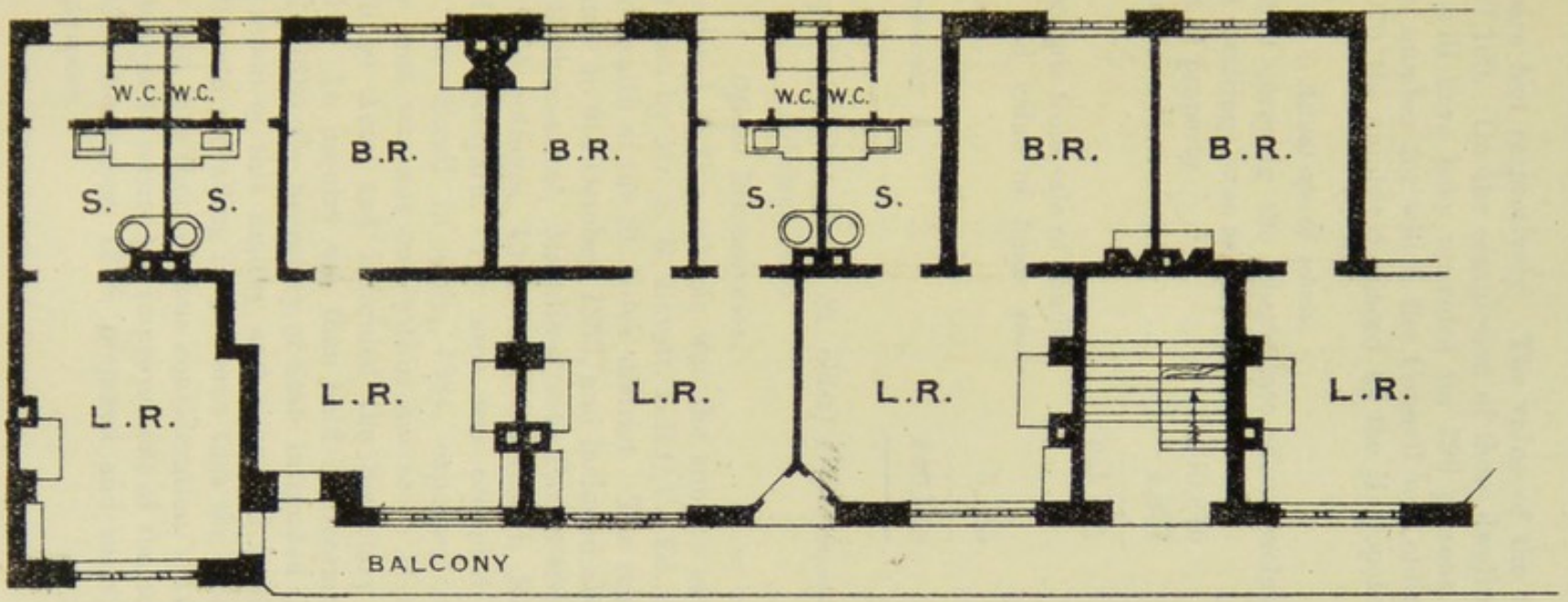
Plots B and C Lowood and Chancery Buildings.

With regard to the utilisation of the two remaining plots (B and C), some fluctuation of opinion has occurred. At one time it was considered that plot C (the smallest) might be devoted to the purposes of an open space. Eventually, however, it was deemed to be unsuitable, chiefly on account of its lying on a rather sharp slope and being at the same time too small for anything but a children's playground. Meanwhile plans were being prepared for the erection of five-storey dwellings on plot B, and when it was finally decided also to build on plot C it was found that the same plan would fit this site. The Secretary of State's approval to the plan was accordingly obtained, the necessary working drawings were prepared, and tenders were invited for the work of erecting the buildings in August, 1899. The architect's estimate of the cost of building was £14,500, and the lowest tender, that of Messrs. Perry and Co., amounted to £13,511. This tender was accordingly accepted and the buildings are now in progress. The dwellings will be named Lowood and Chancery buildings. Accommodation will be provided for 138 persons in each block in 29 tenements of two rooms and 11 tenements of one room. Plan No. 24 shows the arrangement of the tenements in these dwellings. The tenements will all be entirely self-contained and the living and bed rooms will have a superficial area of

* For the accounts of income and expenditure for the year ended 31st March, 1900, see Appendix F.

LOWOOD BUILDINGS, CABLE STREET, SHADWELL.

PLAN No. 24.



FIRST FLOOR PLAN

SCALE

10 5 0 10 20 30 Feet

Standidge & Co. Ltd. Litho. London, E.C. (7763)

144 and 96 square feet respectively. The value of the two sites is put at £1,160. On the completion of these dwellings accommodation will have been provided for 796 persons, as against 485, the number for which the Council was obliged to provide, and 970, the number displaced by the Metropolitan Board of Works.

Actual cost of scheme.

The actual cost of carrying the scheme into effect (exclusive of the erection of dwellings) was as follows—

Gross cost of property	£40,840
Cost of works	4,831
	£45,671
Less receipts from sale of lands, &c., and value of lands retained...	5,155
Total net cost	£40,516

6. *The Metropolis (Shelton-street, St. Giles) Improvement Scheme*, 1886.

Official Representation.

The area comprised in this scheme was the subject of an official representation by Mr. S. R. Lovett, L.R.C.P., Ed., the medical officer of health of the St. Giles' district. The representation was made on 9th October, 1883, and included about 108 houses in Shelton-street, Macklin-street, Parker-street, Butcher-court, Back-cottages, Cross-lane, Star-court, Kennedy-court, and Chapel-yard. The area was occupied by 1,722 persons. The Board in July, 1884, expressed the opinion that the area was not one within the scope of the Artizans' Dwellings Acts, and informed the Secretary of State accordingly. An inquiry was then held in December, 1884, and in July, 1885, the Secretary of State intimated that he approved the report of this inquiry, and suggested in view of the high death rate prevailing in the area that the Board should take the area into their serious consideration. After some further attempts to secure the improvement of the area, the Board on 12th November, 1886, prepared and sealed a scheme for that purpose.

Date.

Property included.

How dealt with.

Condition of the Area.

The condition of the area was well described by Dr. Lovett in a special report prepared by him thereon. He stated that many of the houses were so worn and dilapidated that no repairs would render them fit for human habitation; that the

Generally.

rooms on the upper floors were in most cases under seven feet in height; and that the whole area was deficient in ventilation, caused by the existence of small and narrow back yards surrounded by high buildings, and in some cases by cottages and outbuildings situated in the rear of the houses. Generally speaking the drainage was good, but the water supply was very insufficient and the water-closets were filthy. Of the 48 cases of small-pox reported in the St. Giles' district during the epidemic of 1884 no less than 17 occurred in this area. The death rates were as follows—

Death rates.

Sub-district of south St. Giles in which the area was situated—year 1883	...		37·2
District of St. Giles	do.	...	24·1
London	do.	...	20·8

Scheme.

Date. As has already been stated, the scheme for the improvement of this area was approved and sealed by the Board on 12th November, 1886. The necessary advertisements were then issued and the notices served and a petition was forwarded to the Secretary of State praying for the confirmation of the scheme. The local inquiry was held by Mr. D. Cubitt Nichols on behalf of the Secretary of State on 10th and 19th March, 1887. After receiving the report of this inquiry, the Secretary of State on 23rd May, 1887, issued a provisional order confirming the scheme with some slight modifications, and the necessary Act of Parliament confirming this order received the Royal Assent on 12th July, 1887. The scheme as thus confirmed provided for the displacement of 1,208 and the rehousing of 660 persons. This relaxation of the stringent requirement that as many persons as were displaced should be rehoused was the first instance of the kind; was due to the exceedingly cramped situation of the area; and was permitted by section 3 of the Artizans' Dwellings Act, 1882. The widening of Shelton-street to 30 feet so far as affected by the scheme was provided for. The scheme did not comprise the whole of the area represented, the houses on the east of Cross-lane and those in Chapel-yard, Star-court, and Kennedy-court being omitted in consequence of the widening of Cross-lane, which had been undertaken as a street improvement.

Local inquiry.

Confirmation.

Provisions.

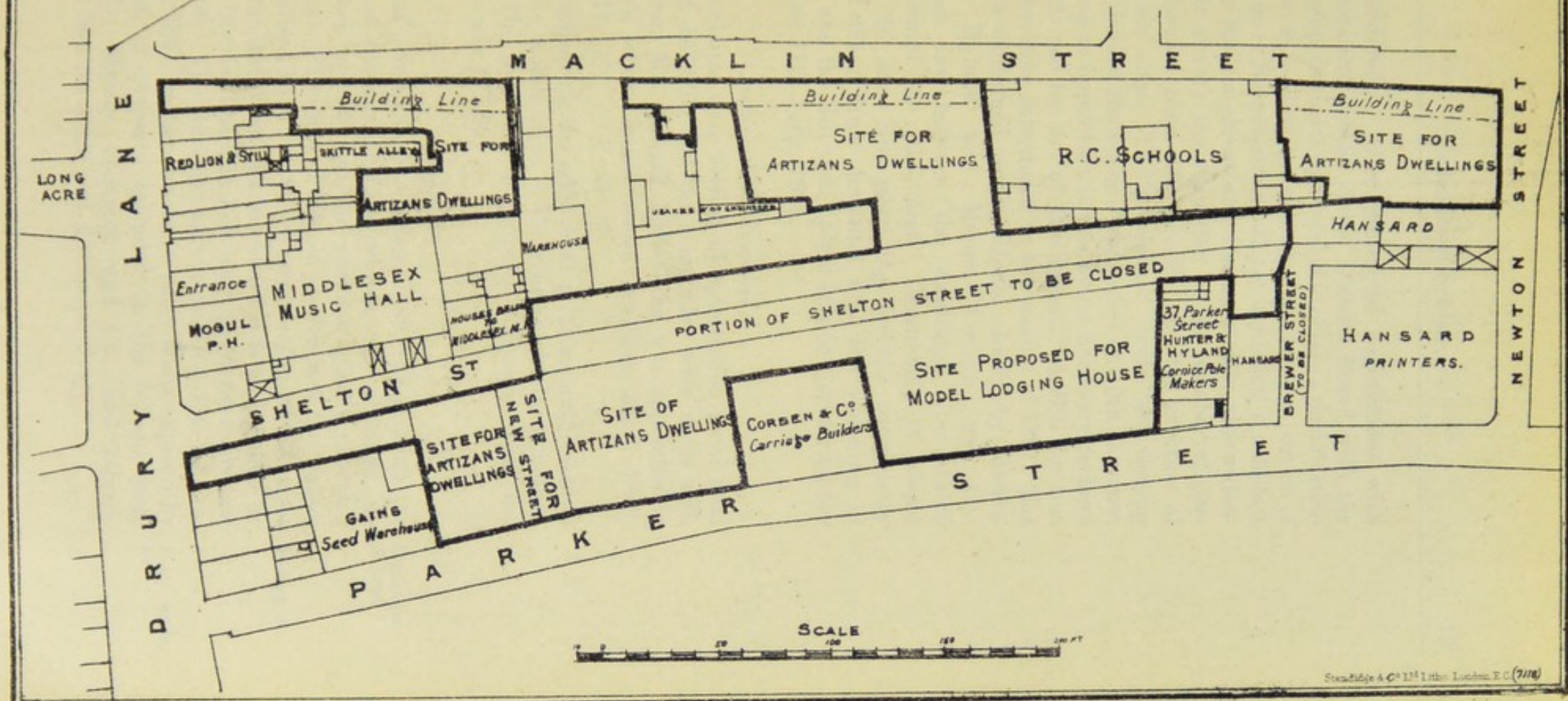
Property included.

Modification of Scheme.

When the land had been cleared it was found that the sites formed would be too small for the provision of the accommodation required. The whole question of laying out the area was therefore reconsidered, and along with this matter the question of the erection of a model lodging-house

SHELTON STREET SCHEME.

PLAN No. 25.



PLAN No 38
SHELTON STREET SOHENG

was also considered. After protracted negotiations with adjoining owners and the St. Giles' District Board with the view of avoiding opposition it was decided to obtain a modification of the scheme so as to allow the closing of the eastern portion of Shelton-street up to Brewer-street; the construction of a 20-feet street between Shelton-street and Parker-street; the widening of Macklin-street; the reduction of the number of persons to be rehoused from 660 to 608; and the erection of dwellings on six sites. The provisional order sanctioning these modifications of the scheme was issued on 16th January, 1891, but owing to opposition it was found necessary to have this order confirmed by Act of Parliament. A Bill for this purpose was therefore introduced in the session of 1891. The opposition was continued in the House chiefly by Messrs. Hunter and Hyland and Messrs. Corbyn and Co., whose premises lay between the dwellings sites which would be formed on the area. Eventually a clause was inserted in the Bill providing for the compulsory acquisition of these firms' premises and the widening of Parker-street, and the Bill then passed into law receiving the Royal Assent on 11th June, 1891.

Acquisition of Property.

Twenty-two claims were settled by negotiation for a total expenditure of £44,067, and the remainder were dealt with by the arbitrator, Mr. Edward Ryde, who was appointed in July, 1888, and whose award, issued on 26th April, 1889, amounted to £17,506.

The cost of acquiring the additional premises authorised to be taken by the modification of the scheme obtained in 1891 was £7,125. The total cost of property, including legal and other expenses, was £77,051.

Works.

Clearance of area.

The land was cleared in November, 1889, but pending the consideration of the modification subsequently obtained, no steps were taken to carry out the works originally provided for in the scheme. The sale of the old materials of the houses on the area realised £470 12s. 9d.

Paving, &c.

The formation of the street between Shelton-street and Parker-street was undertaken by the St. Giles' District Board in February, 1892, for a sum not exceeding £200. The work actually cost £155 12s. 8d.

Part walls, &c.

In October, 1891, certain works to party walls exposed by the demolition of property included in the scheme were carried out by Messrs. Stimpson and Co., and Messrs. Williams and Son for £320 and £81 respectively.

Further works to party walls, etc., were carried out during the building of the dwellings by the Works department and Messrs. Parkinson and Son at a cost of about £700.

Surplus Lands.

By the Act permitting the modification of the scheme it was provided that certain strips of land in Macklin-street should be given up to the St. Giles' District Board to be by them paved and made use of for widening that street. These strips were conveyed to the District Board in October, 1891. It was also provided by the same Act that Parker-street should be widened in the same manner, and accordingly, in December, 1891, strips of land in Parker-street were conveyed to the District Board.

In September, 1892, a piece of surplus land in Brewer-street was sold to adjoining owners for £1,075. This sale was effected by private treaty.

In 1895 the piece of land in rear of one of the rehousing sites in Macklin-street was devoted to the erection of work-shops in connection with the dwellings. The value of this plot is put at £400.

Erection of Dwellings.

Attempts to sell sites.

Sketch plans of the dwellings to be erected on five of the sites were prepared and approved by the Secretary of State in October, 1891, with a view to the sites being put up for sale by auction. The sixth site was reserved for the erection of a model lodging-house for the accommodation of about 320 persons.* The five sites as to which plans of dwellings had been approved by the Secretary of State were put up to auction in June, 1892, for the erection of dwellings according to such plans to accommodate 290 persons. No result was secured, and on 13th December, 1892, the Council decided itself to erect the necessary dwellings and made application to the Secrtary of State under section 12 (3) and (5) of the Housing of the Working Classes Act, 1890, for permission to do so. This permission was granted in January, 1893, but as lodging house for 324 persons had been only recently completed the Council did not immediately proceed with the erection of dwellings. In April, 1894, the Council authorised the employment of an outside architect to design the dwellings to be erected, and in May of that year the services of Mr. Rowland Plumbe, F.R.I.B.A., were retained for the purpose. The sketch plans of the dwellings designed by him were approved by the Council and the Secretary of State

Council decides itself to build.

* See section IX. infra.

Aldwych, Cotterell, Lindsay, Powys, and Wimbledon Buildings.

in November, 1894. The plans showed accommodation for 292 persons with 17 workshops, and included for the purpose of erecting six further workshops a small piece of land, valued at £400, which it had been intended to sell for commercial purposes. The foundations of the buildings were commenced by the Works Department in December, 1894. When, on 1st January, 1895, the London Building Act, 1894, came into operation, it was judged expedient that the dwellings, which had been designed under the previous Building Acts, should be constructed to comply with the latest Act. The necessary alterations were therefore made, and after some little delay the foundations were proceeded with on this basis. Building operations on plot 5 in Macklin-street were in April, 1895, suspended during negotiations with Messrs. Eyre and Spottiswoode, but these negotiations were abortive, and the foundations were again proceeded with in November, 1895.

The superstructure of the dwellings on the first four plots was commenced in September, 1895, and that of those on the fifth plot was commenced as soon as the foundations had been completed. The dwellings were completed and occupied in August, September, and October, 1896. The architect's final estimate of the total cost of the dwellings was £17,345 18s. 6d., and the actual cost was £19,835 18s. 7d. The value of the sites (including the small plot added for the erection of workshops) is put at £5,100. Accommodation is provided for 292 persons in one tenement of one room, 45 tenements of two rooms, 13 tenements of three rooms, and four tenements of four rooms. All tenements are entirely self-contained. Twenty-three workshops are provided in the rear of the dwellings. The rents of the tenements vary from 5s. to 11s. 6d. per week, according to the number of rooms, and the workshops are let at from 4s. to 5s. per week. The dwellings have been named Aldwych, Cotterell, Lindsay, Powys, and Wimbledon buildings.*

Actual cost of scheme.

The actual cost of carrying the scheme into effect (exclusive of the erection of dwellings) was as follows—

Gross cost of property	£77,051
Cost of works	2,503
	£79,554
Less receipts from sale of lands, &c., and value of lands retained...	11,135
Total net cost	£68,419

* For accounts of income and expenditure in respect of these dwellings for the year ended 31st March, 1900, see Appendix F.

VII.

Schemes undertaken by the Council under Part I. of the Housing of the Working Classes Act, 1890.

1.—*London (Boundary-street, Bethnal-green) Improvement Scheme*, 1890.

Official Representations.

Date. On 19th July, 1890, the medical officer of health for Bethnal-green (Dr. G. P. Bate) made an official representation to the Council under the Artizans' and Labourers' Dwellings Improvement Act, 1875 (Cross' Act), relating to an unhealthy area in that parish, and on 16th September the medical officer of Shoreditch (Dr. W. H. Sutton) represented a small area in that parish immediately adjoining the area in Bethnal-green. Shortly after the representation relative to the area in Bethnal-green had been made Cross' Act was repealed, and a fresh representation under Part I. of the Housing of the Working Classes Act, 1890, was therefore obtained.

The two representations related to an area of about 15 acres, nearly square in shape, beyond the eastern side of Shoreditch High-street, immediately south of St. Leonard's Church.

Property included. The area was bounded on the north by Virginia-road and St. Leonard's-churchyard, on the west by Boundary-street and High-street, on the south by Church-street, and on the east by Mount-street.

Condition of the Area.

Generally. The streets were 20 in number and the average population per room was about $2\frac{1}{4}$, 107 rooms having five or more inhabitants each.

The streets and courts were very narrow, the widest being only 28 feet across. In very many cases there was a great difference between the level of the street and that of the ground floor of the houses, the latter in some cases being 18 inches below the former. A large number of the houses had no back yards and many of the small courts were of a very bad class.

There were 730 houses, of which 652 were occupied, wholly or partly, by persons of the labouring classes; the remaining 78 houses consisted of 12 public-houses and beer-shops, 21 shops and factories, 2 registered lodging-houses (153 beds); and 43 empty houses. The population, exclusive of those in lodging-

houses, was 5,566—viz., 3,370 adults and 2,196 children, who occupied 2,545 rooms subdivided as follows—

2,118 persons occupying 752 single-room tenements.
2,265 „ „ 506 two-room tenements.
1,183 „ „ 211 tenements of three or more rooms (781 rooms).

Including those in the lodging-houses, the total number of persons of the labouring classes living on the area was 5,719.

Occupations of inhabitants.

The following list of the occupations of the inhabitants of the area, so far as could then be ascertained, may be of interest for purposes of comparison with the list of occupations of persons occupying the new buildings on the area (see Appendix H)—

Occupations.	Adults. Workers only.	Adults.	Children.	Totals.
Box makers	19	21	28	68
Button makers	5	13	4	22
Cabinet makers	120	179	212	511
Carmen	29	68	56	153
Carpenters	10	12	19	41
Cats'-meat sellers	2	6	4	12
Chair and couch makers... ...	74	108	107	289
Chandlers' shops	10	25	20	55
Charwomen	11	29	29	69
Coal men	6	15	12	33
Costermongers	23	63	69	155
Dressmakers	9	17	13	39
French polishers	22	35	38	95
General dealers	119	317	306	742
Hawkers	126	320	291	737
Ivory and wood turners... ...	12	25	25	62
Japanners and wire workers ...	5	7	5	17
Labourers	149	397	354	900
Looking-glass makers	4	5	13	22
Machinists	10	22	10	42
Marble masons	23	31	61	115
Match-box makers	19	59	58	136
Milkmen	3	6	6	15
Policemen	5	10	10	25
Porters (market)	31	80	58	169
Shoemakers	74	134	148	356
Stick makers and toy makers ...	12	28	17	57
Upholsterers	24	37	56	117
Washerwomen	33	90	62	185
Weavers	12	12	11	35
Wheelwrights	5	9	13	27
Wood cutters and sawyers ...	24	33	38	95
Various	27	87	56	170
Registered lodging houses ...	—	—	—	153
Totals	1,057	2,300	2,209	5,719

It may here be stated that a large proportion of the inhabitants of the area belonged to the criminal classes. Living in one street only there were at one time no less than 64 persons who had served varying terms of penal servitude,

and the whole area was a well-known hiding place for criminals of all kinds.

Death rates. The following are the death rates of the portion of the area in Bethnal-green as compared with those of Bethnal-green and London as a whole—

	Bethnal-green (1886-88).	Represented area (1886-88).	Represented area (1889 only).	London (1889).
	Per 1,000.	Per 1,000.	Per 1,000.	Per 1,000.
General mortality	22·8	40·0	40·13	18·4
Deaths from zymotic diseases	3·7	7·9	10·71	2·33
„ tubercular diseases	3·9	8·5	7·26	2·69

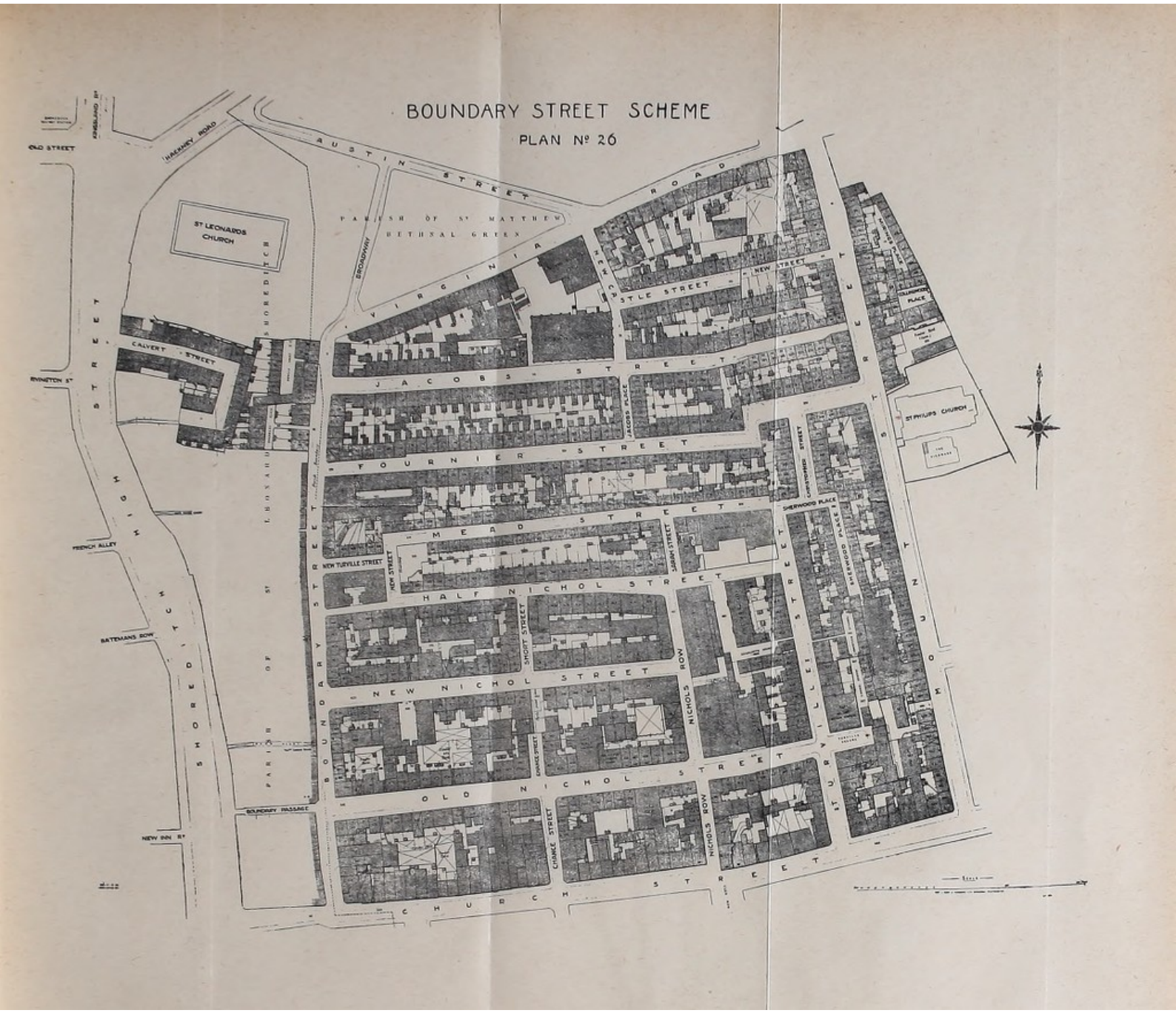
Infant mortality. That the infant mortality was also very high may be seen from the fact that in the four years 1886-89 in Bethnal-green as a whole an average of 159 deaths occurred annually among children under one year of age to every 1,000 births, while in this particular part of Bethnal-green the average annual number of deaths of such children was during that period 252 to every 1,000 births.

Scheme.

Date. In view of the above facts, the Council, on 4th November, 1890, approved a comprehensive scheme for dealing with the area under Part I. of the then newly passed Housing of the Local inquiry. Working Classes Act, 1890. The local inquiry into the merits of this scheme was held by Mr. D. Cubitt Nichols, on behalf of the Secretary of State, on 3rd, 9th and 10th March, 1891. The Provisions. scheme was confirmed by provisional order, dated 11th May, Confirmation. 1891, and this order was confirmed by Parliament on 3rd July, 1891. The scheme as confirmed provided for the displacement of 5,719 persons of the working class, and for the re-housing of 5,100 persons of the same class. Boundary-street, Mount-street, Mead-street, Jacob-street and Old Nichol-street were to be widened to 40 feet so far as affected by the scheme; Mead-street, Jacob-street and Old Nichol-street were to be continued 40 feet wide into Boundary-street, High-street and Mount-street respectively; and new 40 feet streets were to be formed in lieu of Old and New Nichol streets to Jacob-street, and from Boundary-street to Nichol-row respectively, and in line of Nichol-row from Church-street to Virginia-road. The cost of the scheme was estimated as follows—

Estimated cost.

Gross cost of land, &c.	£371,000
Cost of works	35,000
	£406,000
Less receipts	106,000
Total net cost	£300,000


BOUNDARY STREET SCHEME
PLAN Nº 26
OLD STREET
HACKNEY ROAD
AUSTIN STREET
ST LEONARDS CHURCH
PARISH OF ST MATTHEW BETHNAL GREEN
BROADWAY
VIRGINIA
SHOREDITCH
CALVERT STREET
BOUNDARY STREET
JACOBS STREET
JACOBS PLACE
FOURNIER STREET
MEAD STREET
NEW TURVILLE STREET
NEW STREET
SHORT STREET
HALF NICHOL STREET
NEW NICHOL STREET
OLD NICHOL STREET
CHANCE STREET
NICHOLS ROW
SHERWOOD PLACE
CHRISTOPHER STREET
ST PHILIPS CHURCH
CHURCH STREET
BOUNDARY PASSAGE
NEW INN ST
BATTEMANS ROW
FRENCH ALLEY
HIGH STREET
PARISH OF ST LEONARD SHOREDITCH



Method of carrying the scheme into effect.

The Council's proposals for carrying into effect the scheme above described were briefly to clear the area by sections, laying out the roads on each successive section, and completing the dwellings thereon before proceeding to clear the next. For this purpose three sections were decided upon, and the numbers of persons to be displaced from and rehoused upon each were as follows— Clearance and reconstruction.

Section.	Number of persons to be displaced.	Number of persons to be re-housed on the area.
I.	1,860	1,180
II.	2,049	1,800
III.	1,810	1,620
Totals	5,719	4,600

In sections.

It will thus be seen that it was proposed to provide accommodation for 4,600 persons on the cleared area. Before, however, any accommodation could be provided on the area it was necessary to displace all the persons occupying section I. and certain others from the worst portions of the remaining two sections. The number of persons whom it would thus be necessary to displace forthwith was estimated by the Council as follows— Original proposals for rehousing.

Removals from worst houses on sections II. and III.	143
Removals from section I.	1,857
	2,000

For these 2,000 persons the Council proposed to utilise vacant accommodation in the neighbourhood (roughly speaking within half a mile of the area) to the extent of 1,500 persons; and to acquire a site in Goldsmith-row, Shoreditch, for the erection of dwellings to accommodate the remaining 500. Further, it was ascertained that there were in the suburbs, within easy reach of the area, 168 houses available for 2,000 persons. Apart from fresh building it was calculated that a quarter of these houses might be available at the time of the clearance of the area. It

was therefore anticipated that ample provision would exist for all those turned out, although the scheme only required the provision of new accommodation for 5,100.

Modifications of Scheme.

I.—Exclusion of property.

During the progress of the negotiations for the settlement of claims it was found desirable to omit from the operation of the scheme certain small premises or portions of premises, and to obtain power to acquire by agreement Nos. 116 and 117, High-street, Shoreditch, and No. 1, Calvert-street, so as to enable an approach to be made directly into High-street. It was further found desirable to reduce the total number of persons to be re-housed from 5,100 to 4,700. Also it was considered that an improvement might be made in the design of laying out the area when cleared. As has been already stated the original idea contemplated the formation of 40-feet roads and rectangular building

Plan of laying out area.

sites. This, however, had the effect of keeping down the number for whom accommodation could be provided on the whole area. The plan of laying out which was now formulated and which, attached to the modification order, subsequently obtained the approval of the Secretary of State and has been carried into effect, was based on a system of streets radiating

Modified re-housing proposals.

from a central open space laid out as an ornamental garden. It was proposed that the buildings should be block dwellings, three, four, and five storeys in height, and it was estimated that they would accommodate 4,688 persons. The buildings fronting the avenue leading from Shoreditch High-street to the central garden were to have shops on the ground floor, and 58 workshops and 200 costermongers' sheds were to be provided on the area.

The main street leading from Shoreditch High-street to the central open space was to be 60 feet in width. The other main streets were to be 50, and the subsidiary streets 40 feet wide, and the houses fronting upon them either four or five storeys high according to the width of the street. The main feature of the plan proposed was to make the most of the central open space, and it may be here mentioned that this is now visible from

Inclusion of further property.

all points. To give effect to this part of the new plan three additional houses had to be purchased and power was sought to acquire them by agreement. A site for a weights and measures office was also allocated, a portion of the land not required for the erection of dwellings being devoted to the purpose.

Estimated cost of scheme as modified.

The cost of the new (or radiating) plan of laying out, as compared with that of the original (or rectangular) plan, was estimated as follows—

	Original plan, 1890.	Modified plan, 1893.
	£	£
Gross cost of property...	371,000	300,000
Estimated receipts	106,000	(*a*) 69,110
Net cost of property	265,000	230,890
Cost of paving works (1893 includes laying out open space)	35,000	48,950
Net cost of scheme	300,000	(*b*) 279,840

(*a*) The reduction in this amount was not due to the altered plan, but to the difficulty in disposing of the land for the erection of dwellings. If the original plan had been adhered to the present estimate would have been still lower, viz., £62,250.

(*b*) The modified plan involved the acquisition of further property at a small cost in addition to this amount.

All the above modifications of the scheme were permitted by an order issued by the Secretary of State on 25th November, 1893.

Consequent on the change in the plan of laying out the area, the sections were re-arranged, the area being divided into five sections in lieu of three. The limits of the new sections were as follows— Alteration of sections.

Section.	Description.
A.	The detached part of the area lying on the east of Mount-street.
B.	The whole of the area lying to the north of Fournier-street.
C.	That part of the area lying between Fournier-street and Half Nichol-street west of the rear of premises in Christopher-place and the Board school.
D.	That part of the area south of Half Nichol-street and west of Nichol-row.
E.	Bounded by Fournier-street on the north ; by the rear of premises in Church-street on the south ; by the School Board premises on the west ; and by Mount-street on the east.

II. The Council being unable to acquire the three additional houses referred to above (Nos. 116 and 117, High-street, Shoreditch, and No. 1, Calvert-street) by agreement, decided in July, 1894, to obtain power to acquire them compulsorily.

On 18th December, 1894, the Secretary of State issued a provisional order effecting the desired object, and this order was duly confirmed by Act of Parliament on 14th May, 1895.

III. It will be observed on reference to plan No. 27 that workshops have been built at the rear of Sunbury-buildings. According to the plan of laying out sanctioned by the modification order of 1893 it was proposed to form in this place a street (to be

called Chilwood-street) from Mount-street to Hocker-street, but subsequently it was decided that workshops should be substituted for this street. Application was therefore made for a further modification of the scheme to enable this to be done, and an order was issued by the Secretary of State on 4th August, 1897, permitting the arrangement to be carried into effect.

Acquisition of property.

Method.

Upon the passing of the confirming Act steps were immediately taken to acquire the properties comprised in the scheme. Requests for claims were sent out, and in response 183 claims involving all kinds of interests were received. Of these, 159 were settled by negotiation, and the remaining 24 by the arbitrator appointed for that purpose under the provisions of the Housing of the Working Classes Act, 1890. Mr. Ed. Ryde was the arbitrator originally appointed by the Secretary of State (28th June, 1892), and on his death Mr. R. C. Driver was appointed (19th September, 1892).

Appointment of arbitrator.

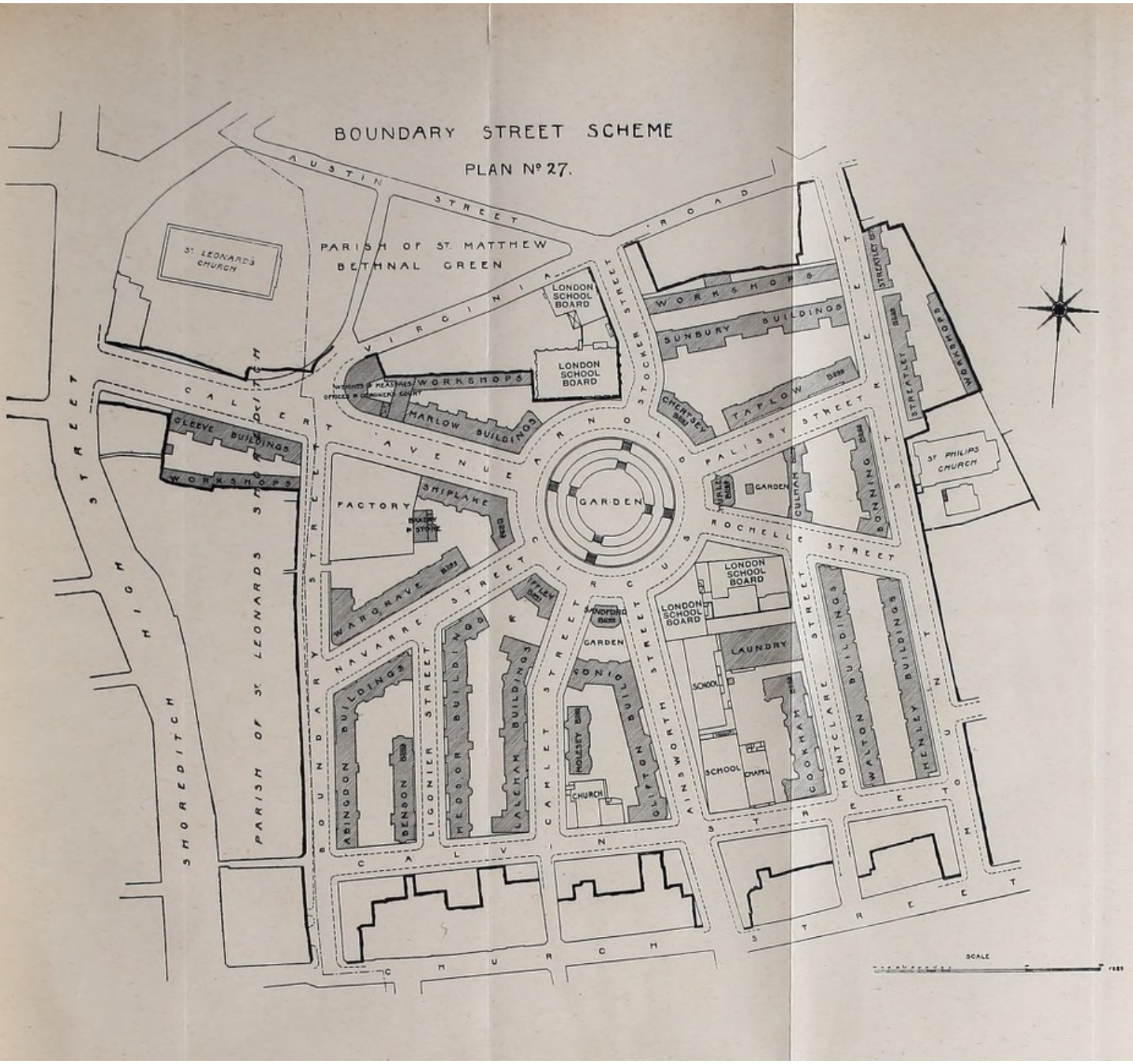
Awards of arbitrator.

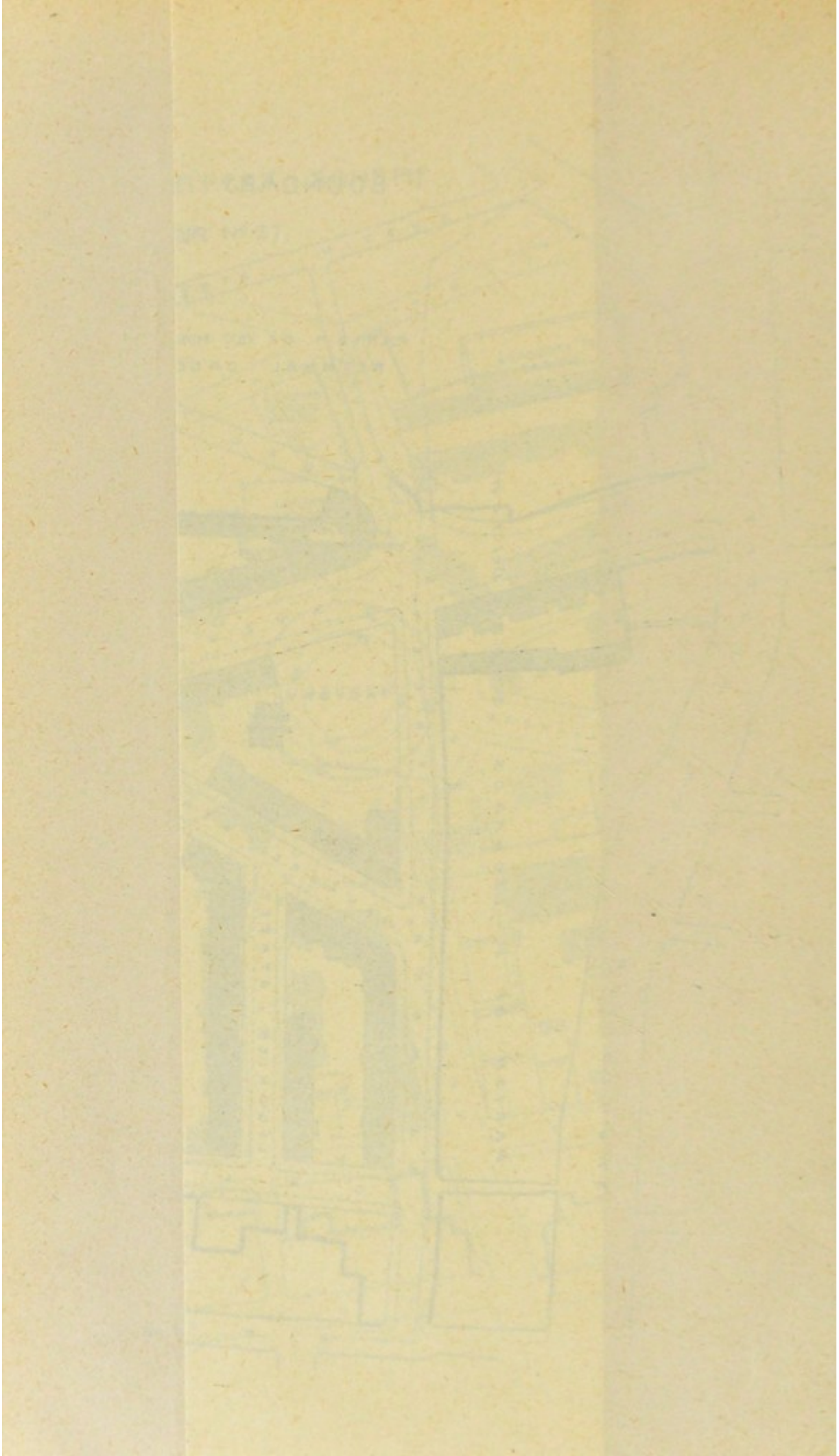
The following table gives the total amount claimed, with the total amount of compensation paid—

	Total amount claimed.	Total amount of settlement.
	£	£
159 claims settled by negotiation	385,656	228,317
24 claims settled by arbitration	71,677	38,215
Totals	457,333	266,532

Gratuities to weekly tenants.

The figures above given are exclusive both of professional fees and of the petty compensations known as "gratuities to weekly tenants." With regard to the latter the Housing Committee took a great deal of trouble in order to avoid as far as possible any hardship to the tenants of property condemned and acquired under the scheme. During 1892 many meetings of the sub-committee dealing with the scheme were held on the area, and great care was taken to inquire into every case in which notice to quit was served. In all no less a sum than £2,067 17s. 6d. was paid to 424 weekly tenants as allowances on account of their expenses on removal Of these the largest individual payment was £120 and the smallest 10s. In the cases where anything over £5 was granted there was invariably some trade interest disturbed which would


BOUNDARY STREET SCHEME
PLAN Nº 27.
AUSTIN STREET
ROAD
ST. LEONARDS CHURCH
PARISH OF ST. MATTHEW BETHNAL GREEN
VIRGINIA
LONDON SCHOOL BOARD
LONDON SCHOOL BOARD
WORKSHOPS
MARLOW BUILDINGS
STOCKER STREET
SUNBURY BUILDINGS
CHERTSEY
TAPLOW
STREATLEY
WORKSHOPS
CALVERT AVENUE
CLEEVE BUILDINGS
WORKSHOPS
FACTORY
SHIPLAKE
BAKERY
STORE
GARDEN
PALISSY STREET
GARDEN
CULHAM
BONNING
ST. PHILIPS CHURCH
ROCHELLE STREET
LONDON SCHOOL BOARD
LONDON SCHOOL BOARD
LAUNDRY
SCHOOL
SCHOOL
CHAPEL
COOKHAM
MONTCLARE STREET
WALTON BUILDINGS
HENLEY BUILDINGS
HIGH STREET
SHOREDITCH
PARISH OF ST. LEONARDS
BOUNDARY STREET
NAVARRE STREET
ABINGDON BUILDINGS
BENSON
LIGONIER STREET
MEDMORE BUILDINGS
LALEHAM BUILDINGS
CAMLET STREET
SANDFORD
GARDEN
CHURCH
HOLSEY
CLIFTON BUILDINGS
AINSWORTH STREET
CHURCH
CHURCH
SCALE



have made it unjust to expel the tenant without enabling him to re-establish himself elsewhere.

In connection with the acquisition of properties under all schemes, the Council on 10th May, 1892, directed that the land tax in respect thereof should be immediately redeemed. In November, 1894, it was reported that all such tax had been redeemed in respect of the Boundary-street area with the exception of that on the property then being acquired in virtue of modification No. II. The land tax on this property was paid off subsequently.

Redemption of land tax.

Works.

There were in all nine sales of the old materials of the houses standing on the area (including the transfer of those on one section to the Works department), and the total amount received in respect of them was £4,096.

Clearance of area.

Side by side with the preparation of plans for new dwellings on the area the work of reconstructing certain old and the laying out of new streets was proceeded with.

In July, 1893, the Council decided that all work in connection with the new roadways required under the scheme should be carried out by the Works department.

In March, 1894, the Council decided that all the new streets with the exception of the approach to the area between Shoreditch High-street and Boundary-street, should be paved with asphalte, and that the footways should be laid with York stone. This decision was subsequently (in March, 1896) modified so as to allow of Boundary-street, in which heavy traffic might be expected, and Mount-street, where the gradient was steep, being paved with granite setts. The cost of these works was estimated at £55,000, and this sum included providing the new streets with trees and sewers.

Asphalte paving to be adopted.

With a view to making the asphalte paving as permanent as possible and to avoiding expense to the local sanitary authority in maintenance, it was decided that all the roads to be paved with asphalte should first be made up with macadam and left to consolidate for some time before being laid with asphalte. By this means the risk of cracks in the asphalte through subsidence of the undersoil was very much lessened, and the Vestry of Bethnal-green, appreciating the object of the course taken, undertook to light and scavenge the temporary road surfaces as soon as made, so that they might be conveniently used for access to the new dwellings as and when completed. The following tables show the details of the sewer and temporary and permanent paving works carried out on the area, with the dates of their commencement and completion and the estimated and actual cost thereof—

Method of carrying out paving works.

Sewer and permanent paving works.

Description of work.	Date of reference to Works department or acceptance of tender.	Original estimate or contract sum.	Date of completion.	Final estimate.	Actual cost.
		£ s. d.		£ s. d.	£ s. d.
Paving and sewer—Calvert-avenue (between Boundary-street and High-street, Shoreditch)	March, 1894	2,000 – –	November, 1894.	1,948 9 2	2,011 10 6
Dwarf wall and railing to rectified boundary of St. Leonard's churchyard, Shoreditch	March, 1896	527 – –	May, 1897.	1,149 8 7	1,026 12 5
Paving—Completion of Calvert-avenue (between Boundary-street and High-street, Shoreditch)	October, 1896	570 – –			
Paving—Mount-street	June, 1896	5,000 – –	May, 1897.	4,402 6 –	4,635 2 1
Paving and sewer—Boundary-street	June, 1896	5,445 – –	November, 1897	4,849 8 5	4,763 9 9
Permanent paving—					
Arnold-circus, Calvert-avenue (between Boundary-street and Arnold-circus), Rochelle-street, Palissy-street [Mr. W. Griffiths]	July, 1898	6,738 14 5	June, 1899	6,247 7 7	6,247 7 7
Hocker-street, Montclare-street, Ainsworth-street, Calvin-street (eastern portion)	March, 1899	6,660 – –	May, 1900	7,418 13 6	7,223 13 1
Calvin-street (western portion)	December, 1899	1,230 – –			
Navarre-street, Camlet-street, Ligonier-street	March, 1900	*4,940 – –	In hand	—	—
Totals	—	28,170 14 5	—	26,015 13 3	25,927 15 5

* Not included in the total.

Sewer and temporary paving works.

Description of work.	Date of reference to Works department.	Original estimate.	Date of completion.	Final estimate.	Actual cost.
		£ s. d.		£ s. d.	£ s. d.
Sewer—Mount-street	October, 1894	1,615 – –	May, 1896 ...	1,441 13 3	1,681 17 10
Paving and sewer—Calvin-street (between Mount-street and Montclare-street)	December, 1894	340 – –	May 1896 ...	297 8 –	292 19 –
Sewer—Rochelle-street, Palissy-street, Arnold-circus (northern half), Calvert-avenue (between Boundary-street and Arnold-circus), Hocker-street	February, 1895	1,485 – –	May, 1896 ...	2,898 4 4	2,861 5 9
* *Footway paving*—Mount-street	February, 1895	375 – –			
Sewer—Calvin-street (between Montclare-street and Ainsworth-street), Ainsworth-street, Arnold-circus (southern half)	May, 1895	1,030 – –			
Sewer—Montclare-street	February, 1896	485 – –	Feb., 1897 ...	430 2 2	277 – 6
Sewer—Calvin-street (between Ainsworth-street and Boundary-street) *Paving*—Calvin-street (between Montclare-street and Boundary-street)	March, 1896	1,370 – –	May, 1897 ...	1,454 2 8	1,148 5 10
Paving—Arnold-circus, Calvert-avenue (between Boundary-street and Arnold-circus), Rochelle-street, Montclare-street	June, 1896	2,311 – –			
Paving and sewer—Navarre-street, Camlet-street. *Paving*—Ainsworth-street. *Sewer*—Ligonier-street	December, 1896	4,905 – –	Jan., 1898 ...	7,749 17 2	4,754 10 6
Paving—Ligonier-street, Hocker-street, Palissy-street	February, 1897	2,195 – –			
Totals	—	16,111 – –	—	14,271 7 7	11,015 19 5

* Permanent work, but done together with the other works with which it is bracketed.

*Erection of dwellings.**

Goldsmith-row site.

In July, 1891, it was decided to devote only one-third of the Goldsmith-row site to the erection of dwellings, the remaining two-thirds being reserved as an open space, and on these terms the site was purchased for £8,500, and the Vestry of Shoreditch contributed £2,000 towards the cost.

Streatley-buildings.

The first section (A) of the Boundary-street area to be dealt with was the detached portion lying on the east side of Mount-street. This section was cleared in 1893, and the erection of two blocks of dwellings —one of four and one of five storeys—was approved in July of that year. The work was undertaken by the Works department, and the architect's final estimate of the cost of the buildings was £11,372 4s. 2d., and the actual cost to the Council being £12,439 9s. 6d. The value of land was put at £3,400. The dwellings on section A were named Streatley-buildings, and were opened for occupation in April, 1895, when it was ascertained that the total cost of building amounted to £15,164 19s. 7d.

Goldsmith-row cottages.

The Council, in October, 1892, decided to retain the Goldsmith-row site, and itself build dwellings thereon, but in November, 1892, an offer was received from the East End Dwellings Company to purchase the site for £1,400, and to erect the necessary dwellings thereon. The Council however, in December, 1892, decided to adhere to its previous resolution, and gave instructions accordingly. It was found that the subsoil of the site was such that it would be inadvisable to build block dwellings upon it, and plans of cottages were therefore prepared. In July, 1893, the erection of cottages according to these plans was undertaken by the Works department. The value of the land was in this case estimated at £1,000. The cottages were completed and opened in September, 1895, and the actual cost of building was £6,556 18s. 1d., the architect's final estimate being £6,221 6s. 7d. Meanwhile the plans of further blocks of dwellings were proceeded with, and the question arose whether in lieu of laundry accommodation in such blocks a central laundry should not be provided for the use in common of all the tenants on the area.

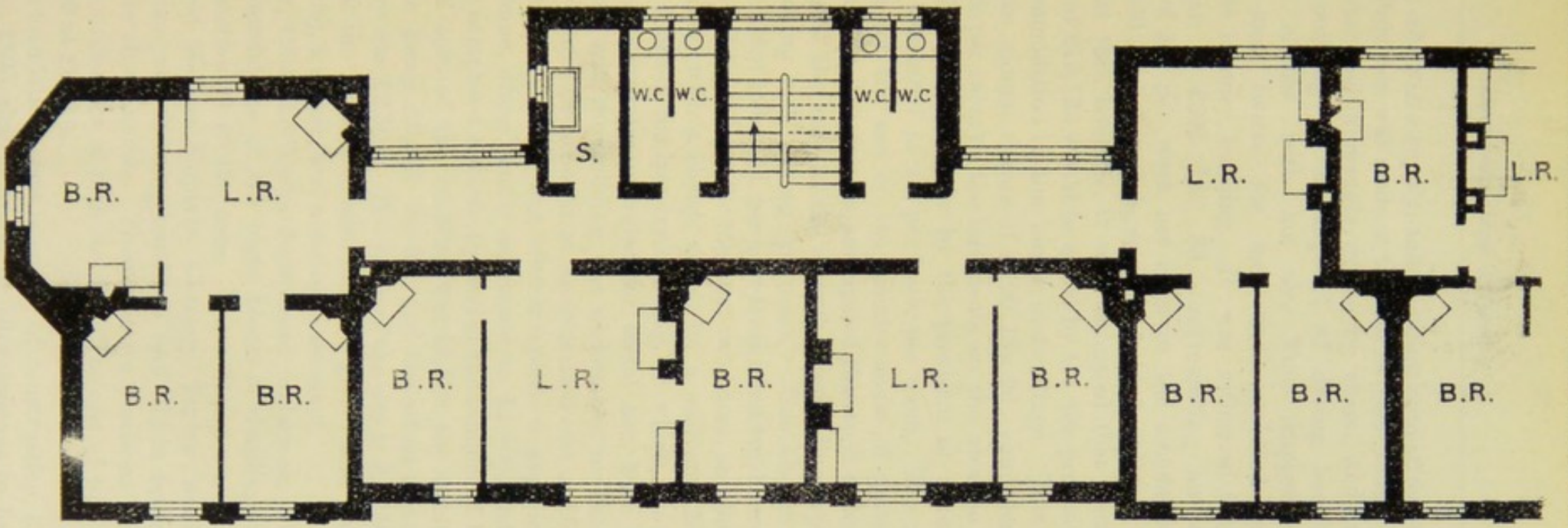
Central laundry.

Guided chiefly by considerations of health, but also by the fact that it was difficult to secure an adequate water supply to the roofs of five-storey dwellings, the Council in October, 1894, decided that the experiment of a central laundry should be tried on the area. Accordingly a building was designed to provide a waiting room and a laundry proper with 42 washing stalls, each stall having a washing compartment

* For the accounts of income and expenditure for the year ended 31st March, 1900, in respect of such of the dwellings as had been occupied, see Appendix F.

CLEEVE BUILDINGS, BOUNDARY STREET ESTATE.

PLAN No. 28.



FIRST FLOOR PLAN.

SCALE.

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with hot and cold water supply, and a boiling compartment fed by steam. Provision was made at the end of each range for a hydro extractor and a mangle driven by steam, and at the end of the building for a range of 42 drying horses for drying the clothes with hot air. Four slipper baths for women and twelve for men were provided in an annexe to the laundry building. It was estimated that an annual deficit of £392 18s. 3d., representing an additional rent of ¾d. per week per room in the tenements on the area, would be incurred in respect of this building. As a set off against this, however, it was estimated that a capital expenditure of £13,125 would be saved by the non-provision of laundry accommodation in the blocks of dwellings. This sum represented an annual charge of £700 13s. 9d., equivalent to 1¼d. per week per room on the tenements on the area, so that the total gain to the tenants by the provision of a central laundry was estimated at ½d. per week per room. The additional charge for the use of the laundry must of course be deducted from this, but it was anticipated that such deduction could not equal the cost to the tenants of providing separate fires for washing and drying purposes. This charge was originally intended to be 1½d. per hour for the first two hours' use of the laundry, 2d. per hour for the next two hours, and 3d. per hour afterwards; with a charge of 1d. for a cold and 2d. for a hot bath. Plans of the laundry building, in which two club rooms were subsequently provided for social use, were then proceeded with, and the building was undertaken in October, 1895, by the Works department, at an estimated cost of £5,890. Central laundry.

The necessary machinery was, after competition, supplied by Mr. J. Cochrane, whose tender amounted to £2,400, and the building was completed towards the end of the summer of 1896.

The actual cost of the building was £6,509, the architect's final estimate being £6,532 3s. 3d., and the actual cost of all the machinery was £2,504. The value of the site is £1,250.

The staff at the laundry consist of an engineer and matron (man and wife), a stoker, and a matron's assistant. Staff.

In October, 1894, the Works department undertook to construct the foundations of the eight blocks of dwellings to be erected on section B of the area. These blocks were subsequently named Marlow, Shiplake, Chertsey, Taplow, Sunbury, Hurley, Culham, and Sonning buildings, and will in future be referred to by those names. Their relative positions may be ascertained by reference to plan No. 27. The cost of this work was estimated at £6,210. Section B foundations.

While the foundations were in course of construction, it was found in May, 1895, that it would be advantageous to have a Cleeve-buildings foundations.

further set constructed at the same time. This set lay partly in section B and partly in section C, and its estimated cost amounted to £900. The dwellings erected on these foundations are now known as Cleeve-buildings. The whole of the foundations for these nine blocks were completed in June, 1896, at a cost of £7,135 6s. 2d., the architect's final estimate being £7,207 9s. 7d.

Cleeve-buildings.

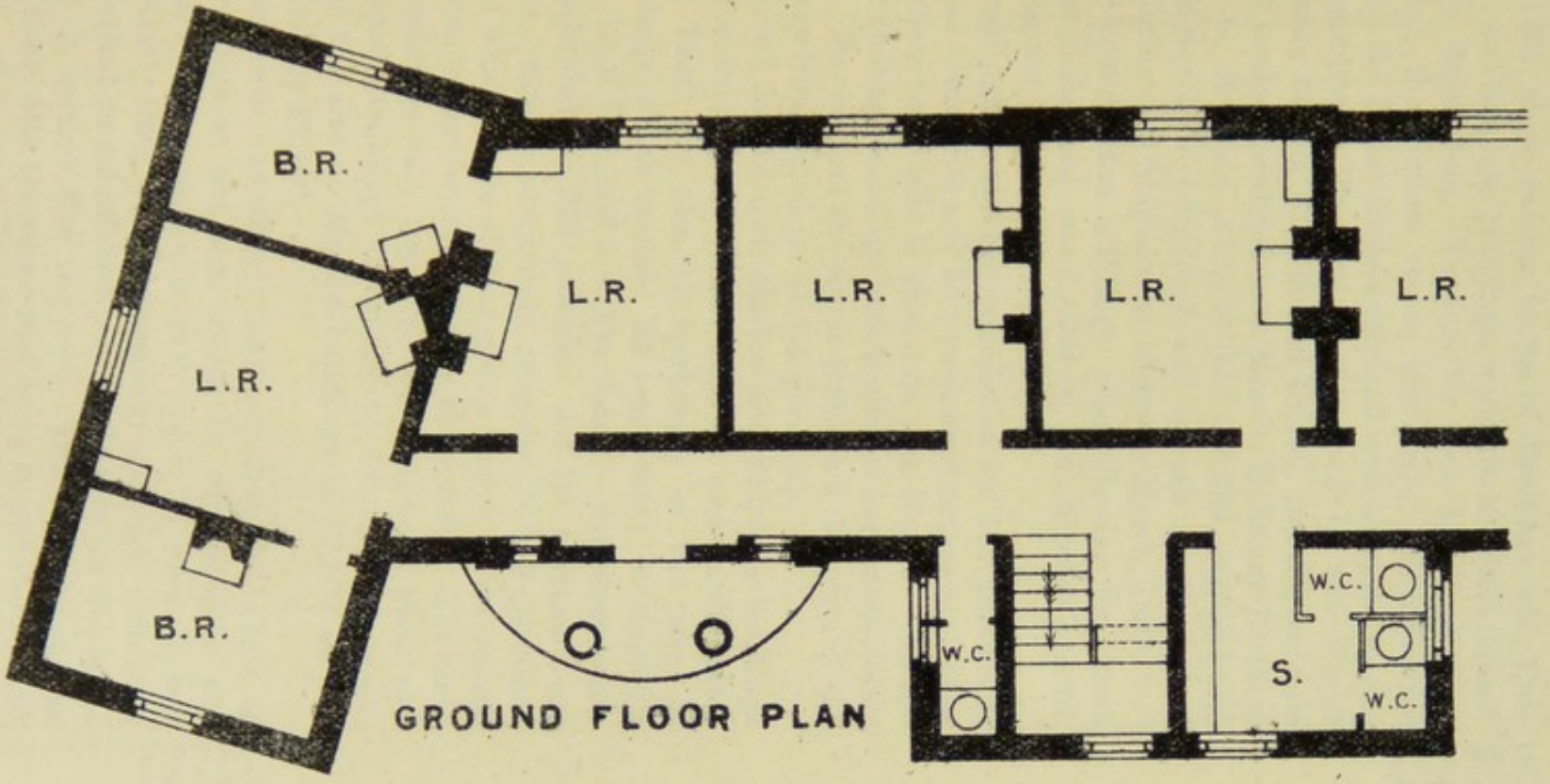
In May, 1895, the working drawings and estimate of £9,100 for the superstructure of Cleeve-buildings were referred by the Council to the Works department. In June the Works Committee reported that the estimate was not sufficient, and tenders were at once invited. The lowest tender received was that of Messrs. Holloway Brothers, which amounted to £9,180. This was accepted in July, 1895, and the work was forthwith commenced. The buildings were completed and opened in July, 1896. They contain 32 tenements, of which 7 are two-roomed, 12 three-roomed, 12 four-roomed, and 1 five-roomed. Baths with hot and cold supply are provided on each floor, and the rents vary from 6s. 6d. to 13s. per week according to the accommodation given. The cost of the buildings alone (including the hot water supply to the baths, which was not provided for in the original estimate), was £10,052 14s. 4d., and the value of the site is £4,325. In the yard at the rear of the buildings 16 workshops are provided, and are let at a rent of 4s. per week each. The ground floor of the buildings, which face Calvert-avenue, close to High-street, Shoreditch, is occupied with 8 shops, which are let at from 12s. to 20s. per week. Plan No. 28 shows the design of the tenements in these buildings. All the tenements have private w.c.'s, but sculleries are provided on each floor for use in common. Otherwise these tenements are of a somewhat superior type, as it was considered that dwellings in such a good position should be.

Sonning-buildings.

The next block of dwellings for which working drawings were completed was Sonning-buildings, which are situated opposite St. Philip's Church, Mount-street (see plan No. 27). These buildings were offered to the Works department in June, 1895, but in the following month the Works Committee reported that the estimate of £6,800 was insufficient. Tenders were therefore invited, and under the authority of the Council the tender of Messrs. Holloway Brothers, amounting to £6,936, was accepted by the Housing Committee during the summer recess of 1895. The buildings were completed and opened in November, 1896. Accommodation is provided for 250 persons in 10 tenements of two, 15 tenements of three, and 15 tenements of four rooms. The rents vary from 5s. 6d. to 10s. per week. The actual cost of the building alone, after allowing for

CULHAM BUILDINGS, BOUNDARY STREET ESTATE

PLAN No. 29.

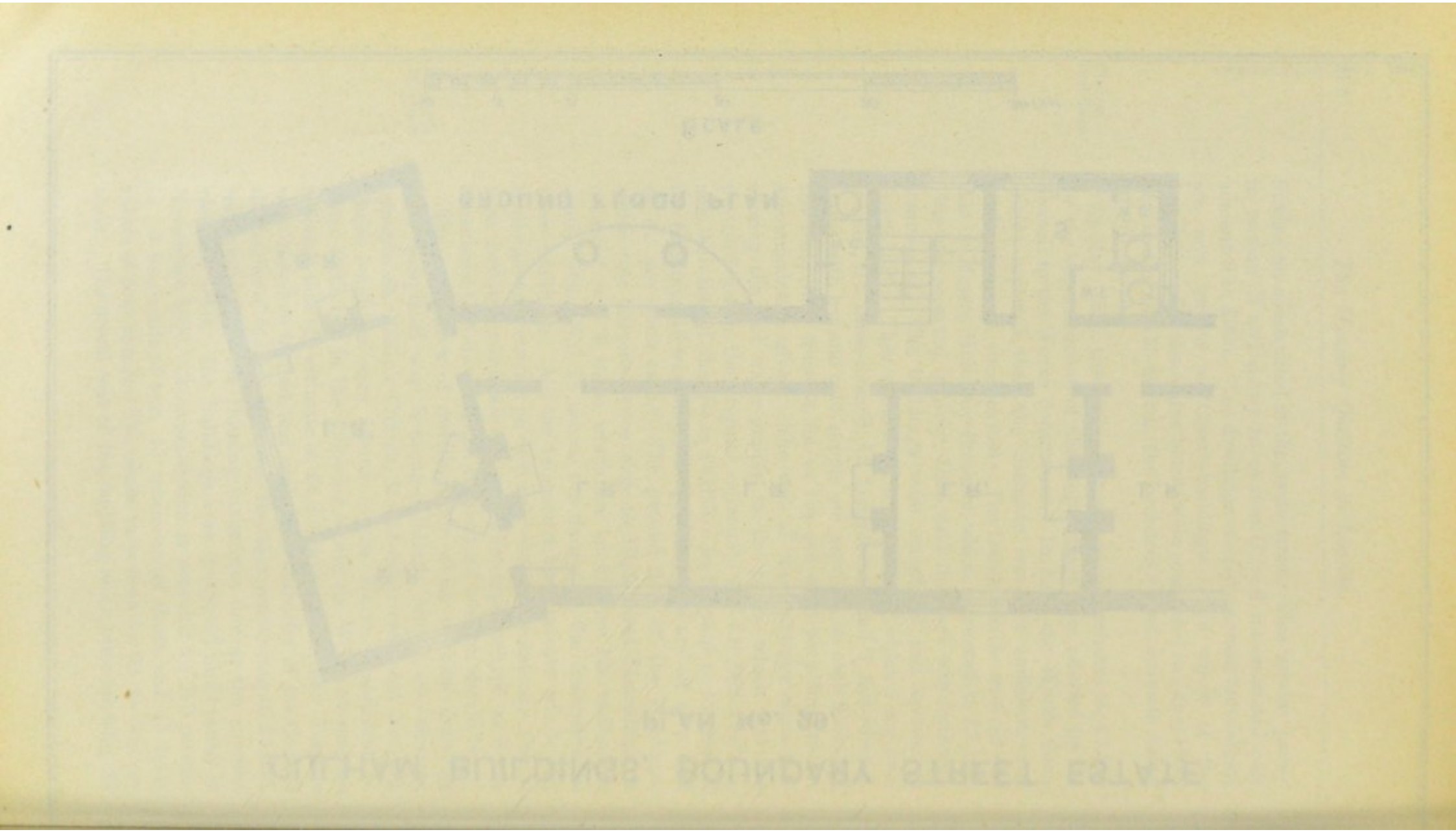


GROUND FLOOR PLAN

SCALE

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extras and omissions, was £7,524 17s. 11d., and the value of the site is £2,700.

Culham-buildings. Marlow-buildings. Shiplake-buildings.

In July, 1895, three further blocks of dwellings, viz., Culham, Marlow, and Shiplake buildings, were offered to and refused by the Works department. Tenders for these buildings were invited during the summer recess, and under the authority of the Council the lowest tenders received were accepted by the Housing Committee. The estimates refused by the Works department were £4,310, £11,900 and £8,450, and the amounts of the lowest tenders accepted were Messrs. Holloway Brothers £3,956, Mr. G. E. Todd £10,100 and £6,990, respectively. Culham-buildings were completed and opened in November, 1896, and Marlow and Shiplake buildings in March, 1897.

The actual cost of these buildings, after allowing for extras and omissions in each case, was £4,204 0s. 11d., £10,181 11s. 7d. aud £7,248 6s. 6d. respectively.

Culham-buildings contain accommodation for 110 persons in 15 one-roomed tenements and 20 two-roomed tenements. The planning of these tenements is shown on plan No. 29. All the tenements at Culham-buildings have sculleries and water-closets in common. The value of the site is £990, and the rents of the tenements vary from 3s. 6d. to 5s. 6d. per week.

On the ground floor of both Marlow and Shiplake buildings shops are provided; in the former case six and in the latter case four. There are also 17 workshops at the rear of Marlow-buildings which contain 34 tenements; of these 12 are of three, 17 of four, and 5 of five rooms. Accommodation is therefore provided for 258 persons. All the tenements are self-contained. Shiplake-buildings comprise 26 self-contained tenements, of which 25 are of four rooms and 1 of six rooms. Accommodation is therefore provided for 212 persons. The rents in Marlow-buildings vary from 9s. 6d. to 13s. per week, and those in Shiplake-buildings from 12s. to 14s. 6d. per week. The value of the site of Marlow-buildings is £3,500 and of Shiplake-buildings £2,400.

Section E dwellings. Henley and Walton buildings.

The Council was exceedingly anxious that the whole of the new dwellings on the area should be completed in the shortest possible time, and with that object in view it was decided in April, 1894, that six specially qualified architects should be invited to submit competitive designs for dwellings to be erected on section E of the area. This competition was held during 1894, with the result that every competitor sent in designs which substantially complied with the conditions laid down. Each competitor was paid a fee of £50, whilst premiums of 25 guineas were awarded to Messrs. Davis and Emanuel and Messrs. Joseph and Smithem. Mr. Rowland

Henley and Walton buildings.

Plumbe, whose design was considered the best, was employed to supervise the construction of dwellings according to such designs. Some amendments were made in the design and working drawings, &c., were proceeded with in January, 1895. The dwellings which were erected were subsequently named Henley and Walton buildings.

In October, 1895, the work of erecting these dwellings was undertaken by the Works department, and completed by them in March, 1897. Henley-buildings provide accommodation for 330 persons in 70 tenements, of which 25 contain three and 45 contain two rooms. Walton-buildings provide accommodation for 370 persons in 75 tenements, of which 35 contain three and 40 contain two rooms. The actual cost of erecting these two blocks of dwellings was £29,321 13s. 6d. (the final estimate having been £29,387 17s. 5d.), and the value of the site of the buildings is £8,000. The rents of the tenements in these dwellings vary from 6s. to 8s. 6d. per week, according to the accommodation provided.

Hurley-buildings, Sandford-buildings.

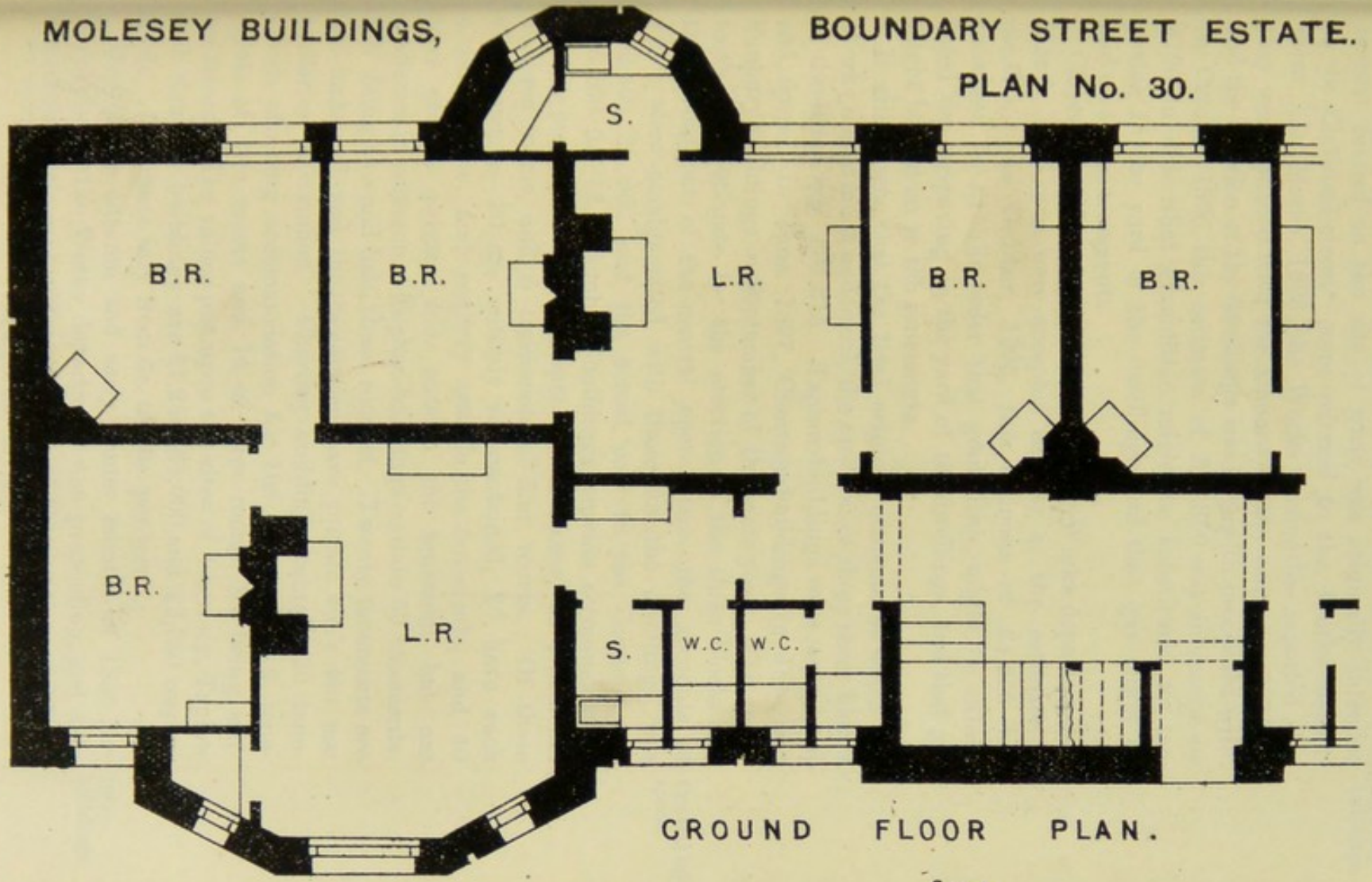
The working drawings and estimate of £2,000 for the superstructure of Hurley-buildings were referred to the Works department in October, 1895, and in December it was reported that the estimate was insufficient. In November, 1895, the working drawings and estimate of £2,150 for Sandford-buildings were referred to the Works department, and this estimate was also reported insufficient in December. Tenders were invited for the two works during the Christmas recess, and in January, 1896, the tender of Messrs. J. Jarvis and Sons, amounting to £3,970, was accepted. The two buildings were completed and opened in January, 1897, at a cost, after allowing for extras and omissions, of £4,070 2s. 10d. Hurley and Sandford buildings each provide accommodation for 50 persons in five tenements of two and five of three rooms. The rents are 7s. and 9s. per week for the two and three-roomed tenements respectively. The value of the site is in each case £510.

Taplow-buildings, Sunbury-buildings, Chertsey-buildings.

In December, 1895, the working drawings and estimate of £7,690 in respect of Taplow-buildings were referred to the Works department, and in January, 1896, it was reported that the department were prepared to build the dwellings for the amount of the estimate, it being understood that they should also have the work of building Chertsey and Sunbury buildings, which were also to be erected on the island site at the north-east corner of the area. In October, 1896, this estimate of £7,690 was increased by £405 in order that granolithic might be substituted for tar-paving in the yard of the dwellings, and that gas might be laid on to the tenements.

MOLESEY BUILDINGS, BOUNDARY STREET ESTATE.

PLAN No. 30.

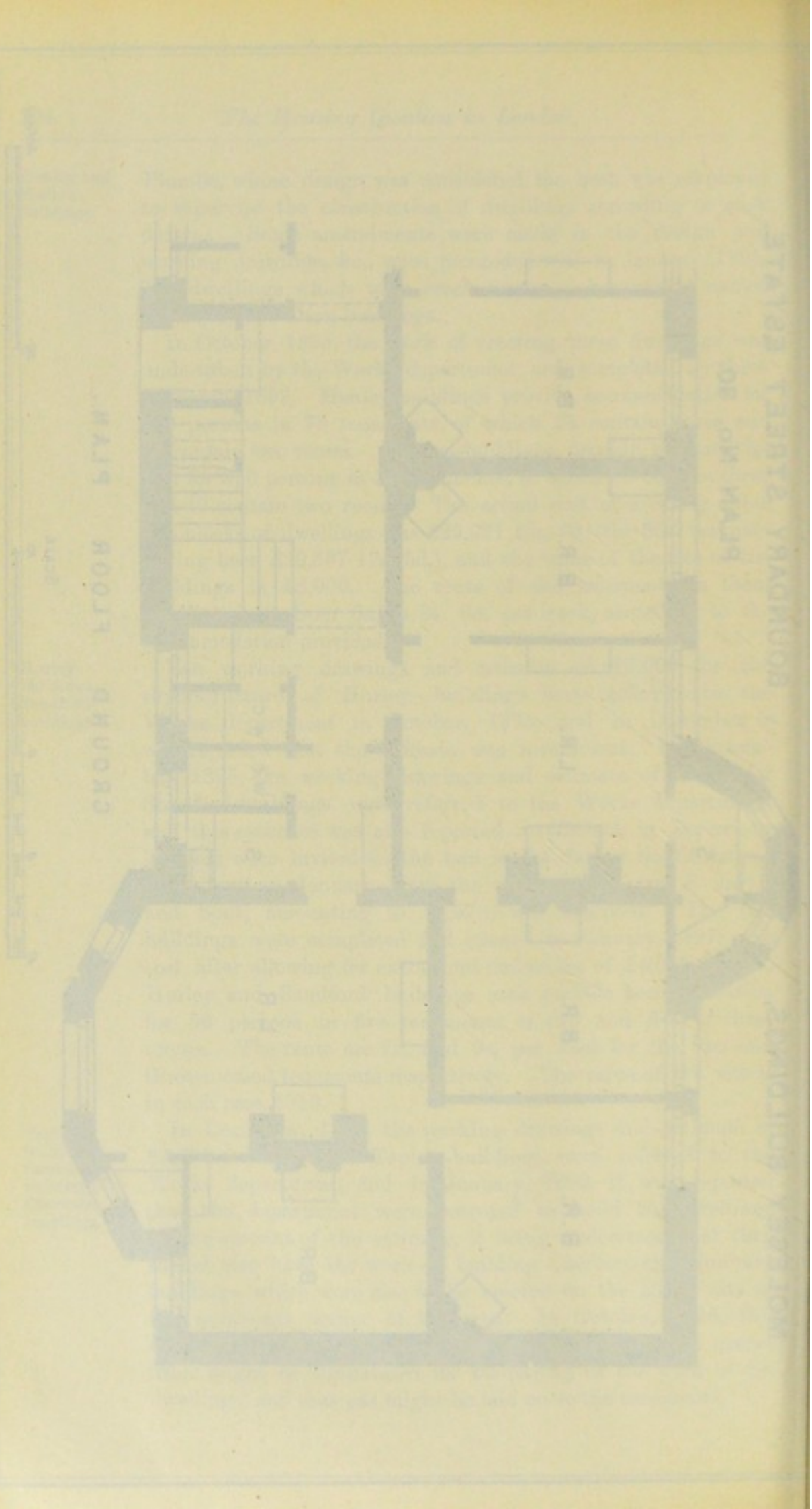


GROUND FLOOR PLAN.

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Taplow, Sunbury and Chertsey buildings.

Accordingly in February, 1896, the working drawings and estimate for Sunbury-buildings, including a row of workshops in rear thereof on the site of what was originally intended to be Chilwood-street* were referred to the Works department. In March, 1896, the Works Committee reported that they were satisfied with the amount of the estimate, £17,350, and the erection of the dwellings was forthwith proceeded with. In October, 1896, this estimate of £17,350 was increased by £700 in order that granolithic might be substituted for tar-paving in the yard of the dwellings, and that gas might be laid on to the tenements.

Chertsey-buildings were referred to the Works department in March, 1896, and were accepted in May at the estimate of £4,675. In October, 1896, this estimate of £4,675 was increased by £155 in order that granolithic might be substituted for tar-paving in the yard of the dwellings, and that gas might be laid on to the tenements.

It will be seen that the total original estimate at which the Works department undertook the erection of these three blocks of dwellings was £31,315. Taplow-buildings were completed and opened in June, 1897, Chertsey-buildings in July and Sunbury-buildings in September of the same year. The architect's final estimate for the erection of the three blocks and the laying out of the central open space, the accounts of which were amalgamated with those for the dwellings, was £32,463 3s. 9d., and the actual cost to the Council was £36,260 0s. 1d. Sunbury-buildings provide accommodation for 390 persons in 50 tenements of two rooms, 25 tenements of three rooms, and 5 tenements of four rooms. Of these 80 tenements, 20 are entirely self-contained, 20 have each a private w.c. and scullery outside the tenements, and 40 have each a private w.c. outside the tenement but use sculleries in common. Taplow-buildings contain 50 tenements, half being two and half three roomed. Twenty tenements are self-contained, and the remainder have private w.c.'s but use sculleries in common. Chertsey-buildings contain 20 tenements affording accommodation for 108 persons in 6 tenements of two rooms and 14 of three rooms, all being self-contained. The values put upon the sites of Chertsey, Taplow and Sunbury buildings are £1,250, £4,000 and £2,730 respectively. The rents vary from 6s. to 10s. per week.

Central open space.

Iffley-buildings.

During the autumn and early winter months of 1896 the inquiry as to the Works department was proceeding, and this caused the settlement of the question of the erection of Iffley-

* See supra pp. 195, 196.

buildings, the drawings of which were submitted to the Council on 10th November, to be delayed until 15th December, when the Committee were authorised to invite tenders for the work. The architect's original estimate was £3,920, but owing to rises in the price of materials and labour this was increased to £4,080. The lowest tender received—that of Messrs. R. A. Yerbury and Son—amounted to £4,109, and this was accepted at the end of February, 1897. The tender, however, having been delivered in January, the contractors desired that some allowance should be made to them on account of a further rise in prices that had taken place in the interval. The Committee agreed to this, and allowed the tender to be increased to £4,205, and the Council ratified this action in March, 1897. The erection of the dwellings was thereupon proceeded with. The dwellings were completed and opened in March, 1898, and the amount paid to the contractors was £4,008 8s. 6d. Iffley-buildings provide accommodation for 90 persons in 5 tenements of two rooms, 5 tenements of three rooms, and 5 tenements of four rooms. All the tenements are self-contained. The value of the site of Iffley-buildings is put at £1,000. The rents vary from 6s. 6d. to 12s. 6d. per week.

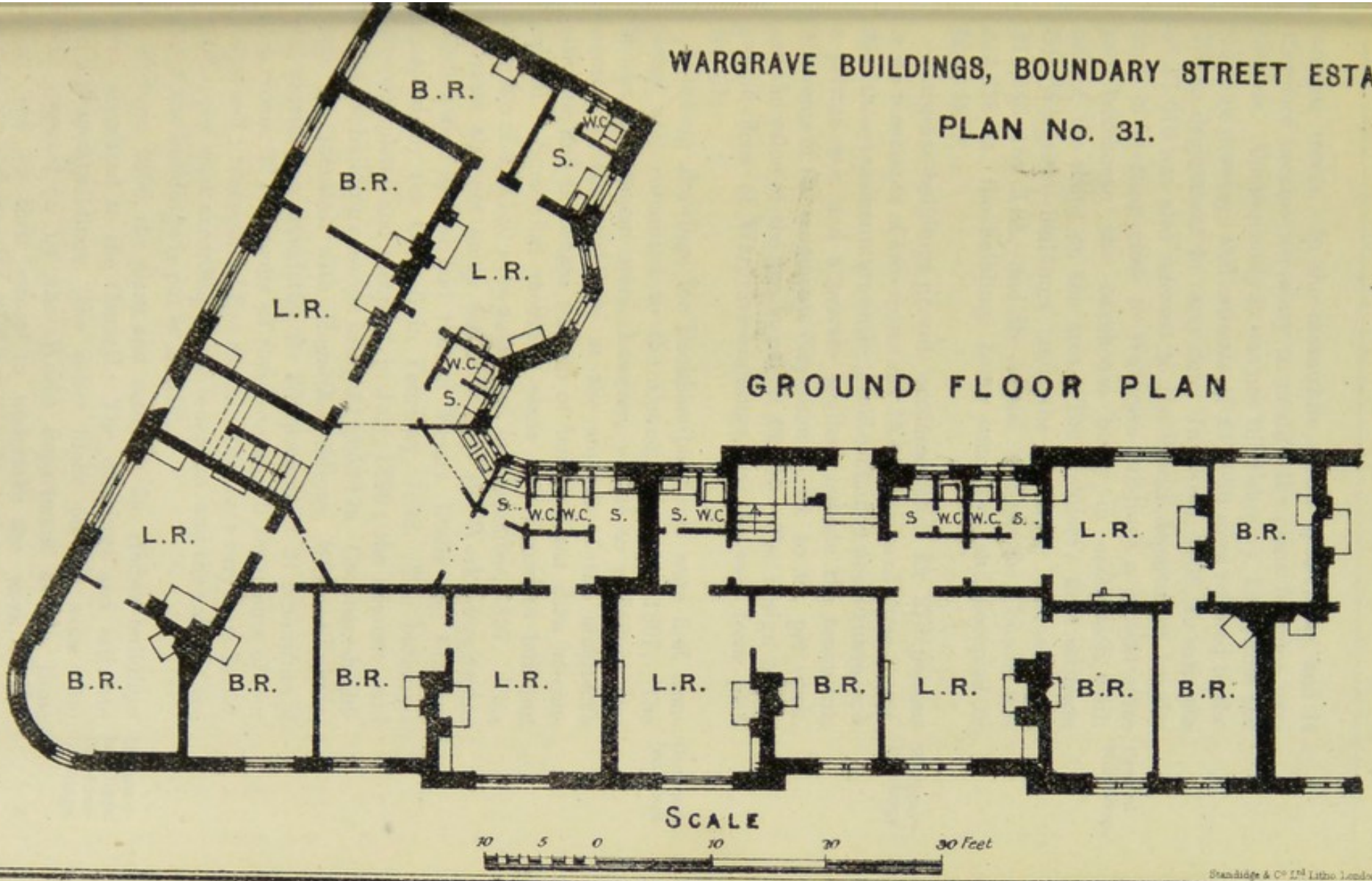
Clifton-buildings, Molesey-buildings.

In July, 1897, the working drawings and estimates of £17,416 and £5,117 10s. in respect of Clifton and Molesey buildings were referred to the Works department, and during the Council's summer recess the manager commenced the work of erecting these buildings. Clifton-buildings were completed and opened in January, 1899, and Molesey-buildings in March, 1899. The accounts of the two blocks were amalgamated, and the architect's final estimate (excluding the work of putting in gas fittings to the tenements) amounted to £21,456 6s. 11d., the actual cost to the Council being £24,237 3s. 1d. Clifton-buildings accommodate 404 persons in 27 tenements of two rooms, 36 tenements of three rooms, 7 tenements of four rooms, and 2 tenements of six rooms. Of these tenements 31 are entirely self-contained, and 41 have detached private w.c.'s, but are otherwise self-contained. The rents vary from 7s. to 14s. 6d. per week. Molesey-buildings accommodate 124 persons in 18 tenements of two rooms and 3 tenements of four rooms. Of these 10 are entirely self-contained, and 10 have detached private w.c.'s.; their design is shown on plan No. 30. The rents vary from 8s. 6d. to 9s. 6d. per week. The values put upon the sites of Clifton and Molesey buildings are £4,325 and £1,300 respectively. The working drawings for Wargrave-buildings were completed and submitted to the Council in July, 1897, but were not dealt with before the

Wargrave-buildings.

WARGRAVE BUILDINGS, BOUNDARY STREET ESTATE.

PLAN No. 31.

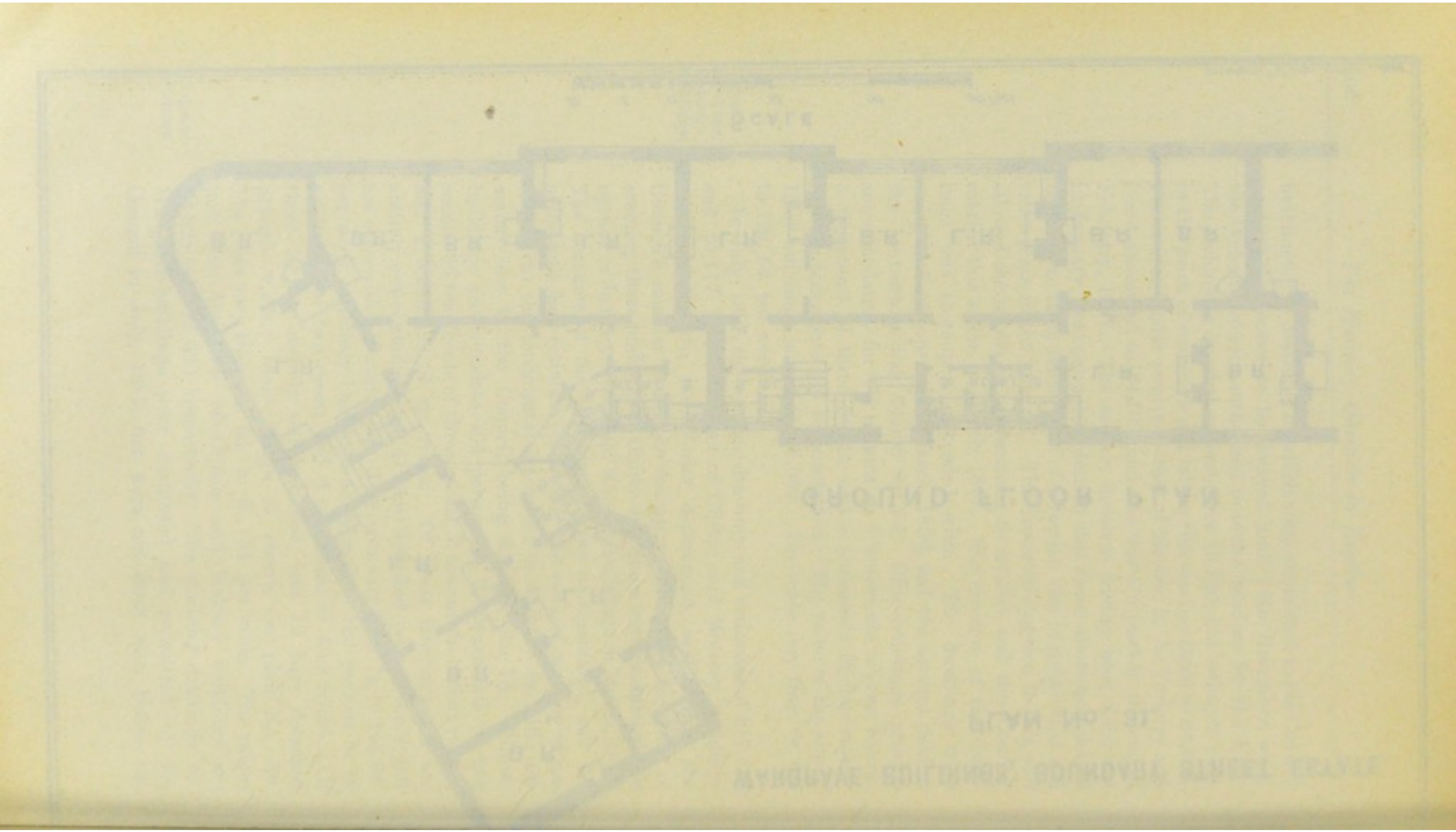


GROUND FLOOR PLAN

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10 5 0 10 20 30 Feet

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summer recess. In the meanwhile prices were rising, and it therefore became necessary to modify the plans in some particulars. Consequently it was not till February, 1898, that the working drawings and estimate of £12,920 were referred to the Works department to carry out. In March, 1898, an estimate of £1,016 was also referred to the Works department for the work of erecting close to Wargrave-buildings a central store and bakehouse, the bakehouse being in connection with one of the shops on the area. The architect's final estimate for Wargrave-buildings and the workshop amounted to £13,245 15s. 11d., and the actual cost to the Council was £14,328 4s., the buildings being completed and occupied in May, 1899.

Central workshop.

Wargrave-buildings provide accommodation for 270 persons in 45 tenements of two rooms and 15 tenements of three rooms. 30 of these tenements are entirely self-contained, and 30 have each a private w.c. and a private scullery outside the tenement. The rents of the tenements vary from 6s. 6d. to 9s. per week, and the value of the site is put at £3,350. The design of the ground floor of Wargrave-buildings may be seen from plan No. 31.

Wargrave-buildings.

Working drawings for Cookham-buildings were first completed and submitted to the Council in July, 1897. The Works department were, however, unable to undertake the erection of the buildings at the amount of the architect's estimate, and the whole scheme of building was then re-considered. Somewhat modified plans and a revised building estimate of £14,180 were submitted in December, 1897. This estimate also not being satisfactory to the Works department tenders were invited, and that of Messrs. Leslie and Co. was accepted by the Council in February, 1898. The buildings were completed and occupied in July, 1899; the amount paid under the building contract being £14,059 17s. Cookham-buildings are identical with Hogarth-buildings, Millbank estate, and provide accommodation for 306 persons in 21 tenements of two rooms, 22 tenements of three rooms, 10 tenements of four rooms and 1 tenement of five rooms. The rents vary from 7s. 6d. to 12s. per week according to the tenement, and the value of the site of the buildings is put at £2,500.

Cookham-buildings.

In June, 1898, the plans and estimate for Hedsor-buildings were submitted to the Council. The drawings and estimate for Laleham-buildings (the other block on the same site) were reported on by the Works department at the same time, and on their refusal to undertake the work at the architect's estimate of £34,380, tenders were invited. No

Hedsor-buildings, Laleham-buildings.

tenders were, however, received, and the amount at which the Works department would be prepared to build the dwellings was therefore ascertained. This sum was £35,018 10s. 9d., and at this price the Council entrusted the work of building both blocks of dwellings to the Works department in July, 1898. The buildings have just been completed at an actual cost of £37,789 7s. 5d., the architect's final estimate being £34,916 10s. 6d. Accommodation is afforded for 790 persons in 75 tenements of three rooms and 85 tenements of two rooms. The value of the site is put at £8,200, and the rents will vary from 6s. 6d. to 9s. 6d. per week. The design of the ground floor of Hedsor-buildings is shown on plan No. 32.

Benson-buildings, Abingdon-buildings.

Plans and estimates for Benson and Abingdon buildings were submitted to the Council, in July, 1898, and in this case also, the architect's estimate of £25,600 was refused by the Works department. In this case, too, no tenders were received in response to the Council's advertisement, which was issued during the summer recess of 1898. The erection of Benson and Abingdon buildings was therefore also entrusted to the Works department at their own estimate of £28,580. These dwellings have also just been completed at an actual cost of £26,524 12s. 9d., the architect's final estimate being £27,379 5s. 7d. They provide accommodation for 540 persons in 20 self-contained tenements of three rooms, and 105 self-contained tenements of two rooms. The value of the site is put at £5,770, and the rents will vary from 6s. 6d. to 9s. 6d. per week.

Completion of the scheme.

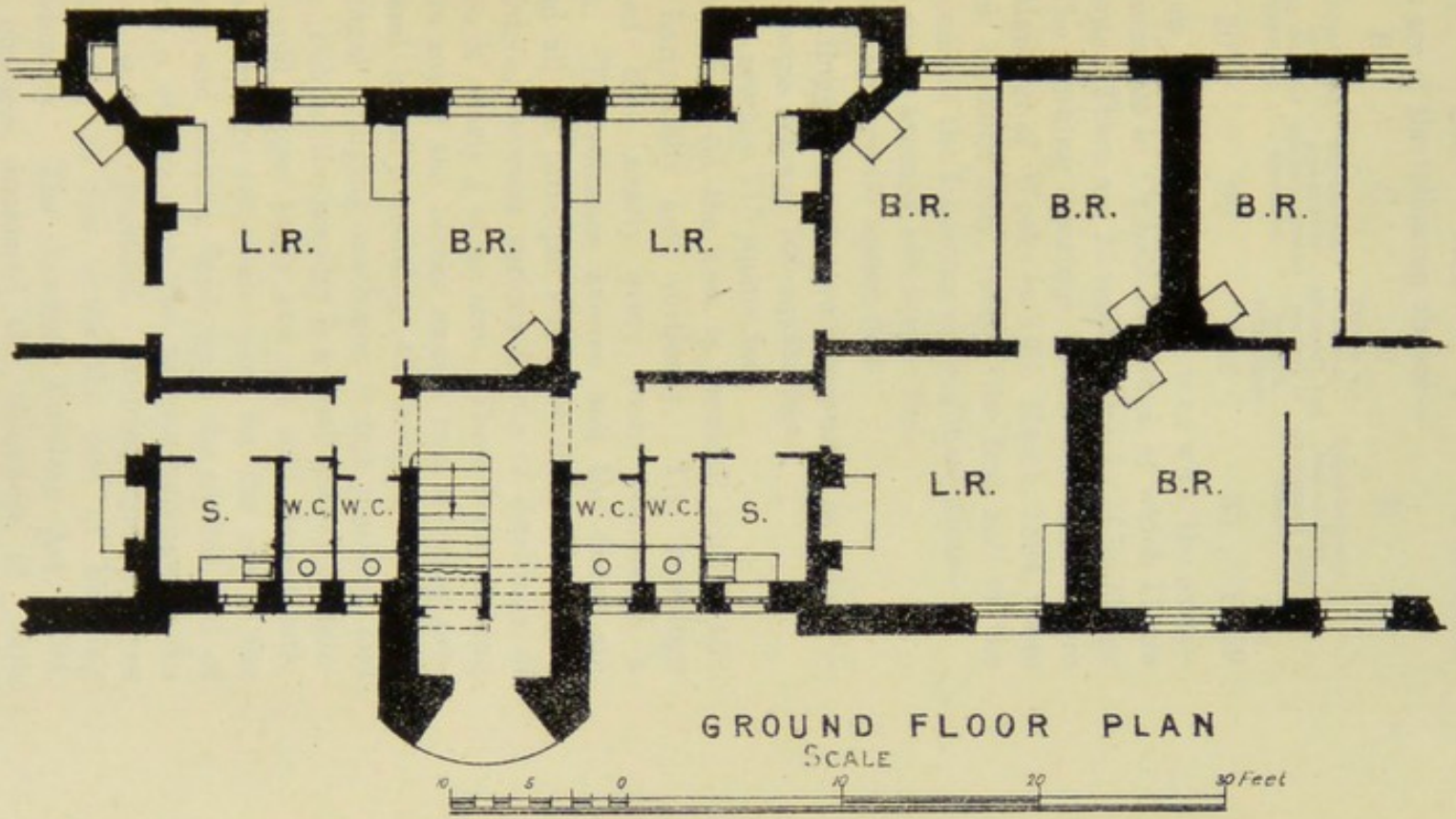
The scheme having thus been completed in March, 1900, the following summary may be useful—

Summary of work done.

The number of persons displaced from the area was 5,719. The Council was required by the scheme to provide accommodation for not less than 4,700 persons, of which number 144 were to be accommodated on the Goldsmith-row site acquired for that purpose. The new accommodation is as follows—Dwelling accommodation on the area for 5,380 persons, on the Goldsmith-row site for 144 persons. Re-housing accommodation has therefore been provided for 5,524 persons, which is only 195 less than the number displaced, and 824 more than the scheme requires. These figures are calculated on the basis of two persons per room, which is somewhat more stringent than that actually allowed by the Council. In addition, 18 shops and 77 workshops have been provided. The 5,524 persons will be re-housed in 1,069 tenements, making an average of 5·168

HEDSOR BUILDINGS, BOUNDARY STREET ESTATE.

PLAN No. 32.



GROUND FLOOR PLAN

SCALE

10 5 0 10 20 30 Feet

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persons per tenement. The statistics as to the tenements are as follows—

One-room.	Two-room.	Three-room.	Four-room.	Five-room.	Six-room.	Total.
15	541	400	103	7	3 ...	1,069

The tenements are of the following classes—

A	B	C	D	E	
Entirely self-contained.	Self-contained, but with detached private w.c.	Private w.c. and private scullery outside tenement.	Private w.c. outside tenement, but scullery in common with others.	Using both w.c. and scullery in common with others.	Total.
601	201	90	142	35 ...	1,069

Every tenement on the area has a private w.c., with the exception of the 35 tenements in Culham-buildings, of which 15 are one-room tenements. There are 23 separate blocks of buildings on the area. The working drawings of the first block were referred to the Manager of Works on 19th March, 1894, those for the last block on 20th July, 1898. The first half of the area comprises rooms of the following approximate areas—

Living rooms average 144 square feet.
Bedrooms average 96 square feet.

In the later buildings these sizes were increased as follows—

Living rooms average 160 square feet.
Bedrooms average 110 square feet.

Every habitable room on the area is provided with a 45° angle of light horizontally and vertically. The buildings are so arranged that nearly every room commands a pleasant outlook. The entrance avenue and the circus are 60 feet wide, and all the principal streets 50 feet. There are three public gardens, between various blocks of dwellings, of an aggregate area of nearly ¾ of an acre. There is no washing accommodation in any of the blocks except two, it being provided in a central laundry containg 42 troughs, 42 drying horses, 3 centrifugal wringing machines, 3 box mangles, and 1 roller mangle. Behind the laundry is a small annexe containing 12 hot and cold slipper baths and one cold shower-bath, and over the laundry are two club-rooms for the use of the tenants. Interest and sinking fund upon the capital cost of this laundry form a charge upon the various buildings. An estate workshop is also provided. During the progress of the re-construction of the estate the cost of building increased considerably. The London Building Act, 1894, amongst other changes, increased the thickness of walls and changed the slope of the roof. From May to July, 1896, the wages of all the skilled trades were increased ½d. per hour, and this was followed, on 1st June, 1897, by a similar increase in the wages of the labourers. The cost

of materials rose very considerably, especially bricks, Portland cement, steel joists, slates, lead, and zinc. The buildings have as a whole been designed within the financial requirements of the Treasury, the interest on the capital being calculated at 3 per cent., and the sinking fund for land and buildings for terms varying from 52 to 60 years.

Opening ceremony.

Towards the end of the year 1899 as Hedsor, Laleham, Benson and Abingdon buildings were approaching completion, it was decided to make arrangements for the formal opening of the whole estate. It was felt that the completion of a scheme of such magnitude, the largest ever attempted under the Housing of the Working Classes Act, 1890, should be specially recognised. Accordingly, His Royal Highness the Prince of Wales, who has ever taken the deepest interest in all questions connected with the housing of the working classes, was asked to perform a formal opening ceremony at the estate. This His Royal Highness at once expressed his willingness to do, and arrangements were made for the ceremony to take place on 3rd March, 1900, at 3 p.m. On that date His Royal Highness, accompanied by Her Royal Highness the Princess of Wales, attended, and was received at the entrance to the estate by the chairman of the Council, Lord Welby, and the vice-chairman of the Committee, Mr. D. S. Waterlow, who took the place of the chairman, Sir John Dickson-Poynder, absent on active service. Their Royal Highnesses then drove round the estate and alighted at the entrance to a temporary pavilion on the site of Navarre-street at the south-west end of the estate. Here they were met by the members of the Committee and the chief officers of the Council, who were presented to their Royal Highnesses. The whole party then proceeded to the platform in the temporary pavilion where the Princess was presented with a bouquet by Miss Margaret Waterlow. The Council's housing work was reviewed by Lord Welby, and His Royal Highness, in a speech which showed at once his deep interest and his wide knowledge of the problem of housing the working classes, then declared the estate open.

The following is the full text of the speech made by His Royal Highness—

"My Lord and Gentlemen,—There is no question, at present, of greater social importance than the housing of the working classes. We all must sympathise with those who lament that greater progress has not been made in the solution of the difficulties which surround the question. No one knows better than the London County Council and the committee to which it entrusts

this important branch of its work what these difficulties are. It is to be feared that the very Acts designed to combat existing evils may themselves give rise to results which were not foreseen. But one thing is certain—that the difficulties have to be surmounted. I am satisfied not only that the public conscience is awakened on the subject, but that public opinion demands, and will demand, vigorous action in cleansing the slums which disgrace our civilisation, in the erection of good and wholesome dwellings such as those around us, and in meeting the difficulties of providing house room for the working classes at reasonable rates by easy and cheap carriage to not distant districts where rents are reasonable. It is therefore with great pleasure that I take part in to-day's proceedings. The housing of the working classes is a subject in which I have long taken a deep interest. As long ago as 1884 I was a member of the Royal Commission on the subject, and I had opportunity then of becoming acquainted with the evils attendant upon the existence of insanitary dwellings. I then personally informed myself of the conditions actually existing, by visiting in several parts of London some of the most unhealthy districts. I have watched with deep interest the development of the question since that time. I know the care and attention which the London County Council and your committee, Mr. Waterlow, have given to it, and one must not forget either what private enterprise, with which is nobly associated the names of Lord Rowton and Lord Iveagh, have effected in this direction. The improvement of the Boundary-street area was, I believe, taken in hand by the County Council as soon as Parliament had given effect to the recommendations of that Royal Commission, and I heartily congratulate the Council on this outcome of their labours. The description of this area—which is contained in the pamphlet the clerk of the London County Council has prepared—gives an excellent account of the condition of the houses which, until recently, existed here. I find that even as long ago as 1839 Dr. Southwood Smith gave a melancholy account of his inspection of the slums in this neighbourhood and elsewhere in the metropolis. Lord Nelson's captains had a sorry fate when their names were borrowed to distinguish the streets and lanes of the foul area which these fair buildings have replaced. Few, indeed, will forget this site who have read Mr. Morrison's pathetic tale of 'A Child of the Jago,' and all of us are familiar with the labours of that most excellent philanthropist, Mr. Jay, in this neighbourhood. More than forty years after Dr. Gavin wrote his book, the death-rate of the persons living in this area was 40 in 1,000

persons living, and some more radical improvement was necessary. It is most satisfactory that the London County Council so soon after its constitution should have cordially co-operated with the vestries of Bethnal-green and Shoreditch in rooting out a nest of vice and disease and replacing the miserable courts and alleys and insanitary and filthy houses with excellent buildings designed to provide comfortable houses for the working people. No doubt this change has not been effected without considerable expenditure. I learn that the cost of the land and properties which have had to be purchased was about £333,000, and that the cost of the buildings which have been erected amounts to nearly £300,000. But these provide accommodation for 5,380 persons—only 339 less than the number who occupied the buildings which were demolished. The sum expended is undoubtedly large, but not large in proportion to the benefits which are secured; for, instead of some thousands of persons living under grave insanitary conditions, dying at the rate of which we have been told, breeding disease, which is not only prejudicial to themselves, but which constitutes a danger to the whole of London, we have a population of almost the same size living under conditions which are in every way favourable to health and comfort. There is, moreover, another view of the matter which may well be reckoned among the advantages which are gained. How little opportunity was there of social improvement among persons living under the conditions of those who previously inhabited this area. It may, however, be said, why did people continue to live under these unfavourable conditions? I may quote the words of Dr. Southwood Smith, "They have no choice; they must live in what houses they can get, nearest the places where they find employment." The conditions of the problem have changed of late years. The means of travelling from the centre to the outskirts of London are yearly growing easier, and we hope that this growth will be continuous. An important point in connection with the housing of the working classes is that of workmen's trains. The Royal Commission of 1884, in referring to this subject, called attention to the importance of favouring in every way facilities of transit between the great centres of industry and the outlying districts, and especially between the metropolis and its suburbs. I note that the Council has taken, and is still taking, active steps with a view to giving effect to the recommendations contained in the report of the Commission, by urging the railway companies to provide additional facilities for working men residing in the suburbs to travel to and from their work. As a result of the

action taken by the Council, and the support it has given to other bodies in this direction, the number of workmen's trains has been considerably increased, and the necessity for providing cheap train services has been impressed upon the railway companies. I also notice with pleasure that the Council itself is providing means of locomotion from the central to the outlying districts of London by promoting schemes for light railways and new tramways, and that they are about to make an experiment in erecting a cottage settlement. There can be no doubt that, by the provision of these facilities, working men will be able to secure not only healthier but cheaper homes. It is not, however, possible that the evil can be met entirely by these means. A large proportion of the working classes will still have to find house room near their work. In connection with this subject I hope that the Legislature may be able to deal with the case of those who are responsible for insanitary property. No one knows better than I do the difficulties with which the London freeholder is surrounded. I am the nominal owner of some property in Lambeth, but I have unfortunately no control over it, though the public think that it is my own. At this moment, in fact, I am powerless, as a portion of this property is let on leases on lives, and the other part under a special Act of Parliament which does not expire until 1909. I am aware the Government is contemplating some much-needed reform in this great and difficult problem; and I should gladly welcome any legislation which would give landlords back, under proper conditions, the power over their property with which they should never have parted, and which would enable me to see the tenants residing on my Lambeth property as happy, as comfortable, and as well cared for as I am able to say they are in Norfolk. I have only now to wish the London County Council all success in the great and good work in which they are engaged. The evils with which we have to grapple are not to be removed in a day, but every step in that direction which they and the many energetic and excellent men who desire to co-operate with them take will entitle them to the lasting gratitude of their fellow-citizens."

On leaving the platform their Royal Highnesses visited specimen tenements in Benson-buildings, and expressed themselves greatly pleased with the design of the buildings.

2. *The London (Churchway, St. Pancras) Improvement Scheme*, 1895.

Official representations.

Many of the houses comprised in a large area embracing practically the whole of the district of Somers-town formed the

First. subject of considerable correspondence with the Vestry of St. Pancras as early as December, 1889. On 12th February, 1891, the medical officer of the parish, Dr. J. F. J. Sykes, made official representations under Part I. of the Housing of the Working Classes Act, 1890, as to this whole area, and the Council decided in May, 1891, that a certain portion of it

How dealt with. should be dealt with under Part II. of the Act, and informed the vestry accordingly. The vestry were not prepared to assent to this, and applied to the Secretary of State for the appointment of an arbitrator. Mr. Cubitt Nichols was thereupon appointed, and held a local inquiry, which was adjourned *sine die* on account of difference of opinion between the vestry and the Council as to what property was intended to be included in the official representation. The Council endeavoured to come to some agreement with the vestry as to how the insanitary property in the area should be dealt with, but without success, and the vestry having made application to the Secretary of State to allow the inquiry to be resumed, the Council felt there was no alternative but to concur in this application. The inquiry was resumed on 16th, 17th and 27th February, and concluded on 1st March, 1893.

The decision of the Secretary of State was received on 27th June, 1893, and was as follows—

(1.) (*a*) That so much of the Somers-town area as lies to the west of Chalton-street, but south of Drummond-street, excluding Christopher-place, should be dealt with by the Council under Part I. of the Act.

(*b*) That Christopher-place, and so much as lies to the west of Chalton-street, but north of Drummond-street, should be dealt with by the vestry under Part II. of the Act, without any contribution from the Council.

* (*c*) That so much as lies to the east of Chalton-street should be dealt with by the vestry under Part II. of the Act, the Council contributing one-third of the expense.

* (2.) and (3.) That the Prospect-place and Derry-street, and Brantome-place areas should be dealt with by the vestry under Part II. of the Act, the Council contributing one-half of the expense.

Second. On 22nd July, 1893, Dr. Sykes made a further representation with regard to an area bounded by Seymour-street, Drummond-street, Chalton-street and Euston-road (excluding Christopher-

* For an account of the proceedings taken by the vestry with regard to these areas, see section VIII., *infra*.

place). This area was not considered to be sufficiently defined, and in order that the decision of the Secretary of State might be at once complied with, the Council's medical officer, Mr. Shirley Murphy, on 10th October, 1893, made an official representation as to (1) (*a*) subsequently known as the Churchway area. The area as thus represented comprised about two acres and included houses in Churchway, Lancing-street, Wellesley-street, York-buildings Elizabeth-court, Grafton-place and Seymour-place.

With respect to this area, the Committee on 24th October, 1893, recommended the Council to pass the necessary resolution for dealing with the area under Part I. of the Act, and submitted a scheme for approval. The Council, however, resolved that it was not satisfied with the sufficiency of its resources within the meaning of section 4 of the Act, and was "at present prevented from passing any resolution that an improvement scheme for such area ought to be made or carried out," and instructed the Committee to enter into negotiations with the owners of the ground values of the area, viz.:—Lady Henry Somerset and Lord Southampton. After correspondence, Lady Henry Somerset made certain propositions for co-operating with the Council in carrying out an improvement scheme as regards her property, and the Council on 19th February, 1895, directed a letter to be addressed to Lord Southampton, inviting him to also join with the Council in improving his property on similar lines. On the definite refusal of Lord Southampton to co-operate with the Council, a scheme, embodying the proposals made by Lady Henry Somerset, was prepared and submitted to the Council on 8th October, 1895.

How dealt with.

Condition of the area.

The area was in the main a valley and the soil was damp. The houses were so ill-arranged on the land as to prevent the area being properly ventilated. Generally the houses were in a bad state of repair and the yard spaces in rear were inadequate. In most cases the houses had been built without damp courses, and many of the ground floors were below the level of the adjoining ground or footway. Moreover the closeness of back buildings and walls in the rear of the houses in many instances rendered the back ground floor rooms dark and unwholesome. The proximity, too, of the water-closets and dustbins to the back doors frequently caused unpleasant smells throughout the houses, especially on days when the air was charged with moisture.

Generally.

For the period 1889–94 the mean death rates for the parish of St. Pancras for the Somers-town sub-district and for the

Death-rates.

area were 20·6 per 1,000, 23·8 per 1,000 and 33·1 per 1,000 respectively. For the same period and places the mean death rates per 1,000 from the principle zymotic diseases were 2·58, 3·26 and 6·13 respectively, and this rate was for the area 11·61 per 1,000 in 1895.

Scheme.

Date. The scheme for the improvement of the area was approved and sealed by the Council on 15th October, 1895. The necessary advertisements were then issued and the notices served on owners and occupiers. In January, 1896, the usual petition for confirmation of the scheme was forwarded to

Local inquiry. the Secretary of State, and a local inquiry into the necessity and sufficiency of the scheme was held by the Commissioner appointed by him on 27th February, 1896.

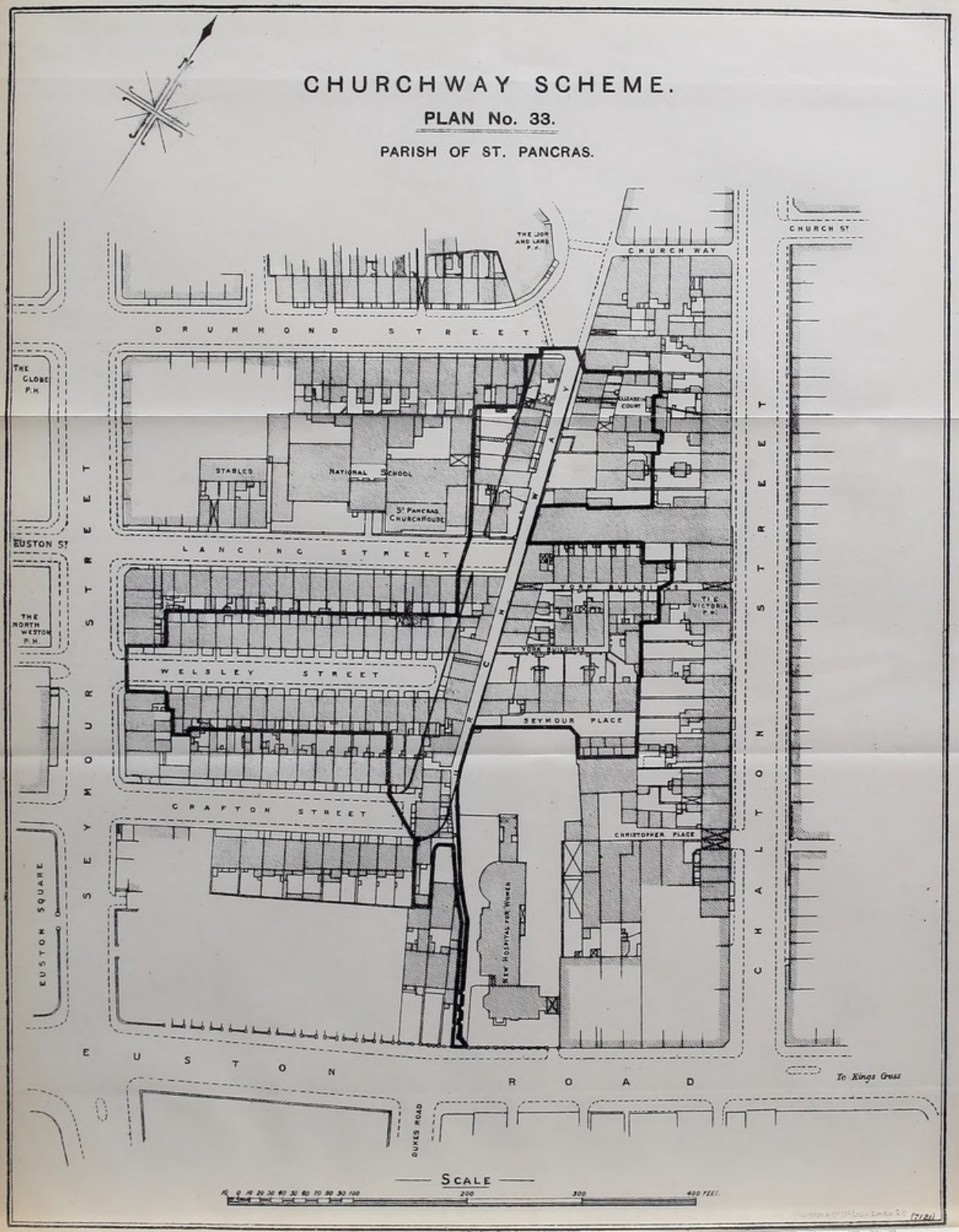
Confirmation. The provisional order sanctioning the scheme was issued on 30th December, 1896, and confirmed by Act of Parliament on 29th March, 1897.

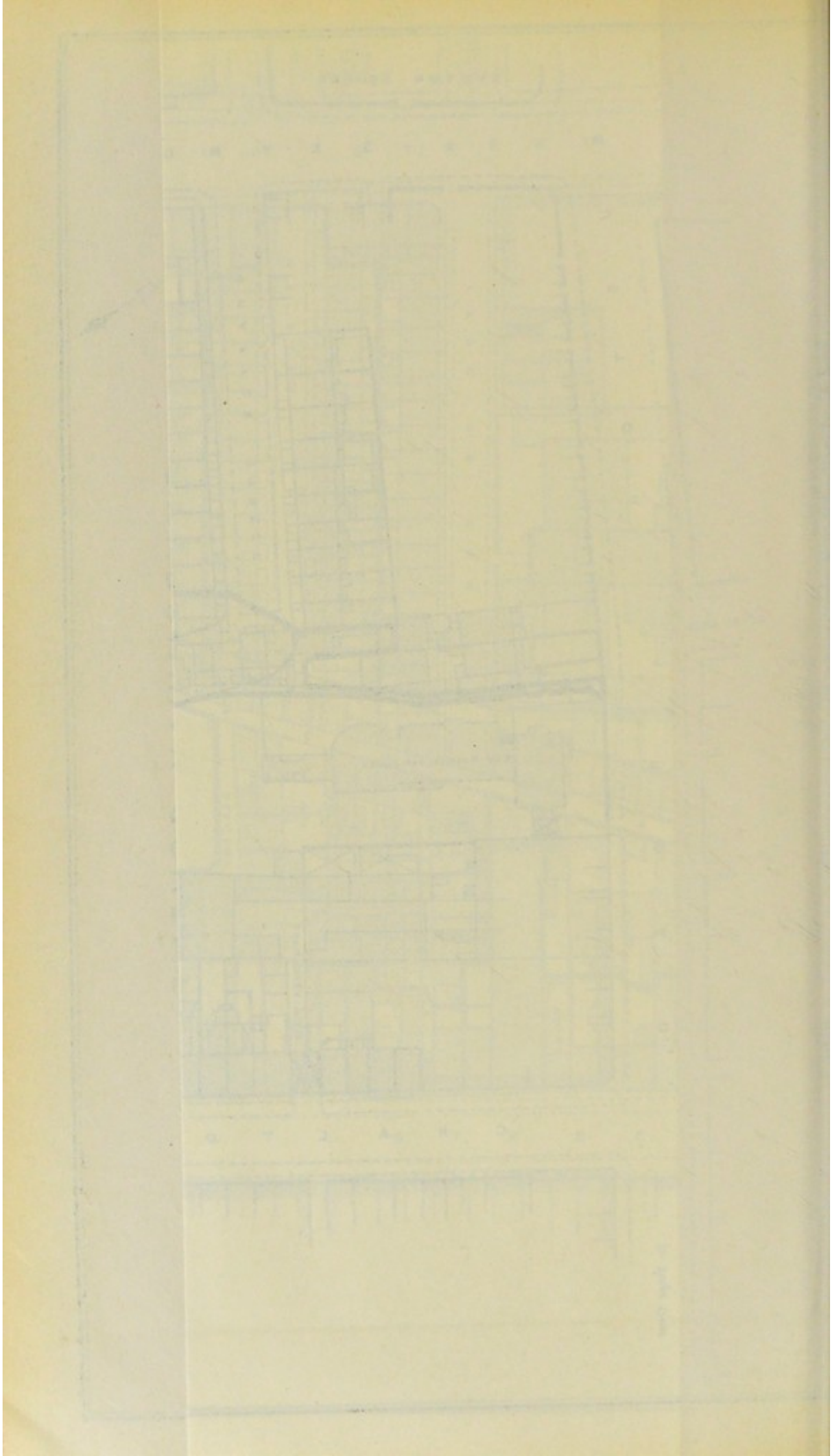
It will have been observed that in all previous cases the provisional order confirming a scheme had been issued in or about May of the year following the adoption of the scheme by the Metropolitan Board or the Council, and that the confirming Act had been passed in the current session of Parliament.

The delay in this case was the subject of correspondence between the Council and the Secretary of State, who explained its occurrence at some length.

Provisions. The scheme, as confirmed, included all the property represented (see plan No. 33), and provided for the displacement of 1,086 persons and for the re-housing on the cleared area of 580 persons, being 348 on the area to the east and 232 on the area to the west of Churchway. The land not required for that purpose might be sold, leased or otherwise disposed of at the discretion of the Council. Wellesley-street was to be widened to 40 feet, and Churchway, between Drummond-street and Grafton-place, was to also be widened to 40 feet, whilst the remainder of Churchway, from Grafton-place to Euston-road was to be closed. By an agreement which formed part of the scheme by way of schedule, Lady Henry Somerset undertook to repay to the Council the expense of carrying into effect that portion of the scheme which affected her freehold, viz., the portion of the area lying to the east of Churchway, and herself to secure the erection of the necessary dwellings thereon.

It should be noted, however, that the agreement provided that before Lady Henry Somerset acted on this undertaking the consent of the Court of Chancery must be obtained, and


CHURCHWAY SCHEME.
PLAN No. 33.
PARISH OF ST. PANCRAS.
THE LION AND LAMB P.H.
CHURCH WAY
CHURCH ST
DRUMMOND STREET
THE GLOBE P.H.
STABLES
NATIONAL SCHOOL
St PANCRAS CHURCHHOUSE
ELIZABETH COURT
EUSTON ST
LANCING STREET
THE NORTH WESTON P.H.
THE VICTORIA P.H.
WELSLEY STREET
SEYMOUR PLACE
GRAFTON STREET
CHRISTOPHER PLACE
SEYMOUR STREET
CHALTON STREET
EUSTON SQUARE
NEW HOSPITAL FOR WOMEN
EUSTON ROAD
DUKES ROAD
To Kings Cross
SCALE
0 10 20 30 40 50 60 70 80 90 100 200 300 400 FEET



should this consent not be obtained within two years from the date of the Act of Parliament confirming the scheme, the Council agreed itself to carry out the scheme in its entirety.

Estimated cost.

Two estimates of the cost of the scheme were therefore prepared, a saving of £12,500 being shown on the basis of the co-operation of Lady Henry Somerset being sanctioned. These estimates were as follows—

	On the basis of Lady Henry Somerset's co-operation.	On the basis of the scheme being entirely carried out by the Council.
	£	£
Gross cost of property	52,000	52,000
Cost of works	6,450	6,450
	58,450	58,450
Less receipts	19,300	6,800
Total net cost ...	39,150	51,650

Co-operation of Lady Henry Somerset.

It will have been observed that the sanction of the Court of Chancery to Lady Henry Somerset's projected co-operation with the Council had to be obtained before 29th March, 1899. In order that application for this sanction might be made, it was necessary that all the leasehold interests in the property belonging to Lady Henry Somerset should be acquired by the Council. The acquisition of these interests, the cost of which, including all costs, amounted to £5,895, was therefore pushed on with all speed, and the application to the Court was heard by Mr. Justice Byrne on 22nd March, 1899. After recapitulating the facts upon which the application was made, Mr. Justice Byrne in giving judgment, proceeded as follows—

"Now the question comes on before me in this way, and "I am asked to sanction a scheme which would involve "first the payment of a sum of £6,000 odd in respect of "the property so taken. I think that is the right amount. "It would also involve an expenditure of £23,000 in actual "buildings. The whole result of what is proposed is "summed up by Mr. Vigers in an affidavit which he has "made (and which is supported by another affidavit), in "which he points out that whatever happens there must "be a loss of income to the estate.

* * * *

"It is said the sanction can be given if, in the opinion "of the Court, it is not injurious to the estate. That is to "say, the Court may, if in a proper case it thinks that

"what is desired should be done, although not in itself "likely to produce a profit to the estate, sanction the "building of dwellings for the accommodation of the "working classes, if it is not injurious to the estate.

"But what is the position I have here? The estate is "this very property. There is no estate in the sense of "their being other property belonging to the settled estates "which would be either injuriously or beneficially affected "by reason of the erection of these dwellings.

* * * *

"Although I can quite understand the position of Lady "Henry Somerset in this matter, and I can see that some "difference has arisen since the conditional agreement was "entered into, because, as I have been told, a portion of "the property has been got rid of in this immediate neigh-"bourhood, which belonged to the estate since the summons "was taken out, yet, looking at the whole of the circum-"stances, I do not think that this is an arrangement which "I can sanction, even assuming that I have the power, and "I say nothing one way or the other about it in reference "to a legal point which has been raised upon a section of "the Settled Land Act, having regard to the particular "terms of this Will, because in the view I take it is not "necessary to determine it. I think, therefore, I must "refuse my consent."

The effect of this judgment was that the Council was obliged to proceed with the execution of the whole scheme without any assistance from Lady Henry Somerset.

Modifications of Scheme.

On 5th October, 1897, and 29th March, 1898, the Council directed that a modification of the scheme should be obtained so as to allow of the omission from the operation of the scheme of the premises No. 1, York-buildings, and of workshops in rear of No. 150, Euston-road.

The order permitting these modifications was issued by the Secretary of State on 23rd March, 1899.

On 16th November, 1897, and 18th October, 1898, the Council decided to obtain further modifications to permit Wellesley-street to be closed and utilised as a portion of the building site on the east of Churchway, and a strip of land on each side of the remainder of that street to be excluded from

the operation of the scheme. The order allowing these modifications was issued by the Secretary of State on 29th July, 1899.

Acquisition of Property.

In this scheme no less than 57 claims were settled by negotiation leaving five to be dealt with by an arbitrator. The amount claimed by the 57 claimants was £56,153 17s. 10d., and the amount of settlement was £34,888. Mr. H. T. Steward was appointed arbitrator in March, 1898. The amount claimed in the five cases with which he dealt was £5,854 17s. 8d., and the amount of his award, issued on 15th April, 1898, was £2,366. The amount paid in gratuities to weekly tenants has so far been £88 10s., and the total amount actually disbursed for property (including legal and other expenses) has, up to 31st March, 1900, been £30,120.

Works.

The portion of the area lying to the west of Churchway was cleared of buildings in July, 1899. The sum received for the old materials of the buildings was £84, and £1,059 17s. 7d. has so far been received for rent from the old houses on the area. The clearance of the remainder of the area will be proceeded with when the dwellings on the west side of Churchway have been completed, and the widening and paving of Churchway will be carried out at the same time. This course is rendered necessary by the fact that the level of the widened roadway will be several feet above its old level, so that when this work is commenced the old houses on the east side of Churchway will have to be closed.

Erection of Dwellings.

Site west of Churchway.

Pending the clearance of the site on the west side of Churchway, the plans of dwellings to be there erected were prepared, and on 28th March, 1899, the Council decided to retain the land and itself erect the dwellings thereon. The formal consent of the Secretary of State to this course was not obtained till January, 1900, but the plans of the dwellings were approved by him in June, 1899. On 6th February, 1900, the work of erecting these dwellings was entrusted to the manager of the Works department at an estimated cost of £17,450. The total estimated cost of the dwellings, which will be called Wellesley-buildings, is £18,570. They will provide accommodation for 360 persons in 60 tenements of two, and 20 tenements of three rooms.

Wellesley-buildings.

Site east of Churchway.

Subsequently, on 19th December, 1899, the Council decided to retain the two sites on the east side of Churchway, and to obtain the Secretary of State's permission itself to build the necessary dwellings on these sites also. This permission was obtained in January, 1900, and plans for two blocks of dwellings to be erected on the sites have been prepared and are about to be forwarded to the Secretary of State for approval. Dwellings according to these plans will provide accommodation for 490 persons.

3. *The London (Clare-market, Strand) Improvement Scheme, 1895.*

Official representation.

On 19th September, 1892, it was reported by the Council's medical officer that three areas lying between the Strand and Sardinia-street were fit subjects for a scheme under Part I. of the Housing of the Working Classes Act, 1890. This report was constantly under the consideration of the Council's Housing Committee, until on 23rd November, 1894, the medical officer of health of the Strand district made an official representation under Part I. of the Housing of the Working Classes Act, 1890, with respect to the following areas—

Date.

A, lying between Drury-lane, Stanhope-street, Blackmoor-street and Kemble-street.

B, lying between Clare-street, Clare-market, Houghton-street and Stanhope-street.

C, lying between White Hart-street, Strand, Drury-lane and Drury-court, and Helmet-court.

Property included.

The areas comprised in all about 3½ acres, and included houses in Drury-lane, Stanhope-street, New Church-court, White Horse-yard, Blackmoor-street, Holles-street, Clare-market, Clare-passage, Clare-street, Clare-court, Harford-place, Granby-place, Nag's Head-court, Eversley-buildings, Feather's-court, Windsor-court, Denham-yard, Drury-court, Angel-court, Helmet-court, White Hart-street and Half Moon-court.

How dealt with.

The representation was at once taken into consideration and on 8th October, 1895, a scheme for the improvement of the areas was submitted to the Council.

Condition of the Areas.

Generally.

The Council's medical officer of health reported with regard to the area as follows—

"The streets and courts which require reconstruction and rearrangement cover a total area of some 3½ acres. The first sub-area, which lies on the north-eastern side of

Drury-lane, has at the rear of houses fronting on the street a number of narrow and confined alleys. Some of these alleys are *culs-de-sac*, and there is great crowding of the houses on the area, and consequent interference with the access of light and air to the buildings. There are upwards of 800 persons to the acre in this sub-area, the density of population being about six times that obtaining in the entire Strand district.

"The second sub-area lies to the east of the first, and is traversed by Holles-street. The space about the houses in this sub-area is very limited, and the ventilation at the rear very defective.

"The third sub-area lies to the south of the first and between it and the Strand. It includes several narrow, ill-ventilated courts, the houses in which have little or no space at the rear.

"The insanitary condition of the area arises especially from the close proximity of the houses to each other, and from bad arrangement, and therefore nothing short of a scheme of reconstruction and rearrangement will provide an adequate remedy."

Death rates.

The rates of mortality in the area represented were shown by the medical officer of health of the district to have been as follows—

	Per 1,000 in 1891.	Per 1,000 in 1892.	Per 1,000 in 1893.	Per 1,000 in 1894.
The whole area ...	34·18	35·84	44·83	39·03
Sub-area A	41·4	32·92	38·92	41·32
„ B	22·85	39·3	50·52	25·91
„ C	30·17	40·18	47·62	41·36
Strand district... ...	26·75	25·09	26·59	19·86
London	21·4	20·24	20·09	17·7

Scheme.

Date.

The scheme was sealed by the Council on 15th October, 1895. In January, 1896, the necessary petition and all particulars required were forwarded to the Secretary of State, who thereupon directed Mr. H. T. Steward to hold a local inquiry as to the truth of the representation and the sufficiency of the scheme. This local inquiry was held on 5th, 6th, 11th, 12th, 20th and 21st March, 1896. At this inquiry, in order to avoid opposition from the Strand District Board, it was agreed to ask that a provision should be inserted to secure the widening of Blackmoor-street and Clare-street to 40 feet. In this case also considerable delay occurred in the issue of the provisional order,

Local inquiry.

Confirmation.

which was not made till 20th January, 1897. This order was confirmed by Act of Parliament which received the Royal Assent on 3rd June, 1897. The area included in the scheme as confirmed (see plan No. 34, on which the area is shown by shading), besides all the property represented, included the houses on the south side of and fronting Kemble-street, and property at the corner of Holles-street and Stanhope-street. These were included as neighbouring lands in order that Holles-street might be closed and good building sites formed. 3,172 persons were to be displaced and 2,250 were to be rehoused. Of this latter number, 750 were to be rehoused on the cleared land and 1,500 were to be provided for on the Millbank estate, Westminster, acquired under Part III. of the Act*. It was also provided that Drury-lane, so far as affected by the scheme, should be widened to 40 feet.

Provisions.

Estimated cost.

The estimated cost of carrying the scheme into effect was as follows—

Gross cost of property	£379,150
Cost of works	2,250
	£381,400
Less receipts	164,900
Total net cost	£216,500

Modification of Scheme.

On 5th July, 1898, the Council decided to obtain a modification of the scheme so as to include a small piece of land in rear of No. 7, Feathers-court.

Acquisition of Property.

In the case of this scheme the majority of the claims were settled by negotiation, but 60 were left for determination by the arbitrator to be appointed by the Secretary of State. In December, 1898, the Council applied for this appointment, and Mr. H. T. Steward was forthwith appointed. He issued his award in two parts, the first in June, 1899, dealing with 55 claims, and the second in July, 1899, dealing with the five remaining. The total amount claimed in these cases was £162,394 0s. 9d., and the amount awarded was in all £88,169. The amount paid in respect of property under this scheme has so far been £112,394, and the total amount claimed by 195 claimants was £509,179 17s. 1d.

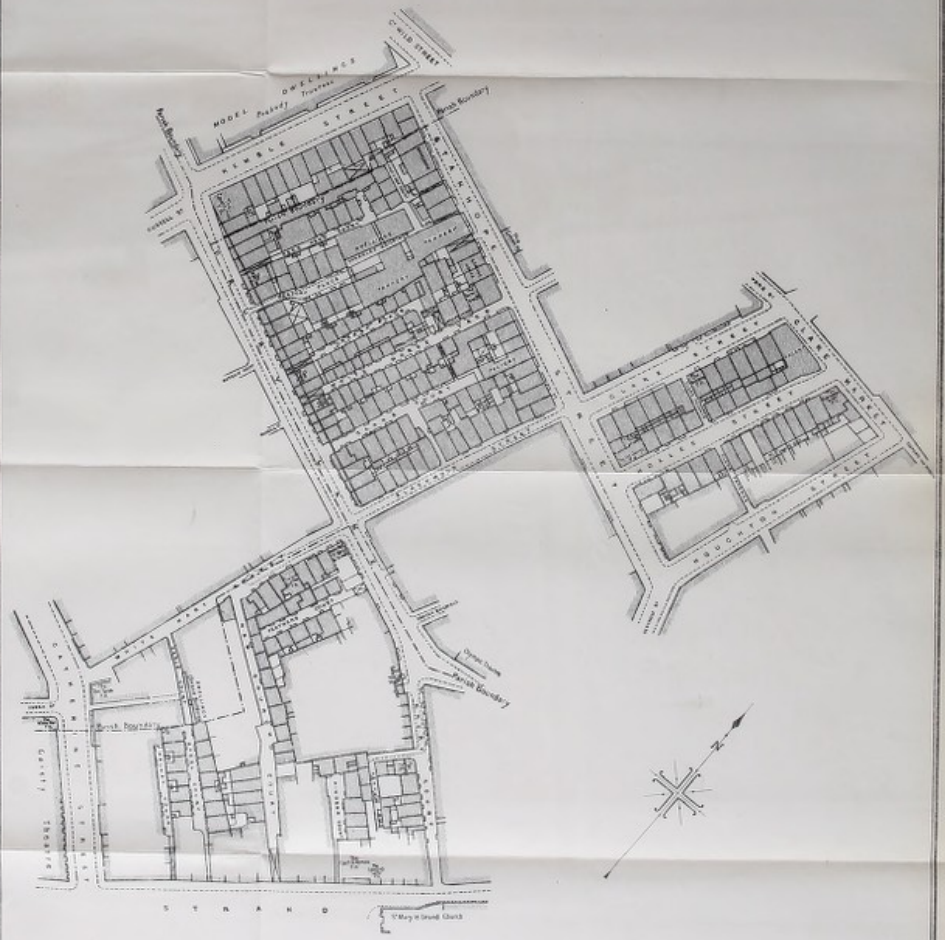
Works.

So far only such houses have been closed as were utterly unfit for further habitation. Very few demolitions have taken place, and it is not anticipated that this work will be proceeded with until some new accommodation has been provided in the immediate vicinity of the area.

* See section IX. infra.

CLARE MARKET SCHEME.

PLAN No. 34.



SCALE

Erection of Dwellings.

While the acquisition of properties was being proceeded with the vast street improvement known as the "Holborn to the Strand" was being undertaken by the Council, and on its appearing that the Clare-market area was closely connected therewith, the re-housing proposals under both schemes were considered together. In October, 1898, three sites, known as the Russell-court, Duke's-court and Herbrand-street sites, were acquired from the Duke of Bedford under Part III. of the Housing Act and subsequently the site of Reid's brewery in Clerkenwell-road was acquired also under Part III. of the Act.

The details of the proceedings with regard to these sites will be found in section ix. of this work. It may here be mentioned that more than 3,000 persons will have to be re-housed in connection with the street improvement, in addition to the 750 to be re-housed on the area and the 1,500 on the Millbank estate in connection with the Clare-market scheme.

Particulars as to the Millbank estate will also be found in section ix. of this work.

4. *The London (Garden-row, Roby-street, Baltic-street, and Honduras-street, St. Luke) Improvement Scheme*, 1899.

Official representation.

On 31st July, 1899, Dr. G. E. Yarrow, the medical officer of health of St. Luke, made an official representation with respect to ten areas in the parish. These areas together occupied about four acres, and may be described as follows— Date.

Area.	Description.	
I. Garden-row	That block of property which is bounded on the north by Lever-street; on the east by Europa-place; on the west by Central-street and the eastern end of houses on the south of Clarence-place; and on the south by Clarence-place and the southern end of houses in Europa-place.	Property included.
II. Bastwick-street ...	That row of houses in Bastwick-street which is bounded on the west by the "Chamberlain's Arms" public-house; and on the east by the rear of houses in Central-street.	
III. Central-street ...	That block of property which is bounded on the west by Central-street; on the north by Mitchell-street; on the east by the west side of No. 6, Mitchell-street, the Amias almshouses, the rear of premises in George-yard, and the west side of No. 85, Old-street; and on the south by Old-street.	
IV. Roby-street ...	That block of property which is bounded on the north by Mitchell-street and the rear of houses in Mitchell-street; on the east by the west side of a public-house in Mitchell-street and the rear of houses in Helmet-row; on the south by the rear of houses in Old-street; and on the west by the eastern side of a house in Mitchell-street, by the Amias almshouses, by the rear of houses in Richard's-place, and by the western boundary of Richard's-place.	

Area.	Description.
V. Ludlow-street ...	That row of houses in Ludlow-street lying between Cross-street and the rear of houses in Goswell-road.
VI. Baltic-street ...	That block of property which is bounded on the west by Middle-row and the eastern side of Little Baltic-street; on the north by New-court and the south side of Baltic-street; on the south by St. Thomas'-place and Hatfield-street; and on the east by part of Bull-court, by the western side of houses in Memel-street and Baltic-street, and by Domingo-passage.
VII. Honduras-street ...	That block of property which is bounded on the north by the rear of property in Old-street; on the east by Golden-lane; on the west by the rear of houses in Honduras-street; and on the south by Baltic-street.
VIII. Young's-buildings	That block of property which is bounded on the north by Old-street; on the south by White's-yard and the rear of premises therein; on the east by Whitecross-street; and on the west by the rear of Young's-buildings, and the east side of premises in White's-yard. (Except for Young's-buildings and the shops fronting Whitecross-street this is vacant land.)
IX. Beckford-square ...	The 14 houses on the east and west sides of Beckford-square, Old-street.
X. Tilney-court ...	The 10 houses on the east and west sides of Tilney-court, Old-street.

Many of these areas had been before the Council at various times since 1889, when some of them were brought privately to its notice, and others were reported by the Vestry of St. Luke in consequence of the Council's request for information as to insanitary areas in the various districts of London.

All the areas were viewed by the Housing of the Working Classes Committee, and on 24th October, 1899, the Council on the Committee's recommendation decided that the areas numbered I., IV., VI. and VII. should be dealt with by way of scheme. The remaining areas represented consisted for the most part of single rows of houses which it was thought could be conveniently dealt with the vestry by way of closing orders either under the Housing of the Working Classes Act, 1890, or the Public Health (London) Act, 1891.

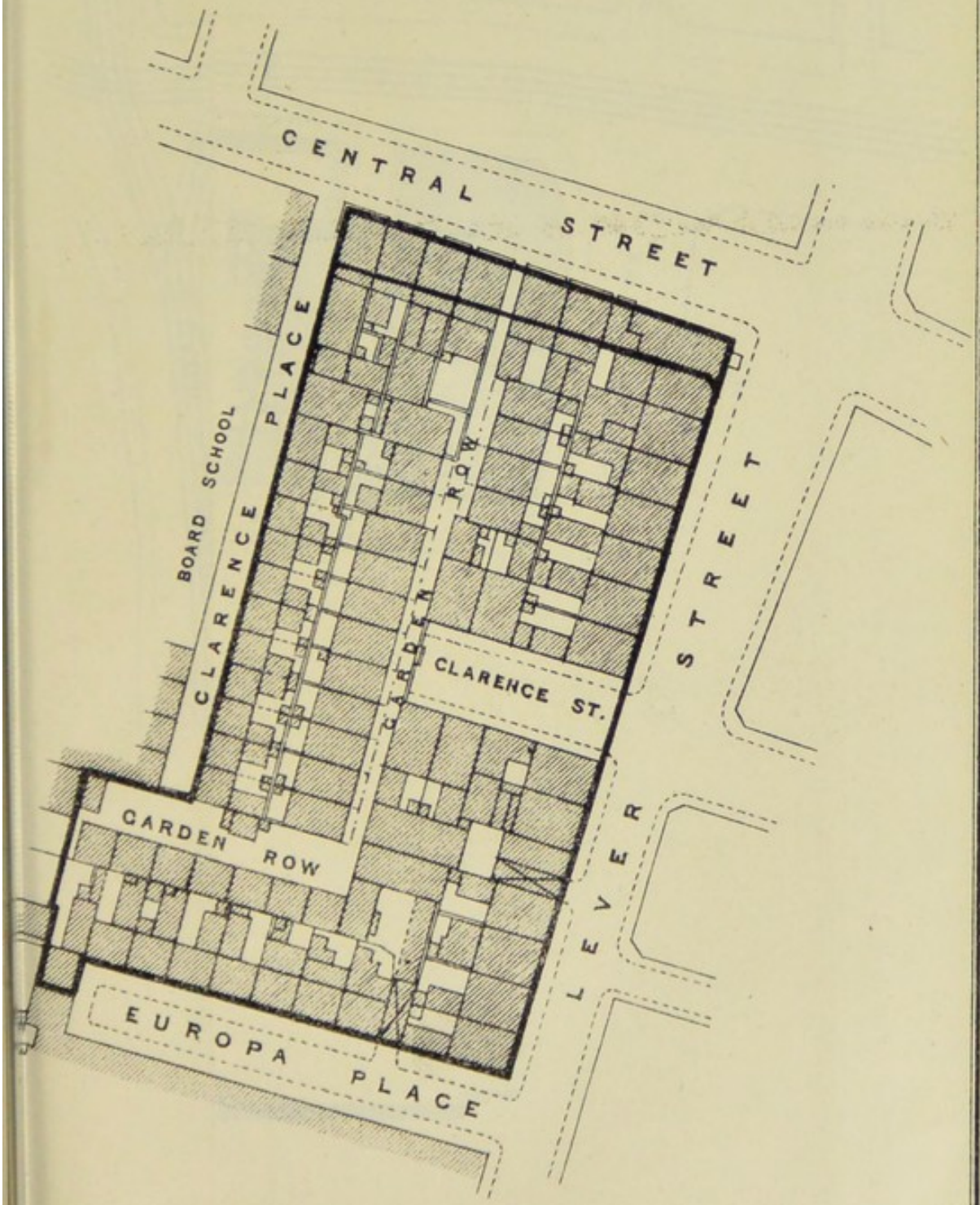
Condition of the areas.

Generally. The Garden-row area is closely packed with small houses in the rear of those in Lever-street, which are almost destitute of yards. It comprises a portion of Clarence-street which runs into a very narrow passage called Garden-row. Garden-row has houses on each side and an outlet into Central-street. The houses are generally badly ventilated and in a dilapidated condition.

The Roby-street area comprises Anchor-yard, Roby-street and Richard's-place. The property is of the worst description.

GARDEN ROW, &c., SCHEME.

PLAN No. 35 (a).

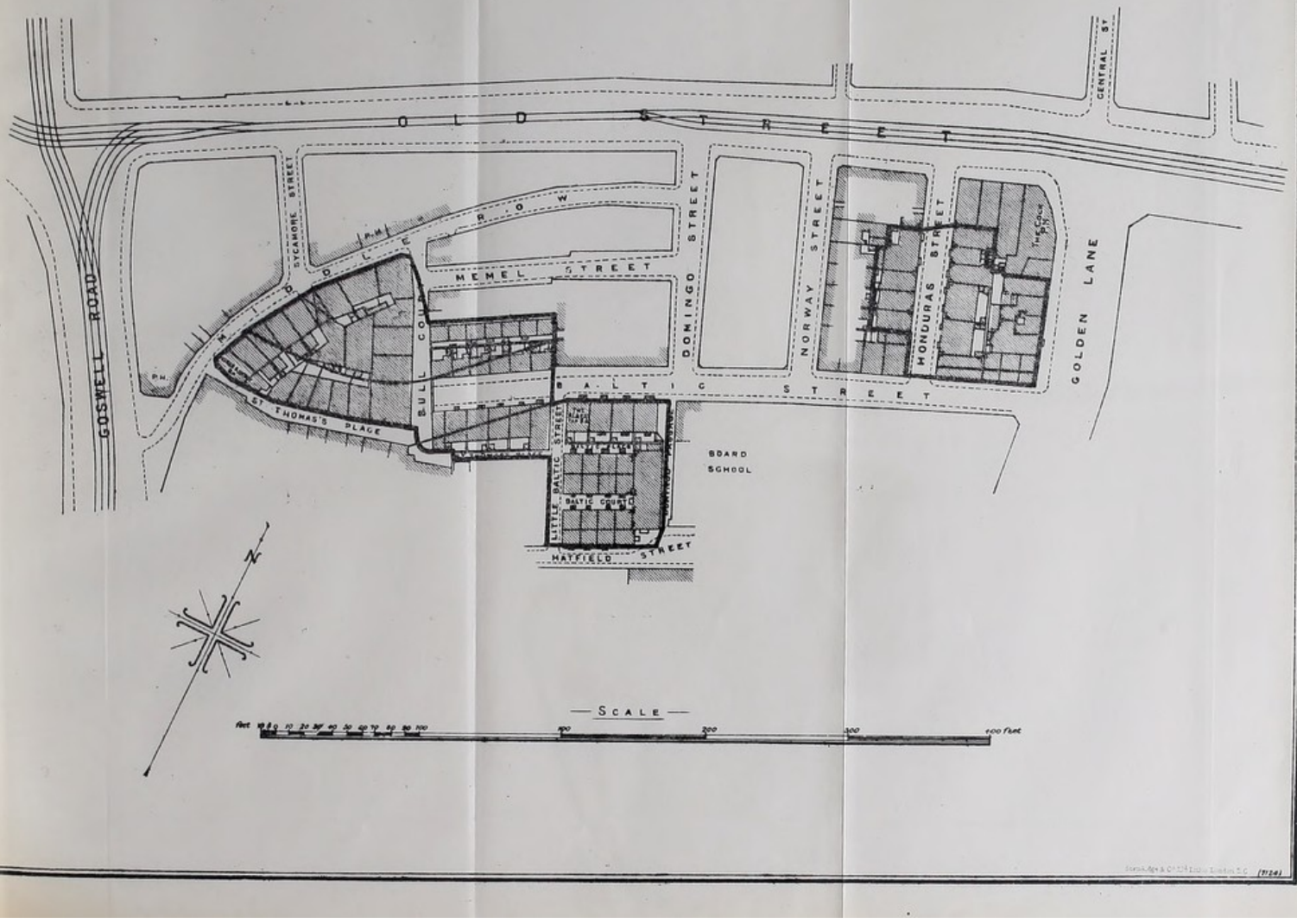


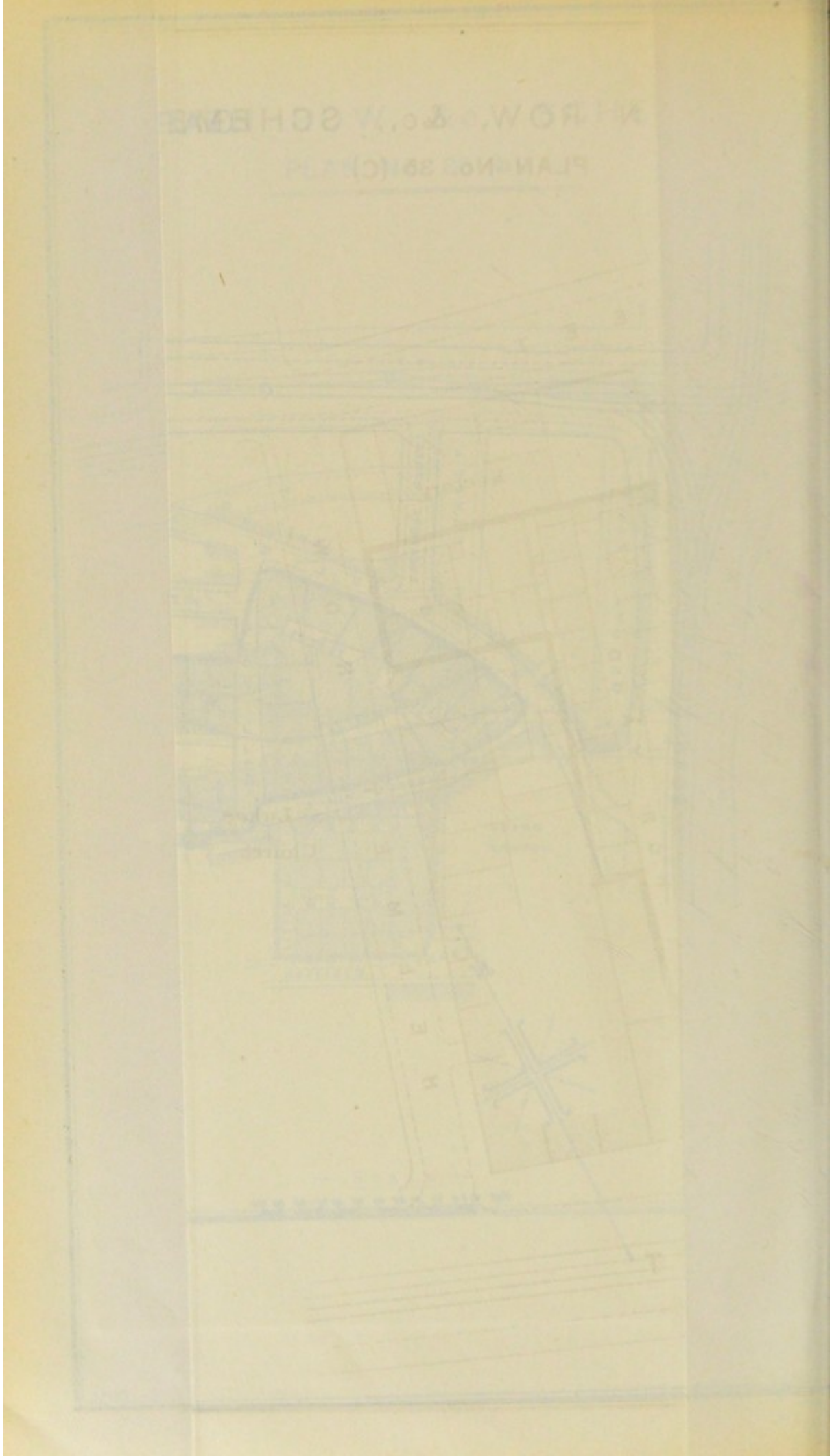
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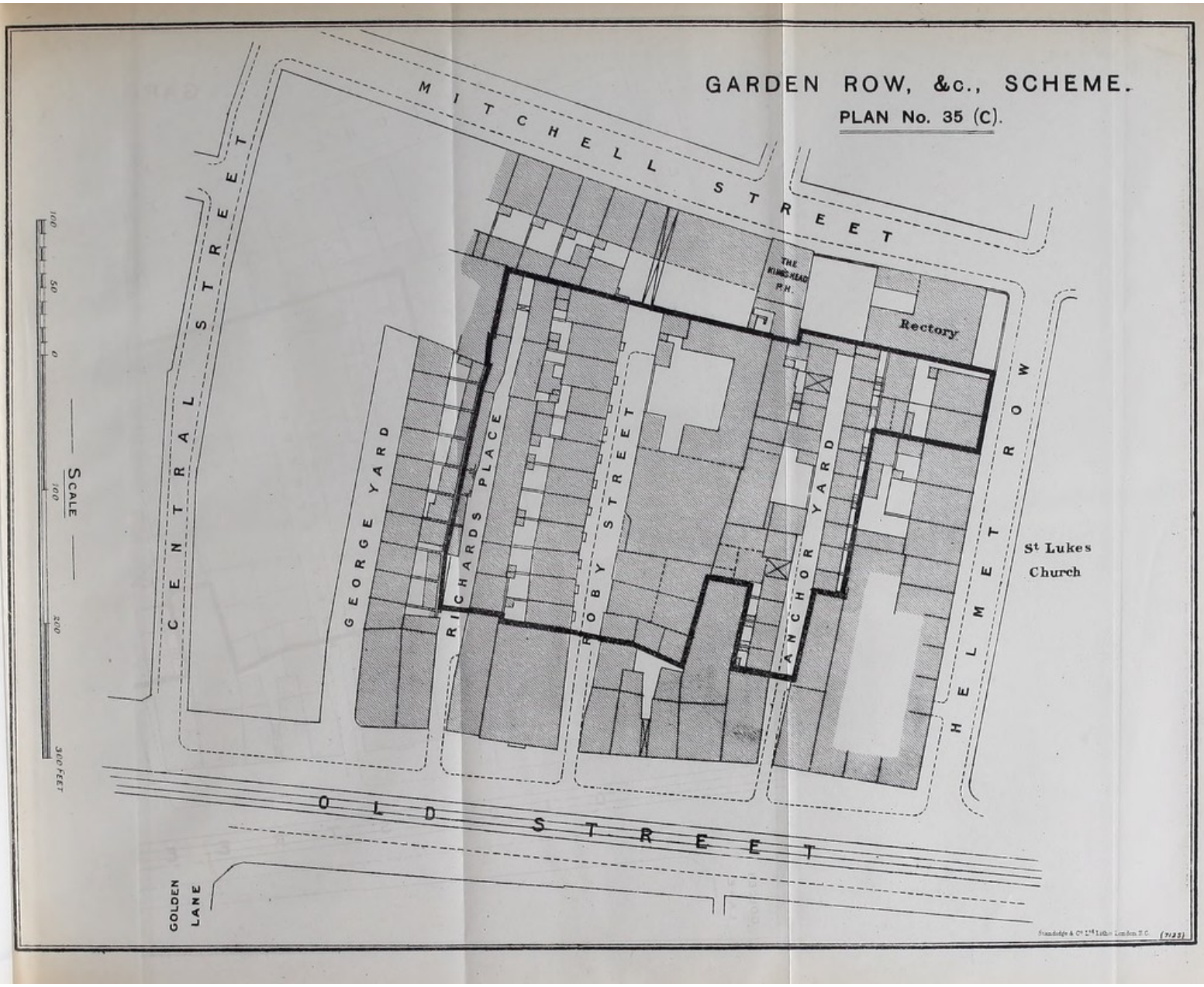


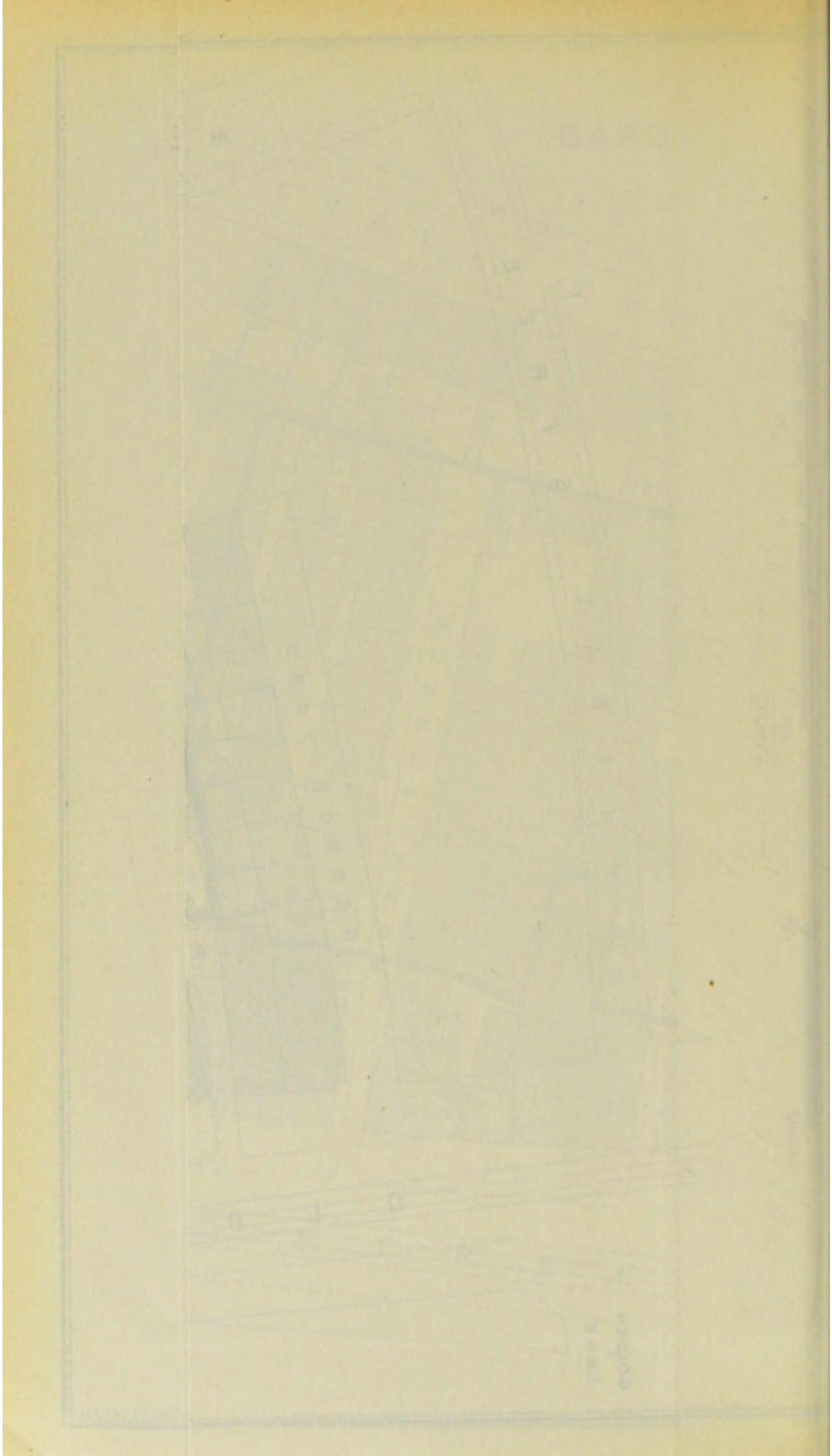
GARDEN ROW, &c., SCHEME.

PLAN No. 35 (b).






GARDEN ROW, &c., SCHEME.
PLAN No. 35 (C).
MITCHELL STREET
CENTRAL STREET
THE KING'S HEAD P.H.
Rectory
GEORGE YARD
RICHARDS PLACE
ROBY STREET
ANCHOR YARD
HELMET ROW
St Lukes Church
OLD STREET
GOLDEN LANE
SCALE
100 50 0 100 200 300 FEET



The Baltic-street area comprises Bull-court, Baltic-court, Little Baltic-street, and portions of St. Thomas-place, Middle-row and Baltic-street. The houses are in a most insanitary condition, being closely packed, and in the majority of instances without any sufficient light and air space. They are mostly, too, in a very bad state of repair.

The Honduras-street area is also one, the condition of which demands immediate improvement.

The areas generally have about the worst reputation of any in London.

The death rates for the areas are as follows— Death rates.

Area.	Death rate per 1,000 in 1899.	Average death rate per 1,000 for the five years 1895–1899.
Parish of St. Luke	28·44	26·9
The four areas	40·7	40·7
Roby-street area	—	32·5
Garden-row area	—	42·2
Baltic-street area	—	42·1
Honduras-street area	—	40·5

Scheme.

A scheme was prepared and approved by the Council and ordered to be sealed on 7th November, 1899.

The size of the areas included in, and the number of persons to be displaced by, the execution of the scheme are as follows—

Area.	Number of persons to be displaced.	Size in acres.
Garden-row area	407	1
Roby-street area	218	¾
Baltic-street area	351	⅔
Honduras-street area	217	¼
Totals	1,193	2¾

All the persons displaced are required to be rehoused.

The scheme provides for the widening of Central-street where the Garden-row area abuts upon it, and for the continuation of Baltic-street 40 feet wide to St. Thomas'-place, and thence into Middle-row, and also for its extension to that width where the Honduras-street area abuts upon it.

The only difference between the limits of the areas included in the scheme (see plans Nos. 35 (*a*), 35 (*b*) and 35 (*c*)) and those represented occurs in the case of the Roby-street area. In this case the representation included the site of four houses in Mitchell-street, which, at the date of the representation was Property included.

vacant land, but upon which building operations had been subsequently commenced. This property was therefore omitted. As, however, some access either from Mitchell-street or Helmet-row was desirable for the development of the area when cleared, two of the houses in Helmet-row were included for that purpose as neighbouring lands. Further, two small portions of business premises in Old-street were represented, but as the taking of these portions might involve the taking of the principal premises at heavy cost, they were left out in formulating the scheme.

Estimated cost.

The estimated cost of the scheme is as follows—

Gross cost of property	£172,000
Cost of works	3,750
	£175,750
Less receipts	30,900
Total net cost	£144,850

Present position.

Present position.

The scheme was duly advertised and deposited in November, 1899, and the necessary petition was forwarded to the Secretary of State in January, 1900. The usual local inquiry was held by Mr. H. T. Steward, the Commissioner of the Secretary of State, on 29th and 30th March, 1900.

5. *The London (Webber-row and Wellington-place and King's-bench-walk, St. George-the-Martyr, Southwark) Improvement Scheme,* 1899.

Official representation.

Date.

On 25th July, 1899, Dr. F. J. Waldo, M.D., D.P.H., the medical officer of health of St. George-the-Martyr, Southwark, made an official representation with respect to three areas in that parish. The areas together extended over some seven acres, and may be described as follows—

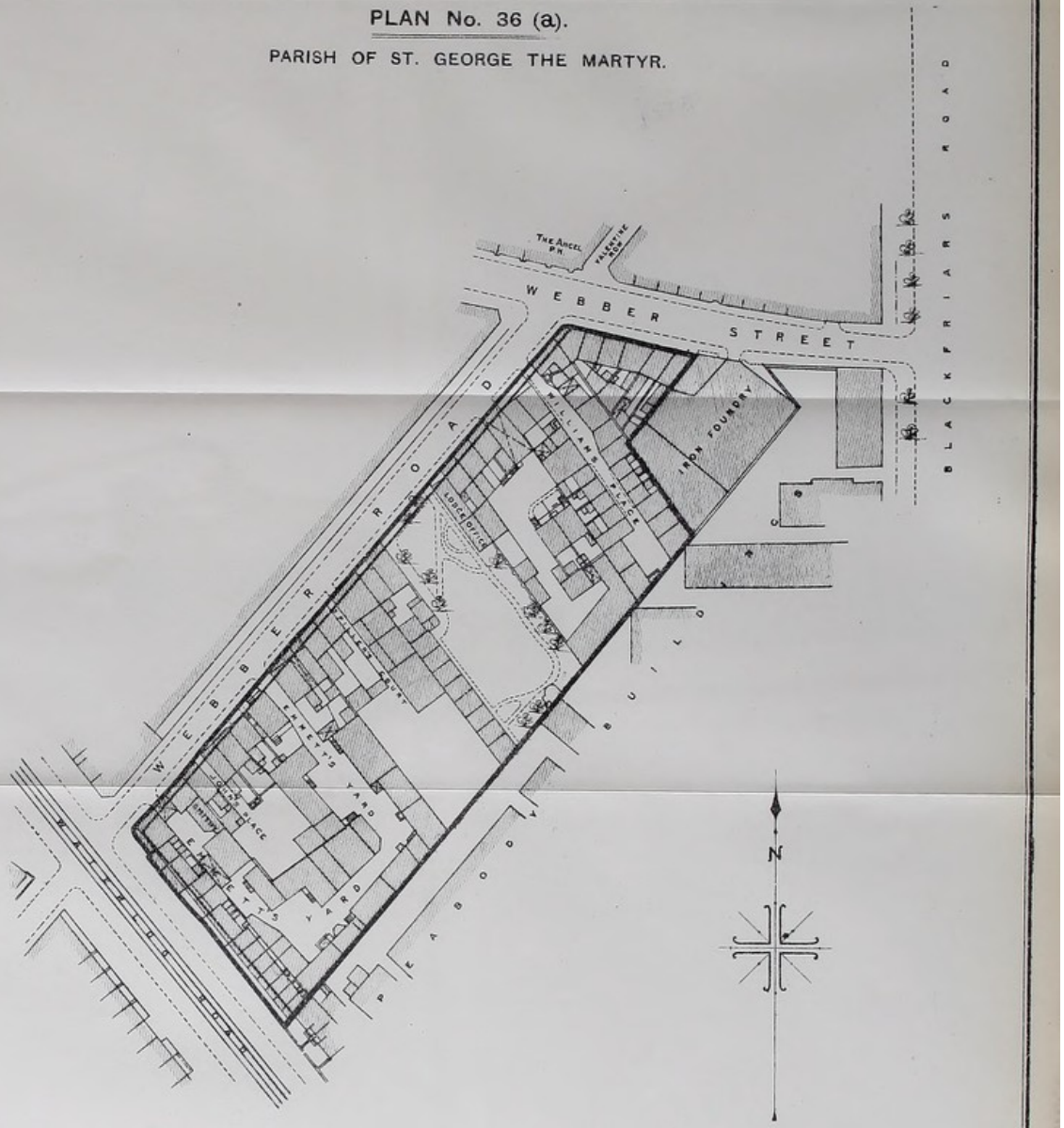
Property included.

Area.	Description.
Webber-row	Lying between Webber-row, Waterloo-road, Webber-street, and Peabody-square
Wellington-place and King's-bench-walk	Including Wellington-place, a portion of the properties lying between King's-bench-walk and Green-street, and certain properties lying to the west of Green-street; and houses in Bean-street and Upper Green-street
Grotto-place	Lying between Great Suffolk-street, Sturge-street (excluding Victoria-buildings), and the rear of houses in Suffolk-grove

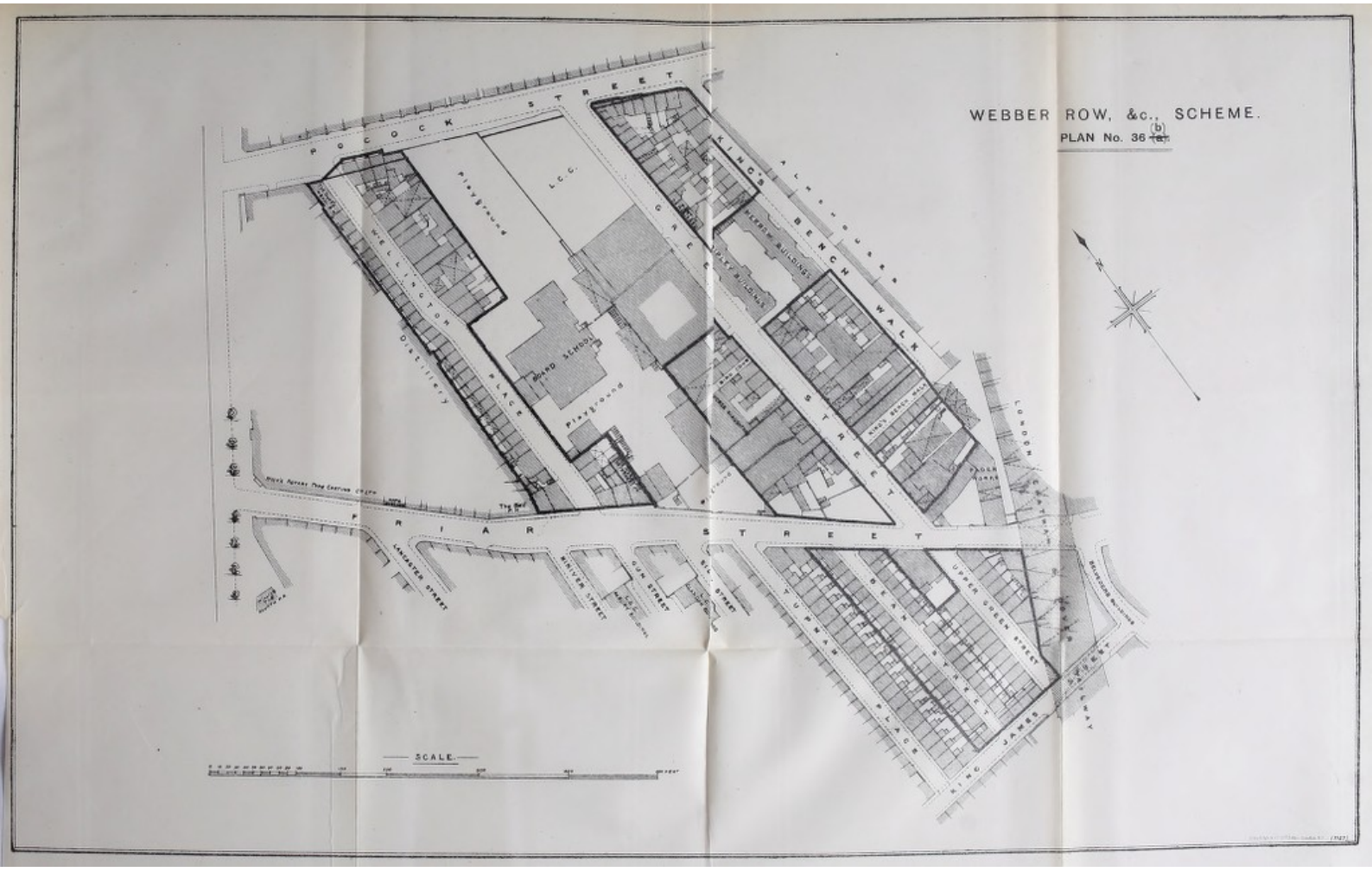
WEBBER ROW, &c., SCHEME.

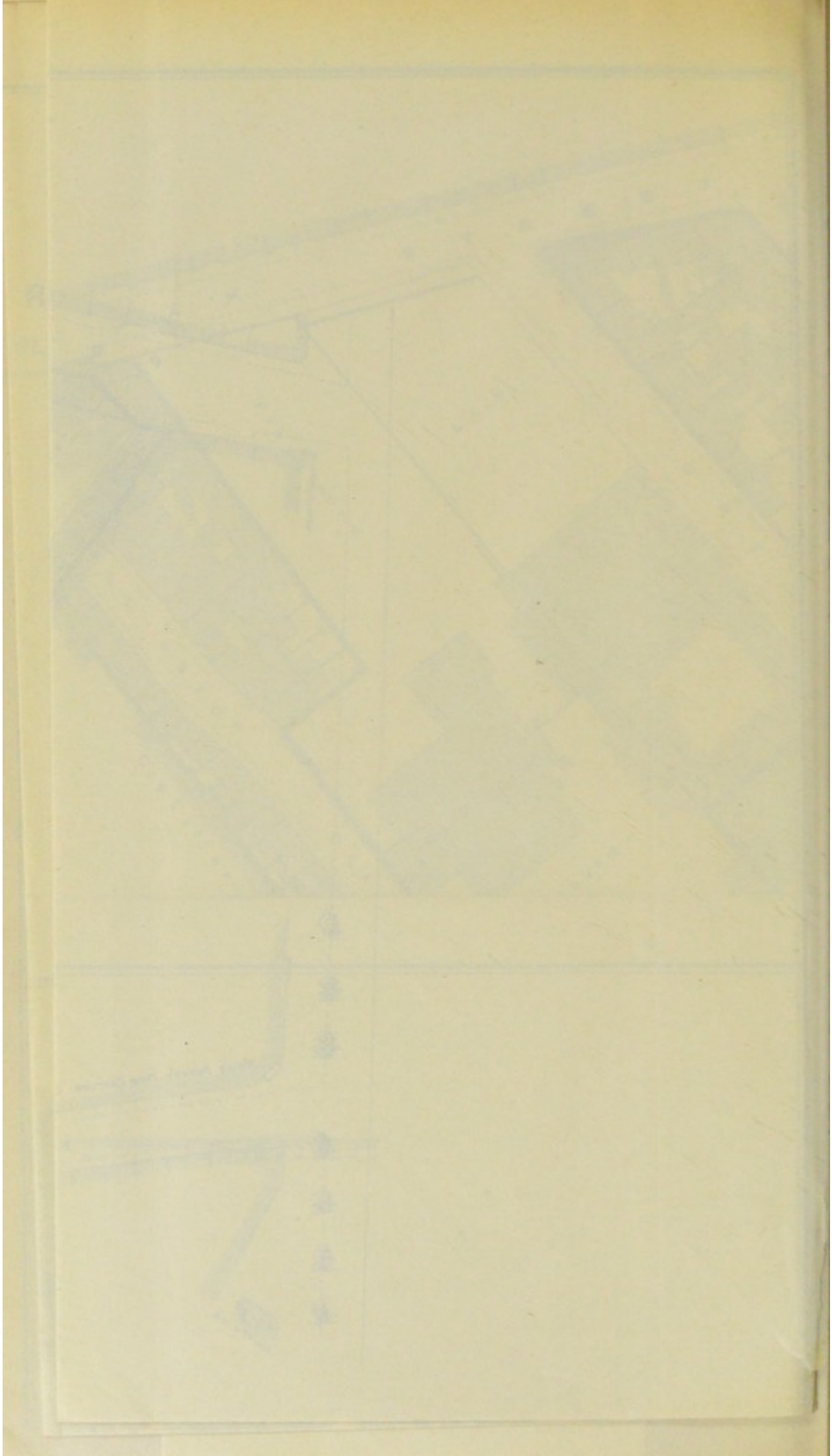
PLAN No. 36 (a).

PARISH OF ST. GEORGE THE MARTYR.






WEBBER ROW, &c., SCHEME.
PLAN No. 36 (b)
POCOCK STREET
KING'S BENCH WALK
GREEN PARK BUILDINGS
L.C.C.
Playground
BOARD SCHOOL
WELLINGTON PLACE
Distillery
FRIAR STREET
LONDON CENTRAL
LANCASTER STREET
MERIVEN STREET
GUAN STREET
UPPER QUEEN STREET
TURNAN PLACE
KING JAMES
SCALE.



How dealt with.

The areas were viewed by the Housing of the Working Classes Committee of the Council, and the Council, on the recommendation of that Committee, decided on 24th October, 1899, that a scheme should be prepared for the improvement of the two areas first mentioned. The death rate for the third (Grotto-place) area being somewhat below that for the whole parish of St. George-the-Martyr, it was thought that further consideration of it might be postponed for the time.

Condition of the areas.

Generally.

Speaking generally, the houses in the areas are old and in a bad state of repair. In most cases ventilation is deficient, but in the case of the Webber-row area, small, dilapidated and insanitary houses exist close to an open space upon which small, dark and tumble-down almshouses abut. Many of the houses have ground floors below the level of the street.

Death rates.

The death rates of the areas are as follows—

Period 1896-99.	London per 1,000.	Parish of St. George-the-Martyr per 1,000.	Webber-row area per 1,000.	Wellington-place and King's-bench-walk area per 1,000.
All ages	18·4	24·9	30·6	30·5
Under 5 years of age	61·7	87·6	148·4	134·3

Scheme.

Date.

A scheme for the improvement of the Webber-row and Wellington-place and King's-bench-walk areas was approved and directed to be sealed by the Council on 7th November, 1899.

Property included.

The property included in the scheme is that represented in the Webber-row and Wellington-place and King's-bench-walk areas, with the addition of small premises in Friar-street (see plans Nos. 36 (*a*) and 36 (*b*)).

Provisions.

The number to be displaced and for whom fresh accommodation is to be provided on the areas when cleared, and the size of the areas, appear from the following table—

	Number of persons to be displaced.	Size of area in acres.
Webber-row area	245	$4\frac{7}{8}$
Wellington-place and King's-bench-walk area	658	
Totals	903	$4\frac{7}{8}$

The scheme also provides for the straightening of the frontage of the Webber-row area to the Waterloo-road; the widening of Webber-row to 20 feet from the centre of the roadway; the closing of Wellington-place, Bean-street, and Upper Green-street; the widening to 40 feet of King's-bench-walk and the continuation of that street into Green-street; and the straightening of the line of Pocock-street so far as affected by the scheme.

Estimated cost.

The estimated cost of the scheme is as follows—

Gross cost of property	£183,000
Cost of works	4,950
	£187,950
Less receipts	35,000
Total net cost	£152,950

Present position.

Present position.

The scheme was duly advertised and deposited with the Secretary of State in November, 1899; the petition and necessary particulars therewith were forwarded to him in January, 1900, and the local inquiry was held by Mr. H. T. Steward on his behalf on 12th and 13th March, 1900.

6. *The London (Aylesbury-place, Clerkenwell, and Union Buildings, Holborn) Improvement Scheme*, 1899.

Official Representations.

Aylesbury-place area.

The official representation with respect to the Aylesbury-place area was made by the late Dr. Glaister, M.D., the medical officer of Clerkenwell, on 11th December, 1897. The area was bounded on the north by Aylesbury-street, on the south by Albemarle-street, on the east by St. John-street, and on the west by Jerusalem-passage. Bishop's-court, Jerusalem-court and Aylesbury-place, which were comprised in the area, had been before the Council as requiring to be dealt with ever since 1889, but only as isolated courts. With regard to a house in Bishop's-court, the provisions of the Housing Act as to obstructive buildings had more than once been considered, but it had appeared to the vestry that the cost of so dealing with the matter would be out of proportion to the advantage to be gained.

Property included.

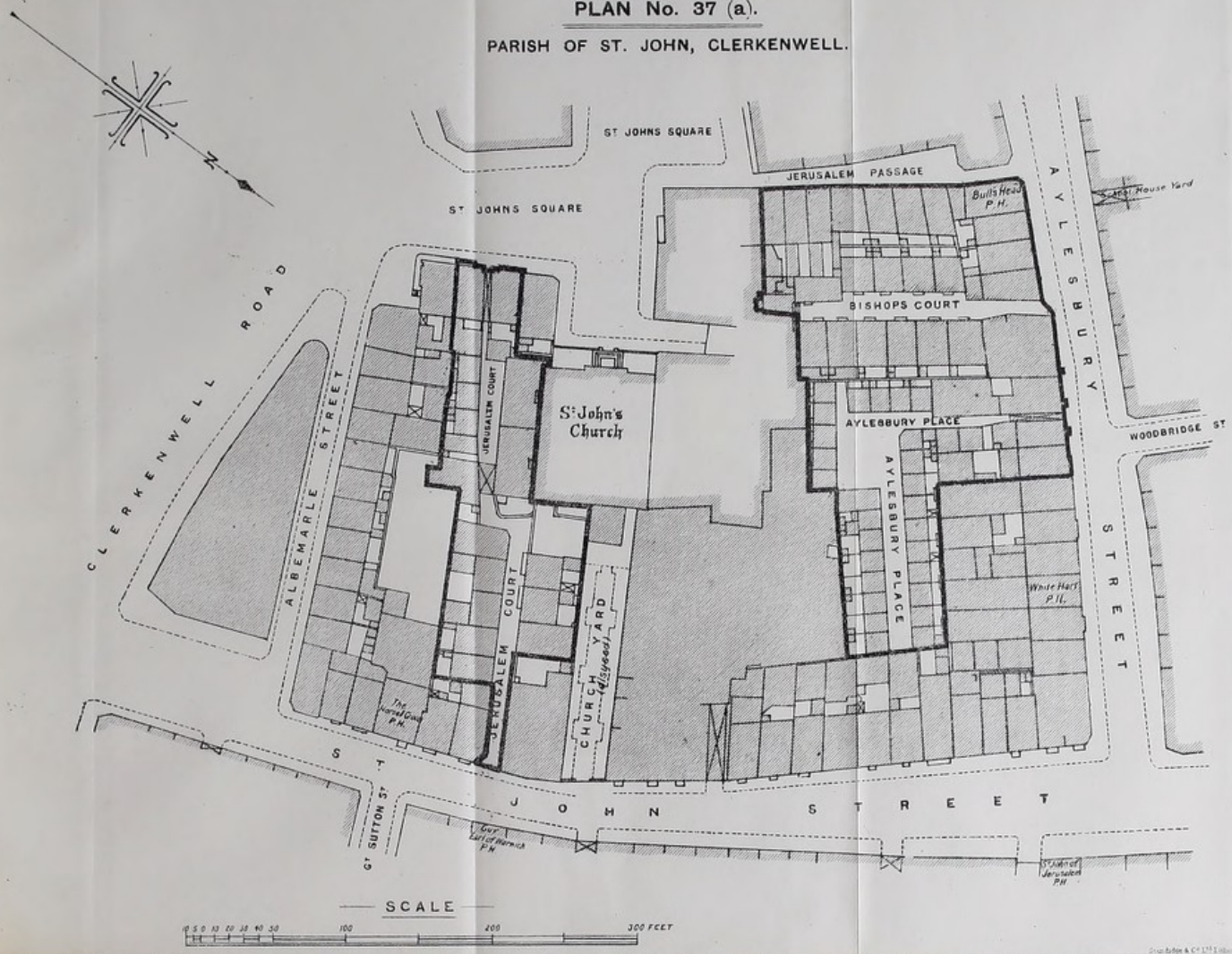
How dealt with.

There were on the represented area about 97 houses which were then occupied by some 580 persons of the working class. A large portion of the area, however, consisted of business premises, and, after full consideration, the Council decided, in June, 1898, that the area was one that should be dealt with under Part II. of the Housing Act. A resolution to that effect was submitted to the Secretary of State in accordance with section 73 (1) (*b*) of the Act. Before, however, the Secretary of State

AYLESBURY PLACE AND UNION BUILDINGS SCHEME.

PLAN No. 37 (a).

PARISH OF ST. JOHN, CLERKENWELL.





could determine the question the Council passed in November, 1898, the resolutions previously referred to* on the general questions of housing and re-housing. Without in any way admitting that these general resolutions could be held to relate back to a question already decided, but with a view to avoiding the semblance of conflict with a vestry, the Council re-considered the question of dealing with the area. As a result, it was decided on 28th March, 1899, that a scheme under Part I. of the Act should be prepared for dealing only with the insanitary courts comprised in the area represented, and the proceedings under section 73 (1) (*b*) were stayed.

Union-buildings area.

The official representation with respect to the Union-buildings area was made by Dr. W. A. Bond, D.P.H., on 4th October, 1899. The area as thus represented abutted on Portpool-lane, Leather-lane and Verulam-street, and comprised Union-buildings, Providence-place, Crown-court, Half-moon-court and Dove-court. It may here be mentioned that these premises were included in the official representation made to the Metropolitan Board of Works in July, 1875, as to which see *infra*, section X. of this work. The attention of the Council was directed to the area known as the Union-buildings area as far back as 1890, and a draft scheme was then prepared for its improvement. It was, however, found to be impossible to provide accommodation on the area for even a reasonable number of the persons displaced, and as no accommodation was available in the vicinity, the Housing of the Working Classes Committee, although convinced of the necessity of the area being improved, reported to the Council on 2nd June, 1891, that they were for these reasons unable to recommend the scheme. The original Union-buildings area had at the date of the official representation undergone but little alteration, but the represented area differed so materially from that formerly known as the Union-buildings area that, by combining it with the Aylesbury-place area, sufficient accommodation could be provided to comply with the Council's resolution of 29th November, 1898, requiring that under any scheme carried out under the Housing of the Working Classes Act, 1890, a number of persons equivalent to that displaced shall be accommodated on the cleared area. In these circumstances the Council on 24th October, 1899, approved of the preparation of one scheme for dealing with the two areas.

Property included.

Past history.

How dealt with.

Condition of the areas.

Aylesbury-place area.

The courts comprised in the Aylesbury-place area are very narrow, dark and ill-ventilated. The houses are old and dilapidated and generally in a most insanitary condition.

* See supra, p. 64.

The comparative death rates for the undermentioned periods were as follows—

Period.	London, per 1,000.	Clerkenwell, per 1,000.	Area dealt with, per 1,000.
Five years to 1899	18·6	21·5	36·4

Union-buildings area.

The Union-buildings area based its claim to be considered insanitary chiefly on the extreme closeness with which the buildings comprised therein are packed on to the land. Few of the houses have any adequate back yard, while in Union-buildings the ground floor of one of the houses is occupied by a cowshed, perhaps the last of such premises existing in central London. The courts are narrow, confined and badly ventilated, being mostly entered from the surrounding streets by covered ways. The death rate for the area compared with that for London and for Holborn is as follows—

Period.	London, per 1,000.	Holborn district, per 1,000.	Area, per 1,000.
Four years to 1899—			
From all causes	19·3	23·4	48·6
From consumption	1·77	3·11	7·96

Scheme.

Date.

The scheme, ordered by the Council on 24th October, 1899, was prepared by the Housing of the Working Classes Committee.

Property included.

Aylesbury-place area.

As regards the Aylesbury-place area the scheme deals with the houses in Aylesbury-place, Bishop's-court, and the east side of Jerusalem-passage. These houses are occupied by 495 persons of the working class. The area is about seven-eighths of an acre in extent, and is shown on plan No. 37 (*a*).

Union-buildings area.

As regards the Union-buildings area, the scheme deals with the whole area represented which is about 1⅞ acres in extent. 907 persons of the working class will be displaced by the demolition of the houses on the area. The area is shown on plan No. 37 (*b*).

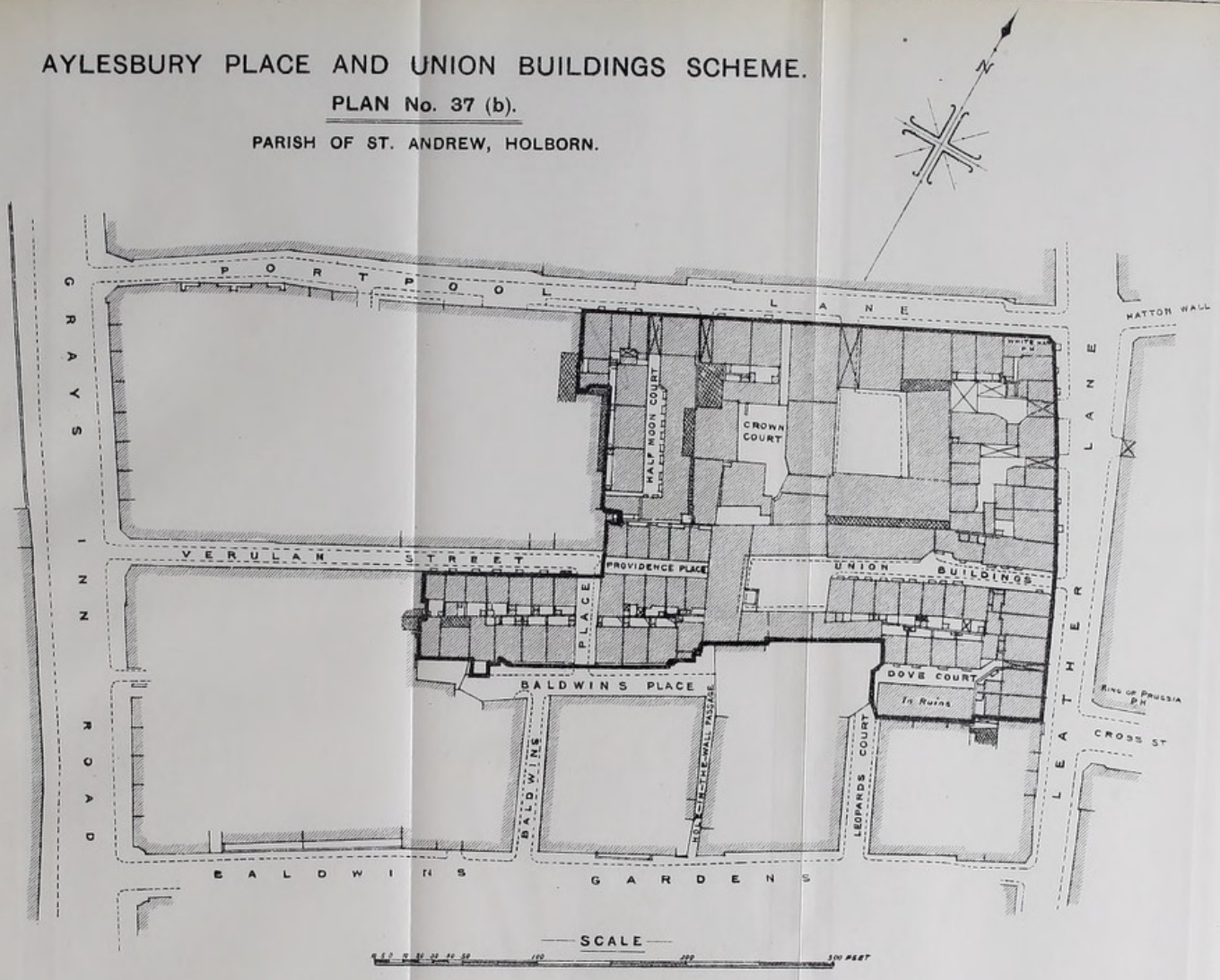
Number to be re-housed.

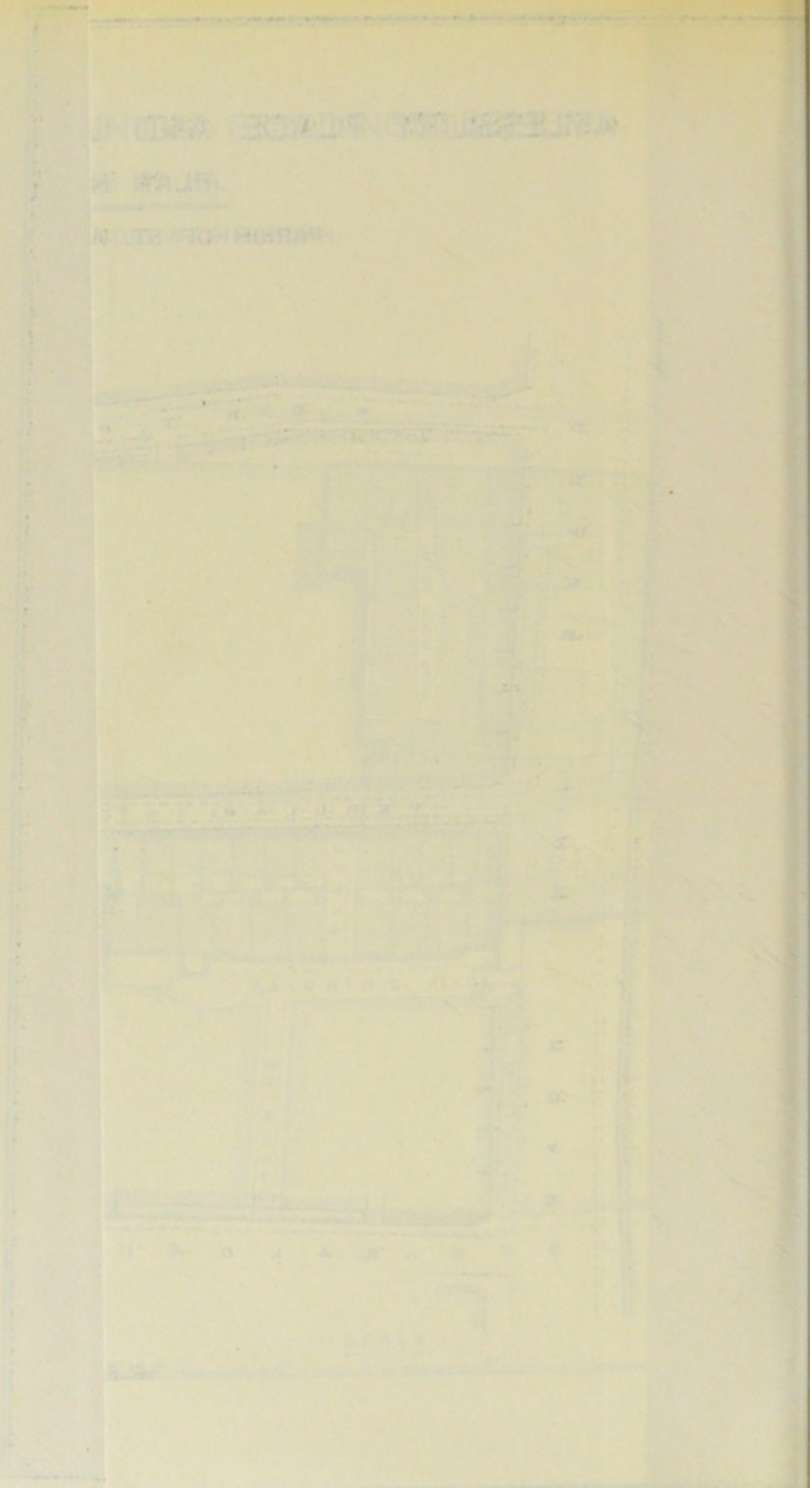
The scheme provides that accommodation for 1,400 persons shall be erected on the two areas when cleared. No street widenings are rendered necessary, and none are provided for.

AYLESBURY PLACE AND UNION BUILDINGS SCHEME.

PLAN No. 37 (b).

PARISH OF ST. ANDREW, HOLBORN.





The estimated cost of carrying the scheme into effect is as follows— Estimated cost.

Gross cost of property	£220,500
Less receipts	30,700
Total net cost	£189,800

Present position.

The scheme was duly advertised during three consecutive weeks in the month of November, 1899, and was deposited also in that month with the necessary parties. The petition for confirmation of the scheme was forwarded to the Secretary of State in January, 1900, and the local inquiry as to the merits of the scheme was held by Mr. H. T. Steward, on behalf of the Secretary of State, on 15th and 16th March, 1900. Present position.

7. *The London (Burford's-court, Tucker's-court and Favonia-street) Improvement Scheme*, 1899.

Official Representations.

The Burford's-court, Tucker's-court and Favonia-street areas, Poplar, were the subject of official representations by Dr. F. W. Alexander, D.P.H., medical officer of health of Poplar, made on 25th November, 1898, and 11th May, 1899. Date.

The areas may be described as follows—

Area.	Description.	Number of persons of the working class occupying the area.
Burford's-court	The 10 houses in Burford's-court, Nos. 4, 6, 8 and 10, Robinhood-lane, and Nos. 46, 46A and 47, Ashton-street	74
Tucker's-court	The 7 houses in Tucker's-court, the 7 houses in Dingle-court, and the 7 houses, stables and yard and sheds in Dingle-lane, and Nos. 24, 26, 28, 30, 32 and 34, High-street, Poplar.	114
Favonia-street	Nos. 9, 11, 13, 15, 17 and 19, Favonia-street (these are the houses in Nelson-court), Nos. 1, 2, 3 and 4, Sarah-place, No. 28, Devas-street, and No. 1, Thomas-street.	53
		241

Property included.

The Burford's-court area is situate at the entrance to Robinhood-lane from Poplar High-street, and close to the Ann-street area on which dwellings are now being erected. The Favonia-street area is about 1,200 yards from the Ann-street area; and the Tucker's-court area is about 1,100 yards westwards along Poplar High-street from Preston-road.

Upon these representations the Council, on 24th October, 1899, directed a scheme to be prepared for the improvement of the areas. How dealt with.

Condition of the Areas.

Generally. The houses in Burford's-court are worn out and in bad repair; they have no back yards and no through ventilation. In each case the staircases rise from one room to another, there being no entrance passage and only one room on each floor. The court, in which five w.c.'s and the tap for the water supply to the houses are situate, has no proper ventilation. The houses in Ashton-street are badly ventilated and very much worn. Those in Robinhood-lane are badly ventilated, and the w.c.'s are ill-arranged, in some cases opening directly out of a living-room.

With regard to the Tucker's-court area, the houses in High-street are old and some have ground floor rooms below the pavement level. Nos. 26 and 28, however, have been demolished, and new buildings are about to be erected on their sites. Dingle-lane is a cul-de-sac 11 feet wide. The houses are old and damp, and some have ground-floor rooms below the level of the pavement. The yards in this lane are generally of a fair size, but the whole property is in a worn out and insanitary condition. Dingle-court and Tucker's-court contain a double row of back to back houses, which are old, worn and insanitary. In the Favonia-street area the yards of the houses in Nelson-court, which opens out of but is numbered in Favonia-street, are inclosed and roofed over. The cottages in Sarah-place have no through ventilation, and generally the houses included in the area are insanitary and require demolition.

Death rates. The following table shows the death rates for the areas as compared with those for the Poplar district and for London—

Period	London per 1,000.	Poplar district per 1,000.	Burford's court area per 1,000.	Tucker's-court area per 1,000.
1894–99, *all ages* ...	18·4	20·9	25·1	25·6
1894–99, *under 5 years of age*...	61·7	70·0	92·6	108·7

The population of the Favonia-street area is too small for any reliable death rates to be calculated.

Scheme.

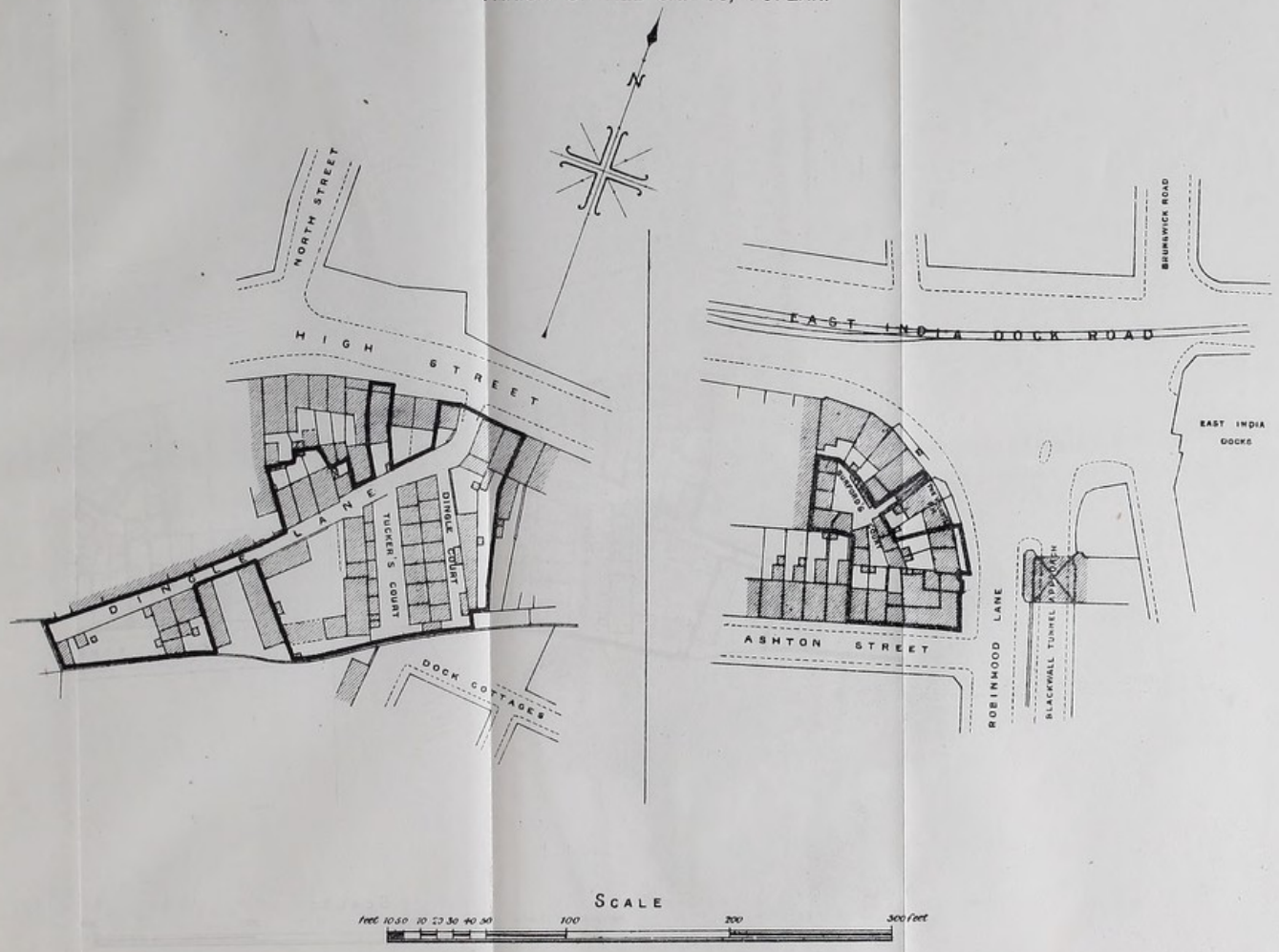
Date. In accordance with the Council's direction of 24th October, 1899, a scheme was prepared for the improvement of these three areas. This scheme was approved by the Council and ordered to be sealed on 7th November, 1899.

Property included. The scheme excludes Nos. 26 and 28, High-street and the yard in the rear of Dingle-lane, but includes all the other

BURFORD'S COURT, &c., SCHEME.

PLAN No. 38 (a).

PARISH OF ALL SAINTS, POPLAR.



SCALE

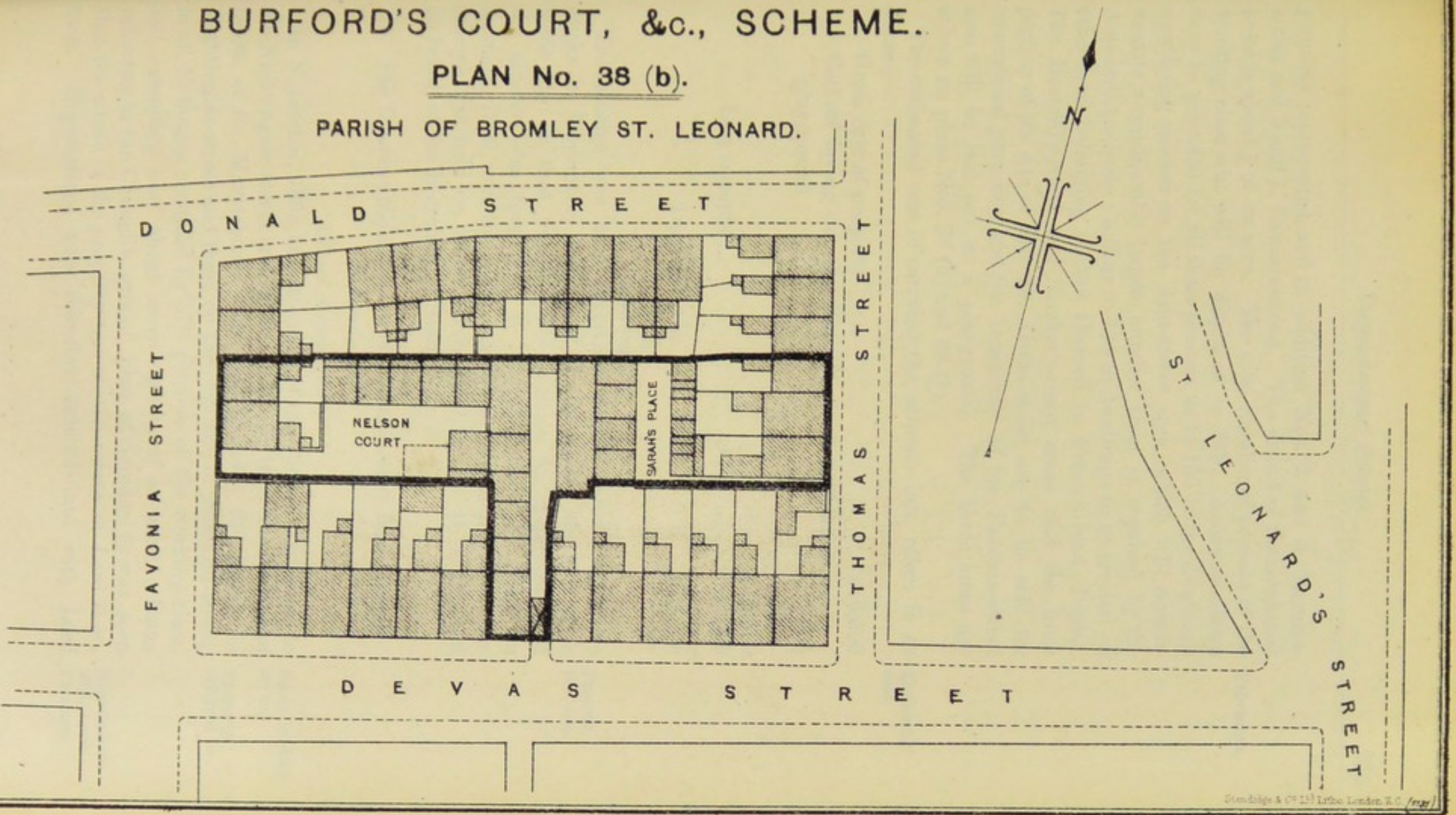
feet 10 5 0 10 20 30 40 50 100 200 300 feet

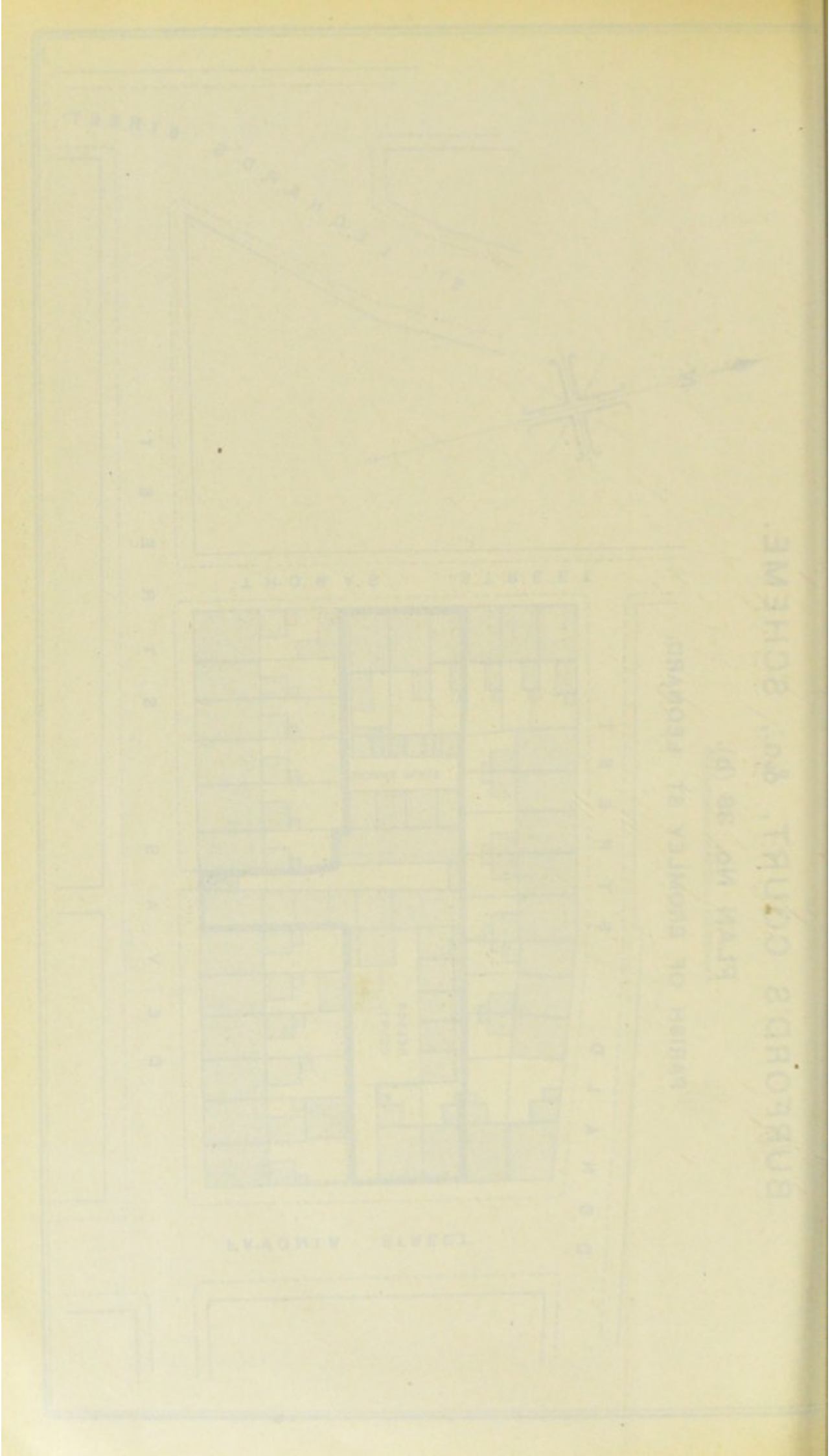


BURFORD'S COURT, &c., SCHEME.

PLAN No. 38 (b).

PARISH OF BROMLEY ST. LEONARD.





property represented, and in addition Nos. 2 and 3, Thomas-street and 5 and 7, Favonia-street. The extent of the combined areas is about ⅞ of an acre. The total number of persons of the working class who will be displaced is 269. Accommodation is to be provided for all these persons, as to 155 in the dwellings now being erected on the Ann-street area, which will accommodate a considerably larger number than is required by the Ann-street scheme; and as to 114 in dwellings to be erected on other land belonging to the Council in Preston-road, Poplar. The Burford's-court and Tucker's-court areas and the front portion of the site of No. 28, Devas-street are to be sold for commercial purposes, and the remainder of the Favonia-street area will be laid out as a playground. The three areas are shown on plans Nos. 38 (*a*) and 38 (*b*). Provisions.

The estimated cost of carrying the scheme into effect is as follows— Estimated cost.

Gross cost of property	£16,000
Cost of laying out the Favonia-street area as a playground	500
	£16,500
Less receipts	3,200
Total net cost	£13,300

Present position.

The scheme was duly advertised during three consecutive weeks in November, 1899, and the necessary deposits were made also in that month. The petition for confirmation of the scheme was forwarded to the Secretary of State in January, 1900, and the local enquiry as to the merits of the scheme was held on 22nd March, 1900, by Mr. H. T. Steward on behalf of the Secretary of State. Present position.

8. *The London (Nightingale-street, Marylebone) Improvement Scheme*, 1899.

Official Representation.

In November, 1898, the attention of the Council was called to the Nightingale-street area by Dr. A. W. Blyth, medical officer of health of St. Marylebone. The area included the houses in Nightingale-street and those on the east side of Samford-street, in all 55 houses occupied by 576 persons of the working class, and extending over about seven-eighths of an acre. Upon referring to the Council's ground plan of London it was seen that the whole of the property was on the estate of Lord Portman. Negotiations were therefore entered into with Lord Facts leading up to. Property referred to. Negotiations with Lord Portman.

Portman with a view of inducing him to improve the area. It appeared, however, that his lordship was unable to do this at once by reason of certain leases which would not expire for some time. The negotiations were therefore continued on the basis of Lord Portman, as the owner of the first estate of freehold, co-operating with the Council in carrying into effect a scheme under Part I. of the Housing of the Working Classes Act, 1890, for the improvement of the area. It will be remembered that such co-operation is contemplated by section 6 of the Act. To this course Lord Portman heartily assented, and Dr. Blyth, on 1st November, 1899, made an official representation with respect to the area, in order that the Council might have the necessary materials on which to base a scheme under the Act.

Date of official representation.

Condition of the area.

Generally. The faults of the majority of the houses are two, viz., defective condition of repair and insufficient yard space at the rear, while both Samford-street and Nightingale-street are only 25 feet wide.

Death rates. The death rates, calculated over the eight years 1890-98, were for Nightingale-street at all ages 36·5, and for children under five years of age 109·9 per 1,000, while the corresponding rates for the parish of St. Marylebone were 18·3 and 59·6 respectively.

Scheme.

Date. A scheme was prepared and approved by the Council and ordered to be sealed on 14th November, 1899. To this

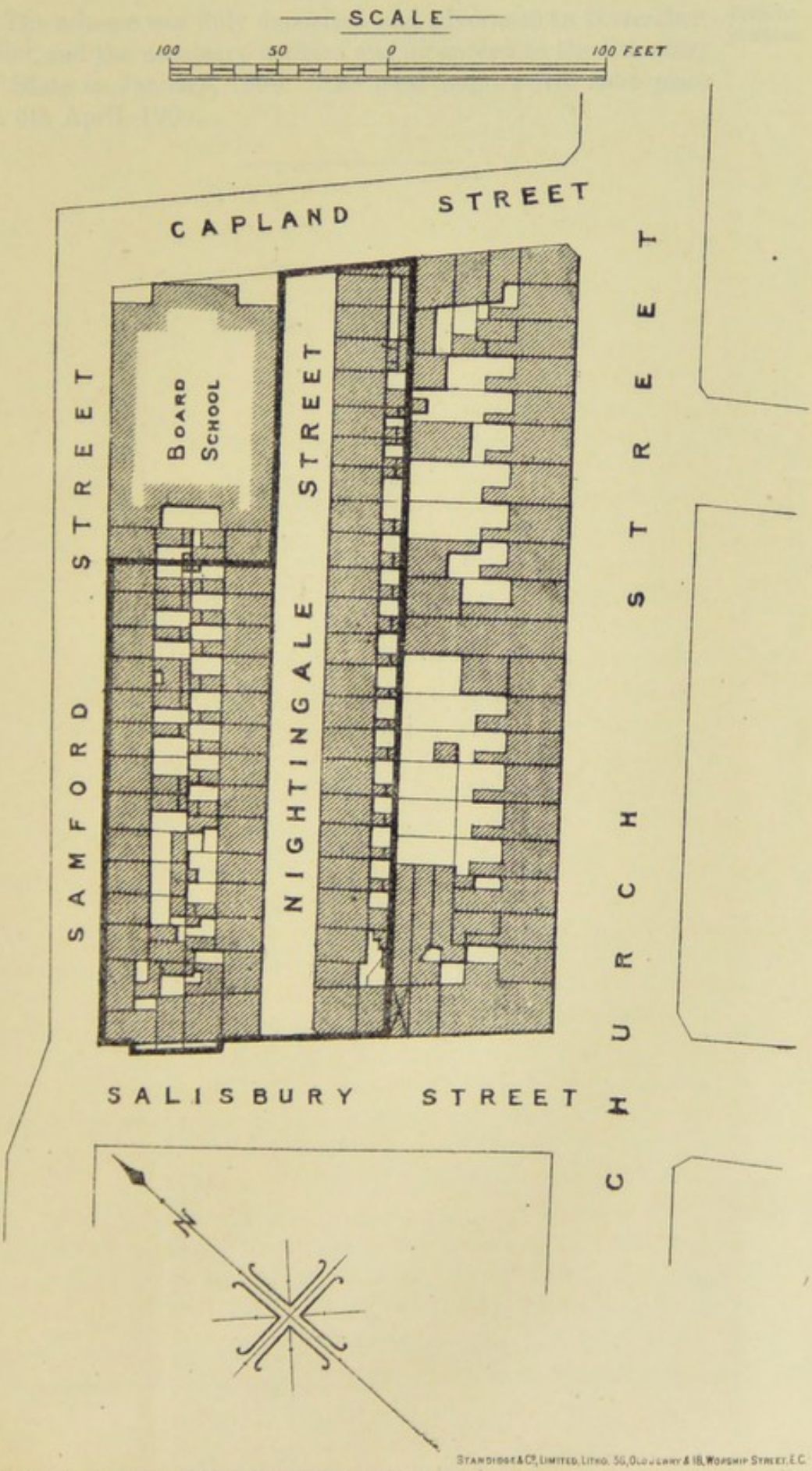
Provisions. scheme Lord Portman was made a party. By it the Council is required to acquire all the interests in the property, less than the freehold, and to hand them over to Lord Portman on his paying all the costs and expenses of so doing. The houses are to be demolished; Nightingale-street is to be closed; a portion of the area is to be laid out as a playground; and upon the remainder Lord Portman is to secure the erection of dwellings sufficient to accommodate 576 persons of the working class. The area is shown on plan No. 39.

Estimated cost. The estimated cost of carrying the scheme into effect which will be borne, in the first instance, by the Council, but ultimately by Lord Portman, is as follows—

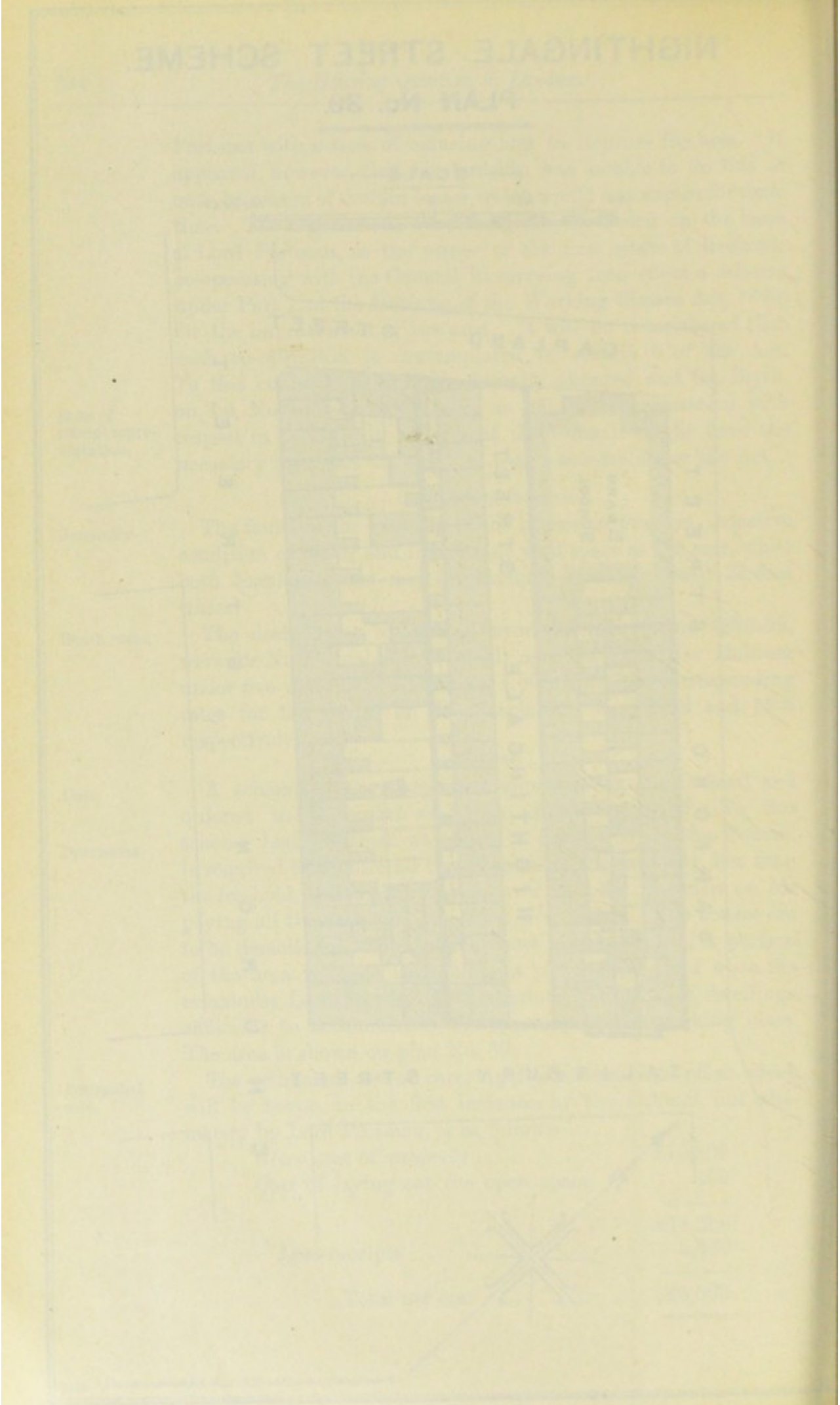
Gross cost of property	£10,800
Cost of laying out the open space	400
	£11,200
Less receipts	5,200
Total net cost	£6,000

NIGHTINGALE STREET SCHEME.

PLAN No. 39.



STANDIDGE & Co, LIMITED, LITHO. 56, OLD JEWRY & 18, WORSHIP STREET, E.C. (7132)



Present position.

Present position.

The scheme was duly deposited and advertised in November, 1899, and the necessary petition was forwarded to the Secretary of State in January, 1900. The local inquiry will take place on 6th April, 1900.

VIII.

Schemes undertaken by the Council and various Vestries and District Boards under Part II. of the Housing of the Working Classes Act, 1890.

Council's Schemes.

1. *London (Brooke's-market, Holborn) Improvement Scheme*, 1891.

Official representation.

The Brooke's-market area, Holborn, formed part of the area which was officially represented to the Metropolitan Board of Works by Dr. Septimus Gibbon, M.D., the medical officer of health of Holborn on 19th July, 1875. The proceedings with regard to this representation are fully set out in Section X. *infra*. The Council's attention was directed to the area in 1890, but no official representation under the Housing of the Working Classes Act, 1890, was made. The area comprised 14 houses and four sheds, and was about quarter of an acre in extent. It lay between Leather-lane and Gray's Inn-road, being bounded by Brooke-street, Dorrington-street, Beauchamp-street, and Greville-street.

Extent and character of area.

The dwellings were in a very dilapidated condition, many of them being mere shanties, and as the area formed the centre of a teeming population, and many parish and other schools lay in the immediate vicinity, the Council was of opinion that rebuilding on the area should be restricted as far as possible.

Scheme.

In order to secure this end, and to do away with the existing evils, the Council decided on 13th October, 1891, to prepare a scheme under Part II. of the Housing of the Working Classes Act, 1890, for the improvement of the area. The Holborn District Board at first offered to contribute a sum of £1,500, but subsequently agreed to contribute one-half of the net cost of the scheme, such contribution not to exceed £3,000. This arrangement was ratified by the Secretary of State, by order, dated 18th August, 1892.

Local inquiry.

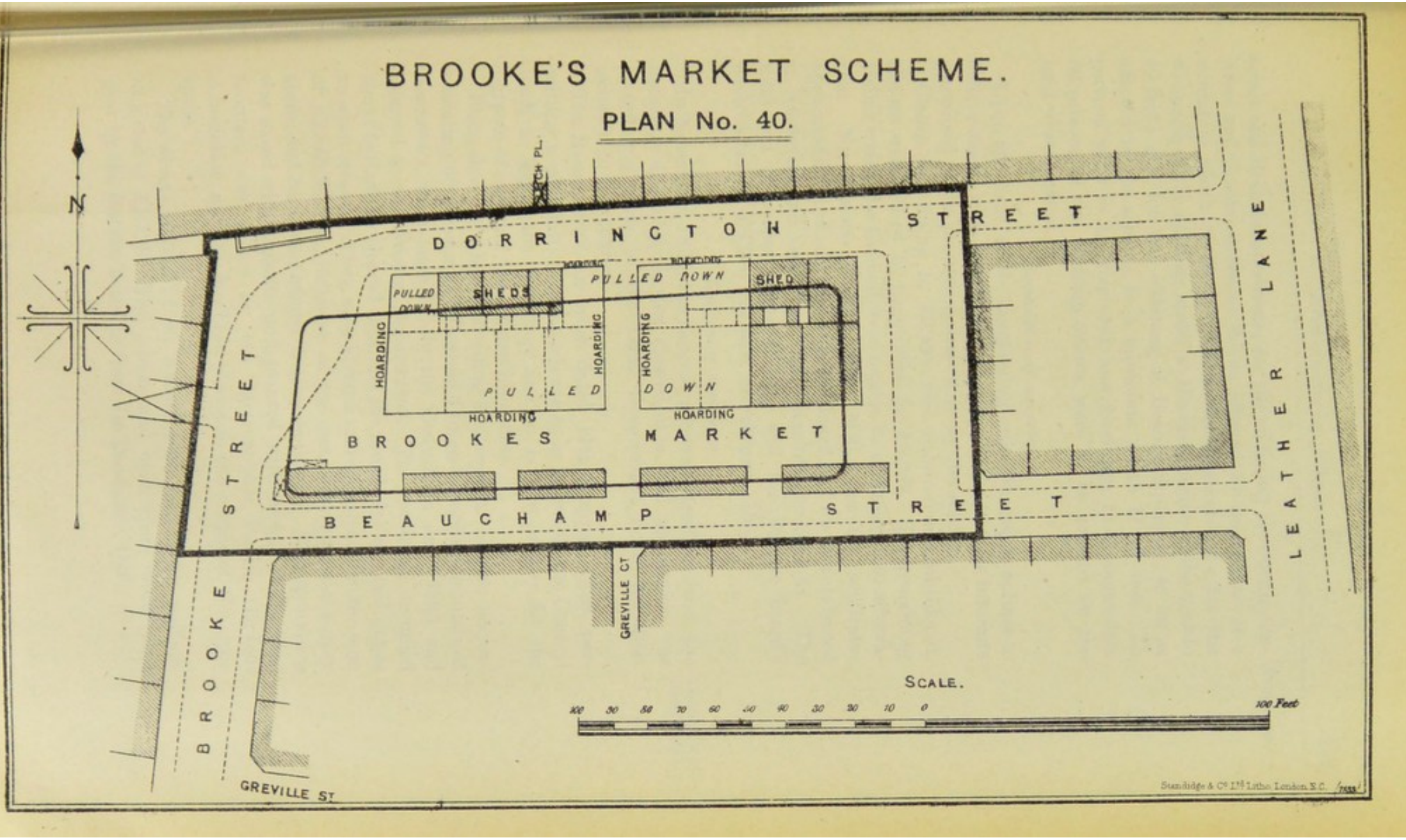
The Local Government Board held an inquiry as to the merits of the scheme on 2nd February, 1892, and issued the orders sanctioning and confirming the scheme on 17th March and 4th August, 1892, respectively.

Sanction and confirmation.

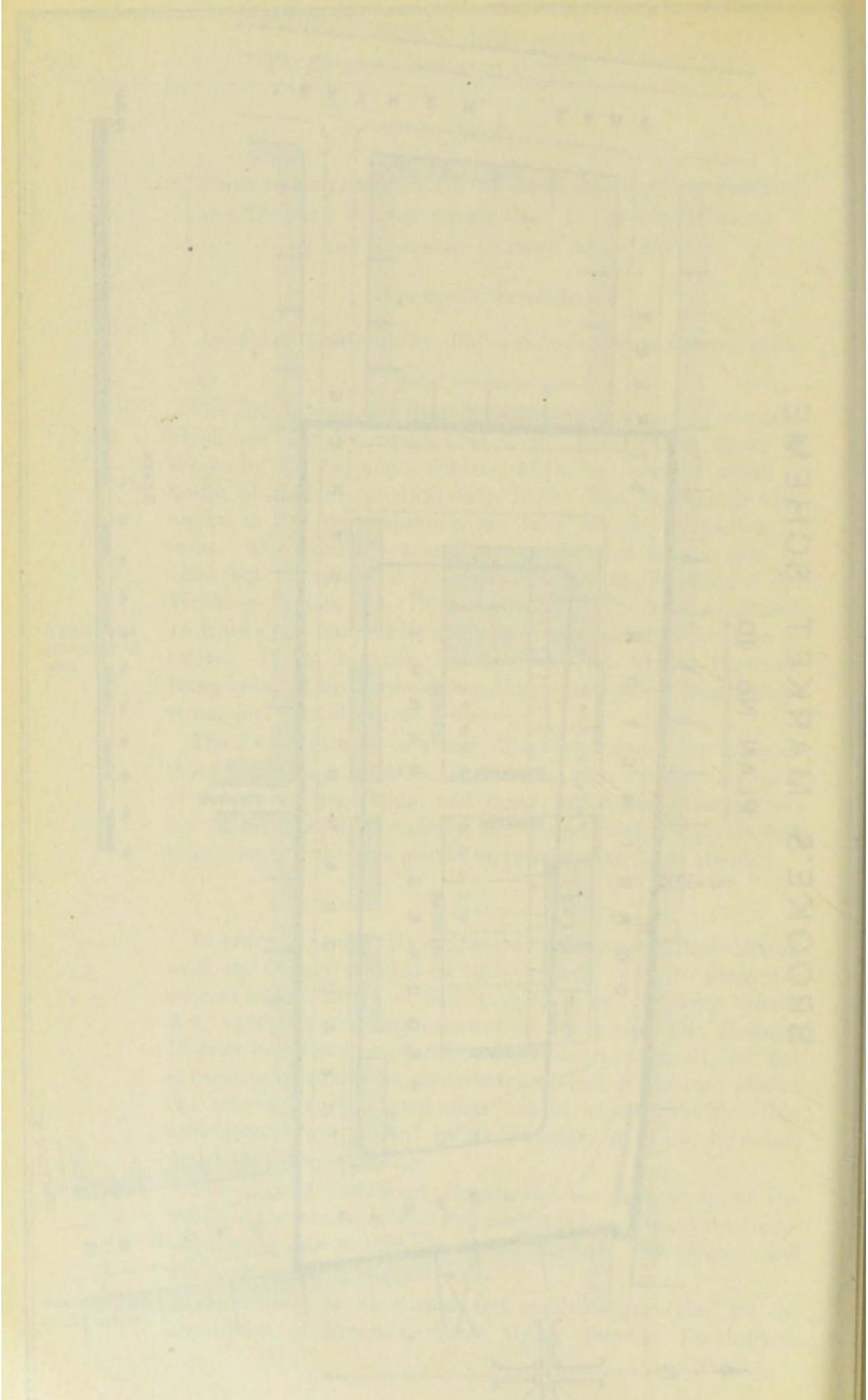
The scheme, as sanctioned and confirmed, provided for the acquisition of Brooke's-market (lying between Dorrington-

BROOKE'S MARKET SCHEME.

PLAN No. 40.



Standidge & Co Ltd Litho London E.C.



street and Beauchamp-street); for the widening of Dorrington-street and Brooke-street, so far as affected by the scheme, to a minimum width of 25 feet and 30 feet respectively; for the widening of the existing street at the eastern side of the area to 40 feet; and for the widening of Beauchamp-street, so far as affected by the scheme, to a minimum width of 18 feet. 55 persons were to be displaced, and dwellings to accommodate 60 persons of the working classes were to be erected on the land when cleared. Provisions.

Acquisition of property.

Upon the issue of the sanctioning order, the usual notices to deliver claims were served on the owners of the various interests comprised in the properties dealt with by the scheme.

Claims amounting to £9,498 were received and considered. Claims were settled by negotiation for £4,989. The remaining claims which the Council were unable to settle went to arbitration. Mr. Lawson Walton, Q.C., M.P., was the arbitrator appointed by the Local Government Board, and his awards issued in November and December, 1893, amounted to £665 4s. The total cost of property was £7,025, and the district board's contribution of £3,000 was paid in February, 1897.

Erection of dwelliags.

In November, 1895, the Council resolved itself to erect the necessary dwellings on the cleared area, and application was accordingly made to the Local Government Board for their sanction to this course. Council will itself build.

The Board issued an order dated 11th August, 1896, permitting a modification of the scheme so as to enable the Council itself to build the dwellings and to borrow money for the purpose of carrying the scheme into effect.

Plans showing a block dwelling 3 storeys in height, accommodating 60 persons in 6 two and 6 three-roomed self-contained tenements, were approved by the Council in July, 1896, and referred to the Works Department. The dwellings occupied about half of the cleared area, and the remainder was laid out as an open space. They were erected under contract for the sum of £2,846 5s. 10d., inclusive of the cost of laying out the open space, and have been named Cranley-buildings. The open space was paved with asphalte and planted with trees. A drinking fountain was given by the Metropolitan Public Gardens Association, and this has been placed in the centre of the open space.

The streets affected by the scheme were paved with asphalte at a cost of £1,528. The streets and open space were taken over by the district board as from 1st December, 1898.

Cost of scheme.

The actual cost of carrying the scheme into effect, exclusive of the erection of dwellings, was as follows—

Gross cost of property	£7,025
Cost of works...	1,851
	£8,876
Less various receipts and value of land retained by Council	858
Total net cost	£8,018
Less contribution by district board ...	3,000
Total net cost to Council ...	£5,018

2. *London (Mill-lane, Deptford) Improvement Scheme*, 1892.

Official representation.

In 1877, the Mill-lane, Deptford, area was represented to the Metropolitan Board of Works under the Artizans' and Labourers' Dwellings Acts, 1875, but the Board declined to take action in the matter. A fresh representation under Part I. of the Housing of the Working Classes Act, 1890, was made to the Council by the medical officer of the district on 24th March, 1891. The Council was of opinion that the area should be dealt with by a scheme under Part II. of the Act and approached the district board on the subject. The board offered to contribute one-third of the cost of a scheme, but this offer not being considered satisfactory, application was made to the Secretary of State for his decision. The Secretary of State appointed a commission to hold an inquiry, but before the inquiry was held an agreement was come to whereby the Council undertook to prepare and carry out a scheme, the district board contributing one-half of the net cost. The area represented was triangular in shape and was bounded by the houses in the rear of the west side of Nelson-street, and by Mill-lane, Friendly-street and King-street. It comprised houses in Mill-lane, Lambert's-buildings, Morss-buildings and Knott's-buildings. On 12th July, 1892, the Council resolved to prepare a scheme for the improvement of the area.

Application to Secretary of State.

Property comprised in area.

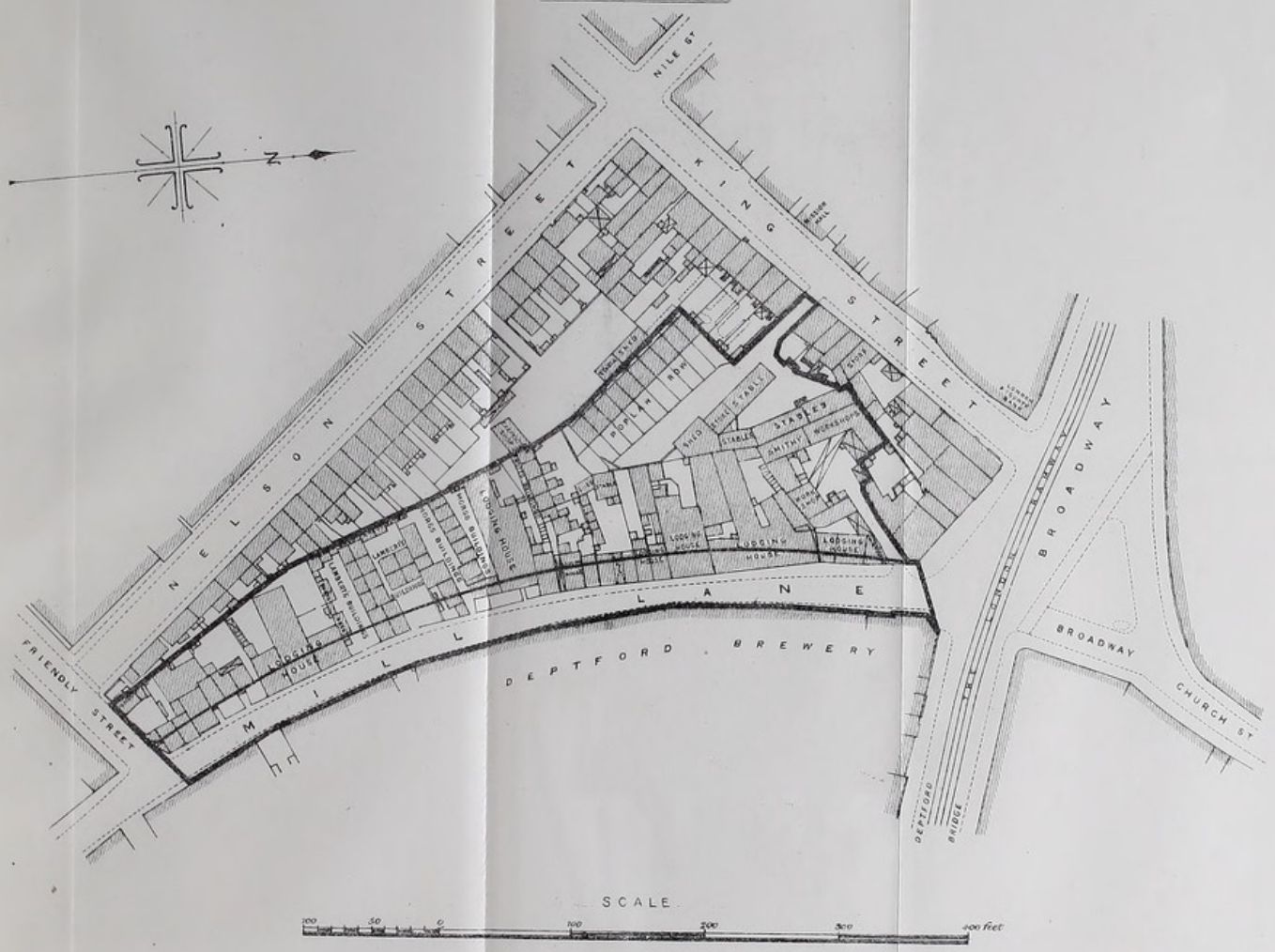
Condition of the area.

The houses comprised in the area were old and ill-arranged; many of them were damp, the ground floors being below the level of the pavement, while some were without backyards or through ventilation. A serious outbreak of enteric fever

Enteric fever.

MILL LANE SCHEME.

PLAN No. 41.





occurred in the south-east of London in the latter part of the year 1892, and it was a significant fact that the source of the outbreak was traced to ice cream sold by Italians living within the Mill-lane area in the midst of most insanitary surroundings.

Scheme.

The Council directed a scheme to be prepared for dealing with the area on 12th July, 1892. The area included in the scheme comprised the properties referred to in the representation, with the addition of the houses in Poplar-row, which were acquired both on account of their condition and for the purpose of obtaining access to King-street. The area was about 7,500 square yards in extent, and contained 50 houses (including eight registered lodging-houses) occupied by persons of the working class, five not so occupied, a smithy and some stables, and two empty houses. The total population was 715, of which the lodging-houses accommodated no fewer than 429.

Property included.

The Local Government Board inquiry as to the scheme was held on 25th February, 1893; the sanctioning order was issued on 13th July, 1893; and the confirming order on 8th February, 1894. The scheme as sanctioned and confirmed provided for the erection of dwellings for the working classes on the cleared area to accommodate 550 persons; for the widening of Mill-lane to a width of 40 feet, and for any land not required for providing accommodation for persons of the working class to be dedicated as a highway or open space.

Local inquiry.

Provisions.

Acquisition of property.

Upon the scheme being confirmed, steps were taken to obtain possession of the properties comprised therein. Notices to deliver claims were accordingly served on the persons interested. Claims were received amounting to £34,744 3s. 6d., of which all but two were settled by negotiation for £16,141. Mr. Lawson Walton, Q.C., M.P., was appointed arbitrator to deal with the claims in dispute, and his awards, issued in November, 1894, and June, 1895, amounted to £1,049. The contribution to be paid by the District Board will, if interest on the capital expenditure be taken into account, probably amount to £10,478, and application will in due course be made for an order of the Secretary of State to determine the amount.

Execution of scheme.

On 5th November, 1895, the Council decided to apply to the Local Government Board for permission for itself to erect the necessary dwellings. It was originally proposed to provide a common lodging-house and block dwellings on the site. The Greenwich District Board, however, opposed the application on

the ground that there was no need in the district of such accommodation, and that cottage dwellings were required.

Proposed reduction in number to be rehoused.

Upon this the Council decided, on 3rd March, 1896, to apply to the Local Government Board for permission to modify the scheme by reducing the number to be rehoused to 300 so as to allow of cottage dwellings being erected.

Application for this modification; for permission to widen Friendly-street to 40 feet so far as affected by the scheme, and for permission for the Council itself to erect the buildings necessary under the scheme, was accordingly made in March, 1896, and the Local Government Board thereupon required that plans of the cottages proposed to be erected should be submitted to them previously to their coming to any decision thereon. After considerable correspondence, in which the grave inconvenience of this request was pointed out, sketch plans, showing accommodation for 326 persons, were forwarded to the Board in May, 1897. The Board's criticisms on the plans submitted were received in June, and replied to in July, 1897. A local inquiry as to the modification of the scheme was held by the Board on 26th July, 1897, and the Board subsequently intimated their willingness to permit the Council to modify the scheme by reducing the number to be accommodated on the area to 272 (for which number they considered the cottages, of which sketch plans had been submitted, should be held to provide accommodation), subject however to the Council undertaking to provide on other sites in the neighbourhood the accommodation necessary for the balance (278) of the persons required to be re-housed under the scheme. Upon receiving this communication, the Council proceeded to ascertain whether other suitable land in the neighbourhood was available for the purpose suggested by the Local Government Board. There did not appear to be any such land, and as the necessity for the provision of more accommodation in London for the working class was daily becoming greater, it was thought necessary to reconsider the whole question of the accommodation to be provided. Upon full consideration it was deemed undesirable to take any further action in the direction of obtaining the consent of the Local Government Board to a reduction in the number for whom accommodation must be provided. The Council's officers were instructed to report how accommodation for the 550 persons originally proposed to be rehoused could be best provided. In pursuance of these instructions the architect prepared a plan of a men's lodging-house on the lines of those already erected by Lord Rowton. The plan showed that a building of this kind could be erected on the deeper portion of the area, and that 670 persons could

Abandoned.

be accommodated therein. The Council then decided, in December, 1899, to erect such a lodging-house and to build cottage dwellings on the shallower portion of the area. The plans of the lodging house have been approved by the Local Government Board, and working drawings are being prepared. Lodging-house and cottages to be erected.

Cost of scheme.

The total cost of carrying the scheme into effect up to 31st March, 1900 (exclusive of the erection of dwellings) was as follows—

Gross cost of property	£20,251
Cost of works	2,202
	£22,453
Less various receipts and value of land retained by Council ...	3,697
Total net cost	£18,756
Less probable contribution by district board...	10,478
Total net cost to Council ...	£8,278

3. *London (Ann-street, Poplar) Improvement Scheme*, 1893.

Area dealt with by scheme.

In reply to the Council's request in 1889 for information as to insanitary areas in the Poplar district, the Poplar District Board forwarded a report by their medical officer of health on the Ann-street area. The area referred to in the report was bounded by St. Leonard's-road, East India Dock-road, Brunswick-road, and by stables at the rear of houses abutting on Albert-street, and comprising the houses in Ann-street, Charles-place, Edna-place, Prospect-place, Ann's-row, Tavern-row, Tavern-court, and Self's-place. On the passing of the Housing of the Working Classes Act, 1890, the medical officer of health for the district represented many of the houses as unfit for human habitation, and proceedings for closing the houses were instituted. These proceedings not being successful, the Council came to the conclusion that the only way of dealing effectually with the area would be by means of a scheme under Part II. of the Housing of the Working Classes Act, 1890, and in December, 1891, the district board were so informed. The district board replied that they were prepared to leave the matter in the hands of the Council, and the Council, in pursuance of its powers under sections 46 (5) and (6) of the Act, resolved to prepare a scheme for the improvement of the area. Property dealt with.

Scheme.

This scheme was approved on 7th February, 1893. The Local Government Board inquiry was held on 23rd June, 1893, and the sanctioning and confirming orders issued on 14th February and 28th May, 1894.

Local inquiry.

Property included.

The scheme as sanctioned and confirmed included as the area to be reconstructed and rearranged the houses in Bow-court, Edna-place, Prospect-place, Ann's-row, Tavern-row, Tavern-court, Brunswick-road, and Ann-street. The number of persons of the working class displaced by the scheme was 261, and it was originally proposed to provide accommodation on the cleared area for 200 persons. The sanctioning order, however, required provision to be made for not less than 180 persons, and provided that accommodation for at least 100 persons should be provided before a greater number than 150 persons were displaced.

Contribution by district board.

In the absence of any agreement between the Council and the district board, application was made to the Secretary of State for the Home Department for an order determining the amount which the district board should contribute towards the cost of the scheme. By an order issued in June, 1894, the Home Secretary fixed the sum of £4,400, being a moiety of the estimated net cost of the scheme, as the amount of the district board's contribution. This sum was paid by the district board in March, 1896.

Acquisition of property.

Upon the scheme being confirmed requests for claims were served on all parties interested. Claims amounting in all to £15,607 17s. 6d. were received, and 31 claims were settled by negotiation for £6,081. An arbitrator (Mr. Lawson Walton, Q.C., M.P.) was appointed in February, 1895, and his award was issued in March, 1895, for £1,230. The total cost of property was £10,126.

Erection of dwellings.

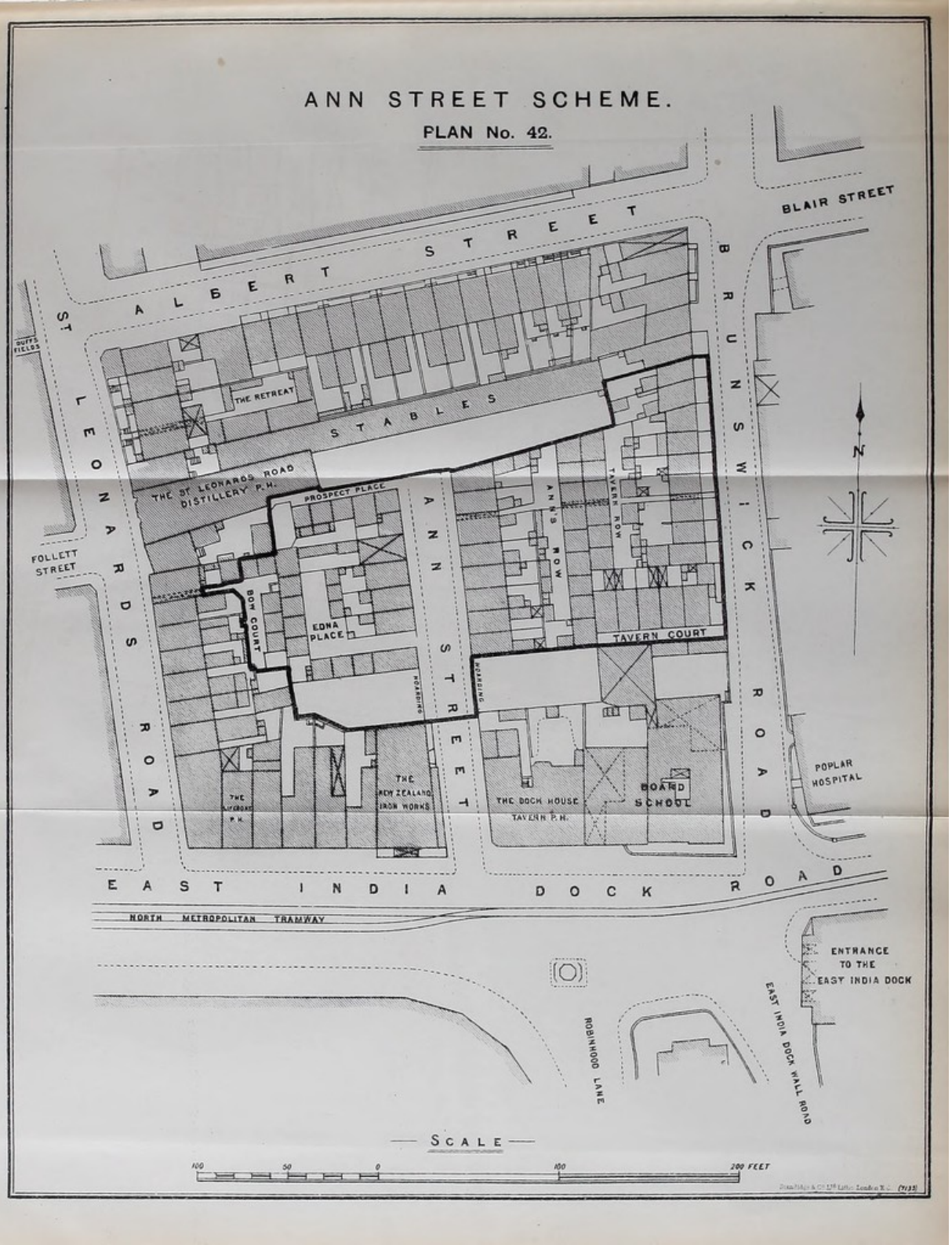
Proposed sale of land.

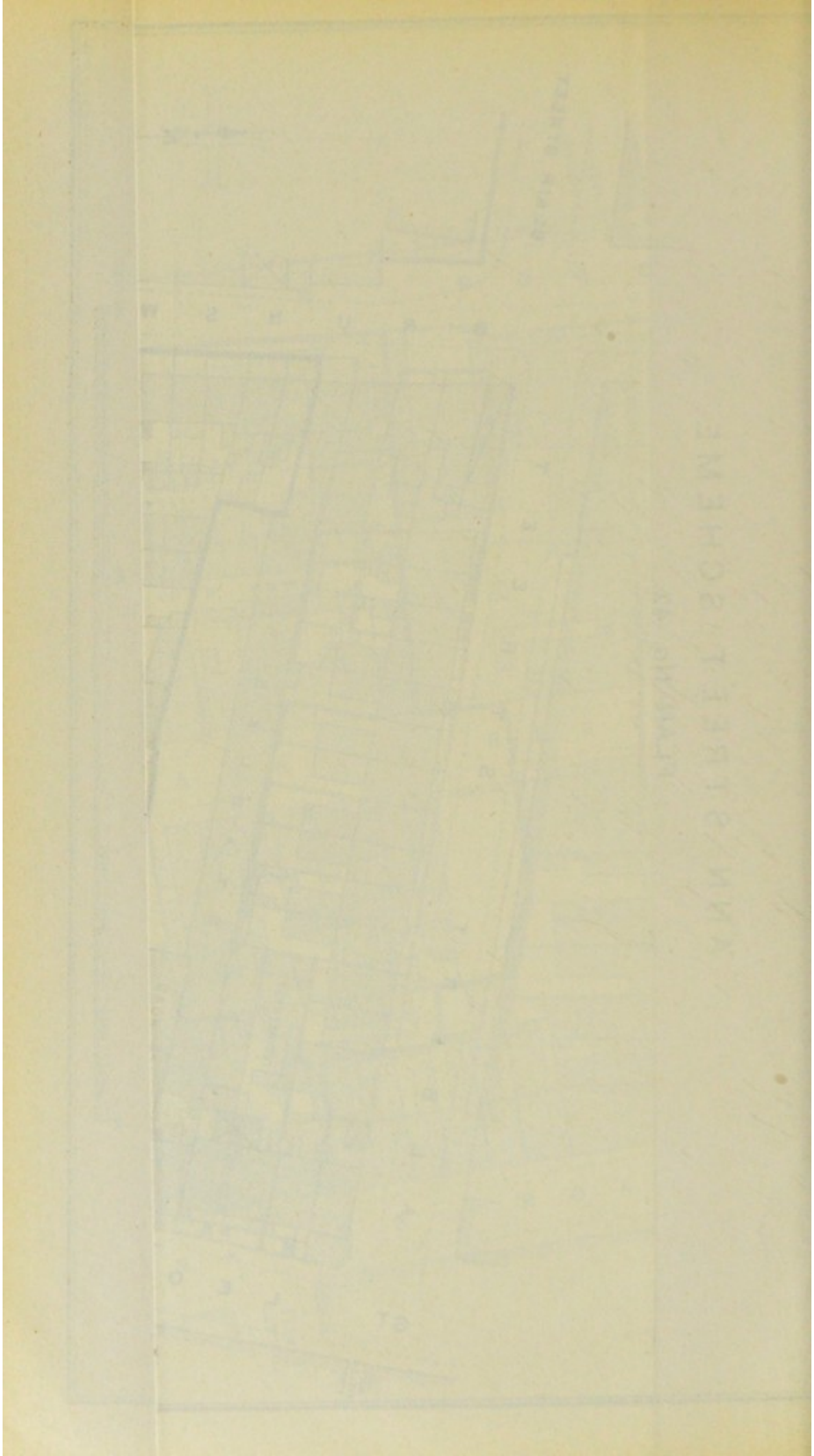
The Council in March, 1896, accepted an offer from the East End Dwellings Company to purchase the cleared land on the east side of Ann-street for £2,250, and to erect the necessary dwellings for the accommodation of 180 persons in accordance with the requirements of the scheme subject to the plans being approved by the Council.

The plans for the proposed dwellings were accordingly submitted by the company in July following, but the Council was unable to approve them. The plans were then amended in some particulars, and it was agreed that they should be forwarded to the Local Government Board, and that the decision of that Board upon them should be accepted as

ANN STREET SCHEME.

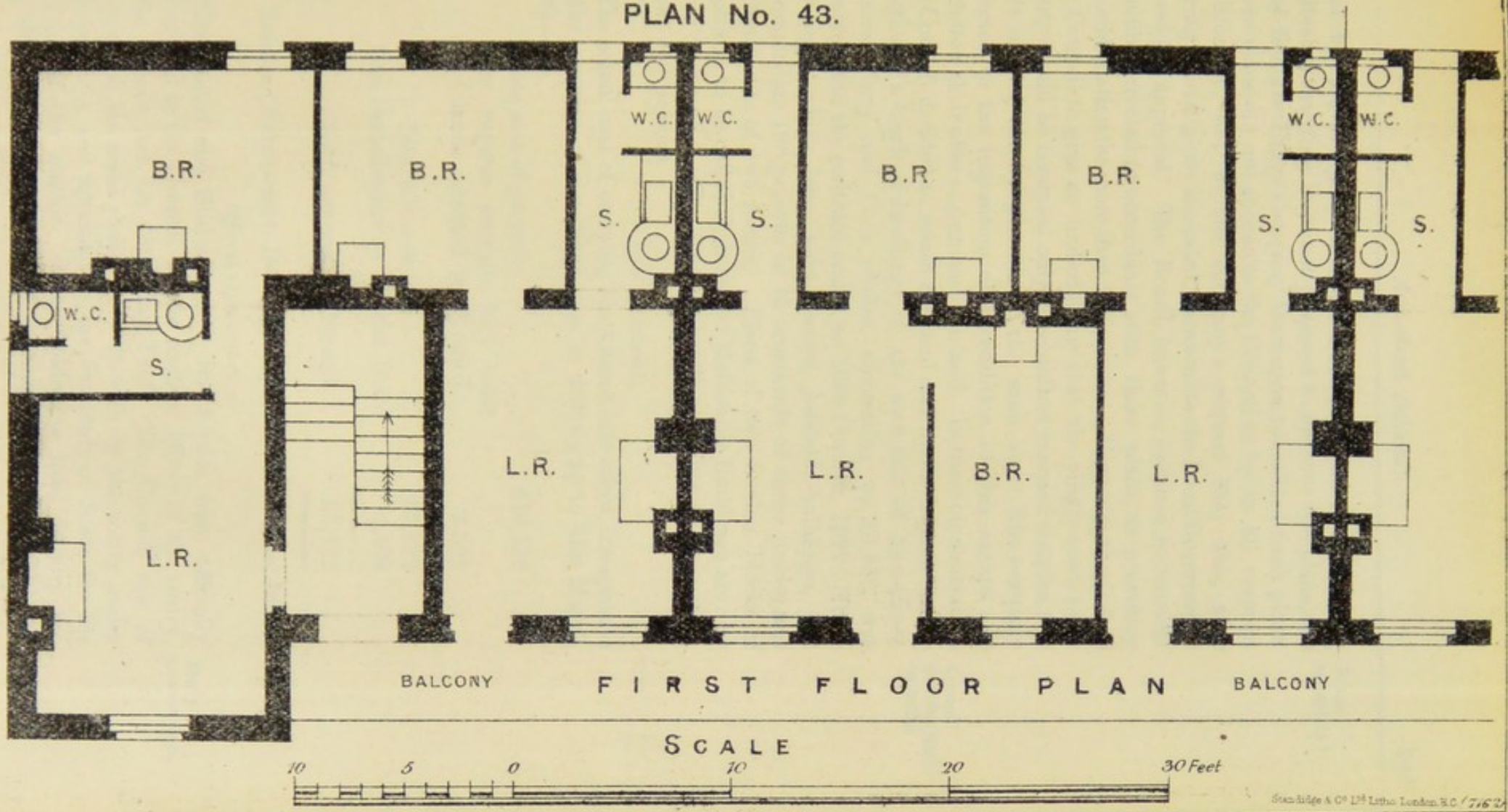
PLAN No. 42.



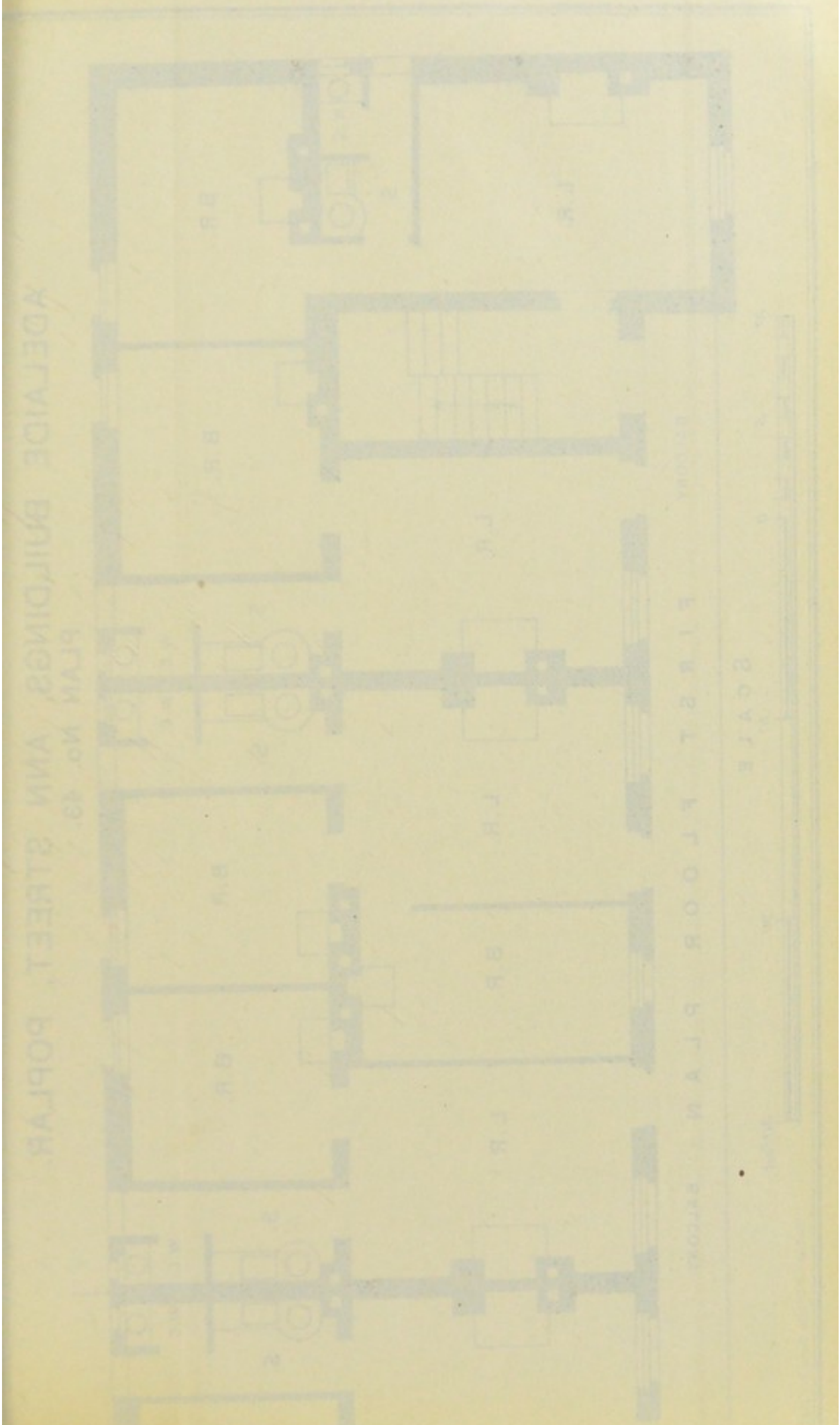


ADELAIDE BUILDINGS, ANN STREET, POPLAR.

PLAN No. 43.



Standidge & Co Ltd Litho. London. N.C. 7162



final by the company and the Council. The Board having intimated that they were not prepared to approve the plans, the East End Dwellings Company thereupon submitted fresh plans. These plans did not appear to the Council to be in all respects satisfactory, but at the company's request they also, after having been slightly amended, were sent to the Local Government Board for approval. The Board, however, declined to consider dwellings erected in accordance with these plans, as providing accommodation for more than 100 persons. Moreover, they asked the Council to give an undertaking that the single-room tenements would be occupied only by childless married couples, two girls or two elderly persons of the same sex. The company objected to the imposition of a condition of this nature, and withdrew their offer to purchase the land. In these circumstances the Council decided to retain the land and invite tenders for the erection of a block of dwellings on the west side of Ann-street. Messrs. Perry and Co.'s tender, amounting to £6,853, was accepted and the contract sealed on 10th October, 1899. These buildings, which have been named Adelaide-buildings, will accommodate 190 persons in 15 tenements of three rooms, and 25 tenements of two rooms. Plans of two further blocks of dwellings to be called Sydney and Melbourne Buildings are now being prepared. The buildings will probably accommodate about 440 persons.

Plans submitted.

Council decides itself to build.

Cost of scheme.

The actual cost of carrying the scheme into effect, irrespective of the erection of dwellings, was as follows up to 31st March, 1900—

Gross cost of property	£10,126
Less various receipts and value of lands retained by Council...	2,304
Total net cost	£7,822
Less contribution by district board	4,400
Total net cost to Council ...	£3,422

4. *London (Falcon-court, Borough) Improvement Scheme*, 1895.

Official representation.

Falcon-court and Birdcage-alley, Southwark, were officially represented to the Council by the medical officer of the vestry, under Cross's Act, on 28th May, 1889. The Council was of opinion that the areas should be dealt with by the vestry under Torrens' Acts, and appealed to the Secretary of State for his decision in the matter. After holding a local inquiry the Secretary of State decided that the vestry should deal with the

Early proceedings.

areas under Part II. of the new Housing of the Working Classes Act, 1890, the Council to contribute one-third of the cost. The vestry, however, did not see their way to preparing a scheme, especially as they had schemes already in hand for the improvement of the Green-street and Gun-street areas. After some considerable correspondence, the vestry asked the Council to undertake a larger scheme, including, besides Falcon-court and Birdcage-alley, four adjoining courts, viz., Brent's-court, Eve's-place, Redcross-place and Maypole-alley. This the Council consented to do, subject to the vestry contributing half the cost of carrying the scheme into effect, and on 2nd July, 1895, directed such a scheme to be prepared under Part II. of the Housing of the Working Classes Act, 1890.

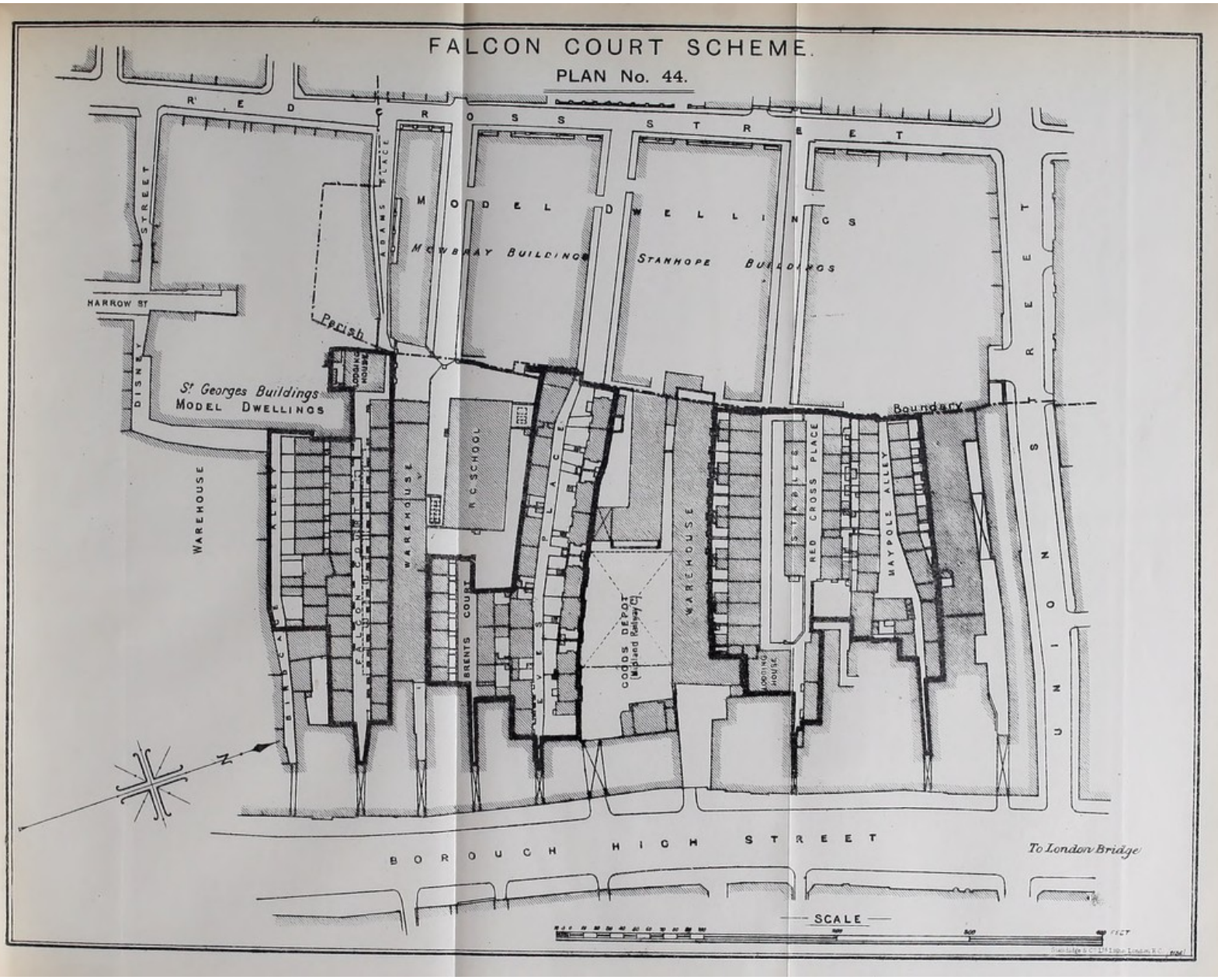
Enlarged area to be dealt with.

Condition of the area.

The courts and alleys comprised in the enlarged area lay to the back of houses on the west side of Borough High-street, and were approached from that street by narrow covered passages. The area included Birdcage-alley, Mason's-buildings, Falcon-court, Brent's-court, Eve's-place, Redcross-place and Maypole-alley. These together formed a wretched area of courts and alleys, not only overcrowded, but with houses so situated as to make it practically impossible to transform them into healthy dwellings.

Press opinion of area.

The "Standard," in an article dated 19th January, 1894, after calling attention to the condition of the area said, "There "is an evil reputation clinging to the narrow and winding "*cul-de-sac* known as Maypole-alley despite its attractive title. "Wretched ravines of dingy structures connected with the "main street by narrow and tunnel-shaped entries, are per- "manently excluded from their supply of light and air and "afford what is designated as a close refuge for the criminal and "vicious. Rows of houses, generally back to back, harbour "a population decimated by disease and producing a race of "children even more sickly and degenerate than their parents. "Child life is, in fact, blighted, and a plentiful crop of "pauperism is provided for the future. In short, everything "connected with the locality is so bad and so hopelessly "insanitary as to necessitate nothing less than a clean sweep "of the whole neighbourhood." That this was no exaggerated statement of the evils existing in the area can be fully proved by a reference to a report made to the vestry by the medical officer of health for the district in January, 1894. It is a significant fact that the last death from Asiatic cholera which occurred in the parish during the epidemic of 1866 took place in Redcross-place.


FALCON COURT SCHEME.
PLAN No. 44.
R' E D
C R O S S S T R E E T
STREET
M O D E L D W E L L I N G S
McCRAY BUILDINGS
STANHOPE BUILDINGS
HARROW ST
Parish
DISNEY
St Georges Buildings
MODEL DWELLINGS
WAREHOUSE
R.C. SCHOOL
WAREHOUSE
BRENTS COURT
PLACE
CODDS DEPOT
(Midland Railway Co)
WAREHOUSE
STAPLES
RED CROSS PLACE
MAYPOLE ALLEY
Boundary
UNION STREET
BOROUGH HIGH STREET
To London Bridge
SCALE



Scheme.

The vestry agreed to contribute half the net cost of a scheme, and a scheme was accordingly submitted to and approved by the Council on 5th November, 1895. The usual petition was forwarded to the Local Government Board for their sanction to the scheme, and a local inquiry was held by the Board on 14th April, 1896. Several applications were made to the Board for the issue of an order sanctioning the scheme, but it was not until February, 1898, that the Board intimated their intention of issuing the order forthwith. The sanctioning order was ultimately issued on 12th July, and the confirming order on 21st November, 1898.

Local inquiry.

Sanction and confirmation.

The scheme provided for the acquisition of the properties comprised in the courts and alleys referred to above, and for the sale of the land when cleared for commercial or other purposes. As the position and configuration of the area and the character of the surrounding property rendered it unsuitable for the rehousing of any of the persons of the working class (about 800) displaced by the scheme, the scheme required the Council to acquire other land in the parish under Part III. of the Housing of the Working Classes Act, 1890, and to erect dwellings thereon to accommodate not less than 500 persons. The estimated cost of the scheme is as follows—

Estimated cost

Gross cost of property...	£35,500
Less receipts	20,000
Total net cost	£15,500

Erection of dwellings.

Particulars as to the erection of dwellings in connection with this scheme will be found in section ix. of this work *infra*.

Vestries' and District Boards' Schemes.

1. *London (Green-street, Southwark) Scheme*, 1891.
2. *London (Gun-street, Southwark) Scheme*, 1891.

Official representations.

The Green-street and Gun-street areas were officially represented to the Council under Cross's Act by the medical officer of the Vestry of St. George-the-Martyr, Southwark, on 28th May, 1889. The Council was of opinion that the areas should be dealt with under Torrens' Acts and appealed to the Secretary of State, who after a local enquiry decided that they should be dealt with under Part II. of the Housing of the Working Classes

Act, 1890, which was passed while the areas were under consideration, and that the Council should contribute one-third of the cost.

The vestry proposed to proceed for the improvement of the areas by closing orders, but the Council did not consider these means sufficient, and having ascertained that the Secretary of State intended schemes to be prepared, pressed the vestry to prepare schemes accordingly. This they agreed to do and the Green-street and Gun-street schemes, 1891, were prepared and submitted for approval to the Local Government Board.

Schemes prepared.

Schemes.

Green-street scheme.

The properties dealt with by the Green-street scheme comprised—

Property included.

Nos. 38 to 45 (10 houses), Green-street.
,, 1 to 10 (10 houses), Mason's-buildings.
,, 10 to 14½ (6 houses), King's Bench-walk.
,, 1 to 4 (4 houses), Back-court.
,, 1 to 4 (4 houses), Reddin's-court.

The scheme provided for the removal of the existing buildings and for the erection on the vacant land of working-class dwellings capable of accommodating 128 persons.

The scheme as sanctioned by order of the Local Government Board, dated 4th August, 1892, required dwellings to be erected for the accommodation of 72 persons. The order confirming the scheme was issued on 15th May, 1893.

Gun-street scheme.

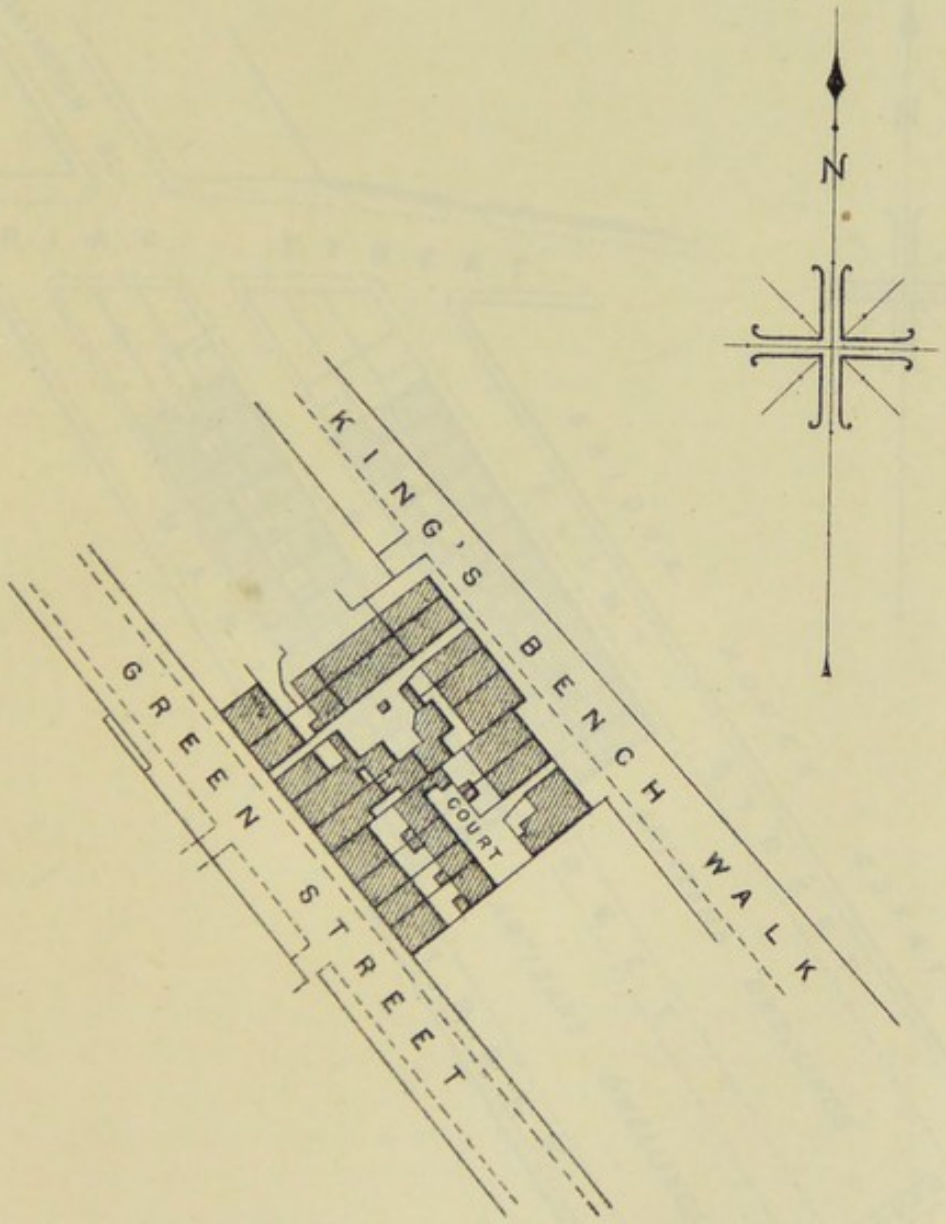
Property included.

The area dealt with by the Gun-street scheme consisted of Nos. 15 to 43, Gun-street, Nos. 15 to 27, Flint-street, and Nos. 41 to 56, Martin-street. The scheme provided for the erection of dwellings on the area when cleared for the accommodation of 246 persons of the working class. The Local Government Board issued an order sanctioning the scheme, dated 4th August, 1892, subject to the condition, among others, that 144 persons should be accommodated on the area. The order confirming the scheme was issued on 15th May, 1893.

After clearing the areas the vestry sought and obtained modifications of the schemes to enable them to sell to the Council the vacant lands for the purpose of erecting the necessary dwellings. The Council resolved on 20th November, 1894, to purchase the sites under Part III. of the Housing of the Working Classes Act, 1890. For the further proceedings of the Council with regard to the sites, see section ix. *infra.*

GREEN STREET SCHEME.

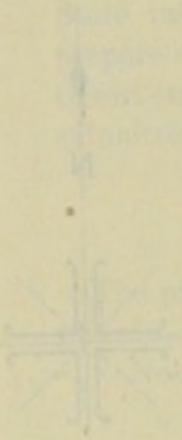
PLAN No. 45.



SCALE

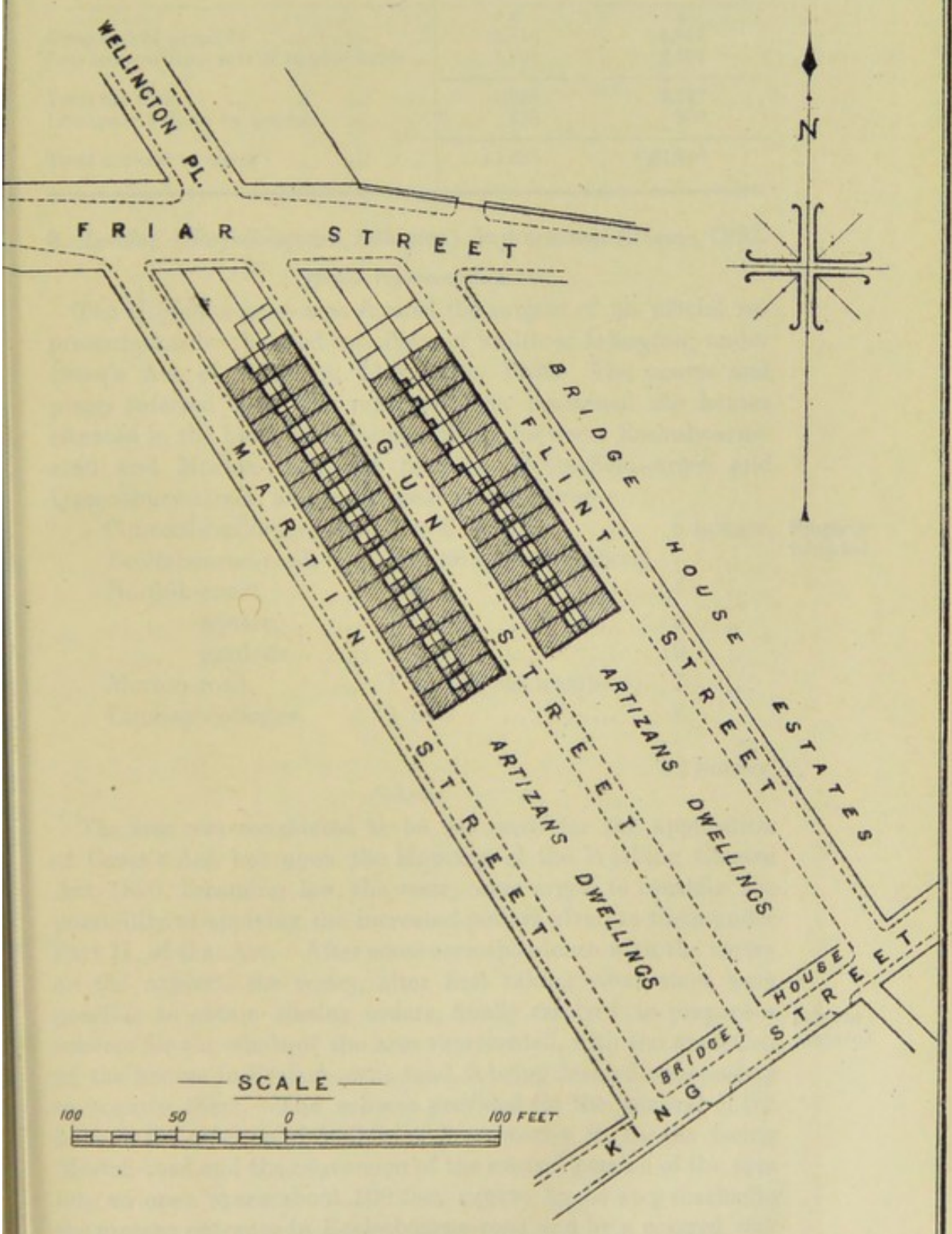
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STANDIDGE & Co. LIMITED, LITHO. 36, OLD JEWRY & 18, WORSHIP STREET, E.C.

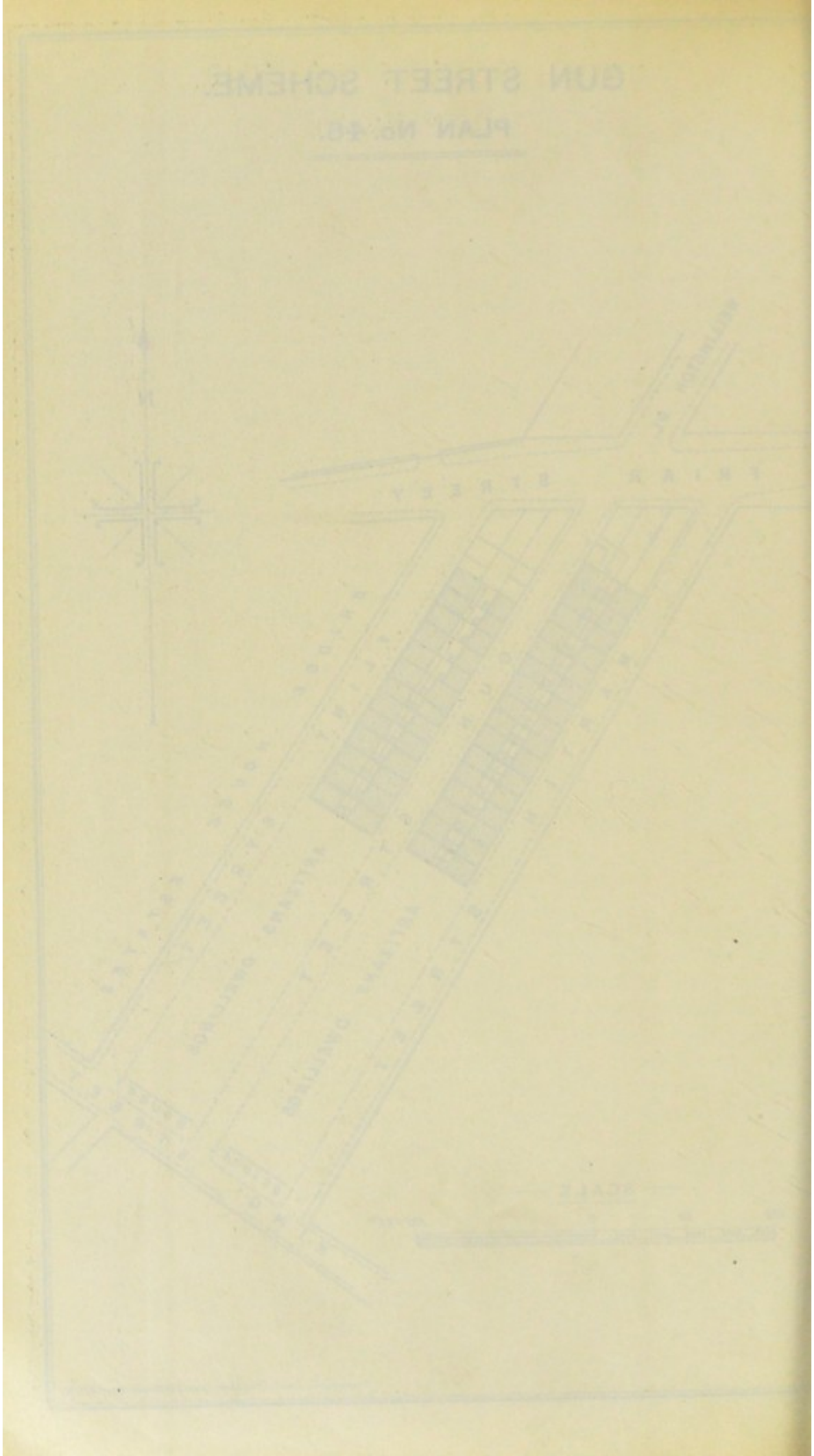


GUN STREET SCHEME.

PLAN No. 46.



STANFORD & C°, LIMITED, LITHO. 56, OLD JEWRY & 18, WORSHIP STREET. E.C. (1738)



Actual cost of schemes.

The actual cost of the schemes was as follows—

	Green-street scheme.	Gun-street scheme.
	£	£
Gross cost of property	3,818	4,847
Less receipts from sale of surplus lands ...	1,760	2,100
Total net cost	2,058	2,747
Less contributions by Council	670	899
Total net cost to vestry	£1,388	£1,848

3. *London (Norfolk-square, Islington) Improvement Scheme*, 1892.

Official representation.

The Norfolk-square area formed the subject of an official representation by the medical officer of health of Islington, under Cross's Act of 1875, on 24th June, 1889. The courts and places referred to in the representation contained the houses situated in the block of buildings lying between Ecclesbourne-road and Morton-road, and between Rotherfield-street and Queensbury-street, and comprised the following—

Property included.

Concord-buildings, Nos.	1 to 8	8 houses.	
Ecclesbourne-road, ,,	8 to 20 (even numbers)	7 ,,	
Norfolk-court, ,,	1 to 4	4 ,,	
,, square, ,,	1 to 6	6 ,,	
,, gardens, ,,	1 to 12	12 ,,	
Morton-road, ,,	1 to 13 (odd numbers)	7 ,,	
Lindsay-cottages, ,,	1 to 8	8 ,,	
		52 houses.	

Scheme.

The area was considered to be too small for the application of Cross's Act, but upon the Housing of the Working Classes Act, 1890, becoming law, the vestry were urged to consider the possibility of applying the increased powers given to them under Part II. of that Act. After some correspondence with the vestry on the subject, the vestry, after first taking what steps were possible to obtain closing orders, finally resolved to prepare a scheme for the whole of the area represented, with the exception of the houses in Ecclesbourne-road, it being deemed unnecessary to acquire them. The scheme provided for the removal of the houses, the erection of buildings four stories in height facing Morton-road and the conversion of the central portion of the area into an open space about 100 feet square to be approached by the present entrance in Ecclesbourne-road and by a covered way

Scheme prepared.

to be constructed through the new block of buildings in the Morton-road. It was proposed to set back the new buildings 8 feet and to provide a good yard in the rear.

The following is a summary of the particulars relating to the scheme—

Estimated cost.

	Area in square feet.	Population (actual).
Land and buildings ...	21,980 ...	214
Cost of acquiring site, &c.		£7,934
Cost of enclosing and laying out open space		750
		8,684
Less recipts		850
Net cost		£7,834

Death rates.

The death rate for the central portion of the area was, in 1891, 50·2 per 1,000, against 18·1 for the parish generally, and the zymotic death rate 22·3 per 1,000, against 2·2 for the parish.

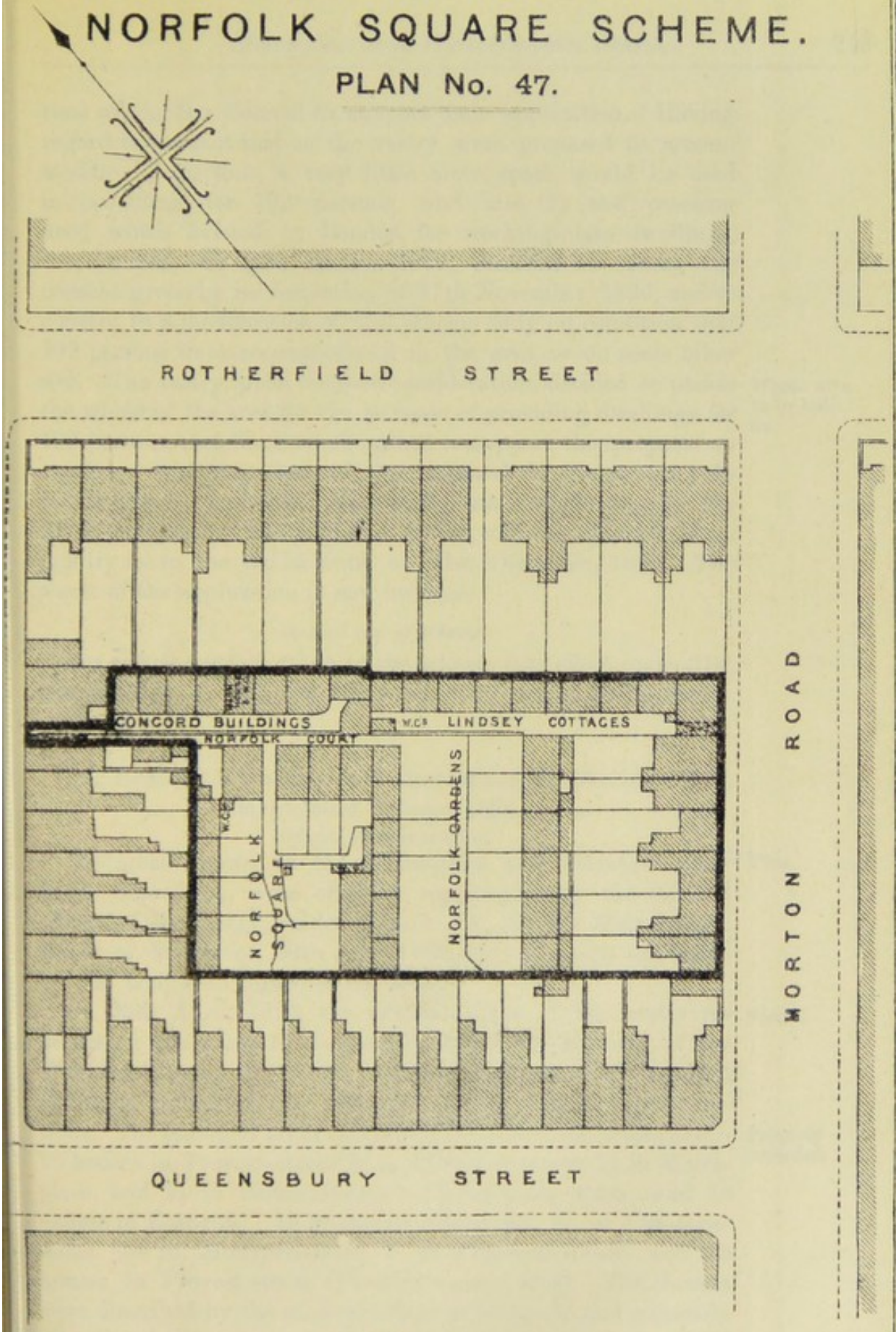
On 4th October, 1892, the Council approved the scheme, and resolved to contribute one-half of the net cost of the scheme, such contribution not to exceed £4,000, provided the vestry undertook to maintain and control the open space. The vestry made the necessary application to the Local Government Board, and the usual inquiry as to the merits of the proposed scheme was held by the Board on 15th March, 1893. An order sanctioning the scheme was issued on 19th September, 1893, and the confirming order followed on 26th February, 1894.

Modification of scheme.

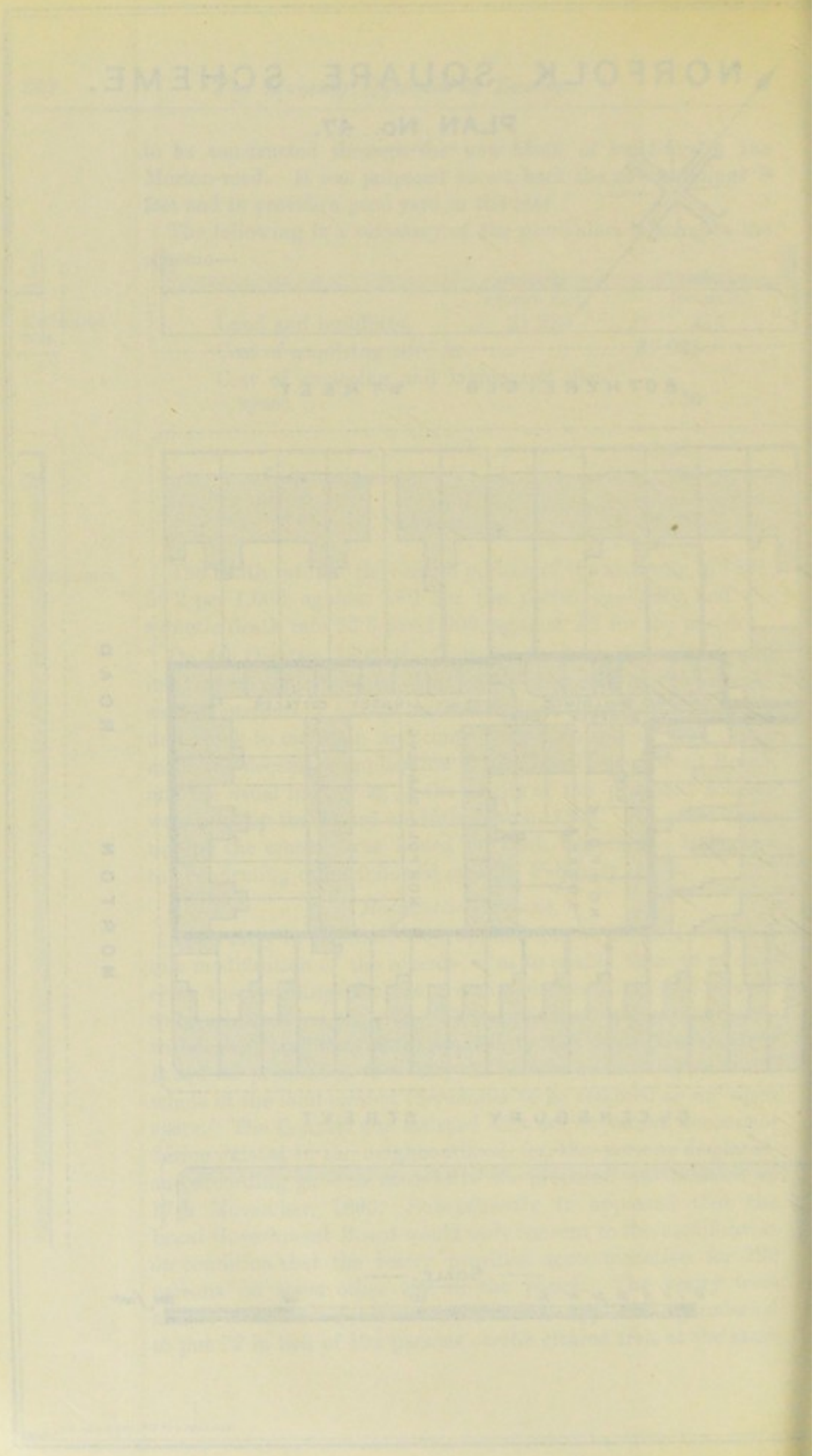
The vestry in October, 1895, applied for the Council's consent to a modification of the scheme so as to enable them to at once erect the dwellings for the accommodation of the 102 persons to be rehoused on the site. This application was subsequently withdrawn, and the vestry applied to the Local Government Board for permission to modify the scheme so as to allow of the whole of the land cleared thereunder to be retained as an open space. The Council was satisfied that ample vacant accommodation existed in the neighbourhood for the persons displaced, and according gave its consent to the proposed modification on 17th November, 1896. Subsequently it appeared that the Local Government Board would only consent to the modification on condition that the vestry provided accommodation for 102 persons on some other site in the parish. The vestry were unable to find a suitable site and therefore applied for permission to put 72 in lieu of 102 persons on the cleared area, at the same

NORFOLK SQUARE SCHEME.

PLAN No. 47.



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time asking the Council to support their application. Having regard to the fact that as the vestry were prepared to accommodate 72 persons, a very little more space would be used in providing for 102 persons, and also to the pressing need which existed in London for working-class dwellings, the Council, on 21st March, 1899, resolved to revoke the consent given by its resolution of 17th November, 1896, and to consent to a modification of the scheme only on condition that 102 persons were accommodated on the area or on some other site. The vestry, upon further consideration, decided to utilise the whole of the area for the purpose of providing dwellings for 192 persons, and the Council agreed to support this proposal on condition that the plans of the proposed dwellings were submitted for its approval. The vestry made application to the Local Government Board in due course, and the Board held an inquiry as to the modification on 21st December, 1899. The result of the application is now awaited.

Whole area to be built on.

Actual cost of scheme.

The actual cost of carrying the scheme into effect up to 31st March, 1900, was £5,898, being the total cost of the property acquired.

4. *London (Moira-place and Plumber's-place, Shoreditch) Improvement Scheme*, 1894.

Official representation.

The areas known as the Moira-place and Plumber's-place areas, Shoreditch, were officially represented by the medical officer of the vestry, under Cross's Act, to the Metropolitan Board of Works on 30th July, 1883, but no action was taken by that body with regard to the areas.

First.

On 26th April, 1890, the medical officer of the vestry represented the areas to the Council under the Housing of the Working Classes Act, 1890. These representations included additional properties not referred to in the original representations. The enlarged areas comprised the following properties—13 houses in Provost-street, 5 in Ebenezer-street, 21 in Moira-place, and 11 in Britannia-street (Moira-place area); and 10 houses in East-road; 13 houses in Nile-street, 17 in Custance-street, 14 in Moneyer-street, 7 in Plumbers'-place, and 15 houses in Provost-street (Plumber's-place area). The houses were described by the medical officer as being old and generally dilapidated structures, closely packed together, without proper back yards, and consequently without proper ventilation. The Council resolved that the areas were not of sufficient importance to the County of London for schemes under Cross's

Second.

Property included.

Act, but should be dealt with under Torrens' Acts, and this resolution was submitted to the Home Secretary who held a local inquiry. The Housing of the Working Classes Act, 1890, having in the meantime become law, the Home Secretary in November, 1890, decided that the areas should be dealt with under Part II. of the Act, and expressed the opinion that the Council ought to contribute one-half of the cost. The vestry subsequently submitted a scheme for the two areas on the lines of the formation of a broad thoroughfare from Britannia-street to Nile-street, which was approved by the Council. The Local Government Board held the usual local inquiry on 22nd February, 1893, and issued orders sanctioning and confirming the scheme on 2nd April and 10th October, 1894, respectively. The Council on 3rd March, 1896, resolved to contribute by instalments a sum of £27,500 towards the cost of the scheme.

Area to be dealt with under Part II.

Scheme.

Property included.

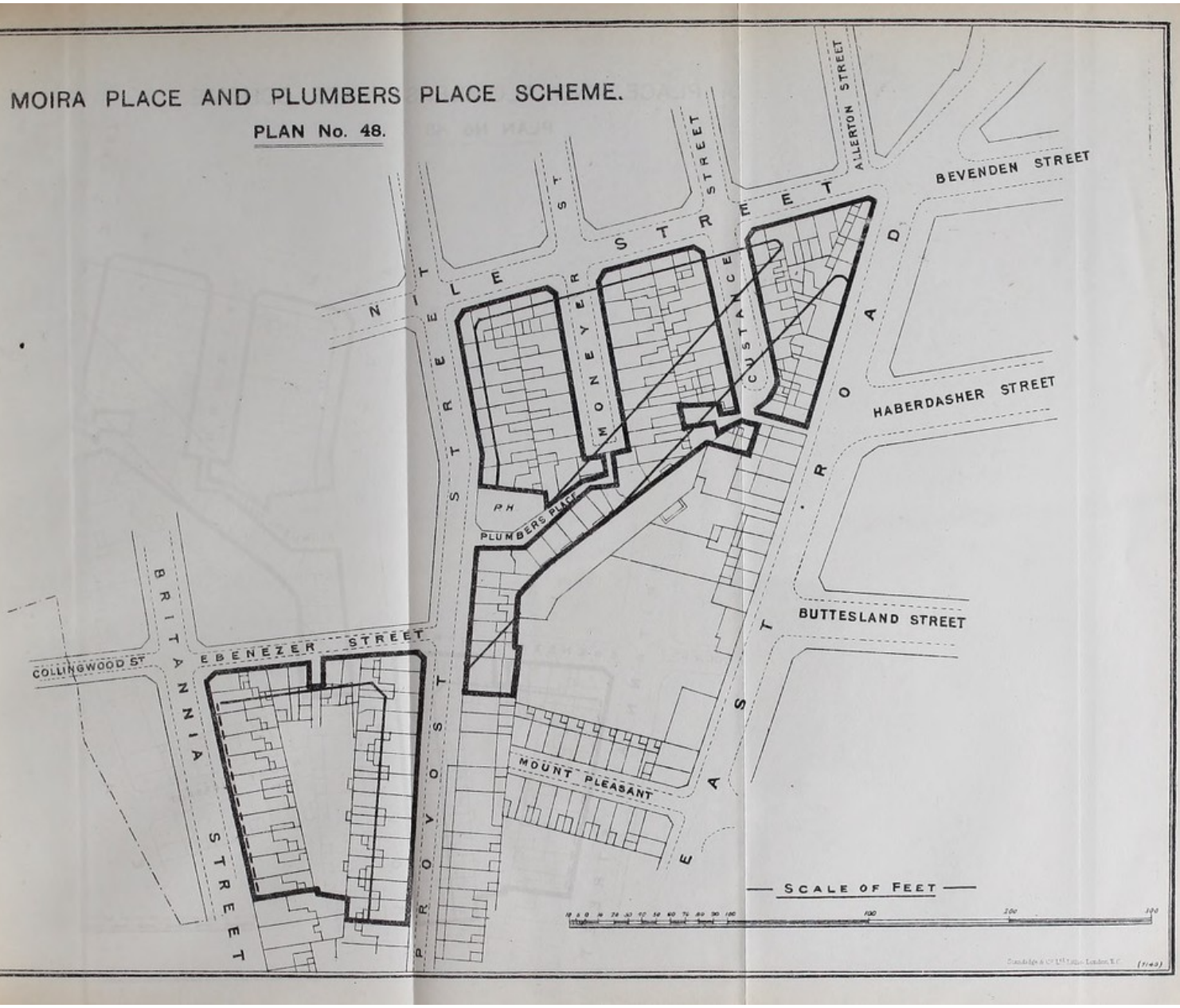
The area dealt with by the scheme comprised houses in East-road, Nile-street, Custance-street, Moneyer-street, Plumber's-place, Provost-street, Ebenezer-street, the sites of the houses in Moira-place, and houses in Britannia-street (east side). The scheme provided for the erection on the area of suitable dwellings for the displacement of 533 persons of the working-class and the re-accommodation of 400 persons. Nile-street and Ebenezer-street were to be widened to 40 feet, and also that part of Provost-street abutting on the area from Nile-street to the southern side of No. 54, Provost-street. That part of Provost-street abutting on the area from Ebenezer-street to the southern side of No. 11, Provost-street was to be "increased by the addition of so much of the said area as is necessary in order that the western boundary of such part of Provost-street may be at a distance of 20 feet from a line drawn along the centre line of such part as at present existing." The order modified the scheme as prepared by the vestry in an important particular, viz., the proposed new street was to stop at Provost-street instead of being carried through into Britannia-street.

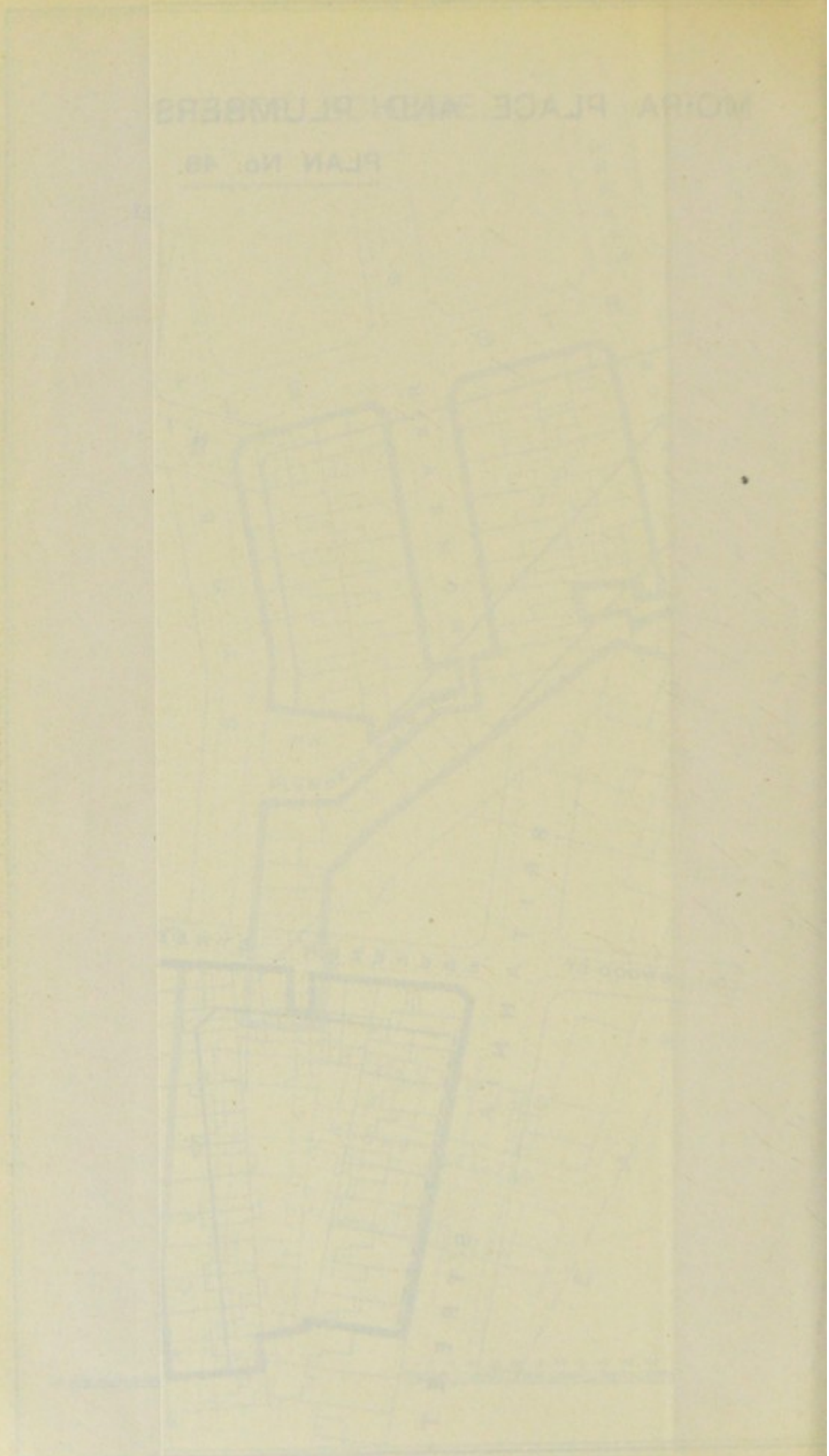
Modifications of scheme.

A difficulty arose in connection with the scheme from the fact that under Part II. of the Housing of the Working Classes Act, 1890, the power to borrow money is limited to the amount required to purchase the necessary properties and to pay compensation, and therefore does not give power to borrow in order to provide for other expenses incident to the carrying

MOIRA PLACE AND PLUMBERS PLACE SCHEME.

PLAN No. 48.





out of the scheme. The attention of the Local Government Board was directed to this point, and that Board obtained an amending Act in 1894, which makes it lawful to borrow for any purpose for which borrowing powers are taken in a scheme or given by an order of the Local Government Board sanctioning the scheme. The Moira-place and Plumber's-place scheme was made and confirmed prior to the passing of the Act of 1894, but the vestry obtained a modification of the scheme embodying such provisions as would enable them to carry out the whole scheme by means of borrowed money and the Council to pay its contribution towards the cost of the scheme in the same way.

Borrowing powers.

On 26th January, 1897, the Council gave its consent to the vestry obtaining a further modification of the scheme so as to enable them to themselves at once undertake the erection of the necessary dwellings for the accommodation of the 400 persons required by the scheme to be accommodated on the area. The Local Government Board on 3rd May, 1897, issued an order permitting a further modification.

On 17th December, 1898, the vestry intimated to the Council that they were desirous of making further provision on the area for persons of the working-class displaced by the scheme, and that they proposed to utilise four plots of land, originally intended to be leased for commercial purposes, for the erection of a block dwelling to accommodate 72 persons. The Council on 7th February, 1899, consented to the vestry applying to the Local Government Board for permission to further modifying the scheme in the direction indicated, subject to the vestry undertaking to bear the whole cost of the modification. Sketch plans showing shops with parlours on the ground floor with basements, were approved by the Council on 7th March, 1899.

Further rehousing accommodation.

Erection of dwellings.

The dwellings to accommodate the 400 persons required by the scheme to be accommodated on the area, were formally opened by Lord Rosebery on 13th November, 1899. They consist of 75 self-contained tenements, of which 25 are of two rooms and 50 of three rooms. The rents are 6s. 6d. per week for a two, and 8s. 6d. per week for a three-roomed tenement. The living rooms average 162 square feet, the bed-rooms 124 and 107 square feet, and the sculleries 44 square feet. The value of the land on which they are built is £4,420 and the total estimated cost of the buildings is £22,916.

Cost of scheme.

The following is the actual cost (excluding the erection of dwellings) of carrying the scheme into effect so far as can at present be ascertained—

Gross cost of property } Cost of works ... ... }	£53,474
Less sale of land, &c., and value of lands retained	5,735
Total net cost	£47,739
Less contribution by Council ...	27,500
Total net cost to vestry	£20,239

5. *London (London-terrace, St. George-in-the-East) Improvement Scheme*, 1892.

In 1889, in reply to the Council's request for information respecting insanitary areas, the Vestry of St. George-in-the-East forwarded particulars with regard to the London-terrace area. On the passing of the Housing of the Working Classes Act, 1890, the vestry took proceedings for closing orders, and many of the houses comprised in the area were closed or repaired. The Council, however, considered that the existing evils could only be permanently remedied by a scheme, and after conference with the vestry it was agreed that the vestry should prepare a scheme for the improvement of the area under Part II. of the Housing of the Working Classes Act, 1890, the Council contributing one-half the net cost of carrying the scheme into effect, such contribution not to exceed £1,600.

Closing orders.

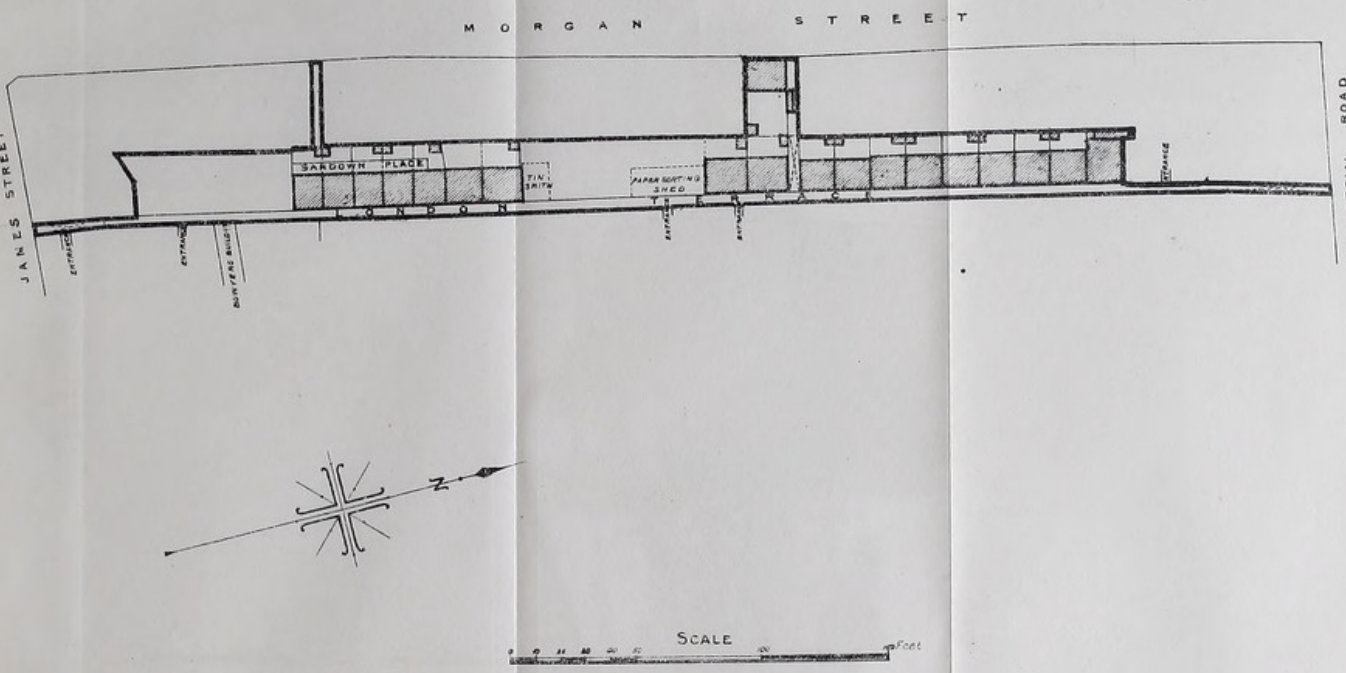
London-terrace was a long, narrow passage, the houses in which were damp and dilapidated, having opposite to them a high wall, varying in height from 11 to 22 feet, which was only about four feet from the houses. About 100 persons of the labouring class were living on the area.

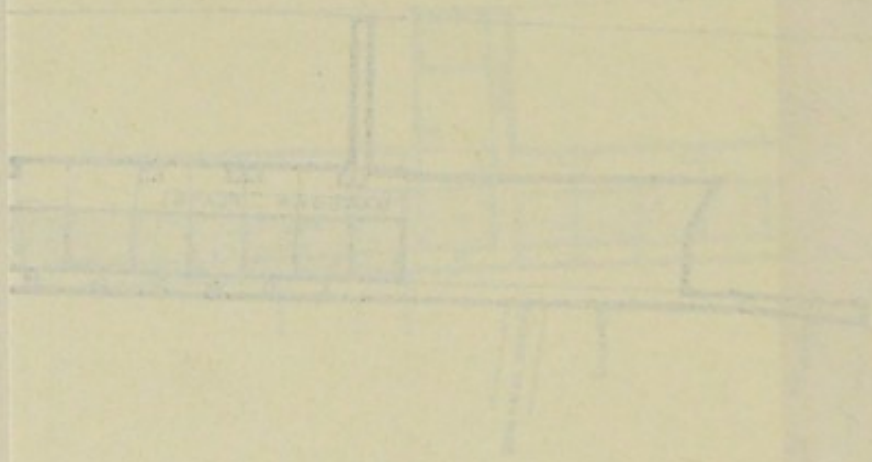
Scheme.

The vestry prepared a scheme, dated 15th December, 1892, providing for the acquisition of the houses in London-terrace and the premises, No. 25, Morgan-street; for the demolition of the existing buildings; and for the land when cleared to be offered for sale, subject to the conditions that no dwelling-house should be erected thereon. Buildings other than dwelling-houses (but not excluding reasonable dwelling accommodation for caretakers) might be erected as might be

LONDON TERRACE SCHEME.

PLAN No. 49.





approved by the vestry and the Council. The estimate of the cost of the scheme was £3,200.

The scheme was sanctioned by the Local Government Board on the 9th May, 1894 (subject to the exclusion from the scheme of the passage which bounded No. 25, Morgan-street on the north) and confirmed on the 28th February, 1895. The scheme is now being carried out by the vestry, and the Council paid £1,000 of its contribution in 1898.

Actual cost of the scheme.

The actual cost of the scheme up to 31st March, 1900, was as follows—

	£
Gross cost of property	2,977
Cost of works	334
	3,311
Less receipts and contribution by Council...	1,005
Total net cost to the vestry ...	2,306

6. *London (Queen Catherine-court, Limehouse) Improvement Scheme*, 1893.

On 14th January, 1891, the Limehouse District Board informed the Council that they had directed schemes to be prepared under Part II. of the Housing of the Working Classes Act, 1890, for the improvement of certain insanitary areas within their district, one of these areas being the houses in Queen Catherine-court, Little Queen Catherine-court, and Nos. 109, 111, 113, 115, and 117, Brook-street, Ratcliff. In February, 1892, the Board submitted plans of a scheme at the same time asking the Council to contribute one-half of the cost of carrying the scheme into effect. The plans were, in the Council's opinion, open to objection in some particulars, and an alterative scheme was accordingly submitted for the approval of the Board, which was adopted by them. The Council on 31st May, 1892, and 20th October, 1896, resolved to contribute one-half of the net cost of the scheme, such contribution not to exceed £3,200. The necessary application for sanction to the scheme was made to the Local Government Board in November, 1892, and the local inquiry was held by that body on 16th March, 1893.

Scheme.

The area comprised in the scheme was bounded as follows—

Property included.

On the north by Elizabeth-place, Dorset-street, No. 29, Dorset-street, Nos. 5 and 6, Brunswick-place, and No. 34,

Caroline-street; on the south by Brook-street and Nos. 107, 109, 111, 113, 115 and 117, Brook-street, and No. 42, Caroline-street; on the east by Caroline-street and Nos. 34, 42, 44 and 46, Caroline-street; on the west by the "White Hart" public-house (No. 101, Brook-street), No. 2, Elizabeth-place and Elizabeth-place. The scheme provided for the extension of Dorset-street from the south end of the existing Dorset-street, southward to Brook-street, a distance of forty-two yards or thereabouts, and for the erection of two blocks of working-class dwellings on the area when cleared for the accommodation of 100 persons in lieu of 133 displaced. The estimate of the cost of the scheme was as follows—

Provisions.

Estimated cost.

	£
Gross cost of property	7,000
Less receipts	1,000
	6,000
Cost of extension of Dorset-street	400
Net cost	6,400

The Local Government Board issued an order, dated 13th October, 1893, sanctioning the scheme, subject to provision being made for 108 persons. The area has been cleared by the Board, and payments on account of the Council's contribution amounting together to £2,000 were made in October, 1896, and February, 1898.

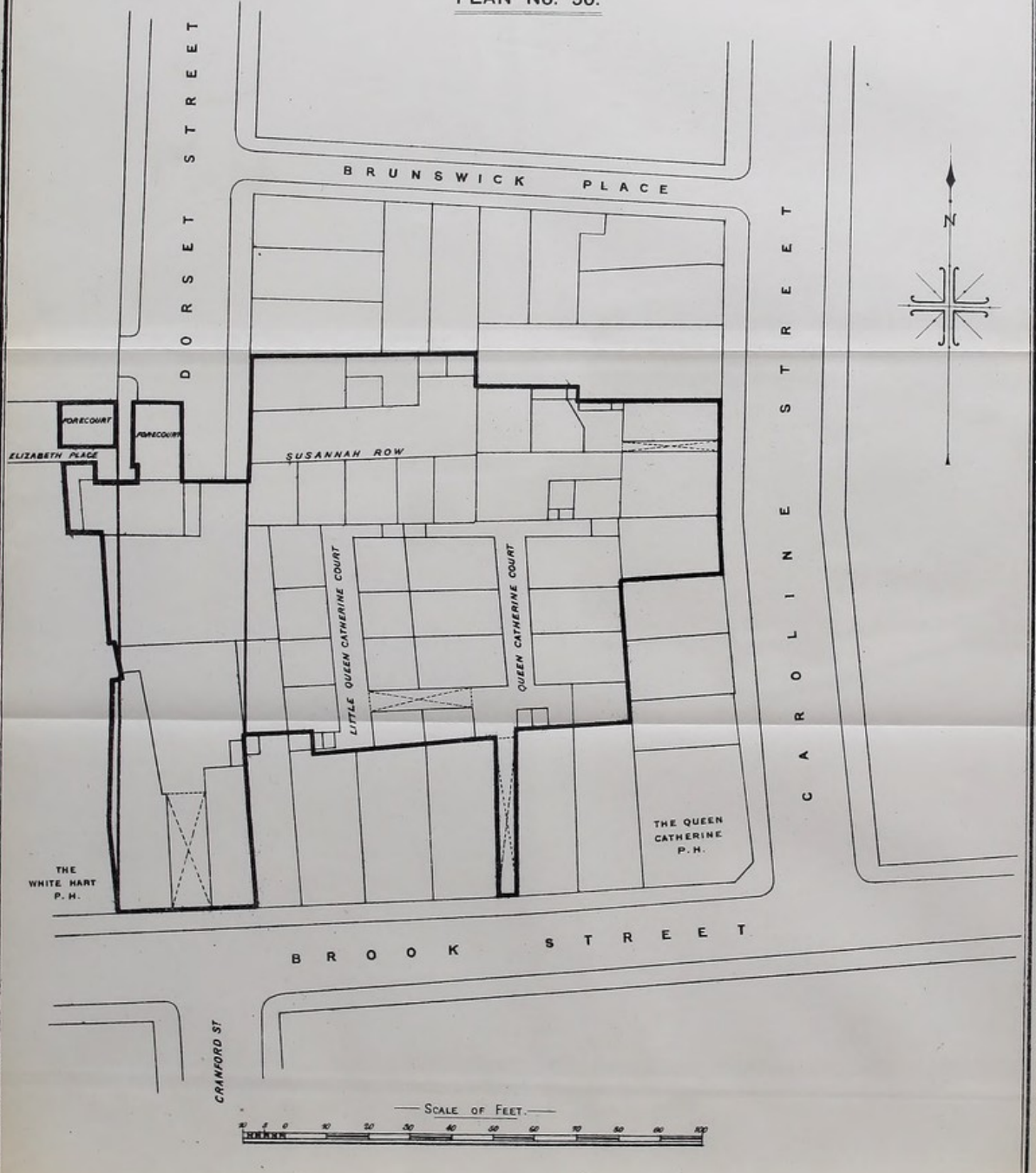
Modification of scheme.

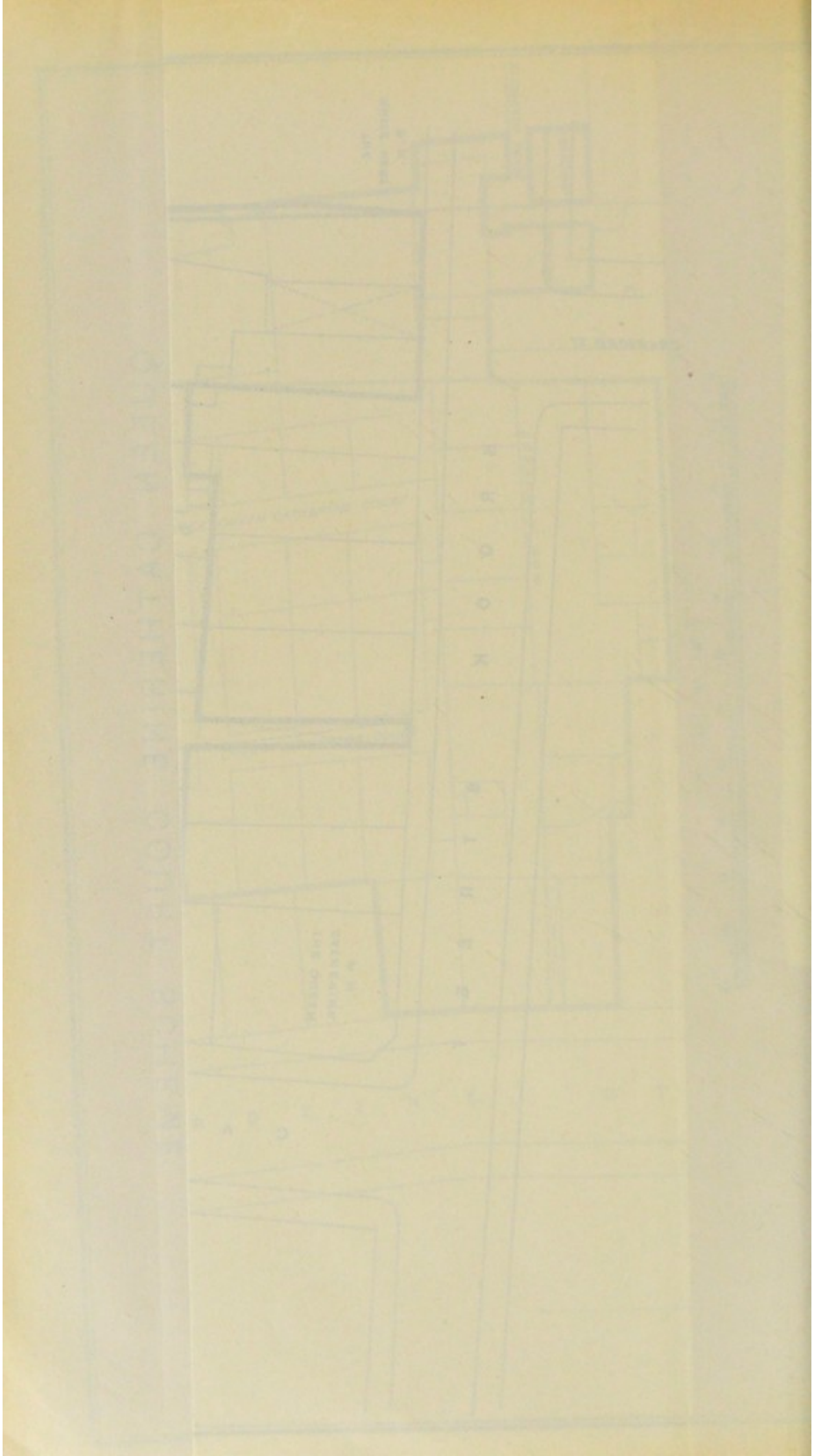
The order sanctioning the scheme provided that if the necessary dwellings for the working class were not erected within one year from the time when the area shall have been cleared the local authority should themselves erect the dwellings. The District Board, in a letter to the Local Government Board, dated 2nd June, 1899, stated that the site had been cleared in September, 1898, but that in consequence of difficulties which had arisen with adjoining owners, the Board had been unable to arrange for the letting or selling of the land, and that they therefore asked that a further period of two years might be allowed, to be calculated from the time when the period of one year mentioned in the order would expire. The Council approved of an extension of time being allowed, but considered that such period should be limited to one year, and the Local Government Board were informed to that effect. That Board, in granting an extension of time, adopted the view expressed by the Council, and issued an order, dated 15th September, 1899, permitting a modification of the scheme accordingly.

Extension of period for building dwellings.

QUEEN CATHERINE COURT SCHEME.

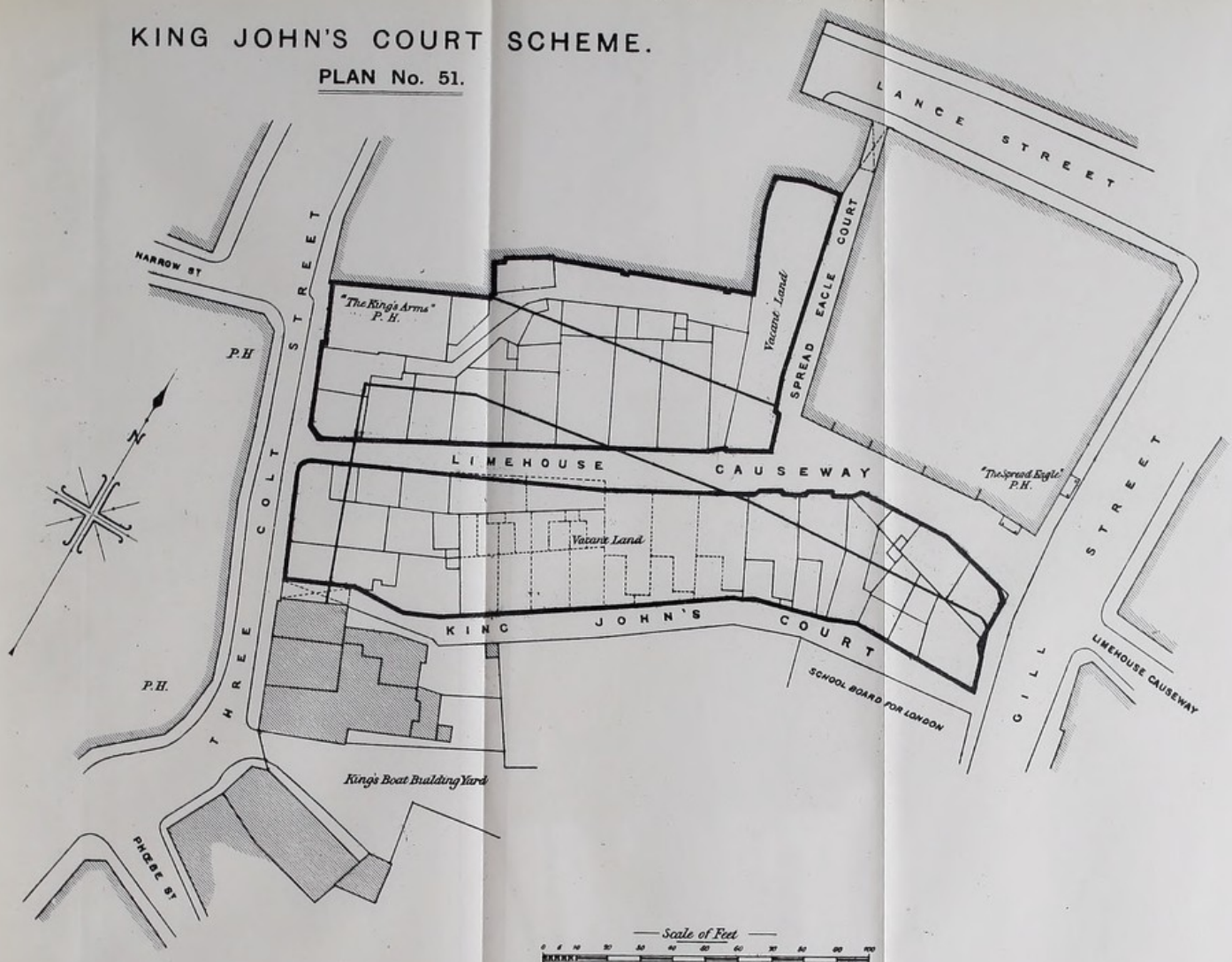
PLAN No. 50.

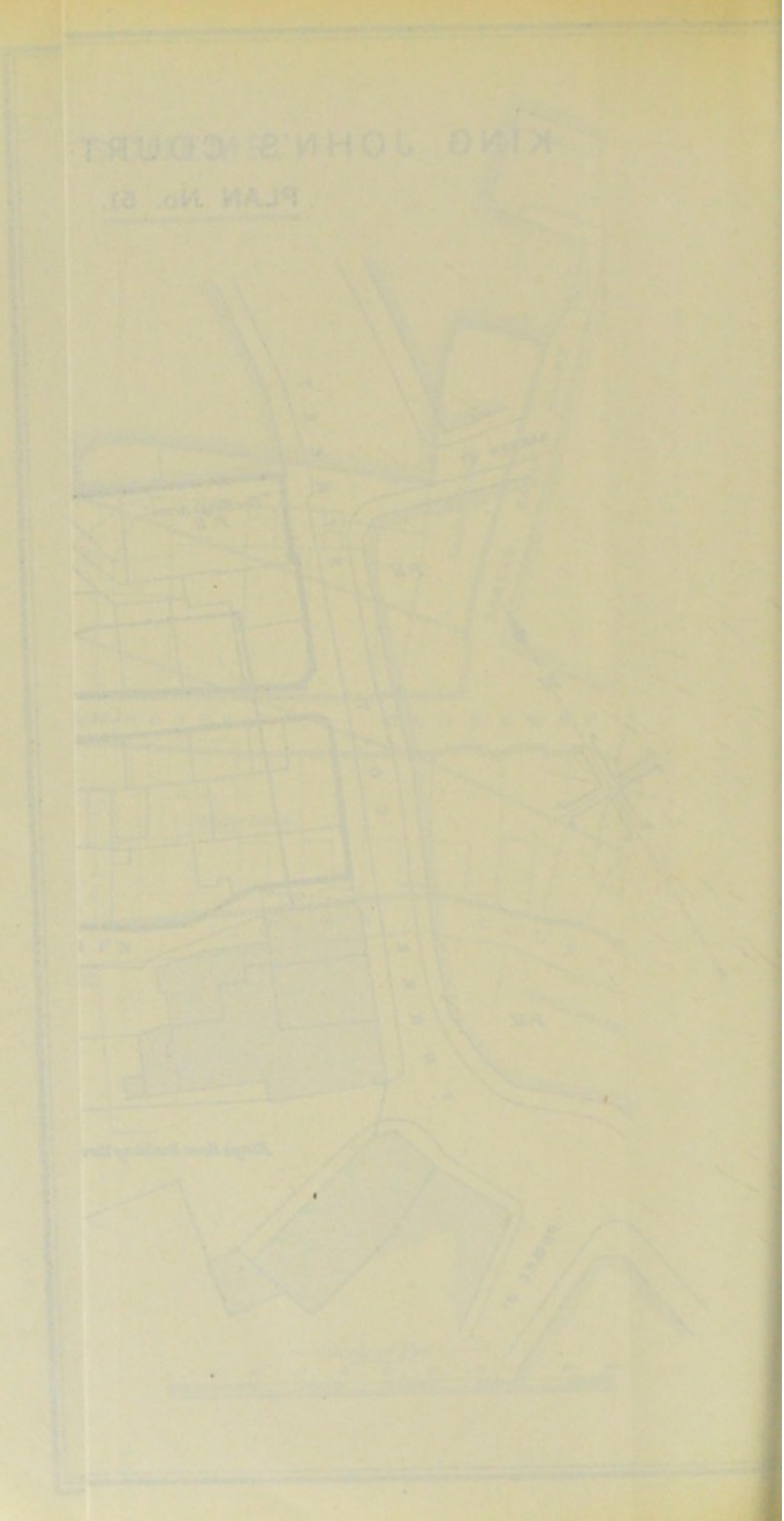




KING JOHN'S COURT SCHEME.

PLAN No. 51.





7. *London (King John's-court, Limehouse) Improvement Scheme,* 1897.

The attention of the Limehouse District Board was directed by the Council in 1890 to the condition of an insanitary area in their district, known as the King John's-court area. The area, comprising about 8,500 square feet, lay between Three Colt-street and Gill-street, and included Limehouse-causeway and King John's-court. No little difficulty was experienced in framing a satisfactory scheme for the improvement of the area. The Council was unable to approve the plan of a scheme submitted by the District Board. After conference between the officers of the Council and those of the District Board, a plan showing a roadway 30 feet wide from Three Colt-street to Gill-street, and providing for the rehousing of 96 persons in cottage dwellings was agreed upon in November, 1895. The scheme was approved by the Council on 12th May, 1896, and the Council at the same time resolved to contribute one-half of the cost of the scheme, such contribution not to exceed £8,150.

Property included.

Scheme.

The scheme was sanctioned by the Local Government Board by order dated 15th December, 1898, and confirmed by order dated 20th December, 1899. It provided for the erection on the cleared area of working-class dwellings for the accommodation of 56 persons, for the widening of Limehouse-causeway from Three Colt-street to Gill-street to a minimum width of 30 feet, for the widening of Three Colt-street opposite Nos. 109 to 117 to a width of 30 feet, and for the stopping-up and inclusion in the improvement area of King John's-court. The estimate of the cost of the scheme was as follows—

Estimated cost.

	£
Gross cost of property	13,750
Cost of works	742
	14,492
Less receipts	1,000
Net cost (exclusive of legal and other expenses)	£13,492

8. *London (Fulford-street and Braddon-street, Rotherhithe) Improvement Scheme,* 1897.

An official representation with respect to an area in Rotherhithe, known as the Fulford-street and Braddon-street area, was made by the medical officer of health for the district on

Property included.

14th February, 1893. The area, about two acres in extent, consisted of the properties enclosed by Rotherhithe-street, Seven-step-alley, Paradise-street, and houses in Love-lane and Iron-yard, and included 100 houses. Generally speaking, the houses were in a defective condition, especially those in Braddon-street, and the streets, courts and alleys narrow, and their breadth had no proper proportion to the height of the buildings which had frontage upon them. The Council was of opinion that the area should be dealt with by the vestry by way of a scheme under Part II. of the Housing of the Working Classes Act, 1890, and on 19th February, 1895, passed a resolution to the effect that upon the vestry submitting a satisfactory scheme for the improvement of the area under that part of the Act, it would contribute one-half of the cost. To this proposal the vestry agreed, and submitted in due course for the Council's approval a draft scheme dealing with an area somewhat smaller than that represented. The area proposed to be dealt with was rectangular in shape, being bounded by Rotherhithe-street, Paradise-street, Seven-step-alley, and Fulford-street, and comprised certain houses in Fulford-street, Rowy-street, Rotherhithe-street (and vacant sites in that street), certain houses in Braddon-street, Paradise-street, stables and slaughter-houses, and No. 1A, Seven-step-alley, and houses in Fisher's-court, Seven-step-alley. The scheme provided for the erection of dwellings for the accommodation of 550 persons of the working class, in lieu of the 736 persons displaced, for the widening of Fulford-street, Rotherhithe-street, and Paradise-street to a width of 40 feet, and for the continuation of Seven-step-alley direct into Rotherhithe-street at a width of 40 feet throughout.

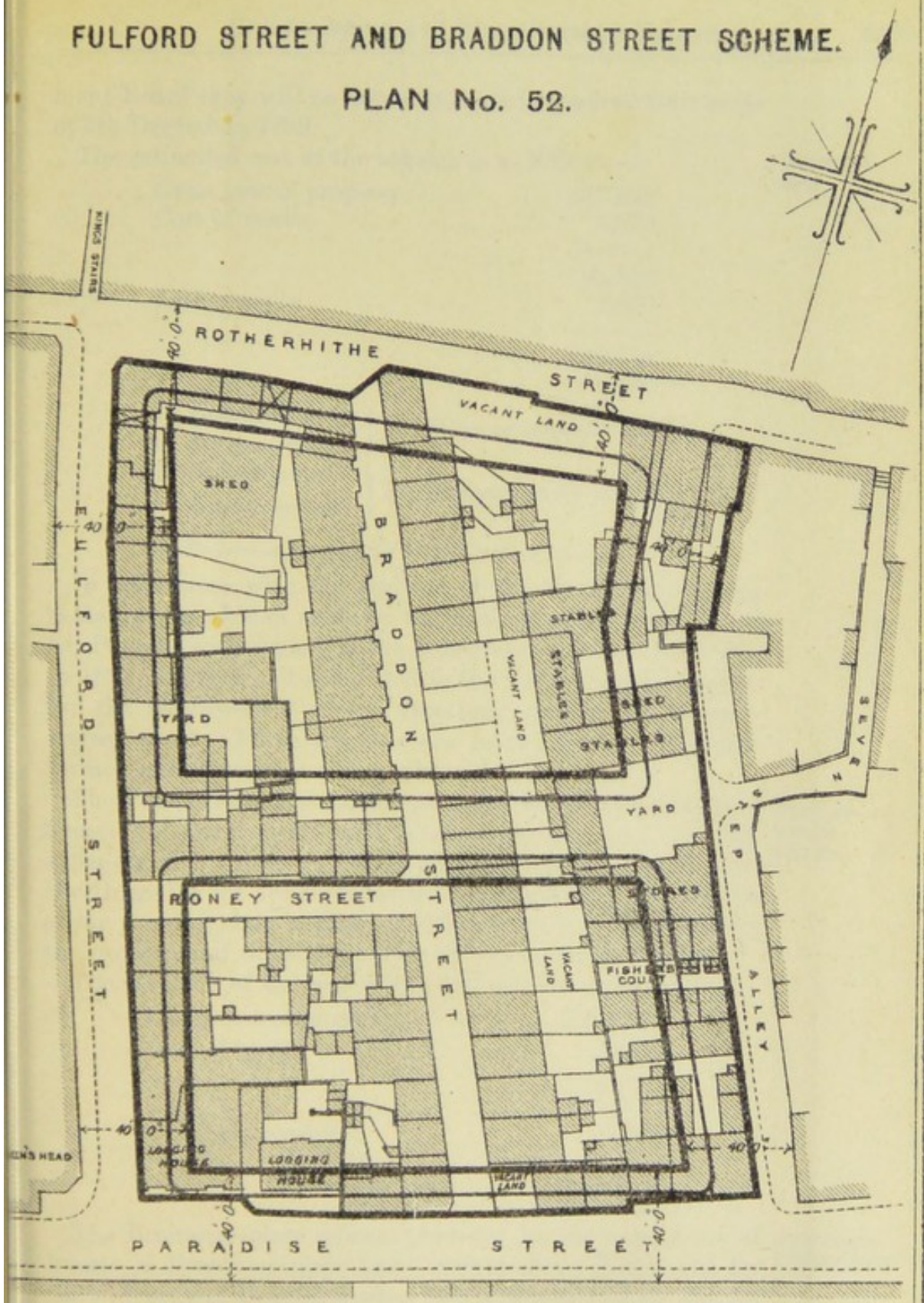
Council will contribute to Part II. scheme.

Scheme.

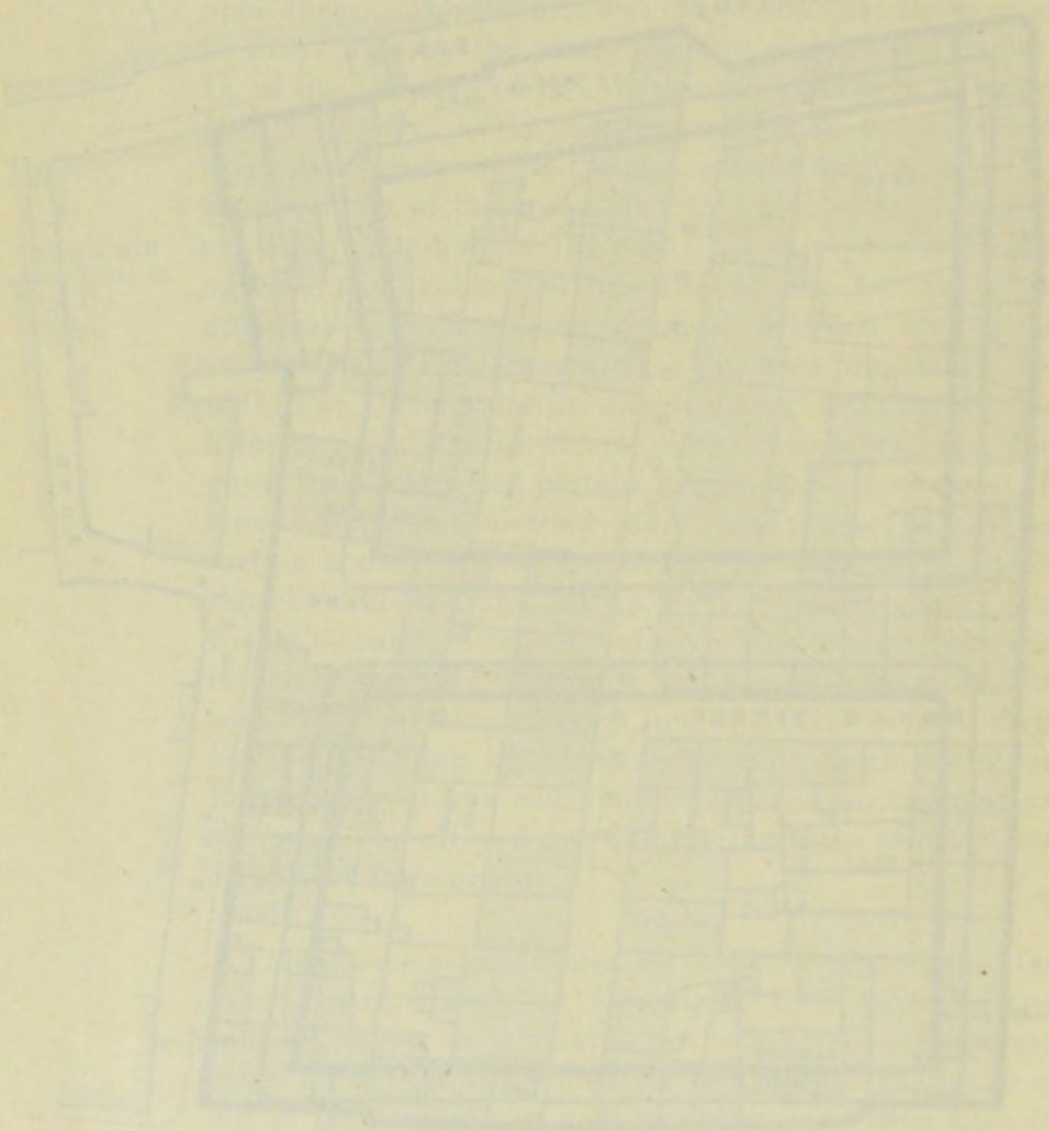
The scheme as sanctioned by the order of the Local Government Board, dated 5th December, 1899, provides that the scheme, so far as it relates to the laying out of streets and other matters not provided for in the order, shall be carried out in such manner as may be determined from time to time by the vestry and the Local Government Board, and that accommodation for 275 persons to be displaced shall be provided on one-half of the area before any working-class dwellings on the remaining half of the area shall be demolished. The vestry in July, 1898, submitted plans of the dwellings proposed to be erected on the cleared area, showing accommodation for 890 persons in 110 tenements of three rooms, 30 tenements of two rooms, and 55 tenements of one room. When these plans have been approved by the Local Govern-

FULFORD STREET AND BRADDON STREET SCHEME.

PLAN No. 52.



Standidge & Co Lith London E.C.



ment Board they will no doubt proceed to confirm their order of 5th December, 1899.

The estimated cost of the scheme is as follows — Estimated cost.

Gross cost of property	£27,350
Cost of works	4,570
	31,920
Less receipts	2,800
	£29,120

9. *Brantome-place* } *St. Pancras schemes*, 1896.
10. *Prospect-terrace* }
11. *Chapel-grove* } *St. Pancras schemes*, 1898.
12. *Eastnor-place* }

Brantome-place and Prospect-terrace schemes.

In accordance with the decision of the Home Secretary as to the representation made by the medical officer of health of St. Pancras with regard to the Somers-town area,* the vestry in 1897 prepared and submitted to the Council draft schemes for the improvement of the Brantome-place and Prospect-terrace areas. These schemes are known as the Prospect-terrace and Brantome-place schemes.

The Prospect-terrace scheme provided for the acquisition of houses in Derry-street and Prospect-terrace and for the widening of Prospect-terrace to a width of from 31 to 46 feet. Dwellings for the accommodation of not less than 200 persons of the working class in place of 478 persons to be displaced by the execution of the scheme were to be erected on the area. Prospect-terrace scheme.

The estimate of the cost of the scheme was as follows—

Gross cost of property	£14,823
Cost of works	2,050
	£16,873
Less receipts	5,600
Total net cost ...	£11,273

The Brantome-place scheme provided for the acquisition of houses in Brantome-place and Crescent-mews North, and for the widening of Brantome-place to a width of 36 feet, and for its continuation into Mabledon-place at the one end and into Burton-street at the other end. For the purpose of continuing the street four houses in Mabledon-place and Burton-crescent were included in this scheme. Dwellings for the Brantome-place scheme.

* See supra, pp. 213, 214, 215.

accommodation of not less than 320 persons of the working class, in place of 687 persons displaced, were to be provided on the area.

Estimated cost.

The estimate of the cost of the scheme was as follows—

	£
Gross cost of property	20,260
Cost of works	3,680
	£23,940
Less receipts	7,000
Total net cost	£16,940

Local inquiry.

The local inquiry as to the schemes was held by the Local Government Board on 10th and 16th March, 1897. On 25th June following the Local Government Board intimated to the vestry that they were not satisfied as to the number of persons proposed to be accommodated on the areas when cleared, and

Number of persons to be rehoused.

that they considered that provision should be made in new dwellings for not less than 800 persons. The Board suggested at the same time possible sites for the erection of the additional dwellings. After a lengthy correspondence between the vestry and the Board the vestry finally decided to utilise the stone-yard in Great College-street as a site for rehousing 372 persons, the additional number which the Board proposed to require to be accommodated. Plans of the dwellings proposed to be erected on the stone-yard were submitted to the Council in October, 1899, and were approved conditionally. The issue by the Local Government Board of an order sanctioning the scheme is now awaited.

Chapel-grove and Eastnor-place schemes.

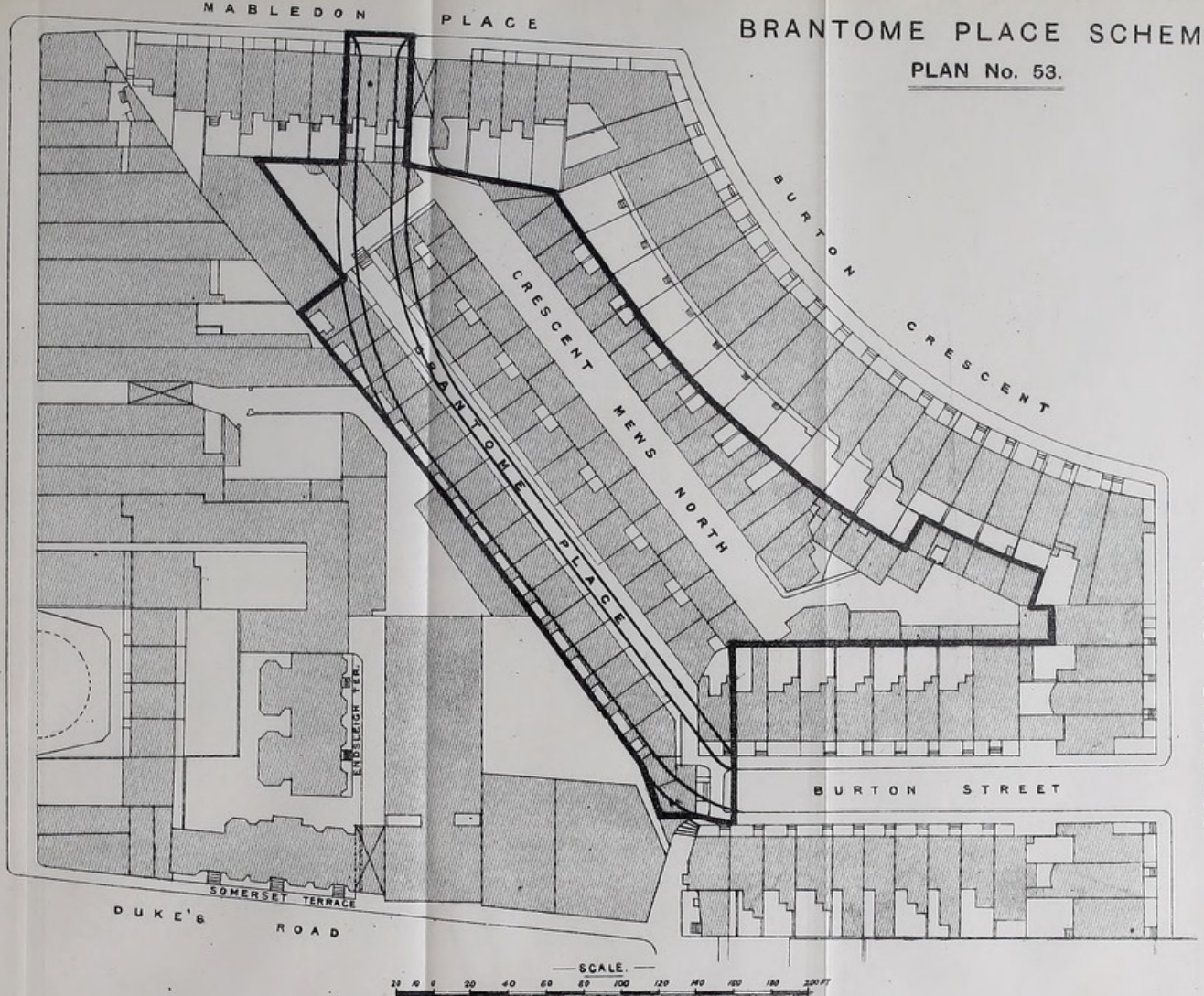
The Secretary of State having decided that so much of the Somers-town area as lay to the east of Chalton-street should be dealt with by the vestry under Part II. of the Housing of the Working Classes Act, 1890, the vestry, on 8th September, 1898, adopted two schemes which they had had prepared for the improvement of the area in question, viz., the Chapel-grove scheme and the Eastnor-place scheme.

Chapel-grove scheme.

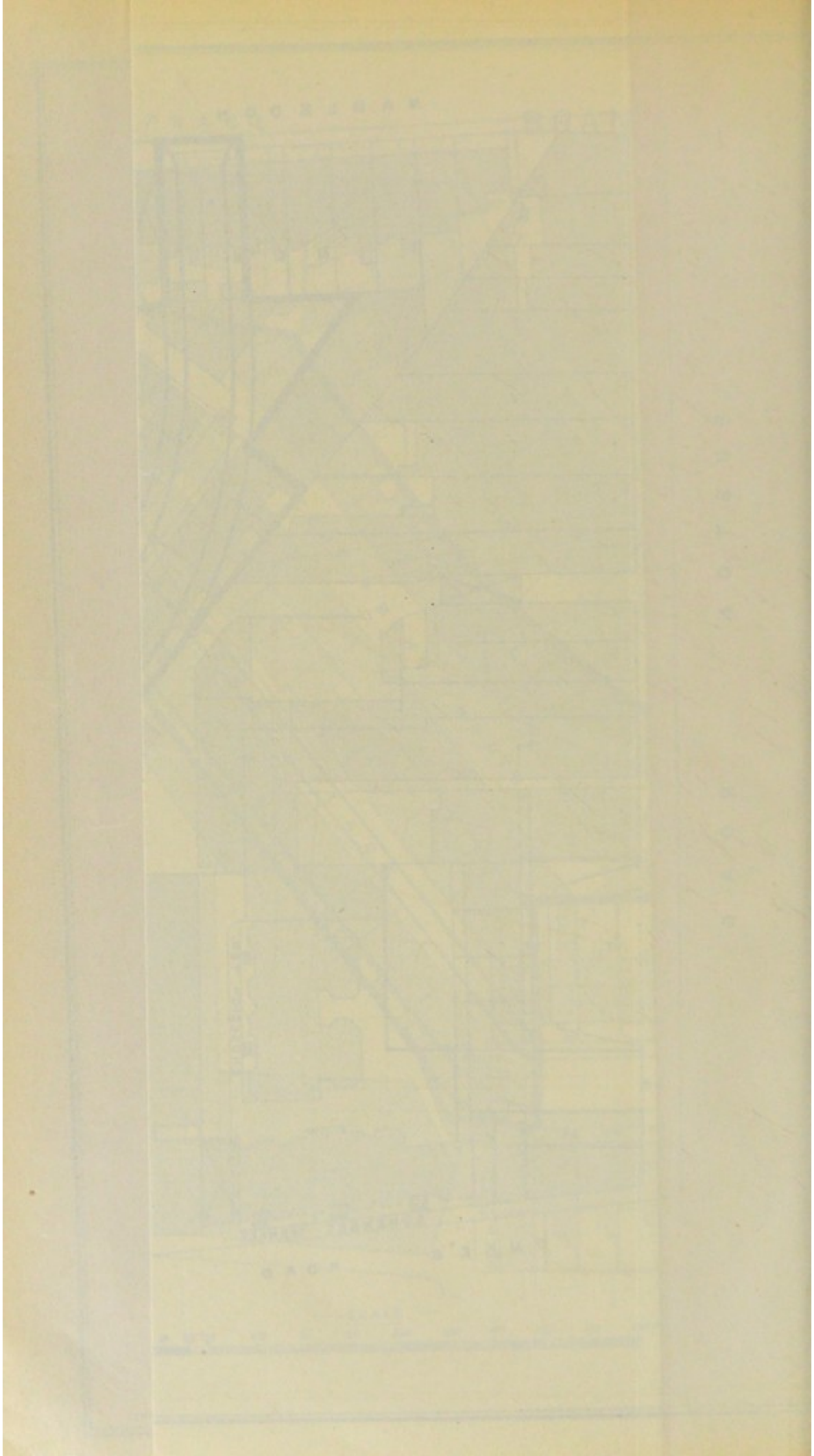
The Chapel-grove scheme comprised an area bounded by Chalton-street, Chapel-street, Ossulston-street, and Euston-road, and comprised the houses in Chapel-grove, Chapel-yard, Wilsted-cottages and Weirs-passage. The scheme provided for the erection of dwellings on the area when cleared for the accommodation of not less than 340 persons of the working class, as against 501 persons to be displaced by the execution

BRANTOME PLACE SCHEME.

PLAN No. 53.

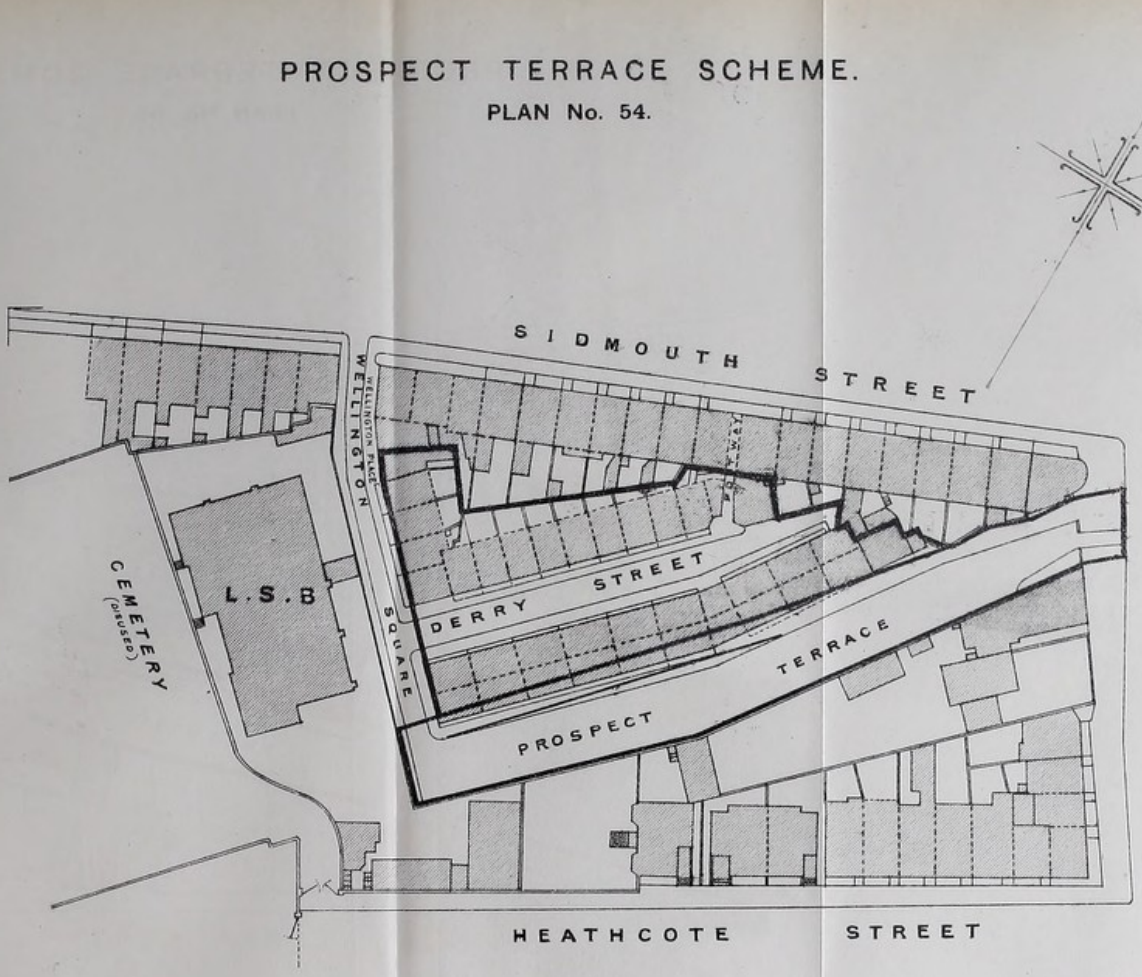


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PROSPECT TERRACE SCHEME.

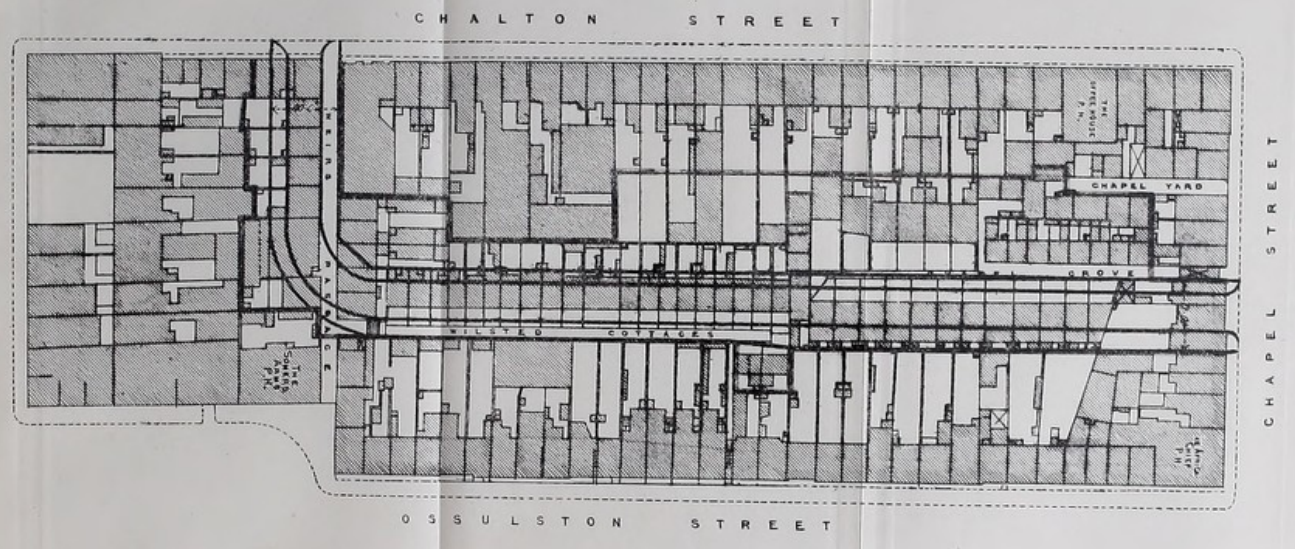
PLAN No. 54.



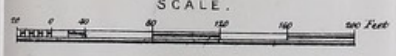


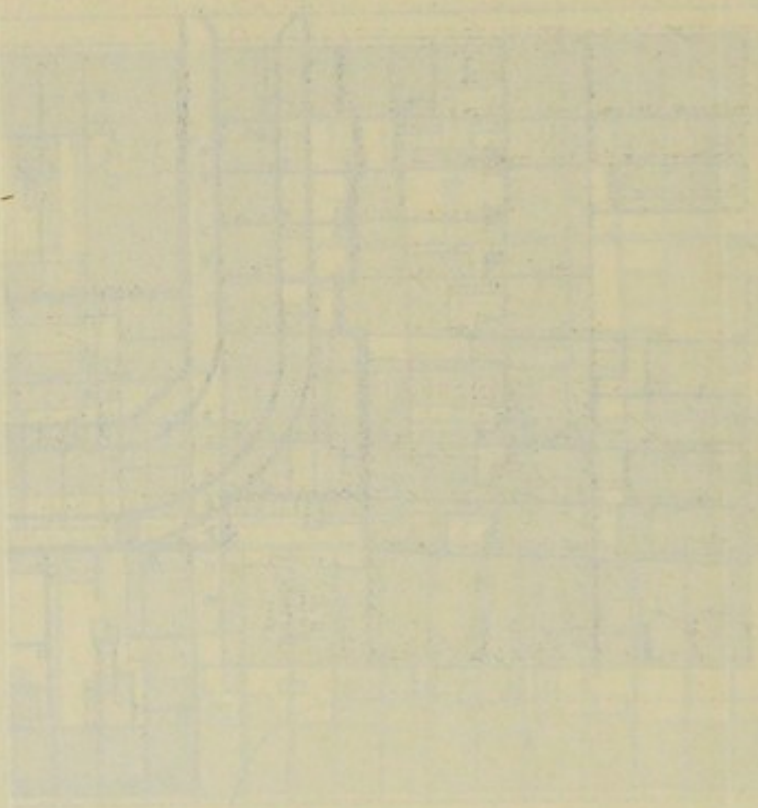
CHAPEL GROVE SCHEME.

PLAN No. 55.



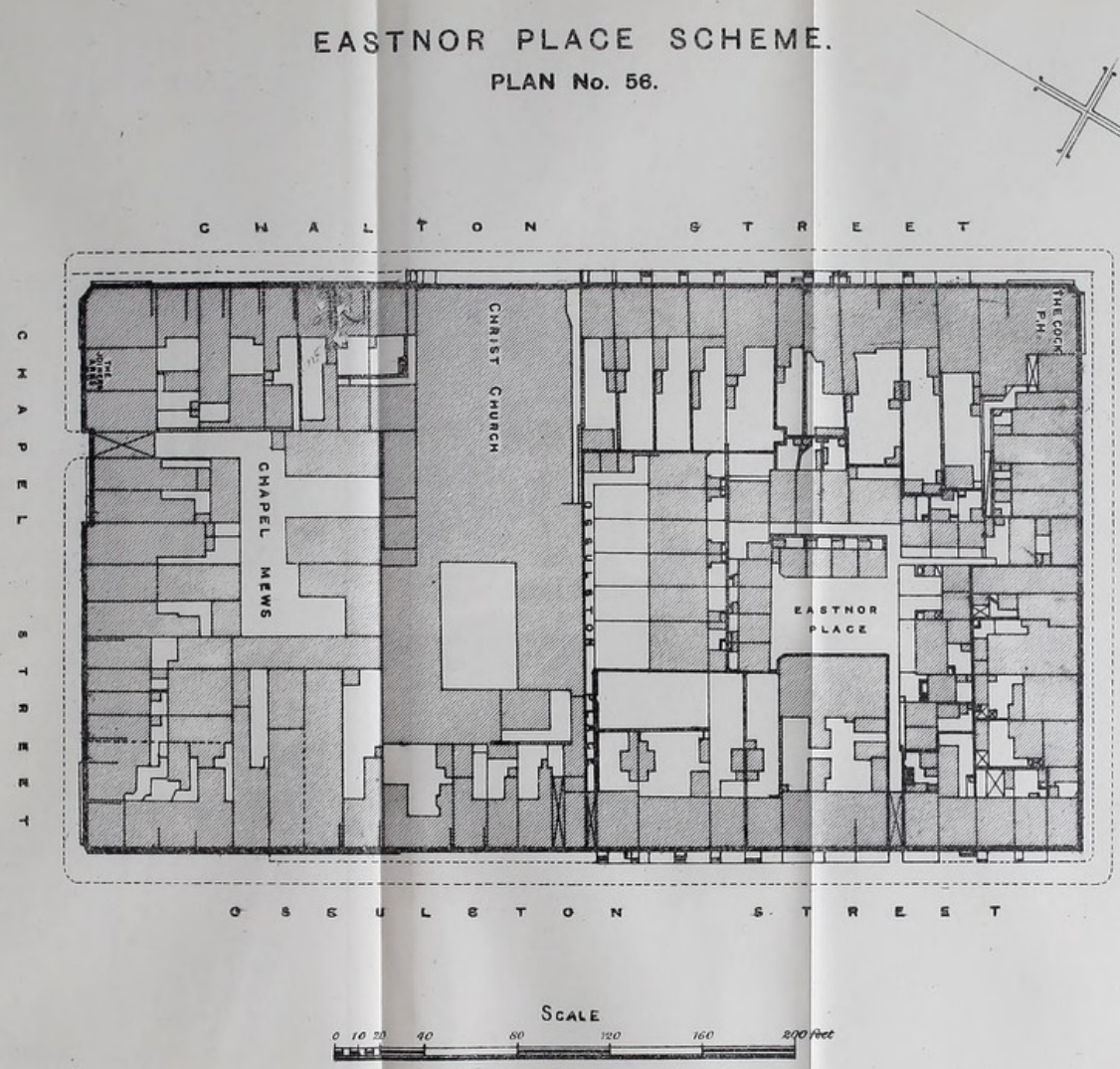
SCALE.





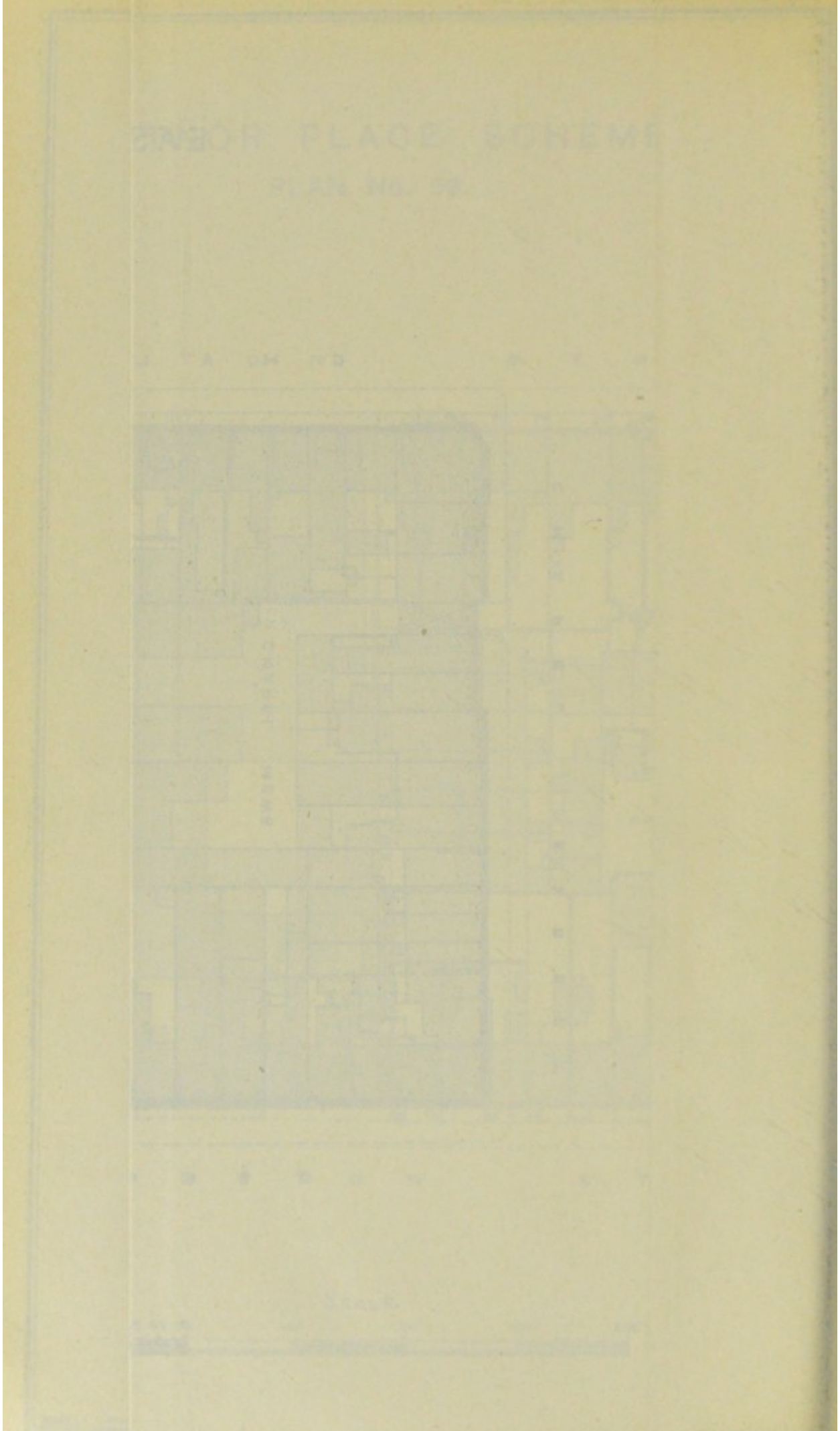
EASTNOR PLACE SCHEME.

PLAN No. 56.



SCALE

0 10 20 40 80 120 160 200 Feet



of the scheme, and for the formation of a street 40 feet in width commencing at Chapel-street, carried across the area to Weirs-passage, and thence curved round into Chalton-street. The estimated cost of the scheme was as follows—

Estimated cost.

	£	s.	d.
Gross cost of property ...	29,030	13	9
Cost of works	4,000	–	–
	33,030	13	9
Less receipts	6,000	–	–
Total net cost ...	27,030	13	9

Eastnor-place scheme.

The Eastnor-place scheme comprised an area bounded by Chalton-street, Chapel-street, Ossulston-street, and Phœnix-street, and included the houses in Eastnor-place and Ossulston-place. The number of persons of the working class to be displaced by the scheme was 189, and it was proposed to erect dwellings on the cleared area for not less than 108 persons. The estimate of the cost of the scheme was as follows—

Estimated cost.

	£	s.	d.
Gross cost of property ...	5,329	4	8
Cost of works	1,235	–	–
	6,564	4	8
Less receipts	2,595	–	–
Total net cost ...	3,969	4	8

The Local Government Board held the usual local inquiry as to the merits of the schemes on 1st and 19th June, 1899. It appeared to the Council that the schemes were on several points open to criticism, and the following proposals were put forward as expressing the Council's views—That the two schemes should be amalgamated; that the proposed road on the Chapel-grove area should not be made; and that the site of this area should be entirely reserved for the erection of dwellings, whilst the Eastnor-place area might be devoted to commercial purposes. As the result of the inquiry the Local Government Board have intimated to the vestry that they are prepared to sanction the schemes, subject to the modifications suggested by the Council and to the condition that dwellings for the accommodation of not less than 460 persons shall be provided on the Chapel-grove area.

IX.

Proceedings of the London County Council under Part III. of the Housing of the Working Classes Act, 1890.

1. *Dufferin-street costermongers' dwellings, St. Luke.*

It has been already stated * that the Metropolitan Board of Works in 1888 sold to a committee, known as the Watch Committee of the St. Luke's costermongers, a portion of the surplus land cleared under the Whitecross-street scheme † in order that dwellings with proper accommodation for costermongers might be erected thereon. On 16th July, 1889, the Council directed inquiry to be made as to the rights of the then owners of this land, and the following history of the proceedings in relation to the sale is based upon the report of the inquiry which was submitted to the Council in February, 1890—

In 1877 the Whitecross-street scheme was undertaken by the Metropolitan Board of Works. The costermongers in the district, especially those displaced by the carrying out of the scheme, asked the Board that buildings might be erected which made provision for their goods and barrows. The Board promised that this should be done, in a letter dated March 15th, 1877, but this promise was not fulfilled. When the costermongers discovered this, great discontent was expressed, but it was not until 1887 that an organised agitation commenced. Certain costermongers then met every Wednesday at the coffee house and a committee was formed, but the proceedings were, however, never of a very regular character. After one or two meetings Mr. Hibbert, a local tobacconist, acted as secretary to what was called "The Watch Committee of Costermongers," this name being taken from an old committee which had existed in 1877. A deputation, introduced by Mr. Hibbert, then waited upon Mr. Berry, the representative of their vestry on the Metropolitan Board of Works, to request his good offices on their behalf; and afterwards deputations waited upon the Board, in order to claim a fulfilment of the promise given in 1877. Mr. Berry took up the matter very energetically, and owing to his action the Board decided on 23rd December, 1887, to sell to the Watch Committee a piece of land in Dufferin and Errol streets for £658, or 21 years' purchase at one penny a foot rental. The value of this land was variously estimated at £3,000 and upwards. Mr. Berry

Promise to build costermongers dwellings.

Watch Committee.

Board agree to sell land.

* See supra p. 139.

† See supra pp. 135, et seq.

understood from Mr. Hibbert that influential persons would be responsible for the carrying out of the scheme, and it was upon this distinct understanding that he pressed the claims of the costermongers upon the Metropolitan Board of Works. Before this took place, on 3rd December, 1887, Mr. Hibbert wrote a letter to the clerk of the Board, describing the piece of land which the costermongers wanted, and saying, "the committee "desire the land to be secured in the first instance in the names "of Messrs. Hibbert, Wells, Lamb, and Church, the officers, and "one member of the committee." This letter seemed to have been written without the knowledge of the costermongers, and its contents were not referred to at their meetings. In a so-called "Minute Book," an entry was found to the following effect—

Proceedings of so-called Watch Committee.

"September 28th, 1897.—The costers met at 141, White-"cross-street, Mr. P. Lamb in the chair. J. Eden, jun., moved, "and G. Davis seconded, 'that Messrs. Hibbert, Wells, Lamb, "and Church be appointed to carry out all arrangements and "execute work, and that they be responsible for all monetary "matters.'"

From evidence received at the inquiry, however, it appeared that no such resolution had ever been passed, but the Metropolitan Board of Works accepted Mr. Hibbert's letter as sufficient authority for conveying the land to Messrs. Hibbert, Wells, Lamb and Church. In the meanwhile the costers were told that the land had been acquired, and on 11th January, 1888, they held a meeting to rejoice over their victory, and to discuss ways and means of raising the money. The name of Mr. Orsman was mentioned as being a gentleman likely to assist. Five days after this meeting, Mr. Orsman, at their request, wrote to the clerk of the Metropolitan Board of Works, offering to be personally responsible for the purchase of the land, and he gave the letter to Mr. Hibbert to deliver or post, but Mr. Hibbert, it would seem, withheld and subsequently destroyed it, so that the offer never reached the Board. From this date the costermongers seem never again to have been consulted, but on 27th March, Messrs. Hibbert, Wells, Lamb and Church attended at the Metropolitan Board of Works, completed the purchase, and took away the deed which conveyed the property to themselves. It appeared from the evidence that the so-called "Watch Committee" was considered by the Metropolitan Board of Works and by the costermongers themselves to consist of three officers and a representative body of the costermonger interest; and the four who became the owners constituted themselves apparently a sort of sub-committee, with full powers to act. They had, however, received no authority from the

costers who had originally formed themselves into a committee, and the only title to such an authority exists in the above-mentioned spurious resolution.

Conveyance. The conveyance, which bears date 27th March, 1888, contained a covenant by the purchasers to build within two years of date at a cost of not less than £3,000, and in strict accordance with plans, &c., to be submitted to the Board's architect, and to complete in a substantial and workmanlike manner, to his satisfaction, premises suitable for occupation as dwelling-houses for costermongers, with sheds and stables for donkeys, &c. There was a restrictive covenant against using the land for any other purpose, and a power of re-entry to the Board in case these covenants should be broken; the conveyance was, however, silent as to any trust, and no declaration of trust by way of separate deed was taken or asked for.

Building of dwellings. When the conveyance had been handed over, Messrs. Hibbert and Co. called in a builder who completed the building in June, 1889. Under the terms of the contract with this builder the cost of the buildings was to be £9,591, and the whole transaction was complicated by a mortgage in the builder's favour for the cost of the land, and by the fact of the builder being financed by a third party. In these circumstances the land and buildings were valued by the Council's valuer at £7,068, and it was reported that the buildings were of a very inferior character, and that the majority of the tenements were not let to costermongers at all.

In January, 1890, the following document was signed by Messrs. Hibbert, Wells, Lamb and Church—

Declaration of trust.

> We, the undersigned, to whom the Board of Works in March, 1888, conveyed a piece of land in Whitecross-street, with the object of accommodation being provided for costermongers, acknowledging, as we hereby do, that we are Trustees for the purpose of carrying out that object, and finding ourselves placed in a most unsatisfactory position, owing to the cost which has been incurred, through our ignorance, in erecting the buildings, and fearing lest, if the matter is not taken up by some authority able to put matters straight, the good intentions of the Board may be frustrated, hereby express our strong desire that the London County Council will intervene, both for the object of seeing right done and of establishing a proper Trust. And we undertake to convey the land and buildings, subject to the mortgage, to any person

or persons the Council may think fit to act with one or other of us as Trustees. Dated this 15th January, 1890.

JOHN B. HIBBERT.
F. T. WELLS.
P. LAMB.
F. CHURCH.

It was then ascertained that the builder was willing to accept a fair price to be ascertained by his own and the Council's surveyor, but the Council was advised that it would not be desirable to purchase the dwellings on any terms. The Council, however, gave instructions for a report to be made in what way the claims of the Whitecross-street costermongers could best be met, and in March, 1891, it decided to enforce the covenants in the conveyance with reference both to the state of the structure and to limiting the occupation to costermongers. The notice of this intention to the owner of the buildings elicited an offer to sell the buildings to the Council out and out for a sum of £7,500, and after carefully considering all possible alternatives the Council in June, 1891, entered into negotiations for the purchase of the premises under Part III. of the Housing of the Working Classes Act, 1890. These negotiations were without result, and in November, 1891, the Council decided to proceed with the enforcement of the covenants. Later in November, however, the mortgagee in possession offered to accept £6,300 and costs for the premises, and in December, 1891, the Council accepted the offer on these terms. The dwellings were for some years kept exclusively for the occupation of costermongers, but this restriction was recently relaxed by order of the Housing of the Working Classes Committee of the Council. The dwellings provide accommodation for 174 persons in 29 one-room, 23 two-room, and 4 three-room tenements, and there are also 12 stables and 12 sheds. The rents charged for the tenements are at the rate of about 2s. 2d. per room. The accounts of income and expenditure in respect of the dwellings for the year ended 31st March, 1900, will be found in Appendix F.

Purchase by Council.

2. *Municipal lodging-house, Parker-street, Drury-lane, St. Giles.*

As has been already mentioned, one of the six sites cleared under the Shelton-street scheme, St. Giles, was reserved for the erection of a model lodging-house to accommodate about 320 men. In May, 1890, the Council decided by the application of Part III. of the Housing of the Working Classes Act,

1890, itself to build and maintain and manage the house to be erected on this site.

Plans. In July, 1890, the Council further decided to invite competitive designs for the house from outside architects. The winners of the competition were Messrs. Gibson and Russell. The supervision of the erection of the building was accordingly entrusted to them, and when the plans had been approved by the Secretary of State, the contract was, in November, 1891, secured by Messrs. Holloway Brothers, the contract sum being £14,300. The building was completed and opened in January, 1893.

Accommodation is provided for 324 men, and this was allowed by the Secretary of State to count in performance of the rehousing obligation under the Shelton-street scheme. The total cost of the building amounted to £22,136, made up as follows—

Cost of building.

Value of site	£3,750	–	–
Cost of erection, including Architect's commission, Clerk of Works' wages, and quantity Surveyor's charges	17,213	18	–
Furniture	1,172	8	–
	22,136	6	–

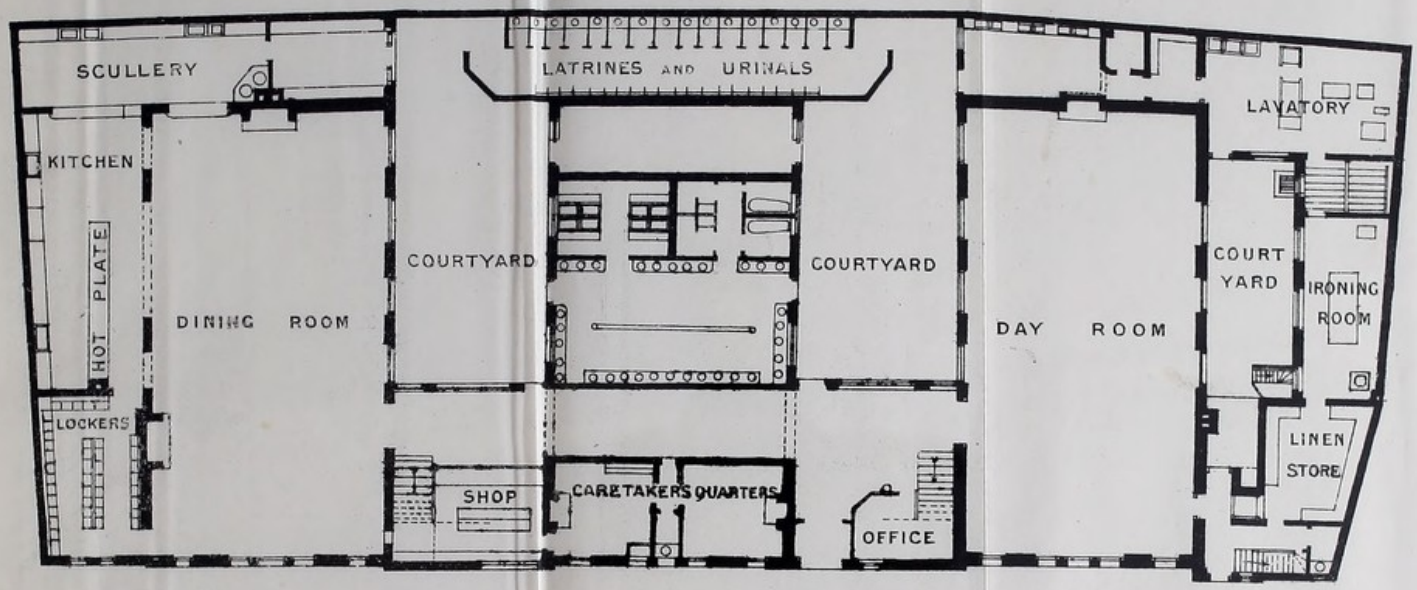
Accommodation provided. The house is of fire-proof construction throughout, and consists of a large kitchen, large reading room (accommodating over 300 persons), lavatories and bath rooms, work room, parcel store, washhouse for clothes, laundry, store room, engine and boiler house, superintendent's quarters (originally two rooms, but the addition of another room has just been completed), 324 separate cubicles and a shop. The charge per cubicle per night was originally 5d., but this was subsequently raised to 6d.

Staff. The staff employed consists of a superintendent, wife and servant, an engineer, one head attendant (who also acts as caretaker of the dwelling adjoining, erected under the Shelton-street scheme), five attendants, one laundress, and four bed-women. The superintendent manages the shop and supplies lodgers. Papers, library, music, games, washhouse and drying closet and mangle, workroom for repairs, footbaths, and the usual fire for hot plates are provided in addition to the lodging, free of charge, with the exception of the following

Charges. items, viz.:—1d. for hot baths; rent for use of kitchen locker

MENS' LODGING HOUSE, PARKER STREET, DRURY LANE, W.C.

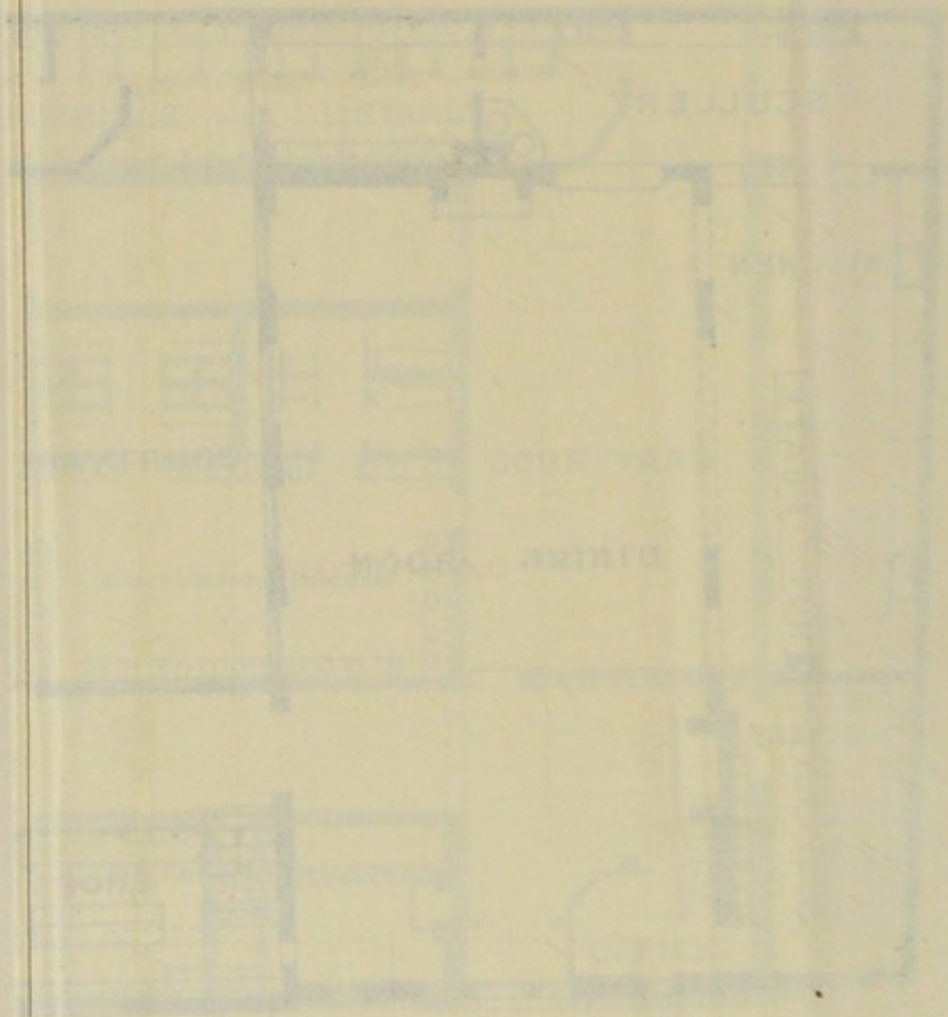
PLAN No. 59.



GROUND FLOOR PLAN

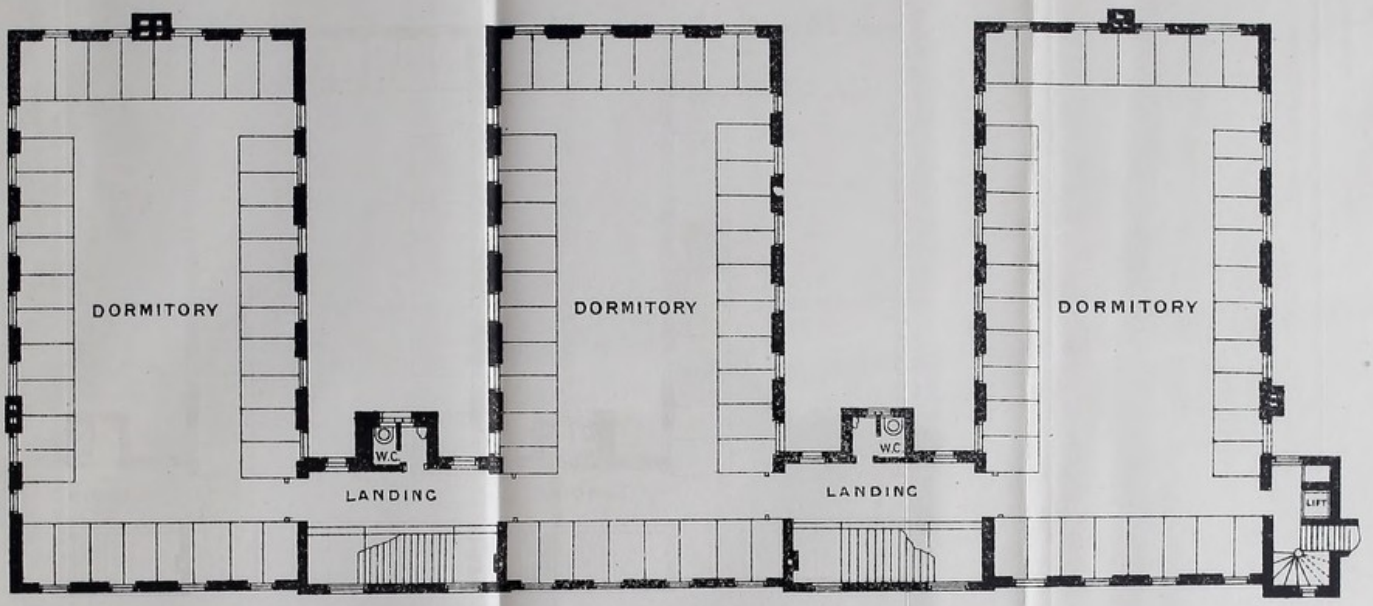
SCALE

Stanfords Geog. Estabs. London, W.C. (7158)



MEN'S LODGING HOUSE, PARKER STREET, DRURY LANE, W.C.

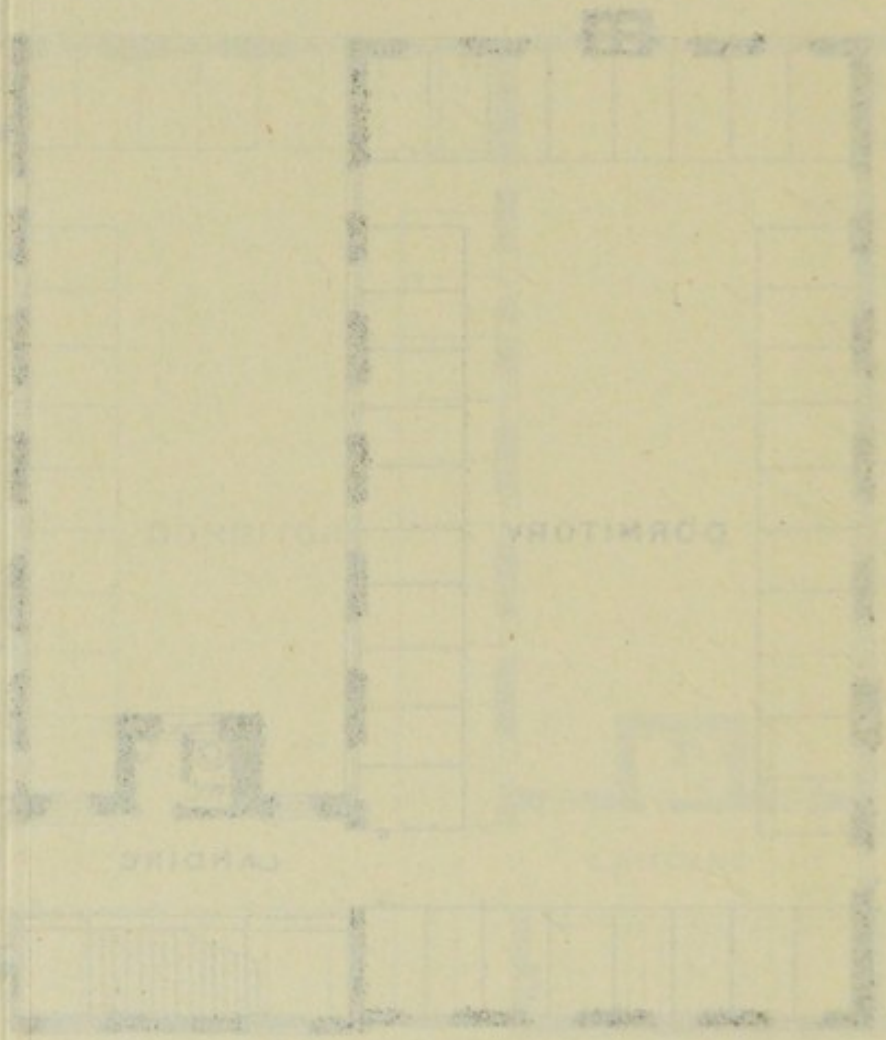
PLAN No. 60.



FIRST FLOOR PLAN (SECOND & THIRD FLOORS SIMILAR)

SCALE

10 5 0 10 20 30 Feet



for food (6d.), and cubicle locker for clothes (6d.). The house is full every night with the exception of a short time in the summer months. Plans Nos. 59 and 60 show the arrangement of the ground floor and the dormitories of the lodging-house. The accounts of income and expenditure in respect of the house for the year ended 31st March, 1900, are given in Appendix F.

3. *Sites acquired by the Vestry of St. George-the-Martyr, Southwark, under the Green-street and Gun-street schemes and purchased from the vestry by the Council.*

(*Albury, Clandon, Merrow and Ripley buildings.*)

In April, 1894, after the areas dealt with under the Green-street and Gun-street schemes* had been cleared, the Vestry of St. George-the-Martyr, Southwark, approached the Council with a view to inducing it to purchase the land and build thereon the dwellings required to fulfil the rehousing and obligations contained in the schemes. To the proposal thus made the Council assented in November, 1894, and a price of £3,860 was agreed upon on 1st July, 1895. The Local Government Board issued modification orders enabling the vestry to sell the sites to the Council and empowering the Council to purchase the sites under Part III. of the Housing of the Working Classes Act, 1890.

Price of sites.

On the completion of the purchase plans were prepared and and the working drawings and building estimate of £18,300 were referred to the Works department in March, 1896. The dwellings were completed and occupied in June, July and August, 1897. The total cost of building was £19,834, and the cost of architect's expenses and incidentals, £1,149. There are four blocks of buildings, Albury and Clandon buildings being on the Gun-street area, and Merrow and Ripley buildings being on the Green-street area. Accommodation is provided in all for 420 persons in 13 tenements of one room, 71 tenements of two rooms, and 18 tenements of three rooms. The dwellings are three storeys high and the tenements are approached by staircases leading on to short balconies. The rents vary from 4s. 6d. to 8s. 6d. per week according to the accommodation provided. All the tenements are entirely self-contained. The accounts of income and expenditure in respect of the dwellings for the year year ended 31st March, 1900, are given in Appendix F.

Cost for dwellings.

Accommodation provided.

* See supra pp. 245–247.

4. *Sites acquired by the Council in order to provide accommodation for persons displaced by the carrying into effect of the Falcon-court scheme.*

(a) *Borough-road and Garden-row sites, Southwark (Murphy, Hunter and Gardiner buildings).*

As has been already seen the scheme prepared for dealing with the Falcon-court areas does not provide for any re-housing on the land proposed to be cleared. In order that there should be some accommodation in the neighbourhood the Council, on 2nd July, 1895, resolved to purchase, under Part III. of the Housing of the Working Classes Act, 1890, two sites—one in the Borough-road, and the other in Garden-row, Borough. The necessary petition was then forwarded to the Home Secretary, a commissioner was appointed by him, and a local inquiry held on 26th February, 1896. The Council on 3rd March, 1896, resolved to purchase the Borough-road site by agreement from the trustees of the Bridge House Estate at a cost of £8,000.

Cost of Borough-road site.

The provisional order conferring compulsory powers of acquisition upon the Council was unfortunately only issued by the Home Secretary in time to be confirmed in March, 1897, and in consequence the owner of the Garden-row site proceeded during 1896 to build upon his land, thus rendering it impossible by reason of the additional expense for the Council to acquire the site. The Council therefore allowed the powers with regard to this site to lapse, and a fresh site had to be found (see next paragraph). With regard to the Borough-road site the Council on 21st July, 1896, decided to employ Messrs. Joseph, Son and Smithem as architects to design the plans of the dwellings to be erected thereon. Sketch plans were approved by the Committee on 16th December, 1896, and on request forwarded to the Local Government Board for approval. The Board, in October, 1897, intimated that they were not prepared to approve the plans, and fresh plans were thereupon designed and submitted to them.

Garden-row site abandoned.

Borough-road site.

Plans.

In December, 1897, the Board approved these plans subject to the dwellings erected in accordance therewith being considered as providing accommodation for 300 persons only. On the basis of two persons per room—the basis upon which all such calculations are made in this work—the dwellings provide accommodation for 400 persons. In the case of these dwellings the system of separate contracts was adopted at the suggestion of the architects. The work of erecting the buildings was divided into nine contracts, and on 20th December, 1898, tenders were accepted by the Council as follows—

Contractor.	Subject of contract.	Amount of tender accepted by Council.	
		£ s. d.	
Messrs. Brown, Son and Blomfield ...	General building work and completion	15,157 – –	Cost of dwellings.
Mr. N. Fortescue	Foundations	1,923 – –	
,, J. Bickley	Plastering, &c.... ...	1,686 – –	
Messrs. Homan and Rodgers	Fireproof flooring ...	1,456 – –	
,, Yates, Haywood and Co. ...	Ironwork, &c.	1,058 15 –	
,, W. H. Lascelles and Co. ...	Granolithic work ...	770 – –	
,, J. Wedgwood and Sons, Ltd....	Tiling	544 12 –	
,, Shanks and Co., Ltd. ...	Sanitary goods... ...	227 17 –	
,, Ewart and Son	Zinc work	111 3 4	
		£22,934 7 4	

The dwellings, which consist of three blocks, one of six, one of five and one of three storeys, are now nearly completed, and have been named Murphy, Hunter and Gardiner buildings. Accommodation provided.

They contain 52 tenements of two rooms and 32 tenements of three rooms. All the tenements are self-contained. The rents vary from 6s. 6d. to 10s. per week. The value of the site is put at £5,000, and the difference between this and the actual cost is regarded as part of the expenditure necessary for carrying the Falcon-court scheme into effect.

(*b*) *Green-street and Pocock-street site, Southwark.*

(*Cobham-buildings.*)

Upon it appearing, through the delay that had taken place in the issue of the provisional order allowing the compulsory acquisition of the Borough-road and Garden-row sites, that the Council could no longer afford to purchase the Garden-row site, a vacant site in Green-street was selected to take its place.

The Council authorised the purchase of this site on 10th November, 1896. The necessary petition was then forwarded to the Home Secretary, the local inquiry was held on 14th April, 1897, and the provisional order was issued in July, 1897, and confirmed by Parliament in August, 1897.

Upon the decision of the Local Government Board to allow the dwellings to be erected on the Borough-road site to be considered as accommodation for only 300 persons, negotiations were entered into for the acquisition of the property lying between the original site and Pocock-street; the Council on 15th February, 1898, approved the purchase of this extended site, and terms were accordingly arranged for its purchase for the sum of £5,900. Cost of site.

Approval of plans.

The preparation of plans was then proceeded with, and in February, 1899, they were submitted to the Local Government Board for approval. In June, 1899, the Board intimated that the plans appeared to be objectionable by reason of the thinness of the partition walls proposed to be formed and by the omission of any equivalent for a party wall in the longer arm of the buildings. Alterations were at once made to meet these objections, but the Board further stipulated that the occupancy of the dwellings should, as regards one-room tenements, be restricted to a childless married couple, two girls, or two elderly persons of the same sex, and as regards two-room tenements to two adults (being a married couple) and two children under ten years of age. After correspondence, however, the Board, in August, 1899, withdrew the conditions as to occupancy, and agreed to leave the responsibility in the matter with the Council. They thereupon approved the plans and accepted the dwellings to be erected, together with the dwellings on the Borough-road site, as a fulfilment of the rehousing obligations imposed on the Council under the Falcon-court scheme. In November, 1899, the erection of the dwellings was entrusted to the Works department at an estimated cost of £12,664. The dwellings have been named Cobham-buildings; they will be five storeys in height, and will accommodate 278 persons in one tenement of one room, 39 tenements of two rooms, and 20 tenements of three rooms. All the tenements will be self-contained.

Accommodation provided in dwellings.

The value of the land is put at £2,100, and the difference between that and the actual cost is regarded as properly forming part of the cost of carrying the Falcon-court scheme into effect.

5. *Millbank estate, Westminster.*

By section 3 of the Housing of the Working Classes Act, 1885, the Treasury was empowered, in the event of the Millbank prison being demolished, to sell to the Metropolitan Board of Work at a fair market price a portion of the site for the erection of working-class dwellings. During the period between 1889 and 1891 the Council carried on a lengthy correspondence with the Treasury with a view to obtaining some portion of the side. The Treasury, however, were eventually unable to agree to the price offered by the Council, and the negotiations terminated. In December, 1892, however, the Council again approached the Treasury, and after considerable correspondence the price of £2,500 per acre for about half the site, was agreed upon. A roadway 50 feet in width (half being

Negotiations for purchase.

Terms agreed.

upon the Council's land and half on that retained by the Government) running north-east and south-west across the centre of the site was to be constructed at the joint expense of the Council and the Government, and the Council was to form two approaches to the side. A portion of the site was scheduled for compulsory acquisition by the School Board, and ultimately a piece of land was agreed upon and set apart for the erection of a board school. This piece of land the Council intended to sell to the School Board after purchasing the whole site from the Government. To this arrangement, however, the Treasury would not agree, but terms were subsequently arranged whereby the site with the exception of the portion allocated to the School Board was conveyed to the Council, the laying out of the roads having been so arranged as to provide access to the School Board land.

Board School site.

The dwellings on the estate are named after various British artists, and the first block, Hogarth-buildings, providing accommodation for 306 persons, was commenced by the Works department in December, 1897.

Hogarth-buildings.

It may here be mentioned that with respect to this estate the Home Secretary, by letter dated 13th August, 1893, intimated his willingness to consider accommodation provided on the estate as re-housing accommodation for persons displaced from any insanitary area within two miles thereof.

The purchase money paid for the land amounted to £22,242 3s. 9d. The plan of laying out the roads on the estate (see plan No. 57) was approved by the Council on 22nd December, 1896. In the formation of roads with temporary surfaces (preparatory to their being paved with asphalte) and the putting in of the sewers were entrusted to the Works department at an estimated cost of £11,000. This work was completed in 1898 for a sum of £4,949 10s. 5d. The central site abutting on the roadway dividing the Council's land from that belonging to the Government will be laid out as an open space. With regard to the preparation of plans the Council decided on 2nd February, 1897, that the architect should prepare plans of dwellings for the accommodation of about 1,200 persons, and that a competition amongst selected architects upon conditions to be approved by the Council should be held to determine what outside architect should be employed to prepare plans for the remaining dwellings to be erected.

Purchase money.

Hogarth-buildings were completed and occupied in May, 1899, and the actual cost incurred by the Works department amounted to £15,030 16s. 9d., the architect's final estimate

Hogarth-buildings.

being £13,091 8s. 11d. The value of the site is put at £2,350. Hogarth-buildings contain 54 tenements, of which 1 is of 5 rooms, 10 of 4 rooms, 22 of 3 rooms, and 21 of 2 rooms. Twenty-four tenements are entirely self-contained, and the remaining 30 are self-contained, except that the private w.c. of each is detached from the tenement. The rents range from 7s. to 13s. per week according to the size of the tenement. The accounts of income and expenditure in respect of Hogarth-buildings for the year ended 31st March, 1900, are given in Appendix F. No coppers have been provided in the scullcries at Hogarth-buildings as it was considered that the public baths and washhouses in Great Smith-street were so close as to render them unnecessary. Laundries, however, are being provided in all the other dwellings on the estate.

The property required for the two apprcaches to the estate from Earl-street on the north and Causton-street on the south was purchased in 1898 at a total cost of about £4,000, and the construction of the approaches was completed by the Works department in December, 1899, at a cost of £429 13s. 4d., the engineer's final estimate being £664 9s. 10d.

Leighton and Millais buildings.

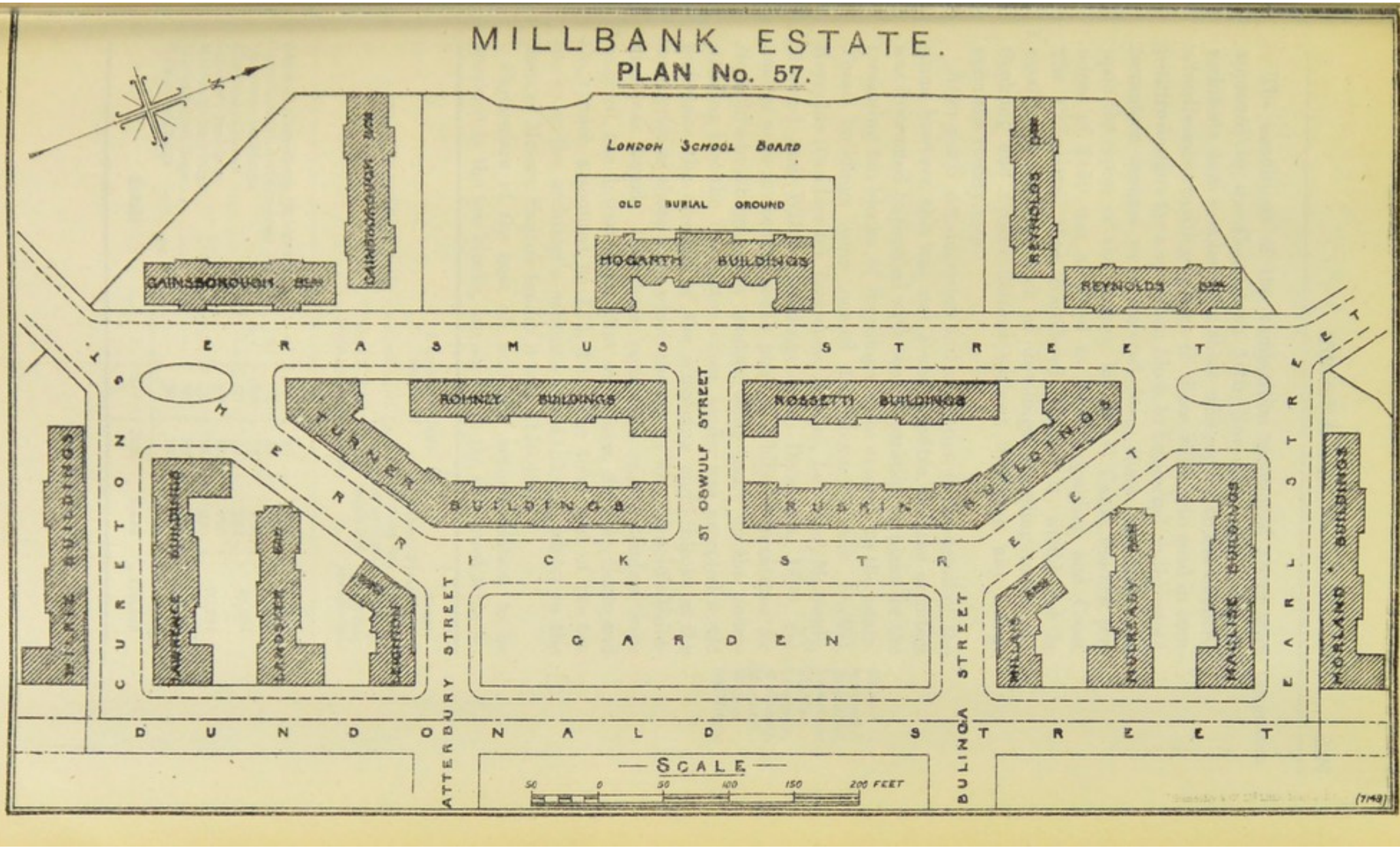
Plans for two further blocks of dwellings, viz., Leighton and Millais buildings, were completed in 1898, and the total cost of these dwellings was estimated at £13,024. The manager refused to undertake the erection of these buildings at the amount of the architect's building estimate of £12,380. Tenders were accordingly invited from selected firms, and that of Messrs. Holloway Brothers, amounting to £12,380, was accepted in April, 1899. Accommodation in these two blocks is provided for 240 persons in 50 tenements, of which 30 contain three rooms and 20 two rooms. In each block 10 tenements are entirely self-contained and 15 are self-contained except that the private w.c. is detached from the tenement. (See plan No. 58). The dwellings are now rapidly approaching completion.

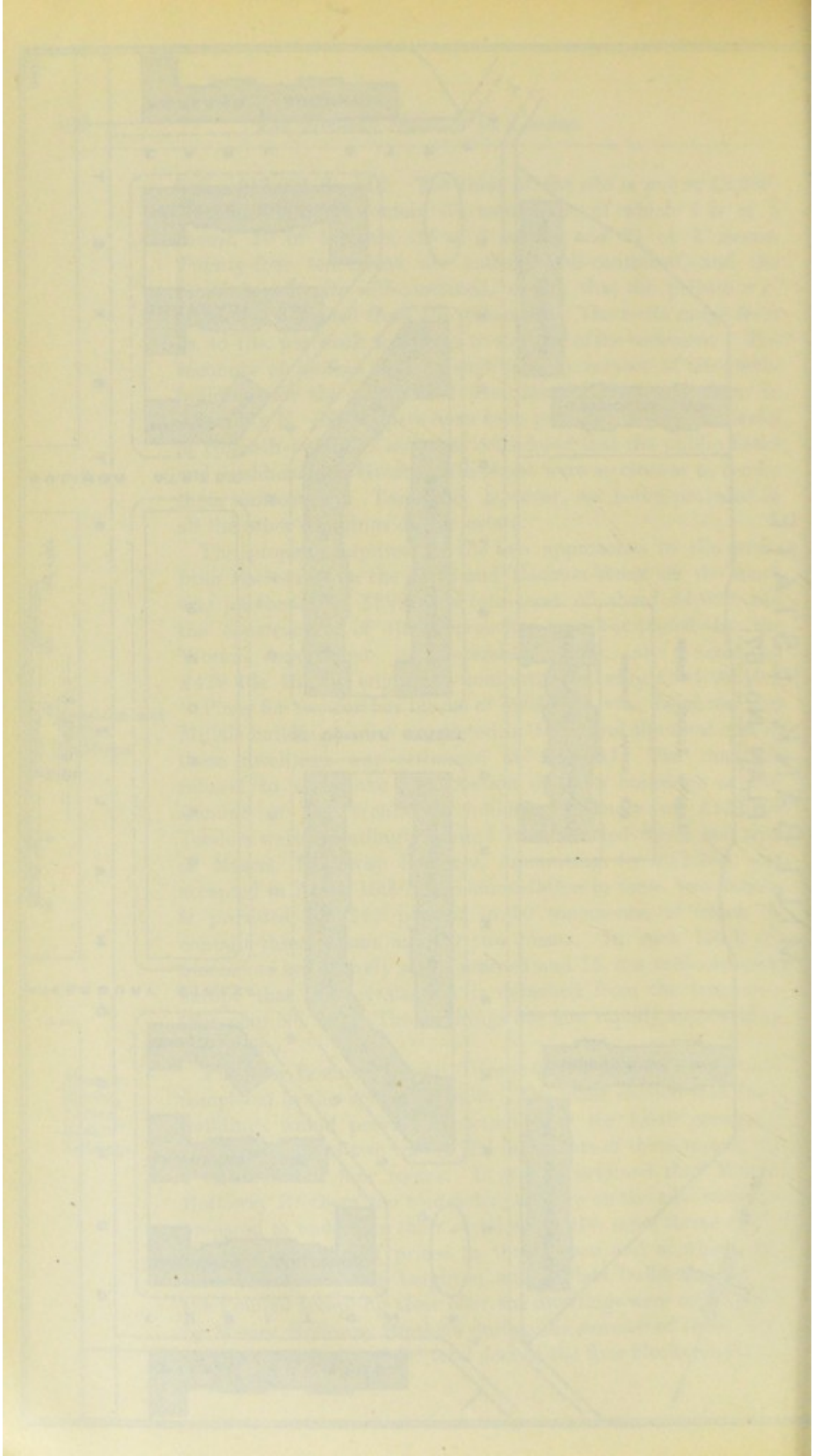
Romney, Rosetti, Turner, Ruskin buildings.

Plans for Romney, Rosetti, Turner and Ruskin buildings were completed in the spring of 1899. The plans showed that these buildings would provide accommodation for 1,640 persons in 156 tenements of two rooms, 128 tenements of three rooms, and 6 tenements of four rooms. It was ascertained that Messrs. Holloway Brothers, the contractors already on the site, would be prepared to undertake their erection on the same terms and at the same schedule of prices as those upon and at which they were already erecting Leighton and Millais buildings, and on the Council accepting their offer, the dwellings were commenced by Messrs. Holloway Brothers during the summer of 1899. The architect's estimate of the total cost of the four blocks amounted to £75,620.

MILLBANK ESTATE.

PLAN No. 57.





Competition.

The conditions of the competition mentioned above were approved by the Council on 16th November, 1897, and 18 architects were selected from those who replied to the Council's advertisement inviting names of those willing to send in competitive designs for a specimen block to be erected on the estate. Seventeen designs were received from these architects, and upon the report of the assessor, Mr. W. D. Caröe, the first premium of £150 was awarded to Messrs. Spalding and Cross. The Committee then considered whether it would not be possible to erect a block of dwellings according to Messrs. Spalding and Cross's designs without involving any charge upon the county rate.

Gainsborough, Reynolds, Lawrence, Maclise, Landseer, Mulready, Morland, Wilkie buildings.

After much consideration and alteration in the detail of the plans, however, this was not found possible, and the architect was instructed to proceed with the preparation of plans for the remaining ten blocks of dwellings to be erected on the estate. These buildings were named Gainsborough (two blocks), Reynolds (two blocks), Lawrence, Maclise, Landseer, Mulready, Morland and Wilkie buildings. In December, 1899, the tenders were invited upon the plans and bills of quantities for Reynold's-buildings, such tenders being made on the understanding that the contractor whose tender was accepted would undertake the erection of the remaining eight blocks at the same price as those upon which the tender for Reynold's-buildings was based. On these conditions eight tenders were received, the lowest being that of Messrs. Spencer, Santo and Co., which amounted to £15,328. The total cost of the ten blocks on the architect's estimate was £122,098, whilst on the basis of Messrs. Santo's tender it was £110,439.

Particulars of the cost of, and the accommodation to be provided in the ten blocks, are shown in the subjoined table—

Name of buildings.	Number of tenements of			Number of persons to be accommodated.	Total estimated cost of buildings, including incidentals.
	One room.	Two rooms.	Three rooms.		
					£
Reynold's-buildings (2 blocks) ...	—	40	40	400	16,453
Gainsborough-buildings (2 blocks)	2	38	40	396	18,893
Lawrence-buildings	—	50	16	296	28,401
Maclise-buildings	—	50	16	296	
Landseer-buildings	—	20	25	230	20,244
Mulready-buildings	—	20	25	230	
Morland-buildings	—	30	30	300	26,448
Wilkie-buildings	—	30	30	300	
Totals	2	278	222	2,448	110,439

Messrs. Spencer, Santo and Co.'s tender was accepted by the Council on 20th March, 1900, and the buildings were commenced shortly afterwards.

6. *Sites acquired by the Council in order to provide accommodation for persons displaced by the carrying into effect of the Clare-market scheme.*

(*a*) *Duke's-court site, Drury-lane (Beaumont, Fletcher, and Sheridan buildings).*

(*b*) *Russell-court site, Drury-lane.*

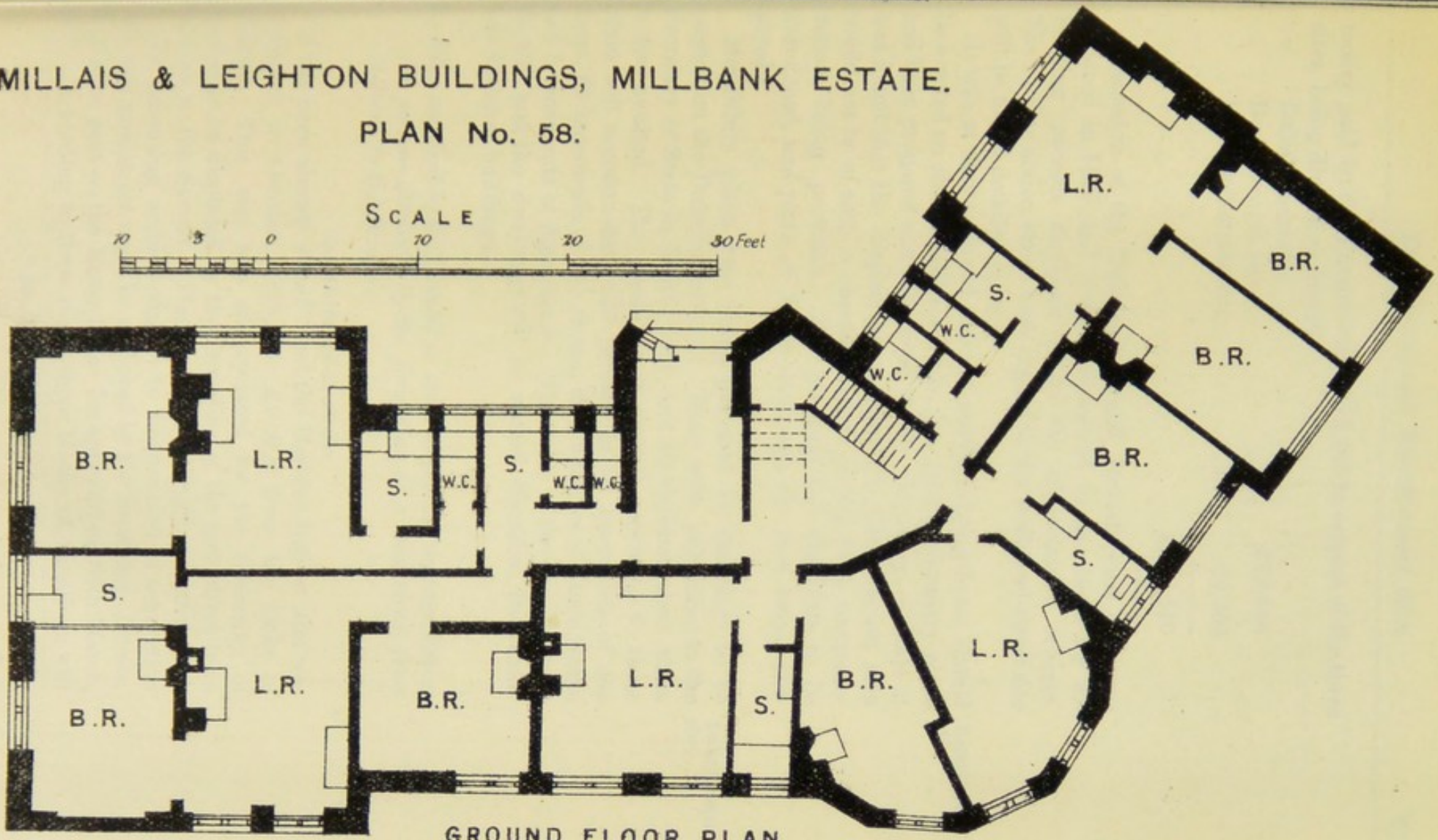
It has been already stated* that, by the terms of the Clare-market scheme as confirmed, 750 persons have to be re-housed on the area cleared thereunder. When, however, the scheme for the formation of a new street from Holborn to the Strand was being prepared for the sanction of Parliament in 1898, it was found that the portion of the Clare-market area proposed to be used for this purpose could be more conveniently used otherwise if certain other sites then vacant, or shortly to become vacant, could be purchased in substitution therefor. Two of the sites referred to were situated on the west side of Drury-lane, just opposite to the area, and were known as the Duke's-court and Russell-court sites, and a third was situate in Herbrand-street, just opposite the Peabody-buildings erected on the land acquired by the Peabody Trustees from the Metropolitan Board of Works under the Little Coram-street scheme. All these three sites belonged to the Duke of Bedford's estate, and negotiations were therefore entered into with that estate for their acquisition. As, however, it was desirable that they should be purchased at once, the Council, in October, 1898, decided to acquire them under Part III. of the Housing of the Working Classes Act, 1890. On its appearing that all three sites would not be necessary in connection with the Clare-market scheme, the Council in November, 1898, determined to obtain specific power in the Act sanctioning the Holborn to Strand scheme to charge the difference between the price paid for the sites or one or more of them, and their or its rehousing value to the account of whichever scheme they or any one or more of them were used in connection with.

The purchase from the Duke of Bedford was the subject of special terms, by which it was agreed *inter alia* that the Duke should purchase at a fixed price certain land fronting the circus of the new street from Holborn to the Strand. The purchase

* See supra, p. 222.

MILLAIS & LEIGHTON BUILDINGS, MILLBANK ESTATE.

PLAN No. 58.



GROUND FLOOR PLAN

Standidge & Co Ltd Litho London E C (7161)

money paid by the Council was £118,440 in respect of the three sites, being divided as follows—

Duke's-court site	} £78,440	
Russell-court site		
Herbrand-street site	40,000	
	£118,440	

Possession of the Duke's-court and Russell-court sites was obtained in 1899, and it was determined to use these for rehousing persons displaced under the Clare-market scheme. The further action taken with regard to the Herbrand-street site will be found detailed *infra*.

Russell-court site.

It was at first proposed that a women's lodging-house should be erected on the Russell-court site, but after preliminary plans had been prepared and submitted to the Secretary of State it was found that the displacements from the Clare-market area would not be of such a character as to justify such accommodation being provided. The proposal had therefore to be abandoned, and plans of block dwellings are now being prepared.

Duke's-court site.

Meanwhile plans were being prepared for dwellings to be erected on the Duke's-court site. These were submitted to the Secretary of State in March, 1900, and his decision upon them is now awaited. The dwellings if erected according to these plans will accommodate 640 persons in 20 tenements of one room, 65 tenements of two rooms, 50 tenements of three rooms and 5 tenements of four rooms. The value of the site is put at £5,600, and the dwellings will be named Sheridan, Beaumont and Fletcher buildings.

7. *Sites acquired by the Council in order to provide accommodation for persons displaced by the formation of a new street from Holborn to the Strand.*

(*a*) *Herbrand-street site.*

It has been already stated* that the Herbrand-street site was purchased in October, 1898, for £40,000 from the Duke of Bedford. This site was appropriated for the rehousing of persons to be displaced by the formation of the new street from Holborn to the Strand. Plans were accordingly prepared, and, as the rehousing accommodation to be provided in connection with this new street must be approved by the Secretary of State, these were sent to the Home Office for approval on 30th March, 1900. According to these plans three blocks of dwellings will

* See supra, p. 272.

be built, and accommodation will be provided for 680 persons in 20 tenements of one room, 100 tenements of two rooms and 40 tenements of three rooms. The dwellings will be named Thackeray, Dickins, and Coram buildings. The value of the site is put at £5,600.

It is interesting to note that this site formed part of the Little Coram-street area† but was excluded from the operation of the scheme dealing with area, partly by the provisional order confirming the scheme and partly by a subsequent provisional order, dated 14th July, 1884, the Duke of Bedford erecting dwellings elsewhere for the accommodation of the persons displaced therefrom.

(*b*) *Reid's brewery site, Clerkenwell-road.*

In order to provide sufficient rehousing accommodation for the persons to be displaced by the formation of the new street from Holborn to the Strand, it was necessary to provide other sites than the Herbrand-street site already acquired. While the question was under consideration it transpired that Messrs. Reid and Company, whose brewery was then situated in Clerkenwell-road, were contemplating removing their business into the country. Negotiations were therefore entered into by the Council for the acquisition under Part III. of the Housing of the Working Classes Act, 1890, of the site of the brewery. On 13th June, 1899, the Council agreed to purchase the whole of the site (to be cleared by the vendors) for a sum of £200,000. The purchase was completed, and possession of the site obtained in May, 1900. In this case, also, power has been obtained to charge to the street improvement account the difference between the purchase-money and the rehousing value of the site. This value is put at £4,500, and it is estimated that about 2,100 persons can be accommodated in dwellings on the site, which is about 3 acres in extent. Plans for laying out the site are in course of preparation.

8. *No. 97, Southwark-street—Holmwood-buildings.*

No. 97, Southwark-street was originally used as accommodation for firemen belonging to the Metropolitan Fire Brigade. In November, 1890, however, it was abandoned for this purpose, and was for some years made use of for various temporary purposes. In 1894 it was proposed that it should be converted into working-class dwellings, but owing to financial difficulties the proposal was not then proceeded with. In 1898, however, the proposal was again put forward, and in July, 1899, the Council

† See supra, pp. 151, et seq.

decided that it should be appropriated for the purposes of Part III. of the Housing of the Working Classes Act, 1890. The necessary alterations were carried out by the Works department during the latter part of 1899 and the early part of 1900. The estimated cost of the alterations was £2,214, and the value of the old building for the purposes of transfer from the general accounts of the Council to the special accounts under Part III. of the Act was £3,200. The alterations have been completed and the buildings have just been opened. The architect's final estimate of the cost of the alterations was £2,286 7s. 5d. and the actual cost to the Council was £1,885 12s. 11d. No. 97, Southwark-street has been named Holmwood-buildings, and accommodation is provided in large rooms for 72 persons. Of the 16 tenements which have been formed 12 contain two rooms and 4 three rooms; 12 tenements are entirely self-contained, and 4 are self-contained except that in each case the private w.c. is detached from the tenement. The rents for the tenements vary from 9s. to 12s. 6d. per week.

9. *Totterdown-fields estate, Tooting.*

In May, 1899, when the Housing Committee were viewing certain sites in the south of London which had been brought to their notice as suitable for the erection of working-class dwellings, their attention was directed to the estate known as the Totterdown-fields estate at Tooting. This estate is situated just at the terminus of the London County Council tramway between Tooting and Blackfriars, Westminster and Waterloo, and lies on the east side of High-street, Tooting, between that thoroughfare and the road leading from Tooting Bec-common to the Mitcham-road, which is known as Church-lane. The estate comprised about 38½ acres (excluding the frontages to High-street, Tooting), and included a house known as "Kinrara" and its grounds. The estate appeared to the Committee to be a suitable one for the erection of workmen's cottages, and they therefore at once entered into negotiations with the owner with a view to acquiring it under the powers of Part III. of the Housing of the Working Classes Act, 1890. Some considerable difficulty was experienced in these negotiations, and in July, 1899, a prosecution under the Public Bodies Corrupt Practices Act, 1889, had to be instituted against an agent of the owner. These proceedings resulted in the conviction and punishment of the offender, but their effect was to delay the settlement of terms of purchase until December, 1899. In that month, however, satisfactory terms were definitely arranged, and the Council in January, 1900, agreed to purchase the estate (ex-

cluding the frontages to High-street, Tooting) at the price of £1,150 per acre. The purchase is now being completed, and a scheme for laying out the estate is being formulated. The purchase money in respect of the estate amounted to £44,237 19s. 9d., and it is anticipated that its development for cottages will cost about £356,000 more. It is estimated that for this total sum of £400,000, accommodation will be provided for about 8,000 persons.

10. *Land at Edmonton.*

In December, 1898, an offer was made by Sir Samuel Montagu, Bart., M.P., to present to the Council, upon certain conditions, a tract of land at Edmonton for the purpose of the erection of working-class dwellings.

Extent and boundaries.

The land is of a roughly rectangular shape, and is about 25 acres in extent. It lies about a mile and a quarter distant from Lower Edmonton station, on the Great Eastern Railway, and is bounded on the north by a stream known as Salmon's-brook; on the west by the single line of railway which connects the Great Eastern Railway (Tottenham main line) with that carrying the local traffic to Edmonton and Enfield; on the south by the Jews' burial-ground; and on the east by Montagu-road.

Subsequently it was found* that the Council did not possess, under Part III. of the Housing of the Working Classes Act, 1890, power to acquire land outside the county of London. The Committee, therefore, with much regret, were compelled to recommend that Sir Samuel's offer be declined. The Council, however, decided that power should be sought to enable it to acquire land outside the county for the purposes of Part III. of the Act, and the best way to obtain this engaged the attention of the Committtee during the autumn of 1899. Early in the session of 1900, however, a bill was introduced by the Government to amend Part III. of the Act by empowering councils to acquire land under it outside the boundary of their jurisdictions, and the further consideration of Sir Samuel's offer has been adjourned until the additional powers shall have been obtained.

Conditions of gift.

The conditions proposed by Sir Samuel were—

(1) The land to be used for the erection of dwellings for the working classes at such rents as will about cover interest and sinking fund on the outlay.

(2) The occupier to have facilities for the acquisition of a long lease at a low rent. The leasehold, if acquired,

* See supra, p. 65.

to be conditional on occupation; on that ceasing the leasehold to be sold to the London County Council at a valuation.

(3) Residents in Whitechapel of over three years duration to have the preference as tenants on the occurrence of a vacancy (say for a month) without distinction of race or creed.

With regard to the second paragraph of the conditions, however, it had to be borne in mind that the Council could only accept the land and erect dwellings upon it under Part III. of the Housing of the Working Classes Act, 1890. It has already been noted* that under this part of the Act, the Council could at that time† neither sell nor lease the land acquired, and must itself maintain and manage all dwellings erected thereon. The Council was therefore unable to undertake to fulfil this condition, but as the object of the condition was the prevention of house jobbing in relation to any of the dwellings that might be erected on the land, and as the Council would not be able to lease the dwellings which it might build, it appeared that this object would be attained by the simple gift to the Council.

Further, it appeared that by a local Act of Parliament, which was only passed in 1898, the Edmonton District Council had power to require the owners of land abutting on a brook before building on their land to inclose the brook in a suitable culvert. This would have been a heavy expense with which to saddle the land, since Salmon's-brook runs for a long distance on the northern boundary. Sir Samuel, however, undertook to satisfy all the requirements of the district councils as regards the brook. An approach from the direction of the railway station also was necessary for the proper development of the land for the erection of dwellings; and with regard to this Sir Samuel was willing that the Council should accept the land conditionally upon his being able to secure sufficient land to enable such an approach to be made to the site. The conditions, therefore, under which the Council on 28th March, 1899, accepted Sir Samuel's offer were as follows— Conditions of acceptance.

(1) That residents in Whitechapel of over three years' duration should have the preference as tenants of the dwellings to be erected on the land whenever a vacancy occurred (say for a month) without distinction of race or creed.

(2) That Sir Samuel would procure sufficient land for the construction of an approach road to the land.

* See supra, p. 31. † See infra, p. 288.

(3) That Sir Samuel would undertake to satisfy all the requirements of the local authority as regards Salmon's-brook.

11. *Swan-lane site, Rotherhithe.*

In 1899, when the bill to empower the Council to construct a tunnel beneath the river Thames at Rotherhithe was under consideration, it was ascertained that a site in Swan-lane, in the immediate vicinity of the Rotherhithe entrance to the proposed tunnel, was about to be put up for sale by auction. According to the rehousing clauses in the bill the Council would be obliged to provide rehousing accommodation for the persons displaced by the formation of the tunnel, and, as the site was one eminently suitable for rehousing, it was decided in June, 1899, that an attempt should be made to purchase it for this purpose in anticipation of the bill being passed. The only power the Council possessed for this purpose being that conferred by Part III. of the Housing of the Working Classes Act, 1890, the site was bought thereunder in June, 1899, for a sum of £3,000. Subsequently the site was enlarged by the acquisition of adjoining property for a further sum of £1,800. The whole site is about an acre in extent, and it is anticipated that accommodation for about 500 persons can be provided upon it. Further adjoining property may be acquired so as to make the site a square one, abutting on all the four streets which the surrounding houses now front.

X.

Other action taken by the Metropolitan Board and the Council in connection with the housing of the working class.

1. *Steps taken by the Board and the Council in regard to certain insanitary areas.*

(*a*) *Holborn area.*

Official representation.

Date. On 19th July, 1875, Dr. Septimus Gibbon, M.D., the medical officer of health of the Holborn District, made an official representation under section 3 of the Artizans' and Labourers. Dwellings Improvement Act, 1875 (which had then just received the Royal assent), with regard to an area in the parish of St. Andrew, Holborn.

Property included. The area represented was about 10½ acres in extent and was bounded on the north by Portpool-lane, on the south by Greville-street and Fox-court, on the east by Leather-lane, and on the west by Gray's-inn-road. Houses were included in the following places—Dorrington-street, Gray's-inn-road, Portpool-lane, Brookes-street, Leigh-place, Beauchamp-street, Greville-street, Hole in the Wall-passage, Leather-lane, Fox-court, Feathers-court, George-court, Charlotte's-buildings, White Hart-yard, Brooke's-market, Brooke's-court, Bell-court, Bell-alley, King's Head-court, Tyndall's-buildings, Baldwin's-gardens, Baldwin's-place, Leopard's-court, Dove-court, Union-buildings, Union-terrace, Providence-place, Verulam-street, Verulam-place, Pinner's-court, Queen's Head-court, Black Horse-yard, Half Moon-place and Crown-court. The 25 last-mentioned courts and alleys were alleged in the representation to be unfit for human habitation and to contain 239 houses inhabited by 3,661 persons.

How dealt with. This being the first representation made in London, the Metropolitan Board at once viewed the area referred to, and on 6th August, 1875, they passed a resolution directing the preparation of a scheme for its improvement.

Scheme.

Property included. This scheme proposed to deal with about seven acres of the area represented, including only the courts in the interior and omitting, as far as possible, all business premises, St. Alban's Church, a block of working-class dwellings, and all the premises fronting Greville-street, Leather-lane (except Nos. 67 and 68),

Gray's-inn-road (except Nos. 24, 26, 28, 30, 44, 60, 62, 86 and 88), Brooke-street (except Nos. 19, 20, 26 and 27), Portpool-lane (except Nos. 13 and 15), those on the south side of Beauchamp-street, and those on the north side of Dorrington-street (except Nos. 1 and 2).

The widening of Gray's-inn-road itself was proposed as a separate street improvement and was subsequently carried out as such. The scheme provided for the formation of the following new streets and street widenings with the object of opening up the area—

New streets and street widenings.

No. 1. A new street, 40 feet wide, in the line of Verulam-street from Gray's-inn-road to Leather-lane.
„ 2. A footway, 25 feet wide, from Portpool-lane to the new street (No. 1).
„ 3. A footway formed by extending the paved forecourt of the model lodging-houses in Portpool-lane to the new street (No. 1).
„ 4. A footway, 25 feet wide, from Baldwin's-place to the new street (No. 1).
„ 5. Baldwin's-gardens to be extended 30 feet wide into Gray's-inn-road.
„ 6. Dorrington-street to be widened to 30 feet for a portion of its length.
„ 7. A footway, 20 feet wide, from Dorrington-street westward in line of Bell-court to Gray's-inn-road.
„ 8. A footway, 25 feet wide, on the west side of St. Alban's Church, between Baldwin's-gardens and the footway (No. 7).
„ 9. Beauchamp-street to be widened to 30 feet for a portion of its length.
„ 10. A new street, 30 feet wide, to be formed between Gray's-inn-road and Brooke-street, in extension of Greville-street.

Displacement and rehousing

3,428 persons were to be displaced by the execution of the scheme, and it was provided that accommodation in five-storey dwellings should be built for 3,500 persons,

Estimated cost.

The estimated capital cost of dealing with the area as above outlined was as follows—

Gross cost of property...	...	...	£187,000
Cost of works	...	...	17,000
			£204,500

It was then anticipated that the cleared sites could be let on building lease at a total ground rent of £4,500, and the annual loss to be occasioned by the scheme was estimated as follows—

£204,000 at 3⅞ per cent.	...	£7,966
Less ground rents ...	...	4,500
Net annual expenditure	...	£3,466

The scheme was approved and sealed by the Board on 19th November, 1875, and after the usual and necessary steps had been taken, a local inquiry was held on 27th April, 1876, by Mr. D. Cubitt Nichols on behalf of the Secretary of State.

By letter dated 17th June, 1876, the Secretary of State intimated that he was unable to approve the scheme, and the matter was therefore not further proceeded with at that time.

Certain portions of the area, however, have since been and are being dealt with by the Brooke's-market and the Union-buildings Schemes under Parts II. and I. of the Housing of the Working Classes Act, 1890. Particulars of these schemes are set out in sections VII. and VIII. supra.

(*b*) *Bell-lane area, Whitechapel.*

Official representation.

The Bell-lane area, Whitechapel, formed the subject of a representation under the Artizans' Dwelling Acts in 1877, but no scheme was framed by the Metropolitan Board of Works for dealing with it. After careful consideration of the matter in 1890, the Housing Committee informed the Council that they were unable to see their way to recommend the adoption of so large a scheme as would be involved in the widening of Bell-lane and Sandy's-row, combined with clearance of the central area. The Council subsequently resolved to widen Sandy's-row, which partly bounded the represented area on the west side as a street improvement—and this, to a small extent, improved the condition of the area. In 1897, an opportunity presented itself of making a clearance of all the courts and alleys on that part of the area which lay between Bell-lane and Sandy's-row. Sir Algernon Osborn, the freeholder of the Osborn estate, which included the area above-mentioned, was then prepared to co-operate with the Council in improving and developing his estate, subject to the Council agreeing to sell for a reasonable sum the frontages abutting on Sandy's-row, and assisting to expedite the formation of the new roads and the closing of the several courts and alleys. He proposed to close all existing courts and alleys, and to form a 40-feet street from Wentworth-street parallel

Scheme suggested.

to Sandy's-row and Bell-lane, to continue this street round Tripe-yard into Sandy's-row, and to widen Cobb's-yard into a 40-feet street. Upon the formation of the roads, the land remaining was to be utilised for shops and domestic dwellings. It was reported that the clearance of most of the properties could be effected at once, but that a small portion was held on leases which would expire in 1922 and 1930. Sir A. Osborn's agents hoped to be able to come to terms with the tenants of these properties for a surrender of their interests before the expiry of their leases. In the event, however, of an arrangement not being come to on this point, the Council decided to co-operate with Sir A. Osborn by putting in force the provisions of the Housing of the Working Classes Act, 1890, with a view to acquiring compulsorily such of the leasehold interests as he might be unable to obtain possession of within a reasonable time, the Council being reimbursed the cost of such acquisition. With regard to the disposal of the frontages on Sandy's-row, the Council decided to sell the whole of the surplus land on the east side of Sandy's-row at 10s. per square foot. The Committee stated that a slightly higher price might be realised for some of the land by dealing with it in separate plots, than by selling it at once for the purposes of the suggested scheme, but they were of opinion that the Council would be well advised to sell the land in this way rather than to incur unaided the far heavier expenditure of dealing with the area under a scheme. They recognised with pleasure the readiness shown by Sir A. Osborn in meeting their views with regard to this area, which had had their very anxious consideration for some considerable time.

Sale of Sandy's-row frontages.

Subsequently, in July, 1897, it was ascertained that no scheme under the Housing of the Working Classes Act, 1890, was necessary to enable Sir Algernon Osborn to deal with the area as proposed, and the clearance and reconstruction are now proceeding.

But found unnecessary.

Clearance proceeding.

(*c*) *Snowsfields area, Bermondsey.*

The Snowsfields-area, Bermondsey, was the subject of an official representation to the Metropolitan Board of Works, made on 29th October, 1875, by Dr. W. Parker, M.D., the medical officer of health of the parish. The area comprised 11 courts and alleys containing 194 houses with a population of 8,141 and a death-rate of 31·11. In January, 1876, the area was viewed by the Works Committee, but no steps were taken for its improvement by way of scheme. Part of the area was dealt with under the Metropolitan Streets Act of 1877, and the remainder was entirely left alone by the Board. On the Council

First official representation.

taking office the area was viewed by the Housing Committee in 1891. In view of the improvements that had taken place since the representation, however, the Committee decided to take no action thereon.

Second official representation.

On 15th March, 1893, the area was again officially represented by the medical officer of health of the parish, and in April, 1893, was again viewed by the Council's committee. It was then ascertained that the area formed practically one estate, and that all or nearly all the leases would fall in during 1894. Negotiations were entered into with the trustees of the estate and the life tenant with a view to a scheme being carried out with their co-operation. At the same time, closing orders for many of the houses were obtained by the vestry. No definite arrangement was come to with the owners, and the land was cleared and put up for sale by auction in 1895. The site was eventually bought by the trustees of the Guinness Trust, who have built tenement dwellings there for the accommodation of about 1,600 persons.

Scheme suggested.

Closing orders obtained.

Land cleared and sold.

2. *Dwellings erected by the Council for the accommodation of persons displaced by the formation of the Blackwall-tunnel under the Blackwall Tunnel Acts*, 1855.

Rehousing obligation.

In connection with the construction of the Blackwall-tunnel beneath the Thames from Poplar to Greenwich, 1,210 persons were displaced in the two parishes. According to the scheme approved by the Secretary of State, it was laid down that new accommodation should be provided in Poplar for 500 persons, and in Greenwich for 761 persons. For this purpose two sites were set apart in Poplar, and seven sites in Greenwich. The sites in Poplar were situated in Yabsley-street and in Cotton-street, the latter site being partly made up of surplus land acquired under the Wells-street scheme*, and partly of surplus land acquired in connection with the widening of Cotton-street, which took place in 1884. The sites in Greenwich were all along the line of the approach to the tunnel, being situated in Blackwall-lane, Armitage-road (2), and Collerston-road (2), Ordnance-road, and Idenden-terrace.

North side sites.

South side sites.

In 1893 the Ordnance-road site was sold to the South Metropolitan Gas Company, and the last-named site was extended so as to allow of the same amount of accommodation being provided on the extended site as would have been provided on both sites.

* See section V., supra, p. 157.

Attempted sales of sites.

In February, 1892, the Yabsley-street and Cotton-street sites and four lots on the south side of the Thames were put up by auction with a view to their being sold for the erection of dwellings. Pending the result of this auction, the Council decided that in the event of no sales being effected it would itself secure the erection of the necessary dwellings. No sales were effected, and it therefore remained for the Council to carry out its previous resolution.

(*a*) *Sites on the north side of the Thames.*

(*i.*) *Site in Yabsley-street, Poplar, Council-buildings.*

Council buildings.

In September, 1892, tenders were received for the erection of dwellings on the Yabsley-street site. These dwellings were named Council-buildings. The tenders were greatly in excess of what was considered reasonable, and the Council in

To be built by Council itself.

October, 1892, decided that it would itself undertake the erection of the dwellings without the intervention of a contractor. On this resolution steps were taken which resulted in the formation of the Works and Stores department. The formation of this department, however, necessarily occupied sometime, and it was essential that Council-buildings should be proceeded with at once. Moreover, the foundations of the buildings had to be of a special character on account of the spongy nature of the subsoil, the site being in close proximity to the river,

Foundations.

The Council, therefore, in November, 1892, decided to obtain tenders for the construction of the foundations. In January, 1893, the tender of Messrs. Reid, Blight and Co., amounting to £2,678 10s., was accepted, and the construction of the foundations and the preparation of the finished drawings for the superstructure were proceeded with simultaneously.

Superstructure.

In March, 1893, these drawings were referred to the Works department for them to build the dwellings at an estimated cost of £11,250, and in May, 1893, that department accepted the estimate and proceeded with the work. The actual cost of the foundations was £1,546 9s. 2d. The dwellings were completed and opened in April, 1894, when it was ascertained that the superstructure had cost £13,839 11s. 1d., the architect's final estimate being £10,999 18s. 8d. The value of the land is

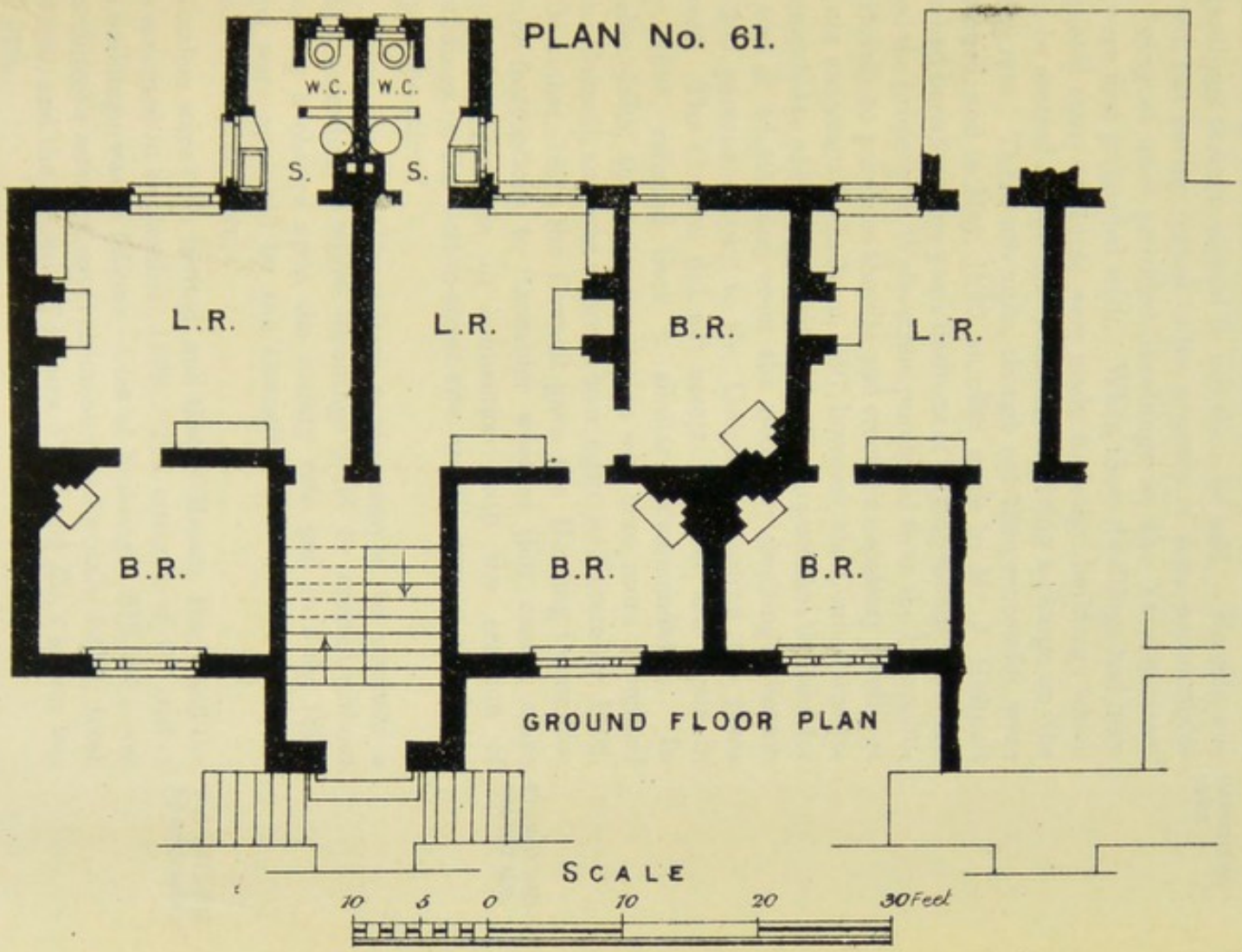
Accommodation.

£1,450. The buildings provide accommodation for 240 persons in 31 tenements of three rooms and 19 of two rooms. The rents vary from 5 to 7s. per week per tenements.*

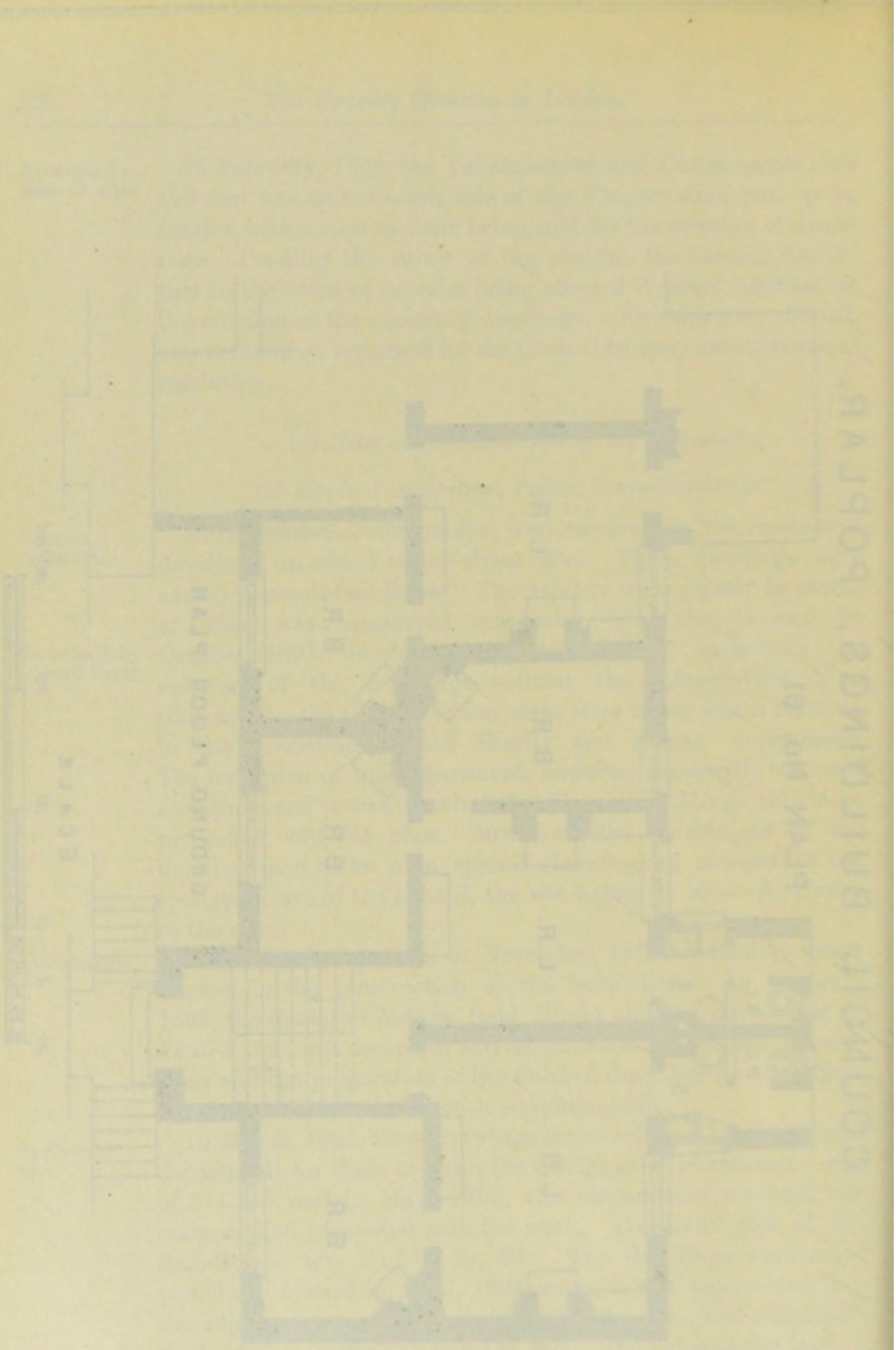
* For accounts of income and expenditure in respect of these buildings for the year ended 31st March, 1900, see Appendix G.

COUNCIL BUILDINGS, POPLAR.

PLAN No. 61.



Standidge & Co Ltd Litho London E.C. (7130)



(ii.) *Cotton-street site, Poplar—Toronto and Montreal buildings.*

Cotton-street site.

The second site on the north side of the Thames, the Cotton-street site, was also put up for sale in February, 1892, the Council having previously decided itself to secure the erection of dwellings thereon should it not then be sold. No sale was effected, but having regard to the urgency of some accommodation being at once provided, dwellings on the Yabsley-street site were first proceeded with. When these dwellings had been completed many attempts were made to design buildings which could be erected on the site without involving a charge on the county rate. These attempts, though not then successful, were continued, and in May, 1896, an offer made by Mr. J. Hartnoll (who had been for some years desirous of buying the site which adjoined the property in Wells-street purchased from the Metropolitan Board) to purchase the site and erect the necessary dwellings was not entertained. In June, 1897, however, the Council was recommended to accept Mr. Hartnoll's offer to purchase the land for the sum of £1,400, and erect the necessary dwellings thereon for 260 persons, subject to the Council approving the plans thereof. The Council did not accept the offer, and again in May, 1898, referred back a similar recommendation. In October, 1898, the recommendation was once more submitted to the Council, and was referred back again in November, 1898. In December, 1898, the Council gave the Housing Committee definite instructions to "consider whether they cannot make "such arrangements in connection with the erection of "buildings on the Cotton-street site as will impose no charge "upon the rates."

Attempted sales.

Council will not sell site.

Upon this the Committee again essayed to produce a design, according to which dwellings could be erected without involving a charge upon the county rate, and in July, 1899, plans were approved by the Council which it was estimated would effect this object.

But will build by contractor.

Tenders were then invited, and that of Messrs. Perry and Co. was accepted in September, 1899. The estimate of the cost of the buildings was as follows—Cost of buildings, £13,580; cost of architect's services, supervision and incidentals, £510; total, £14,090, and the amount of Messrs. Perry and Co.'s tender was £12,320.

Accommodation.

The buildings, which will shortly be completed, consist of two blocks of five-storey balcony dwellings. They have been named Toronto and Montreal buildings, and will provide accommodation for 360 persons, 40 tenements of three and 30 tenements of two rooms. The value of the land is put at £1,400.

(*b*) *Sites on the south side of the Thames.*

(*i.*) *Sites in Blackwall-lane and Armitage and Collerston roads.*

Westview, Armitage and Collerston cottages.

Council will itself build.

As has already been mentioned these four sites were put up for sale by auction in February, 1892, but without result. The Council, having previously resolved itself to secure the erection of dwellings on the site, determined in October, 1892, to build without the intervention of a contractor, and directed a report to be made as to the best means to attain this object.

Foundations.

While this matter was under consideration, tenders were invited in December, 1892, for the construction of slab foundations for cottages which it was proposed to build on the sites. These special foundations were necessitated by the marshy nature of the sites. The tender of Messrs. Kirk and Randall, amounting to £2,236, was accepted in February, 1893. In March, 1893, the working drawings of the superstructure of the cottages were referred to the Works department, who in May undertook to build them at an estimate of £22,000.

Superstructure.

The architect's final estimate of the cost of the foundation was £2,851 10s. 9d., and of the superstructure £22,108 7s. 4d., the actual cost of each being £2,851 10s. 9d. and £28,729 1s. 2d. respectively. The cottages were completed in May, June, and August, 1894, and were named Westview, Armitage, and

Accommodation, &c.

Collerston cottages. They provide accommodation for 464 persons in 50 tenements, of which 30 contain two rooms, and 20 contain three rooms, and 28 four-room cottages. The rents vary from 4s. 6d. to 8s. 3d. per week.* The value of the sites is put at £4,000.

(ii.) *Site at Idenden-terrace.*

Idenden-cottages.

Formation of site.

It has already been stated that the Idenden-terrace site was enlarged on the Ordnance-road site being abandoned. Its place was taken by an enlargement of the Idenden-terrace site, and this enlarged site was developed for the accommodation of the persons who would otherwise have had to be accommodated on both sites. The working drawings for the foundations of the

Foundations.

cottages to be erected were referred to the Works department in November, 1894, at an estimate of £2,400. The architect's final estimate of the value of this work was £2,236 19s. 7d., and the actual cost to the Council was £2,083 11s. 4d.

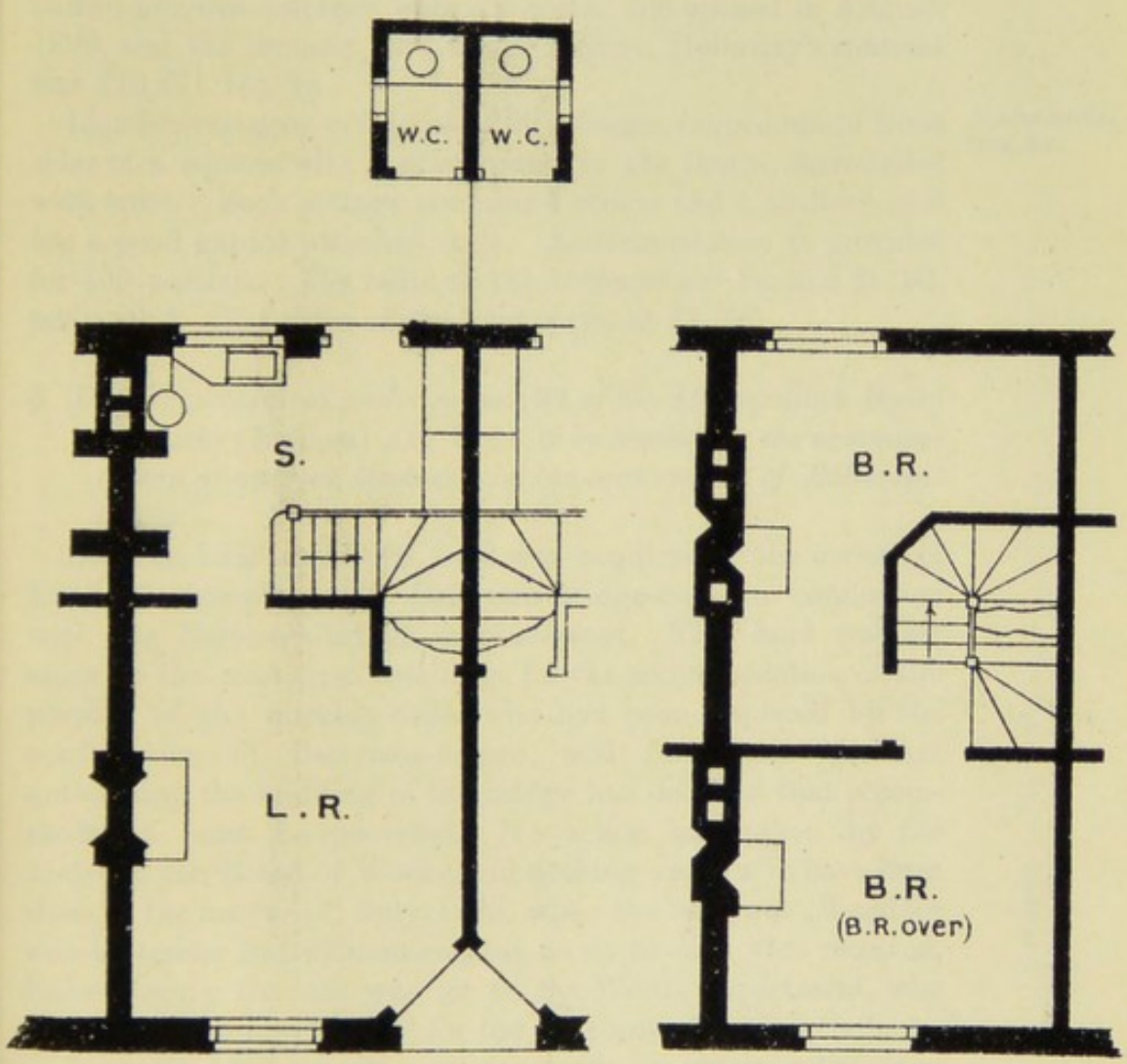
Superstructure.

In July, 1895, the work of building the superstructure of the cottages was offered to, but refused by the Works department

* For accounts of income and expenditure in respect of these cottages for the year ended 31st March, 1900, see Appendix G.

IDENDEN COTTAGES.

PLAN No. 62.

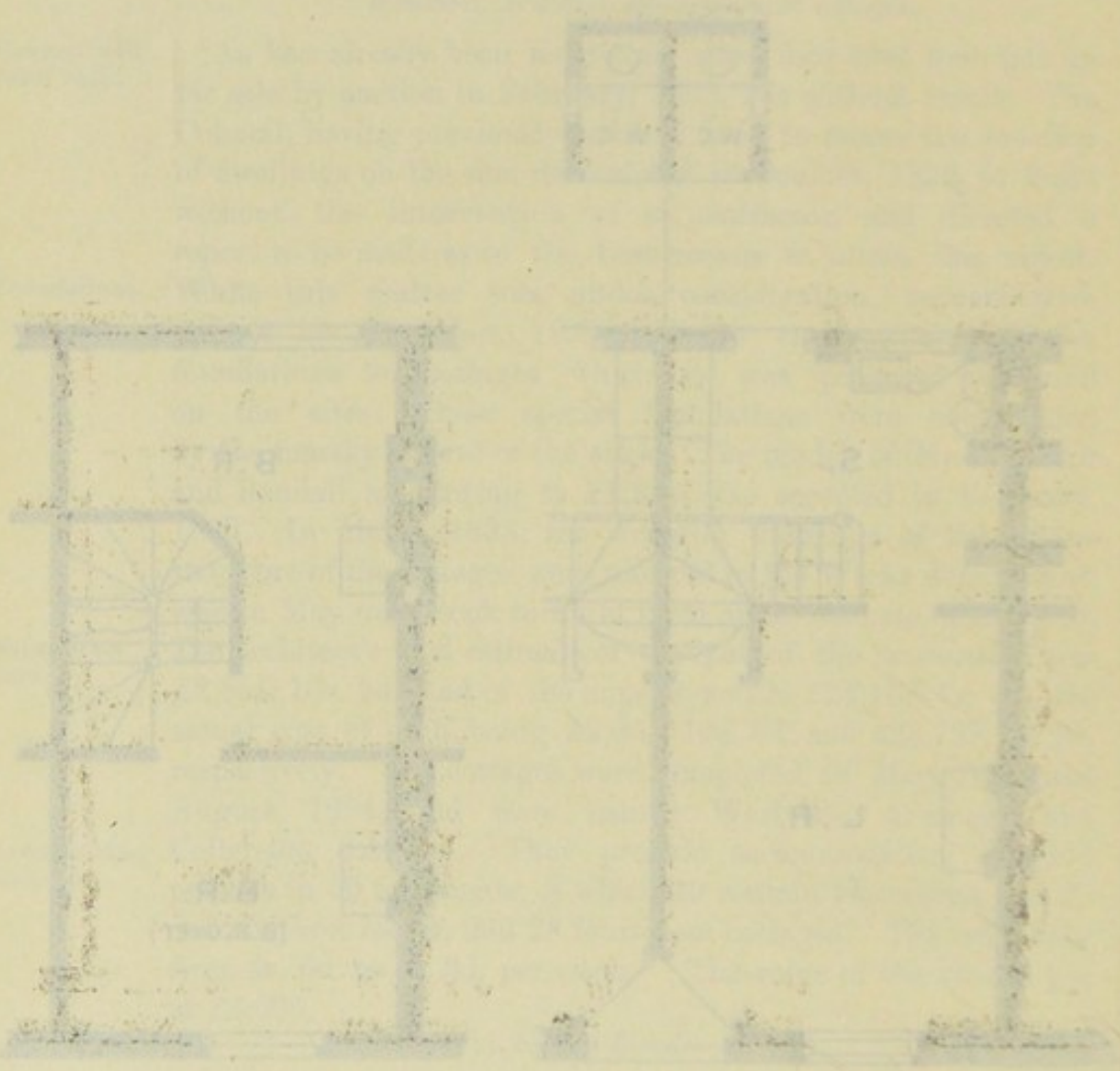


GROUND FLOOR

FIRST FLOOR

SCALE

10 5 0 10 20 feet



at an estimate of £13,990. Tenders were therefore invited, and during the summer recess that of Messrs. Holloway Brothers, amounting to £13,803, was accepted. The cottages, which were named Idenden-cottages, were completed and opened in August, 1896, and the amount paid under Messrs. Holloway's contract was £13,871 15s. 1d.

Accommodation, &c.

Idenden-cottages, consisted of 50 cottages, ranged round three sides of a square with a playground in the centre, surrounded with trees. Each cottage contains 4 rooms and a scullery, and has a good garden attached to it. Accommodation is provided for 400 persons. The rents of the cottages are 8s. and 8s. 6d. per week.* The value of the land is put at £1,500.

3. *Dwellings required under section* 32 *of the Metropolitan Board of Works (Bridges) Act*, 1884, *to be erected for the accommodation of persons displaced by the construction of Battersea-bridge.*

Between 1886 and 1890, land was acquired at the corner of Little Europa-place and Battersea-bridge-road in connection with the Battersea-bridge improvement. This land was set aside for the erection of dwellings for the accommodation of 190 persons of the working class, who had been displaced by the construction of Battersea-bridge, and for whom the Act authorising the building of the bridge had declared that accommodation must be provided. No action was taken by the Metropolitan Board of Works, and nothing appears to have been done in the matter till July, 1893, when the land was offered for sale by tender but without success, as no tenders were received. Subsequently the site was let to the Works department, who used it as a stone-yard and for the purposes of storing timber.

In April, 1895, an attempt was made to obtain relief from the re-housing obligation resting upon the site, but upon its appearing that statutory power was necessary for this purpose the recommendation on the subject was withdrawn from the Council's consideration.

Plans of dwellings to be erected on the site have now been prepared, and a block of tenement dwellings and two two-storeyed cottages will be erected for the accommodation of 286 persons. The dwellings will contain 10 one-roomed tenements, 44 two-roomed tenements (including four in the two cottages), and 15 three-roomed tenements, and will be named Battersea-bridge-buildings. The total estimated cost of these dwellings is £15,900. The value of the land is put at £1,350.

Accommodation.

* For accounts of income and expenditure in respect of these cottages for the year ended 31st March, 1900, see appendix G.

ADDENDUM.

Housing of the Working Classes Act, 1900.

Housing of the Working Classes Act, 1900 (63 and 64 Vict., c. 59).

Since the foregoing account was written, the Bill referred to on pages 35 and 65 has become law under the title of the Housing of the Working Classes Act, 1900. It may be convenient, therefore, to give here the chief provisions of the Act so far as they affect London.

Council may act under Part III. of Act of 1890 outside the county.

By section 1 the Council is now empowered to "establish or acquire lodging-houses for the working classes" under Part III. of the Act of 1890 outside the limits of the county.

Borrowing powers to metropolitan borough councils.

By section 3 the metropolitan borough councils are given power to borrow money for the purposes of carrying Part III. of the Act of 1890 into effect whether inside or outside the borough.

Accounts.

By section 4, where land acquired by a council under Part III. of the Act of 1890 is appropriated for the purpose of re-housing persons displaced by the Council under the powers of any other part of that Act or of any other enactment, the receipts and expenditure in respect of that land (including all costs in respect of the acquisition and laying out of the land), and of any buildings erected thereon, may be treated as receipts and expenditure under that part or enactment, but shall be accounted for under a separate head.

Leases by councils for building lodging-houses.

By section 5 the Council or any metropolitan borough council, with the consent of a Secretary of State, may lease any land acquired by it under and for the purposes of Part III. of the Act of 1890 to any lessee for the purpose and under the condition that the lessee will carry the Act into execution by building and maintaining on the land lodging-houses within the meaning of the Act; and the Council shall insert in every lease all necessary provisions for insuring the user of the land and buildings for lodging-houses within the meaning of the Act, and in particular the Council shall insert in any lease provisions binding the lessee to build on the land as in the lease prescribed, and to maintain and repair the buildings, and securing the use of the buildings exclusively as lodging-houses within the meaning of the Act, and prohibiting any addition to or alteration of the character of the buildings without the consent of the Council; and also a provision for the re-entry of Council on the land on the breach of any of the terms of the lease; and every deed or instrument of demise of the land or buildings should be endorsed with notice of this sub-section.

The sections of the Act of 1890 (sections 61 and 62), giving the Council power to make by-laws and regulations with regard

to lodging-houses established under Part III. of that Act, are not to apply to lodging-houses built on land leased in accordance with section 5 of the Act of 1900.*

By section 7 where land is acquired under Part III. of the Act of 1890 otherwise than by agreement, any question as to the amount of compensation which may arise shall in default of agreement be determined by a single arbitrator to be appointed and removable by a Secretary of State, and the general provisions of 41 of the Act are applied as in the case of an arbitration under that section.†

Effect of section 4 of the Act.

Effect of section 4.

The general effect of the Act of 1900 can be realised from the above statement, but a few words as to the particular effect of section 4 may not be out of place. Under the powers conferred by this section the expenditure on sites which have been bought and dwellings which have been erected by the London County Council in pursuance of Part III. of the Act of 1890, but in connection with Part I. or Part II. of that Act, or in connection with a street or other improvement, will cease to be reckoned as expenditure under Part III., and will appear under a separate head in the accounts of the particular part or improvement in connection with which it was incurred.

Thus the expenditure in connection with the Borough-road and Green-street and Pocock-street sites and Murphy, Hunter, Gardiner and Cobham buildings will in future appear in the accounts under Part II. of the Act of 1890 (Falcon-court scheme); the expenditure in connection with the Duke's-court site and Sheridan, Beaumont and Fletcher buildings, and the Russell-court site and the dwellings thereon will appear as expenditure under Part I. of the Act of 1890 (Clare-market scheme); the expenditure in connection with the Herbrand-street and Reid's Brewery site and the dwellings thereon will appear as expenditure under the Holborn to Strand street improvement; and the expenditure in connection with the Millbank estate and the dwellings thereon will appear partly as expenditure under Part I. of the Act of 1890 (Clare-market scheme), and partly as expenditure under any other improvement in connection with which it may be used.

* See supra, page 31.
† See supra, pages 31, 28, 24, 23.

APPENDIX A.

THIRD SCHEDULE.

Sections 29, 32. ENACTMENTS APPLIED for the purpose of PROCEEDINGS for CLOSING PREMISES in ENGLAND.

Administrative County of London.

29 & 30 Vict. c. 90. SANITARY ACT, 1866 (Section 21).

18 & 19 Vict. c. 121. NUISANCES REMOVAL ACT, 1855 (Sections 8, 12, and 13).

SANITARY ACT, 1866 (Section 21).

As to proceedings of nuisance authority under s. 12 of 18 & 19 Vict. c. 121.

s. 21. The nuisance authority . . . . shall, previous to taking proceedings before a justice under the twelfth section of the Nuisances Removal Act, 1855, serve a notice . . . . on the owner or occupier of the premises on which the nuisance arises, to abate the same, and for that purpose to execute such works, and to do all such things as may be necessary within a time to be specified in the notice: Provided,

First, that where the nuisance arises from the want or defective construction of any structural convenience, or where there is no occupier of the premises, notice under this section shall be served on the owner: . . . .

NUISANCES REMOVAL ACT, 1885 (Sections 8, 12, and 13).

s. 8. The word nuisances under this Act shall include—

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

Proceedings by local authority before justices in case of nuisances likely to recur, &c.

s. 12. In any case where a nuisance is so ascertained by the local authority to exist, or where the nuisance in their opinion did exist at the time when the notice was given, and, although the same may have been since removed or discontinued, is, in their opinion, likely to recur or to be repeated on the same premises or any part thereof, they shall cause complaint thereof to be made before a justice of the peace, and such justice shall thereupon issue a summons requiring . . . . the owner or occupier of the premises on which the nuisance arises, to appear before any two justices, in petty sessions assembled, at their usual place of meeting, who shall proceed to inquire into the said complaint; . . . .

s. 13. . . . . and if the nuisance proved to exist be such as to render a house or building, in the judgment of the justices, unfit for human habitation, they may prohibit the using thereof for that purpose until it is rendered fit for that purpose in the judgment of the justices, and on their being satisfied that it has been rendered fit for such purpose, they may determine their previous order by another declaring such house habitable, from the date of which other order such house may be let or inhabited.

APPENDIX B.

FOURTH SCHEDULE.

Section 32.

FORMS.

Form A.

Form of Notice requiring Premises to be made fit for Habitation.

To [*person causing the premises to be unfit for habitation, or owner or occupier of the premises, as the case may be*].

Take notice that under the provisions of the Public Health Act, 1875, and the Housing of the Working Classes Act, 1890, the [*describe the local authority*], being satisfied that the following premises, that is to say [*describe premises or place where the nuisance exists*], are in a state so dangerous or injurious to health as to be unfit for human habitation, do hereby require you within from the service of this notice to make the said premises fit for human habitation.

If you make default in complying with the requisitions of this notice, proceedings will be taken before a court of summary jurisdiction for prohibiting the use of the premises for human habitation.

Dated this day of , 18 .

Signature of officer of local authority.

Form B.

Form of Summons for Closing Order.

To the owner or occupier of [*describe premises*], situate at [*insert such a description as may be sufficient to identify the premises*].

County of [*or* borough of , *or* district of , *or as the case may be*] to wit.

You are required to appear before [*describe the court of summary jurisdiction*] at the petty sessions [*or* court] holden at on the day of next, at the hour of in the noon, to answer the complaint this day made to me by that the premises above mentioned are used as a dwelling-house and are in a state so dangerous or injurious to health as to be unfit for human habitation.

Given under my hand and seal this day of 18 .

FORM C.

Form of Closing Order.

To the owner [*or* occupier] of [*describe the premises*] situated [*give such description as may be sufficient to identify the premises*].

County of
[*or* borough, *&c.*, of
or
district of
or as the case may be].

WHEREAS on the day of complaint was made before Esquire, one of Her Majesty's justices of the peace acting in and for the county [*or other jurisdiction*] stated in the margin, [*or as the case may be,*] by that certain premises situated at in the district under the Public Health Act, 1875, of [*describe the local authority*], were in a state so dangerous or injurious to health as to be unfit for human habitation:

And whereas the owner [*or* occupier] within the meaning of the said Public Health Act, 1875, hath this day appeared before us [(*or* me) *describing the court*], to answer the matter of the said complaint [*or in case the party charged do not appear, say,*] and whereas it hath been this day proved to our (*or* my) satisfaction that a true copy of a summons requiring the owner [*or* occupier] of the said premises [*or* the said *A.B.*] to appear this day before us [*or* me] hath been duly served according to the said Act and the Housing of the Working Classes Act, 1890:

Now on proof here had before us [*or* me] that the said premises are in a state so dangerous or injurious to health as to be unfit for human habitation, we [*or* I], in pursuance of the said Acts, do prohibit the using of the premises for the purpose of human habitation until in our [*or* my] judgment they are rendered fit for that purpose.

Given under the hands and seals of us [*or* the hand and seal of me, *describing the court*].

This day of 18

J.S. (L.S.)
J.P. (L.S.)

TABLE I.—Particulars as to re-housing requirements and the fulfilment thereof under the Artizans' Dwellings

Name of scheme.	Number of tenements destroyed.		
	1 room.	2 rooms.	3 or more rooms.
1. Metropolis (Whitechapel and Limehouse) Improvement Scheme, 1876	730	165	96
2. Metropolis (Goulston-street and Flower-and-Dean-street Whitechapel) Improvement, Scheme, 1877—			
Goulston-street area	257	185	90
Flower and Dean-street area	289	34	17
3. Metropolis (St. George-the-Martyr, Southwark) Improvement Scheme, 1877—			
Elizabeth-place area	21	56	12
King-street area	12	37	16
Mint-street area	76	13	19
4. Metropolis (Bedfordbury, St. Martin-in-the-Fields and Strand District) Improvement Scheme, 1877	195	40	20
5. Metropolis (Great Wild-st., St. Giles-in-the-Fields), Improvement Scheme, 1877	365	98	29
6. Metropolis (Pear-tree-court, Clerkenwell) Improvement Scheme, 1877	59	33	18
7. Metropolis (Whitecross-street, St. Luke) Improvement Scheme, 1877	503	345	100
8. Metropolis (High-street, Islington) Improvement Scheme, 1877	77	42	8
9. Metropolis (Old Pye-street, Westminster) Improvement Scheme, 1877	316	12	6
10. Metropolis (Bowman's-buildings, Marylebone) Improvement Scheme, 1878	73	94	34
11. Metropolis (Essex-road, Islington) Improvement Scheme, 1878	126	150	128
12. Metropolis (Little Coram-street, St. Giles District and St. Pancras) Improvement Scheme, 1879	140	73	38
13. Metropolis (Wells-street, Poplar) Improvement Scheme, 1879	48	101	88
14. Metropolis (Great Peter-street, Westminster) Improvement Scheme, 1879	62	5	4
15. Metropolis (Windmill-row, New-cut, Lambeth) Improvement Scheme, 1883	79	36	12
16. Metropolis (Tabard-street, Newington) Improvement Scheme, 1884	64	3	...
Totals	3,492	1,522	735

(a) Thirty rooms occupied by 64 persons were included by the Provisional Order confirming the scheme.

* Reduced by modification orders from 3,870

† " " " 4,020

‡ " " " 1,448

DIX C.

under schemes undertaken and completed by the Metropolitan Board of Works Acts, 1875 to 1882.

Number of persons displaced from tenements of			Registered lodging-houses destroyed.	Number of persons displaced from registered lodging-houses.	Total number of persons displaced.	Total number of persons required to be re-housed.	Total number of persons actually provided for.	Size of area in acres.
1 room.	2 rooms.	3 or more rooms.	Containing					About
2,368	752	549	...	...	3,669	*3,669	3,600	$6\frac{1}{7}$
833	882	478	...	...	4,004	†3,293	3,702	$4\frac{2}{5}$
820	149	85	123 rooms	757				$2\frac{4}{5}$
48	267	49	...	...	1,266	‡926	1,906	2
27	140	77	...	...				
171	62	85	61 rooms	340				
560	147	90	...	...	797	817	720	1
1,104	371	123	44 rooms	241	(a)1,903	1,939	1,620	$1\frac{1}{2}$
166	152	92	...	...	410	‖410	1,326	$\frac{4}{5}$
1,559	1,502	570	Accommodation for 66 persons.	56	3,687	§3,631	3,740	$7\frac{1}{5}$
242	212	61	10 rooms	32	547	¶515	800	$1\frac{1}{10}$
812	34	28	115 rooms	459	1,333	1,356	1,700	$2\frac{4}{5}$
242	421	143	...	...	806	**750	1,288	$1\frac{2}{3}$
399	691	706	...	...	1,796	3,135	3,866	$4\frac{3}{3}$
355	311	192	...	...	763	858	840	$1\frac{2}{5}$
94	443	492	...	...	1,029	1,030	1,392	$3\frac{1}{3}$
136	23	20	...	...	179	180	532	$\frac{1}{3}$
211	170	78	...	...	459	459	460	$\frac{1}{2}$
185	9	...	1 house	26	220	220	288	$\frac{1}{2}$
10,382	6,738	3,918	...	1,911	22,868	23,188	27,780	$42\frac{1}{7}$

‖ Reduced by modification orders from 454
§ " " " 3,138
¶ " " " 556
** " " " 950

TABLE II.—Particulars as to cost of schemes undertaken and completed by the

Name of scheme.	Estimated cost.			Total *estimated* net cost.
	Property.	Works.	Receipts.	
	£	£	£	£
1. Metropolis (Whitechapel and Limehouse) Improvement Scheme, 1876	100,000	10,500	56,100	54,400
2. Metropolis (Goulston-street and Flower and Dean-street, Whitechapel) Improvement Scheme, 1877	267,629	20,000	139,856	147,773
3. Metropolis (St. George-the-Martyr, Southwark) Improvement Scheme, 1877	56,520	3,240	26,407	33,353
4. Metropolis (Bedfordbury, St. Martin-in-the-Fields, and Strand District) Improvement Scheme, 1877	83,565	2,970	22,540	63,995
5. Metropolis (Great Wild-street, St. Giles-in-the-Fields) Improvement Scheme, 1877	85,035	2,540	38,035	49,540
6. Metropolis (Pear Tree-court, Clerkenwell) Improvement Scheme, 1877	15,410	4,150	14,510	5,050
7. Metropolis (Whitecross-street, St. Luke) Improvement Scheme, 1877	251,836	23,400	176,450	98,786
8. Metropolis (High-street, Islington) Improvement Scheme, 1877	20,865	1,400	14,305	7,960
9. Metropolis (Old Pye-street, Westminster) Improvement Scheme, 1877	59,070	5,830	59,070	5,830
10. Metropolis (Bowman's-buildings, Marylebone) Improvement Scheme, 1878	54,200	1,500	15,000	40,700
11. Metropolis (Essex-road, Islington) Improvement Scheme, 1878	110,600	10,000	43,500	77,100
12. Metropolis (Little Coram-street, St. Giles District and St. Pancras) Improvement Scheme, 1879	79,750	1,600	22,460	58,890
13. Metropolis (Wells-street, Poplar) Improvement Scheme, 1879	70,426	8,400	7,779	71,047
14. Metropolis (Great Peter-street, Westminster) Improvement Scheme, 1879	11,000	...	3,500	7,500
15. Metropolis (Windmill-row, New-cut, Lambeth) Improvement Scheme, 1883	20,400	3,000	2,000	21,400
16. Metropolis (Tabard-street, Newington) Improvement Scheme, 1884	18,600	1,500	4,000	16,100
Total	1,304,906	100,030	645,512	759,424

Metropolitan Board of Works under the Artizans' Dwellings Acts, 1875 to 1882.

Actual cost.			Total *actual* net cost.	
Property.	Works.	Receipts.		
£	£	£	£	
176,041	11,517	35,795	151,763	Dwellings sites sold to Peabody trustees and Messrs. Rothschild and others.
350,321	21,286	87,636	283,971	Dwellings sites sold to East-end Dwellings Company and Messrs. Rothschild and others.
65,283	1,502	14,342	52,443	Dwellings sites sold to Improved Industrial Dwellings Company and others.
84,146	3,066	11,702	75,510	Dwellings sites sold to Peabody Trustees.
121,266	3,012	18,628	105,650	Do. do.
24,070	3,356	6,557	20,869	Do. do.
368,767	22,536	76,360	314,943	Do. do. and Costermongers' Committee. The latter was afterwards repurchased.
42,901	1,875	6,589	38,187	Dwellings sites sold to Improved Industrial Dwellings Company.
74,405	4,984	29,493	49,896	Dwellings sites sold to Peabody Trustees.
49,316	3,032	15,890	36,458	Dwellings sites sold to Improved Industrial Dwellings Company and others.
102,891	12,217	17,209	97,899	Dwellings sites sold to Peabody Trustees and others.
12,608	1,751	871	13,488	Carried out by Peabody Trustees, except as to street improvements.
68,257	7,514	11,652	64,119	Dwellings sites sold to Mr. Hartnoll.
235	...	23	212	Carried out by Peabody Trustees, except as to street improvements.
12,307	905	3,434	9,778	Dwellings sites sold to Mr. Hartnoll.
17,346	1,283	10,400	8,229	Dwelling sites sold to Mr. Goodwin.
1,570,160	99,836	346,581	1,323,415	... ...

TABLE III.—Particulars as to the number and rent of tenements in dwellings pursuance of schemes under the

Name of scheme.	Number of tenements of					Total number of tenements.
	1 room.	2 rooms.	3 rooms.	4 rooms.	5 rooms.	
1. Metropolis (Whitechapel and Limehouse) Improvement Scheme, 1876	347	311	175	7	...	840
2. Metropolis (Goulston-street and Flower and Dean-street, Whitechapel) Improvement Scheme, 1877	312	838	299	18	...	1,467
3. Metropolis (St. George-the-Martyr, Southwark) Improvement Scheme, 1877	116	201	155	12	2	486
4. Metropolis (Bedfordbury, St. Martin-in-the-Fields, and Strand District) Improvement Scheme, 1877	22	40	76	8	...	146
5. Metropolis (Great Wild-street, St. Giles-in-the-Fields) Improvement Scheme, 1877	36	162	148	1	...	347
6. Metropolis (Pear Tree-court, Clerkenwell) Improvement Scheme, 1877	29	113	85	1	...	228
7. Metropolis (Whitecross-street, St. Luke) Improvement Scheme, 1877	144	369	324	6	...	843
8. Metropolis (High-street, Islington) Improvement Scheme, 1877	12	85	46	20	...	163
9. Metropolis (Old Pye-street, Westminster) Improvement Scheme, 1877	60	213	117	6	...	396
10. Metropolis (Bowman's - buildings, Marylebone) Improvement Scheme, 1878	...	37	192	46	...	275
11. Metropolis (Essex-road, Islington) Improvement Scheme, 1878	68	466	283	5	...	822
12. Metropolis (Little Coram-street, St. Giles District and St. Pancras) Improvement Scheme, 1879	37	92	75	1	...	205
13. Metropolis (Wells-street, Poplar) Improvement Scheme, 1879	*	*	*	*	...	542
14. Metropolis (Great Peter-street, Westminster) Improvement Scheme, 1879	34	55	39	1	...	129
15. Metropolis (Windmill-row, New-cut, Lambeth) Improvement Scheme, 1883	...	57	28	...	...	85
16. Metropolis (Tabard-street, Newington) Improvement Scheme, 1884	...	17	30	5	...	52
Totals	1,217	3,056	2,072	137	2	7,026

* Information not obtainable.

erected on land acquired and disposed of by the Metropolitan Board of Works in Artizans' Dwellings Acts, 1875 to 1882.

Total number of rooms.	Rent per week of tenements of				
	1 room.	2 rooms.	3 rooms.	4 rooms.	5 rooms.
1,522	1/6 to 4/3	4/6 to 7/–	5/6 to 10/–	7/6 and 11/-	
2,957	2/– to 5/6	4/– to 8/6	6/– to 10/6	8/– to 11/6	
1,041	3/– to 4/–	5/– to 6/6	6/6 to 9/–	8/6	10/–
362	3/3 to 3/6	5/6 to 5/9	6/– to 7/–	7/6	
808	2/9 to 3/–	4/6 to 5/6	6/– to 7/–	7/6	
514	2/6 to 3/3	4/9 to 5/6	6/– to 7/–	7/6	
1,878	2/9 to 3/–	4/6 to 5/6	5/9 to 6/6	7/6	
400	3/3	5/9 to 6/–	7/– to 7/3	9/9 to 12/9	
861	3/– to 3/3	4/6 to 5/3	5/9 to 7/6	7/6	
834	...	5/9 to 7/6	7/– to 9/–	9/– & 12/–	
1,869	2/9 to 4/–	5/– to 6/6	6/3 to 8/–	9/–	
450	3/–	5/3 to 5/6	6/9 to 7/–	7/6	
*		From 2/6 to	9/–	...	
255	3/–	5/3	6/6	7/6	
198	...	7/– to 9/6	9/– to 10/-	...	
144	...	6/6 to 7/–	7/9 to 9/–	11/–	
14,093	—	—	—	—	—

TABLE IV.—Particulars as to rehousing requirements and the fulfilment thereof the Council under the Artizans' Dwellings and

Name of scheme.	Size of area in acres.	Number of persons displaced from tenements of			Number of persons displaced from registered lodging-houses.
		1 room.	2 rooms.	3 or more rooms.	
1. Metropolis (Tench-street, St. George-in-the-East) Improvement Scheme, 1883	$2\frac{1}{2}$	552	386	346	...
2. Metropolis (Brook-street, Limehouse) Improvement Scheme, 1883	1	233	150	179	...
3. Metropolis (Trafalgar-road, Greenwich) Improvement Scheme, 1883	$\frac{3}{4}$	165	152	61	...
4. Metropolis (Hughes-fields, Deptford) Improvement Scheme, 1884	$4\frac{1}{2}$	235	422	989	140
5. Metropolis (Cable-street, Shadwell) Improvement Scheme, 1886	$1\frac{1}{2}$	591	222	97	60
6. Metropolis (Shelton-street, St. Giles) Improvement Scheme, 1886	$1\frac{1}{5}$	578	270	13	347
Totals	$8\frac{19}{20}$	2,354	1,602	1,685	547

a The number originally required to be rehoused was 1,284, but this requirement was done
b The number originally required to be rehoused was 562,
c " " " 380
d " " " 1,786
e " " " 970
f " " " 669
g Provided by Provident Association.
N.B.—In this and all following Tables the accommodation

TABLE V.—Particulars as to cost of schemes undertaken by the Metropolitan Board Housing of the Working

Name of scheme.	Estimated cost.		
	Property.	Works.	Receipts.
	£	£	£
1. Metropolis (Tench-street, St. George-in-the-East) Improvement Scheme, 1883	30,500	4,600	7,000
2. Metropolis (Brook-street, Limehouse) Improvement Scheme, 1883	17,000	3,000	1,520
3. Metropolis (Trafalgar-road, Greenwich) Improvement Scheme, 1883	18,000	2,500	2,000
4. Metropolis (Hughes-fields, Deptford) Improvement Scheme, 1884	62,000	11,000	12,000
5. Metropolis (Cable-street, Shadwell) Improvement Scheme, 1886	46,700	4,500	4,900
6. Metropolis (Shelton-street, St. Giles) Improvement Scheme, 1886	58,900	2,750	6,100
Totals	233,100	28,350	33,520

ıder schemes undertaken by the Metropolitan Board of Works and completed by ıe Housing of the Working Classes Acts, 1875 to 1890.

Total ıumber of persons lisplaced.	Number of persons required to be re-housed.	Number of tenements actually provided.			Number of persons provided for in registered lodging-houses.	Total number of rooms actually provided.	Total number of persons for whom accommodation is or will be provided.
		1 room.	2 rooms.	3 or more rooms.			
1,284	— *a*	—	—	—	—	—	— *
562	281*b*	...	21	37	...	153	306
378	190*c*	...	...	51	...	153	306
1,786	893*d*	...	71	63	...	333	666 240*g*
970	485*e*	22	98	60	...	398	796
1,208	608*f*	1	45	17	324	146	616
6,188	2,457	23	235	228	324	1,183	2,930

ay with and the site permitted be devoted to the purposes of an open space by Act of Parliament.
t this was, by modification orders, subsequently reduced to 281.
" " " 190.
" " " 893.
" " " 485.
" " " 608.

ovided is calculated on the uniform basis of 2 persons per room.

Works and completed by the Council under the Artizans' Dwellings and the asses Acts, 1875 to 1890.

Total estimated net cost.	Actual cost to 31st March, 1900.			Total actual net cost.
	Property.	Works.	Receipts.	
£	£	£	£	£
28,100	49,375	3,262	646	51,991
18,480	20,170	3,339	4,090	19,419
18,500	19,742	817	3,024	17,535
61,000	84,333	7,543	8,083	83,793
46,300	40,840	4,831	5,155	40,516
55,550	77,051	2,503	11,135	68,419
227,930	291,511	22,295	32,133	281,673

TABLE VI.—Particulars as to cost of buildings erected by the Council i
and completed by the Council under the Artizans' Dwelling

Name of building.	Estimated cost of building.	Estimated cost of architect's, quantity surveyor's and clerk of works' services and incidentals.	Value of land.
	£ s. d.	£ s. d.	£ s. d.
Brook-street Scheme—			
Beachcroft-buildings ...	10,700 – –	500 – –	1,200 – –
Cranford-cottages	4,475 7 7	250 – –	600 – –
Trafalgar-road Scheme—			
†Hardy-cottages	11,750 – –	620 – –	1,000 – –
Hughes-fields Scheme—			
Cottages	31,362 8 –	1,500 – –	3,720 – –
Cable-street Scheme—			
Dellow-buildings	21,983 – –	1,100 – –	2,500 – –
Bewley-buildings			
†Lowood-buildings	14,500 – –	*530 – –	1,160 – –
†Chancery-buildings			
Shelton-street Scheme—			
Powys-buildings			
Aldwych-buildings			
Cotterell-buildings	15,239 14 9	762 – –	5,100 – –
Lindsay-buildings			
Wimbledon-buildings ...			
Parker-street lodging-house, *see* Table XVI.			
Totals of completed buildings	79,285 2 9	3,862 – –	12,520 – –

* Not including the taking out of quantities.

connection with schemes undertaken by the Metropolitan Board of Works and the Housing of the Working Classes Acts, 1875 to 1890.

Total estimated cost of buildings including land.	Actual cost of building to 31st March, 1900.	Actual cost of architect's, quantity surveyor's and clerk of works' services and incidentals to 31st March, 1900.	Total actual cost of building, including land, to 31st March, 1900.	Actual cost of building per square foot of rent-producing floor space.
£ s. d.	£ s. d.	£ s. d.	£ s. d.	s. d.
12,400 – –	9,934 11 –	546 18 9	11,681 9 9	13 6·7
5,325 7 7	...	...	...	...
13,370 – –	...	...	...	...
36,582 8 –	34,397 4 6	1,262 6 9	39,379 11 3	15 0·8
25,583 – –	22,831 12 5	978 11 5	26,310 3 10	12 11·8
16,190 – –	...	...	...	...
21,101 14 9	18,527 12 4	1,264 15 1	24,892 7 5	14 11·4
95,667 2 9	85,691 – 3	4,052 12 –	102,263 12 3	...

† In course of erection.

TABLE VII.—Particulars as to number and rent of tenements in dwellings erected
Board of Works and completed by the Council under the Artizans'

Name of buildings.	Number of tenements of				Total number of tenements.
	1 room.	2 rooms.	3 rooms.	4 rooms.	
Brook-street Scheme—					
Beachcroft-buildings	...	21	19	...	58
Cottages on plot II.	...	...	18	...	
Trafalgar-road Scheme—					
*Hardy-cottages	...	...	51	...	51
Hughes-fields Scheme—					
Cottages	...	71	61	2	134
Cable-street Scheme—					
Dellow-buildings	...	20	30	...	100
Bewley-buildings	...	20	30	...	
*Lowood-buildings	22	58	...	...	80
*Chancery-buildings					
Shelton-street Scheme—					
Powys-buildings	...	6	9	...	63
Aldwych-buildings	...	30	...	...	
Cotterell-buildings	...	...	...	4	
Lindsay-buildings...	1	5	...	...	
Wimbledon-buildings	...	4	4	...	
Parker-street lodging-house, *see*	Table XVII.				
Totals	23	235	222	6	486

* In course of erection.

by the Council in connection with schemes undertaken by the Metropolitan Dwellings and the Housing of the Working Classes Acts, 1875 to 1890.

Rent per week of tenements of				Number of workshops.	Rent per week of workshops.	Total gross rents receivable per annum.
1 room.	2 rooms.	3 rooms.	4 rooms.			
						£ s. d.
...	5/6	7/ and 7/6	...	...	...	659 – –
...	...	8/6 and 9/	...	...	...	400 8 –
...	...	...	...	...	...	...
...	4/8 to 5/	6/3 and 6/6	7/6	...	...	1,956 – –
...	5/	7/	...	...	...	1,612 – –
...	...	...	...	...	...	...
...	7/6 and 8/	9/6	...	23	4/, 4/6, 5/ & 6/	1,613 – –
...	6/6, 7/ & 7/6	...	...			
...	...	...	11/ & 11/6			
5/	7/	...	...			
...	8/	9/6	...			
—	—	—	—	—	—	6,240 8 –

TABLE VIII.—Particulars as to kinds of tenements and size of rooms in dwellings erected by the Council in connection with schemes undertaken by the Metropolitan Board of Works and completed by the Council under the Artizans' Dwellings and the Housing of the Working Classes Acts, 1875 to 1890.

Name of buildings.	Number of tenements entirely self-contained.	Average size of living rooms.	Average size of bedrooms.
		square feet.	square feet.
Brook-street Scheme—			
Beachcroft-buildings	40	152	113
Cottages on plot II.	18	157	130
Trafalgar-road Scheme—			
*Hardy-cottages	51	144	105
Hughes-fields Scheme—			
Cottages	134	148	102
Cable-street Scheme—			
Dellow-buildings	100	145	97
Bewley-buildings			
*Lowood-buildings	80	162	117
*Chancery-buildings			
Shelton-street Scheme—			
Powys-buildings			
Aldwych-buildings			
Cotterell-buildings	63	159	102
Lindsay-buildings			
Wimbledon-buildings			

* In course of erection.

TABLE IX.

TABLE IX.—Particulars as to re-housing requirements and the fulfilment the Council under the Housing of

Name of scheme.	Size of area in acres.	Number of tenements occupied by persons of the working class.			Number of persons displaced from tenements of		
		1 room.	2 rooms.	3 or more rooms.	1 room.	2 rooms.	3 or more rooms.
Under Part I. of the Housing Act, 1890—							
1. London (Boundary-street, Bethnal-green) Improvement Scheme, 1890	15	752	506	211	2,118	2,265	1,183
2. London (Churchway, St. Pancras) Improvement Scheme, 1895	2	149	103	20	425	545	125
3. London (Clare-market, Strand) Improvement Scheme, 1895	3½	530	270	35	1,510	1,164	219
4. London (Garden-row, Robey-street, Baltic-street, Honduras-street, St. Luke) Improvement Scheme, 1899	2⅔	109	147	34	277	638	249
5. London (Webber-row and Wellington-place and King's Bench-walk, Southwark) Improvement Scheme, 1899	4⅞	31	135	75	90	511	396
6. London (Aylesbury-place, Clerkenwell, and Union-buildings, Holborn) Improvement Scheme, 1899	1⅞	136	192	21	349	925	128
7. London (Burford's-court, Tucker's-court and Favonia-street, Poplar) Improvement Scheme, 1899	⅞	—	19	35	—	85	184
8. London (Nightingale-street, St. Marylebone) Improvement Scheme, 1899	⅞	104	46	14	269	223	84
Under Part II. of the Housing Act 1890—							
9. London (Brooke's-market, Holborn) Improvement Scheme, 1891	⅛	—	—	—	—	—	—
10. London (Mill-lane, Deptford) Improvement Scheme, 1892	⅔	43	16	16	131	63	9
11. London (Ann-street, Poplar) Improvement Scheme, 1893	¾	6	39	16	13	157	9
12. London (Falcon-court, Borough) Improvement Scheme, 1895	1½	140	57	34	306	218	18
Totals	344 7/10	2,000	1,530	511	5,488	6,794	2,93

thereof under schemes undertaken and carried or being carried into effect by the Working Classes Act, 1890.

Number of registered lodging-houses destroyed.	Number of persons displaced from registered lodging-houses.	Total number of persons displaced.	Number of persons required to be re-housed.	Number of persons (*a*) actually or (*b*) about to be re-housed.	Remarks.
2	153	5,719	4,700	(*a*) 5,524	4,566 persons were required to be re-housed on the area, and 144 on the Goldsmith-row site, which was acquired as neighbouring land for the purpose. Accommodation has been provided for 144 persons on this site, and for 5,380 on the area.
—	—	1,095	580	(*b*) 832	
3	279	3,172	2,250	(*a*) 546 (*b*) 1,700	The scheme as originally framed provided for the re-housing of 1,769 persons. This number was increased to 2,250 by the provisional order. Accommodation for 1,500 will be provided in dwellings on the Millbank estate. and for 750 on the Duke's-court and Russell-court sites, Drury-lane.
1	29	1,193	1,193	(*b*) 1,256	
—	—	997	903	(*b*) 1,750	
—	—	1,402	1,400	(*b*) 1,400	
—	—	269	269	(*b*) 269	Accommodation for these persons will be provided on a site in Preston-road, Poplar.
—	—	576	576	(*b*) 576	To be carried into effect at the expense of the owner of the first estate of freehold —Lord Portman.
—	—	55	60	(*a*) 60	
8	429	715	550	(*b*) 943	
—	—	261	180	(*b*) 630	
2	114	824	500	(*a*) 678	The accommodation for 678 persons is provided on sites in Borough-road and Green-street, Southwark, near the area. These sites were acquired under Part III. of the Act for that purpose. The cleared area is not suitable for re-housing.
16	1,004	16,278	14,008	(*a*) 6,808 (*b*) 9,416	

TABLE X.—Particulars as to cost of schemes carried out or being carried

Name of scheme.	Estimated cost.		
	Property.	Works.	Receipts.
	£	£	£
Under Part I. of the Housing Act, 1890—			
1. London (Boundary-street, Bethnal-green) Improvement Scheme, 1890	371,000	35,000	106,000
2. London (Churchway, St. Pancras) Improvement Scheme, 1895	52,000 (*a*)	6,450	6,800
3. London (Clare-market, Strand) Improvement Scheme, 1895	379,150	2,250	164,900
4. London (Garden-row, Robey-street, Baltic-street, and Honduras-street, St. Luke) Improvement Scheme, 1899	172,000	3,750	30,900
5. London (Webber-row and King's Bench-walk, Southwark) Improvement Scheme, 1899	183,000	4,950	35,000
6. London (Aylesbury-place, Clerkenwell, and Union-buildings, Holborn) Improvement Scheme, 1899	220,500	...	30,700
7. London (Burford's-court, Tucker's-court and Favonia-street, Poplar) Improvement Scheme, 1899	16,000	500	3,200
8. London (Nightingale-street, St. Marylebone) Improvement Scheme, 1899	10,800	400	5,200
Under Part II. of the Housing Act, 1890—			
9. London (Brooke's-market, Holborn) Improvement Scheme, 1891	5,500	1,200	750
10. London (Mill-lane, Deptford) Improvement Scheme, 1892	40,000	3,000	3,500
11. London (Ann-street, Poplar) Improvement Scheme, 1893	10,600	...	1,800
12. London (Falcon-court, Borough) Improvement Scheme, 1895	35,500	...	20,000
Totals	1,496,050	57,500	408,750

(*a*) If the sanction of the Court had been obtained to the agreement between the Council and Lady Henry Somerset, and such agreement had been carried into effect, the recoupment would have been £12,500 more, and the net cost £39,150.

out by the Council under the Housing of the Working Classes Act, 1890.

Total estimated net cost.	Proportion of contribution by vestry or district board.	Actual cost up to 31st March, 1900.			Amount actually contributed by vestry or district board up to 31st March, 1900.	Total actual net cost, up to 31st March, 1900, *i.e.*, amount on which interest is paid out of special county rate.
		Property.	Works.	Receipts.		
£		£	£	£	£	£
300,000	Nil.	311,111	40,184	75,533	...	275,762
51,650	,,	32,280	...	84	...	32,196
216,500	,,	256,079	...	9	...	256,070
144,850	Claims being delivered.					
152,950						
189,800						
13,300						
(*b*) 6,000						
5,950	½ net cost not exceeding £3,000	7,025	1,851	858	3,000	5,018
39,500	½ net cost	20,251	2,202	3,697	10,478 (*c*)	8,278
8,800	½ net cost not exceeding £4,400	10,126	...	2,304	4,400	3,422
15,500	½ net cost	12,093	...	290	...	11,803
,144,800		648,957	44,237	82,775	17,878	592,549

(*b*) To be carried into effect at the expense of Lord Portman.
(*c*) Order for payment made on 10th August, 1900.

TABLE XI.—Particulars as to cost of dwellings erected by the Council
Housing of the Working

Name of buildings.	Estimated cost of building including clearance of site.	*Estimated cost of architect's services, quantity surveyor's services, clerk of works and incidentals.	Value of land.	Total estimated cost of buildings including land.
UNDER PART I.				
Boundary-street scheme—	£	£	£	£
Streatley-buildings	13,645	610	3,400	17,655
Cleeve ,, ...	10,050	500	4,325	14,875
Marlow ,, ...	11,900	595	3,500	15,995
Chertsey ,, ...	5,115	260	1,250	6,625
Sunbury ,, ...	18,850	950	4,000	23,800
Taplow ,, ...	8,500	425	2,730	11,655
Hurley ,, ...	2,150	108	510	2,768
Sandford ,, ...	2,150	108	510	2,768
Culham ,, ...	4,310	216	990	5,516
Sonning ,, ...	7,700	400	2,700	10,800
Shiplake ,, ...	8,450	420	2,400	11,270
Iffley ,, ...	3,810	190	1,000	5,000
Henley } Walton } ,, ...	28,168	1,408	8,000	37,576
Cookham ,, ...	13,661	505	2,500	16,666
Clifton ,, ...	16,840	527	4,325	21,692
Molesey ,, ...	4,960	343	1,300	6,603
Laleham ,, ...	15,650	770	3,900	20,320
Hedsor ,, ...	17,550	777	4,300	22,627
Benson ,, ...	8,283	229	2,000	10,512
Abingdon ,, ...	16,786	533	3,770	21,089
Wargrave ,, ...	12,467	781	3,350	16,598
Goldsmith-row-cottages ...	6,835	335	1,000	8,170
Churchway scheme—				
†Wellesley-buildings	17,450	1,120	4,050	22,620
‡Somerset ,, ...				
‡Seymour ,, ...				
UNDER PART II.				
Brooke's-market scheme—				
Cranley-buildings	2,764	130	750	3,644
Ann-street scheme—				
†Adelaide-buildings	7,040	260	860	8,160
‡Melbourne ,, ... } ‡Sydney ,, ... }	17,916		1,400	19,316
Mill-lane scheme—				
‡Lodging-house ... ... } ‡Cottages ... ... }	71,138		3,200	74,338
Totals of buildings whose actual cost has been ascertained ... }	134,397	6,655	37,065	178,117

* In case of buildings under the Boundary-street scheme this column includes a proportion of a sum on the actual cost of the dwellings.

† In course of erection.

NOTE.—In lieu of laundry accommodation in all the dwellings under the Boundary-street scheme, excep as follows—Building, £6,509; machinery, £2,50

in connection with schemes undertaken by that authority under the Classes Act, 1890.

Actual cost of building.	Actual cost of architect's, quantity surveyor's, and clerk of work's services and incidentals.	Total actual cost of buildings (including land).	Actual cost of buildings per square foot of rent-producing floor space.
£ s. d.	£ s. d.	£ s. d.	s. d.
15,139 11 2	650 15 4	19,190 6 6	14 10·9
11,077 13 2	694 19 10	16,097 13 –	12 4·1
11,790 – 10	754 18 8	16,044 19 6	11 0·6
5,959 5 2	335 4 9	7,544 9 11	15 3·0
22,127 5 4	1,158 12 3	27,285 17 7	13 3·7
10,143 18 2	431 16 9	13,305 14 11	11 10·9
2,146 7 6	145 6 3	2,801 13 9	12 9·2
2,098 12 4	101 2 6	2,709 14 10	12 3·0
4,841 3 8	343 16 8	6,175 – 4	13 1·3
8,494 13 1	480 12 6	11,675 5 7	11 3·0
8,275 – 4	397 14 2	11,072 14 6	11 1·5
4,008 8 6	247 4 2	5,255 12 8	12 9·3
29,321 13 6	2,571 4 11	39,892 18 5	12 3·2
Completed but actual cost not yet finally ascertained.			
6,556 18 1	571 10 10	8,128 8 11	13 7·4
2,553 12 11	176 – 5	3,479 13 4	11 11·0
144,534 3 9	9,061 – –	190,660 3 9	—

£1,000 provided for general works in connection with all the buildings, but this sum is not yet apportioned

‡ Drawings being prepared.

Streatley-buildings, a central laundry has been provided. The cost of this laundry was approximately value of land, £1,250; total cost, £10,263.

TABLE XII.—Particulars as to number and rent of tenements in dwellings erected by

Name of buildings.	Number of tenements of					
	1 room.	2 rooms.	3 rooms.	4 rooms.	5 rooms.	6 rooms.
UNDER PART I.						
Boundary-street Scheme—						
Streatley-buildings ...	—	32	24	—	—	—
Cleeve ,, ...	—	7	12	12	1	—
Marlow ,, ...	—	—	12	17	5	—
Chertsey ,, ...	—	6	14	—	—	—
Sunbury ,, ...	—	50	25	5	—	—
Taplow ,, ...	—	25	25	—	—	—
Hurley ,, ...	—	5	5	—	—	—
Sandford ,, ...	—	5	5	—	—	—
Culham ,, ...	15	20	—	—	—	—
Sonning ,, ...	—	10	15	15	—	—
Shiplake ,, ...	—	—	—	25	—	1
Iffley ,, ...	—	5	5	5	—	—
Henley ,, ...	—	45	25	—	—	—
Walton ,, ...	—	40	35	—	—	—
Cookham ,, ...	—	21	22	10	1	—
Clifton ,, ...	—	27	36	7	—	2
Molesey ,, ...	—	—	18	2	—	—
Laleham ,, ...	—	35	40	—	—	—
Hedsor ,, ...	—	50	35	—	—	—
Benson ,, ...	—	30	10	—	—	—
Abingdon ,, ...	—	75	10	—	—	—
Wargrave ,, ...	—	45	15	—	—	—
Goldsmith-row Cottages...	—	8	12	5	—	—
Churchway Scheme—						
*Wellesley-buildings ...	—	60	20	—	—	—
†Somerset ,, ...	1	66	29	4	—	—
†Seymour ,, ...						
UNDER PART II.						
Brooke's-market Scheme—						
Cranley-buildings ...	—	6	6	—	—	—
Ann-street Scheme—						
*Adelaide-buildings ...	—	25	15	—	—	—
†Melbourne ,, ...	—	30	10	—	—	—
†Sydney ,, ...	—	35	20	—	—	—
Mill-lane Scheme—						
†Lodging-house	799 cubicles.					
†Cottages	—	—	24	—	—	—
Totals	16	763	524	107	7	3

* In course of erection.

NOTE.—There are also in connection with the Boundary-street

he Council in connection with schemes undertaken and carried out by that authority.

Total number of tenements.	Total number of rooms.	Rent per week of tenements of						Number of workshops.	Rent per week.
		1 room.	2 rooms.	3 rooms.	4 rooms.	5 rooms.	6 rooms.		
56	136	...	5/9 & 6/-	7/9	...	...	...	12	3/6
32	103	...	6/6	9/ & 10/-	11/6 & 12/-	13/-	...	16	4/-
34	129	...	...	9/6 & 10/-	11/6 & 12/6	13/-	...	17	4/6 & 6/6
20	54	...	8/-	10/6	...	...	...	...	...
80	195	...	6/- & 6/6	8/6 & 9/-	10/-	...	...	32	...
50	125	...	6/- & 6/6	8/-, 8/6 & 9/-	...	...	...	...	...
10	25	...	7/-	9/-	...	...	...	...	...
10	25	...	7/-	9/-	...	...	...	...	...
35	55	3/6	5/6	...	...	...	...	...	...
40	125	...	5/6	7/6	9/6 & 10/-	...	...	...	...
26	106	...	...	...	12/- & 12/6	...	14/6	...	...
15	45	...	6/6 & 7/-	9/- & 9/6	11/6, 12/- & 12/6	...	...	...	...
70	165	...	6/- & 6/6	8/- & 8/6	...	...	...	15 cupboards at 3d. per week each.	
75	185	...	6/- & 6/6	8/- & 8/6	...	...	...		
54	153	...	7/- & 7/6	8/- to 9/6	12/- & 12/6	12/-	...	...	...
72	202	...	7/-, 7/6 & 8/-	8/- to 9/6	10/6 & 11/-	...	14/- & 14/6	...	...
20	62	...	...	8/6 to 9/6	...	...	...	...	...
75	190	...	6/6 & 7/-	8/6 to 9/6	...	...	...	...	...
85	205	...	6/6 to 7/6	8/6 to 9/6	...	...	...	...	...
40	90	...	6/6 to 7/6	9/- & 9/6	...	...	...	...	...
85	180	...	6/6 & 7/6	9/6	...	...	...	...	...
60	135	...	6/6 to 7/6	9/-	...	...	...	...	...
25	72	...	5/6	7/6 to 8/6	10/-	...	...	...	...
80	180	...	...	...	...	...	...	...	...
100	236	...	...	...	...	...	...	...	...
12	30	...	8/-	10/6	...	...	...	...	...
40	95	...	...	...	...	...	...	...	...
40	90	...	...	...	...	...	...	...	...
55	130	...	...	...	...	...	...	...	...
...	...	...	...	...	...	...	...	...	...
24	72	...	...	...	...	...	...	...	...
420	3,595	...	...	...	...	...	...	77	...

rawings being prepared.
eme 18 shops the weekly rents of which vary from 12s. to 28s.

TABLE XIII.—Particulars as to kinds of tenements and size of rooms in dwellings erected by the Council, in connection with schemes undertaken and carried out by that authority under the Housing of the Working Classes Act, 1890.

Name of buildings.	Number of tenements.					Average size of living rooms.	Average size of bedrooms.	Average size of sculleries.
	Entirely self-contained.	Self-contained but with detached private w.c.	With private w.c. and private scullery outside thereof.	With private w.c. outside thereof and having scullery in common with others.	Having both w.c. and scullery in common with others.			
	(*a*)	(*b*)	(*c*)	(*d*)	(*e*)	(*f*) sq. feet.	(*g*) sq. feet.	(*h*) sq. feet.
Boundary-street Scheme—								
Streatley-buildings	56	...	...	...	...	146	97	
Cleeve ,, ...	...	...	...	32	...	146	103	
Marlow ,, ...	34	...	...	...	...	150	102	112
Chertsey ,, ...	20	...	...	...	...	156	104	75
Sunbury ,, ...	20	...	20	40	...	158	104	
Taplow ,, ...	20	...	...	30	...	146	109	
Hurley ,, ...	10	...	...	...	...	156	98	
Sandford ,, ...	10	...	...	...	...	156	98	
Culham ,, ...	...	...	...	...	35	157	99	
Sonning ,, ...	...	...	...	40	...	158	99	
Shiplake ,, ...	26	...	...	...	...	147	110	119
Iffley ,, ...	15	...	...	...	...	164	106	144
Henley ,, ...	70	...	...	...	...	160	97	
Walton ,, ...	75	...	...	...	...	160	97	
Cookham ,, ...	24	30	...	...	...	196	117	92
Clifton ,, ...	31	41	...	...	...	182	119	
Molesey ,, ...	10	10	...	..	...	161	105	
Laleham ,, ...	30	30	15	...	...	160	110	
Hedsor ,, ...	40	40	5	...	...	160	110	
Benson ,, ...	20	20	...	...	...	162	113	
Abingdon ,, ...	35	30	20	...	...	164	112	
Wargrave ,, ...	30	...	30	...	...	184	132	
Goldsmith-row cottages ...	25	...	...	...	...	149	111	

	(a)	(b)	(c)	(d)	(e)	(f)	(g)	(h)
Churchway Scheme—								
*Wellesley-buildings	50	30	...	...	...	160	110	
†Somerset „ ...	100	...	...	...	...	153	102	
†Seymour „ ...								
Brooke's-market Scheme—								
Cranley-buildings	12	...	...	...	...	152	100	
Ann-street Scheme—								
*Adelaide-buildings	40	...	...	...	...	144	96	
†Melbourne „	40	...	...	...	...	144	96	
†Sydney „	55	...	...	...	...	144	96	
Mill-lane Scheme—								
†Cottages	24	...	...	...	...	144	97	
Totals	922	231	90	142	35	...	...	

* In course of erection. † Drawings being prepared.

TABLE XIV.—Particulars as to rehousing requirements and the fulfilment thereof Housing of the Working

Name of scheme.	Name of Vestry or District Board undertaking the scheme.	Size of area in acres.
		about
1. London (Green-street, Southwark) Improvement Scheme, 1891	Vestry of St. George-the-Martyr, Southwark	$\frac{1}{8}$
2. London (Gun-street, Southwark) Improvement Scheme, 1891	,, ,, ,,	$\frac{1}{4}$
3. London (Norfolk-square, Islington) Improvement Scheme, 1892	Vestry of Islington ...	$\frac{1}{2}$
4. London (Moira-place and Plumber's-place, Shoreditch) Improvement Scheme, 1893	Vestry of Shoreditch...	$1\frac{1}{2}$
5. London (London-terrace, St. George-in-the-East) Improvement Scheme, 1892	Vestry of St. George-in-the-East	$\frac{1}{4}$
6. London (Queen Catherine-court, Ratcliff) Improvement Scheme, 1893	Limehouse District Board	$\frac{1}{4}$
7. London (King John's-court, Limehouse) Improvement Scheme, 1897	,, ,, ...	$\frac{1}{2}$
8. London (Fulford-street and Braddon-street, Rotherhithe) Improvement Scheme, 1897	Vestry of Rotherhithe	$\frac{3}{4}$
9. London (Brantome-place, St. Pancras) Improvement Scheme, 1896	Vestry of St. Pancras	$1\frac{2}{5}$
10. London (Prospect-terrace, St. Pancras) Improvement Scheme, 1896	,, ,, ...	$\frac{2}{4}$
11. London (Chapel-grove, St. Pancras) Improvement Scheme, 1898	,, ,, ...	$1\frac{1}{4}$
12. London (Eastnor-place, St. Pancras) Improvement Scheme, 1898	,, ,, ...	$\frac{5}{12}$
Totals	...	$8\frac{1}{60}$

* Dwellings to accommodate 400 persons are already completed. They consist of 75 self-contained a two and 8s. 6d. per week for a three-roomed tenement. The living rooms average 162 square feet, the they are built is £4,420, and the total estimated cost of the buildings is £22,916.

under schemes undertaken by Vestries and District Boards, under Part II. of the Classes Act, 1890.

Number of persons displaced.	Number of persons required to be rehoused.	Number of persons for whom accommodation is (*a*) actually, or (*b*) about to be provided.	Remarks.
128	72	420 (*a*)	The cleared areas were sold by the vestry to the Council. The Council purchased the land and erected the dwellings under Part III. of the Act. (See Tables XVI., XVII., and XVIII.)
246	144		
214	102	192	
533	400	400 (*a*) 72 (*b*)	The Vestry of Shoreditch are building these dwellings.*
100	none	none	
133	108	100 (*b*)	
49	56	88 (*b*)	
536	550	800	
719	800	—	Schemes still under the consideration of the Local Government Board.
581			
539	—	—	
264	—	—	
4,042			

*enements, of which 25 are of two rooms and 50 of three rooms. The rents are 6s. 6d. per week for ed-rooms 124 and 107 square feet, and the sculleries 44 square feet. The value of the land on which

TABLE XV.—Particulars as to cost of Schemes undertaken by Vestries and

	Name of Scheme.	Name of Vestry or District Board undertaking the scheme.	Estimated cost.		
			Property.	Works.	Receipts.
			£	£	£
1.	London (Green-street, Southwark) Improvement Scheme, 1891	Vestry of St. George-the-Martyr, Southwark	3,070	—	2,340
2.	London (Gun-street, Southwark) Improvement Scheme, 1891	,, ,,	4,640	—	3,200
3.	London (Norfolk-square, Islington) Improvement Scheme, 1892	Vestry of Islington ...	7,934	750	850
4.	London (Moira-place and Plumber's-place, Shoreditch) Improvement Scheme, 1893	Vestry of Shoreditch ...	60,000	6,000	8,700
5.	London (London-terrace, St. George-in-the-East) Improvement Scheme, 1893	Vestry of St. George-in-the-East	3,200	—	—
6.	London (Queen Catherine-court, Ratcliff) Improvement Scheme, 1893	Limehouse District Board	7,000	400	1,000
7.	London (King John's-court, Limehouse) Improvement Scheme, 1897	,, ,,	13,750	742	1,000
8.	London (Fulford-street and Braddon-street, Rotherhithe) Improvement Scheme, 1897	Vestry of Rotherhithe...	27,350	4,570	2,800
9.	London (Brantome-place, St. Pancras) Improvement Scheme, 1896	Vestry of St. Pancras ...	20,260	3,680	7,000
10.	London (Prospect-terrace, St. Pancras) Improvement Scheme, 1896	,, ,,	14,823	2,050	5,600
11.	London (Chapel-grove, St. Pancras) Improvement Scheme, 1898	,, ,,	29,030	4,000	6,000
12.	London (Eastnor-place, St. Pancras) Improvement Scheme, 1898	,, ,,	5,329	1,235	2,500
	Totals		196,386	23,427	41,000

District Boards under Part II. of the Housing of the Working Classes Act, 1890.

Total estimated net cost.	Contribution by Council.	Actual cost up to 31st October, 1900.			Amount of contribution paid by Council up to 31st October, 1900.	Total actual net cost to Vestry or District Board up to 31st Oct., 1900.
		Property.	Works.	Receipts.		
£		£	£	£	£	£
730	⅓ net cost	3,818	—	1,760	670	1,388
1,440	⅓ net cost	4,847	—	2,100	899	1,848
7,834	½ net cost	5,898	—	—	—	—
57,300	£27,500 in instalments.	53,474	—	5,735	27,500	20,239
3,200	½ net cost	2,977	334	5	1 000	2,306
6,400	½ net cost	5,655	847	178	2,500	3,824
13,492	½ net cost not exceeding £8,150	12,143	—	—	5,800	6,343
29,120	½ net cost	—	—	—	—	—
16,940	½ net cost	—	—	—	—	—
11,273	½ net cost	—	—	—	—	—
27,030	⅓ net cost	—	—	—	—	—
3,969	⅓ net cost	—	—	—	—	—
178,728	—					

TABLE XVI.—Particulars as to cost of dwellings purchased or erected by the

Name of buildings.	Estimated cost of building.	Estimated cost of architect's, quantity surveyor's, and clerk of works' services, and incidentals.	Cost (*a*) or value (*b*) of land.
	£	£	£
Dufferin-street dwellings	—	—	—
Holmwood-buildings, No. 97, Southwark-street	†2,214	30	‡3,200
‖ Totterdown-fields estate, Tooting ...	356,000		(*a*) 44,238
Shelton-street Scheme—			
Parker-street lodging-house	—	—	(*b*) 3,750
Green-street and Gun-street Schemes—			
Albury-buildings	18,300	915	(*a*) 3,860
Ripley ,, ...			
Merrow ,, ...			
Clandon ,, ...			
Falcon-court Scheme—			
Murphy-buildings, Borough-road	22,900	1,595	(*b*) 5,000
Hunter ,, ,,			
Gardiner ,, ,,			
§Cobham-buildings, Green-street and Pocock-street	12,664	700	2,100
Millbank Estate—			
Hogarth-buildings...	13,800	750	(*b*) 2,350
Leighton ,, ...	12,547	477	(*b*) 2,040
Millais ,, ...			
Romney ,, ...	27,930	*570	(*b*) 4,000
Rossetti ,, ...			
Turner ,, ...	46,420	*700	(*b*) 7,000
Ruskin ,, ...			
Gainsborough-buildings (2 blocks)...	20,219	675	(*b*) 3,500
§ Reynolds ,, ... (2 blocks)...	17,000	1,125	(*b*) 3,000
Lawrence ,, ...	30,690	719	(*b*) 3,800
Maclise ,, ...			
Landseer ,, ...	21,796	584	(*b*) 4,000
Mulready ,, ...			
Morland ,, ...	29,002	288	(*b*) 4,650
Wilkie ,, ...			
Clare market Scheme—			
‖ Sheridan-buildings, Beaumont ,, ..., Fletcher ,, ... Duke's-court ...	27,106	1,194	5,600
Russell-court dwellings	—	—	4,000
Holborn to Strand Scheme—			
‖Herbrand-street site	30,779		7,000
‖Reid's Brewery site	145,745		45,000

* Not including the taking out of quantities. † Estimated cost of adapting existing building.
¶ Furniture, £1,172 8s. ; Architect's charges, £1,346 9s. 11d.

Council under Part III. of the Housing of the Working Classes Act, 1890.

Total estimated cost of buildings including value of land.	Actual cost of building.	Actual cost of architect's, quantity surveyor's, and clerk of works' services and incidentals.	Total actual cost of buildings, including land.	Actual cost of buildings per square foot of rent producing floor space.	Remarks.
£	£	£	£	£	
—	6,300	315	6,615	—	Purchased.
5,444	1,886	—	—	—	Transferred from occasional general service.
400,238					
—	15,600	¶ 2,786	22,136		
23,075	19,930	912	24,702		
29,495	22,476				
15,465					
16,900	15,031				
15,064	12,380**				
22,500					
54,120					
24,394					
21,125					
35,209					
	107,048**				
26,380					
33,940					
33,900					
37,779					
190,745					

‡ Value of existing building. § In course of erection. ‖ Plans being prepared.
** Total amount of accepted tender.

TABLE XVII.—Particulars as to number and rent of tenements in Housing of the Working

Name of buildings.	Number of tenements of				Total number of tenements.
	1 room.	2 rooms.	3 rooms.	4 rooms.	
Dufferin-street dwellings	29	23	4	—	56
Holmwood-buildings, No. 97, Southwark-street	—	12	4	—	16
Shelton-street scheme—					
Parker-street lodging-house	324 cubicles at 6d. per bed per night.				
Green-street and Gun-street Schemes—					
Albury-buildings	6	24	6	—	36
Ripley-buildings	1	17	—	—	18
Merrow-buildings	—	12	6	—	18
Clandon-buildings	6	18	6	—	30
Falcon-court Scheme—					
Murphy-buildings ... } Hunter-buildings ... } Borough-road Gardiner-buildings ... }	—	52	32	—	84
*Cobham-buildings, Green-street and Pocock-street	1	39	20	—	60
Millbank Estate—					
Hogarth-buildings		21	22	10	54 (a)
Leighton-buildings		15	10	—	25
Millais-buildings		15	10	—	25
Romney-buildings		35	25	—	60
Rossetti-buildings		35	25	—	60
Turner-buildings		43	39	3	85
Ruskin-buildings		43	39	3	85
Gainsborough-buildings (2 blocks)	2	38	40	—	80
* Reynolds-buildings (2 blocks) ...		40	40	—	80
Lawrence-buildings		50	16	—	66
Maclise-buildings		50	16	—	66
Landseer-buildings		20	25	—	45
Mulready-buildings		20	25	—	45
Morland-buildings		30	30	—	60
Wilkie-buildings		30	30	—	60
Clare-market Scheme—					
†Sheridan-buildings ... } Beaumont buildings ... } ... ... Fletcher-buildings ... }	10	75	35	10	130
†Russell-court dwellings	10	30	35	5	80
Holborn to Strand Scheme—					
†Herbrand-street site	20	100	40	—	160
†Reid's Brewery site	—	395	118	35	548
Totals	85	1,282	698	66	2,132

(a) One five-roomed tenement. * In course of erection; rents not yet fixed.

dwellings erected or purchased by the Council under Part III. of the Classes Act, 1890.

Total number of rooms.	Rent per week of tenements.				Number of workshops.	Rent per week of workshops.	Total gross rents receivable per annum.
	1 room.	2 rooms.	3 rooms.	4 rooms.			
87	2s. to 2s. 9d.	4s. to 4s. 6d.	6s. to 6s. 6d.	—	12 stables and 12 sheds	1s. 6d. 1s.	£ s. d. 629 - -
36	—	9s.6d. & 10s.	12s. 6d.	—	—	—	410 - -
—	—	—	—	—	—	—	2,956 - -
72	4s.6d. & 5s.	6s. 6d. & 7s.	8s. 6d.	—	—	—	1,785 - -
35	4s. 6d.	6s. 6d. & 7s.	—	—	7 sheds	6d.	
42	—	6s. 6d.	8s. 6d.	—	—	—	
60	4s.6d. & 5s.	6s. 6d. & 7s.	8s. 6d.	—	—	—	
200	—	6s.6d. 7s.8d. & 8s.	9s. 6d. & 10s.	—	—	—	1,864 - -
139	—	—	—	—	—	—	1,136 - -
153		7s., 7s.6d. & 8s.	8s. 6d. to 10s.	12/6 & 13/-	—	—	1,041 - -
60	—	7/- to 8/6	9/6 to 10/6	—	—	—	1,177 - -
60							
145							
145							
215							
215							
198							
200							
148							
148							
115							
115							
150							
150							
305							
195							
340							
1,284							
5,012							

† Plans being prepared ; rents not yet fixed.

TABLE XVIII.—Particulars as to the kind of tenements and size of rooms Housing of the Working

Name of buildings.	Number of tenements.		
	Entirely self-contained.	Self-contained, but with detached private w.c.	Having both w.c. and scullery in common with others.
Dufferin-street dwellings ...	—	—	56
Holmwood-buildings, No. 97, Southwark-street	12	4	—
†Totterdown-fields estate, Tooting	Not yet settled.	—	—
Green-street and Gun-street Schemes—			
Albury-buildings ...	102	—	—
Ripley-building			
Merrow-buildings ...			
Clandon-buildings ...			
Falcon-court Scheme—			
Murphy-buildings, Hunter-buildings, Gardiner-buildings (Borough-road)	84	—	—
Cobham-buildings, Green-street and Pocock-street	60	—	—
Millbank Estate—			
Hogarth-buildings	24	30	—
Leighton-buildings	10	15	—
Millais-buildings	10	15	—
Romney-buildings	35	25	—
Rossetti-buildings	35	25	—
Turner-buildings	45	40	—
Ruskin-buildings	45	40	—
Gainsborough - buildings (2 blocks)	80	—	—
* Reynolds-buildings (2 blocks)	80	—	—
Lawrence-buildings	31	35	—
Maclise-buildings	31	35	—
Landseer-buildings	25	20	—
Mulready-buildings	25	20	—
Morland-buildings	35	25	—
Wilkie-buildings	35	25	—
Clare-market scheme—			
Sheridan-buildings	120	—	10§
Beaumont-buildings			
† Fletcher-buildings			
†Russell-court dwellings ...	80	—	—
Holborn to Strand scheme—			
†Herbrand-street site	140	—	20
†Reid's Brewery site	Not yet settled.	—	—
Totals	1,144	354	76

* In course of erection. † Plans being prepared.
§ Sculleries common to two tenements, w.c.'s private.

in dwellings purchased or erected by the Council under Part III. of the Classes Act, 1890.

Average size of living rooms.	Average size of bedrooms.	Average size of sculleries.	Number of persons for whom accommodation is provided.
sq. ft.	sq. ft.	sq. ft.	
{ 128 }	125	—	174
{ 316 }			
161	120	—	72
—	—	—	8,000
153	97	—	420
173	119	—	100
148	109	—	278
196	117	92	306
159	115	—	120
159	115	—	120
144	100	—	290
144	100	—	290
157	112	—	430
157	112	—	430
165	125	—	396
150	105	—	400
142	102	—	296
142	102	—	296
141	101	—	230
141	101	—	230
144	100	—	300
144	100	—	300
144	96	—	610
144	96	—	390
144	96	—	680
144	96	—	2,568
—	—	—	‡ 18,026

‡ Of this total 2,928 also appear in the total of the last column but one of Table IX., and 420 in the last column but one of Table XIV.

TABLE XIX.—SUMMARY OF CERTAIN

By whom the areas have been or are being dealt with or dwellings have been erected.	Unremunerative work.			Number (so present)	
	Extent of areas dealt with or being dealt with.	Number of persons displaced or to be displaced.	Estimated or actual net cost of clearances.	1 room.	2 rooms.
	Acres.		£		
By the Metropolitan Board of Works ...	$51\frac{13}{140}$	29,056	1,605,088	* ...	...
By the Council	$31\frac{11}{12}$	14,422	1,045,050	124	2,280
By the Council and a Vestry or District Board	$3\frac{1}{9}$	1,855	69,750		
By a Vestry or District Board and the Council	$8\frac{1}{60}$	4,042	178,728		
By a Vestry	...	...	...	...	25
Totals	$94\frac{1}{7}$	49,375	2,898,616	124	2,305

* No work of this character was done by the Metropolitan Board of Works. Such figures as are given relate to what has been done by other bodies upon land purchased by them from the Board.

‡ This does not include any figures in respect of the Russell-court site, nor in respect of any rehousing in connection with the schemes of 1899.

PARTICULARS GIVEN IN APPENDIX B.

* Remunerative work.

far as can be ascertained at of tenements of				Total number of tene-ments.	Total number of persons provided for or to be provided for	Estimated cost of dwellings (including value or cost of land and all incidentals).	Gross rent receivable per annum in respect of tenements actually occupied.
3 rooms.	4 rooms.	5 rooms.	6 rooms.			£ s. d.	£ s. d.
...	...	...	...	...	27,780		
1,444	179	8	3	4,038	34,196†	1,221,418 8 9‡	35,164 8 –
...	...	...	...	...	2,052		
50	...	...	...	75	400	27,336 – –	1,527 10 –
1,494	179	8	3	4,113	64,428	1,248,754 8 9	36,691 18 –

† Of this number accommodation for 240 was provided by the Provident Association. The total also includes persons provided for in lodging houses.

TABLE I.—Particulars as to cost of dwellings erected by the Council under the Works (Bridges)

Name of buildings.	Estimated cost of building.	Estimated cost of architect's, quantity surveyor's and clerk of works' services, and incidentals.	Value of land.
BLACKWALL TUNNEL ACTS—	£	£ s. d.	£
North of the Thames—			
Council-buildings, Poplar ...	14,250	712 10 -	1,450
*Toronto-buildings, Poplar *Montreal-buildings, Poplar	13,580	510 - -	1,400
South of the Thames—			
Westview-cottages ... Armitage-cottages ... Collerston-cottages ...	24,600	1,230 - -	4,000
Idenden-cottages	16,390	820 - -	1,500
METROPOLITAN BRIDGES ACT—			
*Battersea-bridge-buildings ...	14,770	1,130 - -	1,350
Totals of completed buildings	55,240	2,762 10 -	6,950

* In course of erection.

TABLE II.—Particulars as to number and rent of tenements in dwellings and the Metropolitan Board of

Name of buildings.	Number of tenements of				Total number of tenements.
	1 room.	2 rooms.	3 rooms.	4 rooms.	
BLACKWALL TUNNEL ACTS—					
North of the Thames—					
Council-buildings, Poplar ...	...	30	20	...	50
Toronto-buildings, Poplar ...	...	30	40	...	70
Montreal-buildings, Poplar ...	...				
South of the Thames—					
Westview-cottages	...	6	4	8	18
Armitage-cottages	...	12	8	16	36
Collerston-cottages	...	12	8	4	24
Idenden-cottages	...	...	...	50	50
METROPOLITAN BRIDGES ACT—					
Battersea-bridge-buildings ...	10	44	15	...	69
Totals	10	134	95	78	317

NOTE.—The total number of persons displaced by

DIX D.

Thames Tunnel (Blackwall) Acts, 1887 and 1888, and the Metropolitan Board of Act, 1884.

Total estimated cost of buildings, including land.	Actual cost of buildings.	Actual cost of architect's, quantity surveyor's and clerk of works' services, and incidentals.	Total actual cost of buildings (including land).	Actual cost of buildings per square foot of rent-producing floor space.
£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.
16,412 10 –	15,471 18 6	948 8 6	†17,041 7 –	– 19 9·3
15,490 – –	...	...	...	...
29,830 – –	31,593 1 11	714 13 –	†33,456 4 2	– 18 10
18,710 – –	16,060 6 6	1,096 4 –	18,656 10 6	– 11 5
17,230 – –	...	...	...	...
64,952 10 –	63,125 6 11	2,759 5 6	69,154 1 8	...

† This excludes the cost of extraordinary foundations, the land having been valued accordingly.

erected by the Council under the Thames Tunnel (Blackwall) Acts, 1887 and 1888, Works (Bridges) Act, 1884.

Total number of rooms.	Rent per week of tenements of				Total gross rent receivable per annum.	Number of persons for whom accommodation is provided.
	1 room.	2 rooms.	3 rooms.	4 rooms.		
					£ s. d.	
120	...	5/- to 5/9	6/6 to 7/-	...	756 – –	240
180	In course	of construc	tion.			360
56	...	4/6	5/6 & 6/-	7/6 & 8/3	}	
112	...	4/6	5/6 & 6/-	7/- & 8/-	} 1,273 – –	464
64	...	4/6	5/6 & 6/-	7/- & 8/-	}	
200	...	...	...	8/- & 8/6	1,066 – –	400
143	In course	of construc	tion.	...	...	286
875	...	...	...	...	3,095 – –	1,750

the formation of the Blackwall-tunnel was 1,210.

TABLE III.—Particulars as to kinds of tenements and size of rooms in dwellings erected by the Council under the Blackwall Tunnel Acts, 1887 and 1888.

Name of buildings.	Number of tenements entirely self-contained.	Average size of living rooms.	Average size of bedrooms.	Average size of sculleries.
BLACKWALL TUNNEL ACTS—		square ft.	square ft.	square ft.
North of the Thames—				
Council-buildings, Poplar ...	50	157	98	...
*Toronto-buildings, *Montreal-buildings } Poplar ...	70	144	96	...
South of the Thames—				
Westview-cottages ... } Armitage-cottages ... } Collerston-cottages ... }	78	154	113	...
Idenden-cottages	50	141	113	86
METROPOLITAN BRIDGES ACT—				
*Battersea-bridge-buildings ...	69	144	96	...

* In course of erection.

APPENDIX E.

APPENDIX E.

SUMMARY OF BALANCES, TOTAL ACCUMULATIONS AND CAPITAL EXPENDITURE IN RESPECT OF ALL DWELLINGS BELONGING TO THE COUNCIL UP TO 31st MARCH, 1900.

1.—Sites upon which the Council elected to build.

Dwellings.	Balances after transfers to Repairs and Renewals and Interest and Sinking Fund Accounts.						Total unspent accumulations on 31st March, 1900, for repairs and renewals	Total accumulations of sinking fund to 31st March, 1900.	Capital expenditure to 31st March, 1900.
	On 1st April, 1899.		From Accounts of 1899-1900.		On 31st March, 1900.				
	Deficiency.	Surplus.	Deficiency.	Surplus.	Deficiency.	Surplus.			
HOUSING OF THE WORKING CLASSES ACT, 1890.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.
PART I.									
Cable-street (Shadwell) ...	48 17 7	—	122 17 6	—	171 15 1	—	666 1 –	947 17 –	26,310 3 10
Shelton-street (St. Giles) ...	10 4 10	—	112 17 9	—	123 2 7	—	506 10 11	731 3 9	24,892 7 5
Boundary-street (Bethnal-gn.)	—	980 2 –	—	325 6 2	—	1,305 8 2	3,777 7 10	5,038 8 10	314,676 9 9
Goldsmith's-row (Shoreditch)	59 17 8	—	49 19 3	—	109 16 11	—	176 7 9	335 1 7	8,128 8 11
Total	119 – 1	980 2 –	285 14 6	325 6 2	404 14 7	1,305 8 2	5,126 7 6	7,052 11 2	74,007 9 11
PART II.									
Brooke's-market (Holborn) ...	—	124 3 7	—	29 9 6	—	153 13 1	41 8 5	52 5 8	3,479 13 4
PART III.									
Parker-street lodging-house	66 18 11	—	—	235 19 7	—	169 – 8	*114 16 7* (*Overdrawn*)	1,237 19 11	22,297 16 8
Dufferin-street	401 5 6	—	—	41 3 7	360 1 11	—	*11 18 2* (*Overdrawn*)	359 2 5	6,614 10 11
Green-street and Gun-street (Southwark)	—	392 4 6	—	63 6 5	—	455 10 11	404 11 5	486 19 2	24,934 18 4
Millbank (Westminster) ...	—	—	—	96 – 2	—	96 – 2	120 2 3	64 6 6	18,155 2 3
Total	468 4 5	392 4 6	—	436 9 9	360 1 11	720 11 9	397 18 11	2,148 8 –	72,002 8 2
Grand total ...	587 4 6	1,496 10 1	285 14 6	791 5 5	764 16 6	2,179 13 –	5,565 14 10	9,253 4 10	449,489 11 5

Net Surplus on 31st March, 1900... ... ... **£1,414 16 6**

2.—Sites upon which the Council had no option but to build, as no purchasers could be found for the land.

Dwellings.	Balances after transfers to Repairs and Renewals and Interest and Sinking Fund Accounts.						Total unspent accumulations on 31st March, 1900, for repairs and renewals.	Total accumulations of sinking fund to 31st March, 1900.	Capital expenditure to 31st March, 1900.
	On 1st April, 1899.		From Accounts of 1899-1900.		On 31st March, 1900.				
	Deficiency.	Surplus.	Deficiency.	Surplus.	Deficiency.	Surplus.			
	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.
HOUSING OF THE WORKING CLASSES ACT, 1890. PART I.									
Brook-street (Limehouse) ...	594 13 10	—	- 13 5	—	595 7 3	—	125 5 3	575 13 11	11,681 9 9
Hughes-fields (Deptford) ...	2,886 - 10	—	586 19 -	—	3,472 19 10	—	1,050 15 2	1,748 13 3	39,379 11 3
THAMES-TUNNEL (BLACKWALL) ACTS, 1887 AND 1888.									
Council-buildings (Poplar) ...	1,025 9 6	—	321 18 10	—	1,347 8 4	—	128 19 6	825 13 9	17,041 7 -
Westview, &c., cottages (East Greenwich)	2,266 10 10	—	607 3 4	—	2,873 14 2	—	402 8 11	1,588 - 5	33,456 4 2
Idenden-cottages (East Greenwich)	199 12 8	—	146 14 1	—	346 6 9	—	434 - 10	545 4 3	18,656 10 6
Total	6,972 7 8	—	1,663 8 8	—	8,635 16 4	—	2,141 9 8	5,283 5 7	120,215 2 8

Deficiency on 31st March, 1900 ... ... **£8,635 16 4**

Deficiency on 31st March, 1900, on all dwellings **£7,220 19 10**

Deduct—Contributions from rates—

In prior years	£2,584 4 -	
In 1899-1900	1,639 10 1	
		4,223 14 1

Net Deficiency on 31st March, 1900, on all dwellings (after making contributions from rates) **£2,997 5 9**

APPENDIX F.

ACCOUNTS OF INCOME AND EXPENDITURE FROM 1st APRIL, 1899, TO 31st MARCH, 1900, IN RESPECT OF DWELLINGS ERECTED BY THE COUNCIL UNDER THE HOUSING OF THE WORKING CLASSES ACT, 1890.

Part I. of the Housing of the Working Classes Act, 1890.

Beachcroft-buildings (*Limehouse*).

Income.	£	s.	d.	Expenditure.	£	s.	d.
To Rent...	633	13	6	By Supervision and collection of rent—			
Note—				Local—Wages of superintendent ...	15	15	–
Rent receivable if all tenements had been fully occupied throughout year £660				Central office	28	10	6
Less—Empties and loss by tenants holding over £4					44	5	6
Value of caretaker's quarters 19							
— 23							
Rent actually brought into charge ... 637				„ Rates and taxes	109	14	7
Deduct—Amount written off as irrecoverable ... ... —				„ Gas, water and insurance...	36	4	9
637				„ Stores and incidentals	1	7	7
Deduct—Difference in amounts outstanding at beginning and end of year 3				„ Transfer to Repairs and Renewals Account	95	–	–
Rent received 634				Total outgoings	286	12	5
	633	13	6	By Balance carried down available for charges for sinking fund and interest on capital outlay	347	1	1
					633	13	6
To Balance brought down	347	1	1	By Sinking Fund	86	12	9
„ Deficiency	–	13	5	„ Interest	261	1	9
	347	14	6		347	14	6

Hughes-fields cottages (Deptford).

Income.	£	s.	d.
To Rent...	1,785	13	8
Note—			
Rent receivable if all tenements had been fully occupied throughout the year	1,948		
Less—Empties and loss by tenants holding over ... £109			
Value of superintendent's quarters ... 17			
——	126		
Rent actually brought into charge ...	1,822		
Deduct—Amount written off as irrecoverable	34		
	1,788		
Deduct—Difference in amounts outstanding at beginning and end of year	3		
Rent received	1,785		
	1,785	13	8
To Balance brought down	959	9	5
„ Deficiency	586	19	–
	1,546	8	5

Expenditure.	£	s.	d.
By Supervision and collection of rent—			
Local—Wages of superintendent ...	47	5	–
Central office	80	7	1
	127	12	1
„ Rates and taxes	284	–	2
„ Gas, water and insurance...	72	12	10
„ Stores and incidentals	1	19	2
„ Transfer to Repairs and Renewals Account	340	–	–
Total outgoings	826	4	3
By Balance carried down available for charges for sinking fund and interest on capital outlay	959	9	5
	1,785	13	8
By Sinking Fund	365	2	10
„ Interest	1,181	5	7
	1,546	8	5

Cable-street dwellings (Shadwell).

Income.	£	s.	d.
To Rent...	1,596	13	4
Note—			
Rent receivable if all tenements had been fully occupied throughout the year	1,612		
Less—Empties and loss by tenants holding over	11		
Rent actually brought into charge ...	1,601		
Deduct—Amount written off as irrecoverable	2		
	1,599		
Deduct—Difference in amounts outstanding at beginning and end of year	2		
Rent received	1,597		
		1,596	13 4
To Balance brought down		922	6 1
„ Deficiency		122	17 6
		1,045	3 7

Expenditure.	£	.	d.
By Supervision and collection of rent—			
Local—Wages of superintendent ...	31	10	–
Central office	71	17	–
	103	7	1
„ Rates and taxes	274	5	1
„ Gas, water and insurance	64	8	–
„ Stores and incidentals	2	7	2
„ Transfer to Repairs and Renewals Account	230	–	–
Total outgoings	674	7	3
By Balance carried down available for charges for sinking fund and interest on capital outlay	922	6	1
	1,596	13	4
By Sinking Fund	255	19	5
„ Interest	789	4	2
	1,045	3	7

Shelton-street dwellings (St. Giles).

Income.	£	s.	d.	Expenditure.	£	s.	d.
To Rent...	... 1,503	3	6	By Supervision and collection of rent—			
Note—				Local—Wages of superintendent ...	37	7	6
Rent receivable if all tenements had been fully occupied throughout the year	£ 1,613			Central office	67	12	9
Less—Empties (largely workshops) and loss by tenants holding over £81					105	–	3
Value of superintendent's quarters ... 25				„ Rates and taxes	295	2	1
	106			„ Gas, water and insurance	62	13	2
Rent actually brought into charge ...	1,506			„ Stores and incidentals	–	15	11
Deduct—Amount written off as irrecoverable	1			„ Transfer to Repairs and Renewals Account	180	–	–
	1,506			Total outgoings	643	11	5
Deduct—Difference in amounts outstanding at beginning and end of year	3			By Balance carried down available for charges for sinking fund and interest on capital outlay	859	12	1
Rent received	1,503						
	1,503	3	6		1,503	3	6
To Balance brought down	859	12	1	By Sinking Fund	225	14	5
„ Deficiency	112	17	9	„ Interest	746	15	5
	972	9	10		972	9	10

INCOME.

Boundary-street Estate (Bethnal-green).

	Tenements.	Central laundry.	Tenants' gas supply.	Total.
	£ s. d.	£ s. d.	£ s. d.	£ s. d.
To Rent	15,927 19 1	—	—	15,927 19 1
„ Charges for use of central laundry	—	174 19 3	—	174 19 3
„ Amount received for gas supplied to tenants through automatic meters	—	—	1,474 11 6	1,474 11 6
	15,927 19 1	174 19 3	1,474 11 6	17,577 9 10
To BALANCE carried down	—	673 4 -	—	673 4 -
	15,927 19 1	848 3 3	1,474 11 6	18,250 13 10
„ BALANCE brought down	9,428 19 5	—	118 19 3	9,547 18 8
„ DEFICIENCY	—	1,074 15 11	96 3 4	1,170 19 3
	9,428 19 5	1,074 15 11	215 2 7	10,718 17 11

NOTE—

	£	
Rent receivable if all tenements had been fully occupied throughout the year ...		17,142
Less—Empties and loss by tenants holding over	£936	
Value of caretakers' quarters	110	
		1,046
Rent actually brought into charge		16,096
Deduct—Amount written off as irrecoverable		96
		16,000
Deduct—Difference in amounts outstanding at beginning and end of year ...		73
Rent received		15,927

Expenditure.

	Tenements.	Central laundry.	Tenants' gas supply.	Total.
	£ s. d.	£ s. d.	£ s. d.	£ s. d.
By Supervision and collection of rent—				
Local—Wages of superintendent, caretakers, &c.	308 5 2	290 6 –	––	598 11 2
Central office	716 15 1	7 17 6	66 7 2	790 19 9
„ Rates and taxes	2,900 – 4	132 3 7	––	3,032 3 11
„ Gas, water, fuel and insurance	514 10 2	269 10 8	1,236 5 1	2,020 5 11
„ Stores and incidentals	26 8 11	18 5 6	3 – –	47 14 5
„ Transfer to Repairs and Renewals Account ...	2,033 – –	130 – –	50 – –	2,213 – –
Total outgoings	6,498 19 8	848 3 3	1,355 12 3	8,702 15 2
„ Balance carried down	9,428 19 5	—	118 19 3	9,547 18 8
	15,927 19 1	848 3 3	1,474 11 6	18,250 13 10
By Balance brought down	––	673 4 –	––	673 4 –
„ Sinking Fund	1,778 8 6	93 19 8	49 17 9	1,922 5 11
„ Interest	6,154 5 6	307 12 3	165 4 10	6,627 2 7
	7,932 14 –	1,074 15 11	215 2 7	9,222 12 6
„ Surplus	1,496 5 5	—	—	1,496 5 5
	9,428 19 5	1,074 15 11	215 2 7	10,718 17 11

Summary of Balances.

	Balance, 1st April, 1899.		Year 1899-1900		Balance, 31st March, 1900.	
	Surplus.	*Deficiency.*	*Surplus.*	*Deficiency.*	*Surplus.*	*Deficiency.*
	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.
Tenements	3,418 1 7	—	1,496 5 5	—	4,914 7 -	—
Central laundry	—	2,260 19 3	—	1,074 15 11	—	3,335 15 2
Tenants' gas supply	—	177 - 4	—	96 3 4	—	273 3 8
	3,418 1 7	2,437 19 7	1,496 5 5	1,170 19 3	4,914 7 -	3,608 18 10
Net Surplus	980 2 -		325 6 2		1,305 8 2	

Goldsmith's-row cottages (Shoreditch).

Income.	£	s.	d.	Expenditure.	£	s.	d.
To Rent	459	5	3	By Supervision—Central office	20	13	4
Note—				„ Rates and taxes	83	19	10
Rent receivable if all tenements had been fully occupied throughout the year ... ... £ 486				„ Gas, water and insurance	21	6	4
Less—Empties and loss by tenants holding over £5				„ Stores and incidentals	—	—	
Value of caretaker's quarters 20				„ Transfer to Repairs and Renewals Account	65	–	–
25				Total outgoings	190	19	6
Rent actually brought into charge ... 461							
Deduct — Amount written off as irrecoverable 1							
460							
Deduct—Difference in amount outstanding at beginning and end of year 1							
Rent received 459				By Balance carried down available for charges for sinking fund and interest on capital outlay	268	5	9
	459	5	3		459	5	3
To Balance brought down	268	5	9	By Sinking Fund	74	10	1
„ Deficiency	49	19	3	„ Interest	243	14	11
	318	5	–		318	5	–

Part II. of the Housing of the Working Classes Act, 1890.

Cranley-buildings, Brooke's-market (Holborn).

Income.	£	s.	d.
To Rent...	273	2	–
Note—			
Rent receivable if all tenements had been fully occupied throughout the year £289			
Less—Empties and loss by tenants holding over £1			
Value of caretaker's quarters 15			
£16			
Rent actually brought into charge and received 273			
	273	2	–
To Balance brought down	169	19	3
	169	19	3

Expenditure.	£	s.	d.
By Supervision and collection of rent—			
Central office	12	5	9
„ Rates and taxes	45	12	8
„ Gas, water, and insurance	12	10	–
„ Stores and incidentals	–	14	4
„ Transfer to Repairs and Renewals Account	32	–	–
Total outgoings	103	2	9
By Balance carried down available for charges for sinking fund and interest on capital outlay	169	19	3
	273	2	–
By Sinking Fund	28	15	3
„ Interest	111	14	6
	140	9	9
By Surplus	29	9	6
	169	19	3

Part III. of the Housing of the Working Classes Act, 1890.

Parker-street lodging-house.

Income.

	£	s.	d.
To Rent...	2,958	16	4
Note—			
Rent receivable if fully occupied throughout the year £2,956			
Deduct—One free night at Christmas 8			
2,948			
Add—Additional lettings, &c. ... 5			
Rent actually brought into charge ... 2,953			
Use of baths 2			
Use of lockers... 3			
Rent received... 2,958			
	2,958	16	4
To Balance brought down	1,087	4	3
	1,087	4	3

Expenditure.

	£	s.	d.
By Supervision and collection of rent—			
Local—Wages of staff ... £764 18 8			
Central office 73 19 5			
	838	18	1
„ Rates, taxes, and insurance	346	15	–
„ Gas, electric lighting and water	273	13	4
„ Fuel	147	3	8
„ Stores and incidentals	49	2	4
„ Transfer to Repairs and Renewals Account	215	19	8
Total outgoings	1,871	12	1
By Balance carried down available for charges for sinking fund and interest on capital outlay	1,087	4	3
	2,958	16	4
By Sinking Fund	196	11	6
„ Interest	654	13	2
	851	4	8
By Surplus (exclusive of commission payable in respect of the year 1899–1900) ...	235	19	7
	1,087	4	3

Dufferin-street dwellings.

Income.	£	s.	d.	£	s.	d.
To Rent				583	16	3
Note—						
Rent receivable if all tenements had been fully occupied throughout the year	£ 629					
Less—Empties and loss by tenants holding over £22						
Value of superintendent's quarters 20						
	42					
Rent actually brought into charge ...	587					
Deduct—Amount written off as irrecoverable	2					
	585					
Deduct—Difference in amounts outstanding at beginning and end of year	1					
	584					
				583	16	3
To Balance brought down				292	5	10
				292	5	10

Expenditure.	£	s.	d.	£	s.	d.
By Supervision and collection of rent—						
Local—Wages of superintendent	48	10	–			
Central office	26	5	5			
				74	15	5
„ Rates and taxes				93	16	2
„ Gas, water and insurance				25	3	4
„ Stores and incidentals				1	15	6
„ Transfer to Repairs and Renewals Accounts				96	–	–
Total outgoings				291	10	5
By Balance carried down available for charges for sinking fund and interest on capital outlay				292	5	10
				583	16	3
By Sinking Fund				56	4	5
„ Interest				194	17	10
				251	2	3
By Surplus				41	3	7
				292	5	10

Green-street and Gun-street dwellings (Southwark).

Income.	£	s.	d.
To Rent...	1,695	2	–
Note—			
Rent receivable if all tenements had been fully occupied throughout the year ... ... £ 1,785			
Less—Empties and loss by tenants holding over £54			
Value of superintendent's quarters 22			
—— 76			
Rent actually brought into charge ... 1,709			
Deduct—Amount written off as irrecoverable 8			
1,701			
Deduct—Difference in amounts outstanding at beginning and end of year 6			
Rent received 1,695			
	1,695	2	–
To Balance brought down	1,006	16	2
	1,006	16	2

Expenditure.	£	s.	d.
By Supervision and collection of rent—			
Local—Wages of superintendent ...	39	18	6
Central office	76	5	7
	116	4	1
„ Rates and taxes	284	5	3
„ Gas, water and insurance...	54	3	2
„ Stores and incidentals	1	13	4
„ Transfer to Repairs and Renewals Account	232	–	–
Total outgoings	688	5	10
By Balance carried down available for charges for sinking fund and interest on capital outlay	1,006	16	2
	1,695	2	–
„ Sinking Fund	207	2	4
„ Interest	736	7	5
	943	9	9
„ Surplus	63	6	5
	1,006	16	2

Millbank-dwellings (*Hogarth-buildings*)—Opened May, 1899.

Income.	£	s.	d.
To Rent...	746	6	10
Note—			
Rent receivable if all tenements had been fully occupied throughout the year ... ... £ 1,041			
Less—Empties (including reserve tenements) and loss by tenants holding over ... £ 269			
Value of caretaker's quarters 22			
—— 291			
Rent actually brought into charge ... 750			
Deduct—Arrears on 31st March, 1900 4			
—— 746			
	746	6	10
To Balance brought down	393	6	–
	393	6	–

Expenditure.	£	s.	d.
By Supervision and collection of rent—Central office	33	11	8
„ Rates and taxes	133	4	8
„ Gas, water and insurance...	53	10	7
„ Stores and incidentals	2	13	11
„ Transfer to Repairs and Renewals Account	130	–	–
Total outgoings	353	–	10
By Balance carried down available for charges for sinking fund and interest on capital outlay	393	6	–
	746	6	10
By Sinking Fund	64	6	6
„ Interest	232	19	4
	297	5	10
„ Surplus	96	–	2
	393	6	–

Repairs and Renewals Accounts.

Part I. of the Housing of the Working Classes Act, 1890.

Income.	£	s.	d.	Expenditure.	£	s.	d.
To Balance, 1st April, 1899...	4,926	–	8	By actual expenditure in respect of 1899–1900—			
„ Transfers from the undermentioned accounts—				Beachcroft-buildings ...	62	6	2
Beachcroft-buildings	95			Hughes-fields cottages ...	325	4	6
Hughes-fields cottages	340			Cable-street dwellings ...	95	4	7
Cable-street dwellings	230			Shelton-street dwellings	59	13	1
Shelton-street dwellings ...	180			Boundary-street estate ...	1,160	18	1
Boundary-street estate	2,213			Goldsmith's-row cottages	43	6	4
Goldsmith's-row cottages ...	65				1,746	12	9
	3,123	–	–	„ Balance, 31st March, 1900	6,302	7	11
	8,049	–	8		8,049	–	8

Part II. of the Housing of the Working Classes Act, 1890.

	£	s.	d.		£	s.	d.
To Balance, 1st April, 1899...	39	6	9	By actual expenditure in respect of 1899-1900—			
„ Transfer from the undermentioned account—				Cranley-buildings, Brooke's-market ...	29	18	4
Cranley-buildings, Brooke's-market	32	–	–	„ Balance, 31st March, 1900	41	8	5
	71	6	9		71	6	9

Part III. of the Housing of the Working Classes Act, 1890.

Income.	£	s.	d.	Expenditure.	£	s.	d.
To Balance, 1st April, 1899...	494	17	4	By actual expenditure in respect of 1899-1900—			
„ Transfers from the undermentioned accounts—	£	s.	d.	Parker-street lodging-house	465	4	1
Parker-street lodging-house	215	19	8	Dufferin-street dwellings ...	179	17	2
Dufferin-street dwellings ...	96	–	–	Green-street and Gun-street dwellings...	115	19	1
Green-street and Gun-street dwellings...	232	–	–	Millbank-dwellings (Hogarth-buildings)... ...	9	17	9
Millbank-dwellings (Hogarth-buildings)... ...	130	–	–				
	673	19	8		770	18	1
				„ Balance, 31st March, 1900	*397	18	11
	1,168	17	–		1,168	17	–

* There is a stock of unused blankets, sheets, towels, &c., at Parker-street lodging-house to the value of £20.

APPENDIX G.

Accounts of Income and Expenditure from 1st April, 1899 to 31st March, 1900, in respect of dwellings erected by the Council under the Thames Tunnel (Blackwall) Acts, 1887 and 1888.

Council-buildings (Poplar).

INCOME.

	£	s.	d.
To Rent...	720	18	3
NOTE—			
Rent receivable if all tenements had been fully occupied throughout the year... ... ... £ 756			
Less—Empties and loss by tenants holding over £16			
Value of superintendent's quarters 18			
—— 34			
Rent actually brought into charge ... 722			
Deduct—Amount written off as irrecoverable 1			
Rent received 721			
	720	18	3
To BALANCE brought down	353	9	2
„ DEFICIENCY	321	18	10
	675	8	–

EXPENDITURE.

	£	s.	d.	£	s.	d.
By Supervision and collection of rent—						
Local—Wages of superintendent	24	8	9			
Central office	32	8	10			
				56	17	7
„ Rates and taxes				145	1	8
„ Gas, water and insurance				52	–	8
„ Stores and incidentals				–	9	2
„ Transfer to Repairs and Renewals Account				113	–	–
Total outgoings				367	9	1
By BALANCE carried down available for charges for sinking fund and interest on capital outlay				353	9	2
				720	18	3
By Sinking Fund				164	3	10
„ Interest				511	4	2
				675	8	–

Westview, Armitage and Collerston cottages (East Greenwich).

Income.	£	s.	d.
To Rent	1,232	15	6
Note—			
Rent receivable if all tenements had been fully occupied throughout the year	£ 1,273		
Less—Empties and loss by tenants holding over	33		
Rent actually brought into charge	1,240		
Deduct—Amount written off as irrecoverable	9		
	1,231		
Add—Difference in amounts outstanding at beginning and end of year	2		
Rent received	1,233		
	1,232	15	6
To Balance brought down	708	3	2
„ Deficiency	607	3	4
	1,315	6	6

Expenditure.	£	s.	d.
By Supervision and collection of rent—			
Local—Wages of superintendent	£23 15 6		
Central office	55 9 6		
	79	5	–
„ Rates and taxes	182	–	1
„ Gas, water and insurance	42	19	5
„ Stores and incidentals	–	7	10
„ Transfer to Repairs and Renewals Account	220	–	–
Total outgoings	524	12	4
By Balance carried down available for charges for sinking fund and interest on capital outlay	708	3	2
	1,232	15	6
By Sinking Fund	311	13	4
„ Interest	1,003	13	2
	1,315	6	6

Idenden-cottages (East Greenwich).

Income.

	£	s.	d.
To Rent	1,030	2	–
Note—			
Rent receivable if all tenements had been fully occupied throughout the year	£ 1,066		
Less—Empties and loss by tenants holding over £7			
Value of superintendent's quarters... 21			
———	28		
Rent actually brought into charge ...	1,038		
Deduct—Amount written off as irrecoverable	2		
	1,036		
Deduct—Difference in amounts outstanding at beginning and end of year	6		
Rent received	1,030		
	1,030	2	–
To Balance brought down	586	4	5
„ Deficiency	146	14	1
	732	18	6

Expenditure.

	£	s.	d.
By Supervision and collection of rent—			
Local—Wages of superintendent ...	23	12	6
Central office	46	7	1
	69	19	7
„ Rates and taxes	163	3	5
„ Gas, water and insurance	50	3	5
„ Stores and incidentals	–	11	2
„ Transfer to Repairs and Renewals Account	160	–	–
Total outgoings	443	17	7
By Balance carried down available for charges for sinking fund and interest on capital outlay	586	4	5
	1,030	2	–
By Sinking Fund	174	1	6
„ Interest	558	17	–
	732	18	6

Repairs and Renewals Account.

Thames Tunnel (Blackwall) Acts, 1887 *and* 1888.

Income.	£	s.	d.	Expenditure.	£	s.	d.
To Balance, 1st April, 1899...	810	17	6	By Actual expenditure in respect of 1899–1900—			
„ Transfers from the undermentioned accounts—	£			Council-buildings	54	19	4
Council-buildings	113			Westview, Armitage and Collerston cottages ...	147	19	9
Westview, Armitage and Collerston cottages	220			Idenden-cottages	135	13	2
Idenden-cottages	160						
	493	–	–		358	8	3
				„ Balance, 31st March, 1900	965	9	3
	1,303	17	6		1,303	17	6

APPENDIX H.

Statement showing the nature of the occupation of the head of each family residing in the Council's dwellings on 31st December, 1899.

Nature of occupation.	Total.	Dufferin-st. dwellings.	Beachcroft-buildings.	Council-bldgs., Poplar.	E. Greenwich-cottages.	Cable-street dwellings.	Goldsmith-row cotts.	Hughes-fields cottages.	Idenden-cottages.	Shelton-st. dwellings.	Boundary-st. estate.	Cranley-buildings.	Cobham-buildings.	Hogarth-buildings.
Agent	4			1							3		3	1
Attendant ...	23					1		2		1	15		2	1
Baker	12			1		3					5			
Blacksmith ...	9		1		1			3	2	1	1			
Bookbinder ...	7										6		1	
Bookseller ...	2										2			
Bootmaker ...	20						2				18			
Brewer	9							1			7			1
Bricklayer ...	9			1	1			2	2		3			
Butcher	14					1		3			9		1	
Butler	1													1
Cabinet-maker ...	50		2				4				44			
Cabman	11		1			1					7			2
Canvasser ...	4		1			2					1			
Caretaker ...	18	1	1	1	1		1	1		1	9		1	1
Carman	46		4			2	2	3	1		26		7	1
Carpenter ...	46			1	3	1	3	2	3	2	27		2	2
Charwoman ...	9		2		3		1	1			1		1	1
Checker	2					2								
Cheesemonger ...	2					1					1			
Cigar-maker ...	11					1					10			
Clergyman ...	7										6			1

Nature of occupation.	Total.	Dufferin-st. dwellings.	Beachcroft-buildings.	Council-bldgs., Poplar.	E. Greenwich-cottages.	Cable-street dwellings.	Goldsmith-row cotts.	Hughes-fields cottages.	Idenden-cottages.	Shelton-st. dwellings.	Boundary-st. estate.	Cranley-buildings.	Cobham-buildings.	Hogarth-buildings.
Lamp-maker ...	1										1			
Laundress ...	7		1			1				1	4			
Leather-dresser ..	9					1		3			5			
Licensed victualr.	7		1			2					4			
Lighterman ...	16			4	3	1		3	2		3			
Locksmith ...	2										1	1		
Machinist ...	13										13			
Manager ...	6										5			1
Messenger ...	16										7	4	5	
Milkman ...	8			1		1			1	1	4			
Miller	1								1					
Moulder... ...	7							2		1	4			
Musician ...	4										4			
Needleworker ...	2		1								1			
Newsagent ...	1										1			
Nurse	8		1		1		1				4			1
Office-cleaner ...	18					3				3	11		1	
Packer	18					2		1		3	12			
Painter	4			1					1		1	1		
Plasterer ...	6									1	5			
Plumber ...	2			1							1			
Policeman ...	73		1	2	1	11			1	11	40	4	1	1

Clerk	32			2	1	3	1	1	1		21				1
Coachman ...	4									1	3				
Collector... ...	1										1				
Compositor ...	7										3		1	3	
Conductor ...	1										1				
Cook	10					1				1	7		1		
Cooper	4					2			1		1				
Cork-cutter ...	1					1									
Costermonger ...	26	26													
Decorator ...	7		1			1		1	1		3				
District visitor ...	2		1								1				
Drayman ...	13		2			2					7		1	1	
Dressmaker ...	12					1		4		2	4			1	
Engineer... ...	61			4	6			18	8		16	1	6	2	
Engraver ...	1										1				
Farrier	2										2				
Fireman	5				3			2							
Fishmonger ...	1										1				
Fitter	8			1		1		2	1		3				
Floor-cloth worker	2							1					1		
Flusher	10										10				
Foreman	5		1								4				
Frame-maker ...	2							1			1				
Furniture-maker	20										20				
Gasfitter	4							2	1		1				
Glass-worker ...	4										3		1		
Grocer	3										3				
Hairdresser ...	3					1					2				
Hawker	13	13													
Horsekeeper ...	12		1								10		1		
Inspector ...	6					1			1		3		1		
Instrument maker	3										2				1
Jeweller	10									1	8	1			
Labourer ...	185	1	3	11	40	17	1	57	10	6	14	3	22		
Lamplighter ...	1					1									

Polisher... ...	19						2				17				
Porter	57		3	3	3	7	1	3	5	8	10	1	14		
Postman ...	39		1				1	2		2	30			2	
Printer	40						2	1	1	6	23		5	2	
Publican ...	4										4				
Rigger	1		1												
Saddler	12					2			2	2	5	1			
Sailmaker ...	1			1											
Salesman ...	26			2		1	1			1	16	2	2	1	
Seaman	8		1	5		1							1		
Shipwright ...	1										1				
Shunter... ...	5										5				
Stableman ...	2										2				
Stationer ...	4					1					3				
Stevedore ...	9		1	2		2		1			3				
Steward... ...	5					1	1		1		2				
Stoker	16			2	2			3	4		4		1		
Stonemason ...	3				1						2				
Tailor	49					3		2		1	41	1	1		
Timberman ...	1										1				
Timekeeper ...	5									1	2		2		
Tinplate-worker .	5		2			1					2				
Traveller ...	13										12		1		
Turner	2										2				
Teacher	4			1							1	2			
Upholsterer ...	6										6				
Waiter	9					3				1	3	1	1		
Warehouseman...	36		1			7	2		1	1	18		6		
Watchman ...	6		1					1		1	1	1	1		
Wireman ...	1										1				
Woodcarver ...	6										6				
Independent ...	37		1	4	3	1			1		17	5	4	1	
	1458	41	38	50	75	99	25	129	53	61	728	48	99	30	

APPENDIX J.

Particulars, so far as can be ascertained from published information, with regard to the work done by certain artizans' dwellings companies and trusts.

Name of company or trust.	First building opened in	Number of estates.	Extent of estates in acres.	Number of tenements.	Approximate number of persons accommodated.	Total amount spent on land and buildings.	Gross rents.	Remarks.
						£ s. d.	£ s. d.	
1. Metropolitan Association for Improving the Dwellings of the Industrious Classes	1847	14	...	1,426	6,162	285,835 9 – and ground rents £1,569 12s. 8d. per annum	25,726 13 9	19 shops have also been provided
2. Trustees of the Peabody Donation Fund †	1864	18	27	5,121	19,157	1,285,107 2 7	66,023 8 1	Average rent 2s. 3¼d. per room per week, including free use of water, laundries, and bath-rooms
*3. Improved Industrial Dwellings Company †	1864	45	29	5,419	29,000	1,102,427 – – and ground rents	112,310 6 6	132 shops, 46 workshops. The company also manage 255 dwellings and 108 shops belonging to other owners. Average rent 2s. 3d. per room per week
4. Artizans', Labourers', and General Dwellings Company	1868	10 blocks 3 estates	218½	6,402	42,000	2,122,846 2 3 and ground rents £2,714 12s. per annum	157,859 12 4	384 shops. Leigham-court estate is omitted, as the accommodation there provided is for the middle classes
5. Victoria Dwellings Company	1877	3 blocks	...	906	4,500	135,786 12 8 and ground rents £884 10s. per annum	10,530 – 2	...
6. East-end Dwellings Company †	1885	10 blocks	...	1,462	5,653	264,556 12 2 and ground rents £1,105 7s. 9d.	23,307 12 7	Some shops
7. The Four per Cent. Industrial Dwellings Company	1887	4 blocks	...	852	4,240	172,150 – –	12,831 8 8	...
8. Guinness' Trust	1891	8 blocks	...	2,517	8,436	446,783 3 9	24,615 8 2	Baths, laundries, club-rooms, sheds, &c., are also provided. Average rent 2s. 1½d. per room per week inclusive

* The figures given in this case include a certain amount of accommodation for persons not generally spoken of as the working class.

† These companies or trusts have built on land sold to them for the purpose by the Metropolitan Board of Works. Further particulars of such buildings may be found in Table III. of Appendix C

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