

LONDON COUNTY COUNCIL.

HOUSING AFTER THE WAR.

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London County Council.

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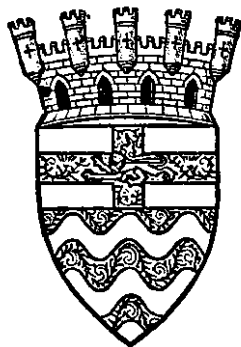
HOUSING AFTER THE WAR.

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REPORTS OF THE HOUSING OF THE WORKING CLASSES COMMITTEE,

being

EXTRACTS FROM THE MINUTES OF PROCEEDINGS OF THE
COUNCIL ON 23rd JULY AND 15th OCTOBER, 1918,
AND 3rd JUNE, 1919.



James Bird

Clerk of the Council.

THE COUNTY HALL,
July, 1919.

~~James Bird~~

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London County Council.

HOUSING AFTER THE WAR.

REPORT OF THE HOUSING OF THE WORKING CLASSES COMMITTEE.

(Council's Minutes, 15th October, 1918.)

9th October, 1918.

INTRODUCTION.

1.—The question of housing after the war is one of extreme complexity. This is especially true of such a vast agglomeration of persons and interests as the capital of the Empire. While it is a matter of common knowledge that the population of London is at the present moment of abnormal proportions, we find at the outset the greatest possible difficulty in framing any estimate of housing requirements from the available data.

If we were asked what additional accommodation should be provided within the next five, or ten, or fifteen years to meet the demand, we should not be able to give any answer in figures which would be of real value. It is not difficult to make such estimates with regard to a rural district in which there are a fixed number of farms and small industries. In that case it can be calculated ahead with fair exactitude what the population is likely to be. There are no large or general causes of uncertain operation, affected by world-wide events, to disturb the calculation. The same thing is true of small towns, and, in a less degree, of those great cities which depend upon a few staple industries and their accessories.

But in the case of London it is not possible to make anything approaching to an exact prediction.

It is probable that the cessation of the war will cause an appreciable reduction in the population of areas like Woolwich, where the large number of houses built by the Government for munition workers will, in that event, become available for other persons. Many other war-workers in different lines who have been drawn into London since 1914 will probably leave it. It also remains to be proved what portion of pre-war Londoners who have been enrolled in the Army, and survive the war, will, after it, continue to live in London. In this connection the existing schemes for settling ex-soldiers on land in this country, and in overseas Dominions, should be considered.

Since 1914 the question is also affected by the reduction in the natural increase of the population, *i.e.*, the excess of births over deaths. This increase was, in London, about 45,000 annually, just before the war, but it had fallen last year to 18,000 *excluding* the unknown number killed in action. The effect of the war in decreasing the birth-rate and increasing the deaths will probably continue to depress the rate of natural increase for a time even after the cessation of hostilities.

It also is possible, indeed probable, that one effect of the war will be to reduce the already declining excess of birth-rate over death-rate to zero or even to a minus quantity for many years to come, both by reason of the reduction in the number of men who can marry and have children, and still more by reason of the increased cost of living which will tend to prevent or delay marriages.

There may be some arrest upon the immigration of aliens who have contributed much, until recent years, to swell the London population.

To some extent the poorer part of the population of London is brought and kept there by the presence of the wealthiest, because population follows money and means of subsistence. This accounts for many small miscellaneous industries in the centre of wealth and pleasure. Will there, after the war, be the same number of wealthy residents? The same doubt makes it impossible to predict whether a considerable number of upper class houses will not become available to house part of the working class population, as has already happened in certain districts.

The Port of London has maintained a great mass of labour which has to find accommodation not too remote from the central districts. If the proposed large extension of the Victoria and Albert Docks is prosecuted after the war, much additional labour and consequent housing accommodation will for some years be required. On the other hand it may be increased or diminished by the results of the war, our shipping losses, the new ship-building in America and Japan stimulated by the war, the opening of the Panama Canal, developments in the size of ships coupled with burdens on industry, etc., etc.

Will the vastly increased burden of Imperial taxation added to the certain additions to rates tend to make factories remove from London to less costly places in the provinces?

The greater a city, the more liable it is to changes due to world movements and events, and no world event has been so great as the present war, of which the end and the results are not yet visible. One could name many provincial towns which have varied little in population during the centuries in which London has grown to such vast magnitude. Their population might, in the same way, remain much the same, while that of London declined. The reason is that their market and means of support is their immediate neighbourhood, while London lives on the world. We hope that there will be no

period of stagnation or decline, but the reverse. These considerations are, however, a reason for moving very cautiously in the case of London, and for not committing the Council to large undertakings in the line of building houses *in addition* to the existing accommodation on the hypothesis that there will be an increase in the existing population in the future, or at least an increase at all equivalent to the increase in the past, when the wealth and prosperity of this country and of London were so rapidly advancing.

We have thought it necessary at the very outset of our report to emphasise the uncertainty as to the future, as we feel that it requires constantly to be borne in mind. In the preparation of the report also, we have had to rely mainly upon the census returns of 1911 which are now almost obsolete, but we have made use of any later information which would enable us as far as possible to describe housing conditions as they are in 1918. The results must, therefore, be accepted as a generalisation only, liable to be modified by conditions, not at present foreseen, which may assert themselves on the cessation of hostilities.

It is a question whether a true conspectus of the real problem could be obtained without an investigation extending to the whole of extra-London, which, to an increasing degree, is becoming the dormitory of London, as the latter becomes more industrialised. The President of the Local Government Board appears to expect that the Council would do this, judging from a speech made by him on 21st March, 1918, from the report of which the following is an extract:—

" I have to address my questions to the present housing authorities, who
 " are the twenty-eight borough councils, as well as the London County Council; but I told
 " the L.C.C. that it was my opinion they ought to make a comprehensive survey of the whole
 " question. When I said that, I did not mean merely from the point of view of the adminis-
 " trative area of the county, or of the other areas of London, such as the water area, or the
 " police area. What I desired was that they should make, as far as they could, a comprehensive
 " survey of the whole question of housing Londoners You must look after those who
 " sleep outside London, but come into London every day to get their living. I am sure this
 " problem of housing in London must be approached from a far larger bird's-eye view than the
 " eyes of the bird who only looks at the administrative area of London, or who only looks to an
 " area bounded by the jurisdiction of any particular borough council.

" Therefore, in looking at the problem of building new houses from the London point of
 " view, I quite agree that it cannot be regarded successfully and practically if it is only regarded
 " through the eyes of any particular borough council or group of borough councils, and not even
 " if it is regarded by all the metropolitan borough councils as a whole, with the L.C.C. taking
 " a comprehensive survey and giving a certain amount of leading and light and guidance in that
 " direction"

We have therefore, while dealing principally with conditions within the administrative county of London, dealt also to some extent with the conditions in Extra-London. "Extra-London" comprises the portion of the Metropolitan Police District beyond the County of London, and "Greater London" the two together. The Metropolitan Police District includes all parishes (except the City of London) any part of which is within a radius of 12 miles, and the whole of which is within a radius of 15 miles from Charing Cross and a few other parishes.

On 28th July, 1917, the Local Government Board addressed a circular letter to local authorities on the subject of the provision of houses for the working classes at the conclusion of the war and asked for information as to the accommodation already provided and the additional housing required in their respective areas. The replies of the local authorities of Greater London to the circular, copies of which have been forwarded to the Council, are summarised under headings in APPENDIX I (p. 928).

LONDON.

Population.

The test of the necessity for additional housing accommodation and the measure of its extent at any particular moment depend on the relation of population to the house accommodation available, and on the sanitary condition of such accommodation. There is no special record to indicate this relation, except the census information, which is revised once in every 10 years. In London, so far as the sanitary condition of property is concerned, the difficulties are greater than in large provincial cities, for while in those cities the housing and public health administration is in the hands of one authority, in London it is in the hands of 29 local authorities, with the Council as central authority exercising either concurrent or supervisory powers, with power to act in default.

The latest census information relates to the year 1911, and the next census is due in 1921. The results of the latter census, which are material for a consideration of the housing conditions, will probably not be available for at least another two years, or five years from the present time. The Council's investigations, year by year, as to the houses built and demolished enable figures as to accommodation to be brought up to the end of 1916.

The information bearing on the question of housing conditions is given in a more complete and satisfactory form in the census returns of 1911 than in the previous census returns. The tables relating to the number of occupants of tenements, which were first given in 1891 for tenements of less than five rooms, were in 1911 extended to tenements of all sizes. Further, the tenements are for the first time divided according to the number of children under 10 years of age included among the occupants.

Growth of population of Greater London since 1801.

The following table shows the growth of the population of London, extra-London and Greater London in each decennial period since 1801:—

Year.	Administrative County of London			Extra-London.			Total for Greater London.			Year.
	Population.	Increase or decrease during decennium.	Increase or decrease per cent.	Population.	Increase during decennium.	Increase per cent.	Population.	Increase during decennium.	Increase per cent.	
1801	959,310	—	—	155,334	—	—	1,114,644	—	—	1801
1811	1,139,355	180,045	18·4	184,544	29,210	18·4	1,323,899	209,255	18·4	1811
1821	1,379,543	240,188	21·1	216,808	32,264	17·5	1,596,351	272,452	20·6	1821
1831	1,655,582	276,039	20·0	247,990	31,182	14·4	1,903,572	307,221	19·2	1831
1841	1,949,277	293,695	17·7	286,067	38,077	15·4	2,235,344	331,772	17·4	1841
1851	2,363,341	414,064	21·6	317,594	31,527	11·2	2,680,935	445,591	20·3	1851
1861	2,808,494	445,153	18·8	414,226	96,632	30·4	3,222,720	541,785	20·2	1861
1871	3,261,396	452,902	16·2	624,245	210,019	50·8	3,885,641	662,921	20·6	1871
1881	3,830,297	568,901	17·4	936,364	312,119	50·0	4,766,661	881,020	22·7	1881
1891	4,227,954	397,657	10·4	1,405,852	469,488	50·1	5,633,806	867,145	18·2	1891
1901	4,536,267	308,313	7·3	2,045,135	639,283	45·5	6,581,402	947,596	16·8	1901
1911	4,521,685	— 14,582	— 0·3	2,729,673	684,538	33·5	7,251,358	669,056	10·2	1911

In considering the present conditions and the probable future growth of population in London and extra-London and the whole area, these figures are very important, and reference will be made to them as required throughout the report.

Details as to the population of the districts in Greater London are given in APPENDIX 2 (p. 933).

Variation in population of Metropolitan Boroughs, 1901-11.

The decrease of 14,582 persons in the population of the county of London as a whole in the period 1901-1911 was the net result of a very considerable decrease in some of the metropolitan boroughs, mainly those situated centrally, and a considerable increase in the population of some of the outlying boroughs. The figures are as follows:—

Metropolitan Borough.	Population, 1911.	Increase in population, 1901-11.	City or Metropolitan Borough.	Population, 1911.	Decrease in population, 1901-11.
Wandsworth	311,360	79,438	Stoke Newington	50,659	588
Lewisham	160,834	33,339	Deptford	109,496	902
Fulham	153,284	15,995	Battersea	167,743	1,164
Hammersmith	121,521	9,282	Paddington	142,551	1,425
Woolwich	121,376	4,198	Bethnal Green	128,183	1,497
Hampstead	85,495	3,553	Lambeth	298,058	3,837
Hackney	222,533	3,423	Kensington... ..	172,317	4,311
Camberwell	261,328	1,980	Bermondsey	125,903	4,857
Greenwich	95,968	198	Poplar	162,442	6,380
			Shoreditch	111,390	7,247
			City of London	19,657	7,266
			Chelsea	66,385	7,457
			Islington	327,403	7,588
			Holborn	49,357	10,048
			Finsbury	87,923	13,540
			Southwark	101,907	14,273
			St. Marylebone	118,160	15,141
			St. Pancras	218,387	16,930
			Stepney	279,804	18,796
			Westminster (City)	160,261	22,750
Total ...	1,533,699	+ 151,415		2,987,986	—165,997
			Total ...	4,521,685	—14,582

In some of the boroughs, such as Stoke Newington, Deptford and Battersea, the decrease during the censal period appears to be the result of a fluctuation in empty houses, and not to a permanent tendency to a declining population.

In at least ten of the metropolitan boroughs and the City of London, there appears to be now a settled tendency to a decline in the population, produced by the encroachment of business and industrial premises on the area hitherto occupied for residential purposes, the demolition of houses for various public purposes, the clearance of insanitary areas, the demolition of unsuitable houses, and the reduction in overcrowding.

The extension of the area of diminishing population is roughly indicated by the following table, from which it will be seen that the decrease began in the City and Holborn in 1851 and now embraces in addition the 9 metropolitan boroughs specified below:—

		<i>Areas with diminishing population.</i>						
		1851.	1861.	1871.	1881.	1891.	1901.	1911.
City (†)	...	127,819	112,013	74,844	50,569	37,702	26,923	19,657
Holborn	...	95,726	94,074	93,513	78,668	66,781	59,405	49,357
		223,545	206,087					
						-17,458		
Finsbury	...	125,418	120,073	124,766	119,409	109,981	101,463	87,923
St. Marylebone	...	157,696	161,680	159,254	154,910	143,487	133,301	118,160
*Shoreditch	...	109,257	129,364	127,164	126,591	124,533	118,637	111,390
Westminster	...	244,531	257,232	248,714	229,784	201,969	183,011	160,261
		883,436		828,255	759,931			
						-55,181		
						-68,324		
St. Pancras	...	166,956	198,786	221,465	236,363	235,345	235,317	218,387
Chelsea	...	53,725	59,881	67,717	73,079	72,954	73,842	66,385
						1,069,373		
						992,752		
						-76,621		
Bermondsey	...	85,308	101,913	122,398	134,632	136,014	130,760	125,903
						1,128,766		
						1,062,659		
						-66,107 (††)		
Southwark	...	152,371	173,900	175,049	195,164	202,479	206,180	191,907
Stepney	...	238,910	257,497	275,467	282,676	285,116	298,600	279,804
						1,567,439		
						1,429,134		
						-138,305		

(†) Between 1801 (when the population was 128,129) and 1851 (when it was 127,819) the population of the City was stationary.

(††) The figure of decrease for the period 1891-1901 is approximate, owing to the alterations of boundaries made under the London Government Act, 1899, but the effect of these alterations would not vitiate the general conclusions drawn from these figures.

These eleven areas had, it will be observed, in 1911 a population of 1,429,134 or nearly one-third of that of the county of London.

The area of decreasing population had been growing with each censal period, with the result that the volume of the periodic diminution of the population of this area has shown a steady increase until in the last censal period it reached a figure of nearly 140,000.

Although the tendency in these boroughs may now be looked upon as permanent, the extent of the diminution in the last period was doubtless to some extent increased by fluctuation owing to a variety of causes in certain of the areas. The existence of these causes is indicated by a variation in the number of unoccupied houses during the period in question.

Effect of the war on population.

The position as to the permanent population of the county is temporarily affected by war conditions. On the one hand, a considerable percentage of the population is absent on war service, but this does not relieve housing accommodation to a proportionate extent, as in most cases the families continue to occupy the same accommodation, and, even where it is not convenient to occupy it, they continue the tenancy in some cases and pay the rent, so as not to break up their homes. This happens in the Council's dwellings to the extent of about 1 per cent. In the report of the Peabody Donation Fund for the year 1916 it is stated that 2,637 out of 22,830, the mean population during the year in the dwellings of the Trust, were absent on war service; and in the report of the Guinness Trust for 1917 it is pointed out that 987 were absent out of a total population on 31st December, 1917, of 9,025. The proportion absent in the two cases was 11.6 and 10.9 per cent. respectively.

On the other hand, there has been a considerable influx in some districts of persons engaged on war work, the metropolitan boroughs mainly affected being Woolwich and Hammersmith.

Future growth of population of county.

The growth of population in the outlying areas must in the future be mainly in the metropolitan boroughs of Wandsworth, Lewisham, Greenwich and Woolwich. There is still in these boroughs land not yet built upon, which, if developed, would probably accommodate a large population.

Most of this land lies at a distance from the centre. It suffers from lack of adequate and cheap means of communication with the business areas, and consequently has not yet been developed. So long as these conditions continue to prevail, it is improbable that any large proportion of such vacant land will be developed for housing purposes.

The increase in the population of these four boroughs in the period 1901-11 amounted, as may be seen from the above figures, to 117,173. In Woolwich and Greenwich the increases were small, but this is to some extent accounted for by the diminution in employment at Woolwich Arsenal after the South African war, a condition which may be expected to recur when the present war comes to an end. On the other hand, although the increase in Wandsworth was very large and in Lewisham was substantial, it is hardly likely that there will be a similar large and rapid development in any of the districts now remaining undeveloped. If, therefore, with the large increase in these boroughs in the period 1901-11, the diminution of the more centrally situated boroughs was not completely counterbalanced, it is not probable that there will be a substantial change in the conditions for the next few years.

There is little doubt that in the years subsequent to 1911 there has been some increase in the population of London as a whole. This appears to be confirmed by the Registrar-General's estimate of the population made on the basis of the returns under the National Registration Act.

In the intercensal period 1901-1911, the natural increase in the county population was 540,000, and the number of persons moving out of London must therefore have exceeded those moving in by 550,000. In the outer ring the natural increase was 360,000 and the net addition by migration 325,000. There was a notable increase in the movement beyond the limits of Greater London in 1901-11 as compared with 1891-1901.

In London south of the Thames between 1901 and 1911, the population under 15 years of age increased by 30,000, but north of the river the number at this age decreased by 105,000; the natural increase south of the Thames was therefore largely accommodated within the county, but on the north side the pressure on accommodation due to natural increase had led to a large diminution in the child population.

While the outward movement of the London population has been compelled by natural increase in the north, there has been an additional influence in alien immigration which fluctuates greatly from year to year.

Apart, however, from fluctuations, the result of the census of 1911, which shows the population of the county as stationary, may be accepted as broadly representing the position for the immediate future.

Housing Conditions.

Number and proportion of various classes of tenements in 1911.

In a general way, tenements of one to four rooms have been regarded as containing the greater proportion of the working-class population, and the extended information in the census returns of 1891 and 1901 was limited to those tenements.

The following table shows the number of tenements of all sizes in the county of London, in 1911, with the number of rooms, and of persons occupying them, and the proportion which each bears to the total:—

Size of tenement or house.	Number.			Proportion of total.		
	Tenements.	Rooms.	Persons.	Tenements.	Rooms.	Persons.
1 room	138,226	138,226	265,553	<i>Per cent.</i> 13·5	<i>Per cent.</i> 3·5	<i>Per cent.</i> 5·9
2 rooms	196,405	392,810	673,619	19·2	10·0	14·9
3 „	219,158	657,474	901,603	21·4	16·8	19·9
4 „	164,776	659,104	787,159	16·1	16·8	17·4
1—4 rooms	718,565	1,847,614	2,627,934	70·2	47·1	58·1
5 rooms	94,204	471,020	484,035	9·2	12·0	10·7
6 „	72,841	437,046	379,873	7·1	11·2	8·4
1—6 rooms	885,610	2,755,680	3,491,842	86·5	70·3	77·2
7 rooms	45,673	319,711	229,330	4·5	8·2	5·1
8 „	31,518	252,144	163,076	3·1	6·4	3·6
9 „	18,713	168,417	100,198	1·8	4·3	2·2
10 rooms and upwards	42,437	424,370†	268,677	4·1	10·8	6·0
Total	1,023,951	3,920,322	4,253,123	100·0	100·0	94·1
Number of persons in non-private tenements			268,562			5·9
			4,521,685			100·0

† Calculated at 10 rooms per tenement.

The number of tenements was therefore over one million, of which 122,672 were contained in block dwellings and better-class flats. The most numerous class of tenement was that consisting of three

rooms, followed in order by two-roomed, four-roomed and one-roomed tenements. The number of one to four-roomed tenements was over 718,000, or 70·2 per cent. of the total.

Of the total of 3,920,322 rooms, 1,847,614 or 47·1 per cent. were contained in one to four-roomed tenements, and these were occupied by 2,627,934 persons.

The population of one to four-roomed tenements amounted to 58·1 per cent. of the total population, but, there is little doubt, that this was considerably less than what could be regarded as the working-class population. The occupants of one to six-roomed tenements, it will be seen, amounted to 77·2 per cent. of the total population, and this, no doubt, was nearer to the true proportion than that represented by one to four-roomed tenements.

Occupation of houses by more than one family.

A notable feature of housing conditions in London is the extent to which houses intended for occupation by one family are occupied by two or more families. Thus in the years 1911-14 the Council scheduled sites for schools comprising over 2,000 houses occupied by about 18,000 persons of the working-class, and the following is a summary of the number of families or separate occupiers in these houses.

Size of houses.	Total number of houses on sites scheduled.	Number of houses built for occupation by one family, now occupied by more than one family.									Total occupied by more than one family.	
		1	2	3	4	5	6	7	8	9		
2 rooms...	22	22	—	—	—	—	—	—	—	—	—	—
3 " ...	126	100	24	2	—	—	—	—	—	—	—	26
4 " ...	590	322	225	33	10	—	—	—	—	—	—	268
5 " ...	302	90	165	37	4	6	—	—	—	—	—	212
6 " ...	609	88	354	122	33	12	—	—	—	—	—	521
7 " ...	207	24	81	68	25	5	2	2	—	—	—	183
8 " ...	198	10	49	79	38	15	4	3	—	—	—	188
9 " ...	74	1	12	20	26	6	3	3	1	2	—	73
10 " ...	16	—	4	4	3	3	1	1	—	—	—	16
11 " ...	4	—	—	3	1	—	—	—	—	—	—	4
12 " ...	4	—	1	2	—	—	—	—	1	—	—	4
13 " ...	1	—	—	1	—	—	—	—	—	—	—	1
15 " ...	1	—	—	—	—	—	—	1	—	—	—	1
Total ...	2,154	657	915	371	140	47	10	10	2	2	—	1,497

Of the 2,154 houses therefore, 1,497, or nearly 70 per cent., were occupied by more than one family. The total number of families in the houses amounted to 4,559 or an average of 2·1 families per house.

This sub-division, it will be seen, applies not only to houses originally built for persons not of the working-class and now occupied in tenements, but also to a great extent to working-class houses built as such. Comparatively few working-class houses contain fewer than four rooms; yet the number of families or separate occupiers occupying tenements of less than that size is very large, the figures from the last census being as follows:—1 room, 138,226; 2 rooms, 196,405; 3 rooms, 219,158; or a total of 553,789.

Some of these are self-contained tenements in block dwellings, maisonettes, and structurally converted houses, but the great majority are merely rooms, not forming self-contained tenements. The following figures, from the census analysis of buildings in 1911, also yield a comparison between the number of buildings and that of families:—

	Buildings used as dwellings.	Separate occupiers.	Excess of occupiers.
Ordinary dwelling houses ...	478,024	805,967	327,943
Flats ...	121,047	122,672	1,625

It will be seen from these figures that flats (which include tenements in block dwellings and maisonettes) are rarely occupied by more than one family; while in the case of ordinary dwelling houses the number of separate occupiers is 805,967 as compared with 478,024 houses. If non-working class houses (which as a rule are occupied by one family) could be excluded from these figures, the disproportion between working-class houses and families would be shown to be still greater.

Further, all self-contained tenements and flats are separately assessed; yet in 1901 the number of assessments in London up to and including £24 rateable value (which would include all such working-class tenements) amounted to 378,767, and in 1911 would probably be less than 450,000; but the number of separate occupiers in 1-6 rooms in 1911 amounted to 885,610, or little short of twice the number of assessments.

Overcrowding.

There are three standards by which overcrowding can be ascertained or judged. The first standard is based on the number of persons in excess of two per room, without an allowance for children:

the second is based on the excess, after making an allowance for children; and the third is the legal standard under the Public Health Act, which, so far as it is defined by by-laws, is based on cubic space.

More than two persons per room.

In the census returns the standard of "more than two per room" is used, special statistics being given under that head. The number of tenements so occupied, the number of rooms contained therein, and the population occupying them in 1911, are shown by the following figures:—

Size of tenement.	Occupied by more than 2 persons per room.		Persons living more than 2 per room.	Percentage of total of each class of tenement.		
	Tenements.	Rooms.		Tenements.	Rooms.	Persons.
1 room	32,351	32,351	116,552	23.40	23.40	43.89
2 rooms	47,048	94,096	277,592	23.96	23.96	41.21
3 rooms	28,341	85,023	223,137	12.93	12.93	24.75
4 rooms	11,148	44,592	108,670	6.76	6.76	13.81
Total 1-4 rooms	118,888	256,062	725,951	16.54	13.86	27.62
5 rooms	2,263	11,315	26,197	2.40	2.40	5.41
6 rooms	436	2,616	5,861	.60	.60	1.54
Total 1-6 rooms	121,587	269,993	758,009	13.73	9.80	21.71
7 rooms	49	343	742	.11	.11	.32
8 rooms	2	16	35	.01	.01	.02
9 rooms and over	—	—	—	—	—	—
Grand total	121,638	270,352	758,786	11.88	6.90	16.78

This shows that the number of tenements occupied by more than two persons per room in 1911 was 121,638, that they contained 270,352 rooms, and were occupied by 758,786 persons.

As might be expected, they consisted mainly of one, two, three and four-roomed tenements, for in a five-roomed tenement a family would number 11 before the standard of two per room was exceeded.

Of the population in one-room tenements, 43.89 per cent. lived more than two per room in 23.40 per cent. of the number of tenements, and of the population of two-roomed tenements 41.21 per cent. lived in 23.96 per cent. of the number of tenements.

The occupation in 1911 of the several classes of tenements by more than two persons per room in families of various sizes is shown in the following table:—

No. in family.	Number of families occupying tenements of									Percentage of total families of same size.	Population.
	1 room.	2 rooms.	3 rooms.	4 rooms.	5 rooms.	6 rooms.	7 rooms.	8 rooms.	Total.		
3	19,006								19,006	10.11	57,018
4	8,841								8,841	5.26	35,364
5	3,261	22,419							25,680	19.39	128,400
6	928	13,292							14,220	14.87	85,320
7	246	6,886	13,623						20,755	31.89	145,285
8	52	3,025	8,213						11,290	26.87	90,320
9	13	1,035	4,050	5,879					10,977	44.17	98,793
10	3	299	1,684	3,166					5,152	37.58	51,520
11		70	547	1,413	1,363				3,393	47.36	37,323
12	1	18	161	485	601				1,266	38.34	15,192
13		4	51	147	216	291			709	43.52	9,217
14			10	47	63	103			223	28.23	3,122
15			2	9	18	37	43		109	14.71	1,635
16				2	2	4	5		13	100.00	208
17						1	1		3	100.00	51
18								1	1	100.00	18
	32,351	47,048	28,341	11,148	2,263	436	49	2	121,638		758,786

It will be seen that of the larger families a large proportion lived more than two per room, the proportion being between 40 and 50 per cent. in families of 9, 11, and 13 persons. It may be roughly inferred that in these cases children formed the majority of the family; the table points to the conclusion that the overcrowding at that time more particularly occurred in families with a large number of children. Unless the elder children were also wage earners, it also indicates that much of the overcrowding was due to the lack of means to provide adequate housing accommodation for such a large number of dependants. The tenements of one to six rooms accommodated at that time 89.6 per cent. of the total child population of London under 10 years of age. The proportion of children from 5 to

14 years of age who were scheduled in the same year for elementary school education was 93·1 per cent. of the total population of that age.

Of the tenements occupied at that time by more than two persons per room, a considerable number were occupied by three, four, five, etc., persons per room. The figures as to this, which indicated the degree of overcrowding, were as follows :—

Living more than 2 per room	...	...	758,786 persons.
" 3 "	...	...	173,637 "
" 4 "	...	...	38,346 "
" 5 "	...	...	8,903 "
" 6 "	...	...	2,349 "
" 7 "	...	...	575 "
" 8 "	...	...	159 "
" 9 "	...	...	42 "
" 10 "	...	...	12 "
" 11 "	...	...	12 "

Of the 758,786 persons then living more than two per room, 173,637 were living more than three per room, 38,346 of these were living more than four per room, and so on with the higher numbers per room, the extreme being twelve persons living more than eleven per room.

The number of persons then living more than 2 per room in the several metropolitan boroughs is given in APPENDIX 2 (p. 933.)

More than two persons per room with allowance for children.

In the foregoing figures, a child is regarded for housing purposes as equal to an adult, though it is obvious that from some points of view the number of children may be regarded as an important factor in gauging the amount of overcrowding. From a medical point of view, the contention that a young child requires less consideration than would one of from five to ten years, or that the latter can be reckoned as only half an adult, is open to serious criticism, as, physiologically speaking, there is no justification for regarding the question merely as determined by the relative weights or even by the respective lung capacities, for it must be borne in mind that adequate space is in the case of children especially necessary for their health and development. From the point of view of decency of accommodation, however, which is one of the principles governing the standard of two per room, overcrowding caused by young children is less objectionable than overcrowding by adults.

The Council's practice for its own dwellings has, however, given weight to this consideration as a matter of practical expediency. For admission to the Council's dwellings the limit of two persons per room is strictly adhered to, but for continued occupation, in ascertaining whether a tenement is overcrowded, while two persons per room are allowed, each child under the age of five years is reckoned as nil, and each child between the ages of five and ten years as half an adult. In spite of this arrangement, however, the average population of the Council's dwellings is only 1·3 per room. The rules of the Peabody Donation Fund for the prevention of overcrowding in the dwellings of the Trust provide a scale applicable to tenements and families of various sizes, the general effect of which would appear not to differ materially from that of the Council's regulations.

The census returns do not show how many of the children were under and how many over five years of age. The proportions in the Council's dwellings (calculated from the census made annually by the Council) have therefore been adopted as the best basis available for making such a division.

The following table shows the number and proportion of persons overcrowded in London according to the census of 1911, if allowance is made for children (on the basis above described) compared with the number and proportion on the basis of more than two persons per room, without making any such allowance :—

Size of tenement.	Population overcrowded. (more than 2 per room)		Proportion overcrowded.	
	On basis of all occupants.	On adjusted basis, allowing for children.	On basis of all occupants.	On adjusted basis, allowing for children.
1 room ...	116,552	72,996	Per cent. 43·89	Per cent. 27·49
2 rooms ...	277,592	130,512	41·21	19·37
3 rooms ...	223,137	86,587	24·75	9·60
4 rooms ...	108,670	30,703	13·81	3·90
1-4 rooms...	725,951	320,798	27·62	12·21
5 rooms ...	26,197	4,751	5·41	·98
6 rooms ...	5,861	918	1·54	·24
7 rooms ...	742	15	·32	·01
8 rooms ...	35	—	·02	—
Total ...	758,786	326,482	16·78	7·22

It will be seen that on the adjusted basis the number of persons overcrowded would have been 326,482, as compared with 758,786 if no adjustment be made for children, and the proportion would have been 7·22 per cent. as compared with 16·78 per cent.

Overcrowding according to the Public Health Act.

The Public Health (London) Act, 1891, provides that "any house or part of a house so overcrowded as to be injurious or dangerous to the health of the inmates whether or not members of the same family" shall be a nuisance liable to be dealt with under the Act (section 2, sub-section (1) (e)). Under this provision proof of the injury or danger referred to must be adduced in each instance. In the by-laws made under section 94 of the Act with respect to houses let in lodgings or occupied by members of more than one family the term overcrowding is defined. This definition is made on the basis of air space, the limit generally prescribed being as follows:—

If a room used for sleeping be also used as a living room ... 400 cubic feet per person.

If used for sleeping purposes only *... .. 300 " "

The limit for a child under 10 years of age is one-half the above-mentioned amounts of air space.

Under these by-laws a room of 12 feet by 12 feet by 8 feet 6 inches, or 1,224 cubic feet (which, according to the Council's regulations, is the minimum size for a living room in the Council's block dwellings) would not be overcrowded with three persons (all adults), or with four persons (two adults and two children), or with five persons (one adult and four children), using it as a living and sleeping room. The following table sets out the maximum number for one, two, three and four-roomed tenements according to the various combinations of adults and children (under 10 years of age) in rooms of the minimum size in the Council's regulations referred to:—

Size of tenement.	Number of occupants allowed under by-laws.		Size of rooms.
	If all rooms are used for sleeping.	If one living room is not used for sleeping.	
1 room ...	3 (adults) 4 (2 adults and 2 children) 5 (1 adult and 4 ")	—	} 144 sq. ft. by 8½ = 1,224 cubic feet.
2 rooms ...	6 (5 adults and 1 child) 7 (4 " 3 children) 8 (3 " 5 ") 9 (2 " 7 ")	3 (2 adults and 1 child) 4 (1 adult and 3 children)		} 144 sq. ft. by 8½ = 1,224 cubic feet. 96 sq. ft. by 8½ = 816 cubic feet.
3 rooms ...	9 (7 adults and 2 children) 10 (6 " 4 ") 11 (5 " 6 ") 12 (4 " 8 ")	6 (4 adults and 2 children) 7 (3 " 4 ") 8 (2 " 6 ")	} 144 sq. ft. by 8½ = 1,224 cubic feet. 96 sq. ft. by 8½ = 816 cubic feet. 96 sq. ft. by 8½ = 816 cubic feet.
4 rooms	12 (9 adults and 3 children) 13 (8 " 5 ") 14 (7 " 7 ")	9 (6 adults and 3 children) 10 (5 " 5 ") 11 (4 " 7 " )		} 144 sq. ft. by 8½ = 1,224 cubic feet. 100 sq. ft. by 8½ = 850 cubic feet. 96 sq. ft. by 8½ = 816 cubic feet. 96 sq. ft. by 8½ = 816 cubic feet.

It will be seen that the maximum depends a good deal on whether all the rooms or only some are used for sleeping purposes. In three and four-roomed tenements it is improbable that all the rooms would be used for sleeping, and the number shown in the table, on the assumption that all the rooms would be so used, would no doubt rarely occur.

It must be borne in mind that the rooms assumed are of moderate size and that the much larger rooms that are sometimes found, particularly in better-class houses adapted for occupation by persons of the working class, would afford accommodation for a larger number without exceeding the limits prescribed by the by-laws.

It seems clear, therefore, that the existence of overcrowding on the basis of more than two persons per room does not mean that there is overcrowding according to the Public Health Act, taking the requirements of the by-laws as the standard.

When an investigation was made in 1898 into the sanitary condition and administration of St. Pancras, the question of overcrowding according to the by-law standard, and according to the standard of two per room, was dealt with. On the standard of more than two per room there were then about 60,000 persons in St. Pancras living under conditions of overcrowding. Having regard to the various considerations bearing on the question, and the light thrown on the matter by an estimate based on the results of an actual inspection of a number of houses in the borough, the conclusion arrived at was that out of 60,000 persons living more than two per room the number living under conditions in which the by-law limits of cubic space were exceeded from insufficiency of accommodation was probably not more than 10,000 persons.

It was in fact found, on the inspection of the houses overcrowded, that in a considerable proportion of instances overcrowding according to the by-law definition was caused by a misuse of space, which could be obviated by improving the sleeping arrangements of the family. The results, for a number of houses inspected, were:—

Misuse of space	...	...	...	...	...	...	67 houses
Insufficiency of space	...	...	...	...	...	...	107 "

Of the cases of insufficiency of space, 100 related to families occupying one room. Since the above investigation, the number and proportion of persons living more than two per room in St. Pancras in one to four-roomed tenements have been reduced as follows :—

Census year.	Number of persons living more than 2 per room in 1-4 roomed tenements.	Proportion of total occupants of 1-4 roomed tenements.
1891	64,730	per cent. 41.6
1901	56,423	36.2
1911	50,264	33.4

There is, nevertheless, evidence that there is still a considerable amount of overcrowding in London even on the by-law basis. The following table shows the conditions found on a small insanitary area just before the outbreak of war in 1914.

Area.	Population.	Cubic feet per person.	Square feet per person.
The whole area	3,009	414	53
The worst streets were			
A	17	240	27
B	196	259	42
C	166	309	42
D	211	318	42
E	182	301	41
F	332	311	40

In connection with inspections made under the Children Act, we are advised, evidence at the present time is frequently obtained that families are living under conditions of overcrowding, and that great difficulty is experienced by the people concerned in obtaining other accommodation. As a result of 200 recent visits, 917 persons (including 278 nurse infants) were found to occupy 660 rooms. Of these, 158 in 47 rooms had less than 300 cubic feet per person, so that 17 per cent. of the occupants were sleeping under overcrowded conditions. Of the 59 rooms occupied for both living and sleeping purposes, 9 were single room tenancies and it may be assumed that in many of the 50 remaining rooms the use of the living room for sleeping purposes was permitted in order to abate overcrowding. It must be remembered that most of the instances above cited belong to a class somewhat above that occupying insanitary areas.

In addition, experience has been gained in connection with Industrial School cases. During the last four years 647 tenements have been reported by the attendance officers as being occupied by more than four persons per room. When visited by the public health inspectors it was found that in a number of instances families had removed and that in others some of the children had been sent to Industrial Schools, but, notwithstanding this, some 20 per cent. out of the total visited were still found to be overcrowded.

The proportions of 17 and 20 per cent. of overcrowding found in these selected cases cannot of course be taken as applying to working-class tenements generally.

It is to be remembered in considering the by-law standard of overcrowding that this is mainly based on cubic space and does not give weight to the modern notions of decency and to the desirability of the separation of the sexes. As is shown in a previous table in this report (p. 905), as many as five persons may live, cook, and sleep in one room without violating the by-law.

Estimate of excess population in tenements overcrowded.

On the various bases of overcrowding considered and on the figures of the census of 1911, it may be estimated that the numbers of persons living in conditions of overcrowding were in 1911 as follows :—

(i.) On standard of more than two per room	758,786
(ii.) On same basis as No. i. but with allowance for children on the scale adopted by the Council	326,482
(iii.) On basis of by-laws under Public Health Act... ..	Indefinite, but probably only a relatively small figure.

The first basis is that used in the census of more than two per room. The total number of persons living in overcrowded conditions, according to this standard, was, in 1911 758,786 These persons occupied 270,352 rooms, and assuming these overcrowded rooms to be occupied to the extent of $1\frac{1}{2}$ persons per room on an average their population would be 405,528

leaving a population in excess of what could be accommodated on this basis of 353,258

The assumed average of $1\frac{1}{2}$ persons per room is considerably more than the average of all tenements occupied to an extent not exceeding 2 per room, the average for these and for tenements occupied by more than 2 per room being in 1911 as follows :—

Tenements	Average number of persons per room in tenements occupied by		
	2 persons per room or less.	More than 2 persons per room.	Total.
1 room	1.41	3.60	1.92
2 rooms	1.33	2.95	1.72
3 rooms	1.19	2.62	1.37
4 rooms	1.09	2.44	1.19
1-4 rooms	1.20	2.84	1.42
5 rooms	1.00	2.54	1.03
6 rooms ... ..	.86	2.24	.87
1-6 rooms	1.10	2.81	1.27

The next standard is the practical one adopted by the Council in the management of its own dwellings, and on this basis the population (corresponding to the 758,786 used above) then living in conditions of overcrowding may be estimated at 326,482. A similar calculation would show the number of persons in excess of the accommodation as 169,783

The standard of overcrowding in this case allows for children and if a similar allowance be made in calculating the population before overcrowding conditions are assumed to obtain, the average multiplier per room should be increased to 2, leaving an excess population of about 118,000

The lowest standard of all is the by-law standard, for which it is impossible to give figures; but the standard here is perhaps as much too low as the 2 per room standard is too high. We propose therefore to ignore it for present purposes.

There was, therefore, in 1911 a possible range from 118,000 to about 350,000 as the excess population in overcrowded tenements.

Tendency of change in conditions indicated by census returns.

A comparison of the census returns of 1911 with those of 1901 and 1891, that is, over a period of 20 years, indicates considerable changes.

The figures of London population already given show an increase of 308,313 in the period 1891-1901 and a decrease of 14,582 in the period 1901-1911. This change was not entirely due to the fact (i) that a smaller number of new houses was being provided in London, or (ii) that the existing houses were more fully occupied, but was caused by the movement of the population outwards, induced by the development of the extra-London districts, which was, no doubt, greatly assisted by the extension of locomotion facilities during the period. The development of the extra-London districts continued unabated, the increase in population being as follows :—

1891—1901...	639,283
1901—1911...	684,538

It is true, however, that the rate of growth of the population of "Greater London" taken as a whole diminished very greatly in 1901-11 as compared with the period 1891-1911. This diminution in the rate of growth of population resulted in a diminished demand for houses and was, no doubt, to a considerable extent, responsible for the relief in the pressure on housing accommodation that took place during the period.

With regard to tenements, comparative figures for past census years can only be given for one to four-roomed tenements, and are as follows :—

Size of Tenement.	Number.			Increase or decrease.	
	1891.	1901.	1911.	1891-1901.	1901-1911.
<i>Number of tenements—</i>					
1 room	172,807	149,524	138,226	(-) 23,283	(-) 11,298
2 rooms	190,245	201,431	196,405	(+) 11,186	(-) 5,026
3 rooms	153,653	181,542	219,158	(+) 27,889	(+) 37,616
4 rooms	115,443	139,533	164,776	(+) 24,090	(+) 25,243
Total	632,148	672,030	718,565	(+) 39,882	(+) 46,535
<i>Number of rooms—</i>					
1 room	172,807	149,524	138,226	(-) 23,283	(-) 11,298
2 rooms	380,490	402,862	392,810	(+) 22,372	(-) 10,052
3 rooms	460,959	544,626	657,474	(+) 83,667	(+) 112,848
4 rooms	461,772	558,132	659,104	(+) 96,360	(+) 100,972
Total	1,476,028	1,655,144	1,847,614	(+) 179,116	(+) 192,470

From this it will be seen that there was a greater increase in one to four-roomed tenements, taken as a whole, in the period 1901-1911 than in the period 1891-1901. This increase, however, was in the three and four-roomed tenements between 1901 and 1911, there being a very considerable decrease in the number of one and two-roomed tenements.

The change in the population of those tenements and in the number and proportion of persons living more than two per room is shown in the following table:—

Size of Tenement.	1891.	1901.	1911.	Increase or decrease.		
				1891-1901	1901-1911	
1 room	Population	387,156	304,874	265,553	- 82,282	- 39,321
	Population living more than 2 per room ...	215,232	147,771	116,552	- 67,461	- 31,219
	Proportion per cent.	55.6	48.5	43.9	- 7.1	- 4.6
2 rooms	Population	690,844	701,203	673,619	+ 10,359	- 27,584
	Population living more than 2 per room ...	331,122	296,659	277,592	- 34,463	- 19,067
	Proportion per cent.	47.9	42.3	41.2	- 5.6	- 1.1
3 rooms	Population	666,126	752,221	901,603	+ 86,095	+ 149,382
	Population living more than 2 per room ...	193,129	187,019	223,137	- 5,510	+ 35,518
	Proportion per cent.	29.0	24.9	24.7	- 4.1	- 0.2
4 rooms	Population	594,716	691,491	787,159	+ 96,775	+ 95,668
	Population living more than 2 per room ...	92,185	94,047	108,670	+ 1,862	+ 14,623
	Proportion per cent.	15.5	13.6	13.8	- 1.9	+ 0.2
TOTAL 1-4 rooms	Population	2,338,842	2,449,789	2,627,934	+ 110,947	+ 178,145
	Population living more than 2 per room ...	831,668	726,096	725,951	- 105,572	- 145
	Proportion per cent.	35.6	29.6	27.6	- 6.0	- 2.0

This shows that the occupants of one to four-roomed tenements in the County of London increased during the period 1901-11 by 178,145 (from 2,449,789 to 2,627,934), the proportion which they bore to the total population rising from 54.0 per cent. in 1901 to 58.1 per cent. in 1911. In 1891 the proportion was 55.3 per cent. An increase between 1901 and 1911 took place in every Metropolitan borough except Chelsea, Holborn, St. Marylebone and Woolwich. This increase in the proportion of one to four-roomed occupants also extends to extra-London where the proportion has risen from 30.0 to 37.9 per cent. so that it is not accounted for by an exchange between London and extra-London.

The Registrar-General, in his report, is inclined to attribute part of this increase to the greater accuracy of the 1911 census returns. It is unfortunately impossible to say how far it is attributable to this cause and how far to an increase in the proportion of the working-class population or of that part of the working-class population which has, or chooses, to occupy tenements of one to four rooms.

It should be noted that there was a considerable *decrease* in the number of occupants of one and two-roomed tenements but a much larger *increase* in the number of occupants of three and four-roomed tenements. This is no doubt to some extent due to the demolition of insanitary houses, in which one and two-roomed tenements are most frequently found, and to the cessation of use for habitable purposes of basement rooms. There has consequently been a considerable improvement in the scale of accommodation of the occupants of one to four-roomed tenements. The considerable reduction in the number of occupants of one-room tenements is particularly important.

While there was no material reduction in the number of persons living more than two per room during the period 1901-11, there was a material reduction in the more aggravated forms of overcrowding as shown by the following figures:

Density of occupation in tenements of 1-4 rooms.	Number of persons, 1911.	Decrease in the period—	
		1891-1901.	1901-1911.
Living more than 2 per room	725,951	105,572	145
" " 3 " "	173,637	80,393	12,736
" " 4 " "	38,346	38,539	8,034
" " 5 " "	8,903	15,563	4,130
" " 6 " "	2,349	5,052	1,719
" " 7 " "	575	1,580	805
" " 8 " "	159	556	397
" " 9 " "	42	259	163
" " 10 " "	12	89	93
" " 11 " "	12	12	60

While in the period 1901-11 there was a reduction of only 145 in the number living more than two per room as compared with 105,572 in the period 1891-1901, there was a reduction of 12,736 in the number living more than three per room, and of 8,034 in the number living more than four per room, with reductions as shown in the higher densities.

The changes of which a comparison of the figures for 1911 with those of 1901 gives indication may be broadly summarised as follows :—

(1) A great movement of the population outwards, which left the population of London stationary during the period 1901-11, while the population of extra-London showed a larger increase than in any previous decennium.

(2) An increase in the number of occupants of small tenements (one to four rooms) both in London and extra-London, a part of the increase indicated by the figures being no doubt due to greater accuracy in the returns for 1911.

(3) A shifting upwards in the scale of accommodation of the occupants of one to four-roomed tenements, as indicated by the decrease in the number occupying one and two-roomed tenements and the increase in the number occupying three and four-roomed tenements.

(4) No material change in the number of persons living more than two per room in London though the proportion fell from 29·6 per cent. to 27·6 per cent. Here also there is a decrease in the number living more than two per room in one and two-roomed tenements and an increase in three and four-roomed tenements.

(5) A continued but diminishing decrease in the more aggravated forms of overcrowding in London, as indicated by the diminution in the number living more than three, four, five, etc., persons per room.

(6) A tendency in overcrowding to shift outwards, as indicated by the increase in the number living more than two per room in some of the outlying districts in London and in the extra-London districts.

Comparing the changes in the period 1901-11 with those during the previous 10 years, 1891-1901, the figures show :—

(1) A greater increase in the number of occupants of one to four-roomed tenements both in London and extra-London.

(2) A slackening in the decrease of overcrowding in the county of London.

Changes since 1911.

The foregoing particulars relate to the position in 1911, when the census was taken. Since then over 7 years have elapsed, and it is therefore necessary to consider what changes have taken place during that period which might modify any theories based upon a consideration of the census returns.

Reference has been already made under the head "Effect of the war on population" to the change in the population of the county that has taken place since 1911.

Dwellings built and demolished.

Between the census of 1911 and the outbreak of war, the number of working-class dwellings provided was small and was exceeded by the number demolished. Since 1914, very little has been provided—except by the Government in the neighbourhood of Woolwich Arsenal. The number of working-class dwellings demolished has also fallen since 1914.

The figures for the whole of London up to 1916 are as follows :—

Year	Number of working-class rooms.		
	Built.	Demolished.	Net addition or deduction.
1911... ..	5,204	4,969	+ 235
1912... ..	4,167	6,790	— 2,623
1913... ..	6,181	6,174	+ 7
1914... ..	5,299	6,669	— 1,370
1915... ..	2,599	2,890	— 291
By the Government ...	4,010	—	+ 4,010
1916... ..	1,938	1,503	+ 435
By the Government ...	1,557	—	+ 1,557
Ditto (Hutments) ...	6,904	—	+ 6,904
Total—London...	37,859	28,995	+ 8,864

The distribution among the metropolitan boroughs differs widely, and is shown in APPENDIX 3. There has, therefore, been between 1911 and 1916 a net increase of 8,864 rooms, or excluding hutments, which are obviously only a temporary expedient, 1,960 rooms. Were it not for the fact that the Government erected buildings in Woolwich, there would have been a decrease of about 3,600 rooms in accommodation of a permanent character.

Conversion of non-working-class houses.

Some addition to the housing accommodation for persons of the working-class is obtained by the letting or sub-letting of larger houses in tenements.

This process of conversion is as a rule a very gradual one and no statistics are available as to its amount in any year. A careful comparison of the census returns for 1901 and 1911 shows that, after allowing for new building, there was an increase in one to four-roomed tenements in London in the period amounting to about 145,600 rooms, or an average of 14,560 rooms per year. This increase must have been due to the occupation, in tenements of one to four rooms, of houses or tenements of five rooms and upwards. Some of the latter (of five and six rooms) would have been always of the working-class; their occupation by two families, instead of one, tends to the greater utilisation of the accommodation, though it cannot be regarded as increasing its amount. The greater part of the increase in one to four-roomed tenements referred to appears, however, to be due to the conversion of non-working-class houses.

Since 1890 exemption from, or an abatement of, inhabited house duty is allowed to owners who can obtain from the Medical Officer of Health a certificate "that the house is so constructed as to afford suitable accommodation for each of the families or persons inhabiting it, and that due provision is made for sanitary requirements." The abatement is graded according to the rental of the dwelling in accordance with the terms of section 11 (1) of the Revenue Act, 1903. Many owners have availed themselves of the enactment and considerable improvement as regards provision of water supply within the tenement, food storage, and separate water-closet accommodation has taken place, and also an improvement in the condition of drains and backyards. On the other hand in many instances the owners have not been prepared to incur the expense which would be entailed in order to gain the exemption.

The main difficulty in many thousands of houses in London at the present time is that, although the rooms of these tenement houses may be sufficiently large and the space adequate, the arrangements in the majority of them are not suitable for the accommodation of several families. In order in part to meet this the Council obtained in its General Powers Act, 1907, a section dealing with the provision of water on the upper floors of tenement houses, and the General Powers Acts of 1908 and 1909 provided for "suitable cooking accommodation" and for "sufficient and suitable storage for food," but in these last two instances the powers only apply to houses adapted since the passing of the Acts. The necessity for increased water-closet accommodation in tenement houses has been in some measure met by the requirements of the London County Council by-law made under section 39 of the Public Health (London) Act, 1891, which provides that in houses occupied by members of more than one family there shall be not less than one water-closet for every twelve inmates.

The structural alteration of better-class houses so as to provide separate sculleries, water supply, and sanitary conveniences for each family is a question that will in some districts require attention in the future, as there are many old houses in various parts of London that might be dealt with in that way when they cease to be occupied by the present class of tenant.

The Lambeth Metropolitan Borough Council has approved a report by the Borough Medical Officer of Health advocating substantially this method of dealing with the housing problem in the borough instead of by way of clearance schemes or action under the various statutes to secure the closing and demolition of undesirable houses. The following is an extract from the report in question:—

"What will be necessary for this purpose will be the re-constructing and re-planning of old houses which already exist, so as to render them suitable for occupation by different families, such families to be separately catered for in the way of provision being made for separate living and sleeping accommodation, sculleries, sinks, water supplies, sanitary conveniences, etc., *i.e.*, the provision of separately contained flats or tenements. There are many such existing old houses within the borough that might, with advantage, be dealt with in that way."

The St. Marylebone Metropolitan Borough Council in a return furnished to the Local Government Board states that there are a certain number of such houses capable of being so converted and providing additional accommodation for persons of the working class in the borough.

Consideration by the Council of possibility of conversion of dwellings.

In 1909 extensive inquiries were made in various districts of London, and a number of houses that were originally built for occupation by one family, and afterwards let in separate lettings were selected in Islington, Lambeth, Paddington and Wandsworth. These were inspected with the view of ascertaining the practicability, in regard to their planning and general construction, and also from a financial standpoint, of converting these middle-class houses into self-contained tenements or flats for the accommodation of families of the working classes, to be let at lower rents than those which it was possible to charge for the Council's existing working-class dwellings. Typical houses were surveyed, and plans were prepared showing how these houses might be so altered as to provide suitable self-contained accommodation for each family and, at the same time, comply with the London Building Acts requirements. *Inter alia*, the heights of habitable rooms, which in some cases were only seven feet high, were to be increased to eight feet six inches, or eight feet when partly in the roof, and the Public Health Act conditions as to underground rooms were to be complied with in extending the areas and adjusting the lighting arrangements, and showing the requisite alterations to the stairs, in order to

provide sufficient means of escape in case of fire, in accordance with the London Building Act (Amendment) Act, 1905. The estimated cost of these alterations, at that comparatively economical period for building work, averaged £54 per room.

It was ultimately found that the cost of the alterations would be so great that the scheme was financially impracticable, assuming that the purchase prices and cost of alterations would be redeemed in 40 years.

A less expensive scheme to provide only a common wash-house, on the ground floor, and a separate water-closet for each family, showed that it would not be possible for the Council to purchase the premises and effect these less drastic alterations without incurring financial loss.

It may also be pointed out that between the date of these investigations and 1914 the cost of building increased by about 20 per cent.

It was found that the rents then obtaining for that class of property, having regard to the character of the accommodation afforded, were high, ranging from 2s. 6d. to 4s. for one room and from 5s. 6d. to 8s. for two rooms.

It was reported at that time that until retrospective power was given to local authorities to compel owners of houses, let out in rooms, to adapt them for occupation by different families, *i.e.*, in respect of sanitary arrangements, water supply, and provision for cooking and storage of food, the local authorities would not be able to bring adequate pressure to bear on owners to improve sufficiently the condition of such houses in these respects.

The inquiries made at that period indicated that the carrying out of such a suggestion was hopeless from a financial point of view and demonstrated that it was impracticable to purchase, alter, adapt, and provide proper sanitary arrangements, and to let the houses at lower rents than were being obtained in the Council's dwellings; indeed, it appeared clear that the rents then ruling in the Council's dwellings were less than would have to be charged for converted houses in order to make such a scheme self-supporting.

Vacant accommodation.

At the time of the census of 1911, unoccupied houses in London were relatively numerous, but since that time the number has declined considerably.

The average loss in rates through "empties" in the years 1911-17 has been, approximately, as follows:—

Year.	Per cent.
1910-11 	5.43
1911-12 	4.58
1912-13 	4.03
1913-14 	3.41
1914-15 	3.20
1915-16 	3.41
1916-17 	3.10

These figures relate to all classes of property with the exception of those on which the rates are compounded, *i.e.*, paid in full whether the houses are occupied or not.

These percentages do not represent the proportion of houses of the working classes that were unoccupied each year. They are used to show that the proportion of "empties" in property of all descriptions in London was in 1917 only little more than 50 per cent. of what it was in 1911.

The inquiries with regard to vacant working-class accommodation which the Council has had made from time to time relate to working-class houses only, and show the actual number of tenements "to let" at the time in the districts examined. The following is a summary of the results of recent inquiries made:—

Year.	Number of inquiries.	Number of boroughs in which inquiries were made.	Total number of rooms in areas covered. (approximate).	Rooms "To Let."	
				Number.	Proportion.
1911 	21	17	279,000	12,228	Per cent. 4.4
1912 	19	16	452,000	16,872	3.7
1913 	26	19	1,113,000	22,086	2.0
1914 	19	15	572,000	6,788	1.2

These results show that there is a decided tendency towards a reduction in the number of empty premises, and in the case of working-class accommodation at an increasing rate as compared with all properties.

In the Council's dwellings the percentage of "empties" has fallen to very small proportions, the figures for each quarter since the beginning of 1911 being as follows:—

Quarter ended.	Percentage of "empties" to gross rental.	Quarter ended.	Percentage of "empties" to gross rental.
March, 1911	7.11	March, 1915	.95
June, 1911	6.82	June, 1915	.79
September, 1911	6.88	September, 1915	.57
December, 1911	5.69	December, 1915	.73
March, 1912	5.96	March, 1916	.48
June, 1912	5.01	June, 1916	.39
September, 1912	3.98	September, 1916	.39
December, 1912	3.00	December, 1916	.39
March, 1913	2.57	March, 1917	.33
June, 1913	2.29	June, 1917	.51
September, 1913	2.08	September, 1917	.44
December, 1913	1.75	December, 1917	.26
March, 1914	1.25	March, 1918	.23
June, 1914	1.25	June, 1918	.28
September, 1914	1.32	September, 1918	.20
December, 1914	1.35		

From the consistent improvement in these figures it would seem that, for some time before the war, the available housing accommodation on the Council's estates was being quickly absorbed, and that since the outbreak of war the only losses that have been sustained have been through changes of tenancies. For some time there has been a waiting list of applicants for rooms, and the present small loss by "empties" is due to the fact that it is often possible to re-let without loss of rent.

Particulars of returns made by the metropolitan borough councils to the Local Government Board as to vacant accommodation are given in APPENDIX 1 (p. 928). In 9 cases the reply is "nil," and in the other cases the numbers mentioned are very small.

These figures, taken together, appear to indicate that in London, at the present time, there is little or no margin of housing accommodation.

It is necessary that there should be a sufficient margin of empty houses to allow of the changes which every large community finds essential for its full and proper development, and some addition to the housing accommodation may therefore be necessary on this account, even if all other conditions remain unchanged. (See APPENDIX 3, p. 937).

Insanitary and congested areas.

Building densities.

One of the directions in which it is anticipated that the standard of housing will particularly be raised, is in regard to the number of houses per acre. The President of the Local Government Board (Mr. Hayes Fisher) in reply to a deputation, on 12th December, 1917, is reported to have said:—

"Their aim should be to have 12 houses to the acre in towns and eight houses to the acre in the country. They should be houses that the working-man should find a pleasure to live in, so that he should be tempted to put more of his money into the rent."

In a circular letter which the Local Government Board addressed to local authorities on 18th March, 1918, on the subject of the grant of State aid towards the carrying out of housing schemes, the point is dealt with as follows:—

"It should be borne in mind that, in connection with schemes intended to secure Government assistance, the aim should be to provide that in ordinary circumstances not more than twelve houses (or in agricultural areas, eight houses) should be placed on an acre of land, wherever this is possible without materially increasing the cost of the scheme."

On the Government estate at Woolwich the average is about 12½ houses to the acre, and a somewhat similar standard is adopted in garden cities.

There is no exact information available as to the density of existing working-class houses throughout London, but, broadly speaking, it may be said to range from 40 to 80 houses per acre in insanitary areas to about 20 houses per acre in generously-planned estates. The following are the figures for a few important estates developed within, approximately, the last 30 years:—

Estate.	Approximate acreage.	No. of houses per acre.
Eltham, Government Estate	96	12.4
Earlsfield (Magdalen College)	7	16.5
Hither Green (Corbett)	40	16.7
Wimbledon Park	80	20.0
Upper Tooting (Lynwood)	8	22.5
Herne Hill (Peabody Donation Fund)	6½	23.3
London County Council (4 estates)	110.12	27.36 (average)
Battersea (Artizans, Labourers, and General Dwellings Co., Ltd.)	45	31.4

The comparison is affected by the fact that the houses differ in size, and this particularly applies to the comparison between the Council's housing estates and others. The Council provides a larger proportion of smaller cottages than is generally the case, and this has the effect of increasing the number of cottages per acre without really adding to the building density.

Congestion of houses, combined with overcrowding, produces great density of population in many districts in London. The only available figures as to density of population to the acre are compiled upon a basis which leaves out of account the large variety of factors which must be considered in making any useful comparison. While for this reason we do not quote those figures in detail, we may rightly point out that the congestion of houses is very great in certain metropolitan boroughs as a whole; for instance in Southwark, Shoreditch, Bethnal Green, Stepney and Finsbury where certain factors operating in reduction of density of population are largely absent. At the same time in boroughs in which the same factors are present in a high degree, specific parts are nevertheless chargeable with a considerable density of population.

Unsuitable accommodation.

Apart from the question of any drastic improvement in the standard of housing accommodation, there is the necessity of dealing with the dwellings which, if other accommodation were available, would be considered on existing standards as no longer fit for human habitation.

This unsuitable accommodation consists mainly of two sections:—

(i.) Property badly arranged so far as its relationship to other property is concerned, such as is dealt with by schemes under Part I. of the Housing Act of 1890;

(ii.) Premises which apart from environment are in their present state unsuitable for continued occupation by reason of one or more of the following defects:—age, defective construction, decay, dampness, or dilapidated and verminous condition.

Insanitary areas.

The Council and its predecessor (the Metropolitan Board of Works) have been dealing with the clearance of insanitary areas problem for over 40 years, and up to the completion of the last scheme, the total clearances were as follows, the figures of clearances by local authorities being also added:—

Authority.	Insanitary areas cleared.			Total net cost.
	Area.	Rooms.	Persons.	
Metropolitan Board of Works	acres. 41.73	9,830	22,872	£ 1,320,619
London County Council—				
Part I. of Housing Act of 1890	50.73	10,498	20,714	968,010
Part II. of Housing Act of 1890	4.76	761	1,851	36,339
Total for L.C.C.	55.49	11,259	22,565	1,004,349
Total of completed schemes	97.22	21,089	45,437	2,324,968
Local authorities (now Metropolitan Borough Councils)— Part II. of Act	6.93	Information not available.	3,088	70,661
Total	104.15	—	48,525	2,395,629

The Council has now in hand the clearance of one insanitary area—Tabard Street, etc., Southwark—and is committed to the clearance of another area—Brady Street, Bethnal Green. The numbers of rooms and persons on these areas were as follows:—

	No. of houses.	No. of persons.
Tabard Street area (with Crosby Row and Grotto Place)—		
Total	862	4,552
Already closed and displaced	353	1,731
To be closed	509	2,821
Brady Street area—Total	166	1,121

These numbers, however, represent only a small portion of the accommodation in London in premises badly placed, which, on a reasonable standard, would be regarded as unsuitable for continued occupation. In 1911 the Medical Officer of Health for the county of London stated that there were throughout London about 1,900 groups of three or more houses which were either insanitary or so congested, badly arranged, or badly situated, that they required to be dealt with. The number of dwellings in these groups was 25,734, occupied, it was estimated, by about 195,000 persons. By far the greater number of these groups of houses was in East London and in the older and more central parts of the boroughs south of the river.

Apart from certain technical difficulties under the Housing Acts, the main difficulty in dealing with undesirable houses or congested areas has in the past been that of re-housing. Of the 25,734 houses above referred to, 1,564 have since been demolished, and the estimate of 195,000, as given above, can therefore be reduced to about 184,000, but only 217 of these 1,564 houses have

been replaced by domestic buildings for persons of the working class. There is evidence of a strong disinclination on the part of working people to reside further from their work than they need. Local authorities are consequently reluctant to displace residents in their districts unless it be possible to re-house them in the neighbourhood. In the more central districts it is impossible to provide upon the cleared sites new accommodation on economic lines for the persons displaced; and even when, by valuing sites as restricted to the special purpose of re-housing accommodation, they can be used for re-housing purposes it is only practically possible in most cases to provide for a portion of the number who previously occupied the old houses. There may however, be some insanitary areas in the outlying districts where the houses are only two storeys high and have a fair amount of space at the rear, on the cleared sites of which it would be possible to provide new accommodation for a number equal to that of the persons displaced. In the Waiworth district houses of this class have been demolished and three-storey block dwellings erected; the space between and around the blocks is well paved so that there is no exposed polluted soil, and this class of dwelling has obvious advantages over that built upon the old damp sites with unpaved spaces at the rear in which animal and vegetable matters accumulate and pollute the soil.

Unhealthy houses.

The second section of unsuitable accommodation comprises certain large areas in portions of London, principally in the older parts where the continued occupation of the houses is, on health grounds, undesirable, for one or more of the following reasons, namely, age, defective construction, decay, dampness, or dilapidated and verminous condition. There are no detailed particulars in the Council's possession as to the extent of this class of accommodation, but it can hardly be doubted that it is considerable.

Summary.

In regard to population, it has been shown that the position of the county is substantially stationary. Assuming the county to be considered as a whole, additional accommodation is consequently not necessary under this head, except to meet the transfer of residents from the central to the outlying districts.

In regard to overcrowding, we are not prepared to say definitely what the actual figure should be at the termination of the war, but it is obvious from the figures given on pages 903 to 906 that it will be sufficiently large to justify the Council in accelerating its existing programme of building under Part III. of the Housing Act.

In regard to unsuitable accommodation, it is estimated that on areas of an insanitary character about 184,000 persons are affected. As regards unhealthy houses no precise particulars can be given, but there is no doubt that while many such houses would be only fit for demolition, many others although at present unsuitable for occupation could be renovated and made habitable, at any rate for a limited period, by putting into operation the powers contained in the Housing, Town Planning, etc., Act, 1909, by which the local authority may compel the landlord to make the houses in all respects reasonably fit for human habitation.

The general result of a consideration of the foregoing facts and figures is that housing conditions are, and at the termination of the war are likely to be, unsatisfactory to a considerable extent and that ameliorative measures will be necessary on a larger scale and at a more rapid rate than has hitherto been possible. The Council is not, however, the sanitary authority for the administration of the law as to overcrowding and the sanitary condition of the houses, and concerted action with the metropolitan borough councils is necessary for the strict enforcement of the law.

EXTRA-LONDON.

Growth of Population.

The table given on page 899 shows the growth of population in Extra-London in each decennial period since 1801, and the figures in APPENDIX 2 give the figures of population for the various urban districts in 1911 and of the changes in the two decennial periods since 1891.

It will be seen from the table on page 899 that the rapid growth of Extra-London did not begin until the period 1861-71, during which the addition to the population was 210,019. Since then the addition has steadily risen, and while in the period 1901-11 there was a decrease in London, in Extra-London the increase was greater than in any previous period, amounting to 684,538 in the ten years. The rate of increase in that period fell off considerably, namely, from about 50 per cent. in each of the three periods between 1861 to 1891 and 45.5 per cent. in 1891-1901, to 33.5 per cent. in 1901-11.

It will be seen also that while the rate of growth of the population of Extra-London was comparatively steady during the ten decennial periods between 1801 and 1901, ranging from 22.7 to 16.8 per cent., it fell in the period 1901-11 to not much more than one-half, or 10.2 per cent. An increase of 10 per cent. during the current decennial period would mean an average annual increase of about 72,500 in the population of Extra-London. But, in view of the uncertainty as to the future due to the war and its conceivable effects of various kinds, it is not possible to predict whether this increase of 10 per cent. will be maintained, or increased, or diminished, or to suggest, with regard to the future of the population of Extra-London, any figures which would serve as a sound basis, so far as this cause is concerned, for calculating the amount of additional accommodation required. In this connection we note that while before the war the normal annual increase of the population of Extra-London was about 85,000 persons, in 1917 it fell to about 35,000 persons.

Classes of Tenements (Extra-London).

The following table shows the population occupying the various classes of tenements in the Extra-London urban districts and the proportion in each class as compared with the proportion in London:—

Size of tenement or house.	Extra-London.		Proportion in the county of London.
	Population of urban districts. †	Proportion.	
1 room	32,332	1.3	5.9
2 rooms	93,072	3.7	14.9
3 "	343,416	13.5	19.9
4 "	454,760	17.9	17.4
Total 1—4 rooms... ..	923,580	36.4	58.1
5 rooms	601,683	23.7	10.7
6 "	404,784	16.0	8.4
Total 1—6 rooms... ..	1,930,047	76.1	77.2
7 rooms	217,148	8.6	5.1
8 "	105,988	4.2	3.6
9 "	68,943	2.7	2.2
10 "	130,374	5.1	6.0
Non-private tenements	84,866	3.3	5.9
	2,537,366	100.0	100.0

† Excluding the parts of Watford Urban District and Esher and the Dittons Urban District in Extra-London (for which figures are not available).

The proportion of the population in 1—6 roomed tenements is much the same in Extra-London as in London—76.1 and 77.2 per cent. respectively. It will be seen from Appendix 2 that it ranges from 94.3 per cent. in Barking to 45 per cent. in Epsom.

In 1—4 roomed tenements the proportion of the population in Extra-London is only 36.4 as compared with 58.1 per cent. in London.

Any comparison with past years can only be made for 1—4 roomed tenements. It will be seen from Appendix 2 that while the increase in the total population of the urban districts of Extra-London (for which comparative figures are available) was approximately the same in the periods 1891—1901 and 1901—11 (namely, 546,323 and 542,688 respectively), the increase in the occupants of 1—4 roomed tenements was twice as much in the latter period as in the former—335,979, as compared with 167,095. The proportion which the occupants of such tenements bears to the total population rose from 29.7 per cent. in 1891 to 30 per cent. in 1901, and to 37.9 in 1911 (the figure 36.4 per cent. given previously relates to a different area). The districts with high increases are as follows:—

District.	Population of 1—4 roomed tenements.			
	Increase 1901—11. †	Percentage of total population.		
		1901.	1911.	Increase in percentage 1901—11
Barking Town	12,574	22.3	55.5	33.2
Tottenham	32,027	34.3	48.9	14.6
Leyton	22,441	24.8	37.6	12.8
West Ham	47,307	48.7	61.4	12.7
Hanwell	4,210	20.6	33.3	12.7
Twickenham	5,225	18.6	31.1	12.5

These districts are mainly in the east and north-east, with cheap means of communication with the centre, which tend to the development of the smaller class of tenement.

The following table shows how the increase is distributed among the various classes of tenements:—

Size of tenement.	Population of certain Extra-London urban districts.			Increase.	
	1891.	1901.	1911.	1891—1901.	1901—1911.
1 room	18,430	21,540	29,345	+ 3,110	+ 7,805
2 rooms	47,869	69,680	83,563	+ 21,811	+ 13,883
3 "	97,337	161,030	319,490	+ 63,693	+ 158,460
4 "	165,513	243,994	399,825	+ 78,481	+ 155,831
	329,149	496,244	832,223	+ 167,095	+ 335,979

It will be seen that the additional increase in 1901-11 as compared with 1891-1901 was mainly in 3- and 4-roomed tenements.

The same reservation needs to be made in considering the Extra-London figures as was made in considering the London figures, namely, that the figures for 1911 are probably more complete and more accurate than those for the previous censuses.

Overcrowding (Extra-London) in 1911.

The number and proportion of the population in the Extra-London urban districts in 1911 living more than two per room, compared with the number in London, are given in the following table:—

	Total population.	Population living more than 2 persons per room.	Proportion living more than 2 persons per room.
			Per cent.
Extra-London Urban Districts	2,549,908	177,099	6.95
London	4,521,685	758,786	16.78

These figures show that the proportion in Extra-London then living more than 2 per room was considerably less than one-half the proportion in London.

Of the total of 177,099 persons living more than two per room, 142,509 occupied 1-4 roomed tenements in urban districts (for which comparative figures are available), and the change in the number and proportion of those who were then living more than two per room in the last two decennial periods is indicated by the following figures:—

	1891.	1901.	1911.	Increase or decrease.	
				1891-1901.	1901-1911.
1-4 roomed tenements (Extra-London)	329,149	496,244	832,223	+167,095	+335,970
Population living more than 2 per room	63,630	80,193	142,509	+16,563	+62,316
Proportion per cent.	19.3	16.2	17.1	-3.1	+0.9
London—Proportion per cent. living more than 2 per room	35.6	29.6	27.6	-6.0	-2.0

The proportion living more than two per room in 1-4 roomed tenements in Extra-London after falling from 19.3 per cent. in 1891 to 16.2 per cent. in 1901, rose to 17.1 per cent. in 1911, but the numbers increased in each period by substantial amounts, while in London the number in each period declined. This indicated a change for the worse in this respect in Extra-London at the same time as an improvement was taking place in London.

The figures for the various districts are given in APPENDIX 2. The principal districts with a considerable proportion living more than two per room in 1911 were as follows (the proportion in 1901 being also given):—

District.	Population of 1-4 roomed tenements.	Living more than 2 per room, in 1-4 roomed tenements.			
		Number. 1911.	Proportion.		
			1901.	1911.	
Edmonton	19,007	4,843	Per cent. 22.1	Per cent. 25.5	
West Ham	177,428	40,308	19.1	22.7	
Willesden	92,517	20,473	22.9	22.1	
Acton	26,894	5,490	20.9	20.4	
Chiswick	15,760	3,117	17.8	19.8	
Hendon	15,033	2,983	18.8	19.8	
Brentford	7,601	1,257	17.2	16.5	
Kingston-upon-Thames	11,621	1,922	16.3	16.5	
Tottenham	67,203	11,115	16.6	16.5	
Barking Town	17,381	2,767	17.8	15.9	
Hanwell	6,365	997	12.4	15.7	
Penge	5,931	912	11.7	15.4	

It will be seen that only two of these districts are situated on the south side of the Thames—Kingston and Penge. The others are not confined to any particular part of Extra-London north of the river, but are distributed over a considerable area.

The highest proportion in an Extra-London district—Edmonton, 25.5 per cent.—was less than the average for the whole of London—27.6 per cent. About two-fifths of the Extra-London districts had a lower proportion than Lewisham (11.2 per cent.), which was the lowest of the metropolitan boroughs.

It will be seen from these particulars that the question of overcrowding in Extra-London was of much smaller dimensions than in London. The total number of persons living more than two per room was 177,099, and if allowance were made for children, and the reduction assumed to be in the same

proportion as is shown by the London figures, the number would be reduced from 177,099 to about 76,000. The number of persons in excess of the accommodation in the overcrowded tenements in 1911 may be put, on the basis of the London estimates, at 46,000.

Average Number of Persons per Room (Extra-London).

The average number of persons per room in 1-4 roomed tenements in the Extra-London districts was 1·24 (the average for London is 1·42). The district with the highest average was Edmonton, 1·41, followed by West Ham, 1·37; Acton, 1·32; Barking Town, 1·28; Chiswick, 1·28, and Wealdstone, 1·28.

Vacant Accommodation.

The position in Extra-London with regard to vacant accommodation appears to be similar to that in London; there appears to be now, practically, no accommodation available. In the returns furnished by local authorities to the Local Government Board, summarised in APPENDIX 1, in 53 cases the number of vacant houses is stated to be "nil," while in only 14 cases is it stated that there are some empty houses.

LONDON AREA GENERALLY.

Agencies providing housing.

The Government.

Before 1915 no housing accommodation was provided by the Government in London or the neighbourhood. In consequence of the great increase in the number of men employed at Woolwich Arsenal, occasioned by the war, the housing difficulty in the vicinity of the Arsenal became greatly aggravated, and the Government, in consequence, undertook in 1915 the provision of housing accommodation. It consists of cottages and cottage flats on an estate at Eltham, and hutments in various parts of Woolwich, Greenwich and Bexley.

The estate at Eltham is approximately 96 acres, on which 1,087 cottages and 105 cottages of two flats each, or a total of 1,297 tenements, with two better-class houses, were erected during the years 1915 and 1916. The cottage flats consist of three rooms, and the cottages of four, five or six rooms. The estate is under the management of the Council. The amount of Government housing thus provided is as follows:—

	Tenements.	Rooms.
Eltham estate	1,297	5,567
Hutments:—Woolwich ...	1,602	6,408
Greenwich ...	124	496
Bexley ...	626	2,504
Total of hutments ...	2,352	9,408
Grand total ...	3,649	14,975

The hutments are temporary structures of the bungalow type, all consisting of four rooms.

In permanent and temporary accommodation, therefore, the Government has provided in London and the immediate neighbourhood since the beginning of 1915 about 15,000 rooms.

Municipal Authorities.

The earlier legislation on the housing question hardly contemplated the provision of dwellings by local authorities themselves. Thus, even with regard to re-housing, the Artizans' Dwellings Act, 1875, provided that "the local authority shall not themselves, without the express approval of the confirming authority, undertake the rebuilding of the houses" on a cleared insanitary area. It was not until the Housing Act of 1890 that local authorities were given express powers to provide working-class dwellings both for housing and re-housing purposes, and the Housing, Town-Planning, etc., Act, 1909, was expressly designed to stimulate these activities. The metropolitan borough councils were empowered by the London Government Act, 1899, to provide housing under Part III. of the Housing Act of 1890, their predecessors not having had that power.

London Authorities.

Apart from those provided by the City Corporation, which was not subject to the same restrictions as other local authorities, the first working-class dwellings belonging to a local authority in London were provided by the Council on the Yabsley Street site, Poplar, in 1894. These dwellings were for re-housing purposes. The first housing accommodation by a local authority was also provided by the Council.

* The amount of accommodation provided by the Council is as follows :—

Area.	North of the Thames.				South of the Thames.			
	Tenements.	Rooms.	Cottages.	Rooms.	Tenements.	Rooms.	Cottages.	Rooms.
Within the County ...	5,174	12,813	362	1,259	1,383	3,488	1,605	5,507
Outside do. ...	—	—	963	3,777	—	—	498	1,876
Total ...	5,174	12,813	1,325	5,036	1,383	3,488	2,103	7,383

Totals.	Tenements (N. & S. of Thames) inside the County ...	...	No.	6,557	Rooms.	16,301
	Cottages (N. & S. of Thames) inside the County ...	...		1,967		6,766
	Cottages (outside the County) ...	...		1,461		5,653
				<u>9,985</u>		<u>28,720</u>

The Council has, therefore, over a period of about 25 years provided dwellings containing nearly 29,000 rooms, which are occupied by about 38,000 persons. It has in addition provided three lodging houses containing 1,874 cubicles. The Council's expenditure, for sites at their housing value and cost of building, has amounted to about £3,000,000.

At the present time the Council has the development of three estates in hand. The extent of these estates, the approximate number of rooms proposed to be provided, according to schemes sanctioned, and the estimated expenditure (pre-war estimates) are as follows :—

Estate.	Total area.	Area remaining to be developed.	Number of rooms proposed to be provided.	Estimated expenditure. (pre-war estimates.)
	acres.	acres.		£
Old Oak ...	45.50	31.61	2,765	210,070
Norbury ...	28.12	10.92	873	71,832
White Hart Lane	110.00	64.00	4,774	389,500
	183.62	106.53	8,412	671,402

Of the 28 metropolitan borough councils, 13 have erected workmen's dwellings, namely :—

Battersea	Hammersmith	St. Marylebone	Stepney
Bermondsey	Hampstead	St. Pancras	Westminster
Camberwell	Kensington	Shoreditch	Woolwich
Chelsea			

The City Corporation has also erected workmen's dwellings.

Four of the metropolitan borough councils—Camberwell, Kensington, Deptford and Stepney—have purchased old working-class houses and carried out alterations and repairs to make them suitable for continued occupation. The Shoreditch Borough Council has purchased the freehold of certain houses of the same class, is now accepting the surrender of the leases, and has prepared a scheme of reconstruction. The accommodation provided by four of the borough councils has been for re-housing purposes only.

None of the metropolitan borough councils had a scheme in hand at the outbreak of the war, except the Holborn Metropolitan Borough Council, which had purchased a site for £10,000, on which it proposed to provide 46 tenements. Shoreditch had purchased the freehold of about 140 houses for reconstruction. Westminster had under consideration a scheme for re-housing about 886 persons, which will probably be revived.

A summary of the information furnished by the metropolitan borough councils to the Local Government Board as to proposed schemes is given in APPENDIX I. Little beyond those above mentioned is definitely proposed.

The total accommodation provided by London authorities is as follows :—

Authority.	Housing.	Re-housing.	Total.
London County Council ...	13,312	15,408	28,720 rooms
Ditto ...	—	1,874	1,874 cubicles
City Corporation ...	468	651	1,119 rooms
Metropolitan borough councils	4,586	1,438	6,024 ..
Total ...	18,366	17,497	35,863 rooms
	—	1,874	1,874 cubicles

The accommodation in the houses purchased and renovated by certain borough councils, as mentioned above, amounts in addition to 1,178 rooms.

Extra-London Authorities.

In Extra-London there are 92 local authorities having powers under the Housing Acts, viz. :—

County councils 5	Urban district councils 65
County borough councils ... 3	(2 partly outside Extra-London)
Municipal borough councils ... 6	Rural district councils 13
	(8 partly outside Extra-London)

Before the passing of the Housing and Town Planning Act, 1909, a county council outside London was not a local authority under the Acts. By that Act (Section 13) the Local Government Board, upon the application of a County Council, may make an order conferring on the county council, as respects any rural district, all or any of the powers of a local authority under Part III. of the Act.

Of the 92 local authorities in Extra-London, 21 authorities, comprising 3 county borough councils, 3 municipal borough councils, 13 urban district councils, and 2 rural district councils have provided housing accommodation as follows :—

County.	County or Municipal Borough, Urban or Rural District.	Number of houses.	Number of tenements.	Number of rooms (approximate).	
Essex	Barking Town U.D.	298	298	1,192	
	East Ham C.B.	106	212	848	
	West Ham C.B.	206	401	1,194	
Herts	Barnet U.D.	52	52	260	
	Barnet R.D.	24	24	96	
	South Mimms R.D.	12	12	60	
Kent	Erith U.D.	48	48	216	
Middlesex	Brentford U.D.	14	28	70	
	Chiswick U.D.	20	40	100	
	(a)	29	58	174	
	Ealing M.B.	121	139	587	
	Finchley U.D.	158	158	772	
	Hampton U.D.	56	65	236	
	Hayes U.D.	51	51	188	
	Hendon U.D.	50	50	250	
	Heston & Isleworth U.D.	22	22	88	
	Hornsey M.B.	424	436	1,796	
	Southgate U.D.	82	82	378	
	Uxbridge U.D.	28	28	140	
	Surrey	Barnes U.D.	107	107	428
		Croydon C.B.	86	86	350
		Richmond M.B.	194	194	920
			2,188	2,591	10,343

(a) Chiswick.—These are old houses purchased and adapted for occupation in tenements.

Schemes undertaken by the Extra-London local authorities, to which reference is made in the returns furnished to the Local Government Board, are mentioned in APPENDIX 1. It will be seen that 25 authorities have schemes in hand or prepared, and the total for 22 of these, where figures are given, amounts to 2,073 houses. About 36 local authorities state that they are willing to prepare schemes or further schemes, the suggested schemes by 18 of these being for 3,675 houses.

Housing Trusts.

There are four important philanthropic trusts for providing dwellings for persons of the working-class in London and the neighbourhood, namely :—

The Peabody Donation Fund (founded in 1862).
The Guinness Trust (" 1889).
The Sutton Trust (" 1900).
The Lewis Trust (" 1906).

The activities of the Sutton and Lewis Trusts are not limited to the metropolitan area and the former has schemes in hand in Birmingham and Newcastle. The accommodation provided in London and the neighbourhood by the four Trusts is as follows :—

Trust.	Number of tenements.						Number of rooms.
	1 room.	2 rooms.	3 rooms.	4 rooms.	5 rooms.	Total.	
Peabody	1,684	2,777	2,212	245	323	6,641	15,869
Guinness	496	1,416	615	38	—	2,565	5,325
Sutton	228	611	466	6	1	1,312	2,877
Lewis... ..	48	345	324	—	—	717	1,710
Total	1,856	5,149	3,617	289	324	11,235	25,781

The capital of the Trusts is as follows :—

Trust.	Amount of fund.			Capital expenditure (on land and buildings) to 31st Dec., 1916.	Balance on 31st Dec., 1916.
	Donations or bequests	Accumulations of surplus income	Total.		
	£	£	£	£	£
Peabody	539,952	1,432,148	1,972,100	1,889,120	82,980
Guinness	225,000	282,563	507,563	494,028	13,535
Sutton (†)	2,000,000	—	2,000,000	713,605	1,286,395
Lewis	539,742	144,283	684,025	315,767	368,258
	3,304,694	1,858,994	5,163,688	3,412,520	1,751,168

(†) Sutton Trust—This is the amount of the estimate made in 1906 of the yield of the estate. A considerable portion is still unrealised and the above figures must be regarded as roughly approximate.

The Sutton and Lewis Trusts have still part of their original bequests unexpended. The balance available in the case of the Lewis Trust amounted at the end of 1916 to £368,258, and the Sutton Trust to probably about £1,286,000, part of which would, however, be applicable to schemes in the provinces. The Peabody and Guinness Trusts are dependent for funds for fresh building on the surplus income as received year by year. This surplus amounted to £49,400 in the year 1916 for the Peabody, and to £14,800 for the Guinness Trust. These two Trusts could no doubt also anticipate the receipt of such income by borrowing, as was done by the latter some years ago.

The Trusts have the following schemes in hand :—

Peabody Trust.—This Trust has acquired or arranged for the purchase of a site in Fulham Palace Road in the neighbourhood of Hammersmith Broadway, consisting of about 6½ acres.

Guinness Trust.—This Trust has recently acquired a site of about 2 acres in Kennington Park Road, on which it is proposed to erect block dwellings containing about 220 tenements with 550 rooms.

Sutton Trust.—This Trust has at present no scheme in hand in London, but it is negotiating the purchase of a site in Islington.

Lewis Trust.—This Trust has a scheme partly completed in Walmer Road near Camberwell Green. It was proposed to erect 15 blocks of dwellings containing about 340 tenements with 800 rooms on this site, of which four blocks have been completed, but these are at present in the occupation of the War Department.

The above-mentioned schemes would probably provide a total accommodation of nearly 2,500 rooms.

Companies and others.

Employers of labour.

The amount of housing provided by employers for their employees in London and the neighbourhood appears to be very limited. A certain amount is provided by local authorities as employers. The Council, for instance, provides accommodation for employees in the fire brigade, main drainage and parks services. The total accommodation provided by employers of labour for their employees is, however, so small as to have no material influence on the solution of the problem.

Land owners.

Owners of landed estates in London or the neighbourhood have themselves rarely undertaken the erection of houses, but they have in almost all cases let the land on building leases.

With the falling in of the leases, which is now taking place to a considerable extent in the part of London developed between 80 and 100 years ago, the houses come under the control and management of the freeholders. In some of the larger estates where the houses are in a condition to justify the adoption of this course, new leases for as long as 40 years, at a rent substantially less than the full rental value, are granted. In other cases the sites are cleared and re-let on building leases. Among the estates upon which working-class dwellings have been erected by the owners are those of the Duchy of Cornwall and the Ecclesiastical Commissioners. The former is proceeding with the reconstruction of its estates in Lambeth, and has in recent years erected a considerable number of working-class dwellings. The Ecclesiastical Commissioners have done the same in Lambeth, Southwark and Westminster.

Housing Societies.

Societies for the provision or improvement of working-class houses form another category of housing agency.

For the purposes of section 4 of the Housing, Town Planning, etc., Act, 1909, a public utility society is defined as "A society registered under the Industrial and Provident Societies Act, 1893, or any amendment thereof, the rules whereof prohibit the payment of any interest or dividend at a rate exceeding five pounds per centum per annum." The section in question authorises the Public Works Loan Commissioners to lend to such a society two-thirds of the value of the land or dwellings, instead of one-half which the Commissioners are authorised by the Act of 1890 to lend to a company, society, or individual for the provision of working-class dwellings.

The only public utility society registered under the Act of 1893 which has provided any considerable number of working-class dwellings in London is the London Housing Society, Ltd., which has in recent years provided about 1,900 rooms in St. Marylebone and St. Pancras.

Limited Liability Companies.

A substantial but not a large amount of housing has been provided by limited liability companies in London. Particulars with regard to sixteen of the principal of these companies which are available show that their combined capital expenditure amounts to over £7,000,000 and the accommodation provided by them consists of about 83,000 rooms.

Most of the companies were established many years ago, and their operations in recent years have not been extensive.

Statutory Companies.

Railways and other statutory companies are under an obligation to provide housing accommodation in lieu of that which they acquire and demolish under compulsory powers. Under this provision, railway companies have provided in London a certain amount of housing accommodation, and a few other companies a little. The total amounts to about 3,500 tenements containing about 8,000 rooms. The number of persons for whom accommodation is provided is generally much less than the number displaced.

Private enterprise.

The main part of housing accommodation in the past has been provided by private enterprise. Though this term covers some of the other activities already referred to, it is usually taken to denote the private individuals who make a business of developing estates for the erection of houses or undertake the actual building of the houses thereon. There are two distinct sides to the enterprise, although in a number of instances the two functions are combined in the same individual. One branch deals with the purchase of land in bulk and its development, sometimes letting in smaller blocks to building contractors, who may also be financed through the machinery of the land developer; the other is the builder who actually erects the houses.

The importance of this agency is evidenced by the fact that upwards of 96 per cent. of the working-class dwellings throughout the United Kingdom have been provided by means of private enterprise. As a rule the actual builder of the houses possesses only a relatively small capital, his business being dependent upon ready facilities for borrowing in order to provide means to carry on his operations. Before entering upon a building scheme he invariably arranges for advances of capital to be made during the progress of his work, without which he is unable to proceed. He does not build to hold, but to sell, and as his margin of capital is small he is dependent upon a ready sale for the carrying on of his operations. It will be seen therefore that the problem of private enterprise is not solved with merely securing that private persons should build houses. It would be necessary to find a market for these houses when built in order that the private builder might continue his operations. The purchasers of this description of property fall, broadly-speaking, into two classes, viz., (i). Those who purchase for occupation, and (ii). Those who purchase for investment—a much larger class.

Any substantial increase in the cost of production will necessarily re-act upon the market for the houses, and alternative and more attractive investments will influence both classes of purchasers, rendering it more difficult for private enterprise to dispose of the houses built.

While in the past such a very large proportion of the houses have been provided by private enterprise, there are distinct limitations upon the work which private enterprise claims to be able to undertake. There are several organisations apparently entitled to be considered as representing the views of those best able to speak on behalf of private enterprise, but the general conclusion to be drawn from what has been made public on the subject is perhaps best summarised in the following paragraph from a report of the Organising Committee of the National Conference on Housing after the War :—

“HOUSING OF THE POOR. There is, however, one phase of the housing problem which would appear naturally to fall within the scope of many local authorities, namely, the housing of the poorest classes whose wage-earning capacity is not sufficient to enable them to pay adequate rents. Clearly private enterprise cannot deal with this need and it is equally clear that it will have to be met. In the opinion of the Conference this duty alone will tax to the uttermost the energies and resources of local authorities.”

Building Societies.

Building Societies have not in the past, generally speaking, directly provided housing accommodation. Their activities, which have been very important, have assisted purchasers to buy for occupation or investment in small blocks, and in this way they have assisted the builder to continue his operations.

The advances by Building Societies in recent years have been as follows :—

Year.	Amount of advances on mortgage.	
	United Kingdom.	London.
	£	£
1910	9,390,700	2,565,437
1911	9,004,093	1,912,079
1912	8,438,256	1,746,868
1913	9,244,570	2,075,803
1914	8,874,618	1,967,280
1915	6,623,184	1,380,140
1916	5,002,505	1,040,119

In the years preceding the war, the advances amounted to over £9,000,000 a year in the United Kingdom and about £2,000,000 a year by London Societies.

The proportion of these advances in respect of working-class property is not known, but a notable feature of the returns is the large proportion of small mortgages by London societies as compared with provincial ones. The percentage of mortgages of £500 and under in seven of the principal London Societies ranges from about 50 per cent. to about 85 per cent. of the total mortgages outstanding.

Under the Small Dwellings Acquisition Act, 1899, local authorities are empowered to advance money to enable persons to acquire ownership of small houses up to a market value of £400 each. Little has been done under this Act in London, the loans outstanding (1916) by the London County Council being only £2,505 in respect of the purchase of 17 houses and by the metropolitan borough councils (1914) £2,325.

Amount of housing accommodation provided in past years by all agencies.

APPENDIX 4 shows the amount of housing accommodation provided and demolished in London and the neighbourhood in each year from 1902 to 1916. For the years since 1911 the figures relate to the whole of Greater London.

It will be seen that in the years 1902-7 a considerable amount of housing accommodation was provided in London, but even in these years it was much less than in extra-London. From 1908 the amount provided in London fell to small proportions, and in two years it was exceeded by the demolitions, which in all years have been considerable, and in some years very large.

As regards Greater London, the largest provision in any year shown by the figures was about 64,000 rooms in 1903, which if complete figures were available, would probably be increased to about 70,000 rooms for the whole of Greater London.

In the years 1902-11 (which approximately covers the last inter-censal period) the annual average number of rooms provided amounts to about 42,000 rooms in the part of Greater London to which the figures relate, and, as far as can be estimated, to about 55,000 in the whole of Greater London. Allowing for demolitions the figures would be respectively about 36,000 and 49,000 rooms. The average annual increase of the population in the 10 years 1901-11 was 67,000 persons, which on the basis of three-fourths, would give about 50,000 persons of the working-class. The supply of houses during the period appears to have been in excess of the demand, and a considerable increase in vacant accommodation took place between 1901 and 1911.

In the whole period of 15 years from 1902 to 1916, the net amount of accommodation provided was less than 27,000 rooms a year in the part for which complete figures are available, or about 37,000 rooms for the whole of Greater London. This was probably somewhat less than the requirements during the period, as can be judged from the position with regard to vacant accommodation at the present time. At the beginning of the period, however, there was also a shortage of accommodation in some districts.

Rents.

Broadly speaking, rents are in the first instance governed by the cost of the production and maintenance of the houses. In the outlying districts of London and the neighbourhood, where accommodation is now principally provided, the rents are such as give a moderate return on the cost of land and buildings, after payment of maintenance and management charges. In the middle zone of London the rents are higher than in the out-lying districts and in the inner zone, higher still. In the Board of Trade report giving the result of an investigation into rents and prices made in 1912, the comparative level of the rents in the various divisions of London was expressed by index numbers as follows:—

	Index numbers (rents in middle zone=100).
Inner zone	116
Middle zone	100
Outer zone	87

This shows the rents in the inner zone to be 16 per cent. higher than in the middle zone, and 33½ per cent. higher than in the outer zone.

These figures show that there must be some causes operating to induce so many people to pay the higher rents for unsatisfactory accommodation in the central districts. These causes are principally, although by no means solely, due to the place of employment. Apart from the special nature of the City of London and its immediate neighbourhood, and of the City of Westminster, statistics of employment in the various districts are not available except as regards employment in factories. These, however, may be taken as symptomatic of the whole range of employment of the working classes. Taking the latest figure available, namely, 1907, and making an approximate apportionment for boroughs divided between the zones as above, the employment in factories in the various zones is as follows:—

Zone.	Number of persons employed in fac- tories, 1907.	Proportion of total.
		Per cent.
Inner zone	346,279	63.0
Middle zone	168,514	30.6
Outer zone (part in London)	35,203	6.4
Total	549,996	100.0

This indicates the great preponderance of the inner zone as a centre of employment, and if complete figures were available, this preponderance would no doubt be shown to be greater. Thus, the number of factory employees included for the City is 61,883, whereas the difference between the day population of the City in 1911 (364,061) and the night population (19,657) was 344,404 persons, or more than five times the number engaged in factories. Of this difference of 344,404 a considerable proportion would not belong to persons of the working class, but allowing for this, the total number of workers in the City, in addition to the factory employees, would be very large.

In the middle zone, the amount of employment indicated by the above figures is very substantial. The outer zone includes Woolwich, which is accountable for over 18,000 of the employees, and but for this the proportion in that zone would be inconsiderable.

With the great diminution in building for some years before the war, and its practical cessation since 1914, the law of supply and demand would, no doubt, have operated to cause rents to rise, but this has been prevented by the provisions of the Increase of Rent and Mortgage Interest (War Restrictions) Act, 1915. That Act provides that rents cannot be raised above what was charged on 3rd August, 1914, or, in the case of a house first let after that date, the rent at which it was first let. This applies to houses in Greater London of a rateable value not exceeding £35, which would include all the houses dealt with in this report. The Act came into force on 23rd December, 1915, and is to remain in force "during the continuance of the present war and for a period of six months thereafter and no longer" (sec. 5 (2)).

The rents at present charged are consequently pre-war rents, which are practically the same as those charged as far back as 1900. Up to that year, or a few years later, rents had been increasing, but from that time until 1912 they showed a tendency to fall and, according to the Board of Trade report, the decline in rents in the London area between 1905 and 1912 amounted to a mean decrease of about four per cent. This was due to the fact that the amount of housing accommodation provided was much in excess of the growth of population. For while during the period 1901-11 there was a net decrease of 14,582 in the population of the county, there was during the same period a net increase of over 100,000 rooms in the new working-class accommodation alone.

The average rent per room for *new* working-class tenements in London of all sizes in the five years 1912-16 was as follows:—

Year.	Number of rooms provided in London (excluding those provided by Trusts).	Average rent per room.
1912	3,251	s. d. 2 9½
1913	3,648	2 8½
1914	4,637	2 9½
1915 (excluding Government estate)	1,692	2 10½
„ (Government estate, Woolwich)	4,010	2 6½
1916 (excluding Government estate)	880	2 9½
„ (Government estate, Woolwich)	1,557	2 7½

New houses on their first letting are not subject to the operation of the Increase of Rent, etc. (War Restrictions) Act, but the figures do not indicate that any exceptional increase in the rents of these houses had taken place up to the end of 1916.

The average weekly rent for new accommodation now amounts to a figure approaching 3s. per room. On the Government estate at Woolwich, in the outer zone of London, the average is 2s. 6½d. a room, but the accommodation is of a superior class.

The average weekly rent of the 6,557 tenements in the block buildings belonging to the Council within the county ranges from 2s. 4½d. per room on an estate in Poplar to 4s. 3d. per room in Drury-lane, the average for the whole of the Council's block dwellings being 3s. 2d. per room. On the cottage estates, however, both inside and outside the county, the average rent of the 3,428 cottages works out at 2s. 5d. per room.

Rates.

The question of rates is one of the factors in regard to housing that are likely to be affected by after-war conditions. With the increase in wages, cost of materials, transport, and food, the expenditure of municipal and poor law authorities must increase, unless counterbalanced by economies in other directions.

In 1916-17 there was a considerable reduction in rates, no doubt through the diminished activities of the local authorities in consequence of the war, but in 1917-18 the rates again began to rise. The

average for London and extra-London for the last 10 years and an estimate for the current year, are as follows :—

Year.	London.		Extra London.	
	s.	d.	s.	d.
1908-9	7	3.76	7	7.90
1909-10	7	4.69	7	9.04
1910-11	7	5.62	7	9.06
1911-12	7	6.29	7	9.86
1912-13	7	5.06	7	11.44
1913-14	7	7.16	8	1.07
1914-15	7	10.87	8	1.76
1915-16	7	11.42	8	1.51
1916-17	7	6.49	7	8.72
1917-18	7	8.64	8	1.78
1918-19 (estimate)	8	7.69	—	—

In some of the metropolitan boroughs the increase in 1917-8 amounted to as much as 6d. in the £. In a few parishes in extra-London it amounted to between 9d. and 1s. 2d. in the £, while in West Ham the increase was 2s. 5d. in the £.

When local administration resumes its normal activities after the war, a very considerable increase in local expenditure must be expected. The extent to which this will increase rates will depend on the course of rateable value under after-war conditions. If rents rise, the rateable value of the property affected will also increase. On the basis of an increased cost of erecting houses it is possible that a very considerable increase in value might take place, though it is difficult to say to what proportion of the properties this increase would extend, and how far it might be counterbalanced by decreases in other classes of property.

Another factor that may affect rates after the war is the possible alteration in State subventions, such as the recent increase in the Government grant towards the increased cost of education.

Locomotion Facilities.

Cheap locomotion facilities constitute a most important factor in the solution of the housing question. This applies to London to a greater degree than to provincial towns, owing to the much greater size of the Metropolitan area and the longer distances to be covered between the place of employment and the place of residence by many of the workers.

Growth of facilities during last 30 years.

During the last 30 years there has been an enormous increase in the travelling facilities on the railways and tramways serving London and the neighbourhood. The following figures indicate what the development of facilities has been on the railways :—

Year.	Number of workmen's and cheap trains run daily in Greater London.	Mileage of such trains.
1883	106	735
1890	257	1,807
1897	466	3,248
1904	1,052	7,774
1911	1,945	13,583
1914	1,966	14,060

The workmen's trains have, therefore, since the passing of the Cheap Trains Act, 1883, increased nearly twenty-fold both in number and mileage.

The increase in workmen's facilities on tramways has been at least as great.

The great improvement in the housing conditions since the time of the Royal Commission of 1884-5, has been rendered possible only by this extraordinary development of cheap means of locomotion. It has enabled the working-class residents to remove freely to the outlying districts of London and beyond the county, and the rapid development of these districts in recent years indicates that they have done so in large numbers. The increase in the population of extra-London as compared with that of London in each decennial period since 1841 has been as follows :—

Decennial period.	Increase in population.	
	London.	Extra-London.
1841-1851	414,064	31,527
1851-1861	445,153	96,632
1861-1871	452,902	210,019
1871-1881	568,901	312,119
1881-1891	397,657	469,488
1891-1901	308,313	639,283
1901-1911	14,582	684,538

Up to 1851 the growth of extra-London was inconsiderable. In 1881-1891 the increase exceeded that in the county, and at the present time the addition to the population is wholly beyond the county boundary. This makes the question of adequate locomotion facilities even more important in the future than it has been in the past.

Of the influence of the increase of facilities on the development of particular districts a few examples may be given.

The first relates to the rapid growth of Edmonton and Walthamstow, no doubt largely as the result of the issue of 2d. workmen's tickets on the Great Eastern Railway between those districts and Liverpool Street Station. The following table shows the growth of population and the number of such trains :—

Year.	Edmonton (including New Southgate).				Walthamstow,			
	Population.	Increase.		No. of 2d. trains run daily.	Population.	Increase.		No. of 2d. trains run daily.
		Number.	Per cent.			Number.	Per cent.	
1851	9,708			Nil.	4,959			Nil.
1861	10,930	1,222	12.59	Nil.	7,137	2,178	43.92	Nil.
1871	13,860	2,930	26.81	Nil.	10,692	3,555	49.81	Nil.
1881	23,462	9,603	69.29	3	21,715	11,023	103.08	3
1891	36,351	12,888	54.93	5	46,346	24,631	113.43	6
1901	61,892	25,541	70.26	7	95,131	48,785	105.26	8
1911	98,409	36,517	59.00	9	124,580	29,449	30.96	8

The other example relates to the effect of the electrification of tramways, namely, the electrification of the Tooting route in 1903 and the extension of the tramway along Garratt-lane in 1906. The increase in the population of the metropolitan borough of Wandsworth served mainly by these two routes amounted in the period 1901-11 to 79,438.

In the same period the number of workmen passengers on the Tooting tramway route showed a remarkable increase, as follows :—

Year.	Number of workmen passengers.
1902-3	... 581,626
1906-7	... 3,342,277
1911-12	... 4,900,987
1912-13	... 8,426,140

Workmen's traffic by railway from various zones, 1911.

The extent of the workmen's traffic by railway from the outlying districts is indicated by the following figures from a report of the London Traffic Branch of the Board of Trade. It shows the number of passengers in the month of October, 1911, coming into London from the various zones beyond the four miles circle from Charing Cross, and, calculated thereon, the equivalent daily numbers and the proportion which workmen's tickets bear to the total traffic :—

Zone. (Distance from Charing Cross.)	Number of passengers coming into London from various zones in Oct., 1911.		Equivalent average daily number.		Proportion of passengers with workmen's tickets to total passengers.
	Ordinary.	With workmen's tickets.	Ordinary (1 month = say 27 days.)	With workmen's tickets. (1 month = 26 days.)	
miles.					Per cent.
4-6	2,425,526	449,199	89,834	17,277	15.6
6-8	2,214,871	1,351,223	82,032	51,970	37.9
8-10	1,268,785	681,775	46,992	26,222	35.0
10-12	842,782	179,909	31,214	6,920	17.6
12-15	267,269	42,521	9,899	1,635	13.7
15-20	344,726	39,926	12,768	1,536	10.4
20-25	202,087	3,897	7,485	150	1.9
25-30	118,085	—	4,373	—	—
Total	7,684,131	2,748,450	284,597	105,710	26.3

It will be seen that the average number with workmen's tickets coming daily from beyond the four miles circle is 105,710 and that they form 26.3 per cent. of all passengers. It is notable that the workmen's traffic from the four to six miles zone is comparatively small both in number and proportion of total traffic, that zone being no doubt mainly served by the tramways. In the six to eight and the eight to ten miles zones the workmen's traffic is large, and even from the ten to twelve miles zone it is material.

Estimate of total traffic at workmen's fares.

The total workmen's traffic in London and the neighbourhood can only be approximately estimated. The number of passengers with workmen's tickets on the railways in 1913 (the only year for which the information is given in the Railway Returns) is given in APPENDIX 5. It will be seen that the totals are as follows:—

London Local Railways	71,045,319
Trunk Railways serving London, 138,658,643; of which the number carried in the London area would probably amount to	100,000,000
Total (say)	171,000,000

This total of 171,000,000 a year is equivalent to about 560,000 passengers a day.

The number of passengers at workmen's fares carried on the tramways in London and the neighbourhood is not known, but from the figures available for the Council's tramways it appears to amount to about 10 per cent. of the total tramway passengers. On this basis the number of passengers carried at workmen's fares on all the tramways in London and the neighbourhood would amount to about 80,000,000 a year. This does not include the large number of passengers carried on the workmen's cars at the ordinary 1d. (or ½d. fares, when these were in operation), but only those who travel at less than the ordinary fares.

The total traffic at workmen's fares as above estimated is as follows:—

	Number of passengers at workmen's fares. Year 1913.	Average daily number. (approximate).
Railways	171,000,000	560,000
Tramways	80,000,000	260,000
	<u>251,000,000</u>	<u>820,000</u>

This means that about 410,000 persons of the working class travelled twice daily at reduced workmen's fares, of which the railways carried more than two-thirds.

Present position of facilities.

The usefulness of the facilities depends on the fares charged, the hours during which the trains or trams run, and the frequency and speed of the service. The present position of such facilities is briefly stated in the following particulars.

(a) Railways.

In APPENDIX 5 (ii) (p. 940) a table is given showing the limits of the 2d. and 4d. workmen's fares on the various London railways, the former being the fare which is most important from the housing point of view, and the latter the fare beyond which only a comparatively small proportion of persons of the working classes can be expected to go.

It will be seen from this that the 2d. (return) workmen's fares extend beyond the county on the north on some lines, namely, to Canning Town, Plaistow, Stratford, Walthamstow, Enfield and Golder's Green. The 4d. (return) fare limit is a considerable distance beyond the county boundary at practically all points on the north. On the south side of the Thames, the 2d. limit is much more limited, while the 4d. limit does not cover a considerable part of Woolwich and Lewisham.

As regards hours of service on the trunk railways, the trains arriving at the termini up to 8 a.m. are usually workmen's trains, with the exception of the Great Eastern and Great Northern Railways on which the workmen's trains cease earlier and are in some cases followed by "cheap" trains. On the North London Railway, all trains arriving at Broad Street up to 8 a.m. are workmen's trains; on the District, Metropolitan and the Central London Railways, workmen's tickets are issued up to 7.30 a.m., while on the other tube railways workmen's tickets are issued up to 8 a.m., so that, for example, from Golder's Green a workman may travel for a fare of 2d. return by a train which arrives at Charing Cross (6.2 miles distant) at about 8.20 a.m.

The extent of the workmen's trains service on the various railways is indicated by the figures in APPENDIX 5, which show the total number of workmen's trains to the several London termini. It will be seen that the number of workmen's trains on the trunk lines serving the north and west of London is small as compared with the number on some of the other systems.

(b) Tramways.

The question of cheap traffic facilities on the tramways is simplified by the facts that the whole of the tramways in the County of London are under one authority and that common regulations apply throughout.

Until May, 1918, there was a uniform workmen's fare of 1d. single, 2d. return, on all routes except that to Woolwich, where the 2d. (return) ended at Blackwall-lane, the fare having been 4d. return between Abbey Wood and Waterloo-bridge. Since May, 1918, these fare ratings have been suspended. The single fare for a journey over four consecutive sections on one car is now 1d., and the return fare over the same sections 2d. The average distance covered by the 1d. workmen's fare is 2.4 miles and by the 2d. return fare 4.8 miles. Return tickets are issued at 3d. for any distance on one car, with transfers as previously given for 2d. return. The division of the Woolwich route is retained, so that passengers

formerly paying 2d. now pay 3d. and those formerly paying 4d. now pay 6d. All cars up to 8 a.m. (time of arrival at the inner termini) are workmen's cars, and all cars outwards up to 7.30 a.m. (time of departure).

On the tramway systems in extra-London there are considerable workmen's fares facilities. On the Metropolitan Electric system on the north, and the London United Tramways on the west, the workmen's fares on the routes were as a rule 2d. return. In the autumn of 1917, however, the fares on the Metropolitan Electric tramways were revised, and the workmen's fares of 2d. increased to 3d. in many cases, and to 4d. in a few cases. The London United Tramways Company seeks power by a Bill in the Session of 1918 to increase its statutory limit for workmen's fares to $\frac{1}{2}$ d. a mile.

Between the London and the extra-London tramway systems there is little co-operation in regard to such facilities, and where there are through services, the workmen's fares remain the sum of the two independent workmen's rates.

While further co-operation in this respect between the systems is very desirable, it must be borne in mind that for journeys exceeding seven or eight miles, the railway, because of its speed, must remain the principal means of locomotion. Thus, the journey by railway between West Croydon and Victoria occupies about 37 minutes, but by tram (including a change) it would occupy about 63 minutes.

(c) *Omnibuses.*

There are no workmen's fares on omnibuses, and hitherto the omnibus companies have made no move in the direction of giving workmen's fares.

The hours at which the omnibus services commence, too, render them of little service for workmen's morning traffic. Few of the services commence before 7 a.m. (time of departure from the outer termini).

From the extent and arrangement of the motor omnibus services, the institution of workmen's fares on services at suitable hours would be of considerable advantage from the housing point of view. Before the war, the route length of the motor omnibus services in London and the neighbourhood exceeded the route length of the tramways; they serve many districts not served by tramways, particularly the central and western districts of the county; and they form in many cases connecting links with the railways, both of the outlying districts and at the London termini. They would in such cases form a useful auxiliary to the railway and tramway workmen's services.

(d) *Generally.*

The increase in wages and other expenses of railways and tramways which has already taken place and which is likely to continue, at any rate to some extent, after the war, may affect the question of cheap locomotion for persons of the working class. Not only is the question of the further improvement in such facilities now in abeyance, but already some increases, and proposals for increases, in workmen's fares have been made, and there is no indication that these are to be limited to the period of the war. In one case, that of the London United Tramways, the proposal is that the increase is not to come into effect until six months after the termination of the war.

It is stated that, as a result of the recent award by the Committee on Production, of £1 a week increase on pre-war wages to tramway workers, a conference of tramway employers and representatives of trade unions, has, by resolution, requested the Chief Industrial Commissioner to obtain from the War Cabinet an undertaking that the Government will take immediate steps to authorise the increase of the present maximum fares on tramways. It does not follow that any such increase would apply to workmen's fares, but their position is likely to be prejudicially affected by the increase of the ordinary fares. On the railways, whether under Government control or otherwise, workmen's fares have remained unchanged.

Other things being equal any increase in fares must favour residence in the more central districts as compared with the outlying districts, and so operate to increase further the high rents in the central districts. Any increase in workmen's fares in the future is therefore likely to affect seriously the housing question in London.

Land available for housing purposes.

In dealing with the selection of land as suitable for the provision of new housing accommodation several considerations of broad policy must be carefully borne in mind.

It would obviously, from all points of view, be economical to make any necessary provision in the largest practicable units so as to enable a reasonable social life to be possible, and to economise not only in original construction but in subsequent management. While this would be an important factor, it may also be necessary to distribute the new provision in several different directions.

The second consideration, which perhaps governs all the others, is that any sites considered should be in localities from which there is sufficient rapid and cheap means of locomotion, either existing at present or easily capable of being provided by the improvement of the present facilities. The figures already given under the heading "Locomotion facilities" appear to indicate that substantially beyond the six-mile radius from the centre, tramways cease to afford the most satisfactory means of rapid communication, and that beyond this radius the time factor operates against the dispersal of population by this means of locomotion. For the necessary facilities for the greater distances, recourse must be had mainly to the railways. While the 2d. return fare on the northern side of the river extends to places beyond the county boundary on the east and northern portions and

far beyond in the case of Enfield, on the southern side of the river the limit of the 2d. fare on railways is very restricted and does not include more than approximately one-sixth of the county south of the river.

The next general principle is one of public policy, which would be involved in attempting to devote to housing purposes sites which are likely to be required for industrial and commercial purposes. This particular question was considered by the Sheffield Corporation last year in connection with the housing conditions of that city, and the general conclusion on the point was as follows :—

“ It may be laid down as a general principle that no land which is suitable for the erection of works should be used as a site for dwelling houses.”

The fourth question which needs to be carefully considered in dealing with a locality is that of the existing character of development in the immediate vicinity. On general social and political grounds, it is not desirable to develop the whole of a large area entirely by the provision of houses of the working class, but, on the other hand, it is necessary to have regard to the influence on existing property of the erection of a large number of houses of that class in the midst of a district which has been developed for the erection of houses of a higher value.

As regards sites within the county a very brief survey will show that on the north side of the river Thames small opportunity for building exists. This conclusion is borne out by the returns made by the authorities concerned to the Local Government Board.

On the south side of the river, conditions are different. Considerable areas not yet fully developed for building purposes exist both in the south-east and the south-west. It is, however, impossible to say that sites in these localities will be available for speedy development since the locomotion facilities which exist to-day are quite inadequate for the transport of a large additional population.

As regards sites outside the county a wide range of selection still remains, and it is to any choice amongst these that the principles which we have enunciated above must be most carefully applied. Until some definite plan of action has been agreed upon, it would obviously not be wise to discuss the application of these principles to particular sites or even localities.

H. DE R. WALKER,
Chairman.

Resolved—That the report be received.

APPENDIX 1.

Summary of Replies of Local Authorities to Local Government Board Circular of 28th July, 1917.

LONDON LOCAL AUTHORITIES.

[Replies received from the City Corporation and 25 of the 28 Metropolitan Borough Councils.]

1.—Population.—Effect of war on working-class population (apart from enlistments).

Bermondsey ...	Decrease, probably.	Islington ...	... Increase; not likely to be permanent.
Camberwell ...	Increase, slight.	Lambeth ...	... Decrease; probably temporary.
Deptford ...	Increase, slight; temporary.	Poplar ...	... Increase.
Greenwich ...	Increase; probably temporary.	Shoreditch ...	... Increase, slight.
Hackney ...	Decrease; may partially be made good.	Westminster ...	... Increase; only a part permanent.
Hammersmith ...	Increase, about 20 per cent.; a portion may be permanent.	Woolwich ...	... Increase, large; a great part probably permanent.

2.—Vacant Accommodation.

	No. of houses.		No. of Houses:
Battersea ...	Probably about 300.	Lambeth ...	... Considerably less than 1,000.
Camberwell ...	Nil.	Lewisham ...	... 59.
Deptford ...	Nil.	Paddington ...	... 49.
Fulham ...	Nil.	Poplar ...	... Nil.
Greenwich ...	Nil.	St. Marylebone ...	... Very few.
Hackney ...	Up to £20 R.V. 74 £21—£30 R.V. 73	St. Pancras ...	... Very small.
Hammersmith ...	Nil. 147	Southwark ...	... Nil.
Hampstead ...	Nil.	Westminster ...	... Comparatively none.
Kensington ...	128	Woolwich ...	... 5.
		City of London ...	... Nil.

3.—Additional Housing required.

Chelsea ...	... No necessity for a scheme.	Hampstead ...	... For at least 100 families.
Deptford ...	... None required after the war.	Holborn ...	... Probably none beyond Borough Council's scheme.
Fulham ...	... Accommodation more than sufficient for persons employed in Fulham.	Paddington ...	... None; practically no vacant land.
Greenwich ...	... About 150 small houses to take place of huts and dilapidated property.	St. Marylebone ...	... About 200 houses require to be adapted.
Hackney ...	... None; any necessary, private enterprise will be able to provide.	Woolwich ...	... Impossible to say without knowledge of Government's intentions in respect of Woolwich Arsenal.
Hammersmith ...	... Not less than 500 houses necessary.		

4.—Housing Schemes prepared or contemplated.

Battersea ...	... Willing to erect 62 dwellings if necessary Parliamentary powers can be obtained to use land.	Shoreditch ...	... Scheme prepared in connection with estate purchased in 1900, consisting of some 140 worn out and dilapidated houses, leases of which will shortly run out.
Chelsea ...	... No necessity for a scheme.	Westminster ...	... Scheme contemplated before war on site of workhouse buildings in Poland-street, Soho, 48,000 sq. ft. to house about 880 persons; will probably be revived.
Holborn ...	... Scheme prepared and site purchased, area 8,820 sq. feet, price paid £10,000, accommodation to be provided being 46 tenements containing 140 rooms.		
Poplar ...	... Considers London County Council should prepare scheme for whole of London.		

5.—Whether suitable sites could be acquired without delay.

Bermondsey ...	... Sites available, but cannot say as to cost.	Poplar ...	... Land available in Isle of Dogs.
Deptford ...	... No vacant land.	St. Marylebone ...	... Yes.
Fulham ...	... Borough practically fully developed.	St. Pancras ...	... Small amount in extreme north of borough.
Hackney ...	... Not aware of any suitable sites.	Shoreditch ...	... Yes.
Hammersmith ...	... Yes, in all probability.	Woolwich ...	... Impossible to say; sites of huts would provide sites for permanent houses.
Hampstead ...	... One vacant site might be acquired.		
Holborn ...	... No.		
Paddington ...	... Practically no vacant building land.		

EXTRA-LONDON LOCAL AUTHORITIES.

[Replies received from the Extra-London Local Authorities as follows:—

County Boroughs (3) ...	... ..	3
Municipal Boroughs (6) ...	... ..	6
Urban Districts (65) ...	... ..	56
Rural Districts (13) ...	... ..	11
(87)		76]

1.—Population—Effect of War on Working-class population (apart from enlistments.)

Essex—		Herts—	
Barking Town ...	Increase about 15 per cent.	Barnet ...	... Increase slight; probably permanent.
East Ham ...	Increase; permanent.	Cheshunt ...	... Increase; probably temporary.
Walthamstow ...	Increase considerable; probably permanent.	Watford ...	... Increase slight; permanency depends on use made of munition works.
West Ham ...	No marked increase.		

<i>Kent</i> —		<i>Middlesex</i> —contd.	
Bexley	... Increase nearly 30 per cent.; not permanent.	Southall-	... Large influx of munition workers.
Bromley (R.)	Increase in Mottingham; decrease in some of the other parishes; temporary.	Norwood	
Chislehurst	... Increase slight; probably temporary.	Staines (R.)	... Increase in industrial area; permanency depends on future of munition works.
Erith	... Increase about 10,000 (30 per cent.); permanency depends on future of munition works.	Sunbury-on-Thames	Increase; only part permanent.
Foots Cray	... Increase slight; probably temporary.	Tottenham	... Increase; permanency depends on future of munition works.
Dartford (R.)	Increase; permanency depends on future of munition works.	Twickenham	... Increase, 10 per cent.; only part permanent.
<i>Middlesex</i> —		Uxbridge	... Large influx of munition workers.
Acton	... Increase considerable; permanency depends on Government's intention to keep works going after the war.	Uxbridge (R.)	Increase; probably permanent.
Edmonton	... Increase	Wealdstone	... Increase; probably permanent.
Finchley	... Increase; probably permanent.	Wembley	... Increase 10 per cent. to 12 per cent.
Hampton	... Increase; probably temporary.	Willesden	... Increase 2 per cent.; largely permanent.
Hanwell	... A large number of female workers are temporarily resident.	Yiewsley	... Increase; probably permanent.
Hayes	... Increase, large; permanency depends on uses to which factories are put after the war.	<i>Surrey</i> —	
Hendon	... Increase; considerable part probably permanent.	Epsom	... Decrease slight; temporary.
Hendon (R.)	... Increase; probably permanent.	Esher and the Dittons	Increase slight; probably temporary.
Kingsbury	... Increase; probably temporary.	Godstone (R.)	Increase; probably permanent.
		Ham	... Increase slight; probably permanent.
		Kingston-upon-Thames	Increase; considerable.
		Richmond	... Increase; temporary.

[In several other cases it is stated that the war has had no effect.]

2.—Vacant Accommodation.

	No. of houses.		No. of houses.		No. of houses.
<i>Essex</i> —		<i>Kent</i> —contd.		<i>Middlesex</i> —contd.	
Barking Town	... Nil	Dartford (R.)	... 11	Staines (R.)	... 3
East Ham	... Nil	Erith	... Nil	Sunbury-on-Thames	... Nil
Epping (R.)	... Nil	Foots Cray	... Nil	Teddington	... 14
Ilford	... Nil	<i>Middlesex</i> —		Tottenham	... Nil
Leyton	... 95	Acton	... Nil	Twickenham	... Nil
Loughton	... 1 or 2	Brentford	... Nil	Uxbridge	... Nil
Romford (R.)	... 5	Chiswick	... Nil	Uxbridge (R.)	... Nil
Walthamstow	... Nil	Chiswick	... Nil	Wembley	... Nil
West Ham	(practically) Nil	Ealing	... Nil	Willesden	... Very few
Woodford	... Nil	Edmonton	... 20	Yiewsley	... Nil
<i>Herts</i> —		Feltham	... Nil	<i>Surrey</i> —	
Barnet	... Nil	Finchley	... Nil	Barnes	... Nil
Barnet (R.)	... 3	Greenford	... Nil	Carshalton	... Nil
Bushey	... Nil	Hampton	... Nil	Coulsdon and Purley	... Nil
East Barnet Valley	... Nil	Hampton Wick	... Nil	Croydon	... 200
Watford	... Nil	Hanwell	... Nil	Esher and the Dittons	... Nil
Watford (R.)	... 2	Harrow-on-the-Hill	... Nil	Godstone (R.)	... 57
<i>Kent</i> —		Hendon	... Nil	Ham	... Nil
Beckenham	(practically) Nil	Hendon (R.)	... Nil	Kingston-upon-Thames	... Nil
Bexley	... Nil	Heston and Isleworth	... Nil	Maldens and Coombe	... Nil
Bromley	... 12	Hornsey	... Nil	Merton and Morden	... Nil
Bromley (R.)	... Nil	Kingsbury	... Nil	Richmond	... Nil
Chislehurst	... Nil	Ruislip-Northwood	... Nil	Surbiton	... Nil
		South Mimms (R.)	... 1	Wimbledon	... Nil
		Southgate	... Nil		

3.—Additional Housing required.

	Number of houses required.	
	Now.	At the close of war.
<i>ESSEX</i> —		
Barking Town	250	250
Buckhurst Hill	None	None
Chingford	—	No special need anticipated.
East Ham	427 (average before war) required annually until all land is covered.	—
Epping (R.)	65	—
Ilford	—	100
Leyton	—	500
Loughton	—	25
Romford (R.)	190	—
Walthamstow		
West Ham		
Woodford	None required except so far as indicated by very small increase in population.	Demand anticipated for further houses which cannot be provided within the Borough.

	Number of houses required.	
	Now.	At the close of war.
HERTS.—		
Barnet (R.)	56	25
Cheshunt	A number required.	None; probable exodus of munition workers.
East Barnet Valley	A need for housing munition workers	100
Watford	80	120
Watford (R.)		42
KENT—		
Beckenham	No need; any new houses would rapidly be occupied by persons from other districts.	
Berley... ..	Overcrowding exists generally.	Position after war very doubtful.
Bromley	Not anticipated that many additional houses will be required.	
Bromley (R.)	None.	50: more depends on use made of munition works.
Chislehurst	—	Little demand expected.
Dartford (R.)	308 to 316	—
Erith	1,000 at least	Depends on how factories are utilised.
Foots Cray	None.	—
MIDDLESEX—		
Acton	—	Depends on how factories are utilised
Brentford	500	500
Chiswick	No extraordinary demand	
Ealing	—	A considerable number.
Eidmington	Majority work elsewhere: question should be considered as a whole for the London area.	
Enfield	Already in excess of demands for those working in the district.	
Feltham	50	50
Finchley	—	A big demand for houses expected.
Hampton	25 to 50	Impossible to estimate.
Hampton Wick	None, for persons employed in the district.	
Hanwell	Any additional accommodation would be for persons engaged 'outside the district	
Harrow-on-the-Hill	No great demand from persons employed in the district.	
Hayes	1,000	200 to 300.
Hendon	Additional houses required.	
Hendon (R.)	Great demand	Demand likely to continue.
Heston and Isleworth	500 (or at close of war)	—
Ruislip-Northwood	76 (or at close of war)	—
South Mimms	42 (or at close of war)	—
Southall Norwood	102	250
Southgate	—	Need for progressive provision.
Sunbury-on-Thames	25	25
Staines (R.)	30	Probably a much larger number.
Tottenham	140	200 annually for 5 years
Twickenham	300	200
Uxbridge	60	40
Uxbridge (R.)	145 (or at close of war)	—
Wealdstone	100	150
Wembley	Additional houses required.	
Willesden	500	500
Yiewsley	100	100
SURREY—		
Barnes	No limit to number which would be occupied given reasonable travelling facilities.	
Carshalton	None	250
Coulsdon and Purley	120	80
Croydon	—	2,000, and 800 to 1,000 annually.
Esher and The Dittons	—	Additional houses required.
Godstone (R.)	10	133
Ham	20	10
Kingston-upon-Thames	No certainty that any are required; tendency is for non-working-class houses to be occupied by working-classes.	
Maldens and Coombe	No immediate demand.	
Merton and Morden...	No need.	Probable need, owing to proximity to London.
Richmond	25 (or at close of war)	—
Surbiton	50 (or at close of war)	—
Wimbledon	Shortage acute; but additional houses required for persons working elsewhere.	
Total of figures so far as stated (30 authorities out of 68 in list) about	5,300	

4.—Schemes prepared or contemplated.

Districts the local authorities of which have schemes in hand or prepared.

No. of houses.		No. of houses.	
ESSEX—			
*Barking Town	... 400	In treaty for 33 acres.	
East Ham	... 197	Land acquired; sewers laid, roads partly made.	
Ilford	... 42		
*Loughton	... 30		
*Walthamstow	...	Scheme submitted to Local Govt. Board.	
HERTS—			
*Barnet (R.)	... 24	Land acquired.	
*East Barnet Valley	... 70	Under consideration before war.	
Watford	... 80	Land acquired.	
Watford (R.)	... 14		
KENT—			
Dartford (R.)	... 12		
MIDDLESEX—			
*Ealing	... 22	(tenements)	
*Finchley	... 200		
Hayes	... 230	Land acquired.	
MIDDLESEX—contd.			
Hendon	... 50	Land acquired.	
Ruislip—Northwood	... 22		
South Mimms (R.)	... 60	Land acquired.	
Southall Norwood	... 102	Land acquired.	
*Southgate	... 160	Land acquired.	
Staines (R.)	...		
*Tottenham	... 63		
Uxbridge	... 60		
Uxbridge (R.)	...	Provisional agreement for purchase of site.	
SURREY			
*Barnes	... 27	Land acquired.	
Carshalton	... 250	Option secured to purchase 25 acres.	
*Croydon	... 200	11½ acres of land in hand.	
Total of figures so far as stated (22 authorities) 2,315			

* Provided financial assistance is afforded by the Government.

Districts the local authorities of which are willing to prepare schemes or additional schemes.

ESSEX—			
*Epping (R.)	...		
Leyton	...		
Romford (R.)	... 190		
HERTS—			
*Barnet (R.)	... 32		
Bushey	...	If private enterprise fails	
*East Barnet Valley	... 100		
Watford	... 120		
KENT—			
Bromley	...	If necessary.	
Bromley (R.)	... 50		
Chislehurst	...	If any demand.	
Dartford (R.)	...		
*Erith	...	When satisfied of need.	
MIDDLESEX—			
*Acton	...	To consider if private enterprise fails.	
Brentford	...	Provided suitable site can be acquired.	
*Ealing	... 40	Subject to question of site.	
*Feltham	...	If private enterprise fails	
Hampton	...		
MIDDLESEX—contd.			
*Hendon	...		
*Heston & Isleworth	... 500		
*Hornsey	...	Would consider.	
*Staines (R.)	...	Would consider.	
Sunbury-on-Thames	... 50		
Twickenham	... 500		
Uxbridge (R.)	...		
Wealdstone	... 250		
Willesden	... 1,000		
Yiewsley	... 100		
SURREY—			
*Barnes	... 63	Land acquired.	
Coulsdon and Purley	200		
*Croydon	...		
*Esher and the Dittons	...		
Ham	... 30		
*Merton and Morden	...		
*Richmond	... 25		
*Surbiton	... 25	More if desirable.	
Wimbledon	...		
Total of figures so far as stated (17 authorities) 3,275			

* Provided financial assistance is afforded by the Government.

5.—Whether suitable sites could be acquired without delay.

(i.) Land already acquired or in hand.

ESSEX—	MIDDLESEX.	SURREY—
Barking Town, provisional agreement for 11 acres (out of 33 acres in treaty for)	Finchley	Barnes.
East Ham.	Hayes.	Carshalton (option secured on 25 acres).
	South Mimms (R)	Croydon.

(ii.) Land available.

ESSEX—	KENT—contd.	MIDDLESEX—contd.	MIDDLESEX—contd.
Epping (R.)	Bromley.	Heston and Isleworth.	Willesden.
Ilford (a)	Bromley (R.)	Hornsey (limited quantity).	Yiewsley.
Loughton	Chislehurst.	Kingsbury	
Romford (R.)	Dartford (R.)	Ruislip-Northwood.	SURREY—
Walthamstow	Erith.	Southall Norwood	Barnes (a)
HERTS—	MIDDLESEX—	Southgate.	Coulsdon and Purley.
Barnet (R.)	Brentford.	Staines (R.)	Croydon.
Bushey	Edmonton.	Sunbury-on-Thames.	Epsom.
East Barnet Valley.	Feltham.	Tottenham.	Esher and The Dittons.
Watford	Finchley.	Twickenham	Godstone (R.)
Watford (R.)	Greenford.	Uxbridge.	Ham.
KENT—	Hampton.	Uxbridge (R.)	Maldens and Coomba.
Bexley.	Hayes.	Wealdstone.	Merton and Morden
	Hendon.	Wembley.	Surbiton.

(iii.) Little land available.

ESSEX—	KENT—	MIDDLESEX—	SURREY—
Leyton.	Foots Cray (owing to restrictive covenants).	Acton (a)	Kingston-upon-Thames.
West Ham.		Chiswick.	Richmond.
		Hampton Wick (either Crown land or subject to building restrictions)	Wimbledon (a)
		Hanwell	

(a) At high cost.

POPULATION.

TABLE showing the population of the districts in Greater London in 1911 and the changes in the two decennial periods 1891-1901 and 1901-11.

(i.) LONDON.

City or Metropolitan Boroughs.	Total population			1-6 roomed tenements		1-4 roomed tenements					Living more than 2 persons per room.							Average number of persons per room in 1-4 roomed tenements.				
	1911.	Increase or decrease in the period.		Population, 1911.	Proportion of total population.	Population, 1911.	Increase or decrease in the period.		Proportion of total population.			Number of persons 1911.	Proportion of total population.	Number of persons 1911.	Increase or decrease in the period.		Proportion of total occupants of such tenements.			1891.	1901.	1911.
		1891-1901.	1901-1911.				1891-1901.	1901-1911.	1901.	1911.	Increase or decrease in percentage 1901-11.				1891-1901.	1901-1911.	1901.	1911.	Increase or decrease in percentage 1901-11.			
							Per cent.	Per cent.	Per cent.	Per cent.	Per cent.				Per cent.	Per cent.	Per cent.	Per cent.	Per cent.			
Battersea ...	167,743	+ 18,741	- 1,164	143,200	85.4	104,256	+ 7,123	+ 15,257	52.7	62.2	+ 9.5	21,814	13.0	20,523	- 2,985	+ 2,142	20.7	19.7	- 1.0	1.46	1.34	1.31
Bermondsey ...	125,903	- 5,254	- 4,857	115,237	91.5	88,307	- 5,512	+ 2,151	65.9	70.1	+ 4.2	28,591	22.7	26,714	+ 4,775	+ 988	29.9	30.3	+ .4	1.59	1.54	1.55
Bethnal Green...	128,183	+ 557	- 1,497	120,822	94.3	101,505	+ 806	+ 2,652	76.2	79.2	+ 3.0	41,152	32.1	39,377	- 5,799	+ 967	38.9	38.8	- .1	1.80	1.72	1.70
Camberwell ...	261,328	+ 25,633	+ 1,989	206,569	79.0	142,970	+ 15,285	+ 25,322	45.4	54.7	+ 9.3	34,174	13.1	32,119	- 1,114	+ 7,107	21.3	22.5	+ 1.2	1.40	1.34	1.35
Chelsea ...	66,385	+ 888	- 7,457	41,402	62.4	33,239	(a)	- 4,484	51.1	50.1	- 1.0	8,832	13.3	8,566	(a)	- 2,093	28.3	25.8	- 2.5	(a)	1.42	1.36
Deptford ...	109,496	+ 8,628	- 902	88,539	80.9	60,729	(a)	+ 8,868	47.0	55.5	+ 8.5	13,185	12.0	12,159	(a)	+ 2,160	19.3	20.0	+ .7	(a)	1.32	1.31
Finsbury ...	87,923	- 8,518	- 13,540	80,606	91.7	72,318	(a)	- 6,028	77.2	82.3	+ 5.1	33,917	38.6	33,322	(a)	+ 2,401	45.6	46.1	+ .5	(a)	1.82	1.82
Fulham ...	153,284	+ 45,499	+ 15,995	131,028	85.5	100,026	+ 30,100	+ 18,662	59.3	65.3	+ 6.0	21,784	14.2	20,895	+ 1,588	+ 6,003	18.3	20.9	+ 2.6	1.44	1.31	1.30
Greenwich ...	95,968	+ 17,277	+ 198	72,707	75.8	49,263	(a)	+ 8,003	43.1	51.3	+ 8.2	10,828	11.3	10,078	(a)	+ 2,131	19.3	20.5	+ 1.2	(a)	1.32	1.32
Hackney ...	222,533	+ 19,833	+ 3,423	172,503	77.5	123,885	(a)	+ 19,009	47.8	55.7	+ 7.9	26,562	11.9	24,900	(a)	+ 2,568	21.3	20.1	- 1.2	(a)	1.34	1.31
Hammersmith ...	121,521	+ 14,956	+ 9,282	92,975	76.5	66,199	+ 10,479	+ 10,940	49.2	54.5	+ 5.3	16,212	15.3	15,428	+ 115	+ 2,236	23.9	23.3	- .6	1.46	1.37	1.32
Hampstead ...	85,495	+ 13,816	+ 3,553	37,046	43.3	27,068	+ 4,255	+ 2,857	29.5	31.7	+ 2.2	5,547	6.5	5,355	- 1,847	+ 140	21.5	19.8	- 1.7	1.54	1.31	1.24
Holborn ...	49,357	- 7,376	- 10,048	32,557	66.0	29,365	(a)	- 6,359	60.1	59.5	- .6	9,716	19.7	9,543	(a)	- 5,332	41.6	32.5	- 9.1	(a)	1.62	1.48
Islington ...	327,403	+ 15,836	- 7,588	269,941	82.4	216,030	+ 16,003	+ 19,607	58.6	66.0	+ 7.4	62,789	19.2	60,598	- 7,656	+ 3,650	29.0	28.1	- .9	1.58	1.49	1.46
Kensington ...	172,317	+ 6,557	- 4,311	94,214	54.7	76,025	(a)	+ 2,600	41.6	44.1	+ 2.5	26,681	15.5	26,172	(a)	- 35	35.7	34.4	- 1.3	(a)	1.56	1.48
Lambeth ...	298,068	+ 23,502	- 3,837	227,945	76.5	167,061	+ 9,460	+ 13,877	50.7	56.1	+ 5.4	38,816	13.0	36,538	- 6,738	- 366	24.1	21.9	- 2.2	1.49	1.38	1.32
Lewisham ...	160,834	+ 38,562	+ 33,339	103,108	64.1	48,458	(a)	+ 19,530	22.7	30.1	+ 7.4	6,036	3.8	5,408	(a)	+ 1,992	11.8	11.2	- .6	(a)	1.14	1.12
Paddington ...	142,551	+ 8,021	- 1,425	96,892	68.0	77,090	(a)	+ 3,858	50.9	54.1	+ 3.2	20,885	14.7	20,490	(a)	+ 959	26.7	26.6	- .1	(a)	1.40	1.35
Poplar ...	162,442	+ 1,942	- 6,380	148,761	91.6	113,154	+ 1,138	+ 7,657	62.5	69.7	+ 7.2	32,240	19.8	30,044	- 2,036	+ 2,344	26.3	26.6	+ .3	1.49	1.47	1.47
St. Marylebone...	118,160	- 10,186	- 15,141	73,925	62.6	64,342	- 11,060	- 9,811	55.6	54.5	- 1.1	21,178	17.9	20,975	- 9,985	- 7,172	38.0	32.6	- 5.4	1.75	1.61	1.46
St. Pancras ...	218,387	- 28	- 16,930	174,242	79.8	150,274	+ 89	- 5,516	66.2	68.8	+ 2.6	51,214	23.5	50,264	- 8,307	- 6,159	36.2	33.4	- 2.8	1.70	1.61	1.54
Shoreditch ...	111,390	- 5,896	- 7,247	103,181	92.6	88,444	- 5,649	- 1,136	75.5	79.4	+ 3.9	39,127	35.1	37,933	- 6,240	+ 2,404	39.7	42.9	+ 3.2	1.81	1.74	1.79
Southwark ...	191,907	+ 3,701	- 14,273	171,787	89.5	142,820	+ 1,730	- 5,103	71.7	74.4	+ 2.7	46,800	24.4	44,881	- 8,861	- 1,192	31.2	31.4	+ .2	1.68	1.58	1.57
Stepney...	279,804	+ 13,484	- 18,796	249,532	89.2	201,126	+ 13,436	- 8,074	70.0	71.9	+ 1.9	92,305	33.0	88,776	+ 10,496	- 10,403	47.4	44.1	- 3.3	1.80	1.84	1.78
Stoke Newington	50,659	+ 3,250	- 588	35,250	69.6	23,467	(a)	+ 4,856	36.3	46.3	+ 10.0	4,374	8.6	4,084	(a)	+ 1,249	15.2	17.4	+ 2.2	(a)	1.20	1.22
Wandsworth ...	311,360	+ 76,432	+ 79,438	211,268	67.8	124,991	+ 28,220	+ 48,662	32.9	40.2	+ 7.3	18,873	6.0	16,933	+ 1,581	+ 6,596	13.5	13.5	-	1.28	1.20	1.17
Westminster ...	160,261	- 16,958	- 22,750	89,062	55.6	74,617	- 21,163	- 9,007	45.7	46.6	+ .9	16,596	10.4	16,207	- 14,978	- 7,649	28.5	21.7	- 6.8	1.58	1.43	1.28
Woolwich ...	121,376	+ 18,184	+ 4,198	96,054	79.1	51,906	(a)	+ 921	43.5	42.8	- .7	7,110	5.9	6,082	(a)	- 1,645	15.2	11.7	- 3.5	(a)	1.27	1.19
City of London...	19,657	- 10,779	- 7,266	11,489	58.4	8,909	- 8,037	- 1,626	39.5	45.8	+ 6.3	1,648	8.4	1,567	- 4,273	- 1,334	27.5	17.6	- 9.9	1.56	1.37	1.20
	4,521,685	+ 308,313	- 14,582	3,491,842	77.2	2,627,934	+ 110,947	+ 178,145	54.0	58.1	+ 4.1	758,786	16.8	725,951	- 105,572	- 145	29.6	27.6	- 2.0	1.58	1.48	1.42

(a) Comparable figures for 1891 are not available in these cases owing to changes in local areas under the London Government Act, 1899; for Finsbury and Holborn combined there was a decrease of 18,458 in the period of 1891-1901 as compared with a decrease of 12,367 in the period 1901-11 and for Hackney and Stoke Newington combined, a decrease of 1,591 and an increase of 23,865 in the two periods respectively.

APPENDIX 2—(continued).

POPULATION.

TABLE showing the population of the districts in Greater London in 1911 and the changes in the two decennial periods 1891-1901 and 1901-11.

(ii.) EXTRA-LONDON.

[In those cases in which figures are not given the information is not available.]

Urban Districts.	Total Population.			1-6 roomed tenements.		1-4 roomed tenements.					Living more than 2 persons per room.					Average number of persons per room in 1-4 roomed tenements.						
	Increase or decrease in the period.			Population 1911.	Proportion of total population.	Population 1911.	Increase or decrease in the period.		Proportion of total population.			Number of persons, 1911.	Proportion of total population.	Number of persons, 1911.	Increase or decrease in the period.				Proportion of total occupants of such tenements.			
	1911.	1891-1901	1901-1911				1891-1901.	1901-11.	1901.	1911.	Increase or decrease in percentage 1901-11.				Number of persons, 1911.	Proportion of total population.	1891-1901	1901-1911.	1901.	1911.	Increase or decrease in percentage, 1901-11.	1891.	1901.	1911.
				Per cent.		Per cent.	Per cent.	Per cent.		Per cent.		Per cent.	Per cent.		Per cent.	Per cent.						
<i>Essex.</i>																						
Barking Town ...	31,294	+ 7,246	+ 9,747	20,485	94.2	17,381	- 479	+ 12,574	22.3	55.5	+ 33.2	3,348	10.7	2,767	- 50	+ 1,909	17.8	15.9	- 1.9	1.32	1.32	1.28
Buckhurst Hill ...	4,880	+ 650	+ 100	3,028	62.0	1,448		+ 481	20.2	29.6	+ 9.4	248	5.1	201		+ 98	10.7	13.9	+ 3.2	1.32	1.21	1.17
Chingford ...	8,184	+ 1,636	+ 3,811	5,325	65.1	1,550		+ 527	23.4	18.9	- 4.5	219	2.7	195		+ 76	11.6	12.6	+ 1.0	1.18	1.18	1.16
East Ham (M.B.)...	133,487	+ 63,305	+ 37,479	123,135	92.2	49,783	+ 17,184	+ 24,146	26.7	37.3	+ 10.6	8,436	6.3	6,656	+ 1,082	+ 4,176	9.7	13.4	+ 3.7	1.30	1.15	1.20
Ilford ...	78,188	+ 30,322	+ 36,944	52,046	66.6	10,264	+ 266	+ 6,706	8.6	13.1	+ 4.5	1,532	2.0	1,020	- 37	+ 603	12.0	10.0	- 2.0	1.21	1.11	1.09
Leyton ...	124,735	+ 35,806	+ 25,823	100,943	80.9	46,943	+ 8,825	+ 22,441	24.8	37.6	+ 12.8	6,533	5.2	5,631	+ 503	+ 3,083	10.4	12.0	+ 1.6	1.21	1.16	1.16
Loughton ...	5,433	+ 850	+ 703	3,523	64.8	2,076		+ 904	24.8	38.2	+ 13.4	165	3.0	165		+ 31	16.7	7.9	- 8.8	1.16	1.16	1.10
Waltham Holy Cross	6,795	+ 483	+ 246	5,541	81.5	2,038	- 386	+ 648	21.2	30.0	+ 8.8	276	4.1	175	- 219	+ 61	8.2	8.6	+ .4	1.23	1.10	1.09
Walthamstow ...	124,580	+ 48,785	+ 29,449	111,816	89.8	47,771	+ 15,778	+ 19,498	29.7	38.3	+ 8.6	9,102	7.3	6,746	+ 1,423	+ 3,573	11.2	14.1	+ 2.9	1.26	1.19	1.22
Wanstead ...	13,830	+ 2,136	+ 4,651	6,311	45.6	1,483	+ 67	+ 252	13.4	10.7	- 2.7	95	.7	95	- 65	+ 19	9.3	6.4	- 2.9	1.21	1.05	1.04
West Ham (C.B.)...	289,030	+ 62,455	+ 21,672	204,562	91.5	177,428	+ 33,184	+ 47,307	48.7	61.4	+ 12.7	43,714	15.1	40,308	+ 5,670	+ 15,518	19.1	22.7	+ 3.6	1.35	1.33	1.37
Woodford ...	18,496	+ 2,774	+ 4,698	11,171	60.4	3,838	+ 618	+ 1,198	19.1	20.8	+ 1.7	417	2.3	336	- 32	+ 51	10.8	8.8	- 2.0	1.23	1.14	1.08
Total in Essex (a)	838,938	+ 256,454	+ 175,323	716,886	85.5	362,003		+ 136,682	34.0	43.2	+ 9.2	74,085	8.8	64,304	+ 29,098	+ 29,098	15.6	17.8	+ 2.2	—	1.26	1.27
(b)	820,435	+ 253,312	+ 170,709	705,010	85.9	356,929	+ 75,057	+ 134,770	34.2	43.5	+ 9.3	73,453	9.0	63,743	+ 8,275	+ 28,955	15.7	17.9	+ 2.2	1.32	1.26	1.27
<i>Herts.</i>																						
Barnet ...	10,440	+ 1,451	+ 2,081	7,234	69.3	3,062			29.3			348	3.3	236				7.7				1.09
Bushey ...	6,978	+ 1,018	+ 2,414	4,140	59.3	1,539			22.1			159	2.3	99				6.4				.98
Cheshunt ...	12,954	+ 2,672	+ 662	10,680	82.5	4,786	- 288	+ 2,496	18.6	36.9	+ 18.3	570	4.4	432	- 40	+ 217	9.4	9.0	- .4	1.08	1.08	1.10
East Barnet Valley	12,381	+ 2,379	+ 2,287	8,072	65.2	2,647	+ 294	+ 923	17.1	21.4	+ 4.3	351	2.8	244	+ 110	- 55	17.3	9.2	- 8.1	1.18	1.21	1.09
Watford (part) ...	2,633	+ 16	+ 511																			
Total in Herts (a)	45,386	+ 7,536	+ 7,955	30,126	66.4																	
(b)	25,335	+ 5,051	+ 2,949	18,752	74.0	7,433	+ 6	+ 3,419	17.0	29.3	+ 11.4	921	3.6	676	+ 70	+ 162	12.8	9.1	- 3.7	1.11	1.13	1.10

Urban Districts.	Total Population.			1-6 roomed tenements.		1-4 roomed tenements.					Living more than 2 persons per room.						Average number of persons per room in 1-4 roomed tenements.			
	1911.	Increase or decrease in the period.		Population, 1911.	Proportion of total population.	Population, 1911.	Increase or decrease in the period.		Proportion of total population.			All tenements.		1-4 roomed tenements.						
		1891-1901	1901-1911				1891-1901.	1901-11.	1901.	1911.	Increase or decrease in percentage, 1901-11.	Number of persons, 1911.	Proportion of total population.	Number of persons, 1911.	Increase or decrease in the period.		Proportion of total occupants of such tenements.			
																1891-1901.	1901-1911.	1901.	1911.	Increase or decrease in percentage, 1901-11.
<i>Surrey.</i>				per cent.				per cent.	per cent.		per cent.			per cent.	per cent.					
Barnes ...	30,377	+ 3,148	+ 12,556	67.9	20,611	9,267	+ 4,707	26.6	30.5	+ 4.9	1,427	4.7	1,308	+ 678	13.8	14.1	+ .3			
Carshalton ...	11,034	+ 1,321	+ 4,888	59.9	6,967	2,501	+ 432	18.3	21.5	+ 3.2	337	2.9	202	+ 63	10.5	8.1	- 2.4	1.13	1.13	1.12
Croydon (C.B.) ...	109,551	+ 31,200	+ 35,656	71.7	121,558	44,924	+ 7,549	19.3	26.5	+ 7.2	7,002	4.1	5,815	+ 846	14.2	12.9	- 1.3	1.21	1.17	1.14
E. & W. Molesey ...	6,492	+ 638	+ 458	72.2	4,686	1,754	+ 998	12.5	27.0	+ 14.5	218	3.4	174	+ 71	13.6	9.9	- 3.7		1.14	1.13
Epsom ...	19,156	+ 2,498	+ 8,241	45.0	8,616	3,784	+ 186	18.3	19.8	+ 1.5	568	3.0	485	+ 19	8.7	12.8	+ 4.1	1.17	1.09	1.13
Esher and The Dittons (part)	9,901	+ 1,382	+ 2,843	79.6	7,887						353	3.6								
Ham ...	1,435	- 19	- 25	67.7	971	606	+ 83	35.8	42.2	+ 6.4	71	4.9	71	+ 57	2.7	11.7	+ 9.0		1.11	1.07
Kingston-on-Thames (M.B.)	37,975	+ 7,316	+ 3,600	74.9	28,428	11,621	+ 1,302	19.8	30.6	+ 10.8	2,216	5.8	1,922	+ 295	16.3	16.5	+ .2	1.24	1.25	1.20
Merton ...	12,938	+ 1,166	+ 8,428	88.4	11,437	3,017			23.3		473	3.7	344			11.4				1.09
Richmond (M.B.)	33,221	+ 4,797	+ 1,549	57.5	19,106	9,383	+ 2,279	22.4	28.2	+ 5.8	1,249	3.8	1,090	+ 267	13.0	11.6	- 1.4		1.12	1.10
Surbiton ...	17,717	+ 2,839	+ 2,700	67.7	10,226	3,748	+ 1,808	12.3	21.2	+ 8.9	462	2.6	297	+ 127	9.2	7.9	- 1.3		1.09	1.05
Sutton ...	21,270	+ 3,246	+ 4,047	56.3	11,980	4,360	+ 401	9.0	20.5	+ 11.5	688	3.2	497	+ 101	12.7	11.4	- 1.3	1.12	1.18	1.13
The Maldens and Coombe	12,137	+ 1,205	+ 5,904	68.0	8,249	2,296	+ 1,237	17.0	18.9	+ 1.9	401	3.3	334	+ 262	6.8	14.5	+ 7.7		1.05	1.11
Wimbledon (M.B.)	54,966	+ 15,875	+ 13,314	67.3	36,970	13,174	+ 2,915	20.4	24.0	+ 3.6	2,137	3.9	1,782	+ 202	11.1	13.5	+ 2.4	1.20	1.13	1.14
Total in Surrey (a)	438,778	+ 76,612	+ 104,159	67.8	297,692						17,602	4.0								
(b)	314,552	+ 61,456	+ 69,746	68.2	214,519	80,364	+ 12,413	18.7	25.5	+ 6.8	12,948	4.1	10,703	+ 1,488	13.6	13.3	- .3	1.21	1.17	1.14
Total Extra-London Urban Districts (a)	2,549,908	+ 614,389	+ 629,754	76.0	1,937,204						177,099	6.9								
(b)	2,107,678	+ 546,323	+ 542,688	78.0	1,714,541	832,223	+ 167,095	30.0	37.9	+ 7.9	164,461	7.5	142,509	+ 16,563	16.2	17.1	+ .9	1.31	1.25	1.24

(a) Totals for all districts.

(b) Totals for districts for which complete figures are available.

NOTE.—The Census returns for 1891 and 1901 required information to be furnished as to the number of rooms if the tenements consisted of less than 5 rooms, while the census of 1911 required this information in respect of all tenements. In considering the figures of tenements (of 1-4 rooms) and overcrowding, it is necessary to bear in mind that the comparison between 1911 and preceding years is affected by the greater completeness and accuracy of the 1911 figures, though it is impossible to say to what extent.

APPENDIX 3.

WORKING CLASS DWELLINGS PROVIDED AND DEMOLISHED, 1911-1916.

TABLES showing (i.) the number of rooms provided in working-class dwellings,

(ii.) the number demolished, and

(iii.) the net increase or decrease in working-class accommodation in London in the years 1911 to 1916.

(i.) *Rooms provided.*

City or Metropolitan Borough.	Number of rooms provided.						Total 1911-1916.
	1911.	1912.	1913.	1914.	1915.	1916.	
Battersea	3	—	—	—	—	—	3
Bermondsey	56	110	47	223	—	347	783
Bethnal-green	—	—	—	48	18	53	119
Camberwell	503	154	137	291	—	3	1,088
Chelsea	—	—	1,461	—	270	672	2,403
Deptford	145	72	88	39	85	4	433
Finbury	—	—	—	—	—	—	—
Fulham	61	556	97	35	184	—	933
Greenwich	471	133	258	33	—	496 (a)	1,391
Hackney	128	19	64	24	21	27	283
Hammersmith	144	244	499	500	—	—	1,387
Hampstead	—	—	—	—	—	—	—
Holborn	—	—	—	—	—	—	—
Islington	—	—	28	—	—	—	28
Kensington	—	54	24	—	44	96	218
Lambeth	87	336	62	453	30	96	1,064
Lewisham	269	208	258	476	208	5	1,424
Paddington	—	—	—	—	16	—	16
Poplar	78	44	24	60	—	—	206
St. Marylebone	—	89	—	279	103	—	471
St. Pancras	288	396	592	383	6	—	1,665
Shoreditch	597	128	138	—	—	—	863
Southwark	422	383	274	108	503	12	1,702
Stepney	86	99	40	47	52	—	324
Stoke Newington	—	—	—	—	—	48	48
Wandsworth	1,450	709	974	1,032	379	183	4,727
Westminster (City)	—	15	505	—	—	—	520
Woolwich	416	418	611	1,268	4,690 (a)	8,357 (a)	15,760
City of London	—	—	—	—	—	—	—
TOTAL	5,204	4,167	6,181	5,299	6,609	10,399	37,859

(a) Including accommodation provided by the Government in 1915 and 1916 as follows :—

Borough.	Number of rooms.		
	Cottages.	Hutments (Temporary)	Total.
Woolwich, 1915	4,010	—	4,010
" 1916	1,557	6,408	7,965
Greenwich, 1916	—	496	496
Total	5,567	6,904	12,471

(ii.) Rooms demolished.

City or Metropolitan Borough.	Number of rooms demolished.						Total 1911-1916.
	1911.	1912.	1913.	1914.	1915.	1916.	
Battersea	—	205	48	62	91	56	462
Bermondsey	19	228	261	691	232	15	1,346
Bethnal Green	—	106	116	63	127	35	447
Camberwell	19	179	304	420	64	18	1,004
Chelsea	558	435	491	—	238	—	1,722
Deptford	18	171	17	100	27	8	341
Finsbury	64	281	282	469	—	73	1,169
Fulham	132	—	83	44	21	—	280
Greenwich	132	217	319	8	24	5	705
Hackney	48	125	267	202	56	182	880
Hammersmith	209	76	130	72	91	58	636
Hampstead	—	10	—	—	14	42	66
Holborn	73	157	10	159	12	57	468
Islington	33	103	469	195	178	38	1,016
Kensington	114	25	162	16	58	—	375
Lambeth	1,478	1,301	788	1,017	127	223	4,934
Lewisham	6	19	76	54	4	—	159
Paddington	24	105	331	160	4	12	636
Poplar	38	286	56	181	44	—	605
St. Marylebone	403	220	206	108	343	11	1,291
St. Pancras	104	580	183	687	452	104	2,110
Shoreditch	210	74	145	284	—	68	781
Southwark	614	309	638	431	260	315	2,567
Stepney	89	879	446	491	55	36	1,996
Stoke Newington	—	—	12	5	68	—	85
Wandsworth	106	61	39	110	62	63	441
Westminster (City)	231	505	168	505	107	71	1,587
Woolwich	92	127	127	213	131	13	703
City of London	155	6	—	22	—	—	183
Total	4,969	6,790	6,174	6,669	2,890	1,503	28,995

(iii.) Net increase or decrease in housing accommodation.

City or Metropolitan Borough.	Number of rooms.						Total 1911-1916.	
	1911.	1912.	1913.	1914.	1915.	1916.	Increase.	Decrease.
	Battersea	+ 3	— 205	— 48	— 62	— 91	— 56		459
Bermondsey	+ 37	— 118	— 214	— 368	— 232	+ 332		563
Bethnal Green	—	— 106	— 116	— 15	— 109	+ 18		328
Camberwell	+ 484	— 25	— 167	— 129	— 64	— 15		
Chelsea	— 558	— 435	+ 970	—	+ 32	+ 672	681	
Deptford	+ 127	— 99	+ 71	— 61	+ 58	— 4	92	
Finsbury	— 64	— 281	— 282	— 469	—	— 73		1,169
Fulham	— 71	+ 556	+ 14	— 9	+ 163	—	653	
Greenwich	+ 339	— 84	— 61	+ 25	— 24	+ 491	686	
Hackney	+ 80	— 106	— 203	— 178	— 35	— 155		597
Hammersmith	— 65	+ 168	+ 369	+ 428	— 91	— 58	751	
Hampstead	—	— 10	—	—	— 14	— 42		66
Holborn	— 73	— 157	— 10	— 159	— 12	— 57		468
Islington	— 33	— 103	— 441	— 195	— 178	— 18		988
Kensington	— 114	+ 29	— 138	— 16	— 14	+ 16		157
Lambeth	— 1,391	— 965	— 726	— 564	— 97	— 127		3,870
Lewisham	+ 263	+ 189	+ 182	+ 422	+ 204	+ 5	1,265	
Paddington	— 24	— 105	— 331	— 160	+ 12	— 12		620
Poplar	+ 40	— 242	— 32	— 121	— 44	—		309
St. Marylebone	— 403	— 131	— 206	+ 171	— 240	— 11		820
St. Pancras	+ 184	— 184	+ 409	— 304	— 446	— 104		445
Shoreditch	+ 387	+ 54	— 7	— 284	—	— 68	82	
Southwark	— 192	+ 74	— 364	— 323	+ 243	— 303		865
Stepney	— 3	— 780	— 406	— 444	— 3	— 36		1,672
Stoke Newington	—	—	— 12	— 5	— 68	+ 48		37
Wandsworth	+ 1,344	+ 648	+ 935	+ 922	+ 317	+ 120	4,286	
Westminster (City)	— 231	— 490	+ 337	— 505	— 107	— 71		1,067
Woolwich	+ 324	+ 291	+ 484	+ 1,055	+ 4,559	+ 8,344	15,057	
City of London... ..	— 155	— 6	—	— 22	—	—		183
Total	+ 235	— 2,623	+ 7	— 1,370	+ 3,719(a)	+ 8,896(a)	23,637(a)	14,773

(a) Including housing accommodation, permanent and temporary, provided by the Government (see note on preceding page).

+ 8,864

APPENDIX 4.—Working-Class Accommodation, Greater London, 1902-16.

Table showing the working-class accommodation provided and demolished in Greater London during the years 1902-16.

[Prior to 1912 the information was not compiled for the whole of Greater London.]

Year.	NUMBER OF ROOMS.						
	London.	Extra-London.			Total—Greater London.		
		Part of area. (29 districts).	Part of area. (42 districts).	Whole area.	Part of area.	Part of area.	Whole area.
			(a) Provided.				
1902... ..	21,978	35,808			57,786		
1903... ..	25,906	38,006			63,912		
1904... ..	24,614	33,095			57,709		
1905... ..	26,076	36,874			62,950		
1906... ..	20,469	29,482	38,967		49,951	59,436	
1907... ..	15,178	24,138	31,938		39,316	47,116	
1908... ..	10,387	16,862	22,195		27,249	32,582	
1909... ..	5,711	15,798	21,150		21,509	26,861	
1910... ..	6,950	14,079	18,229		21,029	25,179	
1911... ..	5,204	12,114	15,680		17,318	20,894	
Average (10 years)	16,247	25,626			41,873		
1912... ..	4,167	9,456	11,454	13,141	13,623	15,621	17,308
1913... ..	6,181	7,452	9,827	11,933	13,633	16,008	18,114
1914... ..	5,299	7,576	10,466	12,725	12,875	15,765	18,024
1915... ..	6,609	3,722	5,247	8,999	10,331	11,856	15,608
1916... ..	10,399	5,096	5,755	9,264	15,495	16,154	19,668
Average (15 years)	13,008	19,304			32,312		
			(b) Demolished.				
1902... ..	4,201	86			4,287		
1903... ..	4,431	472			4,903		
1904... ..	5,598	545			6,143		
1905... ..	11,768	245			12,013		
1906... ..	6,187	336	494		6,523	6,681	
1907... ..	6,372	364	727		6,736	7,099	
1908... ..	3,961	304	380		4,265	4,341	
1909... ..	4,569	199	232		4,768	4,801	
1910... ..	3,992	204	276		4,196	4,268	
1911... ..	4,969	673	807		5,642	5,776	
Average (10 years)	5,605	343			5,948		
1912... ..	6,790	353	493	807	7,143	7,283	7,597
1913... ..	6,174	500	672	983	6,674	6,846	7,157
1914... ..	6,669	649	901	1,287	7,318	7,570	7,956
1915... ..	2,890	581	714	1,031	3,471	3,604	3,921
1916... ..	1,503	550	581	924	2,053	2,084	2,427
Average (15 years)	5,338	404			5,742		
			(c) Net Number Provided.				
1902... ..	17,777	35,722			53,499		
1903... ..	21,475	37,534			59,009		
1904... ..	19,016	32,550			51,566		
1905... ..	14,308	36,629			50,937		
1906... ..	14,282	29,146	38,473		43,428	52,755	
1907... ..	8,806	23,774	31,211		32,580	40,017	
1908... ..	6,426	16,558	21,815		22,984	28,241	
1909... ..	1,142	15,599	20,918		16,741	22,060	
1910... ..	2,958	13,875	17,953		16,833	20,911	
1911... ..	235	11,441	14,873		11,676	15,108	
Average (10 years)	10,642	25,283			35,925		
1912... ..	— 2,623	9,103	10,961	12,334	6,480	8,338	9,711
1913... ..	7	6,952	9,155	10,950	6,959	9,162	10,957
1914... ..	— 1,370	6,927	9,565	11,438	5,557	8,195	10,068
1915... ..	3,719	3,141	4,533	7,968	6,860	8,252	11,687
1916... ..	8,896	4,546	5,174	8,340	13,442	14,070	17,236
Average (15 years)	7,670	18,900			26,570		

APPENDIX 5.—LOCOMOTION FACILITIES.

(i.) Number of railway passengers with workmen's tickets in the year 1913, and proportion of total passengers :—

Railway.	Number of passengers with workmen's tickets, 1913,	Total number of passengers, including season ticket holders, 1913.	Proportion of workmen to total passengers.
<i>London Local Railways—</i>			Per cent.
Central London	4,396,640	37,513,341	11·7
City and South London	5,840,109	22,773,830	25·6
London Electric	21,136,580	100,088,171	21·1
Metropolitan (including Great Northern and City)	17,525,840	113,427,092	15·5
Metropolitan District	15,657,958	88,871,332	17·6
North London	6,488,192	30,598,731	21·2
Total Local Railways	71,045,319	393,272,497	18·1
<i>Trunk Railways serving London—</i>			
Great Eastern	27,949,982	134,327,046	20·8
South Eastern and Chatham	14,727,280	79,293,623	18·6
London and South Western	9,332,134	77,211,162	12·1
London, Brighton and South Coast	9,415,404	80,425,711	11·7
Great Northern	6,694,127	64,664,662	10·4
London and North Western	20,744,508	127,349,830	16·3
Midland (including London, Tilbury and Southend)	30,391,278	140,586,643	21·6
Great Western	14,185,438	137,931,962	10·3
Great Central	5,218,492	40,251,532	13·2
Total Trunk Railways	138,658,643	882,042,171	15·7
Other Railways not serving London	71,162,001	503,346,153	14·1
Total Great Britain	280,865,963	1,778,660,821	15·8

(ii.) Limits of workmen's fares of 2d. and 4d. return on London railways :—

2d. Return.		4d. Return.	
Most outlying station between which and terminus the fare applies.	Distance from terminus.	Most outlying station between which and terminus the fare applies.	Distance from terminus.
<i>North of the River—</i>		<i>North of the River—</i>	
Blackwall (G.E. Rly.)	miles. 3·5	North Greenwich (G.E. Rly.)	miles. 4·4
Poplar (N.L. Rly.)	6·5	North Woolwich (G.E. Rly.)	9·1
Canning Town (G.E. Rly.)	6·1	Manor Park (G.E. Rly.)	6·6
Plaistow (Mid. Rly.—L.T. & S. Branch)	4·6	Leytonstone (G.E. Rly.)	6·5
Stratford (G.E. Rly.)	4·4	Leytonstone (Mid. Rly.)	12·0
Wood Street, Walthamstow (G.E. Rly.)	7·1	Tottenham (Hale) (G.E. Rly.)	8·3
Enfield Town (G.E. Rly.)	10·7	Enfield (G.N. Rly.)	9·1
Finsbury Park (G.N. Rly.)	4·4	New Southgate (G.N. Rly.)	6·4
Finsbury Park (G.N. & C. Rly.)	3·5	Woodside Park (G.N. Rly.)	8·7
Finsbury Park (L.E. Rly.)	3·9	Hendon (Mid. Rly.)	8·9
Crouch Hill (Mid. Rly.)	4·1	Wembley Park (Met. Rly.)	8·3
Highgate (L.E. Rly.)	4·3	Kensal Rise (L. & N.W. Rly.)	9·6
Golder's Green (L.E. Rly.)	5·9	Willesden (L. & N.W. Rly.)	9·7
Chalk Farm (N.L. Rly.)*	5·6	North Ealing (M.D. Rly.)	9·2
Finchley Road (Mid. Rly.)	3·7	Ealing Broadway (M.D. Rly.)	9·6
Finchley Road (Met. Rly.)	3·8	Acton (G.W. Rly. and Met. Rly.)	9·2
Loudoun Road (L. & N.W. Rly.)*	2·5		
Edgware Road (L.E. Rly.)	4·3	<i>South of the River—</i>	
Westbourne Park (G.W. Rly. and Met. Rly.)	3·7	Putney (L. & S.W. Rly.)	5·9
Wood Lane (C.L. Rly.)	6·8	Southfields (L. & S.W. Rly.)	6·7
High Street, Kensington (Met. Rly.)	6·8	Tooting Junction (L.B. & S.C. Rly.)*	9·1
Hammersmith (L.E. Rly.)	4·5	Selhurst (L.B. & S.C. Rly.)	9·7
Hammersmith (M.D. Rly.)	5·2	Crystal Palace (S.E. & C. Rly.)	9·4
Walham Green (M.D. Rly.)	4·8	Crystal Palace (L.B. & S.C. Rly.)	7·5
		Woodside (S.E. & C. Rly.)	12·0
<i>South of the River—</i>		Kent House (S.E. & C. Rly.)	8·1
Battersea Park Road (S.E. & C. Rly.)	5·9	Catford (S.E. & C. Rly.)	7·7
Clapham Junction (L. & S.W. Rly.)	4·0	Greenwich Park (S.E. & C. Rly.)*	8·0
Clapham Common (C. & S.L. Rly.)	3·8	Plumstead (S.E. & C. Rly.)	10·0
Herne Hill (S.E. & C. Rly.)	4·3		
South Bermondsey (L.B. & S.C. Rly.)*	1·6		
Southwark Park (S.E. & C. Rly.)*	1·7		
Surrey Docks (E.L. Rly.)	2·4		

* Station closed temporarily.

(iii.) Number of workmen's trains daily to the several London termini.

Railway.	Terminus.	Number of workmen's trains daily inwards.
Metropolitan	Aldgate	69 (b)
	Baker Street	23
	Shoreditch	18
		110
Metropolitan District	Mansion House (a)	91(c)
Baker Street and Waterloo	Piccadilly Circus (a)	79
Great Northern, Piccadilly and Brompton	Piccadilly Circus (a)	80
City and South London	Bank (a)	76
South Eastern and Chatham... ..	Victoria	8
	Charing Cross	20
	Holborn, Ludgate Hill and St. Paul's	28
	Cannon Street	19 (d)
		75
London, Brighton and South Coast	Victoria	30
	London Bridge	41
		71
Ditto "Cheap" Trains	London Bridge	2
Great Eastern	Liverpool Street	47
	Fenchurch Street	18
		65
Ditto "Cheap" Trains	Liverpool Street	57
	Fenchurch Street	12
		69
Charing Cross, Euston and Hampstead	Charing Cross	57
London and South Western	Waterloo	44
North London	Broad Street	31
Midland	St. Pancras	5
	Moorgate Street	8
	Fenchurch Street	10
		23
Great Northern	King's Cross	4
	Moorgate Street	10
		14
Waterloo and City	Bank	12
Great Western	Paddington	10
London and North Western	Euston	9
Great Central	Marylebone	6
		853
	Workmen's Trains	71
	"Cheap" Trains	
	Total	924

(a) These stations though not physical termini are regarded as termini for the purposes of this table. The trains from both directions are included in the number shown.

(b) Including 2 terminating at Liverpool Street, and 1 at King's Cross.

(c) Including 3 terminating at Aldgate East (from the East).

(d) Including 3 terminating at London Bridge.

London County Council.

HOUSING AFTER THE WAR.

Extract from the Minutes of Proceedings at a meeting of the Council on
23rd July, 1918.

Report of the Housing of the Working Classes Committee.

17th July, 1918. T

Housing after the war.

1.—One of the questions which have been engaging the earnest attention of those whose business it is to consider the domestic action to be taken in connection with the return of peace conditions in this country is that of improved housing accommodation for the people. Keen interest is taken in this question by all classes of the community, and the part to be taken by the Council in any general plan has occupied our most serious attention.

The Local Government Board, within whose jurisdiction the question of local action lies, has recently called for a full expression of the Council's attitude to this question, and we have gathered that the Board desires that a very broad view shall be taken of the prospective situation. If this is to be done, the views of the various local authorities whose areas surround the county of London must be ascertained, and due weight must be given to the special knowledge of the several metropolitan borough councils as regards the requirements and conditions of the metropolitan boroughs. For this purpose we propose to hold conference with all the circa-London local authorities and to confer with the metropolitan borough councils. It is obvious that many important questions intimately connected with the main housing issue must arise in connection with any such conference, and the value of a free interchange of views in this matter would be considerably discounted if such questions were excluded. We have, therefore, asked the committees concerned in these questions to report simultaneously with us with a view to the Council authorising their discussion.

It does not appear to us, however, to be necessary for the Council to delay the formulation of preliminary views. Indeed, we are of opinion that the tentative expression by the Council of a policy conceived on broad lines may well assist in focussing and crystallizing the views of other authorities.

The conditions which will obtain for some time after the declaration of peace cannot be foretold with any exactitude. It will be safe only to say that the public need for action will be great, while the economic situation will be strained. Proof of public need is afforded by the existing facts as to the increased pressure on accommodation created by the cessation of building operations during the war and by the deterioration of accommodation which has inevitably taken place. This has resulted in increased overcrowding in dwellings otherwise suitable and in the continued habitation of dwellings which in normal circumstances could no longer be regarded as suitable at all. Pressure, in short, has produced and intensified slums. Causes of a strained economic situation may be cited in the increased and increasing cost of labour and materials and in the resumption and redistribution of industrial activity which will accompany demobilisation.

To assist local authorities in meeting the abnormal situation which will thus arise, the Local Government Board, by circular dated 18th March, 1918, has announced that the Government will make a grant towards the deficiency to be expected upon the erection of new working-class dwellings. This grant will take two forms. For the first seven years, at least, after the declaration of peace a grant of 75 per cent. of the estimated annual deficit will be made. At the end of this period the dwellings will be valued, and 75 per cent. of the excess of the outstanding loan over that value will be met by the State.

Dwellings are built by the Council under the Housing Acts either in pursuance of an obligation laid upon it by a scheme under Part I. or Part II. of the Act of 1890 or, apart altogether from obligation, under Part III. of the Act. When dwellings are built by the Council in pursuance of an obligation the financial result of the operation is estimated on the basis of the value of the land for housing purposes and not upon its cost. No element of the cost of clearing away an insanitary area is therefore involved. The deficiency grant will apply to dwellings erected under Part III., but we are given to understand that it will not be paid in respect of dwellings built in pursuance of an obligation. So long as dwellings are built during the period defined by the Local Government Board we are unable to see any reason for this differentiation.

The need for rehousing is at least as great or there would be no rehousing obligation. The economic conditions are as strained in the one case as in the other. Upon this we feel so strongly that we regard the removal of this inequity as a condition precedent to the emergency policy which we are prepared to suggest to the Council.

In order to be in a position to advise the Council on this emergency policy, we have for some time been collecting detailed information as to the housing conditions now existing in London and we propose to submit this information to the Council for publication at an early date. In the meantime, however, we think that the Council should lay down in broad preliminary outline the course which it will follow for the period which the Local Government Board has recognised as that during which at least abnormal conditions will prevail, namely, seven years from the declaration of peace.

It is open to the Council to pursue in this period a policy of quantity or a policy of quality. To justify a policy of quantity it would be necessary to ascertain first of all the amount of additional accommodation likely to be required. Present conditions are such as to preclude the possibility of making any estimate of this. On the other hand, no uncertainty exists as to the facts necessary to justify a policy of quality. The number of houses in London requiring improvement from the point of view of sanitary arrangements, distribution, age and the like is readily ascertainable, and the amount of work involved in dealing with these houses and providing healthy homes instead can be estimated. It is a kind of work to benefit most those who are poorest and most unsuitably housed; it belongs peculiarly to local government authorities throughout the country; and it has a far-reaching influence in raising the general standard of public health as well as on the individual occupant of the new houses. These and other such considerations as ought, in our opinion, to guide the framing of a public policy, have caused us to conclude that the policy of the Council should be one of quality.

The questions of the pace at which this broad general policy shall be pursued and its extent are of the first importance. On these questions the keynote should, we think, be acceleration. So much importance do we attach to this that we propose that all action should be subject to the necessary amendments of the law being obtained to make it possible to deal with slum property both quickly and cheaply. Legislation in this direction has long been promised on behalf of the Government. This was clearly brought to the notice of the Local Government Board in the Council's letter of 11th May, 1914, reported on 23rd February, 1915 (p. 272), in which the following passage occurs—

“ Authoritative ministerial statements have, since the date of this resolution (29th July, 1913) been made indicating the form which legislation will take. Property taken for, *inter alia*, ‘ slum ’ clearances, is to be acquired at a value assessed by a new body of Judicial Commissioners, and by a simplified process. Both the Chancellor of the Exchequer in his speeches last autumn, and the Prime Minister in his speech at the National Liberal Club on 9th December last, said that the object and result of this reform would be to reduce greatly the cost of acquiring property by local authorities in such cases as that now under consideration. Moreover, the Chancellor of the Exchequer in his speech on the Budget on the 4th instant, said that the present cost of clearing ‘ slum ’ property is ‘ prohibitive.’ ”

Subject to this long-promised legislation being obtained, we are prepared to recommend the Council to proceed at a pace and to an extent which is the measure of our conviction that the policy we advocate is sound and necessary. Apart from acceleration due to amended legislation, both pace and extent depend upon a variety of factors, among which may be mentioned the cost and availability of labour and materials, the cost of acquiring property, the facility with which property can be dealt with or acquired and houses be demolished, and the extent and availability of building land. All these matters are important, all are difficult of estimation, but nearly all are reducible with more or less accuracy to a money basis. We think, therefore, that the pace and extent of the Council's policy may conveniently be expressed in terms of capital expenditure spread over the period which we have already mentioned—seven years from the conclusion of peace. Taking this basis, we have carefully assessed the amount of work which, in the light of experience, we think the Council could reasonably hope to undertake, and have arrived at the conclusion that this may be put at a total of £3,500,000, spread over the period of seven years at the rate of about £500,000 a year. We are not prepared to say in detail the exact meaning of these figures in improved slum areas and wholesome dwellings, but that the magnitude of the undertaking may be, perhaps, the better realised, we would draw attention to the fact that, even with the costly processes involved in the existing law, the Council, for nearly £2,000,000, has, in the past, cleared 55 acres of slums and provided new dwellings in connection therewith for over 16,000 persons.

To carry out the policy which we have thus outlined the general procedure would be, first, by way of building under Part III. of the Housing Act of 1890 new houses both upon estates ripe for development and upon sites adjoining or near actual insanitary or overcrowded areas. This action will, we hope, serve to create a healthy draught from insanitary to wholesome property. The estates already in the Council's possession and available for this purpose cover 106½ acres, and are capable of accommodating an ultimate population of some 17,000 persons on the basis of two per room, while doubtless some opportunities will occur for the acquisition of partially developed estates in suitable localities. Secondly, and as far as possible concurrently, we would proceed to deal with insanitary houses and areas; and thirdly, and also concurrently, we would propose the erection of new dwellings as land thus became available.

We recommend—

(a) That the Housing of the Working Classes Committee be authorised to hold conference with the local authorities whose areas surround the county of London and to confer with the metropolitan borough councils to enable them to report fully on the most effective methods for improving the housing conditions of Greater London as a whole. [Agreed as amended]

(b) That, subject (1) to the financial assistance mentioned in the Local Government Board circular of 18th March, 1918, being applied to all buildings erected under Parts I., II. and III. of the Housing of the Working Classes Act, 1890, and (2) to the passing of the long-promised legislation for accelerating and cheapening the acquisition of slum property, the policy of the Council as regards housing during the period of seven years following the conclusion of peace be as follows—

(i.) To accelerate the development of estates already in the Council's possession and other estates available and ripe for immediate development by the erection of new dwellings under Part III. of the Housing of the Working Classes Act, 1890.

(ii.) To arrange for the closing and demolition of insanitary houses.

(iii.) To accelerate the clearance of insanitary areas under either Part I. or Part II. of the Housing of the Working Classes Act, 1890, and the erection of new dwellings on the cleared areas and elsewhere.

(iv.) To spend upon capital account for purposes arising out of this resolution a sum at the rate of about £500,000 a year for the seven years following the declaration of peace, or a total in that period not exceeding £3,500,000. [Agreed.]

(c) That the foregoing resolutions (a) and (b) be communicated to the Local Government Board [Agreed.]

H. DE R. WALKER,
Chairman.

Motion made—That the report be received.

Debate.

Motion put and agreed to.

Resolved—That the report be received.

(1a.) Recommendation No. 1 (a) moved.

Amendment moved by Mr. Hobson, seconded by Lieut.-Col. Tasker—That the following be added—“and that the Chairman and Vice-Chairman of the Building Acts Committee, the Finance Committee, the Highways Committee and the Improvements Committee be associated with the Housing of the Working Classes Committee at any conferences held under this authority.”

The Chairman of the Committee intimated his willingness to accept the amendment.

Amendment put and agreed to.

Motion, as amended, put and agreed to.

Resolved—That the Housing of the Working Classes Committee be authorised to hold conference with the local authorities whose areas surround the county of London and to confer with the metropolitan borough councils to enable them to report fully on the most effective methods for improving the housing conditions of Greater London as a whole, and that the Chairman and Vice-Chairman of the Building Acts Committee, the Finance Committee, the Highways Committee and the Improvements Committee be associated with the Housing of the Working Classes Committee at any conference held under this authority.

(1b and c.) Recommendations No. 1 (b) and (c) moved, put and agreed to.

Resolved accordingly.

Report of the Finance Committee.

17th July, 1918.

Housing after the war.

1.—The Housing of the Working Classes Committee have informed us of the recommendations which they propose to submit with regard to the provision of houses for the working classes after the war.

The salient features of the proposals of the Housing Committee, which are subject to Government acquiescence in certain conditions, are as follows—

(i.) Expenditure by the Council of about £500,000 a year for seven years after the war, *i.e.*, a total outlay of £3,500,000, partly for housing and partly for dealing with insanitary areas.

(ii.) The grant by the State of a percentage of the loan charges sufficient to relieve the Council of 75 per cent. of the estimated annual deficit on the erection of all dwellings erected under the Act of 1890 for at least seven years after the completion of the buildings, with a final adjustment of the contribution by the State thereafter based on the difference between the then value of the dwellings and the outstanding debt thereon.

It is proposed that the Council shall expend during the seven years after the war as much as it has spent during the whole period of the nearly 30 years of its existence, the net capital expenditure incurred by the Council up to 31st March, 1918, having been £1,146,164 for clearance schemes and £2,353,717 for dwellings and estates under the Housing Acts, making a total of £3,499,881.

It is important to bear in mind that, while the loan charges in respect of the capital outlay of £1,146,164 fall upon the rates, the loan charges on the capital expenditure of £2,353,717, or 67 per cent. of the whole, are met out of the rents of the dwellings and have involved no charge on the rates, the policy of the Council having been that all dwellings erected by it should be self-supporting; and taking the dwellings as a whole this object has been achieved.

It is estimated that the rents obtainable during the years immediately following the termination of the war will not be sufficient to meet the increased loan and other charges due to the necessarily high cost of building, and the high rate of interest upon the capital employed. If this be so it will create an emergency situation, due to the war, which will necessitate a departure from the sound economic policy of avoiding a charge on the rates for dwellings. There should, however, be a limit to this departure from the Council's practice, and while it is impossible at the present time to suggest such a limit, we desire to emphasize the importance of the Council reverting to its pre-war policy as soon as possible.

The Government, in announcing their policy in regard to housing after the war, have not found it possible to estimate what will be the financial effect thereof, and for similar reasons it is impossible for us to forecast what will be the ultimate effect on the rates of the proposed expenditure of £3,500,000.

GEORGE T. GOLDIE,
Chairman.

Resolved—That the report be received.

NOTE.—The Council on 23rd July, 1918, also authorised the discussion at the proposed conference of the questions of town planning, the formation of arterial roads, and the provision and adequacy of means of transit so far as they are ancillary to the question of housing after the war.

On 30th July, 1918, the Council further directed that the chairman and vice-chairman of the Parks and Small Holdings and Allotments Committee should be associated with the Housing of the Working Classes Committee at the conference.

James Bird

—
Clerk of the Council.

The County Hall,
S.W.1.

London County Council.

HOUSING AFTER THE WAR.

Extract from the Minutes of Proceedings at a Meeting of the Council on 3rd June, 1919.

Report of the Housing of the Working Classes Committee.

21st and 28th May, 1919.

Housing policy.

1.—The circumstances of the time have made it necessary for us to bring before the Council a proposal of very great magnitude. Section 7 (1) of the Housing, Town Planning, etc., Bill, 1919, as passed by the House of Commons, provides that, in respect of certain housing schemes approved by the Local Government Board which have resulted or are likely to result in a loss, the Board may pay to the local authority concerned such part of the loss as may be determined to be so payable under regulations to be made by the Board if the schemes be carried out within such period as may be specified by the Board with the consent of the Treasury. Draft regulations to give effect to the proposal have now been submitted to Parliament and, as previously indicated by the Board, the financial assistance to be given by the State is intended to relieve the local authority of the burden of any annual deficit in so far as it may exceed the produce of a rate of a penny in the £ on the area chargeable. The regulations provide that the schemes towards the losses on which the Board will be liable to contribute shall include—

(a) Any scheme under Part III. of the Act of 1890 which is submitted to the Board *within three months from the date of the passing of the Act.*

(b) Any rehousing scheme in connection with an improvement or reconstruction scheme under Part I or Part II of the Act of 1890 ;

provided that *no payment shall be made in respect of*

“expenses accruing after the 31st day of March, 1921, or after such later date as the Board may allow, unless the scheme has been carried into effect by the local authority before that date,”

or in respect of the

“cost of acquiring or clearing a site under Part I. or Part II. of the Act of 1890, where the site has been acquired or cleared, as the case may be, before the 6th day of February, 1919.”

A scheme is to be deemed to have been carried into effect when all the houses to be provided or acquired thereunder are let or available for letting. All schemes which relate exclusively to the area of any one local authority are to be regarded together as one scheme.

Although the conditions requiring the submission of schemes within three months, and the completion thereof in less than two years, may without much difficulty be observed in the case of ordinary urban and rural districts, it is obvious that they are not applicable to the county of London with its population of approximately 4½ millions, and that it will be necessary for the Local Government Board to exercise the power which it will have under the Act and to allow much more time in the case of London. The Council should put forward, for approval by the Board, a scheme for the provision of additional dwellings and the clearance of insanitary areas which it can reasonably hope to carry out within a specified period. The scheme should provide or stipulate that agreement with the Local Government Board as to the time limit in connection with the financial assistance should be arrived at before the commencement of operations so that the Council may be guaranteed that such financial assistance shall extend to the whole of the work completed within that time limit or within a reasonable time after it in case unavoidable circumstances prevent the Council, after showing all due diligence, from completing the specified work within that time limit. If the Board should find itself unable to guarantee the financial assistance for all the work completed within the term of five years and a reasonable time thereafter if circumstances do not admit such completion, we think that the Council should in that case reduce its programme to such work as can be done in such shorter period as the Board will allow. We consider that it is of the greatest importance to arrive at a clear understanding with the Board on this subject before the work is finally undertaken.

We have very carefully, for many months past, examined into the most pressing needs of London in the matter of housing accommodation, and we have formulated an extensive programme of work to be undertaken in the immediate future and to be embodied in a scheme which we now submit in broad outline. The Council must obviously deal with the admitted insufficiency of the accommodation available for persons of the working classes, as well as with the insanitary conditions prevailing in many parts of London. Effective measures for dealing with the latter are rendered more difficult by reason of the displacements of population involved in the clearance of large areas. The provision of additional accommodation is thus of paramount importance for this as well as for other reasons.

The programme of work must accordingly be based primarily on the existing need, and it will be convenient for us to deal with this under certain main heads, afterwards indicating the manner in which, in our opinion, the Council should, in the first instance and in the immediate future, endeavour to meet the need.

Dealing first with the question of the insufficiency of accommodation to meet present requirements we would again refer to the importance of there being a margin of empty houses to allow of the changes which are essential for the full development of every large community. This margin has been gradually diminishing since 1910. There was, however, ample accommodation available until 1914 when the average proportion of vacant rooms in a number of metropolitan boroughs had been reduced to 1·2 per cent. The tendency thus shown of available margin to disappear was reflected in the letting of tenements in the Council's dwellings, the percentage of empties in the March and June quarters in 1914 being 1·24. This loss has since been reduced to approximately ·1 per cent., a figure which practically represents only the empties due to changes of tenancies. Between September, 1914, and March, 1917, a margin of about 1 per cent. was absorbed, and although some new accommodation was provided, almost entirely by the Government, in the early years of the war, practically none has been added since 1917. According to the census of 1911 the accommodation in 1-6-room tenements in London was 2,755,680 rooms, and owing to the numerous factors involved, including demobilisation, changes in employment since the armistice, the reduction in the birth rate and the industrialisation of certain districts, the Council will appreciate the difficulty of giving an estimate of the leeway which has to be made up and of the margin required to place the matter on a satisfactory footing. After full consideration, however, of all the facts available, we are disposed to think that the figure should not be taken at fewer than 40,000 rooms which on the basis of the actual occupation of the Council's cottages and dwellings (1·2 persons per room) may be regarded as representing approximately accommodation for 50,000 persons.

Closely allied with this question is that of the normal growth and movement of the population. From 1901 to 1911 the population of London as a whole was practically stationary, there being a decrease of nearly 166,000 in the population of the City and 19 metropolitan boroughs, and an increase of nearly 151,500 in the remaining nine boroughs mostly on the confines of the county. During the same period new working-class accommodation containing over 162,000 rooms was provided in the county. The shifting of the population thus indicated is no doubt largely due to the destruction of buildings in connection with the industrialisation of the more central parts, but as the area of suitable land for building diminishes in the outlying districts it is not likely that the growth of population within the county will be rapid in the future. We think that the number of persons for whom new accommodation will be required for some time to come may reasonably be taken as 10,000 a year.

In dealing with the provision of such accommodation, however, it is necessary to bear in mind the activities of other housing authorities and agencies, and the Council may hope that the demand will be largely met in such manner. Metropolitan borough councils are preparing housing schemes, and it would naturally fall upon them to convert larger houses into working-class dwellings and to exercise the proposed new power of repairing houses and rendering them habitable where the owner is unable or unwilling to do so. There will also be new construction by the housing trusts, on the Duke of Cornwall's estate and probably by public utility societies, the formation of which is being very strongly encouraged by the Government.

Dealing next with existing accommodation of an unsatisfactory character, we may remind the Council that in 1911 the medical officer of health reported that there were throughout London about 1,900 groups of three or more houses which were either insanitary or so congested, badly arranged, or badly situated, that they required to be dealt with. Many of the houses have since been demolished, but it is estimated that the remaining dwellings are occupied by about 184,000 persons.

Another class of property to which attention should be directed is the one to be found more especially in the older parts of London. The occupation of many houses in those parts is rendered undesirable on health grounds on account of their age, defective construction, decay, dampness or dilapidated and verminous condition. We have no detailed particulars of the extent of this class of accommodation, but it is estimated that the areas thus occupied have a population of about 365,000. A large number of the houses are no doubt only fit for demolition, while others could be renovated and made habitable.

The evil of overcrowding is also a matter which must be considered in connection with a comprehensive survey of the housing conditions in London. It is impossible to give any exact figures as to the extent to which overcrowding does actually take place. Indeed this may be ascertained or judged according to at least three different standards, while the figures available for calculation are eight years old, viz., those in the census returns of 1911. One standard for estimating is that of more than two persons per room *without* making any allowance for children. According to this standard, which was used in the census, there were 758,786 persons occupying 270,352 rooms in overcrowded conditions, and assuming these rooms might be occupied by 1½ persons per room on an average, there would be an excess population of 353,258. If an allowance were made for children on the basis adopted for the Council's dwellings, viz., a child under five years of age being reckoned as *nil*, and a child between five and ten years of age as half an adult, the excess would be 169,783. With a similar allowance for children and allowing an average of two persons per room, the excess would be 118,000. There was therefore in 1911 a possible range from 118,000 to over 350,000 persons living in overcrowded tenements. For present purposes we think that a figure of 200,000 may be taken, but it is probable that after eliminating the number

occupying unhealthy and insanitary houses, to which we have already referred, about 40 per cent., or say 80,000, might be taken as having been in 1911 the population in excess of the number for which the tenements would provide reasonable accommodation.

Having thus briefly surveyed the nature and extent of the evils to be remedied, we desire to give an outline of the proposals which we have under consideration or in contemplation. It is obvious that these cannot now be submitted at the present time with any degree of completeness, nor if possible would it be in the public interest to enter into great detail on certain points until plans or schemes are more fully matured. The Council will desire to do all in its power to meet the requirements of the situation, and our aim will be to press forward schemes so far as all the conditions will permit.

The work to be done may conveniently be divided under the following heads—

- (i.) Development of existing estates.
- (ii.) Acquisition of new estates.
- (iii.) Clearance of insanitary areas.
- (iv.) Improvement of unhealthy dwellings.

As regards existing estates we may remind the Council that there are three estates acquired under Part III. of the Housing Act of 1890, which are not yet fully developed, two of them being outside the county. The areas of undeveloped land and the approximate number of rooms which it was intended to provide under schemes which have been sanctioned are as follows—

	<i>Acres.</i>	<i>Rooms.</i>
(i.) Old Oak estate, Hammersmith	31·61	2,765
(ii.) Norbury estate, Croydon	10·92	873
(iii.) White Hart-lane estate, Tottenham	64·00	4,774
Total	106·53	8,412

The completion of these estates involves the erection of about 2,000 cottages with accommodation for about 10,000 persons, and arrangements have been made for work to be commenced immediately on the Old Oak and Norbury estates. Tenders for a section of the work will be received at an early date, and progress will be made with the remainder with as little delay as possible.

A scheme for the development of a part of the White Hart-lane estate on the lines of a garden suburb is awaiting the approval of the Local Government Board.

Proposals for the acquisition of additional estates are engaging our most careful attention. The Council has already, on our recommendation, approved of the purchase of the Dover House estate, Roehampton (143 acres) for mixed development, and it is estimated that accommodation for about 6,000 persons in about 1,200 cottages can be provided on the portion to be retained by the Council.

Other large tracts of suitable land are at present the subject of negotiation or investigation. It would be unwise to give any details, but as an indication of our views as to the requirements we may say that with the maturing of plans already under consideration it is probable that from 25,000 to 26,000 cottages could be erected with accommodation for approximately 130,000 persons, making, with the figures already given, a total of approximately 29,000 cottages, with accommodation for, say, 145,000 persons. This estimate does not include rebuilding on cleared insanitary areas to which we refer later.

It is difficult to estimate the time required to carry out a programme of this magnitude, but it may, we hope, be possible to carry it out within a period of about five years, subject to sufficient labour and materials being obtainable and to the absence of any special difficulties with regard to land. We are, however, fully aware that this term is a very short one in comparison with the work to be done in it, and if the scheme is to be carried out within that time or approximately to it, very great exertions on our part and a considerable strengthening of official staff will be necessary.

As regards insanitary areas a scheme for the clearance of the Tabard-street area, Southwark, is in process of execution, and, since the removal of restrictions on capital expenditure, the Council has decided to undertake the clearance of the whole of the Brady-street area, Bethnal-green. The scheme for dealing with this area has already been prepared and is about to be submitted to the Local Government Board for approval.

On the Tabard-street area new dwellings to accommodate 1,960 persons have still to be provided and the Brady-street scheme provides for the rehousing of 1,500 persons. Plans for a part of the former are now before the Local Government Board.

In addition our attention is being specially directed to 22 other areas which in our opinion should be dealt with as far as possible concurrently with the provision of new houses. It is estimated that these areas have a population of about 40,000. As the Council is aware, more or less rehousing accommodation is usually necessary on the cleared sites. The larger areas to which we have referred are such as are usually dealt with by the Council under Part I. of the Housing Act, and the new dwellings required for rehousing will be in addition to the provision which we have suggested should be made under Part III. of the Act. Much time is necessarily involved in the complete execution of clearance schemes, but it will be readily seen that the amount of building under this head will be considerable in the near future.

We should add that there are many small areas or groups of houses which would naturally receive the attention of the metropolitan borough councils as authorities which are empowered to take action under Part II. of the Act of 1890, and the Housing, Town Planning, etc., Act of 1909, as well as under the Public Health (London) Act, 1891, with regard to unhealthy houses and overcrowding.

We put forward no programme with regard to unhealthy houses, in respect of which—as in the case of overcrowding—the existence of alternative accommodation is essential before any effective action can be taken, the main reason being that this is a sphere of activity appertaining primarily to metropolitan borough councils. We think that it should be realised clearly that the Council has here no primary powers, and that any forward movement must therefore rest with the borough councils. But we deem the full use of these powers to be a matter of the greatest importance and we have already held consultations with representatives of the borough councils, at which there has been a valuable exchange of ideas. We are convinced that as soon as a margin of accommodation is available the borough councils should again be approached, particularly those in whose districts we know that unhealthy houses or conditions of overcrowding exist, with a view to the preparation of schemes of co-operative action. One direction in which the Council might offer to co-operate would be in the provision of new accommodation, either within or without the county, to re-house those who had been displaced by the closing or demolition of unhealthy houses, or the stringent administration of any by-laws directed against overcrowding.

The proposals now made must be regarded, as we have already indicated, not as a programme of final and complete reform, but as intended to meet the pressing requirements of the present time. It is not possible to forecast with any certainty what will, some years hence, be the pressure of population upon accommodation in and around London. Nor is it possible to foretell to what extent a few years hence private enterprise by which, with comparatively small exceptions, the whole of London has hitherto been built, will be able to resume its activity. It is also probable that there may be a largely increased growth of public utility societies and housing trusts within the next few years. If also the metropolitan borough councils take the active steps which we anticipate and use their powers under the Housing Acts vigorously, the amount of work necessary for the Council to take under Parts I. and II. may be much diminished. We are therefore of opinion that it will be wise to limit the present programme to a term of five years from the date of the approval of the scheme by the Board, and that the Council should before the end of that period reconsider the whole matter in the light of conditions then existing. In order to proceed by definite stages we have divided the period into two parts, one before and one after 31st March, 1921, a date mentioned in the draft regulations of the Local Government Board. We recommend—

(a) That a scheme be made and submitted to the Council without delay for the provision by the Council of dwellings for the working classes and the improvement of housing conditions in London on the following basis—

(i.) The provision within a period of five years from the date of the approval of the scheme by the Local Government Board of a total of not fewer than 29,000 new dwellings, exclusive of those to be erected upon the cleared sites of insanitary areas, to accommodate a population of approximately 145,000 persons upon condition that the financial assistance of the State shall not be limited to work completed in any part of this period, and provided that the Council shall not lose such assistance if the Council fails to complete within the time limit through circumstances beyond its control, such as labour, materials and difficulties with regard to sites, after showing reasonable diligence in prosecuting the scheme.

(ii.) The provision, if possible, of not fewer than 10,000 of the dwellings referred to in (i.) before 31st March, 1921, to accommodate about 50,000 persons.

(iii.) Immediate steps for securing the clearance of certain of the worst remaining insanitary areas containing a population estimated at 40,000. [Agreed.]

(b) That before the end of the period of five years mentioned in the foregoing scheme the Council do reconsider the position, having regard to the then existing conditions of the supply and demand of houses and to the existing sanitary conditions, and do thereafter decide what further steps should be taken to meet those conditions. [Agreed.]

(c) That the resolution No. 1 (b) of 23rd July, 1918 (p. 759), in regard to the housing policy of the Council during the period of seven years following the conclusion of peace, be rescinded. [Agreed.]

BERNARD HOLLAND,
Chairman.

Motion made—That the report be received.

After debate,

Motion put and agreed to.

Resolved—That the report be received.

(1 a to c.) Recommendations No. 1 (a) to (c) inclusive moved, put and agreed to.

Resolved accordingly.

James Bird

Clerk of the Council.

The County Hall,
S.W. 1.