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Wm. Henry Lewis
M.B. B.S.

Hanseathwaite
Montgomeryshire
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English Sanitary Law.
Some Points in its Development.

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by

W. Henry Lewis

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ENGLISH SANITARY LAW:
SOME POINTS IN ITS DEVELOPMENT.

In the early times in the history of our country, such assistance as could be obtained at Common Law against nuisances, and for the protection of health, was all that was open to the people. The ignorance of sanitation that then prevailed was not likely to prompt legislation for the country, as a whole, to deal with disease, and the very severe epidemics of plague, etc., that are recorded early in our history, visited a people with no general preventive means to fight them. Such jurisdiction in sanitary matters as then existed was exercised by Sheriffs Journ and Courts Leet, and, inasmuch as their jurisdiction was distinctly local, the result of the exercise of such sanitary powers as they had must doubtless have been attended with little resulting advancement of the public health and the sanitary condition of the country in general.

The well-known record in the Court Rolls of Stratford-on-Avon shows that in 1552 the father of Shakespeare was fined for depositing filth in the public street, and in 1558 for not keeping his gutter clean. This is evidence of local efforts being made to deal with nuisances.
In Memorials of London and London Life 13, 14 and 15 Centuries are recorded various regulations for the abatement of nuisances and many Royal Orders dealing with the same subject, special precautions to be taken "to avoid offence to the King and great Lords" (R.O. 1310 etc.), a higher value evidently being placed upon the comfort and lives of such classes than of those of the poorer subjects of the realm, in marked difference to the levelling tendencies of our days, when the legislature attempts to provide fit sanitary conditions and surroundings for all classes of the community alike.

The first indication of Parliament becoming sensible of the necessity of taking general sanitary precautions appears in the year 1388, when what may be regarded as a Rivers Pollution Act became law as the first English general statute dealing with sanitary matters (12 Richard II C. 13), and is of much interest, as it imposed a penalty of £20, (a large one in those days) upon any person casting refuse or filth into ditches, etc., near cities. A serious state of such ditches, etc. must have existed, to prompt the imposition of so heavy a penalty. The Act enacts as follows: - "For that much dung and other filth of the garbage and entrails as well of beasts killed as of other corruptions be cast and put into ditches, rivers and other waters, and also..."
many other places within, about and nigh unto divers cities, boroughs and towns of the realm, and the suburbs of them, that the air there is greatly corrupt and infect, and many maladies and other intolerable diseases do daily happen as well to the inhabitants and those that are conversant in the said cities, towns, boroughs, and suburbs, as to others repairing and travelling within to the great annoyance, damage and peril of the inhabitants, dwellers, repairers and travellers aforesaid. It is accorded and assented that proclamation be made as well in the City of London as in other cities, boroughs and towns throughout the realm, where it shall be needful, as well within franchises as without, that all they which have cast and laid such annoyances, dung, garbage, entrails and other ordure in ditches, rivers, waters and other places aforesaid shall cause them utterly to be removed, avoided and carried away betwixt this and the feast of St. Michael next ensuing after the end of this present Parliament, everyone upon pain to lose and to forfeit to our Lord the King twenty pounds; and that the Mayors and bailiffs of every such city, borough and town, and also the bailiffs of franchises, shall compel the same to be done upon like pain, and if anyone feel himself aggrieved that this be not perfected in manner aforesaid, and will thereupon
complain to the Chancellor after the said feast of St Michael, he shall have a writ to cause him of whom he will so complain to come into the Chancery, there to shew why the said penalty should not be levied of him, and if he cannot duly excuse himself, the said penalty shall be levied of him."

In the City Memorials are recorded Royal Orders of a date earlier than this Act. They were issued to deal with nuisances in the City of London. One, dated 1307, prohibited the throwing of refuse into streets and directed that it should be carried away and thrown into the Thames or outside the city. The result of this order was that the condition of the Thames became so filthy, that an order was issued in 1357 drawing attention to the condition of the river, and to the peril to health of the city which would result therefrom, and in further proclamation forbade the throwing of rubbish into the river and fosses around the walls, and orders that all must be taken outside the city.

In 1372 another Royal Order draws attention to the interference with the navigation of the Thames arising from the amount of filth (rushes, dung, etc) thrown into the river, and deals with measures for the removal of the nuisances, and the prevention of any recurrence. Later orders in the reign of Richard II dealt also with the pollution of the river, and
in this reign, as already noticed, the measures previously in force in London are given a wider application by statute. By an order in 1371 the slaughtering of the larger animals (oxen, sheep, etc.) was forbidden in the city and suburbs, and in 1489 was passed an act (4 and 5 Henry VII c. 3) having a similar purpose and extended to any walled town. (This Act, and the Act of 1388 remained in force until repealed in 1858).

Owing doubtless to a considerable extent to the spread of leprosy in the country, (largely in consequence of the return of men who had participated in the Crusades), an idea of the contagious character of disease was gradually taking form, and, following the acquisition of this new knowledge in regard to disease, attempts at legislation to deal with the new danger were made, noticeably in the direction of isolation and quarantine. In a Royal Order, 1346, (20 Edward III) lepers are accused of contaminating others so that they may find solace in having fellows in suffering: they were ordered to leave the City, within fifteen days, for a solitary part of the country, and seek their victuals from sound persons who may be charitable enough to attend to them. Persons were not allowed to permit lepers to dwell in houses in the city, on pain of forfeiting their houses, and of other
punishments.

The Memorials also contain illustrations of the care given to the supervision of trade, and to the prevention of nuisances arising from offensive trades e.g. tallow-melting was disallowed in Chepe (1283), tailors were not to scour furs in the daytime in the City, (1310) and flaying of dead horses in the City and suburbs was disallowed (1311). Sellers of impure and unsound foods and wines were punished in various, often grimly humorous ways, made, for instance, to eat or drink their own impure stuff, and to be pilloried. These regulations and Royal orders of medieval times deal almost exclusively with City life. Much which was originally local custom was confirmed by Charter, or in other formal manner became law, still such was the ignorance of sanitation, as of other matters, in the Middle Ages, with its appalling visitations of pestilence, such as the Black Death (1346) and Sweating Sickness (1485), that there is nothing of Sanitary legislation to record. It is not until we come to the period of the Tudors that we find indications of the awakening of the nation to sanitary concerns, as a part of its general emancipation from the dark centuries through which it had passed.

As of immense importance in its bearing on public health and its promise of sanitary reform and
legislation comes for first consideration the attention which was at this time given to the regulation of the status of the physician and surgeon.

In the third year of the reign of Henry VIII, an Act was passed limiting the practice of physic to persons who had been examined and approved, this, because the practice had been exercised in the country by many ignorant persons - to the high displeasure of God and grievous hurt of the King's people, "especially of those who cannot "discern the un-cunning from the cunning."

The examination and approval were placed in the hands of the Bishop of London and Dean of St Paul's, with four doctors of physic or experts in the faculty of surgery; outside London in the hands of the Bishop of the diocese and his vicar-general, with experts, a penalty of £5 to be paid by any one contravening the act each month that he continues to do so.

In the tenth year of his reign Henry VIII founded the College of Physicians, London, giving privileges to its members to hold assemblies; to make statutes and ordinances for the government and correction of the College, and of all who exercised the faculty in London and within seven miles thereof; with an interdiction from practice of any one not licensed by the College. Exemptions were granted
the members from service on assizes, inquests and juries. 14 and 15 Henry VIII c. 5 confirmed the Charter and gave additional powers, providing that no person in England (except graduates of Oxford and Cambridge) should practice physic unless previously examined by the President and three elects of the College.

(The Royal College of Physicians as founded by Henry was strengthened in its penal powers by an act of the fourteenth year of Mary, by which Act it was also enacted that the wardens of the Grocers' Company should be joined with the College in supervising the shops of apothecaries. The Apothecaries' Society was later, in the reign of James I. granted a Charter, and by an act 1615 it became a licensing authority).

Further Acts in the reign of Henry VIII deal with physicians and surgeons. 32 Henry VIII c. 40 provided that physicians may practise physic in all its members and parts. 32 Henry VIII c. 42 enacts that the Company of Barbers of London (incorporated by Edward IV) and the Company called the Surgeons of London, should be made one, under the name of Masters and Governors of the Mystery and Commonalty of the Barbers and Surgeons of London. The granting of the Charter under this act is the subject of the celebrated Holbein painting.
To follow the further history of the Corporation - the Charter was confirmed by Charles I, who granted powers to appoint examining surgeons. By Act of George II in 1745, the old Union was dissolved, and it was enacted that those who were admitted and approved surgeons amongst the members should be a separate body corporate. In 1800 this Corporation was dissolved and by 40 George III, a new Charter created the Royal College of Surgeons in London. Forty five years later (7 Vict.) another Charter founded a new Constitution, the Royal College of Surgeons of England, as now existing.

For the purpose of controlling floods and waters in defined limits, Commissions of Sewers had been issued at various early periods, and acts were passed in the reign of Henry VI and Henry VII, dealing with the subject, and in the reign of Henry VIII was passed the Statute of Sewers (23 Henry VIII c. 5) an important step in the direction of Sanitary legislation.

It established the Commission of Sewers. The Commissioners to be appointed by the Lord Chancellor, Lord Treasurer and Chief Justice. Power was given for the purposes of the Act to tax and distrain; to appoint officers; to carry out Statutes; to take material (with payment) and to impress labour (with payment); the Act dealt with the prevention of damage
by flooding of rivers and inland waters, and of sea
water over lands "recovered and made profitable
to the Commonwealth."

Lord Coke, when enumerating Statutes upon this
subject, refers to the days of Magna Charta for the
first Parliamentary declaration concerning defences
against surrounding waters (10 Rep. 143). There are,
according to Lord Coke, three manners of Statutes
which concern sewers. The first consists in main¬
taining and repairing walls, sewers, etc.; the second
in destroying and removing nuisances; the third
concerns both the points, as well in destroying as
maintaining. The last includes the Great Statute
of Sewers 23 Henry VIII c. 5.

The dissolution of Monasteries in the reign of
Henry VIII carried with it the extinction of the
charitable functions which these bodies had prac¬
tised in the case of the poor and destitute, and it
soon became necessary to legislate for the relief of
the poverty in the country which followed, and to
this is owing the foundation of our system of poor¬
law. Special care was taken to discriminate between
the deserving poor, and idle vagabonds and sus¬
pected persons. For the latter, special legislation
had been in force as far back as 1349 (23 Edward III
c. 7) and an act of the eleventh year Henry VII restrict¬
ed migratory begging. Idle vagabonds were set in stocks
and by act 23 Henry VIII c. 12 unprivileged mendicants were to be whipped.

In passing the new poor laws 1536 it was recognised that for the support of the impotent poor of the parish an obligation rested in their neighbourhood; that, where the poor were able to work, relief should only be given in exchange for work; that the merely idle should be regarded and treated as criminal; and that the education and employment of children of the poor should be promoted as a means towards the diminution of poverty.

The procuring of money for poor relief was mainly, until the reign of Elizabeth, an appeal to the charitable; in some cases, as under Mary, the influence of the Church was appealed to, in the procuring of contributions from those who were backward. During the reign of Elizabeth contributions to poor relief were by Act of Parliament made leviable. All persons competent to contribute were bound to do so on pain of committal to prison. Magistrates in Quarter Sessions had power to tax and if necessary commit to prison. Assessment of parishioners for the relief of the poor were to be made; overseers of the poor to be appointed, who had power to set children to work (where parents failed to maintain them), also indigent persons; to apprentice children; to build or provide convenient houses for the poor;
for all such purposes to raise sums of money from the parish or parishes of the hundred or county rated in aid.

The wise precaution was taken of making relief primarily remain with the relatives of the person relieved in the Acts of Elizabeth (5, 14, 39, and 43 Eliz.) These Acts established a system of poor relief of so satisfactory a type, that it bore well the test of time, and for a long period remained valid and unaltered, until 1834 when was passed the Poor Law Amendment Act, to remedy certain abuses admitted into the law of Elizabeth.

The value of this poor-law from a sanitary point of view is obviously of importance, as it was concerned with the care of members of that section of the people, whose ill-regulated lives and wandering habits were amongst the greatest dangers to the community, and any enactment that had for its object the care of this element must be of great sanitary value.

In the Tudor period various Royal Ordinances referring to the sanitary condition of London were issued. A Proclamation of Elizabeth in 1580, in answer to a complaint from the City as to increase of buildings, ordained that there should be no new buildings erected in the City and within three miles of it, and in 1593, an act (35 Eliz. c. 6) dealing with
overcrowding in single houses was passed. This matter also received attention in the reigns of James I, Charles I and Charles II.

The visitations of the plague in 1580 and 1584 gave rise to attempts at sanitary regulation of a spasmodic type e.g. the Lords of the Council in 1583, when the infection had much increased, pressed upon the City of London His Majesty's Command that infected houses should be shut up, provision being made for the sick therein and for the prevention of their going abroad; provided for the marking of infected houses; cleansing of streets; and for the erection of a house outside the City to which infected persons might be removed and isolated.

To meet later visitations of the plague, in the Stuart period, the Lords of the Council advise means to be taken to free the city; infected houses were to be marked with a red cross, and 'Lord have mercy upon us' set on the door; meetings of people for pastimes were prohibited and the passing of persons from and to infected districts restricted. Pest houses were erected - rates to be levied for the purpose (1636). To meet the visitation of the plague in 1663, the first steps in the development of Quarantine in England were taken; orders being made by the Council that vessels were to be examined: a lazaretto to be established and infected vessels de-
tained; a guard being appointed to prevent any communication with the shore. If at the end of 40 days the surgeon reported the vessel to be free from contagion, it should be allowed to make free commerce; any vessels from infected parts to be sent back to sea. These attempts by quarantine to exclude the plague failed, and in 1665 occurred the Great Plague, which was followed by that great Sanitary agent, the Great Fire.

Provision was made for the re-building of the City after its demolition by the Great Fire, attention being given to paving, sewer ing and cleansing. An act of 1667 named certain streets for enlargement, gave details as to construction and style of houses; width of streets; and to meet expenses provided for a special tax on coal brought into the port. This imposition was distinctly a new feature.

Early in the reign of George I, an Act of Parliament (7 George I c. 3) established a Council of Health, with powers to undertake precautions in regard to the public Health; to deal with families and persons afflicted with any distemper, to separate sick from sound; to remove sick with care to avoid injury; to arrange for the stripping and washing of sound members of the family; the establishment of lazarettos and quarantine; the destruction of in-
infected clothing and dwellings; the cleansing of streets; and the prohibition of unnecessary assemblies in times of pestilence; all expenses to be met by the public.

This Act was due to a report made to the Secretary of State, at his request, by Dr Richard Mead (then physician of St Thomas's Hospital) on means to be taken for the Public Safety.

An Act of Quarantine was passed in 1753. From this time until well into the next Century Parliament did little to assist the progress of sanitation, although the period was one when some notable advances in sanitary knowledge were being made.

The times were those of Howard, Cook, Jenner and other reformers, whose efforts resulted in an increase of information on matters of much sanitary value. Cook, by his discovery of the causation of scurvy on board ship; Howard, by his enquiries into the conditions of prison life and discipline; Jenner, by his discoveries in connection with vaccination against small pox. Still, notwithstanding much increase in knowledge, no laws of importance dealing with matters of sanitation were passed in the reign of William IV. with the exception of an act dealing with Quarantine. The occurrence of Asiatic Cholera in this reign stirred up the public mind, and in 1851 a Royal Proclamation established a Board of Health
for consultative purposes, which consisted of five Fellows of the College of Physicians, including its President, the Superintendent of Quarantine, the Director of the Army Department, the Comptroller of the Navy, Deputy Chancellor of Customs, and Medical Commissioner of the Victualling Office, with a paid Medical Secretary.

The Board of Health submitted Rules and Regulations to the Lords of the Council dealing with the spread and introduction of disease. These stated that the drunken, the ill-fed, and poor were the likeliest subjects of the disease (Cholera), that the disease chiefly prevailed in dirty and crowded districts; stress was laid upon the value of quarantine: the assistance of persons of influence on the coast being appealed to, in order to maintain quarantine. The Rules suggested that during times of epidemic Local Boards of Health should be established, consisting of magistrates, medical men, clergy and other prominent inhabitants, with other rules differing only slightly from the rules advised in Dr Mead's report (1720).

This Board of Health was soon succeeded by a new Central Board of Health, consisting of the Deputy Chairman of Customs (as President) and two Medical Commissioners, (Dr W. Russell and Dr Barry, who had returned from St Petersburgh, where they had been
sent to study the disease (Cholera) and the Superintendent of Quarantine. This Board issued circulars dealing, amongst other matters, with the duties of Local Boards and their officers.

Orders in Council followed these circulars commanding the formation of Local Boards of Health, and the notification and daily report to these Boards of the existence of cases of the disease, by Medical men attending, also ordering Justices of Peace to enforce upon Poor Law Authorities the removal of public nuisances.

These orders were further strengthened by being made express law; temporary acts being passed embodying the principles of the orders, also adding others making expenses chargeable on the Poor rate and requiring daily returns from medical men of all cases of the disease, deaths and recoveries in their practices.

The Lighting and Watching Act 1833 provided for lighting and watching in parishes in England and Wales, enabled rate-payers to appoint inspectors and imposed penalties for contamination of water by gas, and gave to the Surveyor of Commissioners of Sewers the right of entry to Gas Works. The Act could be adopted by any Vestry convened by three rate-payers.

The Poor Law Amendment Act of England 1834 (for the correction of certain abuses which had entered
into the Acts of Elizabeth) and the **Act for Registering Births, Deaths and Marriages 1836** (last year of the reign of William IV) marked stages in the growth of sanitary law: the latter Act amended the processes of registration, items of local registration being reported to a Central Authority and dealt with by the Registrar General and by him submitted annually to Parliament. This was a first step in collecting sanitary information from the country generally, and gave solid groundwork for sanitary legislation.

The name of a notable sanitary reformer - Mr E. Chadwick - comes prominently into view from this date in the history of sanitary progress. He was appointed Assistant Commissioner, and later Secretary to the Poor Law Commissioners. To his energy, zeal, enthusiasm and ability much of the progress which was now being initiated was largely due.

The Poor Law (1834) consisted in principle of the following. (1) No one should perish through want of what is necessary for maintaining life and health. (2) It was criminal for destitute parents to fail to demand and obtain from Guardians what is necessary to sustain the life and health of their children. (3) It made it obligatory on Guardians to afford sufficient relief in such deserving cases.

In 1835, a better organisation for the preven-
tion and removal of nuisances was given to certain municipalities in England and Wales by the Municipal Corporations Act (5 and 6 William IV c. 76) and in the following year the Bread Act regulated the making, the sale, and the prevention of adulteration of bread, which, it enacted, was to be sold by weight.

In 1838, the Poor Law Commissioners being dissatisfied with the Poor Law as then administered, drew the attention of the Home Secretary to certain deficiencies and especially to the necessity for provision to be made to meet charges arising in dealing with nuisances, "by which contagion is generated and people made destitute," and which charges were then made upon the poor rate, the prevention of which charge they considered desirable. They accompanied their report with special reports made by their inspectors (Dr Neil Arnott, Dr Southwood-Smith and Dr Kay).

These reports are of a memorable character, in that, by their influence, the attention of people was drawn to sanitary knowledge and the desirability of sanitary legislation. They dealt with the prevalence and prevention of fever and mortality in the Metropolis. After the consideration of these reports by the House of Lords in 1839, the Commissioners of Poor Law were invited to extend their enquiries to other parts of England and Wales, and
to collect information. (This enquiry was further extended to include Scotland)

The results of this enquiry were published in 1642. A select Committee of the House of Commons was, in 1840, at the instance of Mr Slaney, appointed to enquire into the circumstances affecting the health of large towns, with a view to improved sanitary arrangements for their benefit.

The Committee reported (1) That there ought to be a General Buildings Act, (2) a General Sewerage Act, (3) a Standing Board of Health in every town with a certain population and (4) in every large town an inspector to enforce the sanitary regulations.

It drew attention to the evils of interments in cities: the importance of water supply; the want of open spaces; the necessity of supervision of common lodging houses; and the advantage of establishing public baths.

In 1840 was introduced the first Vaccination Act (3 and 4 Vict. c 29) although previously in 1802 and 1807 the matter had been before Parliament. In 1807 the Royal College of Physicians reported favourably on vaccination, and an extension of the practice amongst the richer and more enlightened members of the community followed.

The Act arranged for gratuitous public vaccination, to be furnished by Poor Law Guardians,
which a supplemental Act enacted was not to be regarded as a disqualifying parochial relief. The Act also made the inoculation of small-pox penal.

In 1842 the result of the enquiry by the Poor Law commissioners (made at the direction of the House of Lords 1839) was published in three volumes. Two local reports ((1) England and (2) Scotland) and a synoptical volume, which was of the nature of a general report on the sanitary condition of the labouring population of Great Britain; and was the work specially of the Secretary of the Commission (Mr Chadwick). To this report, the Secretary added later a special report on the practice of interment in towns, at the request of the Home Secretary, as a result of an enquiry made by a select committee of the House of Commons into the condition of burials in towns, 1842.

In 1843, after the submission of these reports a Royal Commission, with the Duke of Buccleuch as Chairman, was appointed to make further enquiries into the state of the country with reference to the cause of disease: to consider the value of laws then in existence dealing with such causes, and the amendments that might be necessary. The reports of this Commission were laid before Parliament in 1844 and 1845 and practically established the existing case.

They showed that the prevailing regulations,
laws and usages were flagrantly insufficient, and proclaimed the necessity of new legislation, especially in regard to sewerage, drainage, cleansing and water supply.

They recommended central control in all important matters, including the appointment of officers; that Local Authorities should be given more powers, recommending compulsory rating for water supply as well as sewerage.

A commencement at legislation to deal with these reports was soon made. In 1846 was passed the Bath and Wash-houses Act giving power to Local Authorities to provide baths and wash-houses for the public: a matter of great sanitary importance in poor and populous districts, and in the same year (1846) was passed a temporary Act - to remain in force until 1848 - dealing with the removal of nuisances; the first of a series.

Summary jurisdiction was given to Justices in Petty Sessions in such matters; the Board of Guardians were for the first time given, under this Act, a status as a Sanitary authority, and this was a first indication of the extension of sanitary legislation to Country districts.

In 1847, to consolidate in one Act provisions generally required in local Acts, was passed the Towns Improvement Clauses Act and the Towns Police
Glauses Act. They dealt with local Government in the way of regulation of streets and buildings, consumption of smoke, supply of water, etc. Their provisions were in subsequent local legislation extensively adopted.

In 1847 the Liverpool Town Council procured the passing of important local acts, dealing with water supply, street improvements, sewerage, drainage and the appointment of a Medical Officer of Health. This is of importance as the first appointment of such an officer (Dr Duncan).

Following this, in 1848, was passed the City Sewers Act for London, which secured the appointment of a Medical Officer of Health (Dr Simon, who held the appointment until 1855, when he was appointed Medical Officer to the Central Authority - the General Board of Health.)

From this date, the appointments of Medical Officers of Health to other large towns were made, with a promise (largely fulfilled in the future) of much sanitary progress.

In 1848, the House of Commons passed the Health of Towns Bill, which in its passage through the House of Lords was modified and eventually became law as The Public Health Act, 1848 - a great measure which may be regarded as the groundwork of sanitary legislation. It adopted largely the recommendations
of the Duke of Buccleuch's Commission. Outside the Metropolis and other large towns it came into force on petition from rate-payers or was enforced in districts where the mortality was exceptional.

In the same year the Nuisances Removal and Diseases Prevention Act received the Royal assent and applied to the whole country, Metropolis included.

This legislation appointed a General Board of Health, consisting of three members - Her Majesty's Commissioner of Works, as ex officio member, and two others appointed by Her Majesty, and, in times of special danger, another paid member, a medical man.

It established a system of summary jurisdiction of local justices on complaint from local authorities (including Board of Guardians) in regard to nuisances to health. It conferred financial powers on local authorities with the consent of the Central authority.

Populous districts with a death rate exceeding 23 per 1000 were liable to have such powers compulsorily conferred.

This act was to remain in force for five years. The machinery of Provisional Orders was at this time introduced. Under the Nuisances Removal and Diseases Prevention Act powers were given to enquire into the condition of burial grounds in towns, and to
submit schemes to Parliament concerning them.

During this same year the various Commissioners of Sewers in the Metropolis were consolidated by the City Sewers Act (11 and 12 Vict. c. 112) (This Act was in 1850 made permanent with important amendments)

The Common Lodging Houses Act of 1851 and 1853 and the Metropolitan Water Act 1852 showed the growing care for Sanitary matters. The error in the Act of 1848, in not appointing as a member of the General Board of Health a member of the Medical profession, was rectified two years later, and Dr Southwood Smith received the first appointment.

In 1851 was passed an Act to Regulate the Sale of Arsenic (14 and 15 Vict. c. 15) which enforced the entries of sales of poison in a book kept for the purpose. Arsenic was not to be sold to unknown persons, except before a witness, and it was to be diluted with indigo or soot. These regulations were further advanced by the Pharmacy Act 1868.

The Visitations of Cholera in 1848 and 1854 tested the efficiency of the new Central Authority. Complaints against the General Board of Health were made of its interference with the freedom of local authorities, and of its generally aggressive character; of the magnitude of its schemes in reference to burials, water supply and drainage. To meet
these complaints, an Act dealing by way of compromise between the Metropolitan Water Companies and the Central Board became law in 1852, and in the same year a Burial Act annulling the powers, in the matter of burial, of the General Board of Health, and granting Powers to local authorities, was passed, which did away with one custom of serious peril - the dangerous one of interments in close proximity to dwellings.

In 1853 a new Vaccination Act made vaccination compulsory; children to be vaccinated within four months of birth; the administration of the Act to be in the hands of the Poor Law Board. So much objection to, and adverse criticism of this Central Board arose, and the feeling against the renewal of the Act of 1848, with the continuance of the General Board, became so strong that in a motion to renew the Act at the end of its fifth year the Government of the day was defeated.

A new Act was passed appointing a new Board in place of the old General Board of Health. The new Board consisted of a paid President, with a seat in the Commons; and the Secretaries of State. The Continuance Act of 1855 gave power to the Board of Health to appoint a paid Medical Officer and to assign to such Council and Officer, such duties as the Board might see fit. In the first year of its exist-
ence, the Board had to deal with the third cholera epidemic and in this year (1855) the Nuisance Removal Act was passed consolidating laws dealing with nuisances. It enabled Local Authorities to appoint salaried Sanitary inspectors, authorised the seizure of unwholesome food and made regulations dealing with various trades. Local authorities were granted limited powers of entry, and had power to deal with overcrowding.

A Disease Prevention Act of this year (1855) brought into a separate statute the exceptional powers dealing with epidemics e.g. speedy interment of the dead; house to house visitation; the dispensing of medicines and provision of medical attendance.

The General Board of Health had been the means through its President of introducing the above bills, with others e.g. The Metropolitan Board of Works Act dealing with the construction of buildings, appointing as sanitary authorities - vestries and district Boards.

The Local Government Act 1858 did away with the Board of Health as previously constituted and most of the powers were assigned to the Privy Council, especially those of Medical and Sanitary character.

The Medical Officer appointed by the 1855 Act was transferred to the Privy Council. To the Home Secretary were assigned the remaining duties of the
old Board. This Act was renewed by a permanent Act in the following year (22 and 23 Vict. c. 3) The Privy Council had certain controlling powers under this Act e.g. in reference to Public Vaccination and supply of lymph (but the formal control of vaccination contracts remained with the Local Government Board), and also on occasions when the Disease Prevention Act was in force.

The year 1858 is also remarkable as the year of the Medical Act which created a Medical Council, legally defined the profession of medicine, and established a Register.

It gave powers to the Council over members of the profession guilty of infamous conduct, and gave it also powers of implementation, before the Privy Council, of any licensing body which granted diplomas on insufficient grounds, and it had other powers conferred upon it which did much to improve the status of the medical profession.

In 1860 was passed an Adulteration of Foods Act and in the same year The Nuisance Removal Amendment Act gave authority to Medical Officers of Health and Inspectors of Nuisances to seize unwholesome meat, fish, etc.

The Sewage Utilisation Act passed in 1865 enables existing authorities to dispose of sewage for agricultural purposes, to make sewers; to compulsorily
acquire land for such purposes, to prevent the pollution of rivers, and, by increasing the powers of Rural Sanitary Authorities, brought into the country districts active sanitary powers which previously had been little known there.

The supplemental Act of 1867 provided for the distribution of sewage outside the districts of local authorities, and for the union of districts for the purposes of the sewage Acts; Local Boards becoming the Sewer Authorities in place of vestries.

In 1866 was passed the Sanitary Act to meet deficiencies in the old Nuisances Removal Acts, which Acts, as medical knowledge increased and enquiries into the spread and contagion of disease were made, it became evident were inadequate.

A visitation of Cholera at this time did much to determine the passing of the Bill. This Act in place of the may of so much previous legislation substituted must. Local authorities were compelled under penalty to provide efficient sewerage and water supply.

It gave power to urban authorities to regulate tenement houses and overcrowding; made provisions dealing with contagion; fixed penalties for personal misconduct likely to increase the spread of infectious disease; they provided for hospitals and mortuaries, and materials for disinfection. It
also contained provisions dealing with unhealthy places of labour and overcrowding of dwelling houses. Similar enactments were contained in the various Factory and Workshops Acts dating from 1864 (and consolidated in the Act of 1898). It was made compulsory to remove by ventilation injurious gases, dust, etc. arising from manufacturing processes in factories, and a very forward step was taken in the requirements demanded in sanitation in connection with such industries as employed women and children.

As evidence of the same legislative care, in 1863 was passed the Alkali Act dealing with the amount of Hydrochloric Acid Gas in the air of the Works (amended in 1874, 1881 and 1892).

In 1865 The Union Chargeability Act removed certain deprivations in regard to house room from which the Agricultural labourer suffered.

Although these Acts marked very great progress, still much remained to be done, especially in perfecting the details of administration, and, the fourth visitation of Cholera in London shewed the existence of defects not remedied by these Acts.

The Merchant Shipping Act of 1867 provided for the more efficient supply, on board ship, of the various articles of food which increased Medical knowledge had shown to be of such value in preventing scurvy. The Act provides evidence of advance in
the consideration of the welfare of the Shipping community. Its results were a diminution by 70 - 80 per cent in cases of scurvy in the mercantile marine during 8 years' experience of its working. (Scurvy Quain's Dictionary of Medicine).

The Pharmacy Act, 1868, restricted the practice of Pharmacy to qualified persons and provided precautions in the sale of poisons and extended the provisions of The Adulteration of Foods' Act dealing with food, to drugs.

The working of the Act was in the control of the Privy Council, which therefore provided for examination and registration.

In the year 1867 was passed a new Vaccination Act amending and consolidating previous vaccination Acts. Guardians were required to arrange vaccination districts and to make contracts for public vaccination with registered medical men.

In 1868 The Artisans and Labourers Dwelling Act passed providing better dwelling for the labouring section of the Community.

Any place with a population of 10,000 could take advantage of the Act. It arranged for inspection by Officers of Health; Local Authorities had power to compel owners to make improvements; also power to demolish premises. Owing to the opposition which existed to the compulsory element in the Vac-
cination Acts, a Royal Commission was formed to consider the working of the Vaccination Acts in 1871, at which date a small-pox epidemic was raging.

As a result of the finding of the Commission a new Vaccination Act (1871) became law. It confirmed the compulsory character of Infantile Vaccination, and made the appointment of Vaccination Officers by Local Authorities compulsory; made any person preventing a public vaccinator from taking lymph from any child he has vaccinated successfully, liable to a penalty.

The controlling power was placed in the Local Government Board (in place of the Poor Law Board), which was, for various purposes, constituted during the year by the Local Government Act, 1871. This Act placed in the control of the Local Government Board the powers previously vested in the Privy Council, which were concerned with Public Health, the whole powers of the Poor Law Board, and also, from the Secretary of State, the powers which had anything to do with Local Government outside London.

During the two years ending in the spring of 1871, a Royal Commission sat to enquire into the organisation of Sanitary Government. Inasmuch as previous sanitary legislation had proceeded in an experimental, tentative manner, there had occurred amongst other unfortunate results, an embarrassing overlapping of the powers of different authorities
and a difficulty in securing conviction of offenders, owing to the many loop-holes of escape that a complicated arrangement of authorities, and the inconsistencies of various statutes provided, more than one Central Authority might be in communication with one local authority about the same sanitary affair.

The Commission enquired into local, as well as Central organisation in England and Wales (London included). It reported to the effect that "the present fragmentary and confused sanitary legislation should be consolidated;" that sanitary administration should be made uniform and imperative, that there should be in all districts - town and country - a local authority, under a central one. This local authority to be the Board of Guardians, that the Central Authority should be presided over by one minister who should administer poor-law and sanitary matters. The Central Authority to be chiefly of a directing character as far as concerned local government. It recommended that the Central Authority should take over the medical and sanitary departments of the Privy Council; the duties of the Local Government Acts Office; of the Registrar General; and also the sanitary powers of the Home Office and Board of Trade. Local Authorities were, it was recommended, to appoint Medical Officers of Health and Inspectors
of Nuisances: (In the absence of specially trained men in sanitary matters, it was clear that the Poor Law Medical Officers were, under the circumstances, the fittest holders of these offices; they were to report to the Central Office) that the Chief Medical Officer be transferred to the new Central Authority from the Privy Council; that Inspectors of the Central Authority make periodical visits to the districts of local authorities. Already under 23 and 24 Vict. c. 77 local authorities could call upon their Poor Law Medical Officers to report on sanitary matters.

The report of the Commission was adopted at a very considerable extent, and became law as the Public Health Act 1871, to be amended as to the Constitution of local organisation in 1872 and in 1874 (Rating) and ultimately in 1875 to become a Public Health Act of that year, which great Act consolidated previous sanitary Statutes, with the exception of -

(1) The Bakehouse Regulation Act.
(2) The Artisans and Labourers' Dwelling Act.
(3) The Baths and Wash-houses Act.
(4) The Labouring Classes Lodging Houses Act.

In 1874 was passed the Births and Deaths Registration Act to amend the law relating to the registration of births and deaths.

The district of a Union to be a Registration
district; Guardians to appoint Superintendent-Registrars, and Registrars, to register births, deaths and marriages; information of a death to be given to a Registrar within five days; burials to be authorised by certificate of Registrar or Coroner; births to be registered within 42 days; stillborn children not to be buried in a burial ground without certificate proving stillbirth; certificate required from medical attendant of cause of death of patient; registered particulars of any death if required by sanitary authority to be supplied by Registrar.

The Public Health Act 1875 constituted the Local Government Board as the Central Authority. It consisted of a paid President; the Lord President of the Privy Council; the principal Secretaries of State; the Lord Privy Seal; the Chancellor of the Exchequer; a Parliamentary Secretary, and a permanent Secretary. It had a Medical Officer attached, also medical, legal, and scientific inspectors. It supervised all local authorities under the Act, also held those powers previously held under the Alkali Act by the Board of Trade Office; it took over the supervision of local authorities of roads, etc; superintends the registration of births, deaths and marriages; and vaccination. It had powers to alter sanitary areas, to divide, and to settle boundaries, to make local enquiries as to construction of a dis-
trict; and to make an order in respect of the matter in question, to invest a rural district with urban powers; to confirm or reject appointments; to define duties and determine salaries in cases of officials when any portion of their salaries is paid by Government; in any case to define qualifications and duties; to enforce performance of duties on defaulting authorities in connection with provision and maintenance of sewers, and provision of water supply; and to recover expenses from the local authorities.

It was empowered to make enquiries in the districts of local authorities in reference to special difficulties arising in matters dealt with by the Act, as, for instance, (1) The Construction of Reservoirs, (2) Sewerage Works outside the district of local authority. (3) The borrowing of money in excess of a certain amount, (4) The purchase of land, (5) Settlement of boundaries, (6) The constitution of a local authority, or its vote, when either had been challenged. It had powers to make Provisional Orders in regard to (1) division of districts into wards; (2) manufacture of gas by local authority; (3) the purchase of land when not by agreement; (4) abolition of exemption from general district rates; (5) the construction of a rural district into a local Government district; (6) union of districts; (7) the constitution of a port sanitary authority; (8) the
alteration of previous Provisional Orders; (9) the repeal of certain local Acts; (10) the settlement of disputes relating to the transfer of powers and duties of local authorities.

The sanction of the Local Government Board was, under the act, required before any by-law could be put in force. The Local Government Board has power to make orders, apart from Provisional Orders, for various routine purposes of the Act, and which were binding as far as they went.

Provisional Orders were to be confirmed by Parliament, and when passed became Acts of Parliament. If objected to, the petitioning local authorities, owners, or rate-payers, must employ Parliamentary agents, produce witnesses, and generally take charge of the Bill. The local authorities under the Act remained the same as in the Bill of 1872, and were divided (outside the metropolis) into urban and rural sanitary districts.

The Urban Districts and Authorities were -

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<th>Districts</th>
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<td>Local Government Districts.</td>
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<td>The Rural District was the Union District, and</td>
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<td>the Board of Guardians the authority.</td>
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Members of the Local Boards and Improvement
Commissioners, the number of members to be determined, diminished or increased by the Local Government Board. A member must be resident within the district, or within seven miles of it, must be an owner of property to an amount (£500 - £1000) depending upon the population of the district (10,000 or over) or be rated at an annual value in the district of £15 - £30.

The Board of Guardians (the Rural Sanitary Authority) consisted of elected members, with the justices of the peace, of the district as ex officio members. Their authority was limited to dealing with nuisances, water supplies, Common lodging houses, arrangements for dealing with the prevention and extension of epidemic diseases, and also the supervision of public bake-houses.

Urban Authorities had powers also in connection with sewerage and drainage of districts, supervision of streets, roads, buildings and markets, also the carrying out of the Bake-houses Regulation Act, Artisans and Labourers Dwellings Act, Baths and Wash-houses Acts, Labouring Classes Lodging Houses Act, if in force in the district or if the Authority adopted any of them.

By Provisional Order the Local Government Board may constitute any local authority (riparian authority) into a port sanitary authority, or two or more
Riparian authorities may be formed by Provisional Order into a port sanitary authority, with jurisdiction over the water of the port, examination of vessels, and in case of infectious disease on board such authority had power to detain the vessel, to make arrangements for the treatment of the sick, and the disinfection of the vessel.

The Metropolis is divided for sanitary purposes by the Metropolitan Management Act 1855 into Unions and parishes, the latter being governed by Vestries. A Vestry elected a certain number of its members to be a District Board which acts as the Local Board for the District. Each Local Board elected one or more of its members to constitute the Metropolitan Board of Works, the authority for sewers, streets, buildings, etc.

Following the passing of this Act Sanitary legislation went forward in somewhat too hurried a manner, and as a consequence amendment Acts to the Public Health and other Acts are found to be frequently necessary to fill up the deficiencies which became evident as time went on, and the following pages of this thesis must of necessity partake somewhat of the nature of a catalogue of the various Acts passed.

The Sale of Food and Drugs Act 1875, repeals the pre-existing Act. It deals with adulteration
of food and drugs and the sale of such adulterated articles and enacts that no person can be convicted if he can show that he did not know, and that he could not by reasonable means ascertain, that the Article sold was adulterated. It provides for the appointment of analysts and for the taking of samples.

In 1875 further attention to legislation dealing with the housing of the Artisan classes ended in the passing of the Artisans and Labourers Dwellings Improvement Act, its objects being to facilitate the removal, re-arrangement, and reconstruction of houses, courts and alleys in densely crowded parts of London and other large urban districts. It applies to blocks of buildings, whereas the previous Act was concerned with the individual dwelling.

In 1876 the Rivers Pollution Act was passed to make provision to prevent pollution of rivers, and in particular to prevent the establishment of new sources of pollution. The sources of pollution are defined as (1) Solid refuse from manufactories and quarries, rubbish, cinders and other waste matters, and any putrid solid matter; (2) Solid and liquid sewage, (3) Poisonous, noxious or polluting liquids from manufacturing process or factory, (4) Solid matters from mines. If at the date of the passing of the Act, sewage, etc. was passing into the river by established channels, then, if the best
means of rendering this harmless were taken, no
offence will have been committed. This means of
defence considerably diminishes the value of the Act.
Sanitary Authorities are to give facilities, with due
precautions to manufacturers to drain their liquids
into public sewers.

The Commission of 1875 reported on the Canal
population, and referred to its unsatisfactory sanita-
tary, moral, and educational condition. As a con-
sequence of this report the Canal Boats Act 1877 was
passed for the registration and regulation of Canal
boats used as dwellings. It gave power of entry
by day, to sanitary authorities, also power to deal
with infectious diseases, to provide for the educa-
tion of the children, for which, and for other pur-
poses, such as defining the cubic space of cabins,
the Local Government Board was authorised to make
regulations.

In case of the occurrence of infectious di-
sease on a boat, the master was bound to give notice
of it to the Sanitary authority of the district.
In the year 1878 Parliament commenced the enactment
of a series of Acts dealing with the conditions of
Artisans employed in factories and work-shops. The
first and principal Act was passed in this year, and
dealt with the Sanitation of factories and work-
shops, which were to be kept clean in a sanitary
sense, were not to be overcrowded, and were to be
sufficiently ventilated, so as to remove injurious
vapours, dust, etc. arising from the processes carried
on. Any sanitary defect, remediable under the
Public Health Act, when noted by an Inspector, was
to be reported to the Sanitary authority of the
district, which should then make enquiries and, if
necessary, take action.

To ensure cleanliness, etc. in factories, it
provides for the lime-washing, oil-painting or var¬
nishing of inside walls. The Secretary of State
has power in special cases to grant exception to re¬
gulations dealing with the Sanitary condition of
Bake-houses especially, and to the provision of
sleeping places near bake-houses.

The Public Health Amendment Act of 1878 had
special reference to water supply. It enforced upon
rural sanitary authorities the duty of seeing that
every occupied dwelling house had, within reasonable
distance, an available supply of wholesome water,
and on failure of owner to provide it, the local
authority may provide it at the owner's expense.

In 1879 the Sale of Food and Drugs Act Amend¬
ment Act was passed to clear up certain difficulties
which had arisen in securing a conviction under the
Act of 1875.

The Public Health (Interments) Act 1879 ex-
tended the powers of the Act of 1875 (dealing with mortuaries) to cemeteries, and enacted that a local authority could provide and maintain a cemetery, and incorporated the Cemeteries Clauses Act 1847.

In the same year the Poor Law Act 1879 provided for the transfer of hospitals for infectious diseases from Guardians to the Sanitary Authority, where any Board of Guardians possessing such a hospital deemed it desirable.

In 1881 an Act was passed to consolidate the Alkali Acts of 1863 and 1874, and to make further provision for regulating Alkali and certain other works in which noxious or offensive gases are evolved.

In 1882 the short Public Health (Fruit-Pickers' Lodging) Act was passed, extending the care of the Local authority to the decent lodging of persons engaged in fruit picking.

In 1883 a Factory and Work-shops Act dealing with white-lead factories and bake-houses was passed, and instanced still further the growing care of the Legislature for the welfare of the Artisan Class.

In 1883, to provide for the occurrence of any formidable epidemic, Parliament passed the Epidemic and other Diseases Prevention Act, which enabled sanitary authorities to borrow money to carry out
regulations of the Local Government Board dealing with (1) interments, (2) house to house visitation, (3) provision of medical aid and hospital accommodation, and (4) the promotion of cleansing and disinfection.

In 1884 the **Public Health (Confirmation of By-laws) Act** was passed, and in the same year the **Public Health (Officers) Act**, dealing with proceedings to recover penalties, and with officers interested in public contracts.

In the same year, also, the **Canal Boats Act, 1884** amended the previous Act, and provided for an annual report to the Local Government Board from the Local authority.

The **Disused Burials Ground Act 1884**, made it unlawful to build on disused burial ground, except to enlarge a place of worship.

In 1885 the **Public Health (Ships etc.) Act** amends the public Health Act dealing with ships and port sanitary authorities.

In 1885 the **Houses of the Working Classes Act** was passed, which enacted that the Public Health Act 1875 (S. 91) should apply to tents and vans used for human habitation. Local authorities were given power to make by-laws dealing with such habitations. Right of entry for accredited persons was provided for.
In 1886 was passed the **Medical Act** amending previous medical acts. Under this Act registration was only possible after passing in Medicine, Surgery and Midwifery. It defined the examining bodies, and enacted that Inspectors be appointed by General Medical Council to attend examinations. It defined the legal rights conferred by registration, regulated the constitution of the General Medical Council, and provided for the registration of diplomas in Public Health.

In further evidence of the increasing care for securing the purity of the food of the people, the **Margarine Act 1887** was passed, to protect the public against the sale, as butter, of substances made in imitation of butter, as well as of butter mixed with any such substances.

In this year the tendency to extend legislation, which had been found advantageous in the metropolis, to the provinces, showed itself in the **Open Spaces Act 1887**. The **Metropolitan Open Spaces Act 1877** and 1881 being by it extended to sanitary districts throughout the kingdom.

In 1888 the **Local Government England and Wales Act** affected County Government in a wholesale way. It provided for the election of a County Council to transact County business, e.g. administrative business previously transacted by Justices of the
Peace in Quarter Sessions. In sanitation it had powers in the prevention of river pollution; could appoint a Medical Officer of Health, and an Analyst for the County; contributed to the salaries of public vaccinators, registrars, district Medical Officers of health and Union Medical Officers.

Another factory Act - the *Cotton Cloth Factories Act* 1889 was passed, dealing with and regulating the amount of moisture in factories, the temperature, and the prevention of dust inhalation.

In this year also, the *Infectious Diseases (notification) Act* was passed - an important advance in sanitary law, providing for the better equipment of sanitary authorities, in their fight against infectious disease.

The Act extended to the Metropolis and after adoption to any other district. It required that the head of a family or nearest relative should report any case of infectious disease occurring in his dwelling or family, to the Medical Officer of Health, also that the Medical attendant should report his case to the Medical Officer of Health. Infectious disease was defined for the purposes of the Act, the local authority having power to extend the definition.

In 1890 this Act was followed by the *Infectious Diseases (Prevention) Act*, which extended in the
same manner to the Metropolis and to other districts after adoption. It gave powers to Medical Officers of health to inspect dairies, and animals (accompanied by a veterinary surgeon,) and if they found infectious disease, to arise from the consumption of milk therefrom, to take means (specified) to stop the supply, to arrange for the cleansing and disinfecting of the premises, bedding, etc. It imposed penalties on persons not disinfecting premises on ceasing to occupy, after the occurrence of infectious disease. It prohibited the retention of dead bodies, and the removal of bodies of persons dying of infectious disease in hospital, except for burial. It required the disinfection of public conveyances, the detention of infected persons without proper lodging, and provided for temporary shelters for the members of any family where infectious disease existed.

Another Act of the adoptive variety carrying out the permissive legislation instanced in the above Acts, was passed, called the Public Healths Acts Amendment Act 1890, showing apparently that the principle of such legislation had found favour with Parliament. The Sanitary provisions alone could be adopted by Rural authorities, unless they had been invested by the Local Government Board with urban powers for definite adoptive purposes. Amongst
its sanitary provisions it makes it illegal for anyone to pass into sewers injurious matter, chemical refuse, steam, etc. It provides for local authorities to make communication with, or to alter, drains and sewers; to provide sanitary conveniences for the public and manufactories, also for the extension of certain sections of the Public Health Act for 1875, dealing with the making of by-laws, referring to water-closets, dwelling-rooms, dwelling-houses, paving of yards, unsound meat, etc. It provided for the licensing, etc. of slaughter-houses.

In 1890 the **Housing of the Working Classes Act** was passed, and was intended to bring about reforms in the housing of the artisan class, in towns especially. It consolidates and amends the various Acts relating to Artisans and Labourers' dwellings and the housing of working classes.

The Act is divided into seven parts—

(1) Deals with unhealthy areas; schemes for improvements, etc.

(2) Deals with unhealthy houses; orders for cleaning and demolition, obstructive houses, etc.

(3) Deals with working classes lodging houses; their provision by local authority.

(4) Supplemental.

(5) Applies it to Scotland.
(6) Applies it to Ireland

(7) Deals with the repeal and temporary provision.

When an official representation by the Medical Officer of Health is made to a local authority of the unhealthiness of a district, the local authority should formulate a scheme for improvement. In case of dwelling house, on report from Medical Officer of Health as to its dangerous character to health, it should take proceedings for closing or demolishing the premises. Power is given to the local authority to purchase houses for the opening up of alleys, etc. County Councils also have powers to make orders for closing or demolition. Rural sanitary authorities may adopt part (3) of the Act, after application to the County Council, which, after local enquiry, may grant a certificate. Land may be acquired and lodging houses purchased, leased, or erected.

Another Factory and Workshop Act was passed in 1891 to render the inspection of such places more efficient, especially as regards sanitation, and to provide more thoroughly for the protection of machinery. Sanitary Charge is left in the hands of the local authority. The Secretary of State is enabled to make rules as regards sanitation, etc., to be administered by factory inspectors. The commencing age of children is raised from ten to eleven.
years, and women are not allowed to work for four weeks after childbirth.

A further Act to amend the Alkali etc. Works Regulation Act 1881 was passed in 1892, called the Alkali etc. Works Regulation Act 1892, chiefly for the purpose of exempting certain salt works and adding a series of other works, specified in Schedules to the Act.

A Small Holdings Act 1892 facilitated the acquiring of small agricultural holdings, (one to fifty acres) The County Council having power to lease or sell such holdings, and to erect buildings.

The Merchants Shipping Act 1892, amended the previous Acts, and provided for the inspection of meats in barrels, and of tinned meats and vegetables, flour and biscuits supplied to vessels.

In 1892 the Shop Hours Act was passed to amend the law relating to the employment of young persons in shops, no person under 18 to be employed more than 74 hours per week, including meal-times. Inspectors to be appointed for the execution of the Act (Amending Acts were passed in 1893, 95, 99).

In 1893, to enable County Councils to promote the establishment of hospitals for the reception of patients suffering from infectious disease, the Isolation Hospitals Act 1893 was passed. On the application of a local authority, or of twenty five
rate-payers, the County Council may after enquiry, establish an isolation hospital; or it may direct its medical Officer of Health to make enquiry without any previous application.

The Local Government Act 1894 was a further extension of the Act of 1884, in the direction of local government. It provided for the following administrative bodies -

(1) District Council
   (Urban District Council
   Rural District Council)

(2) Parish Council
(3) Parish Meeting.

The Rural Sanitary Authority under this Act becomes the Rural District Council, which replaces, for sanitary purposes, the Board of Guardians. The Council also sits as a Board of Guardians; there are no ex-officio Guardians under this Act. In Urban Districts separate election of Guardians, and of Councillors is required.

The Parish Council has certain sanitary powers of making complaints and representations; to utilise any well, spring, etc.; and to deal with any pond, ditch, etc., but not so as to interfere with the rights of others; it also has powers in connection with certain adoptive Acts.

The Merchants Shipping Act, 1894, provided for the making of by-laws by a local authority for the
licensing, inspection, and sanitation of seamen's lodging houses.

The Factory and Work-shops Act 1895, an amending Act added certain new sanitary provisions in reference to overcrowding. It empowered a Court of summary jurisdiction to make an order as to a dangerous factory, affixed penalties for employing persons in places injurious to health, and for making wearing apparel in places where infectious disease existed. It extended the Act to laundries and docks; it contained provisions dealing with bake-houses, with the prohibition and restriction of employment in dangerous trades; it required notification by the Medical attendant to the Inspector of cases of disease. It also contained provisions requiring lavatories to be provided in dangerous trades, dealt with the humidity of factories, temperature, ventilation, and sanitary conveniences.

The Public Health Act 1896 was passed to make further provision with respect to epidemic, endemic and infectious disease, and to repeal the Acts relating to Quarantine. Another Public Health Act of this year amended the law affecting port sanitary authorities.

The Cleansing of Persons Act 1897 permitted local authorities to provide for the cleansing and disinfecting of persons infested with vermin.
In the same year the District Councils (Water Supply Facilities) Act 1897 provided for a pure water supply in rural districts.

In 1898 a Vaccination Act amended the law relating to vaccination - (1) extended the period of three months to six months, within which period from birth a child must be vaccinated; (2) arranged for visits to the home of child by Public Vaccinator to vaccinate, (3) Vaccination to be with glycerinated Calf Lymph, (4) exempted from penalties any parent who satisfied two Justices of the Peace in Petty Sessions that he has a conscientious objection.

By the Infectious Diseases Notification Extension Act 1899 provision was made for the extension of the principle Act to districts in which it had not been adopted.

The Sale of Food and Drugs Act 1899 amended previous law on the subject. It included precautions as to the correct and sufficient marking of imported produce, for the sampling of articles of food by Local Government Board, or Board of Agriculture, provided for the making of regulations by the Board of Agriculture as to analysis of milk, cream, butter and cheese; extended the Margarine Act to Margarine cheese, including provisions dealing with the marking, manufacture, and disposal of
Margarine and Margarine cheese, the sale of milk, and the proper labelling of mixtures.

The Sanitary Law, as it now exists, is unfortunately still of a very complicated character, and much remains to be done in the way of simplification and consolidation, before it arrives at that desirable stage when all members of the community will be, as they should be, able to understand it. As it now stands, owing to the fact that so many Acts in existence are amendments of previous ones, the lay enquirer has his difficulties in arriving at a definite conclusion, much increased thereby. Such weaknesses as still exist are owing to the prevailing desire to legislate in sanitary matters, a desire which results from the continually increasing information in Public Health Concerns, which the nation is rapidly acquiring, and which has induced it to legislate in somewhat too hurried a manner. The law, as it stands, has, however, been made to meet practical needs which have arisen, a purpose which in most cases it has successfully accomplished, when efficiently applied. The most probable direction in which sanitary legislation will now advance, will be more in the way of consolidation and the improvement of administration, than in superseding existing laws.