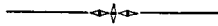


translated "renew." It is an unusual sense of the word, that of *revival* or *renewal*—an indication of common authorship of the "first" and "second" Isaiah. (2) The word translated "rush" is only found in this passage in xxxix. 15, and in lviii. 5—another indication of unity of authorship. (3) A *third* indication is the expression "in one day" (ver. 14). A similar passage is found in chap. xlvii. 9. (4) The expression "to eat of human flesh" occurs again in chap. xlix. 26. A fuller parallel is found in Eccles. iv. 5. Still, the idea is not common, and the argument for common authorship drawn from the two passages in Isaiah is at least as strong as some adduced on the other side.

(To be continued.)



ART. VI.—PHYSICAL DETERIORATION.¹

THIS is the first volume of the Report of the Committee appointed to consider "the alleged deterioration of certain classes of the population"; "to determine the steps which should be taken to furnish . . . the nation at large with periodical data for an accurate comparative estimate of the health and physique of the people"; "to indicate generally the causes of such physical deterioration as does exist in certain classes"; and "to point out the means by which it can be most effectually diminished."

Though only the first volume of the results of the Committee's investigations, it is complete in itself, for it contains the Report *in extenso*, the summary of the Committee's recommendations, and certain valuable appendices on particular points connected with the inquiry. Two more volumes are to be issued: Volume II. is to contain a list of the witnesses examined, with the minutes of their evidence, while Volume III. is to contain some twenty-five more appendices.

The volume before us, which costs only 1s. 2d., is a very valuable document, and I have no hesitation in saying that it should be in the hands of all who work among the poor. The number of subjects, or "problems," with which it deals is very large, and they are just those problems with which the parochial clergy and district visitors are constantly face to face.

The Report is practically a summary of the evidence given

¹ "Report of the Committee on Physical Deterioration." Eyre and Spottiswoode, London, 1904. Price 1s. 2d.

by sixty-eight witnesses before the Committee. Fifty-four of these were men and fourteen were women, and each may be regarded as an expert upon the subject with which he or she dealt. Twenty-three of these witnesses held official positions—under Government or in connection with local administration; thirty-four were members of the medical profession; some were representatives of well-known organizations and charitable institutions. These figures show that we have here the judgments and conclusions of men and women who have had exceptional advantages for gaining knowledge, and who were consequently well qualified to speak. Thus their verdicts demand very careful consideration.

On the whole, the tone of the evidence is not pessimistic. In certain spheres the conditions are undoubtedly bad, and here drastic reforms and remedies are urgently needed. But even with regard to most of these, there is probably a considerable improvement in comparison with the conditions which existed, say, fifty years ago. As witness after witness stated, we must not judge the condition of the people at large by the conditions of the lowest classes. In national, as in parochial work or investigations, we come across classes or individual cases whose conditions shock us; but investigation generally proves that these are the exception rather than the rule. In the so-called "industrial" classes we have quite a number of "grades of society"; and we have no right to judge the condition of "the people" by the condition of that particular grade or class which, owing to its being always in a state of moral and physical helplessness, is naturally much in the thoughts of all social reformers.

Part I. of the Report deals with the primary cause of the appointment of the Commission—the large number of recruits for the army who for physical reasons were rejected. At first sight the figures do seem to give cause for serious alarm, and anyone judging from them alone might well be almost panic-stricken at the apparently wretched physical condition of the young manhood of the nation. But the evidence of two witnesses, cited on p. 5, shows that "a great many young men not fit for, or disinclined to, permanent work present themselves to the recruiting-sergeant on the chance of being passed, and that the condition of those rejected is only representative of the state of the wastrels of the large towns who live by casual labour" (Article 25). And from other evidence it appears that "the calling of a soldier has ceased to attract the class of men who formerly enlisted, and as a consequence a larger proportion of the *residuum* of the population come under the notice of the army recruiting authorities" (Article 30).

Part II. deals with a very important, and I venture to think a very serious, question at the present time—the “urbanization” of the people. It deals with this under three heads: (i.) “Overcrowding,” (ii.) “Pollution of the Atmosphere,” (iii.) “Condition of Employment.” Under “Overcrowding” we have some very interesting evidence. It is found that at the present time the “urban” population of England and Wales is 77 per cent. of the whole, whereas fifty years ago it was only just over 50 per cent.; or, put in another way, for every two persons who lived in a town then, about three are so living now. But in reading these figures it must be remembered that the term “urban” merely means “a district that for the purposes of local administration has an urban organization.” Again, “a large proportion of the ‘urban’ population is now living under conditions quite as healthy as those which obtain in rural districts.” This is largely owing to greater completeness of sanitary legislation and a higher conception of the duty of administration. It is also true that towns have now a death-rate which is lower than that of the rural districts fifty years ago.

It is when we come to discriminate between the different classes which make up an urban population, and especially when we consider the people living in one-roomed tenements, that we see the evils of overcrowding. For instance, in Glasgow the death-rate among those living in one-roomed tenements was nearly double that of the whole city; while in Finsbury it was 38·9, against 19·6 for the whole borough.

The Housing Question is proverbially one of the most difficult with which the social reformer has to deal. To condemn and remove large blocks of insanitary dwellings is by no means the most difficult part of the problem. It is the rehousing of those rendered homeless *at a rent which they can afford to pay*, which is the real difficulty. Yet in the interests of the public health the one-roomed tenement with several inmates cannot be permitted to exist. The suggestion of the Committee is as follows: that “the local authority should, in the exercise of their power to treat ‘any house or part of a house so overcrowded as to be dangerous or injurious to the health of the inmates’ as a nuisance, and, for the abatement of the same, notify that after a given date no one-roomed, two-roomed, or three-roomed tenements would be permitted to contain more than two, four, or six persons respectively.” But the Committee agree that “the change must be brought about gradually, so as to treat the worst cases first and render it easier to provide for the displaced families.”

In this matter we have not to deal only with existing evils—the result of a want of foresight in the past—we are actually

creating very similar evil conditions for the future ; and the way in which some of the poorer "suburbs" of our great towns are being "run up" must fill anyone who looks forward with alarm for their inevitable condition a few years hence. As the Report states, "In England no intelligent anticipation of a town's growth is allowed to dictate municipal policy in regard to the extension of borough boundaries, with the result that when these are extended the areas taken in have already been covered with the normal type of cheap and squalid dwelling-houses, which rapidly reproduce on the outskirts of a town the slum characteristics which are the despair of the civic reformer in its heart" (Article 94).

It is pointed out how this evil is to a great extent prevented in Germany—how, "as soon as the nucleus of a town has reached certain proportions, a broad zone, with lungs like the points of a star, is drawn round it ; within the zone and the avenues leading outwards no population beyond a certain very limited density is allowed." This insures a proportion of open space, and the lungs, or avenues, "provide for the indraught of a due quantity of fresh air into the very heart of the city."

The next subject is the "Pollution of the Atmosphere." Of the deleterious effects of this upon the dwellers in large towns some very strong evidence is given. The indirect effects are also evil. Not a little of the drunkenness in Manchester has been attributed to the general gloominess of that town. To this influence also is attributed "the removal of all well-to-do people from the town—a most fruitful cause of the ignorance and bad habits of the poor, and of the failure on the part of the authorities to take sufficient cognizance of those districts in which the poor are congregated without admixture of other classes."

We now come to "Local Administration," to which thirty-three articles, or nearly six pages, of the report are devoted. These pages will repay careful study. From them we shall learn how much does depend on those who have the administration of the law, and they fully bear out the contention that even under existing laws in many places many improvements might be effected. As far as the largest towns are concerned—*e.g.*, Glasgow, Liverpool, Manchester—the evidence tended to show that great improvements had taken place, and that the administrative bodies were doing what lay within their power to remedy still existing evils.¹ It is in towns of what

¹ A very interesting paper describing what had been done in Glasgow was read at the recent meeting of the British Association by Dr. William Smart, Professor of Political Economy in the University of Glasgow (see the *Times*, August 20, 1904).

we may term the second order that matters were found to be so unsatisfactory—*e.g.*, on the Tyneside, in the Potteries, and in Edinburgh and Dundee.

One of the great difficulties in local administration lies in the interference with “vested interests”—with the profits of local property owners and manufacturers. And, of course, the influence of the individual is far more felt in the smaller than in the largest communities. Some very strong evidence of neglect and of want of administration was given about the Potteries, where the local authority was described as “being as inefficient as you could find anywhere,” and where it was stated that “most of the bad houses are owned by members of the local bodies, and the sanitary inspectors are too much in awe of their employers to carry out their duties.” Short of a drastic interference from headquarters, so one witness stated, the only hope of improvement lay (1) in an accurate register of the owners of slum property; (2) in granting security of tenure to the Medical Officer of Health, who, as a rule, holds office at the goodwill of the local authority.

The latter part of this section consists of an explanation of a recent French Law of Public Health, which was framed on these principles—(1) that the whole of any administrative area is threatened by the insalubrity of any of its parts; (2) that the inhabitants of any *commune* have a right to be protected against the negligence of its municipality. It would demand too much space to describe the methods of this law at length. I can only say that by it a complete “hierarchy of powers” is established between (but independent of) the local authority, and “Le Comité consultatif d’hygiène publique,” which has its seat in Paris, and which is the supreme adviser in these matters of the Minister of the Interior.

Just at the close of this section the Committee state that they have received one striking evidence as to “the general ignorance which prevails (even in quarters which should be well informed) as to what the law is, and as to what are the powers which it confers.” And one of the most valuable of the appendices to the volume consists in a brief but careful statement of the exact nature and contents of these.

We now come to the section which treats of the “Conditions of Employment,” and which is divided into three subsections: (a) Character of Employment in Relation to Physique; (b) General Conditions of Factory Employment; (c) Small Workshops and Home-Work. The impression left by a careful study of this section may be summarized thus: That by the various “Factory Acts,” and by the appointment of Factory Inspectors (male and female) and of Factory

Surgeons, much has been done. As far as large factories are concerned, and with regard to trades scheduled as dangerous, oversight and inspection by Government officials is now fairly satisfactory. It is in the smaller workshops and in the conditions of home-work that improvement is needed. According to the returns for 1901, while 376,278 children and young persons were examined in factories, only 413 were examined in workshops. As the Committee state that while "the extension of the certifying surgeon's inspection of children and young persons to cover employment in workshops would be a formidable undertaking," they are of the opinion that "the matter is one which calls for the earnest consideration of the Department concerned."

The third main division of the Report is devoted to "Alcoholism." This division fills four pages, and contains twenty-four articles. In the universality of its interest this subject may be said to stand by itself. Other subjects dealt with refer to or affect certain more or less limited sections of the population; this, unfortunately, refers to all. Let me say at once that the treatment of the question is eminently judicious and perfectly temperate. As might be expected, there is no attempt to exploit either fads or theories. We have simply the statement of conclusions based upon the evidence of a large number of witnesses fully qualified to give valuable information upon the subject. The great difficulty in giving an idea of the contents of this section arises from the evidence being already so condensed that it is practically impossible to condense it still further. Of course, the Committee have not investigated the problem of alcoholism generally, but only so far as it may be considered to be a contributory cause to physical degeneration. This is clear from the following extract from the first article of this section: "The close connection between a craving for drink and bad housing, bad feeding, a polluted and depressing atmosphere, long hours of work in over-heated and often ill-ventilated rooms, only relieved by the excitements of town life, is too self-evident to need demonstration; nor, unfortunately, is the extent of the evil more open to dispute." If together with this sentence we combine the three following statements by three independent witnesses, two of whom are medical men—(1) "I think that if the drink question were removed, three-fourths of the difficulty and the poverty and the degradation altogether would go along with it"; (2) "People who have not enough food turn to drink to satisfy their cravings, and also to support their enfeebled hearts by alcohol"; (3) "The poor often drink to get the effects of a good meal; they mistake the feeling of stimulation after alcohol for the feeling

of nutrition"—if, I say, we combine these various statements, we see abundant proof of what temperance workers are more and more clearly realizing—viz., that drunkenness must be regarded both as a cause and as an effect of other evil conditions.

As to whether drunkenness is or is not increasing generally, the Committee state that "it is difficult to form an opinion"; but, on the other hand, unfortunately "the tendency of the evidence was to show that drinking habits among the women of the working classes are certainly growing."

Upon the evils of intemperance the Committee had before them two witnesses, who appeared as the representatives of a group of fourteen medical men "who have been particularly interested in the effects of alcohol." Among other statements submitted by these witnesses are the following: (1) "If the mother as well as the father is given to drink, the progeny will deteriorate in every way, and the future of the race is imperilled." (2) Some striking figures were given which proved the effect of alcohol in shortening life—viz., that of 61,215 men between twenty-five and sixty-five, 1,000 die in one year, but that of the same number of publicans no less than 1,642 die, while of Rechabites (abstainers) only 560 die. Again, that "whereas out of 100,000 persons aged thirty some 44,000 would, according to the average rates of mortality, survive to the age of seventy, over 55,000 abstainers might be expected to reach that age, or 25 per cent. more."

It requires but a slight exercise of the imagination to see that these figures suggest far more than they explicitly state. We have not to think only of preventable death, but of preventable sickness and suffering, and of the preventable drain, often upon a very narrow family income, to meet the inevitable expenses of sickness.

The effect of drink upon the increased number of patients in our lunatic asylums is also dwelt upon; and it was stated by one medical witness that in Nottingham, where so many women are employed in the lace factories, "twice as many women as men are received into the asylums whose insanity is ascribed to drink." Other statistics were submitted, which showed as to Liverpool: (1) "That the death-rate among the infants of inebriate mothers was nearly two and a half times as great as among the infants of sober mothers of the same stock"; and (2) "that in the alcoholic family there was a decrease of vitality in successive children."

But the Report does not merely state these painful facts: it indicates methods and lines of action whereby the drinking habit may be lessened. For instance, "every step gained towards the solution of the housing problem is something

won for sobriety"; and, again, "the provision of properly selected and carefully prepared food ranks next in value, and to this end . . . there is much need for training of a socially educative character among girls and the younger generation of women"; and, once more, "the want of easily accessible and attractive means of recreation makes the public-house the only centre of social relaxation" (Articles 174, 175).

In the last few articles of this section great stress is laid upon the urgent need for the dissemination of knowledge upon the evil effects of alcoholic poisoning. The remedies suggested above are at best but palliative; what is needed is some influence which will strike at the root of the evil. This is well expressed in Article 176: "The Committee are impressed with the conviction that some general educative impulse is in request which will bring home to the community at large the gravity of the issue, and the extent to which it is within individual effort to promote and make effective the conclusions of expert opinion."

It appears that in France the Government, feeling the importance of the diffusion of sound knowledge on this subject, have caused to be circulated throughout the barracks, schools, post-offices, etc., of the country a strongly and clearly worded pamphlet setting forth the evils which must ensue from indulgence in alcoholic stimulants.

Great praise is freely given to the various temperance and total abstinence societies, which in this country for years have been engaged in combating the evils of intemperance; but the Committee state that they think that the efforts of these might with advantage "be supplemented by State action in furtherance of the dissemination of temperance literature."

This work they believe might be still further assisted by "the systematic training of teachers in the laws of health, and by rational instruction in schools," which might embrace, though it need not be confined to, an explanation of the effects of alcohol on the system. They think that in this way the minds of the children might be prepared to understand more direct temperance instruction, which "to be effective must be given at a later age."

Before concluding this section of their Report, the Committee state that, while "it is outside the scope of their responsibility to recommend any large changes in the laws for the regulation of the liquor traffic" (these words have surely an ominous sound about them), "they yet venture to draw attention to two recent experiences in two foreign countries—viz., France, and Sweden and Norway."

It is well known that in France during the last few years there has, unfortunately, been a great increase in spirit-

drinking. Together with this, it can be shown that there has been "an upward trend of the consequences of drink"—viz., an increase of "accidental deaths and suicides, lunacy and common crimes, and, notably, . . . a definite increase in the percentage of conscripts refused as unfit for service" (Article 181).

The figures given for France are as follows: In 1830 the consumption of proof spirits (containing 50 per cent. of alcohol) was 2·2 litres per head of the population; then 21 per cent. of the conscripts were rejected. In 1890 the consumption of spirits had risen to 10·16 litres per head, and the rejections of conscripts to nearly 32 per cent.

On the other hand, as is well known, the consumption of spirits in Norway and Sweden has in recent years very materially declined, largely owing to the introduction of the "Gothenburg system." The figures for Sweden are most remarkable. In 1830 the consumption of spirits containing 50 per cent. alcohol was actually 46 litres per head. In 1890 this had decreased to 6 litres per head. The percentage of rejection of conscripts in 1845 was 34·46; in 1885 it had declined to 19·61.

The final paragraph of this section is suggestive, if laconic: "The Committee cannot but commend these facts to the most serious attention of the Government."

The remaining sections of the Report deal with such subjects as the "Depletion of Rural Districts by the Exodus of the Best Types"; "Alleged Tendencies of Superior Stocks in all Classes towards a Diminished Rate of Reproduction"; conditions attending the "Life of the Juvenile Population," etc.

But the consideration of these must be left over to another article.

W. EDWARD CHADWICK.

ART. VII.—THE MONTH.

THE visit of the Archbishop of Canterbury to Canada and the United States bids fair to realize the best hopes which were entertained of its results. The Archbishop, of course, has everywhere been most cordially and respectfully received, and his addresses have been marked by a sympathetic wisdom which cannot but produce both a kindly and a useful impression. Among his most striking observations were some which urged upon the attention of Canadian Churchmen the consideration that if the English Church at the present day is