

on the actual number of rateable units listed. The more the listing of rateable units departs from the census estimate, the more will the sample size depart from 1,000.

(14) In addition to the rateable units used as dwellings, all non-dwelling rateable units are also listed in the Valuation List. Shops, offices, public buildings, open spaces, etc., can be identified and deleted as part of the sampling operation. However, the maintenance of the correct interval requires very close attention if the excluded lines are not to be counted by mistake. If this deletion procedure is not followed, the selection is easier but non-dwellings will appear among the selected units and will have to be eliminated later. This will tend to reduce the statistical control by introducing some variability in the number of dwelling rateable units selected. However it is not expected to alter the size of the sample seriously.

(15) Whichever method is adopted, therefore, a sample will finally be produced of approximately 1,000 dwellings. A list should be made of the addresses to be visited and columns should be provided for noting the information obtained, as shown below in paragraph (16) Local knowledge will usually make it relatively easy to arrange the addresses in a convenient order to be visited and to divide them between the available Inspectors.

Inspection

(16) It is necessary to employ experienced Inspectors for the actual inspection. They should find it practicable to look at 40–60 houses a day, depending on the distances to be travelled between addresses and the degree of attention that has to be given to particular dwellings. In some cases detailed internal inspection may be needed ; in others (e.g. recently built houses) a superficial check may be sufficient. It is essential in each case to concentrate on the condition of the sampled house only. Since each house inspected will represent a number of others according to the size of the sampling interval (in the larger cities over 100) the Inspector should not consider whether the house is representative of its immediate vicinity. The Inspector's conclusion about the condition of the house should be noted on his list. In most cases each rateable unit will comprise an entire house but where there is more than one rateable unit in a house (or in a block of flats) the whole building should be looked at to evaluate its quality and a note made of the total number of dwellings. The table below indicates the minimum information required to produce an estimate of the numbers of unfit and substandard houses and dwellings. It would however be possible to collect and record any other information, e.g. about specific defects or missing amenities, which the local authority wished to obtain at the same time.

Serial No.	Address	Unfit	Not unfit but below satisfactory standard	Up to satisfactory standard	Remarks
(1)	(2)	(3)	(4)	(5)	(6)
1	22 High Street	x			
2	58 High Street	x			
3	130 High Street		x		
4	11 Market Street				Demolished
5	47 Market Street		x		
6	8 Westgate		x		
7	44 Westgate			x	
8	17a New Row			x	3 flats
9	89 New Row		x		

Using the sample information

(17) The estimated proportions of unfit, substandard and satisfactory rateable units can be calculated from the total number of entries in columns (3), (4) and (5). If the total for each column is multiplied by the sampling interval, the results will provide a rough estimate of the total dwellings in each category within the local authority's area. To obtain estimates of houses it is necessary to adjust for those which contain more than one rateable unit. This is because each rateable unit has an equal chance of being selected and therefore a house containing more than one rateable unit has as many chances of being selected as there are units in it. Thus if the number of separately rated units in a house is three, the item should be counted as $\frac{1}{3}$ in aggregating the total for the column before multiplying by the sampling interval, as it has had three chances of being selected. If it is not practicable to determine the number of separate rateable units in a building, the Inspector's figure for the number of dwellings may be taken.

(18) The following table shows the approximate relative sampling errors, at the 95% confidence level*, for varying sizes of local authorities, according to the proportion of their houses found in any category of quality. These sampling errors are expressed as a percentage of the estimated number of houses in any chosen category (e.g. unfit, sub-standard). Applying the appropriate value to the estimate for any category will help in evaluating the reliability of that estimate.

For example, if there are 5,000 houses in the district and the local authority find 300 unfit houses out of a sample of 1,000 (i.e. a proportion of 0.3), the estimate of unfit houses in the area will be 1,500. In 95% of cases (i.e. 19 out of every 20 times such an estimate is made) the error in either direction will not exceed 9% (i.e. 135 in this example) giving a range of 1,365–1,635 unfit houses.

Relative sampling errors at the 95% confidence level for samples of 1,000

Estimated Proportion of total stock in category (1)	Size of Local Authority (Number of Dwellings)						
	1,000	2,000	2,500	5,000	10,000	50,000	100,000 and over
	(2)	(3)	(4)	(5)	(6)	(7)	(8)
	%	%	%	%	%	%	%
0.5 (50%)	—	4	5	6	6	6	6
0.4 (40%)	—	5	6	7	7	8	8
0.3 (30%)	—	7	7	9	9	10	10
0.25 (25%)	—	8	8	10	10	11	11
0.2 (20%)	—	9	10	11	12	13	13
0.15 (15%)	—	11	12	13	14	15	15
0.1 (10%)	—	13	15	17	18	19	19
0.05 (5%)	—	19	21	25	26	27	27
0.025 (2½%)	—	28	31	35	37	39	39
0.01 (1%)	—	44	49	56	60	62	63

* Nineteen out of every 20 times an estimate is made, the maximum error expected will be that shown in the table.

Appendix 4: Housing improvement in Leeds

(1) Some ten years ago Leeds Corporation embarked on a policy of securing the comprehensive improvement of whole areas by the provision in all the houses of the amenities on which discretionary grants are payable. Their policy has not involved the use of any special legislation beyond that generally available in relation to discretionary and standard grants and the powers to purchase houses contained in Part V of the Housing Act 1957. Although the Housing Act 1964 now provides power for the declaration of compulsory improvement areas Leeds have continued to rely on the older powers.

(2) The council believe that the improvement of *all* the houses in an area is necessary. They consider that if houses are excluded, these are more likely to fall into disrepair and that neglect could lead to a rapid deterioration of the area.

Procedure

(3) An area of well built houses, say, 50–60 years old of homogeneous type, is first surveyed by the Chief Public Health Inspector and his staff and if judged suitable for improvement the area is defined on a map. All the houses in the area are visited by a Public Health Inspector and the following points are noted :

- the address, ownership and type of house ;
- rent ;
- the occupants according to sex, age and relationship ;
- the number and type of rooms ;
- the existing amenities as regards w.c.s, baths, lavatory basins, hot water supply, food stores, etc.

(4) The Medical Officer of Health and the Chief Public Health Inspector then submit a joint report of the survey to the Housing Committee together with copies of the map. If the Committee approve, it declares the area to be an improvement area.

(5) Next a letter is sent by the Town Clerk to the owners of houses in the area needing improvement (model letter 1 attached). This

draws attention to the loans and grants available and indicates that if the owners do not wish to carry out the work themselves with financial assistance from the council, the council will be glad to negotiate the purchase and carry out the improvement work themselves. The letter also mentions that where the owners are not willing to secure the improvement of the house in one of the ways mentioned then, in special circumstances, the council will, as a last resort, seek compulsory powers to acquire the houses so that they may be improved. Enclosed with the letter is a booklet on loans and grants and also a reply form. If this reply form is not returned completed after about six weeks, a reminder letter is sent.

(6) When the replies are received, the Chief Public Health Inspector and his staff visit the owners or their agents and discuss the improvements needed. They give verbal indications of the likely cost of necessary works and impress on the owner or his agent the desirability for improvement to the 12 point standard on which discretionary grant is payable. Leeds find that where an owner raises an objection initially this is usually because he is not fully acquainted with the improvement grant scheme and may not realise that he can also obtain a loan from the council for the remainder of the cost. Where an owner insists on carrying out improvement to the standard grant standard only, he may, of course, do so but this has been found to occur in very few cases. It has been the Chief Public Health Inspector's practice to persuade owners to carry out full improvements in accordance with the 12 point standard laid down for discretionary grants and almost all the owners have adopted this scheme, realising that it is in their interest.

(7) If improvement of houses reduces living accommodation and overcrowding results, the council is willing to rehouse occupiers on the understanding that the owner accepts tenants nominated from the council's waiting list. Temporary re-housing whilst the works are being carried out may also be arranged. But in fact in by far the greater proportion of houses improved by the council the work is carried out with tenants still living in the house and in the case of improvement work carried out by private owners the tenants almost invariably remain in the house whilst the work is under way. Sometimes the tenant does not wish to accept the improvements but is willing to be rehoused by the council. In such a case the council will rehouse provided they can nominate a new tenant for the improved house.

(8) As a result of personal interviewing of the owners of houses by Public Health Inspectors, followed up by correspondence by the Chief Public Health Inspector, a number of the council's improvement areas have reached the stage where almost all the houses have been improved without the necessity for any compulsory purchase orders. Personal interviewing has been of great assistance to the owners in helping them to see the advantages both to themselves and to the

tenants that accrue from the improvements to their houses. Where the owner does not reside in Leeds, no difficulty has been encountered in carrying out such negotiations since in almost every case negotiations have been successfully conducted with the owner's agent who, once he is convinced, will very often persuade the owner to agree to the improvement. A model letter which the Chief Public Health Inspector writes to owners if they have not responded to visits, is attached (model letter 2).

(9) If, after persuasion by the Public Health Inspector the desired improvement is not carried out by the owners and the owners are unwilling to sell their houses to the council, the council proceed to make compulsory purchase orders under sections 96 and 97 of the Housing Act 1957. Before making an Order the council always give careful consideration to special cases where hardship will result and generally do not proceed (*inter alia*) in the following cases :

- (a) houses where the owner is willing to give an undertaking to improve his property within a reasonable time ;
- (b) houses occupied by aged or infirm owner-occupiers where it is considered undesirable to disturb them.

(10) If at any stage before or after the public local inquiry or even after confirmation of the order an owner is prepared to give an undertaking to arrange for the property to be improved within 12 months, the undertaking is usually accepted. The property is then withdrawn from the order or the council do not proceed with the acquisition. In due course the undertaking is followed up by the Chief Public Health Inspector. If it is found that the work has not been carried out to the house, the case is referred to the Housing Committee to decide whether steps should then be taken to acquire the property.

(11) After a house has been acquired compulsorily by the council, the Director of Works prepares detailed plans and submits these to the Committee for approval. Application is then made to the Ministry for an Exchequer contribution.

General

(12) The number of improvement areas in the City by June 1966 was 61 comprising 10,998 houses. The types of houses included in these areas were through terrace houses and the better type of back-to-back houses of which Leeds has several thousands. (Photographs 13-15) Approximately 90% of the dwellings in improvement areas are of the back-to-back type and the Corporation take steps to secure that, after improvement, every room in such a dwelling is capable of an air change of at least the level laid down by the British Standards Code of Practice. These back-to-back houses are basically structurally sound and when improved are in great demand for letting. There are cases where substandard houses can sometimes be

improved by converting two houses into one. Unless, of course, both houses are in the same ownership, this can only be done by the Corporation after acquiring the property.

(13) It is often found that single persons or the elderly who require re-housing from slum clearance areas prefer to go to an improved area rather than a new council estate on the perimeter of the City. It is possible only in a few cases to meet their requirements in this way since so few improved houses become vacant. After the houses have been acquired by the Corporation, have been improved by the Director of Works and handed over to the Director of Housing, a rent rebate scheme is operated where tenants suffer hardship by the increased rents. If there is hardship in the case of old age pensioners, it is found that the National Assistance Board are most helpful.

(14) So far the maintenance required for houses improved by the Director of Works' Department has been found to be negligible. It is thought that little maintenance will be needed for 15–20 years.

(15) The response of landlords of tenanted property has been good in improvement areas and compulsory purchase powers have only been exercised in a small minority of cases. This is because owners and agents in the City now fully appreciate the desirability of such comprehensive improvement and welcome the measure of security for their property which such action confers.

(16) Leeds have realised the importance of maintaining an effective slum clearance programme whilst area improvement is under way and close co-ordination of the improvement and clearance programmes has been essential. They have also appointed four Assistant Supervisory Public Health Inspectors to organise housing improvements in the four divisions of the City. As a result slum clearance has proceeded at a rate of approximately 2,300 houses a year and house improvement so accelerated that one fresh improvement area of approximately 200 houses is declared each month.

Model Letter 1

Town Clerk's Office
Civic Hall
LEEDS 1

Dear

The Housing Committee of the City Council have instructed me to write to you about the above property.

The Council are proceeding with their slum clearance programme as fast as circumstances permit but in addition to the houses with which they will be dealing under the slum clearance programme within the next ten years or so there are in the City a number of reasonably well-built through terrace houses which are without full amenities and which fall below modern standards.

All the houses in the above mentioned area are capable of independent individual improvement and the improvement of one

house is in no way dependent upon the simultaneous improvement of the houses on either side.

The Council are most anxious that houses of the type comprised in this area should be improved and as they are of the opinion that the property which you own in the area comes within this class, I have been instructed to ask you to consider the improvement of your property. There are very generous grants available to assist owners to improve their houses. Briefly, however, the assistance available is as follows :

1. They are able to give discretionary Improvement Grants for works of improvement if they are satisfied that they will bring the house up to the standards laid down. The grant is for half the cost of the works and is limited to cases where the cost is not less than £100 and where it does not exceed £800.
2. There is another type of grant known as a Standard Grant which an owner is entitled to as of right. The grant is for a sum equal to half the cost incurred in carrying out the works required to provide the standard amenities in the house, subject to a maximum grant of £155. This grant can be used to cover the cost of installation of certain amenities even if the total cost of the work is less than £100. The usual works of improvement are the provision of a bath and wash basin, hot water, an internal water closet, proper food storage and in some cases a dormer window in the attic.
3. The Council will lend you the part of the cost which remains to be borne by you after the payment of the improvement grant and if you decide to do the work without an improvement grant, they may lend you the whole or a part of the total cost. They will, of course, only make a loan if they are satisfied with the security which you offer.
4. The most practical form of improvement will in most cases be the conversion of a small bedroom into a bathroom and w.c. and the provision of an improved bedroom in the attic. If this will lead to overcrowding the Housing Department may be able to assist and it is suggested that you should consult the Director of Housing, Buckingham House, 41, Headingley Lane, Leeds 6.

If you should not wish to improve the property yourself, then the Council will be prepared to purchase the same from you in order that they may improve it and will pay your proper legal and surveyor's costs in respect of the transaction provided the matter proceeds to completion. If you adopt this course, the Council will be prepared to provide alternative accommodation, if requested.

I feel that I should emphasize that the Council attach the utmost importance to securing the improvement of all the houses in the area and they have in the past found it necessary, in the absence of special circumstances, to seek compulsory powers to acquire houses so that they may be improved where the owners have not been willing to secure the improvement of the house in one of the ways mentioned above.

The Chief Public Health Inspector (Market Buildings, Vicar Lane, Leeds 1) will be pleased to advise you as to what works of improvement are needed and would be eligible for grant. It is essential that any works of improvement should be approved by the Council for grant before they are carried out, otherwise they will not subsequently rank for grant and if, therefore, you wish to consider improving the property yourself you should make a preliminary application to the Medical Officer of Health (Chief Public Health Inspector), Market Buildings, Vicar Lane, Leeds 1.

In view of the importance which the Council attaches to this matter I shall be grateful if, as soon as possible, you will let me know your decision by completing the enclosed form and returning it to me in the stamped addressed envelope which is also enclosed.

Should there be any point upon which you are not clear, no doubt you will let me know and I will endeavour to give you every assistance or if the point relates to the actual works needed the Chief Public Health Inspector will also be prepared to assist you if you will communicate with him.

I also enclose a copy of the Ministry of Housing and Local Government booklet "House Improvement Grants" for your use.

Yours faithfully,

Model Letter 2

Public Health Department Annexe
12 Market Buildings
Vicar Lane
LEEDS 1

Dear Sir,

I write to ask you to consider once again making improvements to your property with the aid of an Improvement Grant. As you are no doubt aware, the Corporation have been trying to secure the improvement of the houses in this area. Many owners have taken advantage of the scheme and have already improved their property or are in the process of doing so.

The grant which is available to you is a free gift of one half of the total cost of the reasonable necessary works, which I am sure you will agree is a big incentive to owners to modernise their property. The remainder of the money, up to the full estimated cost of the necessary works, may be borrowed on loan from the Corporation at the usual rates of interest.

As an alternative, the Corporation are willing to purchase your property and carry out the works of improvement themselves.

If these proposals are still unacceptable to you, I am bound to inform you that the Corporation may eventually consider the making of a Compulsory Purchase Order in respect of those properties in this Area which have not been improved. However, should you now agree to carry out improvements, I should be pleased if you would complete and return to me the enclosed postcard so that I may commence the grant procedure.

Should you require any further information I should be pleased to arrange an interview during normal office hours, either at this office or at your property.

Yours faithfully,

Chief Public Health Inspector.

Table 1 : Ranking order of local authorities returning the largest numbers of unfit houses

Local authority (1)	Unfit houses 1st quarter 1965 (a)		Houses in clearance areas and unfit houses elsewhere demolished or closed 1.1.61 to 31.12.65		Unfit dwellings (8) as percentage of total dwellings (10) %	Unfit separate dwellings—1st quarter 1965 (a)		Total permanent dwellings—1st quarter 1965 (a)	
	Number (2)	cumula- tive % (3)	average per year (4)	cumula- tive % (5)		Number (7)	cumula- tive % (8)	Number (9)	cumula- tive % (10)
Liverpool C.B.	73,733	9.6	1,780	2.9	45.4	92,166	11.2	203,163	1.4
Manchester C.B.	54,700	16.7	2,960	7.7	27.1	54,700	17.8	201,627	2.7
Birmingham C.B.	40,915	22.0	2,397	11.6	12.6	41,733	22.9	330,118	4.9
Sheffield C.B.	28,500	25.7	1,395	13.9	16.9	28,500	26.4	169,140	6.0
Salford C.B.	18,000	28.0	804	15.2	37.5	18,500	28.6	49,281	6.3
Leeds C.B.	17,220	30.2	2,728	19.6	9.7	17,220	30.7	178,500	7.5
Kingston-upon-Hull C.B.	16,000	32.3	814	21.0	18.2	16,600	32.7	90,995	8.1
Bradford C.B.	14,693	34.2	1,167	22.9	14.4	14,693	34.5	102,377	8.8
Tower Hamlets L.B.	13,854	36.0	701 (b)	24.0	31.2	18,617	36.8	59,738	9.2
Oldham C.B.	13,503	37.7	492	24.8	32.5	13,612	38.4	41,947	9.5
Nottingham C.B.	12,525	39.4	454	25.5	12.3	12,525	39.9	101,957	10.2
Blackburn C.B.	10,000	40.7	262	26.0	27.2	10,000	41.1	36,782	10.4
Leicester C.B.	9,000	41.8	647	27.0	10.4	9,000	42.2	86,574	11.0
Stoke-on-Trent C.B.	8,577	42.9	448	27.8	10.0	8,577	43.3	86,000	11.6
Stockport C.B.	7,533	43.9	363	28.3	15.6	7,533	44.2	48,352	11.9
Halifax C.B.	6,396	44.8	271	28.8	18.8	6,396	45.0	34,101	12.1
Northampton C.B.	5,956	45.5	65	28.9	17.0	6,105	45.7	35,846	12.3
Newham L.B.	5,500	46.2	468 (b)	29.7	9.9	7,333	46.6	74,000	12.8
Portsmouth C.B.	5,500	47.0	588	30.6	8.5	5,500	47.3	64,744	13.3
Bolton C.B.	5,000	47.6	483	31.4	8.8	5,000	47.9	56,972	13.6
St. Helens C.B.	4,936	48.2	211	31.7	15.6	4,936	48.5	31,687	13.9
Preston C.B.	4,643	48.8	500	32.6	12.5	4,643	49.0	37,199	14.1
Rochdale C.B.	4,500	49.4	185	32.9	14.4	4,500	50.0	31,322	14.3
Sunderland C.B.	4,406	50.0	447	33.6	9.9	5,800	50.3	58,500	14.7
Totals for 24 local authorities	385,590		20,630		18.7	414,189		2,210,922	
Totals for England and Wales	771,440		61,432		5.5	823,858		15,039,675	

Sources

Local authorities' replies to
Circular No. 11/65.
Housing Return for England and
Wales, Appendix.

Notes

(a) These figures are taken from local
authorities' replies to Circular No. 11/65,
in which they were asked to state the
total of unfit houses and dwellings
standing in their districts in the first
quarter of 1965. They were asked not
to carry out special surveys but to
use information already available in
their records. The figures of unfit
houses (i.e. buildings) and dwellings
should therefore be regarded as indicat-
ing only the order of magnitude of the
problem and should be treated accord-
ingly.

(b) Including demolitions and closures
by the L.C.C. or G.L.C.

Table 2: Ranking order of local authorities returning the highest percentage of unfit dwellings

Local authority	Unfit dwellings as percentage of total dwellings	Unfit separate dwellings—1st quarter 1965 (a)		Total permanent dwellings—1st quarter 1965 (a)		Unfit houses 1st quarter 1965 (a)		Houses in clearance areas and unfit houses elsewhere, demolished or closed 1.1.61 to 31.12.65	
		Number	cumula- tive %	Number	cumula- tive %	Number	cumula- tive %	average per year	cumula- tive %
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)
Liverpool C.B.	45.4	92,166	11.2	203,163	1.4	73,733	9.6	1,780	2.9
Salford C.B.	37.5	18,500	13.4	49,281	1.7	18,000	11.9	804	4.2
Denholme U.D.	34.0	347	13.5	1,021	1.7	347	11.9	12	4.2
Oldham C.B.	32.5	13,612	15.1	41,947	2.0	13,503	13.7	492	5.0
Dawley U.D.	32.0	1,069	15.3	3,345	2.0	1,069	13.8	38	5.1
Tower Hamlets L.B.	31.2	18,617	17.5	59,738	2.4	13,854	15.6	701 (b)	6.2
Blackburn C.B.	27.2	10,000	18.7	36,782	2.6	10,000	16.9	262	6.7
Manchester C.B.	27.1	54,700	25.4	201,627	4.0	54,700	24.0	2,960	11.5
Glyncorrwg U.D.	26.9	702	25.5	2,610	4.0	702	24.1	12	11.5
Pembroke B.	25.0	975	25.6	3,902	4.0	975	24.2	28	11.5
Bacup B.	25.0	1,565	25.8	6,270	4.1	1,565	24.4	55	11.6
Totals for 11 local authorities	34.8	212,253		609,686		188,448		7,144	
Totals for England and Wales	5.5	823,858		15,039,675		771,400		61,432	

Sources

Local authorities' replies to Circular No. 11/65.
Housing Return for England and Wales, Appendix.

Notes

(a) These figures are taken from local authorities' replies to Circular No. 11/65, in which they were asked to state the total of unfit houses and dwellings standing in their districts in the first quarter of 1965. They were asked not to carry out special surveys but to use information already available in their records. The figures of unfit houses (i.e. buildings) and dwellings should therefore be regarded as indicating only the order of magnitude of the problem and should be treated accordingly.

(b) Including demolitions and closures by the L.C.C. or G.L.C.

1 If older houses are allowed to decay, thousands of them will have to be replaced at high cost



2 But many, like those shown here, can be given a new lease of life when they are repaired and modernised



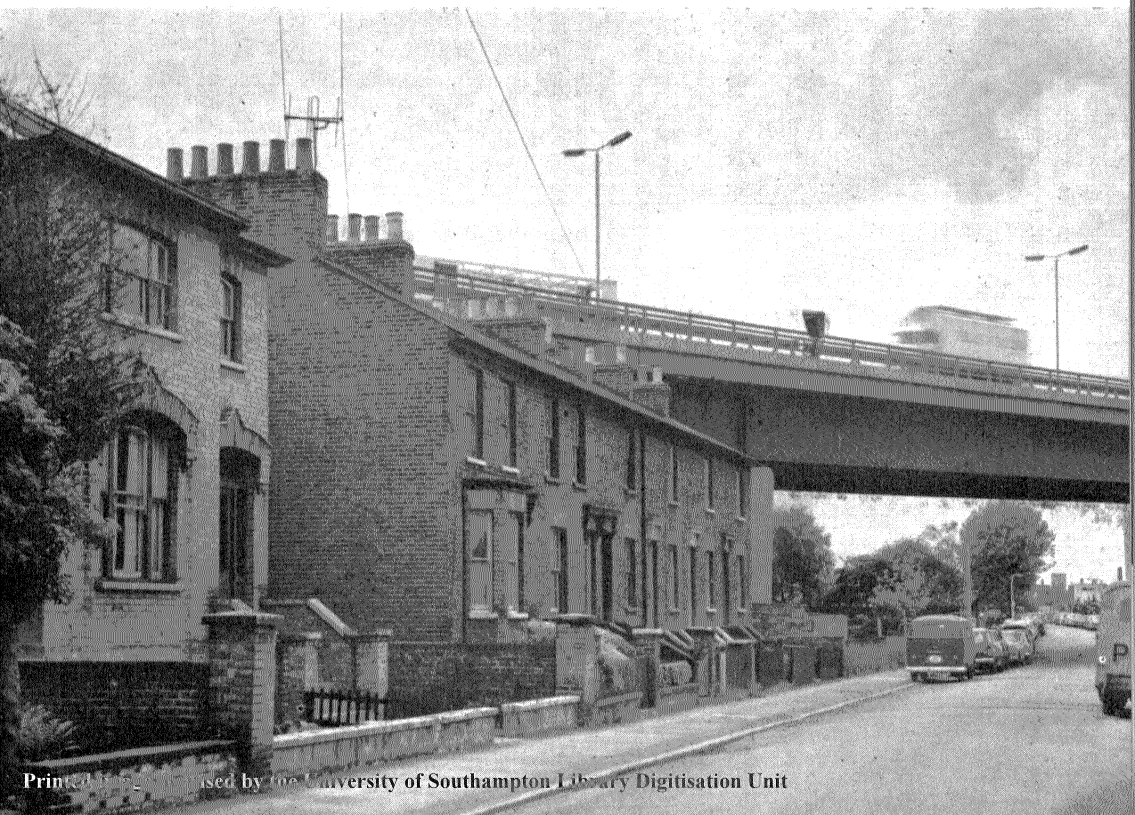


3 and 4 The top photograph shows one type of house which has been improved and the advantages of tackling a terrace as a whole. The houses below show disrepair but this type and many others can often be saved, provided the local authority take action on the whole area



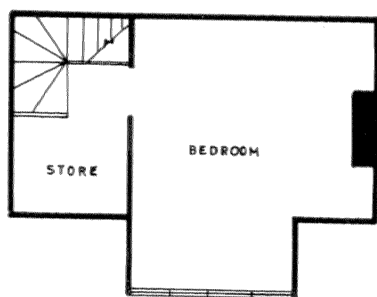


5 and 6 Conditions such as these are very depressing. Excessive traffic noise can be as much of a burden as industrial noise

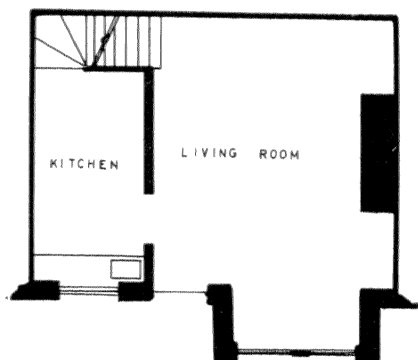
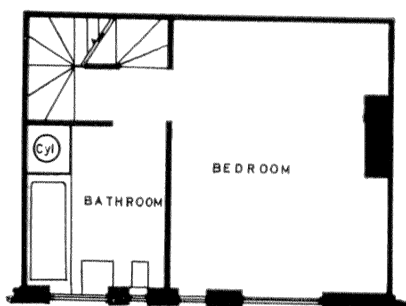




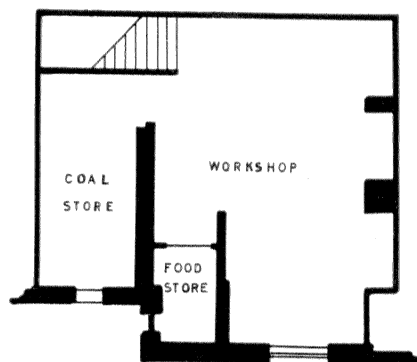
attic



first floor



ground floor



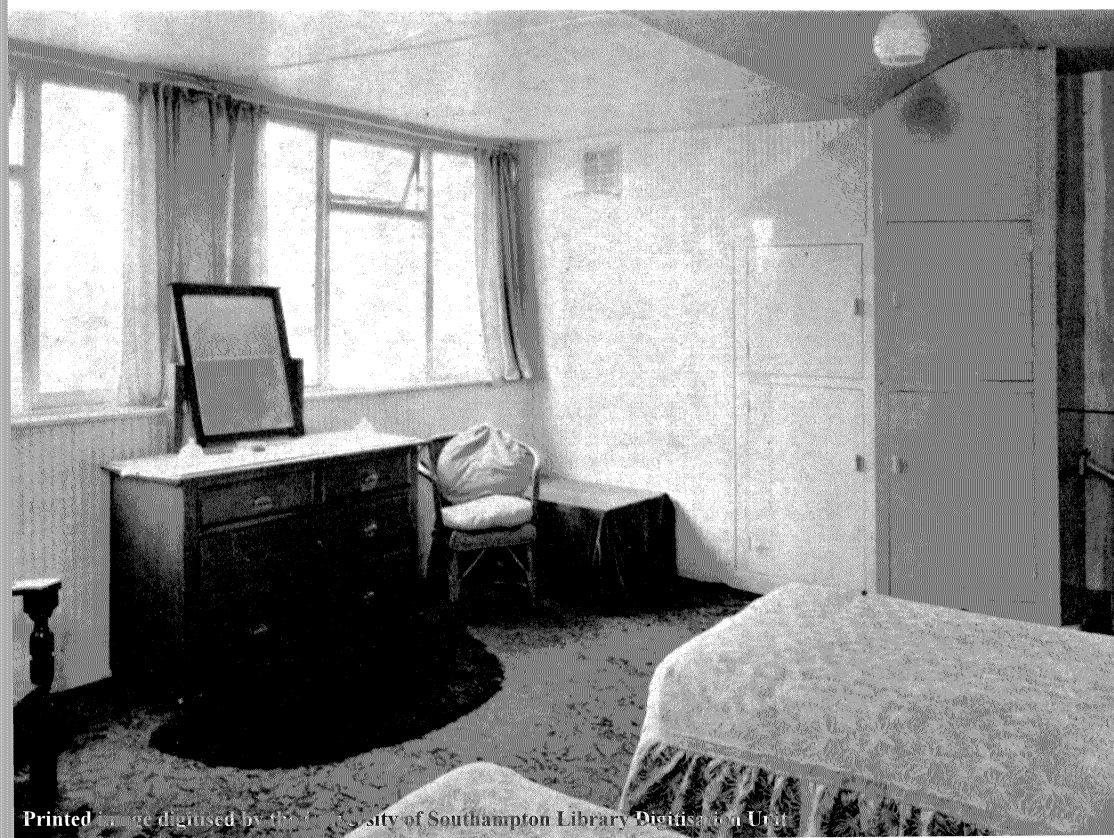
basement



14

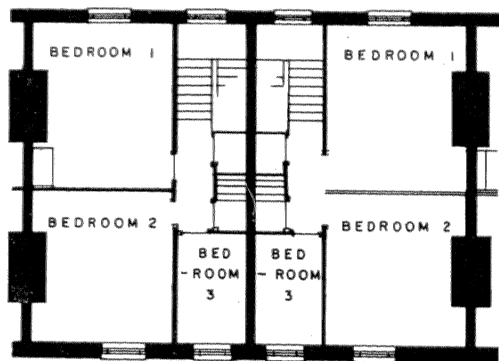
13—15 Soundly constructed back-to-back houses, some with their own gardens, have been improved and given proper ventilation. In the case of attics this may involve the provision of dormer windows, as shown below

15

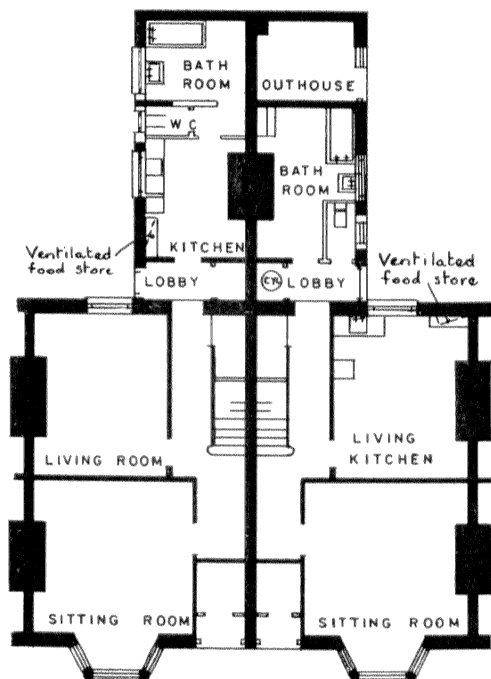




first floor



ground floor

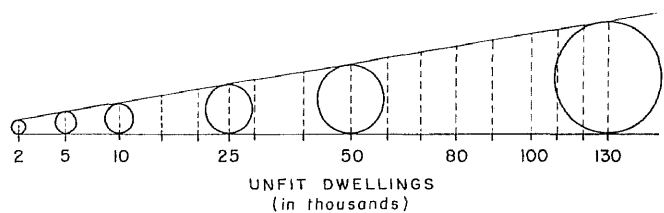
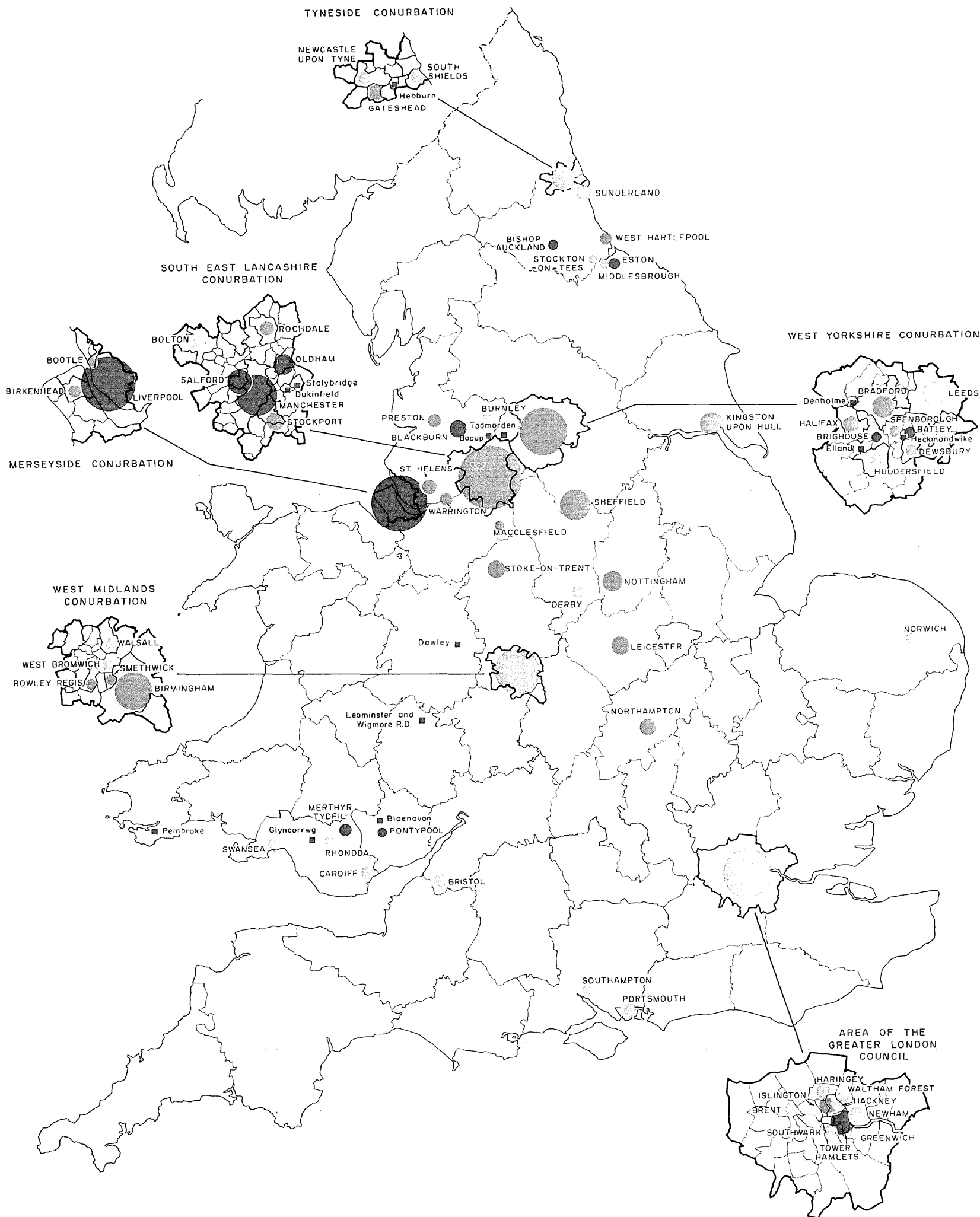




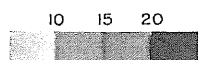
20 and 21 (overleaf) In areas affected by the noise or fumes of properly zoned heavy industry, it may not be worthwhile spending money on full house improvement

Unfit dwellings 1965

BY CONURBATIONS AND LOCAL AUTHORITY AREAS
Compiled from Local Authority returns (under circular 11/65)



Minimum number shown is 2,000. Other Local Authorities with 20% or more dwellings unfit in March 1965 are shown thus: ■



The total for each conurbation is represented by a single circle on the main map.

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