

**POST-WAR
RECONSTRUCTION
IN
BRITAIN**

**A RECORD OF PROGRESS
January 1941—November 1944**

NOTE

Attention should be paid to the limitations placed upon the scope of this review in the introductory note.

Information as to subsequent progress will be found in *Post-War Reconstruction in Britain—Weekly Survey of Official Statements*. This memorandum will not be completely revised for some months.

Reference Division,

28th November, 1944.

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POST-WAR RECONSTRUCTION IN BRITAIN

A RECORD OF PROGRESS
JANUARY 1941—NOVEMBER 1944.

PART I

Introductory Note

This booklet replaces Post-War Reconstruction in Britain, Q.2977. It is not a revised edition of the earlier booklet. The appointment of a Minister of Reconstruction has marked a new stage in the study of problems of domestic reconstruction and has shifted the emphasis from preliminary study to progress achieved.

Speaking in the House of Commons on 12th October, 1943, the Minister without Portfolio, Sir William Jowitt, said : " We are now reaching the stage in our work on reconstruction when major issues of public policy begin to emerge, each requiring a full statement in itself by the responsible Minister, and I anticipate that several statements of this kind will be made in the coming months. I consider that such statements will prove more informative to the House than would any general review such as is within my province."

Actually this new stage may be said to have begun with the major issue of public policy embodied in the Government's White Paper on Educational Reconstruction (Cmd. 6458), presented on 16th July, 1943. The appointment of a Minister of Reconstruction on 11th November, 1943, marked its formal recognition.

Since that date other pronouncements on major issues of public policy have been made in Bills and White Papers. The list is impressive :

- Education Bill**, presented 15th December, 1943
(received the Royal Assent 3rd August, 1944).
- A National Health Service**, White Paper (Cmd. 6502),
published 17th February, 1944.
- A National Water Policy**, White Paper (Cmd. 6515),
published 18th April, 1944.
- Employment Policy**, White Paper (Cmd. 6527),
published 26th May, 1944.
- Control of Land Use**, White Paper (Cmd. 6537),
published 22nd June, 1944.
- Town and Country Planning Bill**, presented 22nd June, 1944
(received the Royal Assent 17th November, 1944).
- Housing (Temporary Accommodation) Bill**—to provide for
temporary houses—presented 19th July, 1944
(received the Royal Assent 10th October, 1944).

Social Insurance, Part I—Social Insurance generally and Family Allowances, White Paper (Cmd. 6550),
issued 25th September, 1944.

Social Insurance, Part II—Workmen's Compensation, White Paper (Cmd. 6551),
published 27th September, 1944.

Speaking in the House of Commons on 7th December, 1943, Sir William Jowitt said: "The shape of things to come is now clear and it is . . . obvious that the time for decisions has come and the time for preparatory work is drawing to an end."

The earlier booklet, dated 30th June, 1943, belonged to the period of preparation. The present memorandum is an attempt to summarise, for general reference purposes, published information as to the progress achieved in the Government's study of reconstruction problems in the domestic field up to the end of the Parliamentary Session on 28th November, 1944.

While taking note of the landmarks in the progress of the study of each subject, it omits the detailed developments belonging to the preparatory stage. For these the reader is referred to Q.2977, and its Supplements.

As in the earlier booklet, these notes touch only very incidentally on international problems, although internal reconstruction in Britain must inevitably be influenced by the degree of success which attends their solution.

The booklet has been prepared to provide a general survey for reference purposes and makes no attempt to give full summaries of Reports, White Papers, etc., which are printed and easily available.

The machinery for the study of reconstruction, described in Part I, is that in force since the appointment of the Minister of Reconstruction.

At the end of each subject dealt with will be found a list of relevant documents (obtainable from H.M. Stationery Office) in order of mention in text; and a selected bibliography of pamphlets published by representative bodies or leading authorities illustrating the trend of national opinion and discussion. These bibliographies do not claim to be comprehensive. Most of the documents selected are available for purchase at a trifling cost.

Unless otherwise stated the source of the information is the Official Report of Parliamentary Debates (Hansard). So far as possible, even where direct quotation is not acknowledged, the text of these notes follows the words of the original sources.

GENERAL SCHEME OF DOMESTIC RECONSTRUCTION

Some Ministerial Statements

1. Avoidance of Controversial Measures.
2. Basic Principles.
3. First Things First.
4. General Scheme of Reconstruction.
5. Achievement.

1. Avoidance of Controversial Measures

11th November, 1942. Sir Stafford Cripps, then Lord Privy Seal and Leader of the House of Commons, said :

“ We have now reached a stage at which it may be necessary for Parliament to consider legislation arising from or out of conditions created by the war, on which there is a general measure of agreement.”

“ I must say, however, that the times are clearly inappropriate to bring forward legislation of a character which is likely to arouse serious controversy between the political parties.”

12th November, 1942. Sir Stafford Cripps elaborated this statement :

“ As regards the question of a general measure of agreement . . . it is obviously essential that we should maintain unity between the political parties in order that we may go forward united in the struggle. This is an indication of what the Government have in mind when they use the phrase ‘ general measure of agreement,’ but in each individual case it must be for the Government to decide . . . whether it is a measure which . . . it is necessary to bring before the House, because there is that general measure of agreement on which action can satisfactorily be based.”

10th December, 1943. The principle was reaffirmed by Lord Woolton as Minister of Reconstruction :

“ I am not, while I remain in office, going to have anything to do with any . . . political parties. I am going to remain completely outside and that is my value at the present time. We are going into a mass of problems, under the heading of reconstruction, that have been the elements of party politics for a very long time, and if, as a neutral member, I can get agreement, the general agreement of men of goodwill, not on the whole of the programmes, but on something that is going to help the country during the next few years, that will be of value. . . .”

2. Basic Principles

1st December, 1942. In the first Debate on Reconstruction in the House of Commons, Sir William Jowitt, then Minister without Portfolio, suggested certain principles to which he would always try to adhere in reconstruction debates.

- (i) “ Victory, complete and unqualified, is the necessary foundation for any reconstruction work at all. We must not allow ourselves to be distracted by talk of reconstruction from the stern task of securing that victory.”

- (ii) "A system which secures us from aggression, whatever the cost, must be built up if we are to have any effective reconstruction."
- (iii) "Let us . . . be completely realistic in our approach to reconstruction problems . . . because, though the difficulties are great, the opportunities are even greater."
- (iv) "Avoid slogans—Homes for heroes, wars to end war . . . and the like . . . Better times will be won not by slogans but by the enterprise and the efforts of the common people."
- (v) "Planning is good if it enables our own people to develop their own personalities. It is bad if it reduces us all to the level of ants in an ant-heap."

Sir William Jowitt added : "It is difficult for a man to grow to his full stature, mentally, morally or physically, if he lives in a slum, if he is undernourished, if he is diseased or if he is half-educated. If . . . by good planning we can remove some of those evils and bring about some system of social security . . . we shall enable our citizens each to develop his own personality and individuality and we shall rear a race of free men fit to rule in a democracy."

8th December, 1943. Lord Woolton, in his first speech as Minister of Reconstruction in the House of Lords, added a further point :

"Whatever may be the pressure of Parliament or of the country for us to get on quickly, I am not going to make any promises until I know that they can be fulfilled."

3. First Things First

6th December, 1942. In a speech at Wakefield, the Deputy Prime Minister, Mr. Attlee, considered the trend of public opinion on problems of reconstruction. He placed the subjects that were most exercising the public mind in the following order :

- (i) **Employment** : "I am certain that anxiety as to employment after the war is the first thought in the minds of all those who are considering post-war reconstruction."
- (ii) **Housing** : "The first concern of the general public is about unemployment, the second is about post-war housing."
- (iii) **Social Security** : "The third great problem which worries people is that of social security."
- (iv) **Education** : "The fourth problem is that of education."

9th November, 1943. The Prime Minister, in his Mansion House speech, said : "I regard it as a definite part of the duty and responsibility of this National Government to have its plans perfected in a vast and practical scheme to make sure that in the years immediately following the war, food, work and homes are found for all."

8th December, 1943. So too Lord Woolton, in his first speech as Minister of Reconstruction, said :

"We must put first things first, and the things that the people of this country want most urgently were quite clearly expressed by the Prime Minister when he spoke of work, homes and food. Sir William Beveridge is right in

saying that full employment is the foundation of social security. To ensure work for the nation—that is where reconstruction starts. . . .”

“The task which faces us . . . is not that of formulating phrases or making speeches, but of hard constructive work, dealing first with the fundamental requirements of the people of this country, dealing with them in their proper order of importance and having strict regard to the cost of the proposals that commend themselves to our rising hopes.”

4. General Schemes of Reconstruction

21st March, 1943. A **Four-Year Plan** which might be pursued as the immediate aim of home reconstruction was outlined by the Prime Minister in a world broadcast, on the assumption that there would be a considerable interval between the collapse of Hitler and the downfall of Japan.

“I am very much attracted to the idea that we should make and proclaim what might be called a **Four-Year Plan**. Four years seems to me to be the right length for the period of transition and reconstruction which will follow the downfall of Hitler. We have five-year Parliaments, and a Four-Year Plan would give time for the preparation of a second plan. This Four-Year Plan would cover five or six large measures of a practical character, which must all have been the subject of prolonged, careful, energetic preparation beforehand and which fit together into a general scheme.”

The Prime Minister mentioned specifically the following subjects :

(a) **Social Insurance** : “National compulsory insurance for all classes, for all purposes, from the cradle to the grave.”

(b) **Maintenance of Full Employment** : “It is necessary to make sure that we have projects for the future employment of the people and the forward movement of our industries.”

(c) **Agriculture** : “The expansion and improvement of British agriculture” with “a vigorous revival of healthy village life.”

(d) **Public Health** : “We must establish on broad and solid foundations a National Health Service.”

(e) **Education** : “Broader and more liberal [education]” with “equal opportunities for all. . . . Nobody who can take advantage of a higher education should be denied this chance.”

(f) **Physical Reconstruction** : “Replanning and rebuilding of our cities and towns. This . . . is . . . an immense opportunity, not only for the improvement of our housing, but for the employment of our people in the years immediately after the war.”

Mr. Churchill added : “For the present, during the war, our rule should be no promises, but every preparation, including, where required, any necessary legislative preparation.”

5. Achievement

26th March, 1944 : A year later, Mr. Churchill reviewed the progress made with his **Four-Year Plan**.

“ . . . Several of these large measures, which a year ago I told you might

be accomplished after the war was over, have already been shaped and framed and presented to Parliament and the public." For instance :

- (a) Education: "The greatest scheme of improved education that has ever been attempted by a responsible government . . . will soon be on the Statute Book."
- (b) National Health Service: "A very far-reaching policy of a National Health Service . . . has already been laid before Parliament in outline and has received a considerable measure of acceptance."
- (c) National Insurance: "Before this session is out we shall lay before you our proposals about the extensions of National Insurance."

"So here you have, or will have, very shortly, three of the important measures, which I thought would be put off till after the war, already fashioned and proclaimed at a time when no one can tell when the war will end, and all this has been done without relaxing the war effort or causing any party strife to mar the national unity."

" . . . Several other large problems . . . are far advanced."

Mr. Churchill referred specifically to "two subjects of domestic policy . . . on which we have not yet produced our course of action."

Housing: "I have given my word that so far as it may lie in my power, the soldiers, when they return from the war, and those who have been bombed out . . . shall be restored to homes of their own at the earliest possible moment."

Mr. Churchill referred to the "three ways in which the business of housing and rehousing the people should be attacked"—(i) Reconditioning of houses damaged by enemy action: (ii) Prefabricated or emergency houses (iii) The programme of permanent building, beginning with the "2 or 3 hundred thousand permanent houses built or building by the end of the first two years after the defeat of Germany."

Acquisition of Land: "We have already declared, in 1941, that all land needed for public purposes shall be taken at prices based on the standards of values of 31st March, 1939. . . ."

"Ample land will be forthcoming, when and where it is needed for all the houses temporary or permanent required to house our people. . . ."

"Legislation to enable local authorities to secure any land required for the reconstruction of our towns has been promised, and will be presented to Parliament this session."

7th October, 1944. Speaking at Newport, Lord Woolton said: "We have, in a series of White Papers and Bills, put our ideas before the country. They have, of necessity, come before you piecemeal from the several Departments of State that will have to give practical effect to the proposals. But, like the pieces of a jig-saw puzzle, they make a picture: they fit in: they are co-ordinated as a whole. . . . There is a central thought behind them all—and that thought is so to harness the powers of central Government that the individual citizen shall have freedom to develop his powers, his character and his strength, unimpeded by the devastations of poverty, of unemployment, of unnecessary ill-health, of untutored ignorance, or of the fear of penury in old age."

Parliamentary Session, 24th November, 1943, to 28th November, 1944

The King's Speech at the Prorogation of Parliament reviewed the progress achieved in the field of domestic reconstruction during the Parliamentary Session which closed on 28th November, 1944.

"Although the successful prosecution of the war has been first in the thoughts of My Government and people, progress has been made with plans for the resettlement of the men and women who during the war have been employed in the various forms of national service, and for the reconversion of industry from war production to the production of goods for the needs of My people and for export. . . .

"A comprehensive Act has been passed to reform the law relating to Education in England and Wales in all its aspects, and to secure its progressive development at all stages. This Measure will open new opportunities to the individual, and will secure to the future service of the community the fullest advantage from the resources inherent in the national character and capacity.

"Measures have been passed to provide for the rehabilitation and re-entry into employment of disabled persons and for the reinstatement in their civil employment of men and women in the Services ; to facilitate the building of houses ; to improve water supply and sewerage in rural areas ; to assist the herring industry, and to provide for the redevelopment of war damaged and obsolescent areas and regulate the price of acquisition of land for public purposes.

"Legislation has also been passed to establish a Ministry of National Insurance ; to increase the rates of unemployment insurance benefit and to set up permanent machinery for the redistribution of Parliamentary constituencies and provide for an immediate redistribution of abnormally large constituencies.

"My Government have outlined the policy which they propose to follow with a view to the maintenance of a high and stable level of employment after the war. They have also published for examination and discussion proposals for a national health service, for a comprehensive system of national insurance and a new scheme of industrial injury insurance, and for a national water policy."

MACHINERY FOR THE STUDY OF RECONSTRUCTION

[Note : The information in this section is confined to machinery for the study of reconstruction problems in the domestic field.]

Contents

Minister of Reconstruction.

Physical Reconstruction.

1. Ministry of Town and Country Planning.
2. Ministry of Health and Ministry of Works.

Advisory Councils for Scotland and Wales.

MINISTER OF RECONSTRUCTION

This post was created on 11th November, 1943, when Lord Woolton was appointed Minister of Reconstruction with a seat in the War Cabinet.

The scope of the work of reconstruction falling to be organised and co-ordinated by the Minister of Reconstruction may be seen from the following extract from the King's Speech at the opening of Parliament on the 24th November, 1943.

" In the months to come My Ministers will complete their provisional plans for the period of transition through which we must pass before the troubled times of war give place to settled conditions of peace. It will be the primary aim of My Government to ensure that in this period food, homes and employment are provided for My people, that good progress is made with the rebuilding of our damaged cities, and that in industry, mining and agriculture a smooth transition is made from war to peace."

Lord Woolton's task in his own words is " to see the reconstruction plan as a whole, to lay out the various parts which have to be worked out by the Departments, to bring the plans of the various Departments in relation with one another, and to make sure that there are no gaps, no overlapping, no conflict—in a word, to see that the whole range of preparations is brought into one single coherent whole and that work on these plans proceeds apace." (House of Lords, 8th December, 1943).

His appointment does not, of course, derogate in any way from the supreme authority of the War Cabinet. He is helped by a very strong War Cabinet Committee over which he presides, and many of the conclusions of this Committee will be of sufficient importance to warrant submission to the War Cabinet itself for final decision.

Sir William Jowitt, *as Minister without Portfolio, has assisted Lord Woolton in carrying out his duties, and represented his policy in the House of Commons.

It is to be noted that there is not a **Ministry** of Reconstruction with a large staff, but a **Minister** of Reconstruction with a staff of a few highly experienced people. The reason for this is that the primary responsibility rests with the

* Before Lord Woolton's appointment, Sir William Jowitt was charged with the duty of organising and co-ordinating reconstruction plans, but without a seat in the War Cabinet. He has now (17.11.44) been appointed Minister of National Insurance.

Ministers in charge of the Departments. In Lord Woolton's words " These plans of reconstruction are not going to be carried out by me. They are going to be carried out by a number of Ministers and Government Departments. The *primary responsibility for formulating plans, and the responsibility for executing them, must continue to rest with the Departments concerned, working under the direction of their Ministerial chiefs.*" (House of Lords, 8th December, 1943).

There are very few reconstruction problems for which the primary responsibility cannot be assigned to some one Department, although in many cases other Departments are also concerned in a lesser degree. In a few instances, several Departments may be equally concerned, or a problem may arise which has not so far been assigned to any particular Department. In such circumstances it would be for the Minister of Reconstruction to take the initiative in formulating plans. The problem of Employment Policy (Cmd. 6527) may be quoted as an instance.

Beveridge Report

Special machinery was set up for the consideration of the Beveridge proposals on Social Insurance and Allied Services (Cmd. 6404).

Where existing Departments already handled subjects involved in the Beveridge proposals, those Departments remained responsible for the study of the particular problems. Thus, the Minister of Health remained responsible for the study of Health Insurance, the Minister of Labour for Unemployment Insurance, the Home Secretary for Workmen's Compensation.

Some twenty heads of study were prepared by Sir William Jowitt, who had a small staff of highly placed Civil Servants to assist him, and these subjects were allocated to the appropriate Departments. Sir William Jowitt himself undertook the responsibility for matters which were not within the ambit of any existing Department, such as Death Benefit and Children's Allowances.

The Government's proposals (Cmd. 6550 and 6551) were formulated under the direction of the Committee of Ministers presided over by Lord Woolton. Sir William Jowitt had special responsibility for co-ordinating the work involved in presenting the Social Insurance scheme as a whole to that Committee. (Mr. Attlee, House of Commons, 30th November, 1943).

The Ministry of National Insurance Act has now (17th November, 1944) been passed into law, to transfer to a single Ministry powers hitherto divided between the Minister of Health, the Secretary of State for Scotland, the Minister of Labour and National Service, and the Home Secretary. Sir William Jowitt has been appointed the first Minister of National Insurance.

PHYSICAL RECONSTRUCTION

1. MINISTRY OF TOWN AND COUNTRY PLANNING

The Ministry of Town and Country Planning* was established in February, 1943, and Mr. W. S. Morrison was appointed Minister with the duty as defined by Parliament of "securing consistency and continuity in the framing of a national policy with respect to the use and development of land throughout England and Wales."

Decisions reached by the Minister of Town and Country Planning are dealt with, in relation to the general scheme of post-war reconstruction, in the manner common to other specialist Departments of State as explained above.

Research

For the formulation of policy on land utilisation and its detailed execution in planning, a programme of research on the resources of the land and conditions affecting its use has been undertaken by the Ministry.

Subjects studied include the physical background of the land, its present use and capabilities; the distribution of population; the occupational need and well-being of communities; the structure of towns; the principles governing layout and grouping of buildings, arrangement of sites, communications and services.

This information is being recorded in maps, diagrams, statistics, etc., the maps presenting data in a form convenient for comparison and on a scale appropriate to the problem whether national or local.

Legislation

The Town and Country Planning (Interim Development) Act, 1943, brought under planning control all land in England and Wales not previously subject to an operative planning scheme or resolution. This measure also gave local planning authorities additional powers to prevent their planning schemes being prejudiced by any development in the interim period before such schemes become operative.

The Town and Country Planning (Interim Development) (Scotland) Act, 1943, applied similar provisions to Scotland.

Regional Machinery

In order to facilitate co-operation with local authorities in town and country planning, the Ministry has appointed ten Planning Officers to cover the whole of England and Wales outside London. Their headquarters are at convenient centres and they are available for consultation by the local authorities and also to advise the Ministry regarding problems arising in their areas.

Similarly, the Ministry of Agriculture has appointed ten Rural Land Utilisation Officers to provide information and advice on matters affecting

* From July, 1942, until the creation of this Ministry, planning functions were exercised by the Ministry of Works and Planning. Before that date the Ministry of Health was the responsible Department.

agriculture and the utilisation of the land, and to co-operate in all questions of town and country planning with the regional Planning Officers of the Department of Town and Country Planning. There is also a Chief Adviser on Rural Land Utilisation, Dr. L. Dudley Stamp.

2. MINISTRY OF HEALTH AND MINISTRY OF WORKS

Other Ministries are also concerned with aspects of physical reconstruction, such as the Ministry of Health, which is responsible for housing policy, and the Ministry of Works which deals with the technical side of building.

Ministerial responsibility in these fields was clarified by the Deputy Prime Minister, Mr. Attlee, and the Minister of Production, Mr. Lyttelton, in the House of Commons (23rd and 30th November, 1943, respectively) and by Lord Woolton himself in the House of Lords (10th December, 1943).

The primary responsibility for housing policy will continue to rest with the Minister of Health and the Secretary of State for Scotland. Their Departments will approve the schemes prepared by the local authorities, and will be the sole channels of communication between the Government and the local housing authority for all the purposes of the post-war housing programme.

The Ministry of Works will be the Government authority to which the Ministry of Health and the Scottish Office will look in all matters concerning plans, designs, specifications, materials and the technique of construction, and cost of houses.

To ensure that the local authorities have the full benefit of the special knowledge of the Ministry of Works on these technical questions, the Ministry of Health and the Ministry of Works, together with other Departments also concerned, such as the Ministry of Town and Country Planning, and the Ministry of Fuel and Power, have collaborated in preparing a manual of general instructions on housing matters for the guidance of local authorities.

The proposals for a post-war housing programme must, of course, be co-ordinated with the rest of the Government's plans for reconstruction in the years immediately following the end of the war, and this is one of the duties of the Minister of Reconstruction.

At the time of going to press it was announced that the responsibility for concerting the action of all the Government Departments concerned with bomb damage repair in London had been placed on the Minister of Works. (Mr. Duncan Sandys, 7th December, 1944).

ADVISORY COUNCILS FOR SCOTLAND AND WALES

Scotland

In Scotland, the Minister responsible for Agriculture, Education, Health (including housing) and Home Affairs is the Secretary of State, who is also the Minister responsible in Scotland for Town and Country Planning.

In dealing with questions of reconstruction in Scotland, the Secretary of State is assisted by an Advisory Council formed in September, 1941, and consisting of all living ex-Secretaries and ex-Secretaries of State for Scotland sitting under the Chairmanship of the present Secretary of State. Its membership includes representatives of all the leading political parties and in announcing its formation the Secretary of State said that the functions of the Council

would be to collaborate with him for the purpose of surveying problems of post-war reconstruction in Scotland, selecting subjects for inquiry and determining by whom inquiries should be made.

A number of Committees appointed, or reconstituted, by the Secretary of State with the advice of the Council of ex-Secretaries of State have been noted below under their appropriate heads. The Committee on Hydro-Electric Development, the Committee on Post-War Hospital Problems, the Scottish Housing Advisory Committee (reconstituted), and the Advisory Council on Education in Scotland (reconstituted), may be cited as examples, and there are many others.

Wales

A Welsh Reconstruction Advisory Council was appointed on 30th June, 1942, under the Chairmanship of Mr. J. F. Rees, Principal of the University College of South Wales and Monmouthshire.

The terms of reference are : " To survey, in conformity with the general examination of reconstruction problems now being conducted by the Government, those problems of reconstruction which are of special application to Wales and Monmouthshire, and to advise on them."

Most of the work of the Council is conducted through the medium of standing committees of which there are five : Industry ; Agriculture ; Education and Youth ; Local Government and Public Health ; and Transport and Public Services.

The First interim Report of the Council, covering the period to 17th December, 1943, and published on 30th March, 1944, considered all these subjects.

PART II

CONSIDERATION OF PARTICULAR SUBJECTS

The progress of the Government's studies of problems of domestic reconstruction, as disclosed in published information, is noted under the following heads :

- A. Agriculture
- B. Armed Forces
- C. Civil Aviation
- D. Education
- E. Electoral Reform
- F. Employment
- G. Fisheries
- H. Forestry
- I. Health
- J. Housing
- K. Merchant Navy
- L. Physical Planning
- M. Public Services
- N. Social Services

A.—AGRICULTURE

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Post-War Policy

26th November, 1940. The Minister of Agriculture, Mr. R. S. Hudson, announced the Government's policy for agriculture after the war.

"The Government has . . . decided . . . to guarantee that the present system of fixed prices and an assured market [for the principal agricultural products] will be maintained for the duration of hostilities and for at least one year thereafter. Prices will be subject to adjustment to the extent of any substantial changes in cost of production. . . . *The Government, representative as it is of all major political parties, recognises the importance of maintaining after the war a healthy and well-balanced agriculture as an essential and permanent feature of national policy.* The guarantee now given is meant to secure that stability shall be maintained not only during hostilities but during a length of time thereafter sufficient to put into action a permanent post-war policy for home agriculture."

Hot Springs Conference

The United Nations Conference on Food and Agriculture, held at Hot Springs, Virginia, U.S.A., 18th May–3rd June, 1943, adopted a series of resolutions directed to attaining for the peoples of the world **freedom from hunger as a short-term policy, and freedom from want** in relation to food and agriculture as the goal of long-term policy.

Freedom from want in this sense was defined by the Conference as "a secure, adequate and suitable supply of food for every man," and it was recognised that "this can be achieved only as part of a world-wide policy of industrial and agricultural expansion." (Final Act of the United Nations Conference on Food and Agriculture, 1943, Cmd. 6451).

Recommendations Accepted

6th July, 1943. The Foreign Secretary, Mr. Eden, announced the acceptance of the recommendations of the Conference.

"His Majesty's Government have no hesitation in accepting the resolutions and the obligation to give effect to them in so far as they apply to conditions in the United Kingdom."

Mr. Eden noted the wider implications of the recommendations.

"It is clear that freedom from want of food depends largely on matters outside the scope of purely agricultural or nutritional policy. This was fully recognised by the Conference, which took account of the broad questions of international security and economic expansion which are the necessary background of sustained progress towards freedom from want and a higher standard of living."

Four-Year Plan

5th May, 1943. The domestic policy adopted for the short term fits in with the recommendations of the Hot Springs Conference.

Speaking at the Caxton Hall, Mr. Hudson said: "Even the end of the war will not mean the end of our farming effort, for starving Europe will have to be fed. Indeed, I am trying to work out a *four-year plan for agriculture* including the harvest of 1947."

21st September. Referring in the House of Lords to the Minister's four-year cropping plan, announced at the Caxton Hall, the Joint Parliamentary Secretary to the Ministry of Agriculture, the Duke of Norfolk, said:

"This programme has since been given greater definition. Its essence is that we shall continue to take the plough round the farms of this country; we shall extend the ley farming, and we shall consider the improvement of livestock husbandry through better breeding and other means. The aim of these measures is the provision of the *maximum crops possible for both human and animal consumption*. . . .

"This policy is one which also accords with the recommendations of the Hot Springs Conference. . . .

"I suggest that the four-year plan is the best preparation for the long-term agricultural policy that must be devised at the appropriate time in the interests both of the safety and welfare of this country and of co-operation with the world overseas."

3rd December. Mr. Hudson, speaking at Leeds, summed up the task to be accomplished under the four-year plan.

"The task is a double one. On the one hand to grow as much food as possible over the next four years, on the other so to manage our cropping that at the end of the four years our whole system will be so flexible that it can be adapted with the minimum of dislocation and disturbance to whatever levels long-term peace conditions may require. . . .

"To achieve this we must maintain our tillage acreage and as far as possible our acreage of cereals, But we must at the same time improve and increase our livestock and secure a better balance between crops and livestock . . . the maximum production of crops for human consumption being combined with the maximum production of livestock."

26th January, 1944. Mr. Hudson further described the transition to peace-time conditions.

"There will be no sudden change, but there will be a period of transition when we shall gradually be able to switch production from a war-time basis to the kind of production which will be most suitable and economic when peace returns, having regard to our soil and our climate. This will mean a change of emphasis from the production of crops for direct human consumption to an increase in livestock and livestock products. Gradually we shall be able to relax our cropping orders and our directions, and prepare the way for a healthy and well-balanced agriculture which the Government and the House desire."

Fixed prices and an assured market for the principal agricultural products, for the duration of hostilities and for at least one year thereafter, had been guaranteed as far back as November, 1940. Referring to this guarantee Mr. Hudson said: "I am willing to consider with the National Farmers' Union whether this assurance of the continuance of the system cannot be related more closely to the four-year production plan, including the harvest of 1947, which I have already set before the industry."

27th April. Mr. Hudson mentioned that discussions with the National Farmers' Unions of England and Wales and of Scotland to the above effect were proceeding.

25th May. Mr. Hudson announced the guaranteeing of milk and meat prices in connection with the four-year plan.

"The Government have decided to guarantee to producers of milk, fat cattle, calves, sheep and lambs an assured market for their whole output of milk and meat during the four years up to the summer of 1948 at price levels not less than those at present prevailing, but excluding the special milk bonus paid for the current year. These will be guaranteed minimum prices. The guarantee is given as an integral part of the four-year production plan for those commodities by reason of the long-term nature of those forms of production. It is designed to encourage farmers to produce the increased quantity of milk that is likely to be required in the next four years and to stimulate a revival in the rearing of cattle and sheep for meat production."

Long-term Policy

28th July, 1943. Mr. Hudson referred to the fact that the long-term agricultural recommendations of the Hot Springs Conference had been accepted by His Majesty's Government. "The most important are contained in Resolution XV in the White Paper" (Cmd. 6451).

Mr. Hudson said: "The Hot Springs Resolutions definitely pointed the way to a world policy for agriculture, first of all, for the short-term period of acute shortage, and then a new period of gradual adjustment, and then, finally, they laid down the basic principles on which a practical policy for a well-balanced agriculture should be carried out throughout the world. If these policies outlined at Hot Springs are followed and put into effect in each country according to its different economic condition and geographical

conditions, we shall, I think, have gone a long way along the road to solving the problems which faced primary producers throughout the world in pre-war days. The adoption of these policies will certainly result in an improvement in agriculture throughout the world and therefore also in the amelioration of the lot of all mankind."

Discussions with the Industry

27th October, 1943. The formulation of a long-term policy for agriculture was brought a step nearer by an announcement by the Minister of Agriculture in the House of Commons.

"I am . . . able to announce that the War Cabinet have authorised . . . the Secretary of State for Scotland and myself to start discussions with representatives of the agricultural industry as to agricultural policy, both in the transitional period immediately after the end of hostilities and in the post-war period. These discussions will be of an exploratory character and confidential; and reports will be made from time to time to the War Cabinet on their progress."

26th January, 1944. Mr. Hudson referred to the four-year production plan as directed "to cover the transition period from war to peace and to allow sufficient time for the formulation, after the termination of war in Europe, of a long-term agricultural policy, on the basis of the discussions which are at present proceeding with the industry, as part of the general national economic policy."

Although the stage has not been reached at which the details of the Government's long-term agricultural policy can be announced, an immense amount of preparation for the post-war period, including legislative preparation, has been accomplished.

Research and Improvement

Agricultural Research Council

The Agricultural Research Council is the organisation responsible for fundamental research in agriculture.

19th November, 1941. Mr. Hudson said: "On the side of fundamental research we have extended the function of the Agricultural Research Council and placed further funds at their disposal."

A Report on **Agricultural Research in Great Britain**, drawn up by the Council, was published in February, 1943 (Cmd. 6421).

Agricultural Improvement Council

The Agricultural Improvement Council for England and Wales was constituted on 12th June, 1941. Its object was to promote closer contact between the farmer and the scientist with a view to ensuring the greatest possible application of the results of scientific research and new technical methods in ordinary farming practice.

The Council is complementary to the Agricultural Research Council. Its function is to get the results achieved by the Agricultural Research Council applied in practice.

The Council has issued its **First Report** covering the period to 30th June, 1942.

11th November, 1943. Speaking at Worcester, the Joint Parliamentary Secretary to the Ministry of Agriculture, Mr. Tom Williams, said that the gap

between the farmer and the scientist had been closed by the setting up of the Agricultural Improvement Council. . . . The Council was in touch with the farmers through the **Technical Development Committee**, which was responsible for the practical demonstrations which were now so popular. Mr. Williams instanced the demonstrations of the technique of re-seeding to grass.

22nd July, 1944. A statement from the Ministry of Agriculture announced that the membership of the Council had been increased and the terms of reference widened as follows :

" To keep under review the progress of research with a view to ensuring that promising results are applied as rapidly as possible to the problems of agriculture and horticulture and that these and any other new technical methods are incorporated into ordinary commercial practice ; to advise from time to time concerning agricultural and horticultural problems which appear to require scientific investigation ; and to advise generally as to the lines on which a policy designed to raise the technical standard of agricultural and horticultural production can best be implemented."

The Chairman of the Council is Sir Donald Fergusson.

An Agricultural Improvement Council for Scotland was also appointed in June, 1941, with the following remit :

" To devise methods for seeing that promising results of research are applied as rapidly as possible to the problems of agriculture and are incorporated in ordinary farming practice, and to advise from time to time concerning agricultural problems which appear to require scientific investigation."

The Chairman of the Scottish Council is Sir Patrick Laird.

Agricultural Machinery Development Board

An Agricultural Machinery Development Board was set up in January, 1942, on the recommendation of the Agricultural Improvement Council. It is composed of progressive farmers, familiar with the problems of mechanisation, manufacturers of agricultural implements, representatives of agricultural labour organisations, and of the Agricultural Research Council and the Department of Scientific and Industrial Research.

Speaking at Birmingham on 2nd September, 1944, Mr. Hudson gave an indication of the present increase in mechanisation. " Farmers and County Committees have spent something like £100 million during the war on machinery alone. Farmers are to-day spending £25 million a year, yet their cry is still for more."

National Institute of Agricultural Engineering

A National Institute of Agricultural Engineering has been established in Yorkshire, the Agricultural Engineering Research Institute at Oxford having been moved there for this purpose.

National Farm Surveys

Surveys, which cover every farm in England and Wales of over five acres, nearly 300,000 in number, and a large sample of Scottish farms, were started in the spring of 1941. The field work has been completed in both countries. The analysis of the material collected has been completed for Scotland and is well under way for England and Wales.

In England and Wales the information obtained provides a substantially complete record of the farm and enables anyone at a glance to get a full picture of its main features.

A Ministry of Agriculture statement of 17th December, 1942, describes the Farm Survey as "a blueprint for post-war agricultural planning." Examples of the planning value of the Survey can be found in the sections dealing with farm workers' cottages and with water and electricity supplies.

The map material will assist in determining what agricultural land should be preserved as such and protected from "development," while a large number of statistical inferences, that will be of use for post-war policy or administration, can be derived from the survey material.

The Scottish survey provides a measure of the potential productivity of the land and indicates the extent of the main factors retarding production. It will assist in determining first the quantum of production that Scotland could fairly be expected to contribute to the world's needs, and second what measures should be taken to procure maximum efficiency in production and improvement of the land itself.

Design of Farm Buildings

A Committee was appointed in November, 1942, under the Chairmanship of Mr. T. W. Haward, "to consider and make recommendations regarding the layout, design and construction of farm buildings after the war."

In August, 1943, a Committee with similar terms of reference was set up for Scotland under the Chairmanship of Mr. William C. Davidson.

National Advisory Service

19th February, 1944. Speaking at Taunton Mr. Hudson stated that perhaps the greatest contributory factor in our increased agricultural efficiency had been the wealth of technical advice available to farmers, both big and small. Plans were already being laid for a **National Advisory Service**.

The Report of the Luxmoore Committee on post-war Agricultural Education in England and Wales (see below), had recommended the unification of the provisional (specialist) and county (general) advisory services under central control.

20th January, 1944. Mr. Hudson announced the Government's decision, in acceptance of this recommendation, that "the Provincial and County Advisory Services should be unified and combined into one National Service for the whole country directly under the Minister of Agriculture and financed wholly by the Exchequer."

The Agriculture (Miscellaneous Provisions) Act, 1944, which received the Royal Assent on 27th July, 1944, gives effect to this decision.

16th May, 1944. Moving the Second Reading of the Bill, Mr. Hudson said :

"We want to try to ensure that everybody is in a position to know all about the latest developments in agricultural science. We also want to aim at this : that the practice of the best farmers should become the practice of all."

Previously local authorities had undertaken agricultural advisory work. The House was now asked "to expand this service and make it one of the major factors of our long-term agricultural policy."

Mr. Hudson sketched in outline the sort of picture he and the President of the Board of Education had in mind in the final set-up. "There will be an advisory service of a general nature on a county basis. . . . The counties will be grouped in provinces. . . . For each province there will be a specialised advisory service, and one officer at the head of the lot." Integration of advisory and research work would be effected through the Agricultural Improvement Council.

Agricultural Education

The Luxmoore Report

The Report of the Committee on **Post-War Agricultural Education in England and Wales** (Cmd. 6433) was presented on 9th April, 1943.

The Committee was appointed in July, 1941, under the Chairmanship of the late Lord Justice Luxmoore, with the following terms of reference :

"To examine the present system of agricultural education in England and Wales and to make recommendations for improving and developing it after the war."

The "two main recommendations" of the Committee related to the unification of the agricultural advisory services and the question whether or not agricultural education should be integrated with general education.

As noted above, effect has been given to the former recommendation.

19th January, 1944. As to the integration of agricultural education with general education, the President of the Board of Education, Mr. R. A. Butler, indicated the Government's view in the course of his speech on the Second Reading of the Education Bill. Mr. Butler said :

"The Minister of Agriculture and I . . . agree that the technical agricultural education for the young, excluding higher education at University Departments of Agriculture and Agricultural Colleges, shall properly be regarded as falling within the sphere of the general education service. It has been decided that this should be the responsibility of the Local Education Authorities, as in the case of technical education for other industries. . . ."

"I feel sure that this decision to bring agricultural education within the framework of the general educational system of the country will be welcomed not only by educationists but by general public opinion as a means of furthering the mutual interests of the towns and the countryside. . . ."

20th January. Confirming this decision in his formal announcement of the Government's conclusions on the Luxmoore Report, Mr. Hudson added :

". . . The provision of agricultural education at the farm institute level and below should remain a function of the local authority, but in its capacity as a local education authority, and on a mandatory basis instead of permissive as at present. At the same time . . . agricultural education will call for some special treatment within the general framework and for the same reason will continue to be grant-aided through the Ministry of Agriculture."

The other decisions on the Luxmoore Report announced by Mr. Hudson related mainly to Farm Institutes, namely, the appointment of a Joint Advisory Committee of the Ministry of Agriculture and Board of Education "to advise on general educational policy and methods of training ;" inspection by Inspectors of both Departments ; and the provision of more Farm Institutes.

14th April. Speaking at Aberystwyth Mr. Hudson made it clear that "in future County Councils will be required, as a duty, to make provision for agricultural education as an integral part of their educational proposals."

21st June. A Ministry of Agriculture statement announced the appointment of the Joint Advisory Committee mentioned above.

"The Minister of Agriculture and Fisheries and the President of the Board of Education have jointly appointed a Committee to advise them on all aspects of agricultural education to be provided by local education authorities and particularly on the educational policy and methods of training to be adopted at farm institutes.

"The Committee will be a permanent body and will advise the two Ministers on such matters within their terms of reference as they think fit and on any questions on agricultural education, up to and including farm institute level, that may be referred to them."

The Chairman of the Committee is Dr. Thomas Loveday, Vice-Chancellor of Bristol University, who was a member of the Luxmoore Committee and was also Chairman of the Committee on Veterinary Education (see below).

Higher Agricultural Education

21st June, 1944. The same statement announced the appointment by the Minister of Agriculture of "a Committee to consider the character and extent of the need for higher agricultural education in England and Wales and to make recommendations as to the facilities which should be provided to meet the need. This Committee will deal with agricultural education provided by agricultural colleges and university departments of agriculture and will take over the functions of the Minister's war-time Committee on Higher Agricultural Education."

Dr. Loveday is also Chairman of this committee.

Agricultural Education in Scotland

24th February, 1944. It was announced from the Scottish Office that the Secretary of State had appointed a Departmental Committee on Agricultural Education in Scotland, with the following terms of reference :

"To inquire into the organisation, staffing, curricula and external services of Agricultural Colleges in Scotland and the relationship of the Colleges to the Universities and to the Research Institutes, and to make recommendations."

Lord Alness is the Chairman of the Committee.

The work of the Committee will be closely correlated with that of the Special Committee on Technical Education which was appointed recently by the Advisory Council on Education in Scotland.

Safeguarding Good Farm Land

11th February, 1942. The Government announced their acceptance of the principle of planning the use of land so as to secure its most appropriate development and use. It was stated that the general promotion of rural development in the light of a positive policy for the maintenance of a healthy and well-balanced agriculture was to be a purpose of policy, and that to this end the Government "will seek to avoid the diversion of productive agricultural land

to other purposes if there is unproductive or less productive land that could reasonably be used for these purposes."

(Mr. Arthur Greenwood, Minister without Portfolio).

21st May, 1943. In pursuance of the above policy a Ministry of Agriculture statement announced that the Minister had "set up an organisation to provide information and advice on matters affecting agriculture and the utilisation of the land." Dr. L. Dudley Stamp (who had been a member of the Scott Committee, see below) had been appointed as Chief Adviser on Rural Land Utilisation, and ten Rural Land Utilisation Officers had subsequently been appointed for each of the various regions of England and Wales. They would work in close collaboration with the Regional Planning Officers of the Department of Town and Country Planning.

30th March, 1944. Mr. Hudson stated that "the rural land utilisation officers . . . advise planning authorities in regard to the effect of their proposals on agriculture, in order to ensure that good agricultural land is not used for development if land of less productive capacity is available. . . ."

19th May, 1944. Mr. Hudson mentioned that he had further appointed eleven Assistant Rural Land Utilisation Officers and that "an additional officer for Wales will be appointed shortly."

In Scotland the Secretary of State, as the Minister in charge of both agriculture and planning, is advised by his Departments of Agriculture and Health, respectively, on questions of land use. The Land Utilisation Officers of the former and the Planning Officers of the latter co-operate in this service, in collaboration with Local Planning Authorities and Regional Advisory Planning Committees (see under **Physical Planning—Regional Planning, Scotland**).

Financial Assistance to the Farmer

Taxation Relief

25th April, 1944. In his Budget Speech the Chancellor of the Exchequer, Sir John Anderson, announced an important concession, in the matter of Income Tax in the post-war period, to industry as a whole, including agriculture: namely, a special initial "deduction from taxable profits of 20 per cent. allowance on all expenditure on new plant and machinery and 10 per cent. allowance on all expenditure on new industrial buildings."

In the case of agriculture the landowner would be treated as a co-partner of the farmer in so far as he incurs expenditure on buildings, plant and machinery for the purposes of agriculture. "So far as the farmer bears the expenditure, he will get precisely the same relief as the ordinary industrialist. So far as the landowner does so, he will qualify for similar relief against not only the income drawn from the land, but against any other income liable to tax."

Agricultural Credits

Sir John Anderson forecast a proposal whereby "ample loan facilities for long-term loans at reasonable rates should be available to agriculturists to enable them, among other things, to repair and improve farm buildings and carry out other capital works."

16th May, 1944. Effect has been given to this proposal in the Agriculture (Miscellaneous Provisions) Act, 1944, mentioned above.

The Act increases the resources of the Agricultural Mortgage Corporation and the Scottish Agricultural Securities Corporation, to enable them to make advances at a lower rate of interest than at present and to expand their business to meet the anticipated requirements of agriculture immediately after the end of the war in Europe.

Moving the Second Reading Mr. Hudson said that the second major proposal in the Bill was directed to provide the "long-term credit . . . required in agriculture, to enable farmers to purchase their farms at reasonable rates of interest, and also to enable the modernisation of buildings [—on which improvement and increased numbers of livestock depend—] and the provision of capital equipment to be carried out."

He explained that the proposals would increase the lending resources of the Agricultural Mortgage Corporation by about £24,500,000. It is considered that the rate of interest on loans should be 3½ per cent.

He hoped that the proposals would make "a substantial contribution to the re-establishment of the capital equipment of agriculture in the time to come."

Livestock

Veterinary Service

A Committee on Veterinary Education in Great Britain, under the Chairmanship of Dr. Thomas Loveday, had presented a Report in July, 1938. In January, 1943, the Committee was invited to review its recommendations in the light of the great changes in the position and prospects of agriculture in this country since the date of its First Report.

The Second Report of the Committee (Cmd. 6517) was presented on 21st April, 1944.

Bearing in mind the Government's intention "of maintaining after the war a healthy and well-balanced agriculture as an essential and permanent feature of national policy," the Committee has made recommendations for "the best possible training" for the number of qualified veterinary surgeons estimated to be required annually.

Improvement of Dairy Herds

19th May, 1944. Referring to the need of improving the quantity and quality of our milk supply, Mr. Hudson said :

" . . . We have already started taking a number of steps towards this end. One of the main planks in my four-year plan, is the improvement of our dairy stock. We have to try to up-grade the whole of our dairy stock, and do everything in our power to encourage the ordinary dairy farmer to go in for a sound breeding policy. . . . My [local war agricultural] committees . . . have been instructed to devote . . . their attention to livestock improvement. They are engaged in a survey of every dairy herd in the country with a view, first, to assessing their worth and then to helping owners of poor quality stock either to supplant them with better stock, or to up-grade them. . . . We are getting on with the task of trying to provide an increased number of suitable dairy bulls. . . ."

On the subject of "the improvement of the health of cattle and the elimination and control of disease," Mr. Hudson said that "every dairy herd will, in future, be inspected by a qualified 'vet' at least once a year." As and when the supply of 'vets' increases he would be able to increase the number of

inspections of herds each year. In this connection Mr. Hudson referred to the "active consideration" being given to the recommendations of the Committee on Veterinary Education.

Artificial Insemination

9th December, 1943. Mr. Hudson mentioned that "two British experts are at present in the United States of America on behalf of the Agricultural Improvement Council, studying the development of the practice in that country."

21st June, 1944. A Ministry of Agriculture statement announced that the Minister "has recently arranged for a review of the principles on which the development of artificial insemination centres in England and Wales should be planned and controlled under the powers conferred by the Agriculture (Miscellaneous Provisions) Act, 1943.

After discussions with the National Cattle Breeders' Association, the National Farmers' Union and the Milk Marketing Board the following arrangements are proposed :

Artificial insemination centres should be controlled and developed as a national service on behalf of the livestock industry.

With the exception of centres established for experimental purposes, licences for such centres should be granted only to organisations controlled and financed by producers, but the centre would be available to all producers of cattle within the area of operation.

A Local Committee, representative of breeders and farmers in the area, would be appointed to advise on all matters affecting the working of the centre.

A Central Advisory Committee is being appointed to advise the Minister upon the economic aspects of the control and development of centres and to consider applications for licences to set up such centres.

26th September. The Minister of Agriculture announced that the Duke of Norfolk had been appointed Chairman of the Central Advisory Committee.

In November, 1943, the Agricultural Improvement Council for Scotland appointed a Supervisory Committee on artificial insemination. The main functions of the Committee, which is representative of agricultural and scientific interests, are to advise the Council on matters relating to artificial insemination and to supervise the operations of any centres that may be established in Scotland.

Hill Sheep

Hill Sheep Farming in England and Wales and Hill Sheep Farming in Scotland have been the subject of inquiries by Committees which have submitted Reports, presented to Parliament in January, 1944 (Cmd. 6498 and Cmd. 6494, respectively).

The English Committee was set up in January, 1941, by the Agricultural Improvement Council, under the Chairmanship of Earl De La Warr ; and the Scottish Committee in November, 1941, by the Secretary of State for Scotland, under the Chairmanship of Lord Balfour of Burleigh.

Both Reports recommend a boldly conceived long-term policy, involving Government help, as necessary to revitalise the industry in the respective countries and rescue it from its exhausted condition.

Among other matters, both Reports deal with the need of co-ordinating hill sheep farming and afforestation, the claims of which should be treated as complementary and not conflicting.

4th July, 1944. The Reports have not yet received the attention of Parliament; but the Secretary of State for Scotland, Mr. Thomas Johnston, made a reference to the Scottish Report in a Debate on Scottish Agriculture in Committee of Supply.

He said that the representatives of the hill sheep industry "accept, in the main, the ordered programmes of improvement recommended in the report"; that the problem of the disposal of surplus store lambs was still under examination with the industry; and that he was discussing with the Minister of Agriculture the recommendation for a wool-marketing board.

Improving Conditions of Rural Life

Agriculture a Way of Life

21st March, 1943. In referring to British agriculture in his broadcast, the Prime Minister said:

"During the war immense advances have been made by the agricultural industry. The position of the farmers has been improved; the position of the labourers immensely improved. The efficient agricultural landlord has an important part to play. I hope to see a vigorous revival of healthy village life on the basis of these higher wages and of improved housing and, what with the modern methods of locomotion and the modern amusements of the cinema and the wireless, to which will soon be added television, life in the country and on the land ought to compete in attractiveness with life in the great cities."

10th December, 1943. This aspect was touched upon by Lord Woolton in his first reference to agriculture as Minister of Reconstruction.

"In whatever plans we may . . . make for the reconstruction of the country we must take account of agriculture, not only as a means of feeding the people, but as a way of life for the people of this country. . . . With a prosperous agriculture in the country we are ensuring for very large numbers of the people a means of living which is happy, healthy and stable."

Scott Report

30th November, 1943. Meanwhile the Minister of Town and Country Planning, Mr. W. S. Morrison, had announced in the House of Commons the Government's acceptance of "the broad object" of those recommendations of the Scott Committee on Land Utilisation in Rural Areas (Cmd. 6378) designed to promote the general well-being of rural communities. These recommendations relate largely to the improvement of rural housing and amenities and to rural water supplies. (For further information on the Scott Report see under Physical Planning.)

Rural Housing

The post-war building programme of three to four million houses in the first ten or twelve years includes 300,000 cottages for agricultural workers (Lord Portal, 18th March, 1943).

25th May, 1944. The Report of the Rural Housing Sub-Committee (Chairman Sir Arthur Hobhouse) of the Central Housing Advisory Committee of the Ministry of Health was published.

The Report deals with the problem of rural housing in England and Wales in relation not only to agricultural workers but to all dwellers in areas of a rural character, although many of the recommendations more particularly concern the former.

Among the main objectives set out for the post-war period are :

- (1) A planned programme to bring rural housing conditions up to the highest possible level in a given period of years ;
- (2) The raising of housing standards in backward districts up to the best attained by progressive authorities ;
- (3) A financial basis for new house building in rural areas which will make it possible to give the agricultural worker as good a house as the worker in other industries.

The Sub-Committee recommended a comprehensive survey in every rural district in England and Wales—to be completed within twelve months—as a basis for a long-term programme of repair, reconditioning and provision of new houses.

Other recommendations included a special Exchequer *subsidy to bridge* the gap between the rent suggested for agricultural workers (not exceeding 7s. 6d. to 8s. a week, plus rates, on the basis of a minimum agricultural wage of 65s. a week) and the economic rent of houses built both by local authorities and private enterprise ; as well as a special Exchequer subsidy for exceptionally poor rural districts, particularly in Wales.

The Sub-Committee also made recommendations, similar to those of the Scott Committee, for the improvement of rural water supplies, as well as for the extension of sewerage schemes in rural areas.

On the same date the Minister of Health, Mr. Willink, announced his general acceptance of the recommendations of the Sub-Committee. Local authorities have been asked "to proceed as soon as circumstances permit with the thorough and comprehensive survey of rural housing conditions which is recommended as a basis for the long-term housing programme." With regard to the financial recommendations, "consultations as to the nature and amount of Exchequer subsidies . . . are proceeding with the Associations of local authorities." Mr. Willink added that "the recommendations regarding extensions of rural water supplies are covered by proposals which are already before the House."

The Report of the Design of Dwellings Sub-Committee (Chairman the Earl of Dudley) of the Central Housing Advisory Committee, published on 17th July, 1944, devotes a chapter to the design of rural cottages and connected matters.

The corresponding report for Scotland, **Planning our New Homes**, by the Scottish Housing Advisory Committee, published in March, 1944, offers a considerable number of suggestions and recommendations about rural housing.

[For fuller accounts of the Reports on Rural Housing, Design of Dwellings, and Planning our New Homes see under **Housing**.]

Rural Water Supply

18th April, 1944. The White Paper on a National Water Policy (Cmd. 6515)* contained a section (7) dealing with Rural Water Supplies, and forecast two legislative measures.

*See under *Public Services* below.

(1) A Bill to provide for Exchequer assistance towards the extension of piped water supplies and sewerage in rural areas. The grants proposed total £15,000,000 for England and Wales and £6,375,000 for Scotland—which should allow for work being done to six or seven times these amounts.

Under these proposals the percentage of total population not served by a piped supply (about 5 per cent.) “should be reduced to very small proportions and piped water should be made available to practically all sizable groups of houses, one of the important objectives set out in the Report of the Scott Committee on Land Utilisation in Rural Areas.”

The extension of the mains will also often enable a supply to be given to farms and farm buildings, “a matter of great importance from the point of view of milk production and the development of ley farming.”

(2) Legislation to be introduced by the Minister of Agriculture and the Secretary of State for Scotland “under which the scheme for the supply of piped water to agricultural land with financial assistance from the Exchequer will be extended to include supplies to isolated farm houses and cottages.”

Both these measures are now on the Statute Book.

The Rural Water Supplies and Sewerage Act, 1944, which received the Royal Assent on 27th July, 1944, gives effect to the proposals for extending piped water supplies and sewerage in rural areas; while sections 5 and 8(d) of the Agriculture (Miscellaneous Provisions) Act, 1944, which received the Royal Assent on the same date, supplements that measure by providing grants for independent water supply schemes and for the tapping of water undertakers’ mains to supply water to farms and farm buildings.

List of Documents in order of mention in text

	<i>Net Price.</i>
Final Act of the United Nations Conference on Food and Agriculture, Hot Springs, Virginia, U.S.A. 18th May—3rd June, 1943. Cmd. 6451	9d.
Agricultural Research in Great Britain, February, 1943. Cmd. 6421....	1/6
Agricultural Improvement Council for England and Wales. First Report (Covering the period to 30th June, 1942)	3d.
Post-War Agricultural Education in England and Wales, April, 1943. Cmd. 6433	1/6
Agriculture (Miscellaneous Provisions) Act, 1944. 7 & 8 Geo. 6. Ch. 28...	3d.
Second Report of Committee on Veterinary Education, April, 1944. Cmd. 6517	6d.
Agriculture (Miscellaneous Provisions) Act, 1943. 6 and 7 Geo. 6. Ch. 16	6d.
Hill Sheep Farming in England and Wales, January, 1944. Cmd. 6498	9d.
Hill Sheep Farming in Scotland, January, 1944. Cmd. 6494	2/-
Land Utilisation in Rural Areas, August, 1942. Cmd. 6378	2/-
Rural Housing. Third Report of the Rural Housing Sub-Committee of the Central Housing Advisory Committee, May, 1944	1/-
Design of Dwellings. Report of the Design of Dwellings Sub-Committee of the Central Housing Advisory Committee, July, 1944	1/-

"Planning our New Homes." Report by the Scottish Housing Advisory Committee	3/-
A National Water Policy, April, 1944. Cmd. 6515	6d.
Rural Water Supplies and Sewerage Act, 1944. 7 and 8, Geo. 6. Ch. 26	2d.

Selected Pamphlets

A Statement of Post-War Agricultural Policy unanimously adopted by representatives of the following bodies at a Conference summoned by the Royal Agricultural Society of England on 12th April and 5th May, 1944. under the chairmanship of Sir George Courthope, M.P., has been submitted to the Minister of Agriculture :

Royal Agricultural Society of England.
National Farmers' Union.
Group of Peers (see below).
Council of Agriculture for England.
Council of Agriculture for Wales.
Central Landowners' Association.
National Union of Agricultural Workers.
Transport and General Workers' Union.
Land Union.
Chartered Surveyors' Institution.
Land Agents' Society.
Land Settlement Association.

The majority of these bodies had already published proposals for post-war agriculture in the form of pamphlets, which with other selected pamphlets, etc., are noted below.

<i>Organisation</i>	<i>Title</i>	<i>Where obtainable</i>
Agricultural Economics Research Institute, Oxford.	Result of a preliminary examination of the problem of the post-war reconstruction of rural life and industry. (February, 1943).	Included in White Paper on Agricultural Research in Britain (Cmd. 6421), H.M.S.O. Price 1/6
British Legion Planning Committee.	Interim Report on Agricultural Settlement. (11th December, 1943).	Cardigan House, Richmond Hill, Surrey.
Central Landowners' Association.	Post-War Rural Reconstruction Problems (1942-1943).	Coppid Hall, Henley-on-Thames. Price 1/-
Communist Party.	British Agriculture, 1943.	16 King Street, W.C.2. Price 6d.
Conservative Party.	"Looking Ahead"—Agricultural Reconstruction. First Interim Report (April, 1943).	Conservative and Unionist Party Organisation, 24 Old Queen Street, S.W.1. Price 6d.
Council of Agriculture for England.	Report on the Principles and Objectives of Long-Term Agricultural Policy (May, 1943).	H.M.S.O. Price 3d.

Group of (14) Members of the House of Commons "drawn from all parties or none."	Future of Farming—Basis of an Agreed Policy.	Letter to "The Times," 4th March, 1943.
Group of (11) Peers Holding Varied Political Creeds.	A Post-War Agricultural Policy for Great Britain (February, 1943).	Earl De La Warr (Chairman), House of Lords, S.W.1.
Labour Party.	Our Land—The Future of Britain's Agriculture (November, 1943).	Transport House, Smith Square, S.W.1. Price 2d.
Land Agents' Society.	Memorandum of Evidence Submitted by the Land Agents' Society to the Farm Buildings Committee (March 1943).	318, Bank Chambers, 329, High Holborn, W.C.1.
Land Settlement Association.	Group Settlement and Post-War Agricultural Policy (May, 1942).	43 Cromwell Road, S.W.7. (Duplicated).
Land Settlement Association.	Town Planning and the Part-Time Use of Land by Industrial and other Urban Workers (1943).	43, Cromwell Road, S.W.7. (Duplicated).
Land Union.	Agriculture and Reconstruction—The Land and its Equipment (November, 1943).	15 Lower Grosvenor Place, S.W.1. Price 4d.
Liberal Party.	Food and Agriculture (June, 1943).	Liberal Publication Dept., 8 Gayfere Street, S.W.1. Price 4d.
Liberal National Party.	Our Food and Our Farms (November, 1944).	15 Old Queen Street, S.W.1. Price 6d.
National Allotment Society.	Memorandum dealing with Allotments and the place they should occupy in Post-War Britain (April, 1944).	Drayton House, Gordon Street, W.C.1.
National Farmers' Union.	Agriculture and the Nation—Interim Report on War Food Production Policy (February, 1943).	45 Bedford Square, W.C.1. Price 1/-
Parliamentary and Scientific Committee.	A Scientific Policy for British Agriculture.	Courtfield House, Courtfield Road, S.W.7. Price 9d.
Royal Agricultural Society of England.	Post-War Agricultural Policy—Recommendations of a Special Committee (December, 1941).	16 Bedford Square, W.C.1.
Tory Reform Committee.	The Husbandman Waiteth. A statement on agricultural policy on behalf of the Tory Reform Committee by three Members of Parliament (March, 1944).	All booksellers. Price 9d.

B.—ARMED FORCES

[Note : Information relating to the Armed Forces has been brought together in this section ; but much of the contents concerns the resettlement of industrial workers as well as members of the Armed Forces, and also relates to the problem of post-war employment which is considered in a subsequent section.]

Contents

- Demobilisation
 - Reinstatement in Civil Employment
 - Resettlement Advice Service
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DEMobilISATION

General Principles

General demobilisation, either of the Armed Forces or of war industry, cannot take place until the end of the war against the Axis Powers and their total defeat throughout the world. Plans for demobilisation have, however, been the subject of intensive study over a very long period and certain broad principles have been announced.

30th January, 1941. Mr. Arthur Greenwood, Minister without Portfolio, said : " I am already considering, in collaboration with my colleagues the First Lord of the Admiralty, the Secretary of State for War, the Secretary of State for Air, and the Minister of Labour and National Service, the machinery which will be necessary for securing that release from the Armed Forces can be effected according to an orderly system of priorities."

1st December, 1942. Sir William Jowitt, who had succeeded Mr. Arthur Greenwood as Minister without Portfolio, stated certain broad principles.

" . . . Any scheme of demobilisation must be subject to military needs. . . . Subject to that, the broad principle on which we have drawn up plans is this, that discharge will be based in the main on age plus length of service. . . . Our scheme should be fair and . . . should be recognised as fair, because unless it is so, the scheme . . . will not be followed. . . ."

3rd August, 1943. The Earl of Munster, speaking for the Government in the House of Lords, added that the plan " must also possess the merit of simplicity and be capable of being clearly understood by the dullest as well as the brightest among

... Whatever plans we may finally adopt and publish must be subject to criticism and examination and must stand the test of close scrutiny."

The Earl of Munster added: "There may... be certain special classes in which key men should and must be released at the earliest possible moment, but this category must be kept at its lowest number in order not to damage or to wreck the general scheme..."

Interim Period Between the Defeat of Germany and the Defeat of Japan

The Prime Minister in his broadcast of 21st March, 1943, had indicated the possibility of the war against Germany being over before the war against Japan and he added: "However vigorously the war against Japan is prosecuted, there will certainly be a partial demobilisation following on the defeat of Hitler, and this will raise most difficult and intricate problems, and we are taking care in our arrangements to avoid the mistakes which were so freely committed last time."

8th December. The Joint Parliamentary Secretary to the Ministry of Labour, Mr. McCorquodale, gave "an assurance that our plans [for demobilisation] are very far advanced. It is true that some important final decisions remain to be taken, but we are well prepared to deal with adjustments that may be necessary, for example, in the event of a sudden, unexpected collapse of Germany... The study of our plans for a *two-stage demobilisation* has been proceeding for some time, but is not yet concluded..."

He recapitulated the principles "vital for the success of *any* plan of demobilisation in whatever circumstances hostilities may end..."

- (i) Military considerations must override all other claims.
- (ii) The scheme must be fair, and must be accepted as fair by the men in the Forces and, most particularly, by their wives and families.
- (iii) The scheme must be as simple as possible and not one which may lead to the commanding officer having to refer back questions because he cannot settle them on the spot.

As to the "rate of release," Mr. McCorquodale said that "the principle here is that the rate must be governed by operational requirements and not by the availability of civilian employment..."

22nd September, 1944. The Government's plan for the first stage was announced in a White Paper entitled **Re-Allocation of Man-Power between the Armed Forces and Civilian Employment during any Interim Period between the Defeat of Germany and the Defeat of Japan** (Cmd. 6548).

Although the plan relates solely to such interim period it is based on the principles set out above and is therefore relevant to the study of the wider problem of general demobilisation.

The White Paper points out that "in the interim period the problem will not be one of demobilisation but of re-allocation of man-power between the Forces and industry in order best to provide for the requirements of the changed situation." Although it is impossible to determine precisely the level at which the Armed Forces will have to be maintained, such re-allocation will be possible on a substantial scale.

"Re-allocation must be governed by two main principles:

- (a) military requirements must override all other considerations; and

- (b) the arrangements for the release of men from the Forces must be such as will be readily understood and accepted as fair by the Forces and must not be too complicated for practical application.

The Government adhere to the view that a fair and reasonable scheme can best be secured on the basis of release according to age and length of service, but they recognise that it will also be necessary to make a limited provision for certain urgent work of reconstruction on which a beginning must be made in the interim period. The plan accordingly provides for two separate methods of selecting men for return from the Forces " :

Class A.—Those released according to age and length of service (two months of service being taken as equivalent to one additional year of age) ; and

Class B.—Those transferred on account of their qualifications for urgent reconstruction work.

" The number of releases in Class A will correspond to the reduction in the strength of the Forces and will be increased in consequence of the calling up of further new recruits."

The men transferred in Class B " will be those identified as belonging to particular occupational classes specified by the Ministry of Labour and National Service as required for certain urgent reconstruction employments . . . mainly . . . to supplement the labour force available for building houses. . . ." A limited number of individual specialists will be included. The number of transfers in Class B will be small in proportion to the number of releases in Class A. . . ."

" The terms applying to the two classes will be sharply differentiated," the main differences being :

Class A.—Eight weeks' full pay and allowances ; placed on special Reserve only to be recalled in extreme emergency ; permission to exercise reinstatement rights or take up other employment.

Class B.—Three weeks' full pay and allowances ; direction to their reconstruction employment thus preserving reinstatement rights ; liability to recall to Forces if they discontinue such employment.

The same arrangements will apply to women, with the addition that married women will have priority over all others, if they so desire.

16th November. Another White Paper (Cmd. 6568) dealt with the Re-Allocation of Man-Power between Civilian Employments during any Interim Period between the Defeat of Germany and the Defeat of Japan.

The proposals in this Paper relating to men and women released or transferred from the Armed Forces broadly are :

Class A—(Those released according to age and length of service). During the period in which they are on paid leave following release, they will not be subject to the current labour controls, they will be allowed to exercise their reinstatement rights, restart their businesses or undertake further education and training. At the end of the period of paid leave they will be treated in the same way as other workers. This means that if they remain or become unemployed or wish to change their employment

they will be required to take work in accordance with current priorities and subject to the usual safeguards for appeal. But those who have obtained jobs during their period of leave will not be withdrawn from them.

Class B—(Those transferred for reconstruction work). They will be directed to work in the employments for which they have been released, their reinstatement rights being reserved during the period of direction. If they leave such employment they will be recalled to the Forces.

Other persons released from the Armed Forces, e.g. on medical or compassionate grounds, or on industrial grounds, will be treated broadly either like Class A persons or like Class B persons as the case may be.

In dealing with disabled persons whose disability handicaps them in relation to employment the main criterion will be the prospects of the permanent resettlement of the men and women concerned.

REINSTATEMENT IN CIVIL EMPLOYMENT

7th September, 1943. The Minister of Labour, Mr. Ernest Bevin, speaking at the T.U.C. Conference at Southport, said they must be fair to the men coming out of the Armed Forces as they had tried to be fair to those going in. That raised the vital question of reinstatement.

Under the National Military Training Act of 1939 every one who was called up was to have his job back. In the rush of the outbreak of war that same clause was transferred to the National Service Act, but left out the volunteers, and in that it did an injustice. He had been directed now to revise this, strengthen it, and to get machinery to help carry it out. He invited the General Council to co-operate wholeheartedly with him, as he knew they would, in working out this new plan for reinstatement, together with their opposite numbers on the employers' side. Whatever laws were made would be *no good* unless they got the same backing and honour in carrying out reinstatement as they had for mobilisation.

Reinstatement in Civil Employment Act

The result was the Reinstatement in Civil Employment Act, 1944, which received the Royal Assent on 21st March, 1944, and came into operation on the 1st August, 1944.

The Act applies to all men and women who after 25th May, 1939, entered upon a period of whole-time service in the Armed Forces, or in the equivalent Women's Services, respectively; and all men and women who after 10th April, 1941, entered upon a period of whole-time service in a Civil Defence force in consequence of an enrolment notice issued under the National Service Acts.

Except for those whose war service ended between 1st February, 1944, and 31st July, 1944, the rights under the Act accrue when the individual's war service ends. The rights are held in suspense during any period while a person is undertaking civilian work for which he was specially released from the Forces or which he is doing by direction or written request of the Ministry.

The main provision of the Act imposes an obligation on an employer to reinstate a former employee (to whom the Act applies) on the latter's application, subject to the condition that reinstatement is reasonable and practicable.

The applicant is to be reinstated in the occupation in which he was employed before the beginning of his war service and on terms and conditions not less favourable than those which he would have had in that occupation had he

not joined the Forces. If that is not possible the employer must reinstate him in the most favourable occupation and on the most favourable terms and conditions which are reasonable and practicable.

The reinstated person must be employed for a minimum of 26 weeks, or for so much of that period as is reasonable and practicable. The period of 26 weeks is extended to 52 weeks in cases where the previous employment was a continuous period of not less than 52 weeks.

The Act lays down certain tests for determining what is "reasonable and practicable" in respect of the above obligations, the effect of which is to give a preference to seniority in employment.

The Act lays down the procedure to be followed by an applicant for reinstatement rights and, among other matters, provides for Reinstatement Committees to be appointed to deal with disputes and for the enforcement of the orders of such Committees. An employer who terminates the employment of any person with intent to evade the provisions of the Act will be liable to penalties.

3rd February, 1944. In moving the Second Reading of the Bill, Mr. McCorquodale made it clear that it was only a limited measure and could not create employment.

"The Bill seeks to remedy existing anomalies [e.g. the omission in the earlier legislation to grant reinstatement rights to volunteers] and . . . to provide a workmanlike machine to carry out what we intend. . . . The Bill proposes to establish reinstatement rights to existing jobs. It is not . . . intended to create any new jobs or employment. . . . It is not a part, and is not intended to be a part, of any charter of full employment. . . . This is a limited measure, designed to define the priority of entry into certain jobs."

The principle of priority is that "the man whose employment with his former employer dates back longest is to have the prior right."

Mr. McCorquodale summed up the obligation under the Bill as "to restore to those concerned their position at the level and on the wages they would have expected had they never gone away." He mentioned that "the Government are prepared to accept obligations towards their former employees similar to those imposed on other employers under this Bill."

14th March. Moving the Second Reading in the House of Lords, the Earl of Munster said that "consultations with both sides of industry have shown that full co-operation for a scheme based on the lines of this Bill can be assured."

He re-emphasised that the Bill is "only of a temporary character," that "it does not touch the more fundamental issues of any future economic policy," and that it "has a limited objective," though "one of great importance to all men and women serving in the Armed Forces, who have . . . expected that Parliament would make . . . provision to ensure their reinstatement in their former civil occupation."

[A leaflet explaining the provisions of the Reinstatement in Civil Employment Act, 1944, has been issued by the Ministry of Labour and National Service (R.E.L.I.).]

Resettlement of Disabled Ex-Service Men in Retail Business

26th September, 1944. The President of the Board of Trade, Mr. Dalton, made a statement on this subject.

"I have decided that in future a disabled ex-Service man, who was formerly a retailer shall be granted a licence to open a shop in any area or

line of business, provided that the granting of a licence in an area, other than than that in which he used to trade, would not prejudice the interests of others on the Board of Trade register [of retail traders who have been forced to close their business on account of the war]. Disabled ex-Service men, who were *not formerly retailers* will be treated in the same way, except that the licensing Committees will consider, with the advice of the Ministry of Labour, whether . . . retail trade affords good prospects for the applicant. I have . . . invited the British Legion to nominate a representative on each of these licensing committees. All ex-Service men on the Register, at the end of the war, will, on their return to civil life, be granted licences automatically to reopen their former businesses."

Financial Aid to Ex-Service Men and Women to Restart Business

15th November, 1944. In a Debate on the release of man-power from the Forces based on the White Paper (Cmd. 6548) mentioned above, Mr. Bevin said : another " scheme which we are discussing and which is not yet complete . . . is for financial aid to ex-Service men and women who wish to restart in their own business, or resume work on their own account, and can show that they need assistance to do so. As soon as that scheme is complete it will be announced to the House."

RESETTLEMENT ADVICE OFFICES

29th June, 1944. Mr. Bevin announced the Government's intention to establish a special service for advising men and women released from war service on matters relating to their resettlement in civil life.

Mr. Bevin said : "The Government have decided that a special service, under the control of the Ministry of Labour and National Service, shall be set up for this purpose. I am accordingly making plans to establish *Resettlement Advice Offices*, as an extension of the existing service given by the Department in all parts of the country. The function of these offices will be to give advice and information to all men and women released from the Forces or from other forms of war service, and to render every possible assistance to them in dealing with their resettlement problems. By providing these centres, at which such persons may seek assistance whatever their requirements may be, we intend not only to help them to solve their difficulties but also to save them avoidable journeys and inquiries. The work of these offices will be dovetailed in with that of my outside Welfare Officers and will be co-ordinated with that of the voluntary organisations."

11th July. The Joint Parliamentary Secretary to the Ministry of Labour, Mr. Tomlinson, said : "It is at present contemplated that Resettlement Advice Offices should be established in every town in which there is an Employment Exchange and should be controlled regionally."

FURTHER EDUCATION AND TRAINING

Education and Training after Demobilisation

25th March, 1943. Mr. Bevin announced a **Further Education and Training Scheme for Demobilised Members of the Forces** and other war workers.

The scheme is to provide financial assistance to enable suitably qualified men and women, on demobilisation, to undertake the further education or training, which their war service has interrupted or prevented.

"The aim of the scheme is to replenish the supply of persons qualified to fill responsible posts in the professions, industry—including agriculture—and commerce. It is intended to cover training in professional, commercial and industrial concerns as well as courses at universities, technical colleges and training colleges. . . .

The scheme is primarily intended for His Majesty's Armed Forces and their auxiliary and nursing services, together with the Merchant Navy, Police Auxiliaries, full-time Civil Defence Personnel and Civil Nursing Reserve. A certain number of places will, however, be available for suitable candidates whose further education or training has been similarly prevented or interrupted by employment in other work of national importance.

Facilities of the kind which will be made available on general demobilisation will be afforded at once to suitable applicants who have been discharged on medical grounds from their war service and who are not required by the Ministry of Labour and National Service to undertake other forms of national service."

An Inter-departmental Committee on Further Education and Training, under the Chairmanship of Lord Hankey and including representatives of the universities, has been appointed "to ensure that the educational and training arrangements are closely related to the prospects of employment at home and abroad, and to secure co-ordination between the facilities to be provided outside and inside the Services."

The Appointments Department of the Ministry of Labour and National Service will assist persons with qualifications for the higher posts in the professions, industry and commerce, to find opportunities of suitable employment during the period of resettlement after the war.

An independent Committee on Higher Appointments, also under the Chairmanship of Lord Hankey, will advise the Minister on the best methods of securing close co-operation with appropriate professional, industrial and business organisations and the education authorities.

A leaflet outlining the scheme was issued by the Ministry in April, 1943 (P.L. 120/1943).

15th July, 1943. Mr. Bevin announced the personnel of the Committee on Higher Appointments, with the following terms of reference :

"To consider and report upon the arrangements which should be made to facilitate the employment after the end of hostilities of men and women qualified to undertake responsible work in the professions or elsewhere, with particular reference to (a) the organisation, premises and staff of the Appointments Department of the Ministry of Labour and National Service ; and (b) the arrangements which should be made for co-operation between the Appointments Department and other organisations and institutions (including professional, industrial and commercial organisations) and universities at home and abroad."

9th February, 1944. Mr. Bevin mentioned that "some 1,170 applications have already been received under the Further Education and Training

Scheme." He added that "assistance will be given under the scheme in appropriate cases to persons whose educational training was of a part-time nature."

13th July, Mr. Bevin stated that he had received the Report of Lord Hankey's Committee on Higher Appointments. "I am at present studying the numerous and far-reaching recommendations made by the Committee. I cannot at present make any statement as to publication."

Industrial Training of Non-Disabled Men and Women

6th April, 1944. Mr. McCorquodale announced the Government's proposals for the industrial training of men and women whose careers have been interrupted by war service.

"As part of the resettlement scheme and as a means of furthering the supply of skilled workers in industry to meet abnormal deficiencies in the post-war period, industrial training will be introduced to assist men and women released from war service who are in need of a course of training to enable them to obtain employment of a kind likely to lead to permanent resettlement, having regard to their capacity and to the estimated probable needs of industry. In order to provide opportunities for those who are the last to be released from the Forces, the training scheme will be continued until the end of the demobilisation of persons who have served during the period of hostilities. The scheme will apply to men and women released from the Armed Forces, Merchant Navy, Civil Defence Services, National Fire Service, Police Auxiliaries and Civil Nursing Reserve and to persons whose war service has been on other types of work of national importance including industrial work. In administration of the scheme special care will be taken to ensure that men and women who have served in the Armed Forces and are eligible for training under the scheme receive their training as early as possible after release from the colours, and if, at any time, the facilities for training are insufficient to meet the needs of all applicants without delay, men and women released from the Forces or from the Merchant Navy will, in general, be admitted first.

For those within the scope of the scheme the broad conditions of eligibility will be :

- (1) that a period of full-time service in work of national importance has been served during the war ;
- (2) that by reason of such service the person concerned has either :
 - (a) been unable to start or complete training for a skilled occupation, or
 - (b) suffered interruption in the following of his occupation ;
- (3) that he is in need of a course of training to enable him to obtain employment of a satisfactory kind having regard to his general capacity.

The training will be given in Government Training Centres . . . in Technical Colleges, or in other educational institutions. During training, adequate allowances including supplementary allowances in respect of dependants, will be paid. The allowance will be the same irrespective of the trade for which the individual is being trained. Arrangements will also be made, where appropriate, for training in employers' establishments under suitable financial arrangements. Training in agricultural occupations will be provided by the Departments of Agriculture.

The detailed application of the training scheme to the different industries will be worked out in full consultation with the representative organisations of employers and workpeople concerned. The Government's proposals for training adults for the building and civil engineering industries after the war have already been announced (Cmd. Paper 6428)* and the details are under discussion with representatives of the industries. The educational and vocational training given inside the Services will, as far as possible, be co-ordinated with the training to be given, after release from the Forces, under the scheme set out above."

Education and Training Before Demobilisation

25th March, 1943. Mr. Bevin's statement on the Further Education and Training Scheme for demobilised persons also mentioned further education and training in the Services.

"It is intended that, so far as it is practicable and the exigencies of Service duties permit, corresponding opportunities for further education and training should be provided by the Service Departments during the period of resettlement before demobilisation is complete for men and women likely to remain in the Armed Forces for a substantial period."

One of the tasks of the Inter-departmental Committee, under the Chairmanship of Lord Hankey, is "to secure co-ordination between the facilities to be provided outside and inside the Services."

19th October. The Secretary of State for War, Sir James Grigg, announced the terms of reference of a Committee on education of the Army during the period of demobilisation as follows :

"To consider plans for providing educational and vocational facilities for the Army during the period of demobilisation, in order to give occupation and training to officers and men while they remain in the Army, with a view to their resettlement in civil life."

The Chairman is the Parliamentary Under-Secretary of State for War. The Board of Education, the Central Advisory Council for Adult Education in His Majesty's Forces, the London County Council and the Ministry of Labour and National Service are represented in addition to the War Office."

13th December. The War Office announced that "in view of the ever-growing importance of education in the Army and the part it will play during the demobilisation period a Director-General of Army Education has been appointed to direct and co-ordinate the work done in the War Office Directorates dealing with education in the Army, and the Army Bureau of Current Affairs."

25th July, 1944. Sir James Grigg made a statement on training for employment before demobilisation.

"For a long period careful consideration has been given to the question of providing facilities for education and training inside the Army after the defeat of Germany, and to the need for co-ordinating the Army Education Scheme as closely as possible with the training plans described above." (Further Education and Training Scheme for Demobilised Members of the Forces and Industrial Training of non-Disabled men and women.)

* Training for the Building Industry, February, 1943. See under *Housing* below.

A Committee, with the Parliamentary Under-Secretary of State for War as Chairman, has considered this problem and has made recommendations. "The Army Council have given authority for active preparations to be started and have arranged for effective co-operation with the other Services, the Ministry of Labour and National Service, the Board of Education and the Scottish Department of Education."

The "general lines" of the scheme now under consideration include :

Facilities in each unit for personnel "to participate each week in some form of education for a definite number of hours in working or training time. . . ."

The courses and practical occupations provided will in the main be general, but the subjects and activities more directly connected with vocations and trades will find a place. . . .

Plans to provide . . . a relatively small number of courses in preparation for professional and trade qualifications are being worked out. . . . All such arrangements for direct vocational preparation [are made] in full consultation with the Ministry of Labour and National Service.

Preparations . . . are proceeding as rapidly as can be expected during a period in which the strenuous prosecution of the war is the paramount consideration. . . .

The material needs of so considerable an educational scheme are now receiving attention. So far as restrictions allow, books and equipment will be made ready for use in advance.

A feature of the war-time Army Education Scheme has been its close collaboration with the universities, the adult education organisations and civilian education generally. . . .

The Army's education scheme is being devised . . . to enable those men and women who . . . will be required to continue in the Service for a time . . . to spend part of their time in preparing themselves for all the demands of active, democratic citizenship in a period of reconstruction."

7th October. The scheme for education in the release period has been prepared and is described in a War Office statement. "It aims at being sufficiently pliable to meet the great variety of circumstances, to provide for the needs of individuals, men and women, officers and other ranks, and at the same time to contribute to the morale and community spirit of an army in being."

Each man and woman will have from six to eight hours each week of compulsory education as part of the working time-table.

A broadly analogous scheme for the R.A.F. and W.A.A.F. has been announced by the Air Ministry (*The Times*, 3rd October, 1944.)

FURTHER APPRENTICESHIP

28th September, 1944. Mr. Bevin announced the Government's proposals for the renewal of apprenticeships interrupted by war service.

The persons eligible will be those whose apprenticeship to a skilled occupation has been interrupted by whole-time service in the Armed Forces; Merchant Navy, or Mercantile Marine; Civil Defence Services; National Fire Service; Police Auxiliary; Civil Nursing Reserve; Women's Services; or other work of national importance, including industrial work, provided they were

employed under arrangements made or approved by the Minister of Labour and National Service.

The occupations will be those in which before the war the practice was to require not less than three years' training.

A time allowance will be given in respect of war service.

State assistance will be provided in the form of (a) wages allowance—payable to the employer and designed roughly to bridge the gap between the industrial value of the apprentice's services and his actual needs, (b) maintenance allowance and (c) fees allowance—for training at a technical institution or training centre. These allowances will be payable up to a maximum of 104 weeks in the aggregate.

The employer will be required to pay the apprentice wages on a prescribed scale, which includes the wages allowance payable by the Ministry of Labour.

Preparation of Schemes. National Joint Industrial Councils, Trade Boards, and other joint bodies, representative of employers and workpeople in their respective industries or trades, will be invited to prepare schemes in consultation with the Ministry of Labour. Where there is no such joint body the Minister himself may prepare a scheme to cover an industry or trade.

OPENINGS FOR EX-SERVICE MEN AND WOMEN IN THE TEACHING PROFESSION AND THE CIVIL SERVICE

Teaching Profession

21st October, 1943. The President of the Board of Education, Mr. R. A. Butler, said: "The ordinary methods of recruiting teachers will not by themselves suffice to meet the needs of the immediate post-war period and the outline of a supplementary scheme designed to attract to the teaching service men and women demobilised from the Forces and other forms of national service has been discussed with representatives of local education authorities, teachers, training colleges and university training departments. . . . The scheme . . . aims at providing training for several thousand additional men and women a year. The Service Departments have indicated their readiness to give me all possible facilities, when circumstances permit, to take in hand the selection and recruitment of suitable candidates from the Forces. . . ."

11th November. "In the meantime," Mr. Butler added, "special correspondence classes are being arranged under the Army Education Scheme for those desiring to prepare themselves for entry into the teaching profession."

A leaflet entitled "Emergency Recruitment and Training of Teachers" was issued by the Board of Education in November, 1943.

It states that: "as soon as circumstances permit, a suitable statement and appeal will be circulated to the Forces and generally given the widest publicity. . . ."

The Service Departments have agreed to assist the Board by arranging facilities for Education Recruiting Officers to visit the troops in the Armies of Occupation, to give lectures and to conduct interviews on the spot. It has further been agreed that, if conditions allow, in conjunction with the Army Education Scheme, part-time training centres for those desiring to begin to prepare for the teaching profession pending their demobilisation may be organised abroad under the direction of the Board."

20th January, 1944. The Parliamentary Secretary to the Board of Education, Mr. Chuter Ede, said: "The indications are that the response from the Forces is as good as could be expected with the little amount of stimulus that has been given. The proportion of people who are applying for post-war education and have announced that they will identify themselves with the teaching service is high."

Civil Service

17th January, 1944. The Chancellor of the Exchequer, Sir John Anderson, referred to the place of ex-Service men and women in the recruitment to the permanent Civil Service in the immediate post-war period.

"... The main source of recruits in the immediate post-war period should be from those who would have had an opportunity of competing for the Service in the normal course, but for the interruption of the war... Every care must be taken, in making the necessary administrative arrangements, to ensure that men and women who have been with the Forces during the war should be at no disadvantage in competing with civilians, either as a result of the particular form their war service may have taken, or because their demobilisation may, in some cases, take place rather late. Any arrangements made for recruitment to the Civil Service immediately after the war should ensure that generous treatment is given to suitable candidates from the Forces..."

17th November. In a White Paper on **Recruitment to Established Posts in the Civil Service during the Reconstruction Period** (Cmd. 6567) published on this date, the Government approve certain proposals in the Report of a Committee of the Civil Service National Whitley Council as giving effect to the above policy.

Under these proposals a substantial proportion of vacancies would be reserved for those ex-Service men who wish, and are qualified, to enter the permanent Civil Service of the Crown. The Government endorse the Committee's recommendation that of the vacancies available for the "reconstruction competitions" not less than 75 per cent. in the administrative class, 66 $\frac{2}{3}$ per cent. in the executive class, and 50 per cent. in the clerical class should be filled by suitably qualified ex-Service men, additional vacancies being reserved for ex-Service women. If ex-Service men and women obtain in free competition more vacancies than those reserved to them, they would be entitled to them.

The reconstruction competitions should extend over a period sufficient to give the last man released from the Forces or other war service as good a chance of competing as the first, and arrangements should be made to ensure that late entrants suffer no disadvantage in pay.

3rd August, 1944. The Foreign Secretary, Mr. Eden, made a statement on post-war recruitment for the senior branch of the Foreign Service, consisting of the former Diplomatic, Commercial Diplomatic and Consular Services.

"For the senior branch, it is intended, as soon as possible after hostilities with Germany cease and in the measure that the continued requirements of the general military situation permit, to enable candidates and particularly men now serving in the Forces, to offer themselves as competitors at a simplified 'reconstruction' examination such as it should be possible for them to take without special study. Particulars of these examinations, of which it is intended to hold a series at intervals during the two or three years after hostilities in

Europe, will be announced in due course by the Civil Service Commissioners, to whom intending candidates will then be invited to apply."

16th September. A statement issued by the Colonial Office referred to "the intention to make arrangements whereby, after the defeat of Germany, candidates from the Armed Forces or from among those employed on other forms of war work can be considered for appointment to the various branches of the Colonial Service, subject of course to the requirements of the military situation. Information about these arrangements will be made available to all those concerned when the time comes, and full details will be given respecting the wide variety of openings which will exist in the Colonial Service."

REHABILITATION AND RESETTLEMENT OF DISABLED PERSONS

Interim Scheme

An "Interim Scheme" for the Training and Resettlement of Disabled Persons was inaugurated in October, 1941 (Ministry of Labour and National Service leaflet P.L. 93/1941).

The object of the scheme was to help those who had suffered recent disablement, through war service or otherwise, to take up employment of a kind suited to their disability, and also to help those whose disability was of earlier date to play their part in the war effort.

The main features of the scheme were interviews in hospital to ascertain individual requirements, followed, if necessary, by special training.

An Inter-Departmental Committee on the Rehabilitation and Resettlement of Disabled Persons was set up in December, 1941, under the Chairmanship of Mr. George Tomlinson, Parliamentary Secretary to the Ministry of Labour and National Service. One of the terms of reference of the Committee was to make proposals "for the rehabilitation and training for employment of disabled persons not provided for by the Interim Scheme."

As a result of the Committee's recommendations and in the light of experience, the scope of the Interim Scheme has been extended. A leaflet issued by the Ministry of Labour and National Service in March, 1944 (P.L. 93/1944), described the various facilities then available for disabled persons under the scheme, including industrial rehabilitation, vocational training and sheltered employment for the seriously disabled.

Particulars of a Centre which has been opened at Egham for the industrial rehabilitation of men have been given in a Ministry of Labour and National Service leaflet issued in October, 1943 (P.L. 137/1943).

7th July, 1944. As an indication of what can be achieved by a system of rehabilitation, some figures given by the Minister of Pensions, Sir Walter Womersley, may be mentioned.

"Up to 1st April of this year, the Minister of Labour and National Service had interviewed 150,000 disabled persons in hospital, so that the question of employment should be considered before discharge. Particular care is also taken during hospital treatment, to rehabilitate the disabled man and make him as fully able to work, in the medical sense, as possible.

The result has been remarkable. 35,000 of those interviewed were able to take jobs which they knew to be available, in most cases their old jobs,

and 88,000 were able to take up immediate employment without any training. . . . Of the remainder, 11,000 were found to require training which would fit them for full employment, and the total number of cases in which the question of employment presented great difficulty was not more than 2,231."

Inter-Departmental Committee

The main task of the "Tomlinson Committee," referred to above, was to make recommendations "for the introduction as soon as possible after the war of a comprehensive scheme for the rehabilitation and training of, and securing satisfactory employment for, disabled persons of all categories."

The Report of the Committee was presented in January, 1943 (Cmd. 6415).

It recommended that the scheme should be open to all disabled persons whatever the cause or the nature of the disablement. The proposals covered the field of medical rehabilitation ; post-hospital rehabilitation ; resettlement in suitable occupations ; employment under sheltered conditions for the more severely disabled ; employment of the blind and deaf ; provision to assist disabled persons to set up in independent occupations on their own account ; placing and follow-up work ; survey of occupations.

Disabled Persons (Employment) Act

This Act received the Royal Assent on 1st March, 1944.

The Act gives effect to the employment recommendations in the Report of the Inter-departmental Committee. It applies to all disabled persons, whether they have served in the Armed Forces or not.

The Act provides for :

- (i) Vocational training and industrial rehabilitation of disabled persons.
- (ii) Registration, on application, of persons handicapped by disablement. [The name of a 1914-18 disablement pensioner may be entered in the register without application.]
- (iii) An obligation upon employers of substantial staffs to employ a quota, varying with the particular trade or industry, of persons so registered.
- (iv) Designation of certain employments for the exclusive benefit, as vacancies occur, of registered disabled persons.
- (v) "Sheltered" employment by non-profit-making companies or associations, which may be aided financially by the State, for persons so seriously disabled that they cannot hope for employment under competitive conditions.
- (vi) Preference to be given to ex-service men and women if training or other facilities for disabled persons under the Act are at any time insufficient to provide for all persons in need of them.
- (vii) A National Advisory Council and district advisory committees to advise and assist the Minister in the administration of the Act.

The Act comes into operation on such day or days as His Majesty may by Order in Council appoint.

Such an Order was signed on 10th August, bringing into operation the sections, among others, relating to the matters noted at (i), (v), (vi) and (vii) above. The remaining sections, relating to the matters noted at (ii), (iii) and (iv) above, will come into operation at a later date.

The sections (2 to 5 of the Act) which provide for courses of vocational training and industrial rehabilitation now brought into operation, give statutory authority for the courses which have hitherto operated under the Interim Scheme, and will permit their development on a broader basis and with a view to the establishment of a permanent peace-time service (Ministry of Labour and National Service statement, 14th August, 1944).

10th December, 1943. Mr. George Tomlinson, the Chairman of the Inter-departmental Committee referred to above, moved the Second Reading of the Bill.

He said that in the Report of the Committee "an attempt was made for the first time to treat the subject of rehabilitation and resettlement as a single problem and a continuous process. Medical science and industrial knowledge and experience . . . might both be used and might be found complementary to each other. . . . Experience in the working of the Interim Scheme convinced us that this assumption was correct. . . ."

It has taught us :

- (a) that whatever the disability and wherever and however it may have arisen, "the first step to rendering assistance must be to convince the patient that help is possible, and, if the help can appear in the shape of a promise of economic independence by the patient's own efforts, it is doubly effective."
- (b) " . . . the value of *training for a new occupation* wherever the disability prevents return to the previous occupation. . . ."

The object of rehabilitation is "to fit a person for employment which he can obtain and keep in normal competition with his fellows. . . ."

As an example of what has been found possible—largely under the stimulus of the need for manpower—Mr. Tomlinson mentioned that "in no less than 27 categories of engineering the blind are being used to-day.

The Bill is based upon the principle that disability is a handicap, and not a barrier, to employment, and that the great majority of people ordinarily regarded as disabled are capable of useful and productive work. . . . There is need . . . to consider what the disabled persons can do rather than what they cannot do, and . . . on that basis, to create the greatest possible opportunity for the disabled to take their places in the ordinary economic life of the country. . . .

It is no part of the Bill to make provision for medical rehabilitation, which is part of a comprehensive medical service. . . . The Bill deals with such phases of rehabilitation and resettlement as are necessary *in addition to medical treatment.*"

Winding up the Debate Mr. Bevin pointed out that the Bill will be complementary to the Factory Act and other Acts in the preventative field.

He considered the "Bill" an investment that "will add to the national income by many hundreds of millions" represented by additional "man-hours of production."

Mr. Bevin mentioned that when he first took office (in 1940) he found that "nearly 200,000 people had been written off . . . by local Committees as no good to society and a permanent charge on the Assistance Board. . . . Yet by measures of this kind (treatment and training) in this war that number had now been brought down to 18,000. . . ."

This scheme is designed so that it can be fitted into the general pattern of subsequent legislation," such as the schemes for the National Health Service, etc.

4th February, 1944. Speaking on the Third Reading, Mr. Tomlinson stated that "arrangements will be made for a formal statement to be presented to Parliament each year, showing the number of registered disabled persons in the Government's employ and the percentage of this number to the total number of employees. . . . It will enable comparison to be made between the position of Government Departments and other employers who are subject to the statutory obligations."

Survey of Occupations

23rd March, 1944. Mr. Bevin said: "Some preliminary work has been done with a view to carrying out the recommendations of the Tomlinson Committee that my Department should undertake a survey of occupations suited to particular disablements. At the appropriate stage I shall seek the assistance of employers' and workers' organisations in completing the survey . . . [which] will extend to occupations of all kinds."

[A leaflet describing the facilities now available for disabled persons both under the Disabled Persons (Employment) Act, 1944, and in other ways, has been issued by the Ministry of Labour and National Service, P.L. 162/1944.]

ARMED FORCES AFTER THE WAR

2nd February, 1944. The Parliamentary Under-Secretary of State for War, Lord Croft referred in the House of Lords to the need of bringing the Services into the picture as part of our reconstruction programme.

"Whatever the size of the Services required may be, and it is generally admitted that they will be large, it is a factor of importance in the rebuilding of our country and it is therefore desirable that it should be taken into account in all measures for the replanning of our life in the post-war period in order that youth may be able to consider the Services as a career. . . .

The fatal habit of disbanding a large part of the machinery of defence after the war is won will certainly not be followed on this occasion. Defence has been proved to be of more importance than ease, comfort or opulence. . . . The permanent policy of natural defence rests with Parliament and for me or anyone else to make any declaration or prophesy at this stage as to the system of service upon which Parliament will be called upon to decide would . . . be both premature and improper."

2nd March. Sir James Grigg referred to "the prospects of the post-war Army." He said: "In an examination of this problem there are many incalculable factors. Perhaps the only certainty is that, for many years, we shall be forced, in our own interests, and in the interests of world peace, to maintain considerable Armed Forces and that the Land Forces will have to play their part. It may also be taken as certain that the hard core of the Army will be a professional organisation having behind it considerable reserves. . . .

One of the first necessities is that the Army of the future should be a profession which attracts the best elements of our population, which offers also an honourable career, to all classes of the community, to almost every kind of intellectual training, to the technician and to the scientist alike. . . .

Advancement in the Service must be open to everyone who applies himself to its study. The monetary rewards must be sufficient, together with the intrinsic interest of the career, to attract a more than ample flow of recruits, whether for the commissioned or non-commissioned ranks. . . .

One matter I might perhaps mention specifically. We are considering carefully how best to associate scientists with the post-war Army. This war has shown how great a part science plays in modern warfare, and we cannot afford not to attract into the military organisation the best scientific knowledge and experience that our country can produce."

28th November. The Prime Minister said : " Plans for the reconstruction of the Army after the war are under active consideration in the War Office, and these include such matters as terms of service and the means of attracting men to enlist under regular engagements. The question of national service as the foundation of our military system is also being examined."

Royal Naval Scientific Service

8th September, 1944. The Admiralty announced that " to ensure the permanent provision for the Navy of the service which it needs in the fields of research, experimental design and development," the scientists and engineers engaged in these fields, " that is to say, broadly speaking, the personnel now enrolled in the Admiralty Scientific, Technical and Chemical Pools shall be reorganised as the **Royal Naval Scientific Service**.

The Head of the Royal Naval Scientific Service will be the Director of Scientific Research. . . .

It is intended that so far as security considerations permit, members of the R.N.S.S. should contribute to the discussions of the learned Institutions, thus enabling them to further the reputation of the Navy for high quality scientific and engineering work, and to contribute to advances in these subjects for the benefit of the nation as a whole."

Pre-Service Cadet Organisations

2nd August, 1944. The Deputy Prime Minister, Mr. Attlee, said : " It is the intention of His Majesty's Government to maintain the pre-service cadet organisations on a voluntary basis after the war. . . . The means of carrying out this intention in the post-war years are receiving close attention in the three Service Departments, but it is as yet too early to give the details of these plans."

The **Youth Advisory Council**—appointed to advise the President of the Board of Education on questions relating to the Youth Service in England—were requested in August, 1942, to consider the position of the Youth Service as an element in the educational system after the war.

Among other matters, the Council were asked to consider " what should be the future of the pre-Service training organisations."

In their Report, *The Youth Service after the War*, published 15th September, 1943, the majority of the Council were of the opinion " that after the war the general responsibility for the administration, direction and finance of the pre-Service training organisations be transferred to the Board (now Ministry) of Education and local education authorities, acting in close collaboration with the Service Departments."

A minority of the Council, however, wished to see maintained a closer connection with the Service Departments. They accordingly recommended

“ that the organisations be administered after the war by their respective Service Departments through an Inter-Services Cadet Committee, with the Board of Education added as a fourth member or as an independent Chairman.”

On 15th December, 1943, the Air Ministry had announced the appointment of Air Marshal Sir Leslie Gossage as Chief Commandant and Director-General of the Air Training Corps. The announcement stated that “ this is a new post which has been created to mark and still further strengthen the close association between the Air Training Corps and the Royal Air Force, as well as to provide more favourable conditions for post-war development.”

PARLIAMENTARY ELECTIONS—VOTING BY MEMBERS OF THE FORCES

A Committee on Electoral Machinery was set up in January, 1942, to consider, among other matters, whether improved methods and machinery for electoral registration can be devised “ having regard especially to the circumstances likely to obtain in the period following the termination of hostilities.”

The Committee was impressed with the need of securing that members of the Armed Forces should have effective facilities for exercising their voting rights, and of making the necessary arrangements well in advance in view of the probability that the first post-war General Election would find large bodies of the Armed Forces still posted in remote countries. Similar considerations apply to the Merchant Seamen.

Recommendations to achieve the above objects were included in the Committee's Report (Cmd. 6408), and effect was given to them in the Parliament (Elections and Meeting) Act, 1943, which received the Royal Assent on 11th November, 1943.

The Act provides for the compilation of a **service register** containing the names of electors who are members of the Armed Forces and Seamen. They will have facilities for voting by post or by proxy.

Section 10 of the Act lays down that every person appearing to be qualified to make a **service declaration**, which is a necessary preliminary to his name being entered in the *service register*, shall receive all reasonable instructions and assistance in making that declaration.

The duty of making arrangements for this purpose is, in the case of members of the Forces, laid upon the Admiralty, Army Council or Air Council, as the case may be ; and in the case of seamen, on the Minister of War Transport.

Questions asked in Parliament have evidenced concern as to whether everything possible has been done to enable members of the Forces to have their names entered in the Service Register and to explain to them the procedure of voting by proxy.

2nd May, 1944. The Secretary of State for War, Sir James Grigg, stated the position.

He said : “ that the machinery set up by the Army, and indeed by the three Services, for enabling officers and other ranks to be placed on the new Parliamentary Register is intended to carry out the provisions of the Parliament (Elections and Meeting) Act, 1943. . . .

“ The Army is giving effective opportunity to soldiers to exercise their rights and indeed is doing a good deal to persuade them of the importance of

doing so. An Army Council Instruction, a Notice Board Information and a pamphlet explaining what is involved and what must be done was issued on 1st April to all units. In addition, a short article entitled "Your Vote and how to cast it," as a suitable subject for a talk, was included in issue No. 69 of the A.B.C.A. production "War." . . . Two talks have also been given by the B.B.C. on the subject. . . ."

20th July. The Speaker's Conference on Electoral Reform and Redistribution of Seats, in a letter to the Prime Minister (Cmd. 6543), "attached great importance to the exercise of the franchise by members of the Services and Merchant Seamen, and asked the Government to keep the whole matter under constant review. . . ."

29th July. A Home Office Statement, entitled *Guidance for Service Voters*, reminds men and women in the Forces and the Merchant Navy that "it lies in their own hands to make sure that they can exercise the right to vote which belongs to them as free citizens of a democracy." The statement gives instructions how they should proceed so as to be able to vote when an election is held, by proxy if overseas, or by post or in person if in the United Kingdom.

List of Documents in Order of Mention in Text

	<i>Net Price.</i>
Re-Allocation of Man-Power between the Armed Forces and Civilian Employment during any Interim Period between the Defeat of Germany and the Defeat of Japan, September, 1944. Cmd. 6548...	1d.
Re-Allocation of Man-Power between Civilian Employments during any Interim Period between the Defeat of Germany and the Defeat of Japan, November, 1944. Cmd. 6568	2d.
Reinstatement in Civil Employment Act, 1944. 7 and 8 Geo. 6 Ch. 15 . . .	4d.
Reinstatement in Civil Employment Act, 1944. Ministry of Labour and National Service leaflet, R.E.L.1.	—
Further Education and Training Scheme. Ministry of Labour and National Service leaflet P.L.120/1943	—
Training for the Building Industry, February, 1943. Cmd. 6428 . . .	1d.
Emergency Recruitment and Training of Teachers. Board of Education leaflet, November, 1943	—
Recruitment to Established Posts in the Civil Service during the Reconstruction Period, November, 1944. Cmd. 6567	4d.
Report of Inter-Departmental Committee on the Rehabilitation and Resettlement of Disabled Persons, January, 1943. Cmd. 6415 . . .	9d.
Interim Scheme for the Training and Resettlement of Disabled Persons, October, 1941. Ministry of Labour and National Service leaflet, P.L. 93/1941	—
Training and Resettlement of Disabled Persons, March, 1944. Ministry of Labour and National Service leaflet, P.L. 93/1944 (Revised) . . .	—
Egham Centre. Industrial Rehabilitation for Men, October, 1943. Ministry of Labour and National Service leaflet P.L., 137/1943 . . .	—
Disabled Persons (Employment) Act, 1944. 7 and 8 Geo. 6 Ch. 10 . . .	4d.

Training and Resettlement of Disabled Persons. Ministry of Labour and National Service leaflet, November, 1944. P.L. 162/1944	...	—
Employment Policy, May, 1944. Cmd. 6527	6d.
The Youth Service After the War. A report of the Youth Advisory Council, 1943	6d.
Report of the Committee on Electoral Machinery, December, 1942. Cmd. 6408	9d.
Parliament (Elections and Meeting) Act, 1943. 6 and 7 Geo. 6 Ch. 48	...	9d.
Conference on Electoral Reform and Redistribution of Seats. Letter dated 20th July, 1944, from Mr. Speaker to the Prime Minister. Cmd. 6543	1d.

Selected Pamphlets

The British Legion, with its special knowledge of the problems of resettlement has published several reports. These, with studies by some of the political parties and P.E.P. of the problems of demobilisation and resettlement, are listed below.

<i>Organisation</i>	<i>Title</i>	<i>Where obtainable</i>
British Legion.	Interim Report on Training and Employment of Disabled Men (December, 1941).	Cardigan House, Richmond Hill, Surrey.
British Legion.	Interim Report on Demobilisation, Training and Employment of Fit Men (May, 1942).	Cardigan House, Richmond Hill, Surrey.
British Legion.	Interim Report on Women (March, 1943).	Cardigan House, Richmond Hill, Surrey.
British Legion.	Interim Report on Education (December, 1943).	Cardigan House, Richmond Hill, Surrey.
Communist Party.	Demobilisation. How should it be done? (February, 1944).	16 King Street, W.C.2. Price 2d.
Conservative Party.	"Looking Ahead"—Demobilisation and Resettlement. First Interim Report (September, 1943).	24 Old Queen Street, S.W.1. Price 6d.
Liberal Party.	Demobilisation—Proposals for a practical and speedy demobilisation policy for the nation. (January, 1944).	Liberal Publication Department, 8 Gayfere Street, S.W.1. Price 4d.
Political and Economic Planning.	Demobilisation and Employment (September, 1944).	Europa Publications Ltd., 39 Bedford Square, W.C.1. Price 1/-

C.—CIVIL AVIATION

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CIVIL AVIATION AN INTERNATIONAL PROBLEM

“ The whole question of the development of civil aviation must depend upon international arrangements ” (Lord Cherwell, 13th July, 1943).

“ We cannot decide our national set-up until the international organisation of civil air transport has been settled ” (Sir Archibald Sinclair, 14th March, 1944.)

Informal and exploratory conversations on Civil Air Transport took place at a Conference with the Dominions and India in October, 1943. These were followed by consultations between representatives of the British and United States Governments in April, 1944, in preparation for an international conference on civil aviation.

54 nations took part in this international conference which opened in Chicago on 1st November, 1944.

Thus, post-war civil aviation belongs to the wider field of international reconstruction, which is beyond the scope of the present survey. The subject is considered here from the domestic angle, primarily in its bearing on post-war employment in this country.

MINISTERIAL RESPONSIBILITY FOR CIVIL AVIATION

On 8th October, 1944, it was announced from 10 Downing Street that Viscount Swinton had been appointed Minister of Civil Aviation.

The purpose of the appointment of Lord Swinton as Minister of Civil Aviation is to enable a Minister of Cabinet rank to devote his whole time to carrying forward the work of planning in the field of civil aviation, particularly in its International and Imperial aspects.

Previously the responsibility for civil aviation had rested with the Secretary of State for Air (Sir Archibald Sinclair) under statutory authority, and legislation will be necessary to separate the functions of the two Ministries.

Responsibility for the co-ordination of post-war civil air transport policy under the War Cabinet had, from October, 1943, rested with the Civil Air Transport Committee, presided over by the Lord Privy Seal (Lord Beaverbrook). "The Civil Air Transport Committee . . . has now completed its inquiries and tendered its report" (Prime Minister, 3rd October, 1944).

"The particular responsibility . . . of seeing when we can switch over design capacity from combat to civil types . . . is one for the Ministry of Aircraft Production" (Captain Balfour, Joint Under-Secretary of State for Air, 17th December, 1942).

THE GOVERNMENT'S POSITION

Although the Government's plans for civil aviation cannot be announced pending international decisions, the subject has long been receiving the close attention of the Government and their general attitude has been defined.

Few subjects have more frequently occupied the attention of Parliament in the last two years than the future of civil aviation. Between December, 1942, and October, 1944, there have been 9 Debates on the subject in the House of Lords and 7 in the House of Commons, as follows :

House of Lords	House of Commons
10th February, 1943.	17th December, 1942.
11th March, 1943.	11th March, 1943.
15th April, 1943.	14th April, 1943.
12th May, 1943.	1st June, 1943.
13th July, 1943.	14th March, 1944.
20th October, 1943.	3rd August, 1944.
19th January, 1944.	20th October, 1944.
10th and 11th May, 1944.	
12th October, 1944.	

17th December, 1942. In the first of the above Debates, the Joint Under-Secretary of State for Air, Captain Balfour, stated the Government's position :

"There is a universal acceptance of the importance of air transport for our national future. There is no question about that. . . . But . . . during the war the extent of our support to civil aviation has had to be measured by its contribution to the war effort. . . ."

The Government want to go ahead wherever possible. We must look at post-war civil aviation in a big way. *It is one of the major tasks of national reconstruction. . . .*

Although we cannot divert any large amount of designing staff to the preparation of purely civil types . . . nevertheless we can now start thinking and planning without detriment to our war effort, and this we are doing."

19th January, 1944. The Lord Privy Seal, Lord Beaverbrook, said : "It is our intention that the Government shall take a full measure of responsibility for the development of civil aviation when the war comes to an end. . . . To the performance of the task we shall bring the vast knowledge of the air and of the aeroplane which Great Britain has acquired. . . . We have exhibited the most remarkable capacity for design and development of new types of aircraft. We have manifested the highest degree of engineering skill in bringing production to a state of efficiency."

Lord Beaverbrook instanced the launching in the United States of America by our engine manufacturers, "in the very darkest days of the war . . . [of] the most famous engine in all the world, the Rolls-Royce Merlin.

. . . The aircraft industry in Great Britain, which served us so well in the hour of our greatest peril, is capable of performing, when peace comes, a programme of design, development, and production of civil aircraft which will not disappoint the highest hopes of those of us who believe in the dazzling future of civil aviation throughout the Empire."

10th May. Lord Beaverbrook added : " We are committed to the pursuit of an efficient and enterprising civil aviation and . . . to the furthest expansion of British air transport that the conditions in this country and the Empire will permit. . . ."

PREPARATIONS FOR LONG-TERM POLICY

Meanwhile, preparations are in hand for the post-war period.

"An Inter-Departmental Committee was appointed in August, 1941, [under the Chairmanship of Lt.-Col. Sir Francis Shelmerdine, Director General of Civil Aviation] to make recommendations as regards the reconstruction, organisation and development of civil aviation after the war. This Committee submitted an Interim Report in January [1942]" (Sir William Jowitt, 18th November, 1942). The report has not been made public.

11th May, 1944. Lord Beaverbrook stated : " So far as long-term policy for civil aviation is concerned, the Air Ministry have under review the form of organisation, the planning of routes, and questions of aerodromes, equipment and ground organisation. These questions are now in an advanced stage. . . ."

DESIGN FOR CIVIL AIRCRAFT

First Brabazon Committee

10th February, 1943. The Joint Under-Secretary of State for Air, Lord Sherwood, gave the information that " a small technical Committee has been set up under the Chairmanship . . . of Lord Brabazon, to inquire into the question of the development of types of aircraft for civil aviation. . . . The Committee have taken evidence from the industry, from the British Overseas Airways Corporation and from distinguished technicians, and they have carefully reviewed all the latest developments. They have had the benefit of advice from senior officers with recent experience of these problems. The Committee have worked at high pressure, and their Report was handed to the Secretary of State for Air and the Minister of Aircraft Production yesterday [9th February]."

17th February. Sir Archibald Sinclair said that the Report of the Brabazon Committee cannot be published.

11th March. Lord Cranborne in the House of Lords, and Sir Archibald Sinclair in the House of Commons, made statements on the action contemplated as a result of the recommendations of the Brabazon Committee.

Sir Archibald Sinclair said : " The War Cabinet have . . . taken the decision that the design of a limited number of types of civil aircraft shall proceed with the assistance of the Government as and when it can be arranged without interfering with work on aircraft required for the war. The resources of the British aircraft industry in design staff are limited, and it is only by the

unceasing efforts of the designers that British technical superiority over the enemy in military types has been and will in the future be maintained. However, we shall, in association with the industry, do our utmost to organise design staffs of the high calibre required, so that they may start without delay on the design of some, at least, of the new types recommended and on conversion work."

1st June. The Deputy Prime Minister, Mr. Attlee, said that "as a result of that decision . . . the Minister of Aircraft Production has initiated consultations between his Department and the principal aeroplane constructors to see what can be done to advance the matter, without impinging in any way on the war effort." Mr. Attlee gave the further information (i) that "it has been possible to allocate the different design jobs for some four types of planes to certain firms . . ." and (ii) that "certain other arrangements are in hand for the adaptation of existing types for civil service, as was also recommended by the Brabazon Committee."

3rd November. The Minister of Aircraft Production, Sir Stafford Cripps, said: "A start has been made with designs for aircraft and the matter of engines is now receiving attention."

Second Brabazon Committee

1st December, 1943. Sir Archibald Sinclair gave information about a second Committee under the Chairmanship of Lord Brabazon.

"The functions of the earlier Committee . . . were, in the main, to recommend in broad outline, and confidentially, what new types of civil aircraft were required for the post-war period and what types of military aircraft could suitably be converted to meet civil needs when the war came to an end."

The Committee concluded its labours with great expedition. "The firms to which the types were allotted are already engaged on the preliminary stages of the design work."

Thereafter, Lord Brabazon accepted "the Chairmanship of another Committee, also advisory in character, whose task it is to prepare, with due regard to traffic needs and economy of operation, a list of requirements for each type in sufficient detail to enable design and development to proceed beyond the preliminary stage. The work of this Committee is thus an extension of that of the earlier Committee, and I am glad to say that equally good progress is being made."

14th March, 1944. Sir Archibald Sinclair reported progress.

"It was just over a year ago that I announced in the House the Government's decision that work should proceed, so far as preoccupation with the war would allow on the design of a limited number of aircraft for civil use and on the adaptation for civil use of aircraft which had already proved themselves in war time. Considerable progress has been made with this work. Two committees have been established under the chairmanship of Lord Brabazon. The first Committee recommended the design of five new types of aircraft and considered that at least four of our war time military aircraft would be suitable for civil use with varying degrees of modification."

In the latter class, Sir Archibald Sinclair mentioned the Avro York, a military transport version of the Halifax bomber, the Short Sunderland and

the Avro Tudor, and added that he hoped "that it may be possible to construct civil versions of other types as time goes on."

As to the new types recommended by the first Brabazon Committee, Sir Archibald Sinclair said: "The Minister of Aircraft Production, after taking into account the military commitments of the industry, found it possible . . . to select designers for four out of the five. . . . I . . . asked Lord Brabazon to preside over a second Committee to undertake the task of drawing up a detailed list of requirements for each type. . . . In the course of its review it has recommended the design of two new types additional to the original five. All these recommendations I have accepted."

3rd August. Captain Balfour, referring to the progress made with civil types of aircraft, announced a further important step.

The rate of progress was limited "by larger military commitments, not as regards labour so much as drawing office staff." The aircraft industry have a comparatively small drawing office staff, but our military requirements must be met.

"Except for designated types of major importance, *civil types are to have equal production priority with other designs.*"

TYPES OF CIVIL AIRCRAFT

19th January, 1944. Lord Beaverbrook referred to the progress made "in providing types of aircraft for civil aviation."

"These are . . . types suitable for civil aviation . . . which can be used . . . for military transport during the war."

Lord Beaverbrook mentioned two types of aircraft:

- (i) The **Brabazon**: ". . . All-up weight . . . more than 100 tons; with a speed of 250 miles an hour and a capacity for 50 passengers and 2 tons of mail. The airplane will be scheduled to cross the Atlantic in 15 hours. The design . . . has been begun, and the prototypes are actually on order. . . ."
- (ii) The **Tudor**: ". . . All-up weight . . . about 32 tons . . . cruising speed . . . 220 miles per hour. . . . The journey over the North Atlantic in winter as well as summer, with 12 passengers and luggage, will be an easy flight. . . . Its design is already in hand. The prototypes will be brought out as soon as possible."

19th January. On the same date the Parliamentary Secretary to the Ministry of Aircraft Production, Mr. Lennox-Boyd, said that while preparations were being made for the construction of the types of civil aircraft recommended by the Brabazon Committee, "as a short-term expedient, certain bomber types are being converted for transport purposes so as to be immediately available for commercial work when their use in support of the war effort is no longer required. The Avro 'York' is an example."

14th March. As noted above, Sir Archibald Sinclair mentioned that the first Brabazon Committee had recommended the design of five new types of aircraft, and that the second Brabazon Committee had recommended the design of two new types, all of which had been accepted. Sir Archibald Sinclair described these seven types.

- (i) "The big transatlantic landplane being designed by the Bristol Aeroplane Company." (The Brabazon).

- (ii) "A landplane of over 100,000 lb. all-up weight . . . capable of operating the North Atlantic route with an interim stop at Newfoundland . . . also . . . suitable for long-range operation on other trunk routes."
- (iii) "A slightly smaller four-engined aircraft, of about 70,000 lb. all-up weight . . . designed with a more capacious body than the previous one and . . . intended for the operation of truck routes in medium stages" (The **Tudor**).
- (iv) "A twin-engined landplane of about 40,000 lb. all-up weight . . . capable of seating about 30 passengers . . . suitable for European service and other short-medium range work."

These four types will be pressurised.

- (v) A "revolutionary" type representing "the application to civilian purposes of jet propulsion. Its speed will far out-class that of any civil machine now in operation."
- (vi) "A landplane of conventional design for which the . . . specification has not yet been drawn up. It will seat about 14 passengers and is intended for use on feeder lines in the Colonies and in other overseas countries. It will also be suitable for internal service in this country."
- (vii) "A smaller twin-engined landplane of 8,000 lb. all-up weight, seating up to eight passengers. It will also be suitable for feeder lines and taxi work."

10th *May*. Lord Beaverbrook said: ". . . We have a number of excellent designs for new types . . . but . . . progress is slow, and there have been setbacks caused by military priorities." He mentioned that "The **York** . . . in production on a small scale, and . . . giving excellent service . . . flew . . . 6,857 miles from the United Kingdom to Delhi in 32 hours flying time . . . carried a load of 4 tons."

CIVIL AVIATION AND EMPLOYMENT

13th *July*, 1943. On the subject of the amount of employment that a purely civil aviation could provide after the war, the Paymaster-General, Lord Cherwell, said: "While we all agree that we must look forward . . . to an immense expansion of civil aviation . . . we should not deceive ourselves about the number of aircraft which will be required and the amount of employment involved in their manufacture. Even if every single person leaving these shores travels by air, a fleet of something like 1,000 aircraft would be sufficient to carry them. In general, civil aircraft lasts a good many years, so that it does not take a statistician to work out to what degree the aircraft industry will have to contract if it has to depend for its orders on civil aviation."

20th *October*. Lord Beaverbrook expressed his belief "that newspapers will be carried after the war to an increasing extent by aeroplane . . . and that the carrying of mail will exceed even the development in the number of passengers, so that, plainly, civil aviation is likely to grow very fast."

At the same time he uttered a warning that his estimate of 2,000 aeroplanes in Great Britain engaged in civil aviation—or 1,000 as given by Lord Sherwood—will not "enable the civil aeroplane requirements to take up and occupy the slack in manufacturing enterprises when the building of war planes comes to an end."

19th January, 1944. On the subject of how many aircraft we shall need, Lord Beaverbrook said : " I set down the figure of 2,000 aircraft as a tentative proposal (20th October, 1943) but I cannot really suggest any figure. . . . "

10th May. Lord Beaverbrook said : " We shall do all we can to promote our own supplies of aircraft for civil aviation, for *our purpose must be to provide opportunities for the aircraft industries in Britain.* "

" . . . The production of new aircraft is not the whole story on the industrial side of civil aviation. There is also the continuing need to provide spares and equipment for airfields. . . . We must have adequate radio apparatus and radio apparatus offers an immense field for manufacturing enterprise. . . . Installations in aircraft and on the ground open up real prospects for a big new industry. . . . "

" Then again, we must sustain our position in the production of engines . . . Britain . . . is the home of the liquid-cooled engine. . . . "

12th October. Lord Beaverbrook stated that " the main purpose of the new Aviation Minister [Lord Swinton] will be to provide conditions affording the greatest amount of employment in civil aviation and the aircraft factories. "

AIRFIELDS

9th June, 1943. Sir Archibald Sinclair said that " well developed airfields . . . will be made available both for our overseas and our internal air services after the war. It is not, however, possible at this stage . . . to determine the position of particular airfields in the post-war organisation of civil air transport. Meanwhile, the technical problems involved are being closely and actively studied. "

15th December. Lord Sherwood stated that " all the airfields which are now being constructed are . . . being constructed for the war . . . but in planning our war-time airfields, especially those near large centres of population, we have had in mind, so far as military considerations allow, the needs of peace, and a chain of airfields has been provided which should go far to satisfy the requirements of post-war civil air transport. "

14th March, 1944. Sir Archibald Sinclair gave further details. " We have looked as far into the future as possible and considered the length of runways and other characteristics which airfields of the future must have. We have set out our ideas in a special pamphlet. . . . We have sent it to aircraft constructors, operators, and aerodrome owners, and to the pilots themselves, so that they will let us know what they think of it. When we have had their contributions, we will put the pamphlet on sale, and I have no doubt that a pamphlet like this, epitomising the most up-to-date and most authoritative opinion, will be the foundation of airfield planning in this country. . . . We have been looking at the existing airfields in this country to see which of them should be developed for the routes in future. This means not only inspecting each airfield, but the surrounding country as well. We have got a long way with our survey. Thus we shall start after the war with an airfield system which was planned . . . to take advantage of all developments which the best brains and greatest experience could foresee. "

Sir Archibald Sinclair said that " we need fine airports built for Transport Command, and in planning such airports we shall certainly have in mind the possibility of extension to the still ampler scale which will be required for international air transport after the war, " but he added that " any project which we have in mind now is a project solely for war purposes. "

3rd August. Captain Balfour referred to airport policy.

"We shall need only one or two terminal airports, and a number of emergency landing grounds for use in bad weather. I think the Government will have to assist in the provision of terminal airports, and that is being kept in mind.

"As regards . . . an aerodrome not far from London . . . that aerodrome is being made for . . . military transport purposes. . . . As and when, after the war, we decide what airports are to be used for civil purposes, all suitable airports and their possibilities will be surveyed and the best one chosen."

27th September. Sir Archibald Sinclair gave the information that "there were 42 established municipal aerodromes in this country at the outbreak of the war. Since that date . . . inquiries have been received from 15 municipalities which are planning to reserve or develop sites for this purpose."

AERONAUTICAL SCIENCE AND RESEARCH

School of Aeronautical Science

13th July, 1943. Lord Cherwell announced that "the Government have asked the Aeronautical Research Committee to explore the possibility of founding a school of aeronautical science. . . . In principle, I understand that the Committee . . . has agreed to the desirability of some such institution, and we hope to receive a preliminary report in the course of the next few weeks. . . .

We also hope that, when we have carried the subject a little further, we shall be able to explore, with the Governments of the Commonwealth and the Empire, the possibility of making this proposed institution a great imperial venture."

1st December. The Minister of Aircraft Production, Sir Stafford Cripps, said that the Aeronautical Research Committee had made a report, "the main recommendations of which have been approved in principle by the Government." He added that he had appointed an Inter-Departmental Committee under the Chairmanship of Sir Roy Fedden to make proposals for the establishment of a School of Aeronautical Science. The terms of reference were :

"To prepare and submit to the Minister of Aircraft Production detailed proposals for the establishment of a school of aeronautical science within the general framework of the recommendations of the Aeronautical Research Committee in their report of 10th August to the Minister."

18th October, 1944. Sir Stafford Cripps announced that "Sir Roy Fedden's Committee had recently reported and has recommended the setting up of a College of Aeronautics to give advanced instruction in aeronautical science and engineering in all branches. It is further recommended that the college should be administered under the Minister of Education by a governing body representing the various interested sections of the community It is suggested that a start should be made as soon as possible in temporary accommodation.

The Government has accepted in principle the recommendations of the Committee and . . . premises for temporary adoption are being made available by the Air Ministry. . . . The suggested permanent site is also under review."

4th November, 1944. The Report of the Inter-Departmental Committee entitled **A College of Aeronautics**, was published.

The estimated capital cost of the permanent College is £2,610,000 and the proposed net annual expenditure to be met by the Exchequer £360,000.

A temporary scheme at a capital cost of £400,000, with net annual expenditure of £200,000 is recommended, the establishment of the College being regarded as a matter of urgency.

Radio

17th December, 1942. Captain Balfour said that "the Ministry of Aircraft Production and the Air Ministry are working in close concert on various aspects of post-war civil equipment," such as "the application of war-time radio devices and radio aids to peace-time needs."

1st March, 1944. Sir Stafford Cripps said: "All the ways in which radiolocation might best be used for the assistance of post-war civil aviation have recently been discussed by technical and operational experts at a British Commonwealth and Empire Conference, and further investigations are proceeding."

Jet Propulsion

29th February, 1944. Captain Balfour said that "active work is going on with jet propulsion and . . . the most skilled and the most knowledgeable scientists are carrying on that task."

14th June. Lord Sherwood announced that the Government have taken over Power Jets Limited because "the development of gas turbine engines, or what is known as jet propulsion, has reached a stage when, if the nation is to receive the full potential benefit of this very revolutionary invention, it is essential that we should set up a permanent Government-owned research centre."

Lord Sherwood referred to the directive which the Minister of Aircraft Production has given the board of directors. The first clause of the directive is: "To act as the recognised national establishment for furthering, in collaboration with industry and the Services, the advancement of knowledge on the subject of gas turbine engines and their use in aircraft. . . ."

Lord Sherwood further mentioned that "The Minister has also set up a Gas Turbine Technical Advisory and Co-ordinating Committee under the chairmanship of Dr. H. Roxbee-Cox, who is chairman of this company. This Committee includes representatives of all the industrial firms directly engaged on gas turbine work for the Ministry of Aircraft Production, and it will be extended as necessary to cover any other interests involved."

AIR TRAINING CORPS

(See also under **Armed Forces—Pre-Service Cadet Organisations**)

15th September, 1943. In a speech to the City of London Squadron of the Air Training Corps, Sir Archibald Sinclair said that the uses of the Air Training Corps will not cease when the war is won.

"There will be great developments in air transport and air communications both at home and throughout the world. The British Commonwealth of Nations will have a tremendous part in the development of world-wide air transport routes.

This development after the war will offer a challenge to the youth of Great Britain hardly less urgent than the challenge of war. There will be opportunities for young men not only in the operation of aircraft as captains, navigators and engineers, but in all the ancillary trades and industry connected with air transport—at the airports, at radio stations and transit depots. . . .

In war the Air Training Corps has unlocked the door of service with the Royal Air Force to the youth of Britain—in peace it will hold the key for many of you to a career of high adventure in the service of mankind.”

15th January, 1944. Captain Balfour, speaking at the opening of the A.T.C. Wing House at Croydon said : “ The A.T.C. has a future assured to it from the declaration that it shall continue after the war. We are now studying and planning what the shape and size of the post-war corps shall be. There are the same two foundation rocks for the post-war set up as for war. First, that . . . the corps must be organised on a nation-wide scale, and secondly, that it shall retain its essential purpose, which is to serve the R.A.F. with the best which is there.” (*The Times*, 17th January, 1944).

Document

A College of Aeronautics. Report of the Inter-Departmental Committee on the establishment of a School of Aeronautical Science, 19th July, 1944. Net price 2/-.

<i>Organisation</i>	<i>Title</i>	<i>Where obtainable</i>
Air League of the British Empire.	Post-War Air Transport (November, 1943).	Kinnaird House, 1a Pall Mall East, S.W.1
Association of Municipal Corporations.	Post-War Civil Aviation. Report of the Municipal Aerodromes Committee (April, 1944).	Palace Chambers, Bridge Street, S.W.1.
Four Conservative Members of Parliament.	Air Transport Policy (August, 1943).	Robert Spicer, House of Commons.
General Council of British Shipping.	Air and Sea Transport (8th January, 1943).	Bury Street, St. Mary Axe, E.C.3.
Independent Committee on the future of Civil Aviation.	First Report of an Independent Committee on the Future of Civil Aviation (May, 1943).	Major K. M. Beaumont, D.S.O., 380 Gresham House, Old Broad Street, E.C.2
Independent Committee on the future of Civil Aviation.	Second Report (May, 1944).	Major K. M. Beaumont, D.S.O., 380 Gresham House, Old Broad Street, E.C.2.
Joint Air Transport Committee of The Association of British Chambers of Commerce, The Federation of British Industries, and The London Chamber of Commerce.	Air Transport Facts : 1, March, 1943. 2, April, 1943. Statements : May, August and October, 1943 ; March, 1944.	69 Cannon Street, E.C.4.
Labour Party.	Wings for Peace. Labour's Post-War Policy for Civil Aviation (April, 1944).	Transport House, Smith Square, S.W.1.
Society of British Aircraft Constructors.	The Future of British Air Transport (June, 1943).	Price 4d. 32 Savile Row, W.1.
Southampton Harbour Board.	A Scheme for a Sea Aerodrome and Air Base combined with a Land Aerodrome at the Port of Southampton (December, 1943).	The Clerk to the Board, Harbour Offices, Town Quay, Southampton.

D.—EDUCATION

[See also Notes on the Educational Reconstruction Bill Introduced into the House of Commons, 15th December, 1943, Q.4829, dated 14th December, 1943.]

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[On 8th August, 1944, under the provisions of the new Education Act, the President of the Board of Education became the Minister of Education and the Board of Education became the Ministry of Education.]

THE EDUCATION ACT

Introductory

The Education Act, 1944, which received the Royal Assent on 3rd August, 1944, brings on to the Statute Book the first of the Government's major measures of social reform.

From an early stage of the war, in spite of air bombardment and threat of invasion, the foundations of this great reform were being laid.

Speaking at Oxford on 2nd January, 1941, Mr. H. Ramsbotham (now Lord Soulbury), then President of the Board of Education, said now was the time to lay plans for great and far-reaching reforms in Post-primary education

covering the years 11-18. He and his advisers were giving deep and careful thought to this problem.

Addressing the London Branch of the National Union of Teachers on 12th May, 1941, Mr. Ramsbotham said : " Discussions . . . will be necessary with representatives of authorities and of the teaching profession, but I have already indicated in previous speeches three main lines of advance to be undertaken as soon as possible after the war is over :

- (1) The raising of the school leaving age to 15 without exemptions.
- (2) The establishment of Day Continuation Schools.
- (3) The reform and expansion of our Secondary School system so that a secondary education of a type suitable to their varying capacities is made available for every child from the age of 11."

It fell to Mr. R. A. Butler, who succeeded to the Presidency of the Board of Education on 20th July, 1941, to carry on the discussions for which the way had been prepared by his predecessor in office.

16th July, 1943. Mr. Butler said : " Conversations covering the whole field of education have been proceeding during the last two years with representatives of the local education authorities, of the teaching profession, of the Churches and of other interests. . . . These discussions . . . have disclosed a strong general desire for the improvement of our education and a wide measure of agreement on the lines upon which it should be reformed. . . ."

Meanwhile some of the major reforms that were to find a place in the Act had been indicated by Government spokesmen. For example :

15th July, 1942. Lord Selborne said : " . . . The Government are considering these three very important steps—forthwith restoring the school leaving age to 15, then exploring the possibilities of extending the age to 16, and, thirdly, compulsory part-time education beyond that age."

Other subjects being considered were " the improvement in medical inspection of children . . . extending school meals and the provision of milk . . . easing the way for the poor scholar to the university, the improvement of technical education, the care of children under five. . . ."

14th October, 1942. Speaking in Wales, Mr. Butler said " the School Medical Service would . . . have to be extended to cover the period of adolescence."

22nd February, 1943. At Glasgow, he said : " I am determined that a scheme for continued education from 14 to 18 shall form part of the scheme which I am preparing."

21st March, 1943. The Prime Minister, in his Four-Year Plan gave a prominent place to " broader and more liberal " education, with " equal opportunities for all."

8th December, 1943. The Minister of Reconstruction, Lord Woolton, said in reference to the coming Education Bill : " This is really reconstruction in its essence, because here we are going to improve the chances of our young people to prepare themselves for the hard task with which their generation will be confronted. This is a fundamental step towards the reconstruction of the country after the war."

The White Paper on Educational Reconstruction

16th July, 1943. The Government's proposals for Educational Reconstruction were presented to Parliament in a White Paper (Cmd. 6458).

The Government's purpose in the proposed reforms is "to secure for children a happier childhood and a better start in life; to ensure a fuller measure of education and opportunity for young people and to provide means for all of developing the various talents with which they are endowed and so enriching the inheritance of the country whose citizens they are."

The plan would be brought into operation by stages, and would fit into the general picture of social reconstruction. The rate at which it would be possible to proceed would depend upon a sufficiency of teachers and the provision of new buildings and equipment. Within the period of the Four-Year Plan of social advancement foreshadowed by the Prime Minister it was hoped to complete the initial design of the future structure of a reorganised statutory scheme of full-time education, and to take the first steps in the programme of raising the school leaving age and of establishing a system of compulsory part-time education for young people up to 18.

The ultimate additional cost (above the annual post-war cost of education on the basis of the present educational lay-out, estimated at £123 million) when all the reforms proposed are in full operation, would, it was estimated, be of the order of £67 million annually, of which the Exchequer would bear £44 million, and the rates £23 million. [For the subsequent increase in this estimate, due mainly to the expansion of technical and adult education and the inclusion of the cost of raising the school leaving age to 16, see below.]

The comprehensive and far-reaching reforms envisaged in the White Paper included the raising of the school-leaving age to 15, and to 16 at a later date; compulsory part-time education for young people up to the age of 18; the expansion of facilities for technical and adult education.

The proposed reorganisation of the present system would involve, *inter alia*, the complete recasting of the statutory system of education into "primary," "secondary" and "further" education; with well-designed and equipped primary schools for all children up to the age of 11, and secondary schools of three types, "grammar," "modern" and "technical" for all children from that age; secondary education at all schools maintained by the local education authorities to be free; local authorities to be given power to establish boarding schools and hostels for children whose parents wish them to have a residential education.

It was proposed to enable the "voluntary schools" to play their full part in the general system of public education, at the same time providing that every Primary and Secondary School shall give religious instruction—parents having the right to withdraw their children from such instruction if desired.

There would be an adjustment of the present system of local education administration to secure unified control.

Other proposals included provision of nursery schools; reform of the present methods of recruiting and training teachers; remodelling of the curriculum of secondary schools; further expansion of the Youth Service; and improved opportunities for University education.

Many of the changes proposed in the White Paper would require legislative action, but other important changes could be effected by adminis-

trative action. A summary of the principal reforms, divided under these two heads, was given in paragraph 126 of the White Paper.

The White Paper in Parliament

Announcing the presentation of the White Paper in the House of Commons, Mr. Butler said : " The Government have in mind a *comprehensive reform* of the system of public education in all its aspects. It is their desire that ample opportunity should be given for consideration of the plan as set out in the Paper, before the stage of legislation is reached. The different aspects of the scheme touch upon many sides of our national life, and it is desirable that matters which affect the future well-being of the younger generation should be considered by the House and by the country as questions for which the whole nation accepts responsibility.

There is no need to emphasise the magnitude of the issues involved in a complete recasting of the educational machinery ; in planning a progressive lengthening of school life for all children ; in seeking a solution of the long-standing problem of the voluntary schools ; in ensuring an enduring place for religious teaching in our schools ; in introducing a scheme for the physical and mental well-being of the adolescent ; and in adapting the system of local administration to the new design."

After debates lasting two days, in the House of Commons (29th-30th July, 1943) and the House of Lords (4th-5th August), a motion welcoming the intention of the Government to proceed with educational reform as evidenced by the White Paper was passed by both Houses.

The Education Bill

15th December, 1943. The Education Bill " to reform the law relating to education in England and Wales " was presented in the House of Commons.

An Explanatory Memorandum by the President of the Board of Education (Cmd. 6492) was issued at the same time. The memorandum described the more important provisions of the Bill and indicated the alterations made in the White Paper proposals. [For further particulars on this point the reader is referred to Q.4829.]

3rd August, 1944. The Bill received the Royal Assent, after having in its various stages occupied the House of Commons for 22 days and the House of Lords for 13 days. The Bill has thus become the **Education Act, 1944.**

The Education Act

The new Act supersedes all existing Education Acts. It reconstructs the public system of education and for the first time requires the registration and inspection of schools outside that system.

The Act is based on the White Paper of July, 1943, with certain modifications and additions made in the light of public consideration of that Paper. It embodies all the legislative changes proposed in the White Paper as well as a considerable number of amendments made during the passage of the Bill through both Houses of Parliament.

The main features of the Act are—broadly—as follows :

- (1) The powers and duties of the central education authority are re-defined. The President of the Board of Education and his department become the Minister and Ministry of Education.
- (2) Two Central Advisory Councils for Education, *one for England* and one for Wales, will be established to advise the Minister on educational theory and practice.
- (3) The statutory system of public education is to be reorganised into three progressive stages, to be known as **primary** education, **secondary** education, and **further** education.
- (4) Education Authorities will be obliged to provide nursery education for children under 5 wherever it is needed.
- (5) School leaving age is to be raised, first to 15 ; then to 16 years.
- (6) Reorganisation of present elementary schools is to be completed so that well-designed and equipped primary schools and secondary schools, varied in type, are available, without tuition fees, to all children.
- (7) The law is to be amended to :
 - (i) Emphasise the position of religious instruction as an essential element of education.
 - (ii) Enable schools provided by voluntary bodies to play their part in the proposed developments.
- (8) A compulsory system of part-time education in working hours is to be introduced for young persons, not in full-time attendance at school, up to the age of 18.
- (9) Adequate and properly co-ordinated facilities for technical and adult education are to be provided.
- (10) Existing facilities are to be extended for securing the health and physical well-being of children and young persons. In particular, the Act imposes on Education Authorities the duty of providing free medical treatment, as well as milk and meals, for pupils in attendance at any school or college maintained by them.
- (11) Independent schools are to be inspected and registered.
- (12) The present system of local educational administration is to be adjusted to the *new educational lay-out*, the number of Local Education Authorities being reduced and provision made for the delegation of certain functions by County Councils to "divisional executives."
- (13) Other clauses in the Act provide that the Minister should have general responsibility for ensuring that adequate facilities are available for the training of teachers ; he may give any necessary direction to Local Education Authorities for this purpose. General powers will enable him to foster educational research.

Summary of Time-Table

The powers proposed by the Act will enable the new administrative structure to be prepared in readiness for 1st April, 1945. On this date the main body of the Act comes into force. The school leaving age would have

been raised to 15 on the same date, had not the Minister found it necessary to use his emergency power of postponing this step (for not more than two years), and made an Order retaining the age at 14 for at least one year more. This was necessary because the supply of new teachers and the provision of new buildings cannot be secured in time (see below).

Within the following twelve months the new Education Authorities will be required to prepare and submit to the Minister "development plans" covering the whole field of primary and secondary education.

After preparing their development plans for primary and secondary education, Local Education Authorities will be getting ready to establish County Colleges, under the scheme for further education. The Minister will fix the date on which it will become their duty to secure the necessary facilities. When facilities are available, he will fix the date of compulsory attendance.

Authorities will also be required to proceed with the planned development of technical and adult education.

The registration and inspection of independent schools will become compulsory when the necessary inspecting staff is available.

Finance

The total additional cost of the reforms was estimated at the time of the presentation of the Bill at £5½ million in the financial year 1945-46, rising gradually to about £47 million in 1951-52 and ultimately reaching £80 million.

The corresponding figures in the White Paper were £1 million, £40 million and £57 million respectively. The increase arises from the general speed-up and expansion of technical and adult education, and in part from the inclusion of the cost of raising the school leaving age to 16.

19th January, 1944. In moving the Second Reading of the Bill, Mr. Butler said "This Bill . . . provides a new framework for promoting the natural growth and development, not only of children, but of national policy itself towards education in the years to come. This Bill completely recasts the whole of the law as it affects education. . . . Instead of a rudimentary education . . . we hope to institute *the broader training of a citizen* for all. . . ."

Mr. Butler noted that the provisions for medical attention for children attending school or a young people's college "will 'cog on' to later Government policy as it comes along," such as a National Health Service.

He said that "perhaps the biggest change in this sphere of medical education will be the bringing about of a regular and careful inspection of boys and girls who have left school and entered employment. These . . . young people . . . are the most susceptible to certain illnesses and to the unaccustomed strain of their new working life, and yet at present there is no continuation of the medical service to look after them."

Mr. Butler explained the objectives of secondary education under the Bill.

"In the new attitude to secondary education we have two main objectives. The first is, that as far as possible provision of various types of education should be accessible to all, whatever their social or financial circumstances; and secondly, that traditions and standards which have been a feature of

our British education should, so far as possible, be preserved. There is no desire to 'level down'; there is only a desire to bring everybody ever upwards."

Illustrating the scope of technical education provided by the Bill, Mr. Butler said: "... We have provided for building loan charges to cover a programme of capital expenditure amounting in the seventh year to at least £22,000,000, rising eventually to £32,000,000, and we make provisions for at least £2,000,000 of capital expenditure in the first year. . . ."

12th May. Winding up the Debate on the Third Reading, Mr. Butler described the Bill as "a national achievement which shows to our own people, to our Empire and to foreign countries the intensity and vitality of the greatness of our people. . . ."

The great thing we can feel in passing this Bill is that the structure we have here does violence to no one's conscience, it gives opportunity to everyone's individuality, and upon that structure there can be built a system of education which will make the world a better place, and life a worthier thing."

Mr. Butler added that "it is the desire of the Government that this education plan shall form part of the general reconstruction programme of the Government. . . . I should wish our part of the programme to fit in completely with the other parts which have still to come."

10th August. The Act provides for the appointment of a **Minister** in charge of Education, instead of the former President of the Board of Education, and for the reconstruction of the Board as the **Ministry of Education**.

It was announced from 10 Downing Street that Mr. R. A. Butler had been appointed Minister of Education, and Mr. Chuter Ede Parliamentary Secretary to the Ministry of Education.

16th August. The Ministry of Education issued its first official circular to Local Education Authorities informing them what steps are to be taken before the main provisions of the new Education Act come into force on 1st April, 1945. These preliminary steps include the establishment of new machinery of local administration and the adoption by all Local Education Authorities of an agreed syllabus of religious instruction.

On 1st April, 1945, it will be the duty of all Local Education Authorities to prepare development plans covering the adequate provision of primary and secondary schools for all children in their areas.

Owing to the impossibility in present circumstances of finding the additional teachers and of providing the additional accommodation (including the repair of war-damaged schools) which would be required in order to raise the school leaving age to 15 on 1st April, 1945, the Minister proposes, in accordance with the provision of section 108 (3) of the Act, to make an Order retaining the age at 14, and that Order will not cease to have effect earlier than 1st April, 1946.

28th September. Mr. Butler emphasised "the Government's intention to see that the age is raised to 15 at the earliest moment that circumstances permit."

18th September. The Ministry of Education issued a further Circular to guide Local Education Authorities in the setting up of the new machinery,

provided in the Education Act, for the local administration of the public system of education in county areas. . . . The object of these provisions is to secure that while the education service in county areas shall be administered under the general control and supervision of the Local Education Authority, it shall not lose the inspiration to be derived from more immediate local interest and local initiative.

The Circular is intended to furnish "a statement of general principles and some guidance as to the considerations to which regard should be had in framing schemes of divisional administration."

It deals with the establishment of divisional executives, their composition and the division of functions between Local Education Authorities and the divisional executives. It also includes a section on the appointment and dismissal of staff, including teachers.

REPORTS ON PARTICULAR SUBJECTS

The Education Act has provided the legislative machinery whereby it will be possible to proceed with educational reconstruction in its widest sense. But, as noted in the White Paper, "there are important spheres of progress in which legislation is unnecessary." A number of changes proposed would be effected by administrative action. These include :—

- (i) "The remodelling of the curriculum of secondary schools."
- (ii) "The further expansion of the Youth Service."
- (iii) "The reform of present methods of recruitment and training of teachers."

As part of the Government's study of the wider problem of recasting the educational system, the examination of these subjects had been entrusted to special Committees.

The White Paper further noted that there remained an "important link to forge," that between the Public Schools and the general educational system. Another Committee had been set up to examine the question of associating the Public Schools more closely with the national system.

These Committees have all reported since the publication of the White Paper.

Curriculum and Examinations in Secondary Schools— Norwood Report

The Report of the Committee on Curriculum and Examinations in Secondary Schools was published on 26th July, 1943.

The Committee was appointed in October, 1941, under the Chairmanship of Sir Cyril Norwood, with the following terms of reference :

"To consider suggested changes in the Secondary School Curriculum and the question of School Examinations in relation thereto."

The Report is divided into three parts.

In Part I the Committee, after a survey of the whole field of secondary Education, came to the conclusion that a complete reorganisation is necessary. The Committee sketched "in brief outline the main features of a new

secondary education which will cover the whole child population of the country and carry them on to part-time education."

A main recommendation was that "in accordance with the principle of a child-centred education" the definition of 'secondary education' should be enlarged so as to embrace three broad types—the Secondary Grammar School, the Secondary Technical School and the Secondary Modern School enjoying equal conditions and amenities.

This Part also indicated "the main channels leading to the Universities and higher education of all kinds, and recommended that "full consideration should be given to the educational and social advantages of the performance of public service for a period of six months falling between School and University or other courses of higher education."

Part II dealt with examinations. The "complete reorganisation of examinations of the existing secondary schools of Grammar School type" was recommended. Such reorganisation by changes in the direction of making the School Certificate Examination entirely internal, would be "both in the interest of the individual child and of the increased freedom and responsibility of the teaching profession."

It was recommended that the process of changing the School Certificate Examination into a wholly internal examination by giving the teachers greater control over the examination and the Universities less, should extend over a transitional period of 7 years, or longer, if necessary.

Other main recommendations were :

The institution of a School Leaving Examination at 18 + to meet the requirements of University Entrance, entry into the professions, etc.

The abolition of the Higher School Certificate Examination.

State and Local Education Authority scholarships to be awarded on the result of an examination held by the University Examining Bodies and the school records of the candidates.

Part III was concerned solely with curriculum, which was dealt with in detail. Suggestions were made for the freer treatment of the curriculum in Secondary Grammar Schools "which is demanded by a child-centred education and made possible by the greater freedom secured by the proposed reorganisation of examinations."

The principle followed throughout has been, in the words of Sir Cyril Norwood, that education must be made to fit the child, not the child to fit the education.

Recruitment and Training of Teachers—McNair Report

The Report of the Committee on the Supply, Recruitment and Training of Teachers and Youth Leaders, under the Chairmanship of Sir Arnold McNair, Vice-Chancellor of Liverpool University, was published on 4th May, 1944, under the title **Teachers and Youth Leaders**.

The Committee was appointed by the President of the Board of Education in March, 1942, with the following terms of reference :

"To investigate the present sources of supply and the methods of recruitment and training of teachers and youth leaders and to report what principles should guide the Board in these matters in the future."

Taking note of the educational reforms embodied in the Bill then before the House of Commons, the Committee estimated that between 50,000 and 90,000 additional teachers would be required.

Part I of the Report dealt with teachers in primary and secondary schools and with the organisation of training generally.

For the future supply of teachers recommendations were made, *inter alia*, for the widening of the field of recruitment, the improvement of the conditions of service and of the standing of the teaching profession, and for a substantial increase of salaries. One basic scale was proposed for all teachers in primary and secondary schools, with additions for special qualifications, special responsibilities, etc.

With regard to training, it was recommended that the Board of Education should "assume the obligation . . . of ensuring that training institutions, adequate in number and quality, are available and are fused into a national training system." To ensure this "two substantial constitutional changes" were proposed :

- (1) The establishment of a Central Training Council to plan the detailed structure of a training service and to advise the Board of Education about its operation.
- (2) The close integration of all training institutions and interests on a convenient area basis.

The second proposal raised the issue of the future relationship of the Universities to the Training Colleges, as to which the members of the Committee were divided ; five recommending that each University should establish a "University School of Education" to which Training Colleges should be affiliated ; and five (including the Chairman and the three women members of the Committee) recommending that the existing Joint Board Scheme (representative of the Universities and the Training Colleges) should be developed and strengthened.

Comprehensive recommendations as to the content and method of training included the extension of the normal course in Training Colleges from two to three years.

A chapter was devoted to the supply and training of teachers of arts and crafts, music, physical training, and domestic subjects. The substance of the Reports of four Sub-Committees, appointed to consider these subjects, was given in Appendix I.

Part II dealt with youth leaders and teachers in Young People's Colleges (County Colleges in the Act). It was estimated that about 20,000 teachers would be required for the latter.

Part III dealt with teachers in technical colleges and schools. The Committee stressed the importance of technical education in our national economy and the need for "an increasing number of trained technical workers of every grade, from the manual operator to the man and woman of high professional status." The need for the closest co-operation of industry and commerce with technical education was emphasised. Suggestions made included that suitable professional institutions should be invited to establish standing committees to help and advise about the methods by which teachers can keep their knowledge up to date, by returning periodically to industry or commerce ;

that firms should allow the staff of the local technical college to be associated with the productive, technical and scientific sides of their organisation ; and that larger firms should provide courses and demonstrations in design and in manufacturing processes for the benefit of the local technical college staffs.

Part IV considered the special needs of Wales ; some other important matters, including broadcasting, the cinema and other aids to teaching ; and educational research. The establishment of an Educational Research Council, fully representative of all educational interests, was advocated.

A summary of the recommendations of the Committee was given on pp. 141-150 of the Report. The names of 103 bodies and 312 individuals whose evidence was considered by the Committee were listed in Appendix II.

12th May, 1944. Mr. Butler said that the Government have already decided to take action on one of the recommendations of the McNair Report. A circular has been issued to Local Authorities directed to enabling boys and girls in senior elementary schools to qualify as teachers.

The circular aims at putting into motion "machinery enabling suitable public elementary school pupils to transfer from the senior to the present type of secondary school," thus giving "a chance of higher education to young pupils, who would otherwise miss it, by continuing their education . . . if possible to 18," and increasing "the catchment area from which we can draw our prospective teachers."

Recruitment and Training of Teachers—Emergency Scheme

The McNair Committee dealt with the long-term problem of the training of teachers. The Committee was not concerned with the interim arrangements necessary to secure trained teachers in sufficient numbers to restore the educational front as quickly as possible after the war and make possible the first steps in reconstruction.

A scheme for the **Emergency Recruitment and Training of Teachers** was outlined in a leaflet issued by the Board of Education in November, 1943.

It is estimated that by 1945 the loss of new intake to the teaching profession during the war years will amount to over 20,000 teachers—largely men. It must be expected that a proportion of those serving with the Forces (some 26,000) will not return to teaching, and that many of those who have stayed at their posts beyond retiring age or returned to teaching during the war would look for release as soon as hostilities cease. Additional teaching strength will be required if the school leaving age is to be raised to fifteen.

To meet the situation the Government have decided to set up "an extensive emergency training scheme designed to provide additional teachers in large numbers in the immediate post-war years."

The scheme would supplement the normal inflow of trained teachers from the Training Colleges and University Training Departments, which would have to be restored to full working capacity as early as possible.

The sources of recruitment would be the Forces and other departments of National Service. "It must be made clear that in the work of reconstruction the education service stands first as a form of National Service."

The Service Departments have agreed to assist the Board in selecting candidates by arranging for "Education Recruiting Officers" to visit the troops in the Armies of Occupation, to give lectures and conduct interviews. Part-time training centres for those beginning to prepare for the teaching profession pending demobilisation might also be organised abroad under the direction of the Board, in conjunction with the Army Education Scheme.

The main training provision would, however, be made at home in specially organised centres. The target aimed at was 10,000 trainees a year, divided probably into 8,000 men and 2,000 women, for whom courses of one year's duration would be provided. The whole cost of the scheme would be met by the Exchequer.

The immediate task was to survey the ground locally, plan suitable accommodation for the centres, and "prepare a 'shadow' scheme which when the time comes can be brought into operation by stages as requirements grow."

15th May, 1944. Further information about the "shadow scheme" for the provision of teachers' training courses for men and women from the Forces and other forms of National Service was given in a circular issued by the Board of Education Authorities.

Colleges will be prepared on a "shadow" basis and will be opened as may prove necessary for the special purposes of the Emergency Training Scheme. Some will be residential, others day colleges.

The courses will include both general and professional studies and experience of work in school. Admission will be based on careful individual selection. Students selected will receive free tuition and be eligible for maintenance allowances.

Public Schools—Fleming Report

The Report of the Committee on Public Schools was published on 26th July, 1944.

The Committee was appointed in July, 1942, under the Chairmanship of the late Lord Fleming, Senator of the College of Justice in Scotland, with the following terms of reference :

"To consider means whereby the association between the Public Schools (by which term is meant schools which are in membership of the Governing Bodies' Association or *Headmasters' Conference*) and the general educational system of the country could be developed and extended ; also to consider how far any measures recommended in the case of boys' Public Schools could be applied to comparable schools for girls."

The recommendations of the Committee have been presented in a unanimous Report.

Its main objective is that the opportunities in all schools covered by the terms of reference (provided they are efficient and not conducted for private profit) should be made available to all boys and girls capable of profiting from them irrespective of the parents' income.

To secure this the Committee recommended a system of "association" between the Public Schools and the public system of education.

The Board of Education should compile a list of such schools, not maintained by the Local Education Authorities, which agree to receive a substantial body of pupils who will be educated, in whole or part, at the public expense.

The terms of reference covered two classes of schools.

(1) The Public Schools as generally understood, that is the Public Boarding Schools, which up to the present have been completely outside the publicly administered system of education.

(2) A number of Direct Grant and Aided Secondary Schools which have in the past been accepting annually a certain minimum percentage of pupils from the Public Elementary Schools as a condition of a grant from public funds.

To meet the different circumstances of these groups, two schemes were proposed--Schemes A and B.

Scheme A is applicable to the schools in group (2) above. In this group the minimum percentage of "Free" or "Special" places would disappear and the schools would be made fully accessible to pupils without regard to income, either by abolition of tuition fees or by grading the fee according to the means of the parents, supplemented by places reserved by the Local Education Authorities who would pay in full for their pupils.

The only criterion for admission would be the capacity of the pupil to profit by education in the school.

At least one-third of the Governing Body of such schools should be nominated by the Education Authorities.

Scheme B is applicable to the schools in group (1) above, that is the Public Boarding Schools, to which at present there is no machinery for sending pupils at the expense of public funds. The proposal for these schools is that a number of places will be filled by pupils from grant-aided Primary Schools who would have their fees (tuition and boarding) and other expenses made up, in whole or part, either by means of State bursaries or at the cost of Local Education Authorities, who should be able by agreement with the Governing Bodies to reserve places at particular schools for pupils from their areas.

It is recommended that schools in this scheme should offer in the first instance a minimum of 25 per cent. of their annual admissions to pupils from grant-aided Primary Schools.

Bursaries should be available at the age of 11 and 13; the elevens being sent to an approved Preparatory Department or Preparatory School; the thirteens entering the Public School direct.

At least three members of the Governing Body, but normally not more than one-third of the whole, should be nominated by the Ministry of Education or Local Education Authority that has reserved places in the school as mentioned above.

Independent Public Day Schools should be encouraged to take advantage of the opportunities already available for entering into agreements with their Local Education Authorities for the admission of pupils for whom the Local Education Authorities take responsibility.

Both schemes will contribute towards building up a single body of associated schools, which will thus take their place in a national system side by side with

the County and Auxiliary Schools for which provision is made under the Education Act. The main difference will be that County and Auxiliary Schools will rely on public funds for their running costs, while in associated schools public funds will be applied to supplement the loss of fees.

A Central Advisory Committee (on which Wales should be represented), with an independent Chairman, should be set up to advise on questions connected with the Schemes.

The Committee noted that the total accommodation in public boarding schools is comparatively small. In their view boarding school education should be available on a much wider basis and they therefore recommend a considerable expansion of boarding accommodation from other sources, e.g. by the Local Education Authorities under the powers given to them by the new Act.

Youth Service

The inquiry into the problems of the Youth Service was entrusted to the **Youth Advisory Council**.

This Council was established in June, 1942, under the Chairmanship of Mr. J. F. Wolfenden, Headmaster of Uppingham. It is representative of persons directly concerned in the Youth Service, the Churches, the Services, persons concerned with the employment of young people, Juvenile Courts, Education, Administration, with three assessors, representing the Board of Education, Home Office and Ministry of Labour and National Service, respectively.

In August, 1942, the Council was requested to consider the position of the Youth Service as an element in the educational system after the war.

The Report of the Council entitled **The Youth Service after the War** was published on 15th September, 1943. It reviewed briefly the background of young people at home, at school and at work. The remaining chapters dealt with the use of leisure, the Pre-Service Training Organisations for boys and girls, and Youth Committees.

The recommendations included raising the school leaving age to 16 as soon as conditions permit ; restricting the hours of work for all up to 18 to 44 hours including part-time school ; extending their holidays with pay to a minimum of 24 working days in the year ; and doing more to assist young people to find the right kind of employment.

On 29th September, 1943, Mr. Butler announced that the Council had been asked to consider the content of the Youth Service **in relation to the general educational reforms proposed by the Government**.

The full terms of reference are as follows :

“ To consider and report, having regard to the extended period of education, both full-time and part-time, provided for in the reforms proposed in the White Paper on Educational Reconstruction, what should be the content and purpose of the work of the Youth Service as a medium for furthering the all-round training of adolescents through leisure-time activities.”

This report is still awaited.

28th November, 1944. Mr. Butler said that a report of the **Welsh Youth Committee** would shortly be published.

SCHOOL BUILDINGS

9th May, 1944. A Report entitled **Standard Construction for Schools** has been published.

[This Report is the second of a series of 22 **Post-War Building Studies**, the first being **House Construction**. See under **Housing**.]

The Report has been prepared by a Committee appointed by the President of the Board of Education in March, 1943, under the Chairmanship of Sir Robert Wood, with the following terms of reference :

" With a view to facilitating the planning and erection of school buildings after the war, to consider the possibilities of applying some measure of standardised construction to schools and to make representations as to their planning, layout and equipment."

The Committee concluded, *inter alia*, that there is " no reason to suppose that the adoption of pre-planning and standardisation, subject to appropriate safeguards, would be incompatible with the production of schools fully satisfactory in both appearance and use."

Moreover, some system of standardised planning and construction—offering sufficient flexibility to provide for essential variations between school and school—would, in the opinion of the Committee, substantially shorten the period taken in securing approval of plans.

The Report contains an Appendix by the County Architects' Society on administrative procedure affecting sites and buildings, and is accompanied by 15 diagrams.

12th May. Mr. Butler said that the Report " deals with the question of building on sound, practical, sensible lines. If we follow some of the recommendations in this Report it may well be possible for us to accelerate the building of schools to a degree of which we have not yet dreamed."

Building Regulations

14th October. The Ministry of Education published **Draft Building Regulations** made under the Education Act, 1944, laying down both general standards common to all primary and secondary schools and prescribing particular standards of accommodation for different types of schools.

The standards specified are applicable to both existing and new schools and cover county and voluntary schools, nursery schools and classes, special schools and boarding accommodation. They are framed on a basis of an ultimate school leaving age of 16 ; but, while plans should be drawn on this basis, it is not contemplated—particularly in view of the building situation after the war—that the projected construction should in all respects be completed for the extra age group over 15 in the immediate future. Special attention is drawn to the possibility of prefabricated construction.

An accompanying Circular (No. 10) explains the principles on which the Regulations will be administered.

A Memorandum giving guidance to authorities and others in giving practical effect to the Regulations has been issued with them.

The Building Regulations will come into force on 1st April, 1945.

In selecting sites for new schools attention is to be given, among other matters, to the importance of avoiding sites abutting on main traffic routes and of ensuring that children do not have to cross such routes on the way to school. (Ministry of Education statement, 14th November, 1944).

Acquisition of Sites

8th November, 1944. The Ministry of Education announced that Local Education Authorities may submit proposals for the immediate acquisition of sites which are required to meet urgent needs during the first two years after the end of the war in Europe. These new arrangements place the acquisition of sites for educational purposes on the same footing as those needed for housing.

Further, the Ministry will be prepared to entertain proposals now for the purchase of sites for Technical Colleges, even if they are not likely to be needed until after the two-year period.

(Ministry of Education statement, 8th November, 1944).

TECHNICAL AND ADULT EDUCATION

[For Agricultural Education, Further Education and Training for Members of the Forces, and Training for the Building Industry, see under **Agriculture, Armed Forces and Housing**, respectively.]

“The provision of adequate and properly co-ordinated facilities for technical and adult education” was one of the principal reforms proposed in the White Paper.

8th September, 1943. Speaking at Birmingham, Mr. Butler referred to technical education in connection with the Government scheme.

“The establishment of Young People’s Colleges would involve close collaboration between industries great and small and local education authorities. Instead of Education and Industry shunning one another, and Industry taking the view that if young people were removed from its clutches we should not be able to compete in the race of the future, the other view should be taken—that Education was the ally and indeed the saviour of Industry. What Britain would most want in the post-war years would be quality of labour. Young labour was one of our assets. Much more attention should be devoted to making good the shortage in the quantity by improving the quality.”

Mr. Butler said that there were no more important parts of the Government’s scheme than those dealing with the proposed enlargement of the facilities for technical education ; what was wanted was not simply an extension of the pre-war technical school programme, but a *manifold multiplication* of the volume of technical training. While the technical colleges should be the Universities of Industry, they should be supplemented by the junior technical type of secondary school, the numbers of which were woefully small. It was, however, refreshing to note that, even in war time, there had been already an increase in junior commercial schools and junior technical schools. Since the outbreak of war the former had risen by 33 and the latter by about 100.

28th September. Speaking at Newcastle, Mr. Butler said that he had been asked whether the object of the new proposals was to turn everybody into a

scholar. He would reply that the object was to give everybody equivalent dignity, whether their avocation was for book learning or practical craftsmanship.

A growing co-operation between Education and Industry was desirable, especially at the stage of adolescence and immediately afterwards. It was a welcome development that industry itself was beginning to realise that it could not solve its problems without education.

Mr. Butler instanced the schemes of training instituted for the mining industry and for young seamen. The needs of agriculture were also receiving attention. The technical college or institute would rise in popular esteem with the increasing regard being paid to the needs of practical education, and this would have social consequences of great importance. It was intended to press ahead with the pre-war technical building programme as soon as circumstances permitted.

28th October. In a speech at Central Hall, Westminster, Mr. Butler spoke of the need for a drive for improved technical education in the immediate post-war period. It was clear that this should take high precedence in authorities' programmes.

Mr. Butler said : " It is the full intention of the Government to proceed with the development of technical and adult education as rapidly as possible, not only as a long-term policy but also in the years immediately following the end of the war. We are convinced that this is necessary, on the one hand to meet the needs of Industry and Commerce and to assist them in the tasks of readjustment and recovery, and on the other to give full scope to the progress of adult education which, I feel sure, will be stimulated by the intellectual reawakening among so many people as the result of war-time experiences."

The provisions of the White Paper involved the introduction of a scheme of procedure to secure wise planning and steady development. Before the war there had been a very large programme of development. Mr. Butler said that he had visited several cities where the plans for new technical colleges were complete, and others where the college buildings had not yet been established. Opportunity must be taken after the war to re-tool and equip existing colleges and to furnish the new " universities of industry " with the most up-to-date outfits.

Britain's future depended upon the inventiveness and quality of the young entrants to industry. Thus Education was an indispensable accompaniment to the development of our export trade. Education was productive as much as Industry was productive.

12th May, 1944. In winding up the Debate on the Third Reading of the Education Bill, Mr. Butler made a further reference to the Government's plans for adult education.

" The time has not yet come for the Government to be able to describe to the country the full extent of their intended operations, but I can say this, that we are profiting greatly by the experience of adult education in the Forces. . . . Direction by the State from the top is not the right way to administer this vast matter. What is wanted is to encourage the desires, appetites and feelings of those who wish for different forms of adult education and then to try to meet them as far as possible. As long as we follow that

line, I can tell the House that it is our desire to reform and bring up to date the adult education system and to make a great stride forward in this regard."

HIGHER TECHNOLOGICAL EDUCATION

5th April, 1944. Mr. Butler announced that he had appointed a Departmental Committee, under the Chairmanship of Lord Eustace Percy, to inquire into higher technological education. The terms of reference are :

" Having regard to the requirements of industry, to consider the needs of higher technological education in England and Wales and the respective contributions to be made thereto by universities and technical colleges, and to make recommendations, among other things, as to the means for maintaining appropriate collaboration between universities and technical colleges in this field."

He said further : " The constitution of the committee does not imply that inquiry is to be confined to such matters as engineering and related sciences. Other important fields such as textile technology or the chemical industries will be brought under review, and additional members will be co-opted to the committee or appropriate sub-committees for special purposes as required."

UNIVERSITY GRANTS COMMITTEE

2nd November, 1943. The Chancellor of the Exchequer replied to a question in the House of Commons on the equipment of Universities to deal with the post-war situation.

Sir John Anderson said that " the Universities themselves have been studying the various problems which will face them after the war. The Committee of Vice-Chancellors and Principals have asked the University Grants Committee . . . (the reconstitution of which had been under consideration for some time) . . . to undertake a review of these problems in order to form a considered estimate of the need for increased assistance from the Exchequer. This request will have to be considered as a matter of urgency by the reconstituted Committee ; meantime, the Universities are being asked to formulate their post-war needs so far as they can be estimated in present circumstances."

7th December. Sir John Anderson announced the personnel of the reconstituted Committee of which Sir Walter Moberley is Chairman, Sir John Anderson said : " I have increased to 15 the number of members of the Committee, in order that our advice to the Government on the important problems that lie ahead may be based on the widest range of experience."

18th January, 1944. Sir John Anderson mentioned that the terms of reference of the reconstituted University Grants Committee remain unchanged. They are : " To inquire into the financial needs of University education in the United Kingdom and to advise the Government as to the application of any grants that may be made by Parliament towards meeting them."

He added that " there has grown up between the Committee and the Universities an accepted custom of constant informal consultation on matters of University policy, and it is contemplated that this will be continued and developed."

28th September. Sir John Anderson said that "during the summer the University Grants Committee have discussed with representatives of all the Universities their provisional estimates of post-war needs. . . . The Committee are actively engaged in considering recommendations to the Treasury as to Exchequer assistance which should be provided towards meeting the additional expenditure, both annual and capital, which will be incurred in the post-war period."

SCOTLAND

An Education Bill for Scotland

21st July, 1943. Referring to the White Paper on Educational Reconstruction, the Secretary of State for Scotland, Mr. Thomas Johnston, said that "in our Scottish legislation . . . we shall require to march in step with England's proposals relating to the raising of the school leaving age to 16, and compulsory part-time education up to the age of 18."

26th September, 1944. Mr. Johnston said : "I hope to be in a position to introduce the Education (Scotland) Bill towards the close of the present Session. I propose that this Bill should be given a *First Reading only*, so that before it is reintroduced next Session there will be an opportunity for full consideration and discussion of the Government's proposals by all parties interested. This will allow of any adjustment that is necessary being made in the terms of the Bill before it is reintroduced."

26th October. The Education (Scotland) Bill was presented. It applies to Scotland the Government's policy for the development of education in Great Britain and makes a number of other changes which affect only the Scottish system of education and local government.

The ultimate total cost under the Bill is estimated at £27,500,000, an increase of £10,400,000 over the pre-development figure.

Advisory Council on Education in Scotland

The Advisory Council, which was reconstituted in November, 1942, under the Chairmanship of Sir William Hamilton Fyfe, Principal of Aberdeen University, received the following remits from the Secretary of State during 1943 :

- (1) To consider how the Scottish educational system can best contribute to training in citizenship.
- (2) To consider the educational provision for children from the time of entry to the Nursery School until the completion of primary education, and the arrangements for promoting them from primary to secondary education.
- (3) To review the educational facilities for young people between the completion of primary education and the age of 18.
- (4) To consider the recruitment and supply of teachers.
- (5) To consider the advisability of grants from the Education (Scotland) Fund to voluntary organisations making provision for adult education.
- (6) To consider the training of teachers and the selection of candidates for training.
- (7) To investigate the position of technical education in Scotland in spheres not covered by the Universities.

The Council has submitted the following six Reports :

Compulsory Day Continuation Classes, November, 1943 (two reports).

Training for Citizenship, January, 1944. (Cmd. 6495).

The principal recommendation was that there should be a five-year "period of experiment and deliberate striving towards a theory and practice of training for citizenship."

Teachers—Supply, Recruitment and Training in the Period immediately following the War, February, 1944 (Cmd. 6501) (three reports).

Recommendations are made, among other matters, for improvements in the status and attractiveness of the teaching profession and in training arrangements, and for the recruitment of candidates for training from new sources of supply. "The most fruitful source will be the young men and women who have been in the Forces. Their wide and varied experiences should be accepted as compensating to some extent for any deficiency in their academic preparation."

School Buildings

A School Building Committee was appointed by the Secretary of State in May, 1943, with the following remit : "To consider and to make recommendations as to the planning of schools and other buildings that will be required for educational purposes after the war."

Youth Service

8th December, 1942. Mr. Johnston stated that the **Scottish Youth Advisory Committee** had been reconstituted under the Chairmanship of Lord Keith.

17th January, 1944. The Scottish Education Department issued a pamphlet entitled **The Youth Service Scheme in Scotland—Notes for the Guidance of Education Authorities, Youth Councils and Local Youth Panels.**

The pamphlet has been prepared to guide Scottish Education Authorities, etc., in meeting the immediate needs of youth and, at the same time, laying useful foundations on which an adequate scheme of Youth Service may be erected.

Pre-Vocational Education

4th July, 1944. The Joint Under-Secretary of State for Scotland, Mr. Westwood, gave some information on pre-vocational classes in Scotland : "These pre-vocational or pre-apprenticeship classes are not confined to the building industry. . . . We recommend starting pre-apprenticeship classes in connection with the engineering industry and we are going to carry them to other spheres of industry. . . ."

"The scheme [of pre-apprenticeship courses in the building industry] has been in operation two years. It was set up in accordance with recommendations of a Committee appointed for the purpose of dealing with the intake into the building industry (see under **Housing**). These schemes are now established in eight centres.

“ We are planning pre-apprenticeship courses for the engineering industry in five centres and also proposing a course of training for hotel management ” in view of the post-war tourist industry.

List of documents in order of mention in text

	<i>Net Price.</i>
Education Act, 1944. 7 and 8 Geo. 6. Ch. 31	2/-
Educational Reconstruction, July, 1943. Cmd. 6458	6d.
Education Bill, 1944	2/-
Education Bill—Explanatory Memorandum by the President of the Board of Education, December, 1943. Cmd. 6492	3d.
Curriculum and Examinations in Secondary Schools, 1943	1/6
Teachers and Youth Leaders, 1944	2/-
Emergency Recruitment and Training of Teachers. Board of Education leaflet, November, 1943	—
The Public Schools and The General Education System, 1944 ...	1/6
The Youth Service After the War. A Report of the Youth Advisory Council, 1943	6d.
Post-War Building Studies No. 2. Standard Construction for Schools, 1944	6d.
Regulations Prescribing Standards for School Premises, 1944	6d.
Ministry of Education Circular No. 10, 14th November, 1944	1d.
Memorandum on the Draft Building Regulations, 1944	6d.
The Education (Scotland) Bill, 1944	1/3
Compulsory Day Continuation Classes. Fourth Report of the Advisory Council on Education in Scotland, 1943	9d.
Training for Citizenship. A Report of the Advisory Council on Education in Scotland, 1944. Cmd. 6495	6d.
Teachers—Supply, Recruitment and Training in the period immediately following the war. Reports of the Advisory Council on Education in Scotland, 1944. Cmd. 6501	1/-
The Youth Service Scheme in Scotland. Notes for the Guidance of Education Authorities, Youth Councils and Local Youth Panels, 1944	4d.

Selected Pamphlets

20th November, 1943. Speaking at Winchester, the Parliamentary Secretary to the Board (now the Ministry) of Education, Mr. J. Chuter Ede, said : “ The Government’s White Paper on Educational Reconstruction, itself the outcome of two years’ preliminary discussions, has been the subject of public examination for four months during which, in Parliament and the country, the representatives of every point of view had the fullest opportunities of making themselves heard. Interest has never flagged throughout this period.”

The following list of selected pamphlets issued by representative bodies testifies to the continuing interest in the subject of education. For reasons of space it has been necessary to omit a large number of pamphlets either directed solely to matters finally settled by the Education Act, or comprising the evidence submitted by organisations to Committees that have reported. Many of these are noted in *Post-War Reconstruction in Britain—Education*, Q.4734, dated 4th December, 1943.

<i>Organisation</i>	<i>Title</i>	<i>Where obtainable</i>
Associations of Assistant Mistresses in Secondary Schools.	From Eleven to Eighteen (1943).	Stoney Cockbury, Winchcombe, Gloucestershire.
Association of Directors and Secretaries for Education.	Education. A Plan for the Future (May, 1942).	Oxford University Press. Price 6d.
Association of Technical Institutions and Association of Principals of Technical Institutions.	Policy in Technical Education. Report by a Joint Committee (1944).	Dr. H. Schofield, M.B.E., Loughborough College, Loughborough, Leics. Price 1/-
Association of Scientific Workers.	Science in the Universities (March, 1944).	Oxonian Press, Queen Street, Oxford. Price 1/-
Association of University Teachers.	University Developments, 1944.	The Hon. Gen. Secretary, Ty'n y Gongl, Caradoc Road, Aberystwyth, Wales. Price 1/-
British Association for the Advancement of Science.	Report of Committee on Post-War University Education (1944).	Burlington House, W.1. Price 2/6
British Association for Commercial and Industrial Education.	From School to Work—Education, Recruitment and Training for Industry and Commerce. Report of Conference, March, 1942.	107 Baker Street, W.1. Price 1/-
British Association for Commercial and Industrial Education.	Part-time Day Education for the Adolescent—Past Experience and Future Developments. Report of Conference, September, 1942.	107 Baker Street, W.1. Price 1/-
British Association for Commercial and Industrial Education.	Young Workers and their Education — Providing the right type of Education and Problems of release from work. Report of Conference, April, 1943.	107 Baker Street, W.1. Price 1/-

<i>Organisation</i>	<i>Title</i>	<i>Where obtainable</i>
British Association for Commercial and Industrial Education.	The Value of Part-Time Day Education and Some Methods of Organizing It. Report of Conference, November, 1943.	107 Baker Street, W.1. Price 1/-
British Dental Students' Association.	Dental Education (October, 1942).	Royal Dental Hospital of London, 32 Leicester Square, W.C.2. Price 1/-
British Institute of Adult Education.	Adult Education : Its place in Post-War Society. A Record of the Eighteenth Conference of the Institute published in "Adult Education," the quarterly journal of the Institute, December, 1943.	29 Tavistock Square, W.C.1. Price 1/-
British Institution of Radio Engineers.	Post-War Development in Radio Engineering. Part II. Education and Training (October, 1944).	9 Bedford Square, W.C.1.
Chartered Surveyors' Institution.	Quantity Surveyors : Recruitment, Education and Training for Post-War Reconstruction (March, 1943).	12 George Street, Westminster, S.W.1.
City and Guilds of London Institute.	Higher Technical Education (December, 1943).	Gresham College, Basinghall Street, E.C.2.
Conservative Party.	"Looking Ahead." Educational Aims. First Interim Report of the Sub-Committee on Education (September 1942).	Conservative and Unionist Organisation, 24 Old Queen Street, S.W.1. Price 6d.
Conservative Party.	A Plan for Youth. Second Interim Report (the 14 to 18 age group) of the Sub-Committee on Education (September, 1942).	Conservative and Unionist Organisation, 24 Old Queen Street, S.W.1. Price 3d.
Conservative Party.	The Statutory Educational System. Third Interim Report of the Conservative Sub-Committee on Education (January, 1944).	Conservative and Unionist Organisation, 24 Old Queen Street, S.W.1. Price 3d.
Educational Institute of Scotland.	Educational Reconstruction (1943).	46-47 Moray Place, Edinburgh.

<i>Organisation</i>	<i>Title</i>	<i>Where obtainable</i>
Educational Settlements Association.	Citizen Centres for Adult Education (1943).	8 Endsleigh Gardens, W.C.1. Price 6d.
Educational Settlements Association.	People's Colleges for Residential Adult Education (1943).	8 Endsleigh Gardens, W.C.1. Price 6d.
Federation of British Industries.	Industry and Education (May, 1944).	21 Tothill Street, S.W.1.
Headmasters' Conference.	Public Schools and the Future (August, 1943).	29 Gordon Square, W.C.1. Price 7d.
Incorporated Association of Head Masters.	The Future of Education (1942).	29 Gordon Square, W.C.1.
Institution of Physics (see also under Mathematical Association).	The Education and Training of Physicists (May, 1943).	The University, Reading, Berks.
Institution of Electrical Engineers.	Education and Training for Engineers (April, 1943).	Savoy Place, Victoria Embankment, W.C.2.
Institution of Mechanical Engineers.	The White Paper on "Educational Reconstruction" and its Impact on Training for Mechanical Engineering (1943).	Storey's Gate, St. James's Park, S.W.1.
Iron and Steel Institute.	The Training of Metallurgists (February, 1944).	4 Grosvenor Gardens, S.W.1. Price 2/6
Liberal National Party.	The Training and Recruitment of Teachers (May, 1943).	15 Old Queen Street, S.W.1. Price 2d.
Liberal National Party.	"Junior Colleges" being a report on the education of the adolescent as an individual and a citizen (May, 1943).	15 Old Queen Street, S.W.1. Price 6d.
Liberal National Party.	A Memorandum on Rural Education (May, 1943).	15 Old Queen Street, S.W.1. Price 4d.
The Mathematical Association and the Institute of Physics.	The Teaching of Mathematics to Physicists (June, 1944).	The Institute of Physics, The University, Reading, Berks.
Merchant Navy Training Board.	Outline Plan for the Post-War Training of Navigating Officers and Deck Ratings for the British Merchant Navy (June, 1943).	"The Torre," Castlebar Road, Ealing, W.5.
National Association of Head Teachers.	The Content of Education (April, 1944).	Charter House, Claremont Road, Surbiton, Surrey.

<i>Organisation</i>	<i>Title</i>	<i>Where obtainable</i>
National Association of Schoolmasters.	Further Thoughts on Education in the Post-War Period (October, 1944).	26 High Street, Chesham, Bucks. Price 6d.
National Council on Commercial Education.	Policy in Commercial Education (1942).	Sir Isaac Pitman & Sons, Ltd. Price 1/-
National Society of Art Masters.	Art in General Education after the War.	The Secretary, "Dyneley," Castle Hill Avenue, Berkhamsted, Herts.
National Society of Art Masters.	Art Education after the War.	The Secretary, "Dyneley" Castle Hill Avenue, Berkhamsted, Herts.
National Society of Art Masters.	The Curriculum and External Relations of the Art Schools (1942).	The Secretary, "Dyneley," Castle Hill Avenue, Berkhamsted, Herts.
National Union of Teachers.	Educational Reconstruction (Easter, 1942).	Hamilton House, Mabledon Place, Euston Road, W.C.1.
Nuffield College.	Industry and Education (January, 1943).	Oxford University Press. Price 1/-
Nuffield College.	Religious Education (April, 1943).	Oxford University Press. Price 6d.
Nuffield College.	The Open Door in Secondary Education (July, 1943).	Oxford University Press. Price 6d.
Nuffield College.	✓ The Teaching Profession Today and Tomorrow (June, 1944).	Oxford University Press. Price 1/-
Nursery School Association of Great Britain.	First Stage in Education (1943).	1 Park Crescent, Portland Place, W.1. Price 3d.
Oil and Colour Chemists' Association.	First Report on Technical Education (March, 1943).	29 Flood Street, Chelsea, S.W.3.
Oil and Colour Chemists' Association.	Second Report on Technical Education. The Apprenticeship Scheme (March, 1944).	29 Flood Street, Chelsea, S.W.3.
Political and Economic Planning (P.E.P.)	Nursery Education. "Planning" No. 203, March, 1943.	16 Queen Anne's Gate, S.W.1.
Regional Advisory Council for Technical and other Forms of Further Education for Manchester & District.	Recruitment and Training for the Engineering Industry—Craft apprenticeship (October, 1944).	W. O. Lester Smith, M.A., Regional Advisory Council, Education Offices, Deansgate, Manchester, 3. Price 6d.

<i>Organisation</i>	<i>Title</i>	<i>Where obtainable</i>
Royal College of Physicians of London.	Report on Medical Education (April, 1944).	Pall Mall East, S.W.1.
Royal Institute of Chemistry.	The Education and Training of Chemists. Report of the Chemistry Education Board (January, 1944).	30 Russell Square, W.C.1.
Royal Society of Arts.	Report of the Art Education Committee (May, 1943).	16 John Adam Street, W.C.2.
Society of British Aircraft Constructors.	The British Aircraft Industry. Recommendations by the Committee on the Training of Aeronautical Engineer Apprentices (April, 1944).	32 Savile Row, W.1.
Society of Glass Technology.	Education, Technical Training and Research for the Post-War Glass Industry. Papers contributed to a Conference held under the auspices of the Glass Delegacy of the University of Sheffield, the Glass Manufacturers' Federation and the Society of Glass Technology on April 13th and 14th, 1943.	"Elmfield," Northumberland Road, Sheffield, 10. (Limited distribution)
Standing Conference of National Juvenile Organisations.	Partnership in the Service of Youth (April, 1943).	26 Bedford Square, W.C.1. Price 3d.
Trades Union Congress	T.U.C. Memorandum on Education after the War.	Transport House, Smith Square, S.W.1.
Workers' Educational Association.	Plan for Education (1942).	38a St. George's Drive, S.W.1. Price 6d.

E.—ELECTORAL REFORM

Contents

Introductory
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INTRODUCTORY

"The Government are fully conscious of the importance of giving attention to all measures designed to secure that whenever there is an appeal to the country—whether at by-elections or at a General Election—the result shall be fully and truly representative of the views of the people." (The Prime Minister, 14th October, 1943.)

For this it is necessary, among other matters :

- (i) to ensure that everyone qualified to vote should be able to do so in spite of change of residence or absence on war service ; and
- (ii) to ensure that each vote recorded should, as far as possible, command an equal share of representation in the House of Commons.

The former is among the main objects of the Parliament (Elections and Meeting) Act, 1943, that received the Royal Assent on 11th November, 1943.

The latter is the object of the House of Commons (Redistribution of Seats) Act, that received the Royal Assent on 26th October, 1944.

The way for these legislative measures had been prepared by a Committee on Electoral Machinery, whose report (Cmd. 6408) was presented in December, 1942 ; and by a Speaker's Conference which submitted an interim report (Cmd. 6534) in May, 1944, and a Final Report (Cmd. 6543) in July, 1944.

COMMITTEE ON ELECTORAL MACHINERY

This Committee was appointed in January, 1942, under the Chairmanship of Sir S. P. Vivian, Registrar-General, with the following terms of reference :

"To consider whether, for effecting the purposes of the system of electoral registration, improved methods and machinery can be devised, having regard especially to the circumstances likely to obtain in the period following the termination of hostilities ;

and to examine the technical problems involved in any scheme of redistribution of Parliamentary seats by way of preparation for consideration of the principles on which any scheme should be based ;

and to report on both these matters."

The Report of the Committee was presented in December, 1942.

On the first part of their terms of reference the Committee had to consider among other matters, the problems caused by heavy population movements during the war—there were nearly 20 million removals between different local administrative areas up to June, 1942—as well as an unpredictable post armistice movement.

The Committee had also to consider the need of ensuring that members of the Armed Forces should have effective facilities for exercising their voting rights.

The Committee accordingly recommended a **continuous system** of parliamentary electoral registration based upon the National Registration machinery; and the creation of an **Armed Forces register**, for members of the Armed Forces and Merchant Seamen, who should be given special facilities to vote by proxy.

On the subject of redistribution of seats, the principal recommendation of the Committee was the creation of permanent boundary Commissions to carry out the initial redistribution and maintain a continuous review of subsequent population movements for the purpose of anticipating the need for further revision.

It was proposed that glaring cases of existing maldistribution should be dealt with on a short-term basis.

24th June, 1943. The Home Secretary, Mr. Herbert Morrison, announced the Government's proposals on the recommendations of the Committee dealing with electoral registration.

“ The Departmental Committee on Electoral Machinery has recommended that, for the purposes of a post-war General Election, there should be prepared an Armed Forces register to enable members of the Forces and Merchant Seamen to vote either by post or by proxy, and that, as regards civilians, each electoral registration officer should be notified through the national registration machinery of the voters residing in his constituency, and kept informed through the same machinery of arrivals and departures. By these means the material for compiling an electoral register for each constituency can be kept continuously up to date. The Government propose to submit to Parliament the necessary legislation to enable effect to be given to this scheme.”

PARLIAMENT (ELECTIONS AND MEETING) ACT

The Parliament (Elections and Meeting) Act, 1943, received the Royal Assent on 11th November, 1943.

The object of Part I of the Act is to carry out the recommendations of the Departmental Committee that there should be a system of continuous electoral registration which would enable registers to reflect as far as possible the shifting state of the population which now exists and may be expected to continue into the immediate post-war period.

The Act provides for the compilation of a **service register** containing the names of voters who are members of the Armed Forces, seamen and war workers abroad. They will have facilities for voting by post or by proxy.

26th October, 1943. Moving the Second Reading of the Bill, Mr. Herbert Morrison said : " The purpose of this Bill is to provide an efficient and effective system of registration of electors, despite the difficulties which have been brought about by war-time conditions."

He explained that the register now in force is four years out of date and the new register, to be prepared under the terms of the Bill, will bring in the names of all those who have become qualified to vote since October, 1939, the date of the present register. It will make it possible for a general election to be held during the war or in the immediate post-war period on, " perhaps, an even more up-to-date register than we had in the period before the war." The system of continuous registration is based on the National Registration system, and can last only as long as national registration lasts. " There must be preparation, after the Bill becomes an Act, for the new order of things." Provision is, accordingly, made " for a possible interim period. The last register prepared under the new continuous registration system will remain temporarily in force until the new register comes into force, either under the Representation of the People Act, 1918, or under such new legislation as may be brought along between now and then."

1st August, 1944. The Electoral Registration Regulations, 1944, dated 20th July, 1944—which include detailed regulations for the registration of voters and for voting by post or proxy—were approved by the House of Commons, as required by Section 20 of the Act.

[For further information on voting by members of the Forces, see under **Armed Forces.**]

REDISTRIBUTION OF SEATS

As has been noted above, the Committee on Electoral Machinery also considered the problem of redistribution of parliamentary seats.

22nd July, 1943. Mr. Herbert Morrison outlined the legislation proposed. " Since the last distribution of Parliamentary seats took place in 1918, there have been large changes in the distribution of population. . . . On the principle . . . that each vote recorded shall as far as possible command an equal share of representation in the House of Commons, the case for a scheme of redistribution is established." The Government propose to submit legislation to give effect to the recommendations of the Committee on Electoral Machinery to the effect that " Parliament, when taking the necessary steps to correct the maldistribution now existing, should also make permanent provision for adjusting constituencies to future changes in the distribution of population." It is proposed :

- (a) " To set out the general principles on which any scheme of redistribution should be based ; "
- (b) " To provide for the appointment of Boundary Commissioners charged with the duty of preparing schemes when occasion arises for distributing constituencies in accordance with those principles ; "
- (c) " To make provision for the submission of any such scheme to Parliament for approval."

By such legislation "it is hoped to secure that a scheme of redistribution will take effect before the first post-war General Election. . . . Thereafter . . . a standing body of Boundary Commissioners . . . will keep the state of the constituencies under review. . . . Complete control over all measures of redistribution will remain with Parliament."

14th October, 1943. The Prime Minister indicated that in the opinion of the Government the best method of securing a full examination of this and other electoral problems would be a Speaker's Conference, preceded by a Debate on Electoral Reform.

1st and 2nd February, 1944. The proposed Debate took place on a motion moved by Mr. Herbert Morrison "that this House welcomes the proposal of His Majesty's Government to set up a Conference on Electoral Reform and Redistribution of Seats and to invite Mr. Speaker to preside."

1st February. Mr. Morrison recalled that the Departmental Committee on Electoral Machinery had considered "electoral registration and the technical problems of redistribution." The recommendations of the Committee on electoral registration had been embodied in the Parliament (Elections and Meeting) Act of 1943. The part with regard to the distribution of seats remained to be dealt with—"first the machinery and secondly the policy."

Machinery. "The Departmental Committee recommended that there should be a permanent body of boundary commissioners. . . . By that means we should have in existence a body which, always subject to Parliamentary directions and Parliamentary approval and control, could review the electorate from time to time and make *recommendations about redistribution.*"

Policy. "The policy has to be embodied in directions to the boundary commissioners."

Legislation. "Legislation will have to follow to set up this standing machinery and to embody the directions which will be given to the boundary commissioners in deciding the various matters which are appropriate for their consideration."

"It is only right," Mr. Morrison added, "that in this Session of Parliament, in which we hope to devote ourselves to problems of reconstruction of one sort or another . . . we should be *preparing also for the future Parliament* which the country at some appropriate time will elect."

10th February. The terms of reference of the Speaker's Conference, as amended in the light of suggestions made during the Debate, were announced by Mr. Morrison as follows :

"To examine and, if possible, submit agreed resolutions on the following matters :

- (a) Redistribution of seats.
- (b) Reform of franchise (both Parliamentary and local government).
- (c) Conduct and costs of Parliamentary elections, and expenses falling on candidates and Members of Parliament.
- (d) Methods of election."

The question of redistribution of seats was considered in the first report of the Speaker's Conference, presented in May, 1944 (Cmd. 6534).

"The Conference are in favour of a general redistribution of seats as soon as practicable."

Temporary Rules are proposed "for the purpose of an election held before general redistribution has taken place." These include the sub-division of abnormally large constituencies (defined as 190 per cent of the 1939 electoral quota, which was 53,110) provided the temporary increase in the membership of the House of Commons shall not exceed 25.

Permanent Rules for the full distribution scheme include total membership of the House of Commons to remain substantially as at present; no reduction in representation of Scotland, Wales and Monmouthshire or Northern Ireland; the electoral quota to be ascertained by dividing total electorate by total number of seats; if electorate comes within 25 per cent of the quota either way, no modification of the constituency need be made; double-member seats, as a rule, to go, except City of London; University constituencies to remain unchanged.

Machinery of Redistribution :—With regard to the permanent machinery which should be established for the redistribution of seats, the recommendations of the Conference include the establishment of four separate Boundary Commissions, for England, Scotland, Wales and Monmouthshire, and Northern Ireland; each Boundary Commission to undertake a general review, at intervals of not less than three and not more than seven years, of the representation of its area. When the Boundary Commissions "have made their first general reports with respect to the whole of the United Kingdom, effect should be given to this first comprehensive scheme by Bill," effect being given to subsequent reports by Orders in Council.

House of Commons (Redistribution of Seats) Act

The House of Commons (Redistribution of Seats) Act, 1944, received the Royal Assent on 26th October, 1944. It implements the recommendations of the Speaker's Conference.

The Act provides for the establishment of permanent Boundary Commissions for the purpose of the continuous review of the distribution of seats at parliamentary elections; and for an immediate division of constituencies—20 in number—having electorates exceeding 100,000.

University constituencies are excluded from the purview of the Act.

The Speaker of the House of Commons is to be the Chairman of each of the four Boundary Commissions.

7th November. A Home Office statement announced the appointment of Mr. Roland Burrows, K.C., to be Deputy Chairman of the Electoral Boundary Commission for England. The immediate task of the Commission will be to report on the redistribution of the "abnormally large" constituencies scheduled in the Act.

OTHER MATTERS CONSIDERED BY THE SPEAKER'S CONFERENCE

Reform of Franchise

The main recommendation under this head is that " the local government franchise shall be assimilated to the Parliamentary franchise and Parliamentary and local government elections shall be held on the same register, provided that Peers shall not lose their right to vote in local government elections."

Another recommendation relates to University Representation, which is to be maintained.

Methods of Election

The system of election known as Proportional Representation and the method of voting known as the Alternative Vote were considered and rejected.

Conduct and Cost of Parliamentary Elections and Expenses Falling on Candidates and Members of Parliament

This subject was dealt with in the second report of the Speaker's Conference, presented in July, 1944 (Cmd. 6543).

Among their recommendations under this head the Conference proposed a considerable reduction in the legal maximum scale of candidates' expenses ; and deprecated substantial contributions to charitable or other organisations in the constituency ; or to party funds.

List of Documents in order of mention in text

	<i>Net Price.</i>
Parliament (Elections and Meeting) Act, 1943, 6 and 7 Geo. 6. Ch. 48 ...	9d.
House of Commons (Redistribution of Seats) Act, 1944, 7 and 8 Geo. 6. Ch. 41	3d.
Report of the Committee on Electoral Machinery, December, 1942. Cmd. 6408	9d.
Conference on Electoral Reform and Redistribution of Seats :	
Letter from Mr. Speaker to the Prime Minister, May, 1944. Cmd. 6534	1d.
Letter from Mr. Speaker to the Prime Minister, July, 1944. Cmd. 6543	2d.
Representation of the People Act, 1918, 7 and 8 Geo. 5. Ch. 64 ...	—
Electoral Registration Regulations, 1944, dated 20th July, 1944 (S.R. and O. 1944, No. 900)	8d.

Pamphlet

<i>Organisation.</i>	<i>Title.</i>	<i>Where Obtainable.</i>
Liberal Party.	A People's Parliament— and How to Get It (August, 1944).	Liberal Publication Dept., 8, Gayfere Street, S.W.1. Price 6d.

F.—EMPLOYMENT

[Note : The connected subject of post-war industry is included under this head; see also under Armed Forces.]

Contents

- Employment Policy—The White Paper
- Location of Industry
- Export Trade
- Taxation as an *instrument of Economic Policy*
- Stability of Prices and Wages
- Equal Pay
- Monetary Policy
- Some Problems of the Transition Period :
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EMPLOYMENT POLICY—THE WHITE PAPER

“ THE GOVERNMENT ACCEPT AS ONE OF THEIR PRIMARY AIMS AND RESPONSIBILITIES THE MAINTENANCE OF A HIGH AND STABLE LEVEL OF EMPLOYMENT AFTER THE WAR.”

These opening words of the White Paper on **Employment Policy** mark a turning point in the Government's approach to the problem of employment.

“ In laying down that it is the primary responsibility of the Government to maintain a high and stable level of employment we are turning our back finally on *past doctrines and past conceptions* and looking forward with hope to a new era.” (Mr. Ernest Bevin opening the Debate on the White Paper, 21st June, 1944.)

9th November, 1943. In his Mansion House speech, the Prime Minister said: "I regard it as a definite part of the duty and responsibility of this National Government to have its plans perfected in a vast and practical scheme to make sure that, in the years immediately following the war, food, work and homes are found for all."

8th December. In his first speech as Minister of Reconstruction, Lord Woolton said: "We must put first things first, and the things that the people of this country want most urgently were quite clearly expressed by the Prime Minister when he spoke of work, homes and food. Sir William Beveridge is right in saying that full employment is the foundation of social security. To ensure work for the nation—that is where reconstruction starts."

15th February, 1944. In a Debate on Post-War Work in the House of Lords, Lord Woolton foreshadowed certain steps which have since been included in the White Paper and need not be repeated here.

He referred to some of the difficulties of the transition period—the time taken in the alteration of machinery, shortage of many raw materials, problems arising from public demand exceeding supply—and said that "detailed plans . . . are being worked out in consultation between industry and Government in regard to the availability of labour and raw materials. . . ."

During this period not only will it be necessary to have some control over raw materials . . . we shall have to have some form of control over consumption."

With regard to the long-term problem, Lord Woolton mentioned that "the Government will have the advantage . . . of a central service of statistical information and expert advice in interpreting and forecasting economic trends and movements of trade. . . ."

The thing that creates unemployment is a failure . . . ineffective demand. . . . I believe we can find a sort of **economic thermostat** that will enable that demand, which in point of fact is always present in this country, to become operative. If we can do that then we shall have done a great deal to attack the problem of unemployment in its earlier stage rather than attacking it when it has already arrived."

26th May, 1944. The White Paper on **Employment Policy** (Cmd. 6527), presented to Parliament by the Minister of Reconstruction, was published.

The White Paper outlines the policy which the Government propose to follow in pursuit of the aim set out at the head of this section. It is not primarily an outline of projected legislation; "for employment cannot be created by Act of Parliament or by Government action alone. Government policy will be directed to bringing about conditions favourable to the maintenance of a high level of employment. But the success of the policy outlined in this Paper will ultimately depend on the understanding and support of the community as a whole—and especially on the efforts of employers and workers in industry. . . ."

Only a brief summary of this important Paper can be given in these notes.

"The level of employment and the standard of living which we can maintain in this country do not depend only upon conditions at home. We must continue to import from abroad a large proportion of our foodstuffs and raw

materials and to a greater extent than ever before we shall have to pay for them by the export of our goods and services." Exports cannot expand without prosperity abroad.

The Government are "seeking to create, through collaboration between the nations, conditions of international trade which will make it possible for all countries to pursue policies of full employment." Discussions which have been undertaken to this end are among the matters mentioned in Chapter I which deals with the **International and Industrial Background**.

Chapter II deals with the period of **Transition from War to Peace**. No problem of general unemployment in this period is envisaged. The numbers involved in the change-over from war-time to peace-time production may be the region of 7 millions. It will be a period of shortages, and patches of unemployment may develop where the industrial system fails to adapt itself quickly enough to peace-time production.

The Government's proposals for dealing with such problems include *plans, already being worked out, to promote the orderly expansion of peace-time industries*. Measures "to keep stability in the general level of prices" include rationing; price control, combined with a stable general level of costs secured, where necessary, by subsidies to check rise in the cost of living; maintaining the habit of saving; and capital control to the extent necessary to regulate the flow and direction of investment. A policy of cheap money will be pursued. Certain broad priorities will be established to avoid the production of unessential goods at the expense of essentials.

Chapter III is devoted to the **Balanced Distribution of Industry and Labour**, a problem of both the transitional and the long-term periods. Single-industry areas are to be ended.

Measures to be taken to prevent local unemployment in particular industries or areas include the promotion of the prosperity of the basic industries on which the area primarily depends; influencing the location of new enterprises so as to diversify the industrial composition of the area; removal of obstacles to the *transfer of workers from one area to another and from one occupation to another*; and the provision of training facilities to fit workers for new jobs—training allowances to be fixed on a higher scale than unemployment benefit, but not so high as full wages.

Chapter IV deals with **General Conditions of a High and Stable Level of Employment** in the long-term period.

The problem of cyclical unemployment—the alternate boom and slump—is recognised as a proper subject of Government control. "The Government are prepared to accept in future the responsibility for taking action at the earliest possible stage to arrest a threatened slump."

Proposals are made for maintaining a high level of total expenditure, the stability of prices and wages, and the mobility of labour.

Chapter V considers **Methods for Maintaining Total Expenditure** under the heads: Capital Expenditure, Consumption Expenditure, and Central Finance.

Proposals under the first head include concerted action between the Treasury and the banks to influence the volume of capital expenditure by variations in the rate of interest; and planned spending on public works to

check the onset of a depression. A co-ordinating body under Ministers will control the expenditure programmes to be submitted annually by public authorities for the ensuing five years.

The main proposal under the head of Consumption Expenditure is a system of varying contribution to be introduced within the new social insurance scheme designed to influence the purchasing power of the community. When unemployment is low the weekly contribution by employers and employed will be increased; when it rises the contribution will be reduced and the public will have more money to spend.

An appendix elaborates the above proposal and sets out a scale for social insurance contributions under which a rise of four points in the unemployment percentage would result in an immediate increase of nearly £1 million a week in the incomes of the workers and a corresponding reduction in the costs of the employers.

Under the head Central Finance, it is proposed that the Chancellor of the Exchequer shall take account of the requirements of trade and employment in framing his annual budget. Therefore, a rigid policy of balancing the budget each year, regardless of the state of trade, will not be pursued; but no departure from the principle that the budget must be balanced over a longer period is envisaged.

Chapter VI deals with the **Policy in Practice**. "To-day the conception of an expansionist economy and the broad principles governing its growth are widely accepted by men of affairs as well as by technical experts in all the great industrial countries. But the whole of the measures here proposed have never yet been systematically applied as part of the official economic policy of any Government. In these matters **we shall be pioneers.**"

The Government intend to establish on a permanent basis a small central staff, qualified to measure and analyse economic trends and submit appreciations of them to the Ministers concerned, for quick and accurate diagnosis is essential.

In order that they may have exact quantitative information about current economic movements, employers will be asked to co-operate in the supply of statistics.

It is also proposed to develop the annual White Paper on National Income and Expenditure by providing a much more complete analysis than hitherto of the country's total expenditure.

At every stage there will be parallel studies of the manpower position. These will be undertaken by the Ministry of Labour and National Service. The surveys will constitute a manpower "budget" and will indicate the probable supply of labour over the coming period and the effects upon employment of Government projects designed to modify the volume of investment or expenditure.

"The correlation of these complementary budgets—for total expenditure and for manpower—will . . . play a vital part in the formulation of Government policy for the maintenance of employment."

After Debates lasting three days (21st, 22nd and 23rd June) in the House of Commons and two days (5th and 6th July) in the House of Lords, a resolution welcoming the declaration of His Majesty's Government as set out at the head of this section was passed in both Houses.

Paragraph 83 of the White Paper mentions the principal classes of statistics "which must be obtained for the efficient operation of an employment policy." Among these are "statistics of employment and unemployment, including . . . statements of present and prospective employment in the main industries and areas in the country, based on returns from employers;" and "an annual census of production . . . including . . . details of the quantity and value of output, stocks, and work in progress."

21st June, 1944. Referring to the "very important survey . . . called the Man-power Budget," Mr. Bevin said: "The returns of the human budget will be compulsory. . . . The intention of the Government is that this kind of return, with the Census of Production, should be obligatory. . . ."

17th November. In a White Paper on Recruitment to Established Posts in the Civil Service during the Reconstruction Period (Cmd. 6567) mention is made of the Government's decision "to retain after the war a central body of economists and statisticians such as has been set up in the Cabinet Offices during the war."

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LOCATION OF INDUSTRY

[For the Government's views on the "Barlow Report" on the Distribution of the Industrial Population see under **Physical Planning**.]

Important speeches on the Location of Industry, with particular reference to the former "distressed areas"—now to be called "development areas"—were made by the President of the Board of Trade on 8th December, 1943, and 7th June, 1944. The latter speech, made after the publication of the White Paper on Employment Policy, makes it unnecessary for more than a passing reference to be made to the former.

8th December, 1943. Mr. Dalton referred to the high priority that must be given to industrial building in the areas in question.

"Taking the country as a whole, most of our building labour and material after the war will be required for housing . . . rather than for industrial building. . . . But there are certain areas . . . where industrial building is not less important than new housing.

Therefore . . . as far as labour and material are available for industrial building, including the adaptation of Government factories to new uses and repairs and extensions to other factories, we shall aim at giving a high priority to industrial building . . . in the difficult areas where there is serious danger of unemployment."

The present system of permits for new building "issued on the advice of the Board of Trade by the Ministry of Works . . . will be a most powerful lever for influencing the location of industry in the transitional period . . . I shall advise the issue of permits for industrial building . . . not merely to provide employment, but to provide it where it is most required."

Mr. Dalton also referred to his talks with industrialists on the possibility of their undertaking production in one or other of the difficult areas.

"I have had certain conversations . . . with industrialists and so has . . . the Parliamentary Secretary to the Board of Trade, and we propose to have some more. . . . My purpose is to see how far we can create an interest in new

industrial development in these areas. . . . We have found a remarkable degree of willingness, especially on the part of big firms, to consider suggestions by the Board of Trade as to the future location of their factories. . . .”

7th June, 1944. Mr. Dalton’s speech was mainly “a broad statement of that part of the White Paper [Chapter III, paragraphs 20-30] which deals with location of industry.”

In the course of this statement he announced the Government’s views on the Barlow Report on the Distribution of the Industrial Population.

Mr. Dalton drew attention to the “line of attack, intended by the Government and found in paragraph 25 of the White Paper : *By so influencing the location of new enterprises as to diversify the industrial composition of areas which are particularly vulnerable to unemployment.*”

The main proposals to that end, set out in paragraphs 26 and 27, and mentioned by Mr. Dalton include :

- (i) “It is only in the field of the construction of new factories or extensions of existing factories that the Government can influence the location of industry.”
- (ii) The Government will require “industrialists who have any important schemes [of this nature] in mind [to notify them] of what they intend to do and to discuss it with them.”
- (iii) The Government are going to take permanently the power, which they have now, “to prohibit the establishment of a new factory in any district where they consider that serious disadvantage would arise from further industrial development.”
- (iv) “The Government will . . . use their influence . . . to steer new factory development into the areas where . . . new industrial development should take place.”
- (v) In doing this “the Government . . . will take account not only of industrial and social, but also of strategic and defence considerations.”
- (vi) “Factories engaged in arms production in the Development Areas, where this arms production will be required as part of the permanent defence arrangements of the country, shall, so far as that is practicable, continue to produce munitions after the war.” Otherwise such factories will be given “the quickest possible release in order to enable them to switch over to production for civilian purposes.”
- (vii) **Industrial Building Permits**, “the most powerful lever which the Government dispose of with regard to the future location of industry,” will be used to “give priority to these areas in the grant of licences for the building of new factories and extensions of existing factories.”
- (viii) **Trading Estates**. “The Government will continue the policy of erecting in Development Areas factories, in individual or collective units for sale or lease. The trading estates were one of the developments of the inter-war period. . . . We shall aim at a larger number and a wider dispersal of trading estates.”

- (ix) **Financial Assistance.** "Detailed particulars of the financial assistance and the manner in which it will be furnished [for new businesses establishing themselves in these areas] are under discussion."
- (x) **Basic Services.** The Minister of War Transport has promised "to give special consideration" to the matter of "communications by road, rail and sea, to and through these Development Areas." This is "one of the most necessary measures to be taken to get full employment and prosperity in the areas. . . ."

Mr. Dalton instanced the project for a new bridge across the Severn. This "will be a big new inducement for industries to settle in South Wales." (See under **Physical Planning**.)

"The measures required in order to bring about full employment in the various areas concerned will vary according to the character of the area and from time to time. . . . There can be no final list of Development Areas. . . . The test of the success of the Government's policy will be that unemployment in any particular area concerned shall be brought down to whatever is the national level for the time being . . . while that average must be reduced to the very lowest figure which the general policy of the Government can bring about. . . ."

"The Government is committed, in this White Paper, to a new far-reaching policy designed to secure employment not only for the country as a whole but in these Development Areas also. No Government previously has committed itself along these lines. . . ."

"If such a policy is pressed forward with vigour . . . it will give us in a comparatively short term of years a well-balanced and diversified industry in each main region in the country . . . a sure foundation for the employment of our people in the years to come."

EXPORT TRADE

"When we speak of the need of full employment in this country, we must not at any time forget how much that aim is linked up with good employment for our export industries" (Sir Kingsley Wood, 12th May, 1943).

The White Paper stresses the importance of export trade in maintaining the level of employment in this country. Export trade "before the war provided employment for about one and three-quarter million persons. . . . To avoid an unfavourable foreign balance, we must export much more than we did before the war."

25th April, 1944. The Chancellor of the Exchequer, Sir John Anderson, said: "The Government cannot make an export trade. That depends on the manufacturers, merchants and workpeople of this country. What the Government can do is to try to make conditions in which export trade can flourish, by its foreign policy of co-operation in the international field, by an appropriate internal policy in managing and disposing of physical resources, material and labour, and by its financial policy."

16th May. Lord Woolton reinforced this statement: "The conclusion at which we have arrived is that the Government are endeavouring to work on the basis of an expansionist policy; that they are working in concert with

the Commonwealth and with foreign countries to establish world conditions that will be favourable to the development of our own export trade. . . . Whether we get it or not will, in the long run, depend upon . . . *the efficiency of our own manufacturers in this country. . . .*"

If our manufacturers use that skill, enterprise and scientific knowledge which they have used so fully in the war "with the same eagerness that they have shown in using it during the last few years, I believe that we shall be able to get that large increase of export trade on which the whole of the policy of full employment in this country, in the long run, will depend."

Export Credits Guarantee Department

27th July, 1943. The Secretary to the Department of Overseas Trade, Mr. Harcourt Johnstone, said that the **Export Credits Guarantee Department** must play "an important part in the post-war period. I have asked the Advisory Council of the Department to make recommendations for assisting the post-war usefulness of the Department, and their recommendations have been made and are now being carefully considered. I feel sure that after the war it may well be desirable that Parliament should be asked to increase the statutory limits upon the potential volume of liability at any one time accepted by the Department."

4th July, 1944. Mr. Dalton said that he hoped, "following consultation with . . . the Chancellor of the Exchequer, to be able to introduce legislation next Session to extend export credits facilities."

Preparation of Reports

27th July, 1943. Mr. Harcourt Johnstone, describing the work on post-war problems being done by his Department, said: "Arrangements are now in train for the production of reports of two kinds (1) geographical, upon individual markets, and (2) industrial, to indicate the particular export industries and the conditions they are likely to find in all the more important markets. . . . The intention is that these reports should be available for issue to chambers of commerce, trading organisations, export groups and individual export firms. When export trade as we knew it before can be resumed, I hope that this will prove to be of assistance to our manufacturers and merchants and make some contribution towards the reabsorption of labour into our industries when they turn over from war to peace."

16th December. Mr. Harcourt Johnstone added that "these [geographical and industrial] reports are being continuously revised, so that the final product may be as up to date as possible. At the same time discussions are taking place with a large number of industries in order that views may be exchanged about their particular export trade problems, and to ensure that the services of the Department are on lines that will afford the maximum assistance to exporters. A number of the Department's overseas officers have already been brought home for consultation, and this practice is being continued and developed. Moreover, a senior officer of the Department has recently been in the Middle East conferring with the Department's officers in the area and it is intended that similar conferences shall take place in other parts of the world."

TAXATION AS AN INSTRUMENT OF ECONOMIC POLICY

The White Paper referred to the announcement by the Chancellor of the Exchequer in his Budget speech of the means by which taxation policy will be adapted to foster the development of industrial research, and to facilitate the modernisation of industrial plant, machinery and buildings. "These important modifications in the incidence of taxation on industry will make a substantial contribution towards industrial recovery after the war. . . ."

Post-War Taxation

21st March, 1943. The Prime Minister referred to this subject in his broadcast :

"Direct taxation on all classes stands at unprecedented and sterilising levels. Besides this there is indirect taxation raised to a remarkable height.

"In war time our people are willing and even proud to pay all these taxes. But such conditions could not continue in peace. We must expect taxation after the war to be heavier than it was before the war, but we do not intend to shape our plans or levy taxation in a way which, by removing personal incentive, would destroy initiative and enterprise."

23rd May, 1944. The Chancellor of the Exchequer, Sir John Anderson, touched on the prospects of taxation relief in moving the Second Reading of the Finance Bill.

"The public, who have borne great hardships without complaint, are entitled to some little hope of relief," but "there will be a period during which the gap between taxation revenue and expenditure will still be considerable. It must be our aim to narrow that gap as speedily as possible. We must maintain a high level of tax revenue. We can only do that by maintaining the balance between direct and indirect taxation. We can only maintain the productivity of direct taxation by keeping the wide sweep which it now has. . . ."

A material reduction in taxation within a reasonable period of time would be universally regarded as a desirable objective of policy."

Taxation of Industry : Excess Profits Tax

Terminal Losses. 12th April, 1943. The late Chancellor of the Exchequer, Sir Kingsley Wood, in his Budget speech, gave an assurance to industry that allowance will be made, in computing liability to Excess Profits Tax, in respect of terminal losses—that is the expenses or losses that may be involved in changing back from war-time to peace-time conditions."

14th April. He cited, as instances of such terminal losses, "the restoration of factory lay-out which has been altered for war purposes, the return of factories which have been dispersed, the undoing of A.R.P. measures, the valuation of stocks and deferred expenditure on repairs and renewals."

Post-War Credit. 18th May, 1943. In introducing the Finance Bill, Sir Kingsley Wood referred to another "very important provision" made in war-time legislation (Finance Act, 1941) to help industry to face the expenditure involved in the return to peace conditions and improvement of capital equipment ; namely, the post-war credit of 20 per cent. of Excess Profits Tax,

paid at the 100 per cent. rate. The fund thereby created, which is intended to be used for the modernisation and development of business, represents an important contribution from the national resources towards the problem of post-war reconstruction. . . .”

25th April, 1944. Sir John Anderson said that after “allowing for the Income Tax payable on all refunds of Excess Profits Tax, the post-war credit represents . . . a fund growing at the rate of £40,000,000 to £50,000,000 a year. The availability, after the war, of such a fund must obviously be a great factor in enabling industry to turn back to peace-time production, and to face any expenditure involved therein.”

Taxation of Industry : Income Tax

12th April, 1943. Sir Kingsley Wood announced, in his Budget speech, that he had asked the Board of Inland Revenue to examine the subject of the incidence of Income Tax on industrial profits, with particular reference to “profits that are not distributed, but are ploughed back into the business and the treatment of capital expenditure for which no allowance is made under the existing taxation code.”

25th April, 1944. Sir John Anderson said that following on the inquiry thus initiated, he was able to make “some important declarations of Government policy.”

The following are the main items of taxation relief mentioned by Sir John Anderson :

Plant and Machinery. “The deduction from taxable profits of 20 per cent. allowance on all expenditure on new plant and machinery.”

New Industrial Buildings. The deduction from taxable profits of “10 per cent. allowance on all expenditure on new industrial buildings.”

The above reliefs apply also to Agriculture (see under **Agriculture**).

Extractive Industries. A depreciation allowance will be introduced “in the extractive industries, that is, in mines, oil wells, quarries and the like, where capital expenditure is incurred on various types of assets which are limited in life by the life of the mineral or oil deposits. New expenditure in respect of sinking shafts and the provision of surface facilities will qualify for an additional allowance on the same principle as new buildings, plant and machinery, and the balance of expenditure will be written off against subsequent profits.”

Scientific Research. Pointing out that research has three aspects—fundamental research, the pilot plant stage and the commercial production of the product—which are “integral parts of the same creative process,” Sir John Anderson said : “In considering the help which taxation policy can give to research, my aim has been to help the whole process. . . . My proposal is that :

- (i) Any research expenditure of a **capital** character [carried on by a trading concern on its own account] which means normally expenditure on laboratory buildings, plant and machinery, should be allowed over a period of five years, or over the life of the assets, if shorter, as a deduction from profits for Income Tax purposes. . . .

- (ii) All **current research expenditure**, such as salaries, wages, cost of materials, repairs, and so forth, will be allowed as and when incurred by the trader. . . .
- (iii) Any payment . . . made by a trader to a central research body approved by the Department of Scientific and Industrial Research shall be allowed, as and when made, as a deduction in computing the profits of the concern."

Oil Duties. Steps are being taken "to make sure that the tariff offers no obstacle to the chemical industry in obtaining the necessary raw materials from oil" for plastics, etc. An inquiry will be set on foot by the Minister of Fuel and Power and the Chancellor, to obtain "the necessary data on which specific proposals can be based."

27th April. Sir John Anderson explained in the above connection that "petroleum technology has great possibilities in this country, but it has been subject, because of the heavy incidence of taxation on the raw material, to peculiar disabilities and handicaps."

26th August. The Committee foreshadowed above has been constituted. Its terms of reference were announced in a Statement from the Ministry of Fuel and Power.

[It may be noted that a statement of the existing Government Organisation for the promotion of scientific research and development was published on 6th April, 1944, under the title **Scientific Research and Development** (Cmd. 6514).

The purpose of this White Paper is "to describe existing Government machinery for the promotion of scientific research and development. The Government hope that it may provide a useful background for the discussion of the part which the Government can play in this important field after the war.

"A brief description is given of the constitution and functions of the Development Commission and of the three Committees of the Privy Council, for Scientific and Industrial Research, for Medical Research, and for Agricultural Research, and the organisations working under them."

"Fundamental" or "pure" research is largely carried out in the Universities. Provision is made by the Government for financial assistance to the Universities for this purpose through the University Grants Committee.]

STABILITY OF PRICES AND WAGES

This subject is dealt with at some length in the White Paper, which emphasises that it is "of vital importance to any employment policy" to maintain expenditure which cannot be done "unless wages and prices are kept reasonably stable."

30th November, 1943. The Minister without Portfolio, Sir William Jowitt, pointed out that "measures for the stabilisation of prices in relation to wage levels are inseparable from any scheme for ensuring employment for the people. . . . Plans are being elaborated. . . . The extent to which it may be practicable and necessary to adopt such plans, or any part of them, before the end of the war in supplementation of war-time measures of stabilisation can best be considered when the plans are finally completed."

20th January, 1944. The Minister of Labour and National Service, Mr. Ernest Bevin, said that he was engaged in formulating proposals for the purpose of "ensuring for the post-war period that there is adequate machinery for the effective regulation of wages and conditions of employment so that recognised standards are established and observed. . . ."

"It is the policy of the Government to establish machinery that will have the power to establish minimum wages in all cases. I must distinguish between the machinery established by the Government for this purpose, and the fixing of minimum wages by the Government itself."

EQUAL PAY

9th May, 1944. The Prime Minister announced that the Government have decided to set up a Royal Commission to consider the matter of equal pay for equal work.

Mr. Churchill indicated that immediate acceptance of the principle would involve an addition of £42,000,000 to current expenditure.

2nd August. The Deputy Prime Minister, Mr. Attlee, announced the terms of reference of the proposed Royal Commission on Equal Pay, which are as follows :

"To examine the existing relationship between the remuneration of men and women in the public services, in industry and in other fields of employment ; to consider the social, economic and financial implications of the claim of equal pay for equal work ; and to report."

26th September. The Prime Minister announced that "Mr. Justice Asquith will act as Chairman of the Royal Commission."

12th October. Mr. Attlee named the full personnel of the Royal Commission.

MONETARY POLICY

The White Paper lays down that it is "an essential part of the Government's employment policy to co-operate actively with other nations." Such international co-operation would be directed, among other matters, "to ensure reasonably steady rates of exchange" and to assist "countries which are faced with temporary difficulties in their balance of payments."

International monetary policy lies outside the scope of this survey and can only be given a passing reference.

10th May, 1944. The subject was debated in the House of Commons on the basis of the **Joint Statement by Experts on the Establishment of an International Monetary Fund**, published on 24th April, 1944 (Cmd. 6519).

This Statement was conceived as part of a general plan for international co-operation, the objectives of which, as a whole, would be the progressive development of international trade, active employment, reasonable stability of prices, and the machinery for the orderly adjustment of exchanges. Sir John Anderson emphasised the bearing of such proposals on "the policy of full employment to which the Government stands pledged."

The United Nations Monetary and Financial Conference, has since been held at Bretton Woods, New Hampshire, U.S.A., from 1st to

22nd July, 1944. The **Final Act** of the Conference proposing the establishment of an **International Monetary Fund** has been published as a **White Paper** (Cmd. 6546).

The **White Paper** has not yet been considered by Parliament.

SOME PROBLEMS OF THE TRANSITION PERIOD

Re-Allocation of Man-Power between Civilian Employments

16th November, 1944. A **White Paper on Re-Allocation of Man-Power between Civilian Employments during any Interim Period between the Defeat of Germany and the Defeat of Japan** was published (Cmd. 6568).

A previous **White Paper on the Re-Allocation of Man-Power between the Armed Forces and Civilian Employment** (Cmd. 6548) set out the Government's proposals for the release of men and women from the **Armed Forces** during the same period and has been noted under **Armed Forces—Demobilisation** above. The present **Paper** sets out the Government's plans for the reallocation of man-power within civilian employments, the object being the orderly redistribution of man-power between war work, reconstruction employments, and export and home goods industries. The two **White Papers** should be read together; they form a single plan for the best utilisation of the country's man-power resources in the national interest during the period when Japan still remains to be defeated.

"The reallocation of man-power during this period must be undertaken on a planned basis involving in some measure a continuance of control over industry and labour."

The guiding considerations are :

- (1) The governing consideration must be the needs of the **Armed Forces**, of essential production and of essential services; for this purpose man-power resources must be employed where they are most needed in the national interest.
- (2) At the same time the aim is to ease the control over man-power wherever possible and to meet so far as possible the natural desire of workers to return home and to seek work where they please and of employers to engage labour freely.

General Principles of Redistribution

The **White Paper** describes in Section II the proposals to carry out these objectives, dealing (a) with persons engaged in civilian employment and (b) with persons discharged or released from the **Armed Forces** or **Civil Defence**.

Persons engaged in civilian employment: With the object of easing the pressure of control as much as possible consistently with the national interest, the principal aims set out in the **White Paper** are :

- (i) that certain classes of persons whose retention in industry would be a considerable personal hardship (e.g. on account of age or, in the case of women, family responsibilities), should be allowed to retire if they so desire ;

- (ii) that persons who have been away from home a long time should be transferred back home or near to their homes so far as practicable ;
- (iii) that experienced workers should be transferred back to their former industries.

It is the intention to apply the first of these principles irrespective of the work on which the persons concerned are engaged, but the application of the second and third principles is subject to the paramount claims of the Armed Forces and of essential industry and service.

It is unnecessary for the purposes of the present survey to enter into the detailed proposals for carrying out these aims. For these the reader is referred to the White Paper.

Men and women released or transferred from the Armed Forces or Civil Defence: The scheme of redistribution will apply to them but will be adjusted to fit in with certain special arrangements.

The special arrangements relating to persons released from the Armed Forces have been noted under **Armed Forces** above. Persons released from Civil Defence will become subject to the current labour controls immediately on discharge, except that those possessing reinstatement rights will be allowed to exercise them.

Labour Controls

Section III of the White Paper deals with labour controls in the interim period. [For an outline of the Government's Policy in regard to controls other than those relating to man-power see the Prime Minister's statement, 16th November, 1944, under **Maintenance of Controls** below].

In carrying out the scheme " the aim will be to effect the necessary redistribution of man-power as far as possible on a voluntary basis and to narrow the field of compulsion to the strictest limits." But if the necessary adjustments are to be made in an orderly manner and with reasonable fairness to all concerned " the Government must retain a substantial measure of control over the movement of labour. Some relaxation of control will be possible immediately hostilities in Europe cease, and it is expected that a further progressive relaxation will be possible during the interim period."

The various powers of control which the Government feel they must maintain and the way in which it is proposed to exercise them are set out in the White Paper.

Maintenance of Controls

The need for the maintenance of certain controls during the transition period is mentioned in the White Paper. " Rationing and a measure of price control must be continued for some time The use of capital will have to be controlled to the extent necessary to regulate the flow and direction of investment. . . ."

7th September, 1943. The President of the Board of Trade, Mr. Hugh Dalton, referred to the subject in a broadcast talk.

" . . . The Government intends—and both the Chancellor of the Exchequer and I have said so in the House of Commons—to keep war-time controls so

long as they are necessary. We shall be able to get rid of some of them quite early, and to relax others. No one wants controls for their own sake, but some controls will be essential in order to prevent unemployment, to prevent inflation, to prevent a scramble and a muddle and a mess in the great change-over from war to peace."

12th October. The Prime Minister reinforced this: "It is common ground that, in the words of the late Chancellor of the Exchequer in this House on the 3rd February: 'A considerable measure of control of our economic life will have to continue after the war.'"

6th July, 1944. Lord Woolton said: "... we have already prepared a whole list of these Controls, we have had an official Committee working for some time to see which can be got rid of at the earliest possible moment, and how the other Controls can, with advantage to the country, be got rid of as conditions allow."

16th November. The Prime Minister made a statement on controls in "the period between the defeat of Germany and the defeat of Japan." Mr. Churchill said; "It is not possible to look beyond the end of the Japanese war. . . . Until Japan has been defeated the war must have first call on all our efforts. . . ."

As stated in the White Paper published to-day [Re-allocation of Man-power between Civilian Employments, etc., Cmd. 6568 see above], the existing system of allocating man-power to the Forces and to the various industries will be maintained. Nevertheless, it is intended to mitigate, so far as possible, the rigidity of the existing control over labour.

Many of the war-time controls over raw materials, industrial activity, agriculture, food, transport and so forth will likewise be as necessary in this period as they are to-day. In these fields also relaxation will be possible and will be made, so far as circumstances permit, and in an orderly manner. . . .

It is too early to forecast the stages by which control will be released. The whole matter will be dealt with in a severely practical manner . . . as part of an organised scheme. . . . The governing consideration in every way should be the public interest."

RESTORATION OF INDUSTRY

Preliminary Discussions

Some indication of the steps being taken for the restoration of industry was given by the President of the Board of Trade in the course of the Debate on Economic Policy in the House of Commons on 2nd and 3rd February, 1943, when Mr. Dalton referred to discussions with national bodies and particular industries.

3rd February, 1943. Mr. Dalton said: "I have made arrangements for an intensified study of post-war problems. Consultations are now going forward systematically, both with certain national bodies . . . and also with particular industries."

National Bodies. These National Bodies included the Association of British Chambers of Commerce, Federation of British Industries, Trades Union Congress, Parliamentary Committee of the Co-operative Congress, National Union of Manufacturers, British Employers Confederation. "I hope, having

had this series of consultations . . . to be able to draw up a plan particularly embodying points that are common ground as between them and to pursue further with them a closer study of problems which emerge upon the national plane as distinct from the plane of individual industry."

Particular Industries. "I have set on foot approaches to particular industries, to their trade associations, and I have asked that . . . the following matters shall be discussed industry by industry."

- (i) "What . . . are the main obstacles . . . to the restoration of full activity in their industry within a reasonable period, say, a period of six or twelve months after the cessation of hostilities? . . . What . . . are the chief obstacles in the way of their making their full contribution to employment and trade activity in this country? How do they consider that these obstacles can best be overcome, and at what point do they wish the Government to intervene to assist them in the matter?"
- (ii) "What is the probable condition of their capital equipment at the end of the war? . . . How far . . . the modernisation of plant on a considerable scale will need to be undertaken. . . ."

Mr. Dalton added: "When we have an answer to that question, it may be that I shall have to approach . . . the Chancellor of the Exchequer to see how far he can assist" (see under **Taxation of Industry: Excess Profits Tax**, above).

- (iii) "What new products have been developed as a result of new inventions and so forth, and what new varieties of existing products or completely new products can be placed upon the market?"

When these questions are "answered industry by industry" it will become possible to "get a picture of the post-war problems confronting separate industries . . . to estimate the total volume of employment on which we may reasonably count [and] the obstacles which must be overcome, if we are to achieve it."

Mr. Dalton referred on this occasion to the discussions that had been held with the cotton, potteries, woollen and worsted, and clothing industries.

Heavy Engineering Trades. *27th September, 1944.* The Parliamentary Secretary to the Board of Trade, Captain Waterhouse, said that "special attention is being given to the practical steps required to secure the smooth transition from work on war contracts to work on civil orders. Information has been obtained from the engineering industry about the rate at which individual firms would like to have their work tapered off, and the information has been placed before the Supply Departments. Attention is also being paid to the provision of materials and to enabling engineering firms to use key workers, such as designers, for preparatory work."

Ministerial Responsibility

15th November, 1944. The Prime Minister made a statement on ministerial responsibility for the reconversion of industry. "The main responsibility for the organisation of the change-over is shared between the President of the Board of Trade, who has a general responsibility in connection with the establishment of civilian industry, the Minister of Production, who has a general responsibility for planning and concerting the release of resources

as these can be spared from war production, and the Minister of Labour and National Service, whose responsibility extends to the supply of labour for all classes of production and services."

"Deconcentration" of Industry

Another problem of the transition period is the "deconcentration" of industry.

In the White Paper on Concentration of Production, March, 1941 (Cmd. 6258), the Government gave an undertaking that the Departments concerned would as soon as possible after the war take all measures open to them to assist the speedy reopening of factories closed under concentration arrangements. "Meanwhile, the Board of Trade will keep a record of factories closed down and the Ministry of Labour will keep a record of transferred workers so that their return to their old employment after the war may be facilitated."

6th July, 1944. Lord Woolton said, in this connection, that "the President of the Board of Trade has already set up machinery to carry out the undertakings which were given."

On 3rd August, 1943, Mr. Dalton mentioned that "trade marks of concentrated firms are fully protected under the Defence Regulations, for as long as the concentration continues and for one year afterwards."

Disposal of Surplus Stores and Factories

Among the measures proposed in the White Paper to reduce unemployment during the transition period to a minimum, are :

"Arranging that the disposal of surplus Government stocks shall not prejudice the re-establishment and development of the normal trade channels for producing and distributing similar goods ;" and

"Regulating the disposal of Government factories in such a way as to help towards the early restoration of employment."

2nd November, 1943. Mr. Dalton made a statement of Government policy on this subject. "There must be, after the war, an orderly disposal of surplus goods, which, on the one hand, will not allow profiteering at the expense of the consumer, and, on the other hand, will pay due regard to the interests of producers and distributors. The Government have decided that disposal shall be carried out, in each particular case, through the agency of the Department mainly concerned with the supply of the goods during the war. Before working out the plans for disposal, the Board of Trade, together with other responsible Departments, will consult with representatives of the producers, [including the representatives of the trade unions], and . . . distributors concerned.

The Government have further decided that the Board of Trade, through its Factory and Storage Control, shall co-ordinate the disposal of all surplus Government factories. With a view to decisions being taken as to the best use to which these can be put in the national interest, the Control will compile lists of factories and of applicants for them. The Government recognise the importance of reaching such decisions before the end of the war in as many cases as possible, but much must depend on the course of events, including future

programmes of war production. Special attention will be paid to the release of factories urgently needed for peace-time production and to the possibility of converting into trading estates some of the premises no longer required for Government work."

In reply to a question, Mr. Dalton added, "It is not ruled out that the Government will retain these factories. We are anxious in the first instance, to have information as to the alternative uses to which each factory can be put, whether by Government, private, trading estate or any other agencies. . . . We shall . . . have particular regard to the employment aspect of the case in each particular locality."

18th July, 1944. "The general lines on which the Government propose to proceed in disposing of surplus stores" were indicated in a White Paper, **Government Surplus Stores—Plans for Disposal** (Cmd. 6539).

Of the three classes of likely surplus stores, raw materials, munition stores and manufactured civilian stores, the White Paper is mainly concerned with the last class. It refers to Mr. Dalton's statement of 2nd November, 1943, and sets out the results of the Government's further examination of the policy then announced.

The general principles which the Government intend to adopt are as follows :

- (a) To release the stocks at a rate which, while fast enough to get the goods into the hands of consumers when they are most required and to clear badly needed storage and production space, aims at avoiding adverse effects on production through flooding the market ;
- (b) Unless there is good reason to the contrary, to distribute the goods through those traders or manufacturers who would normally handle or use them, and to secure that ultimate consumers in all parts of the country have a fair opportunity to buy them ;
- (c) To ensure, if necessary by statutory price control, that the prices charged to the ultimate consumer are fair and reasonable in relation to the current prices of similar articles, to prevent profiteering on the part of dealers handling the goods, and to keep down the number of intermediaries to the minimum compatible with a proper distribution.

Provisional disposal plans will be prepared before the time when the goods are actually available for disposal in any quantity.

"The Government reserve the liberty to develop and modify their policy in the light of experience and changing circumstances, or in accordance with any international agreements which may be made."

25th July. The White Paper on Government Surplus Stores was debated in the House of Commons. In the course of the Debate, Mr. Dalton added "something beyond what is contained in [the White Paper], on the subject of Government Factories."

He referred to his statement on this subject on 2nd November, 1943 (above) and added : "Since then, we have been studying the matter closely within the framework of that declaration and the Government have recently been considering, in particular, two questions of principle regarding Government factories. The first is : are these to be disposed of to the highest bidder or, in the alternative, should they be allocated by the Government according to

broader social and economic criteria? The second is : should these factories normally be sold or should they normally be leased to the particular applicants. . . ?

We should regard the control and location of Government factories as being one aspect of the general policy laid down in the White Paper on employment of meeting our more urgent home and export demands in front of less urgent and less essential requirements.

Therefore, in the location of factories, the Government will take account of the following considerations."

- (i) "The establishment of a balanced distribution of industry in the particular area where the factory is situated, and of the contribution which the factory can make to local employment in the area."
- (ii) "The need to expand our export trade."
- (iii) "The need to maintain a suitable war potential in the years of peace."
- (iv) "The requirements of town and country planning."
- (v) "The ability of the various applicants for factory premises to make efficient use of such premises with the minimum of reconstruction."

" . . . Therefore, it is the intention of the Government to have the allocation of factories after the war settled in accordance with those criteria, which I have indicated, and not in accordance with competitive bidding by the various applicants. . . .

On the second point, as between the leasing and selling of factories the Government have decided that we should not lay down any hard and fast rule to cover all cases, but that the normal procedure for the disposal of factories should be one of leasing and not of selling. . . ."

10th October. A Board of Trade announcement invited applications from "industrialists who require after the war 10,000 sq. ft. or more in surplus Government factories or storage premises and who are willing to use them for peace-time industrial purposes."

24th October. Mr. Dalton stated that the number of Government factories that will be available to private enterprise after the war will be "approximately 1,000."

SOME PARTICULAR PROBLEMS

Some particular problems on which action has been or is being taken by the Government may be noted.

Building Industry

For Training for the Building Industry see under **Housing**

Catering Industry

The Catering Wages Act, 1943, makes provision for regulating the remuneration and conditions of employment of catering and other workers and, in connection therewith, for their health and welfare and the general improvement and development of the industries in which they are employed.

The Act establishes a **Catering Wages Commission**, one of the functions of which is to make inquiries into the methods of regulating wages in the catering trades. If they are of opinion that methods of wages regulation in any branch of the catering trades are inadequate they may recommend to the Minister of Labour and National Service the establishment of a **wages board**.

On the recommendation of the Commission the Minister has made an Order establishing such a wages board for industrial and staff canteens, with certain exceptions. It is estimated that the number of canteens covered by the Order will be about 16,000 and employing nearly 200,000 workpeople (Ministry of Labour and National Service statement, 16th March, 1944).

The Commission have given notice of their intention to recommend the establishment of another wages board for workers employed in unlicensed non-residential places of refreshment and central catering establishments, or by catering Contractors, and further boards are proposed for certain other branches of the catering trades (Ministry of Labour and National Service statement, 27th September, 1944).

Another function of the Catering Wages Commission is to "make such inquiries as they think fit or as they may be directed by the Minister to make into means for meeting the requirements of the public including in particular the requirements of visitors from overseas, and for developing the tourist traffic."

5th August, 1943. The Joint Parliamentary Secretary to the Ministry of Labour, Mr. McCorquodale, stated that the Minister has issued a formal direction to the Catering Wages Commission on 15th July, "directing them to inquire into the effect of war conditions on the hotel and catering services and to review the measures necessary to meet the requirements of the public, including visitors from overseas, in the immediate post-war period."

26th September, 1944. The first Annual Report, 1943-44, of the Catering Wages Commission was published.

On the subject of the Minister's direction, dated 15th July, 1943, the Report mentioned that the Commission's inquiries into the post-war rehabilitation of the catering industry were nearing completion; but that there had been little opportunity in the first year of the Commission's existence "of studying in detail the separate and formidable problem of the development of the tourist traffic."

Coal Mining Industry

5th September, 1943. In a broadcast on "Manpower and Coal," Mr. Bevin, referring to the future of the industry, said that the Government wants to do all that it can to maintain all the improvements that have been achieved: namely, the guaranteed week; the bettering of transport facilities; the increase in mechanisation; the provision of canteen and medical services; the establishment of the national minimum wage and the negotiation of wage standards of a progressive character. "The present system of control is so arranged that it will continue until Parliament has an opportunity of re-examining the whole problem afresh in the light of the conditions prevailing when the war ends. The industry can rest assured, therefore, that there will be no drastic or sudden change until Parliament has discussed it and the industry has been consulted."

13th October. Emphasising this point, the Prime Minister stated that "His Majesty's Government gave this assurance . . . that the present system of control, plus any improvements that may be made to it, will be continued after the war until Parliament shall decide upon the future structure of the industry."

Until then "there will be no decisive change in the present structure of the coal industry or any removal of the many guarantees for the continuity of employment and wages, and limitation of profits which are embodied in it. . . . In my opinion, at least a year of stabilisation, probably a good deal more, under the present war-time White Paper [Coal, Cmd. 6364] conditions, can be counted on by the mining community."

21st April, 1944. The Minister of Fuel and Power, Major Lloyd George, made a statement regarding the wage agreement reached by the two sides of the coal industry.

The proposals submitted by the Minister and embodied, in substance, in the agreement, had two main objectives :

- (i) "To allay the fears of the mineworkers about their post-war position." For this reason, he had proposed "that the agreement should run for at least four years."
- (ii) "To offer as great an incentive as possible to the productive workers." The agreed formula "ensures that the reward for greater output is substantially increased."

The proposals aimed at "a stable wage basis, on which a better future for the industry might be built and, for the country, freedom from the disturbances of its economic life which are the inevitable outcome of wage dissensions in coal mining."

3rd October, 1944. A Ministry of Fuel and Power statement announced the appointment of a Technical Committee of Mining Engineers, under the chairmanship of Mr. Charles C. Reid, the Production Director at the Ministry, with the following terms of reference :

"To examine the present technique of coal production from coal face to railway wagon, and to advise what technical changes are necessary in order to bring the industry to a state of full technical efficiency."

Domestic Service

4th May, 1944. Mr. McCorquodale, in a Debate on Domestic Workers, referred to "the future of domestic work of all kinds in this country after the war. . . ."

"We shall look to this field for the employment of very large numbers of women. . . . Domestic help should not be the sole prerogative of the rich, but if possible should be spread over all sections of the community. . . . To attract girls to this . . . profession after the war there should be some more definite standards laid down as to the rates of wages, conditions of employment and the like."

Mr. McCorquodale said that the Ministry of Labour "have set up a special Department recently to consider this problem as a whole. This Department has got outside help of the highest qualifications and at this moment is collecting and sifting all the suggestions which have been sent to us from all

quarters." The Minister and he were anxious " that the end of the war should not find us without some future plans for domestic work in this country. . . ."

[See also under **Health—Domestic Help in Hospitals and other Institutions.**]

Joint Production Committees

3rd August, 1944. The Parliamentary Secretary to the Ministry of Production, Mr. Garro Jones, referred to the future of Joint Production Committees and Works Councils after the war.

" Although most of this machinery has been established only for the duration of hostilities, it would be lamentable if the spirit embodied in it were to evaporate at the end of the war. . . .

" The Minister of Labour has authorised me to [say] that he is already in active consultation with the Trades Union Congress, with the Employers' Federation, and with branches of industry with a view to arriving at proposals for the maintenance of this machinery of collaboration in the post-war period. Consultations, of course, will be much wider than the joint production committees and the works councils. The end in view is . . . increased collaboration, increased efficiency and mutual understanding of each other's point of view."

Juvenile Employment

25th November, 1943. The Ministry of Labour and National Service, in a Press Notice, has drawn attention to the special Juveniles Department of the Ministry which is responsible for young people under 18.

This service is charged with three main duties : first, to guide boys and girls in their choice of a career, then to assist them to find suitable employment, and at the same time to meet the needs of industry in recruiting young workers, and thirdly, to maintain supervision over young workers during their early years of employment.

In developments now taking place for the benefit of young people, this service must play an important part alongside improvements in education and the provision of better facilities for leisure.

The Ministry has recently sent a memorandum to its officers pointing out how their work will fit into the larger framework of reform.

It is pointed out that as a result of the fall in the birth-rate during past years and the proposals to extend the period of compulsory attendance of boys and girls in school, both part and full-time, there will be a smaller pool of juvenile labour available for employment.

Industry will need to utilise juvenile labour with economy and wisdom. This means more careful recruitment, better training of the labour when it is recruited, provision of satisfactory welfare conditions, and a proper length of working hours. In a restricted market juveniles will have opportunity as never before of choosing their employment, and it is the duty of the guidance service to help them to choose wisely in relation to the conditions and opportunities that different careers and jobs offer.

1st June, 1944. An official account of this special public service was published by the Ministry of Labour and National Service in a pamphlet entitled **The Young Worker : The Juvenile Employment Service.**

16th November. The White Paper on Re-Allocation of Man-power between Civilian Employments (Cmd. 6568), referred to above, mentions that a "scheme is being worked out in consultation with the interests concerned, the paramount object of which will be to assist juveniles to the maximum extent possible in the choice of employment with a view to giving them the best opportunities for a permanent and progressive career in life with due regard to individual aptitudes."

[See also under Education—Youth Service].

SCOTLAND

The White Paper on Employment Policy relates also to Scotland.

Scottish Council on Industry

Questions of industrial and economic development within Scotland are being considered by the **Scottish Council on Industry** which was formed in February, 1942.

The Council is composed of representatives of the local authority organisations, the chambers of commerce, the Trades Union Congress, the Scottish Development Council and the banks of Scotland. The Chairman is the Lord Provost of Edinburgh, Sir William Y. Darling.

The purpose of the Council is "to watch industrial movements, and advise the Secretary of State and the Advisory Council of Ex-Secretaries on questions relating to the location of industry in Scotland, so as to assist them in securing that the industrial position of Scotland is fully safeguarded." (Scottish Office statement, 2nd February, 1942).

The Scottish Council on Industry has appointed a number of Committees of inquiry. Two examples may be noted.

Light Engineering in Scotland

A Committee on **Light Engineering in Scotland**, appointed by the Scottish Council on Industry, presented its report on 30th March, 1944.

The Committee's terms of reference were to survey the light engineering industry, including the manufacture of electrical appliances, and consider what action is required to promote a wider diversification and a greater development of light engineering in Scotland.

The Committee concluded that there is scope and need for the development of light engineering industries in Scotland.

The Report mentioned 21 light industries already successfully established in Scotland, detailed 24 other light engineering industries recently established which should be encouraged to remain, and outlined a further 18 which could be started with a good chance of success.

It suggested, among other points, that special efforts should be made to retain as many as possible of the light engineering works which have been introduced to Scotland as a result of war conditions; that when the projected Highland Power scheme is in operation there should be a further inducement to light engineering industries; and that the machine tools at present installed for war production should be regarded as a pool from which new industries will be supplied as required.

Mid-Scotland Ship Canal

A Mid-Scotland Ship Canal Committee was appointed by the Scottish Council on Industry in January, 1944, under the Chairmanship of Mr. James Barr, Vice-President of the Chartered Surveyors' Institution.

The terms of reference are : " To consider the direct and indirect advantages to Scottish industry and commerce likely to accrue (a) during and (b) after the construction of a ship canal between the Forth and Clyde ; whether the amount and value of the employment likely to be created in each of these stages can be estimated ; whether any forecast is possible of the increase in national income and capital assets likely to result ; and whether any developments and changes of circumstances and conditions have occurred since the report by the Mid-Scotland Ship Canal Committee in 1930, which would justify any modification of the conclusion then reached ; and to report."

The Mid-Scotland Ship Canal Committee, whose report was published in 1930, estimated the capital cost of construction as £50,000,000, or more, suggested that the revenue to be derived was conjectural, and saw no prospect of development of the canal area which could justify the expenditure.

The present estimated cost is in the region of £80,000,000, but many items would have to be placed against that figure, such as the saving in unemployment benefit, and the accretion of land value. (Scottish Office statement, 24th January, 1944).

Committees appointed by the Council are considering (among other matters) the Plastics Industry ; the extent to which materials and fittings required for the post-war building programme in Scotland could be produced in Scotland ; the development of the canning industry ; and the development of the white fish industry (Scottish Office statement, 24th February, 1944).

28th April, 1944. The Secretary of State for Scotland, Mr. Thomas Johnston, speaking at Dunoon, said that the Scottish Council on Industry was encouraging and persuading business firms to locate themselves in Scotland. It was not only Government war-time factories that were coming north. When the time came it would be seen that a large proportion of the new industries that were being planted in Scotland were of a peace-time character. He instanced textiles, clothing, radio valves, steel windows, food processing, plastics, chemicals, aluminium mills.

Since the Council on Industry was instituted in the beginning of 1942, 460 new units or adaptations or new buildings had been authorised in Scotland, with an estimated additional employment of 60,000 workers. (Scottish Office statement, 28th April, 1944).

[The figure has since risen to well over 500 and the number of workers involved may be in the region of 75,000.]

19th July, 1944. Mr. Johnston said that " the Scottish Council on Industry is appointing a Committee to review all the tourist and holiday resources and facilities in Scotland, with a view to the development of the tourist industry."

Scottish Coalfields

A Committee set up by the Secretary of State in July, 1942, is considering the present position and future prospects of coalfields in Scotland.

List of Documents in order of mention in text

	<i>Net Price.</i>
Employment Policy, May, 1944. Cmd. 6527	6d.
Royal Commission on the Distribution of the Industrial Population, Report, January, 1940. Cmd. 6153	5/-
Recruitment to Established Posts in the Civil Service during the Reconstruction Period, November, 1944. Cmd. 6567	4d.
Scientific Research and Development, April, 1944. Cmd. 6514 ...	2d.
Joint Statement by Experts on the Establishment of an International Monetary Fund, April, 1944. Cmd. 6519	2d.
United Nations Monetary and Financial Conference, Bretton Woods, New Hampshire, U.S.A., 1st July to 22nd July, 1944, Final Act. Cmd. 6546	1/-
Re-Allocation of Man-Power between Civilian Employments during any Interim Period between the Defeat of Germany and the Defeat of Japan, November, 1944. Cmd. 6568	2d.
Government Surplus Stores—Plans for Disposal, July, 1944. Cmd. 6539	1d.
Concentration of Production—Explanatory Memorandum, March, 1941. Cmd. 6258	1d.
Catering Wages Act, 1943, 6 and 7, Geo. 6. Ch. 24	3d.
Catering Wages Commission. First Annual Report, 1943-1944, 26th September, 1944	3d.
Coal, 3rd June, 1942, Cmd. 6364... ..	2d.
The Young Worker : The Juvenile Employment Service	2d.

SELECTED PAMPHLETS

Contributions to the study of various problems referred to in these notes have been made by representative bodies and leading authorities. A selection is given below. Certain of the pamphlets, such as those on international trade, relate primarily to matters that are beyond the scope of this paper, but are included because of their relevance to the problem of home employment.

<i>Organisation</i>	<i>Title</i>	<i>Where obtainable</i>
Association of British Chambers of Commerce.	Post-War Industrial Reconstruction (May, 1942).	14 Queen Anne's Gate, Westminster, S.W.1.
Association of Cine-Technicians.	Documentary and Educational Films. A Memorandum on Planning for Production and Use in Post-War Britain (February, 1944).	9 Bromefield, Stanmore, Middlesex.
Association of Scientific Workers.	A Post-War Policy for Science (1944).	Hanover House, 73 High Holborn, W.C.1.

<i>Organisation</i>	<i>Title</i>	<i>Where obtainable</i>
British Federation of Commodity and Allied Trade Associations.	A Review of British Organised Markets, etc. [A study of the part played in British trade by distributors of produce and commodities, and some of the problems affecting them] (May, 1944).	Plantation House, Mincing Lane, E.C.3.
British Institution of Radio Engineers.	A Proposal for the Formation of a British Radio Research Institute (January, 1944).	9 Bedford Square, W.C.1.
British Institution of Radio Engineers.	Post-War Development in Radio Engineering. Part one (June, 1944).	9 Bedford Square, W.C.1.
British National Committee, International Chamber of Commerce.	World Trade. Report of Sub-committee on Post-War International Trade, with a Supplement on the Post-War Prospects, Possibilities and Limitations of the Export-Trade of the United Kingdom (February, 1944).	14 Queen Anne's Gate, S.W.1.
British Rayon Federation.	Interim Statement on Post-War Problems (February, 1944).	Bridgewater House, 58 Whitworth Street, Manchester, 1.
Conservative Party.	"Looking Ahead." Work—The Future of British Industry (January, 1944).	24 Old Queen Street, S.W.1.
Cotton Board	Report of the Committee to inquire into Post-War Problems (January, 1944).	Midland Bank Buildings, Spring Gardens, Manchester, 2.
Council of Clothing Trade Associations.	Report on Post-War Reconstruction in the Clothing Industry (December, 1943).	H. Goodier, A.C.A., 11 Argyll Street, W.1.
Courtauld, Samuel.	Government and Industry. Their Future Relations (June, 1942).	Macmillan. Price 6d.
Economic Reform Club and Institute.	An Examination of the Causes of Unemployment and Shortage of Purchasing Power by the Research Committee of the Economic Reform Club (June, 1944).	32 Queen's Avenue, N.10. Price 6d.

<i>Organisation</i>	<i>Title</i>	<i>Where obtainable</i>
Fabian Society.	The Prevention of General Unemployment. Evidence submitted to Sir William Beveridge, in connection with his investigation into unemployment, by a Group of Fabians (February, 1944).	Fabian Publications Dept., 11 Dartmouth Street, S.W.1. Price 6d.
Fabian Society.	Government and Industry. A Framework for the Future. Report by a Fabian Research Group (June, 1944).	Fabian Publications Dept., 11 Dartmouth Street, S.W.1. Price 6d.
Federation of British Industries.	Reconstruction (May, 1942).	21 Tothill Street, S.W.1. Price 6d.
Federation of British Industries.	Industry and Research (October, 1943).	21 Tothill Street, S.W.1. Price 6d.
Federation of British Industries.	International Trade Policy (February, 1944).	21 Tothill Street S.W.1.
Federation of British Industries.	The Organisation of British Industry (October, 1944).	21 Tothill Street, S.W.1.
Furniture Industry Post-War Reconstruction Committee.	Interim Report (March, 1944).	3 Berners Street, W.1..
Group of 120 Industrialists.	A National Policy for Industry (November, 1942).	A. R. Smith, c/o. Messrs. Thomson, McLintock & Co., Granite House, 101 Cannon Street, E.C.4.
Hartley, Sir Harold, F.R.S.	Are You Research-Minded? Industrial Research—What it means to British Industry (1943).	Federation of British Industries, 21 Tothill Street, S.W.1.
Institute of Export.	Post-War Trade and Money (November, 1943).	Royal Empire Society Building, Northumberland Ave., W.C.2. Price 6d.
Institution of Electrical Engineers.	The Organisation of Post-War Electrical Research (May, 1943).	Savoy Place, Victoria Embankment, W.C.2.
Institutional Management Association.	Training and Employment of Women in Large-Scale Catering and Household Administration (July, 1944).	29 Gordon Square, W.C.1. Price 9d.

<i>Organisation</i>	<i>Title</i>	<i>Where obtainable</i>
Internal Combustion Engine Manufacturers' Association.	Post-War Industrial Reconstruction (November, 1943).	32 Victoria Street, S.W.1.
The Labour Party.	Full Employment and Financial Policy (May, 1944).	Transport House, Smith Square, S.W.1.
Lever Brothers and Unilever, Ltd.	The Problem of Unemployment (January, 1943)	Unilever House, Blackfriars, E.C.4.
Liberal Party.	Fair Play for the Small Man (June, 1943).	Liberal Publication Dept., 8 Gayfere Street, S.W.1. Price 6d.
Liberal Party.	International Trade—The Future of Britain's Trade (June, 1943).	Liberal Publication Dept., 8 Gayfere Street, S.W.1. Price 4d.
Liberal Party.	Money and Banking (June, 1943).	Liberal Publication Dept., 8 Gayfere Street, S.W.1. Price 4d.
Liberal Party.	The Relation of the State to Industry (June 1943).	Liberal Publication Dept., S.W.1. Price 4d.
Liberal Party.	Remuneration of the Worker (June, 1943).	Liberal Publication Dept., 8 Gayfere Street, S.W.1. Price 3d.
Liberal Party.	Status of the Worker (June, 1943).	Liberal Publication Dept., 8 Gayfere Street, S.W.1. Price 4d.
Liberal Party.	The Government's Employment Policy Examined. Interim Report (August, 1944).	Liberal Publication Dept., 8 Gayfere Street, S.W.1. Price 3d.
London Chamber of Commerce.	General Principles of a Post-War Economy (May, 1942).	69 Cannon Street, E.C.4.
London Chamber of Commerce.	Scientific Industrial Research (January, 1944).	69 Cannon Street, E.C.4.
London Liberal Party.	London's Stake in Overseas Trade. Addresses delivered at a public meeting, Nov., 1943 (1944).	8 Gayfere Street, S.W.1. Price 1/-
Manchester Chamber of Commerce.	Science and Industry Reports of the Proceedings at Four meetings arranged by the Manchester Chamber of Commerce in collaboration with the Department of Scientific and Industrial Research. March-April, 1944.	Ship Canal House, King Street, Manchester.

<i>Organisation</i>	<i>Title</i>	<i>Where obtainable</i>
Manchester University.	Science and Industry (1944).	Manchester University Press. Price 1/-
National Federation of Fishmongers.	Recommendations Concerning the Retail Distribution of Fish After the War (June, 1944).	49 Wellington Street, W.C.2.
National Federation of Grocers and Provision Dealers Associations.	Post-War Policy (August, 1944).	4 Endsleigh Street, W.C.1.
National General Export Merchants' Group.	Report on Post-War Trade Policy (January, 1943).	69 Cannon Street, E.C.4.
National Hosiery Manufacturers' Association.	Reconstruction — Part One — Report of Post-War Reconstruction Committee. Bulletin No. 3, March, 1943.	104, Regent Road, Leicester.
National Union of Boot and Shoe Operatives.	Organisation and Employment Policy for the Boot and Shoe Industry after the War (August, 1943).	The Grange, Earls Barton, Northampton.
National Union of Manufacturers.	Post-War Trade (May, 1942).	6 Holborn Viaduct, E.C.1.
Northern Industrial Group.	Considerations Affecting Post-War Employment in the North East (November, 1943).	Newcastle Chronicle Office, Westgate Road, Newcastle-on-Tyne, 1.
Nuffield College.	Employment Policy and Organisation of Industry after the War (May, 1943).	Oxford University Press. Price 2/-
Nuffield College.	Problems of Scientific and Industrial Research (April, 1944).	Oxford University Press. Price 2/-
Parliamentary and Scientific Committee.	Report on Coal Utilisation Research in Great Britain (May, 1943).	Courtfield House, Courtfield Road, S.W.7.
Parliamentary and Scientific Committee.	Scientific Research and the Universities in Post-War Britain (October, 1943).	Courtfield House, Courtfield Road, S.W.7. Price 1/-
Political and Economic Planning.	Employment for All (September, 1944).	Europa Publications Ltd., 39 Bedford Square, W.C.1. Price 1/-
Political and Economic Planning.	Location of Employment "Planning" No. 224 (August, 1944).	16 Queen Anne's Gate, S.W.1.
Printing and Kindred Trades Federation.	Report on Post-War Reconstruction (May, 1944).	60 Doughty Street, W.C.1.

<i>Organisation</i>	<i>Title</i>	<i>Where obtainable</i>
Royal Statistical Society.	Memorandum on Official Statistics (1943).	4 Portugal Street, W.C.2. Price 1/-
Scottish Council on Industry.	Looking at Tomorrow—Industrial Opportunities in Scotland. By C. A. Oakley (December, 1943).	J. Gibson Kerr, W.S., 21 Castle Street, Edinburgh. Price 6d.
The Silk and Rayon Users Association.	The British Silk Industry. A Statement on Future Policy (May, 1944).	229-231 High Holborn, W.C.1.
Tory Reform Committee.	A National Policy for Coal (March, 1944).	Hutchinson & Co., Ltd., London. Price 1/-
Trades Union Congress.	Interim Report on Post-War Reconstruction (October, 1944).	Transport House, Smith Square, S.W.1.
Trades Union Congress.	Memorandum on Post-War position of the Domestic Worker (1944).	Transport House, S.W.1. (Duplicated).
Travel and Industrial Development Association of Great Britain.	Britain—Destination of Tourists? A Memorandum on a promising "Export" Industry compiled by R. G. Pinney for the Association (April, 1944).	6 Arlington Street, S.W.1. Price 2/-
United Textile Factory Workers' Association.	Report of the Legislative Council on ways and means of improving the economic stability of the Cotton Textile Industry (September, 1943).	Cloth Hall, Rochdale. Price 5/-
Wholesale Textile Association.	The General Principles of Post-War Reconstruction (January, 1943).	75 Cannon Street, E.C.4.
World Trade Alliance Association.	World Trade Alliance. A Practical Solution of the Problem of Unemployment After the War (May, 1943).	14 Buckingham Street, W.C.2.

G.—FISHERIES

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Herring Industry

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Herring Industry

The Herring Industry Act, 1944, which is expected to "provide the framework for the future of industry" (Mr. Hudson, 5th July, 1944), received the Royal Assent on 3rd August, 1944.

Herring Industry Committee. A Committee on the Herring Industry had been appointed in January, 1942, "to review the position of the herring industry and the problems which are likely to confront it after the war and to report."

The Report of the Committee, under the Chairmanship of Colonel Walter Elliot, M.P., was published on 29th February, 1944 (Cmd. 6503).

The Report reviewed the position of the industry before the war and in recent years, set out its post-war problems and made recommendations for the immediate post-war period and for long-term policy.

These included, *inter alia*, that the Herring Industry Board, whose functions had been, to a large extent, suspended at the outbreak of the war, should be reconstituted forthwith in order to make preparations to meet conditions which will arise in the industry after the war.

The Committee also recommended financial assistance for the rehabilitation of the fishing fleet and the development of markets.

Herring Industry Act, 1944

The Herring Industry Act gives substantial effect to the recommendations of the Committee on the Herring Industry.

It provides among other matters :

For grants, during five years from the passing of the Act, to help fishermen to obtain boats and equipment—those eligible for grants including persons who have served whole-time in the armed forces and mercantile marine, as well as persons previously engaged in the industry :

For additional powers to be conferred on the Herring Industry Board, including power to arrange for the refrigeration and processing of herring with a view to providing supplies throughout the year and avoiding the difficulties encountered in the past from glut conditions :

For funds to be made available to the Board for market development and schemes of research or experiment.

5th July, 1944. The Secretary of State for Scotland, Mr. Thomas Johnston, referring to the power given in the Bill to the Herring Industry Board "to prepare schemes for the refrigeration and processing of herring in order to

avoid gluts," said that "laboratory experiments have gone a good way in both the dehydration and freezing processes."

Mr. Johnston stated that "to the best of our knowledge and belief [the Measure] has been accepted with almost complete concurrence by every section of the industry."

Winding up the Debate on the Second Reading, the Minister of Agriculture and Fisheries, Mr. Hudson, said : "The Report of the Elliot Committee was only presented to Ministers in January, and yet within six months, despite preoccupations and preparations of the Second Front and many other highly important matters, we have found time to consider the recommendations and embody them in a Bill which we believe should provide the framework for the future of the industry. . . . It implements all the recommendations of the Report [that require legislation]."

Herring Industry Board

2nd August, 1944. The reconstitution of the Herring Industry Board (recommended in the Report of the Herring Industry Committee) under the Chairmanship of Mr. Frederick A. Bell, was announced in the House of Commons.

A Scottish Office statement on the same date explained that the Board will prepare schemes in consultation with the industry, and will operate in due course the Board's new administrative and financial powers under the Herring Industry Bill, which has passed all its stages in both Houses of Parliament.

Most of the powers of the Herring Industry Board have been in abeyance during the war. As the reconstituted Board will in due course be vested with the additional powers provided for in the Bill, and with finances to assist the industry, the Board has been set up now so that it may proceed with the first steps—the preparation of schemes for the rehabilitation and development of the industry after the war.

White Fish Industry

9th November, 1943. Mr. Thomas Johnston announced that a Committee had been set up by the Scottish Council on Industry (see under Employment—Scotland) under the Chairmanship of Major Neven-Spence, M.P., "to consider, in consultation with leading trade representatives, the special problems of the white fish industry and shell fish industry in Scotland, and to advise on the best means of dealing with the situation after the war." The Committee's inquiry will cover the inshore fishing interests of Scotland.

28th November. Speaking at Edinburgh, Mr. Johnston mentioned that experiments were being carried out, with promising results, in methods of feeding the plankton in sea lochs, so that in turn flat fish like flounders and soles might be multiplied twentyfold in size and weight.

3rd August, 1944. The Minister of Agriculture and Fisheries, Mr. R. S. Hudson said : "The rehabilitation of inshore fisheries [in England and Wales] is now receiving my close attention."

List of Documents in order of mention in text

	<i>Net Price.</i>
Herring Industry Act, 1944. 7 and 8 Geo. 6. Ch. 32	2d.
Report of the Committee on the Herring Industry, 1944. Cmd. 6503	9d.

H.—FORESTRY

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Post-War Forest Policy
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Post-War Forest Policy

In June, 1943, the Government published a Report by the Forestry Commissioners, on **Post-War Forest Policy** (Cmd. 6447).

In January, 1944, this was supplemented by another Report by the Forestry Commissioners on **Private Woodlands** (Cmd. 6500).

Report on Post-War Forest Policy

The Report points out that British consumption of wood increased five-fold between 1850 and 1913. In recent years about 96 per cent. of the consumption has been met by imports and only 4 per cent. by home-grown material. Imports of timber and wood products before the war were valued at £63 million. Wholesale exploitation of the woodlands had proceeded unabated throughout the war.

The *post-war position will demand speedy and large-scale action*. The object of the Report is to indicate a practical way of dealing with the problem.

It is suggested that an area of five million acres of forest is required by Britain, to ensure national safety and provide a reasonable insurance against future stringency in world supplies. A subsidiary benefit accruing from the systematic management of these five million acres would be the development and settlement of rural Britain.

It is estimated that five million acres of effective forest can be secured, as to three million acres by the afforestation of bare ground and as to two million acres from existing woodlands by selecting those woodlands which are better suited for forestry than for any other national purpose.

It is proposed that the two million acres should, so far as they are privately owned, be either dedicated by their owners to forestry or acquired by the State. *Dedicated* woodlands would be worked to an approved plan of operations and in return the owners would receive State assistance equal to 25 per cent. of the net expenditure up to the time when the woodlands were self-supporting. Loans would also be available.

It is proposed that the attainment of the five million acres be spread over 50 years, subject to amendment at periodic reviews of the forest and timber supply positions.

Two programmes are submitted, a "Desirable" programme and an "Intermediate" programme. The first makes provision for planting 1,100,000 acres in the first post-war decade and 1,500,000 acres in the second decade. It is felt that these figures indicate all that can be carried out in the early post-war period, in view of the initial limiting factors, such as plant supply and numbers of trained supervisors. The "Intermediate" programme provides for planting 875,000 acres in the first decade.

Proposals are also submitted for the large-scale provision of housing required in connection with the State forests, for education and research and for increasing the number of National Forest Parks. The estimated net cost of the "Desirable" Programme is £41 million for the first decade and of the "Intermediate" Programme £32 million.

The Report emphasises the importance of having a single Forest Authority for the whole of Britain. It is not necessary to alter the constitution of the Forestry Commission as the established Forest Authority; but if Parliament requires direct ministerial responsibility that duty can best be performed by the Lord President of the Council.

6th July, 1943. The Report was debated in the House of Commons. The then Minister without Portfolio, Sir William Jowitt, replying on behalf of the Government, pointed out that this Report is the Report of the Commission and not of the Government. Before the promotion of legislation, the Government had undertaken to "give an opportunity for representations to be made . . . by all the interests concerned, including the land-owning interest. . . . Arrangements are . . . being made for the Forestry Commission to meet these interests, to see if they can hammer out some policy on which all agree.

. . . We cannot consider forestry in isolation, apart from our post-war commitments as a whole."

Dealing with some of the recommendations of the Report, Sir William Jowitt said: ". . . We realise that it is impossible to achieve a satisfactory programme unless there is continuity of finance, and therefore in whatever plans we finally announce . . . we shall provide for that continuity.

. . . I do not think that to-day or in the near future the Government need necessarily take the final decision on the whole 50-year programme, but we must very soon take a decision upon the programme for the next decade, the ten post-war years.

. . . The warnings [of a coming timber shortage] cannot be lightly disregarded. . . . We must go in for a really vigorous, bold forest policy.

. . . Whatever policy the Government may decide to adopt, the carrying out of that policy must be entrusted to an *ad hoc* forest authority. . . . There are obvious advantages in having . . . a unified service for the whole of the United Kingdom. . . . The Royal Scottish Forestry Society (see pamphlets below) have recently reported in favour of a single forest authority for the whole of Great Britain, with adequate representation for Scotland. . . . The necessity for greatly extending research work . . . is . . . accepted by the Government."

Sir William Jowitt indicated the steps which the Forestry Commission should take:

"The Forestry Commission . . . should take all steps that are now open to them to prepare for a great expansion of their efforts. In particular . . . to acquire land, even although it need not be diverted from its present use for some years . . . Surveys should be made and plants should be raised on a larger

scale, and such preliminary steps as are possible with a view to increased training and education should be taken now. We want them to get ready to go full speed ahead when peace comes."

29th July. In a debate on post-war forest policy in the House of Lords, the Minister of Economic Warfare, Lord Selborne, reminded the House that it was necessary to wait for the Reports of the Hill Sheep Committees (England and Wales and Scotland) before a policy on forestry can be planned.

Forestry and Hill Sheep Farming

10th January, 1944. The Reports of the Committees on Hill Sheep Farming in Scotland (Cmd. 6494) and Hill Sheep Farming in England and Wales (Cmd. 6498) were published. Both consider, among other matters, the relationship of hill sheep farming to afforestation and make recommendations for their greater co-ordination with a view to resolving competing claims. To this end the control and development of State-owned land under a single authority is advocated in both Reports.

Report on Private Woodlands

The Report by the Forestry Commission on **Post-War Forest Policy—Private Woodlands**, published on the 27th January, 1944 (Cmd. 6500) is supplementary to their Report on **Post-War Forest Policy** (Cmd. 6447).

The Report has been prepared "after close consultation with Representatives of the Societies and Associations interested in woodlands and embodies an agreed scheme of State assistance."

The scheme provides, *inter alia*, that owners of private woodlands who *dedicate* the land will be eligible for planting and maintenance grants.

Dedicated woodland would have to be worked to a plan approved by the Forestry authority and kept under skilled supervision. When an owner does not give satisfactory assurance of the rehabilitation of his woods within a stated period the State should acquire the land.

Forestry Personnel

A Forestry Corps

1st March, 1944. Lord Croft, replying for the Government in a Debate on Forestry in the House of Lords, announced a proposal for the creation of a Forestry Corps.

"The [Forestry] Commission have been working out a scheme in outline for the organisation of a Forestry Corps of 25,000 to 35,000 men to be employed on suitable operations in the forests, road-making, etc., on demobilisation, the men to be housed in camps sited with regard to the distribution of woodland and to be available for work in the State forests and private woods. It is suggested that men should engage for a term, say, of six months in the first instance, with provision for the release of any man who may secure suitable civil employment at any time; work done by members of the Corps on private estates to be paid for by the owners . . . The plan is in course of preparation still by the Forestry Commission and . . . has not yet been accepted."

Lord Croft emphasised that Forestry will assume a place in our national economy of vital importance not only from the point of view of providing work for our people, which it will in some measure do, but of balancing our trade, strengthening our exchange position, and, most important of all, promoting our safety in time of national emergency."

Post-War Forestry Personnel

3rd May, 1944. Sir George Courthope replied for the Forestry Commission to a Parliamentary Question on the training of post-war forestry personnel.

Forest Officers. "... Arrangements for suitable courses are being made with those universities which provide degrees in forestry and suitable service personnel are eligible to benefit by the Government Further Education and Training Scheme" (see under **Armed Forces**).

Foresters. "... The number of forest apprentices' schools under the Forestry Commission will be increased and short courses will also be provided for ex-Service men who desire to enter either State or private service. The courses at the universities and the forest apprentices' schools will be started immediately circumstances permit."

The Forestry Corps mentioned above, "in which untrained men from the Forces would be enrolled for temporary work . . . would afford opportunities for transfer to permanent forest work."

Future Ministerial Responsibility

31st October, 1944. The Chancellor of the Exchequer, Sir John Anderson, said that "the question of future ministerial responsibility [for Forestry] is being considered along with the question of policy."

List of Documents in order of mention in text

	<i>Net Price.</i>
✓ Post-War Forest Policy, Report of H.M. Forestry Commissioners, June, 1943. Cmd. 6447	2/-
Post-War Forest Policy—Private Woodlands, January, 1944. Cmd. 6500	2d.
Report of the Committee on Hill Sheep Farming in Scotland, 1944 Cmd. 6494	2/-
Report of the Committee on Hill Sheep Farming in England and Wales, January, 1944. Cmd. 6498	9d.

Selected Pamphlets

<i>Organisation</i>	<i>Title</i>	<i>Where obtainable</i>
Chartered Surveyors' Institution.	Post-War Forest Policy Journal of the Institution (June, 1944).	12 Great George Street, Westminster, S.W.
Land Agents' Society.	Observations by the Society on the proposals contained in H.M. Forestry Commissioners' Report on Post-War Forestry (November, 1943).	318 Bank Chambers, 329 High Holborn, W.C.1. (Duplicated)
Royal Scottish Forestry Society.	Post-War Forestry. Ob- servations on the Forestry Commissioners' Policy (July, 1943).	8 Rutland Square, Edinburgh, 1.
Royal Scottish Forestry Society and Royal English Forestry Society.	Post-War Forestry (November, 1944).	Horsedown Cottage, West Meon, Near Petersfield, Hants. Price 1/-

I.—HEALTH.

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[On 12th November, 1943, Mr. Henry Willink succeeded Mr. Ernest Brown as Minister of Health.]

A National Health Service

The outstanding achievement in the field of health has been, in the Prime Minister's words, "the very far-reaching policy of a National Health Service" which has been laid before Parliament in the White Paper **A National Health Service** (Broadcast 26th March, 1944).

"The plan that we have put forward is a very large-scale plan, and in ordinary times of peace would rivet and dominate the attention of the whole country" (Mr. Churchill at the Royal College of Physicians, 2nd March, 1944).

On 17th February, 1944, the Minister of Health and the Secretary of State for Scotland presented the White Paper on a National Health Service (Cmd. 6502). An abridged version, **The White Paper Proposals in Brief**, has also been published.

Only the barest outline of some of the comprehensive and far-reaching proposals in the White Paper can be given in these notes.

Objects in View

- (1) To ensure that everybody in the country—irrespective of means, age, sex or occupation—shall have equal opportunity to benefit from the best and most up-to-date medical and allied services available.
- (2) To provide, therefore, for all who want it, a comprehensive service covering every branch of medical and allied activity, from the care of minor ailments to major medicine and surgery; to include the care of mental as well as physical health, and all specialist services.
- (3) To divorce the care of health from questions of personal means or other factors irrelevant to it; to provide the service free of charge.

(apart from certain possible charges in respect of appliances) and to encourage a new attitude to health—the easier obtaining of advice early, the promotion of good health rather than only the treatment of bad.

Main Proposals in White Paper

The proposals accordingly provide for a complete medical service free of charge for everybody in Great Britain including :—

- (i) **A family doctor** for every man, woman and child.

The personal doctor-patient relationship, and “free choice,” to be preserved, and the whole service based on the “family doctor” idea. General practitioners to work from their own surgeries as at present, separately or in groups, or from specially provided and equipped Health Centres—to the gradual development of which a high place is given in the scheme.

- (ii) **All necessary drugs and medicines**, and all except the more expensive appliances, or replacements thereof.

- (iii) **Complete and improved hospital service for every area.**

Planning of a co-ordinated service over wider areas, so that each case goes to the hospital where it will get the best possible treatment. Voluntary hospitals to be invited to take part under their own management, as now, but receiving certain service payments and observing general conditions which will be applied to all hospitals, whether voluntary or municipal.

Visiting and inspection of all hospitals by medical, nursing, catering and other experts, to bring to light any defects, and keep them in touch with the latest methods.

- (iv) **Full specialist and consultant services.**

Available, through the family doctor, at hospitals, clinics, or in the home, as required.

- (v) **Home nursing service.**

- (vi) **Care of teeth and eyes**, as soon as these services can be established.

The new service must “ensure that in future every man, woman and child can rely on getting all the advice and treatment and care which they may need in matters of personal health ; that what they shall get shall be the best medical and other facilities available ; that their getting these shall not depend upon whether they can pay for them or on any other factors irrelevant to the real need—the real need being to bring the country’s full resources to bear upon reducing ill-health and promoting good health in its citizens.”

Organisation of the Service

Certain general principles are laid down to be observed in the organisation of a National Health Service.

- (a) Freedom for people to use or not to use the facilities at their own wish ; no compulsion either for patient or for doctor.
- (b) Freedom for people to choose their own medical advisers as much as they do now ; and to continue with their present advisers if they wish when the latter take part in the new arrangements.

(c) *Freedom for the doctor to pursue his professional methods in his own individual way, and not to be subject to outside clinical interference.*

These principles must be *combined* with the central and local organisation necessary to see that a first-class service is provided and maintained in every area.

Payment of Doctors and Specialists

The standards of remuneration for doctors and specialists should be settled nationally after discussions with the medical profession, but practice in the public service will not rule out private practice to meet the needs of patients who still want this.

General Administrative Structure—Central and Local

(1) Central

Central responsibility to Parliament and the people will lie with the Minister. A statutory body to be known as the Central Health Services Council will be created. Its function will be to express the expert view on any general technical aspect of the service. A Central Medical Board will also be set up to perform executive functions in the day-to-day working of the general practitioner service.

(2) Local

The service will be based on local government but it will be essential to obtain larger local areas than at present, both for planning and administration. Each of these new "joint authorities" will prepare an "area plan" to be submitted to the Minister. Local Health Service Councils will be appointed in each joint authority area to serve locally a similar purpose to the Central Health Services Council.

It will be the duty of the joint authority to deal in its area plan with all necessary clinical and other local services—e.g. child welfare, ante-natal and post-natal clinics, home-nursing, health visiting, midwifery, etc.

Scotland

There will be a separate Central Health Services Council for Scotland; and certain other differences, principally in matters of administration, are proposed for Scotland.

Finance

It is estimated that the cost of the National Health Service will be about £148,000,000 a year—compared with about £61,000,000 a year spent out of public funds at present. This sum will be met partly out of taxes and rates, and partly from the contributions of the public to whatever new scheme of social insurance is established. It will probably include payments of about £33,000,000 a year to doctors and chemists.

Discussion of Scheme

"The proposals made in the Paper (and summarised at the end) represent what the Government believe to be the best means of bringing the service

into effective operation. The Government wants these proposals to be freely examined and discussed. They will welcome constructive criticism of them, in the hope that the legislative proposals which they will be submitting to Parliament may follow quickly and may be largely agreed."

Appendices

A general historical survey of existing health services and the present situation is given in Appendix A. Earlier discussions of improved health services, with an outline of events leading up to the White Paper, are given in Appendix B. Other appendices deal with possible methods of securing local administration of larger areas than those of present local government, remuneration of general practitioners, and finance of the new service.

17th February, 1944. Announcing the presentation of the White Paper on the Government's proposals for a National Health Service, the Minister of Health, Mr. Willink, said: "The proposals described in the White Paper are those which the Government believe to be best calculated to achieve an efficient and comprehensive National Health Service. But they are proposals—not decisions—and the Government have promised that they shall be discussed with all concerned, and will welcome constructive criticism in Parliament and the country."

After Debates lasting two days in both the House of Commons (16th and 17th March) and the House of Lords (16th and 21st March) a resolution welcoming "the intention of His Majesty's Government declared in the White Paper presented to Parliament, to establish a comprehensive National Health Service" was passed by both Houses.

16th March. Moving this resolution in the House of Lords, the Minister of Reconstruction, Lord Woolton, described the Government's proposals as "the greatest single advance that has ever been made either in this country, or in any other, in the service of public health."

His Majesty's Government have tried to work out a scheme whereby, by the method of common insurance, we may secure for the people of this country freedom, in so far as it is humanly possible to get such freedom, from the misery, the worry and the economic consequences that come from the failure of health.

... If this outline of policy meets with the general approval of Parliament, then the responsible Ministers will enter into consultation with all the various parties—local authorities, voluntary hospitals and the several branches of the profession—in order to arrive at agreement and to hammer out the legislative details."

6th June. Mr. Willink told the House of Commons that the discussions with the medical profession "will have to be delayed owing to the postponement, for reasons connected with the war, of the proposed conference of the profession." But his "desire to hold these discussions before introducing legislation is in no way altered by the postponement. . . ."

[Subject to the exigencies of the war situation the annual representative meeting of the British Medical Association, to which Mr. Willink referred, will be held in London, starting on 5th December (*The Times*, 8th September, 1944).]

National Health Service and Beveridge Report

In his *Report on Social Insurance and Allied Services* (Cmd. 6404), Sir William Beveridge considered that "no satisfactory scheme of social security can be devised" except on the assumption (among others) of "*comprehensive health and rehabilitation services* for prevention and cure of disease and restoration of capacity to work, available to all members of the community." This is "Assumption B" of the Beveridge Report.

On 16th February, 1943, Sir John Anderson, then Lord President of the Council, accepted this assumption on behalf of the Government.

"The Government welcome this conception of a reorganised and comprehensive health service. The conception does not necessarily spring from the particular social security structure with which the Report is concerned. It is, in fact, the consummation of a general process which has been going on steadily, if piecemeal, under successive Governments for a great many years. The Health Departments have . . . been developing *this idea for some time.*" Sir John Anderson instanced the plan for reorganising the hospital services announced by the Minister of Health in October, 1941.

Appendix B of the White Paper gives an account of these earlier developments, some of which may be briefly mentioned.

Hospital Policy

A Comprehensive Hospital Service

9th October, 1941. The Minister of Health made a statement on the Government's post-war hospital policy.

"It is the objective of the Government as soon as may be after the war to ensure that by means of a **comprehensive hospital service** appropriate treatment shall be readily available to every person in need of it. It is accordingly proposed to lay on the major local authorities the duty of securing, in close co-operation with the voluntary agencies engaged in the same field, the provision of such a service by placing on a more regular footing the partnership between the local authorities and voluntary hospitals on which the present hospital services depend. . . . To achieve the best results and to avoid a wasteful multiplication of accommodation and equipment it will be necessary to design such a service by reference to areas substantially larger than those of individual local authorities. . . . In so far as any new burden may be thrown upon local authorities in providing or maintaining hospital accommodation, or in contributing towards the expenditure of voluntary hospitals, a financial contribution, the extent of which will be a matter for further consideration, will be made available from the Exchequer. Special arrangements for dealing with the teaching hospitals by way of increased educational grants are in contemplation."

To pave the way a detailed and expert survey was started of the hospital services already available in each area in England and Wales.

The White Paper states that "this survey is now nearing its completion. So also is a similar survey in Scotland."

Hospital Policy in Scotland—Hetherington Report

13th October, 1943. The Report of the Committee on Post-War Hospital Problems in Scotland (Cmd. 6472) was published.

The Committee was appointed in January, 1942, under the Chairmanship of Sir Hector Hetherington, with the following terms of reference :

“ To consider and make recommendations within a policy aimed at the post-war development of a comprehensive and co-ordinated Hospital Service in Scotland on a regional basis as to—

- (1) The future administration of new hospitals built by the Government and now administered by them as part of the Emergency Hospital Service.
- (2) The arrangements most likely to secure the maximum co-operation between voluntary hospitals, local authority hospitals and emergency hospitals ; and
- (3) The financial arrangements between voluntary hospitals and local authorities, and between voluntary hospitals and patients and contributors, best fitted to enable those hospitals to co-operate in the Co-ordinated Hospital Service.”

In the words of the White Paper, “ the Report contains detailed recommendations for the setting up of five Regional Advisory Councils in Scotland. It also makes various suggestions for improved co-operation between hospitals and deals at length with financial arrangements as affecting the future voluntary hospital system.”

Consultant and Specialist Services

3rd February, 1944. Mr. Willink made a statement on the steps being taken for a survey of consultant and specialist services.

“ At an early stage [in the surveys of the hospital services] it became clear that a very useful purpose would be served by the initiation of similar inquiries in England and Wales into the supply and distribution of consultants and specialists, and the probable demand for them in a comprehensive post-war hospital and consultant service. Arrangements were accordingly made with the presidents of the three Royal Colleges for a survey to be made of the existing consultant and specialist services, in order to ascertain whether there was a surplus or shortage in any area, and whether redistribution would be desirable in any post-war hospital service.

The Royal Colleges have . . . established a Central Medical Academic Council, including representatives of the universities, to perform the necessary work at the centre, and area committees based on the universities to undertake the collection of information and preparation of lists locally. My predecessor invited the vice-chancellors of the universities to act as chairmen of these area committees. It is hoped that this survey will make available for the first time information about the numbers and types of consultants and specialists in the country. Information is already available about specialists in the Services.”

Medical Education

On 20th July, 1944, the Report of the Inter-Departmental Committee on Medical Schools, under the Chairmanship of Sir William Goodenough, was published.

The appointment of this Committee was directly connected with the Government's statement on post-war hospital policy on 9th October, 1941, noted above. The terms of reference were :

" Having regard to the statement made by the Minister of Health in the House of Commons on 9th October, 1941, indicating the Government's post-war hospital policy, to inquire into the organisation of Medical Schools, particularly in regard to facilities for clinical training and research, and to make recommendations."

The Committee were further informed on 7th April, 1942, that these terms of reference were intended :

" to enable full consideration to be given to any question affecting the organisation of medical teaching and its relation to the Universities on the one hand and to the hospitals on the other."

Besides the implications of the hospital policy, the Committee have also taken account of later Government statements, " especially the proposals contained in the White Paper on A National Health Service."

The Committee preface their recommendations with some general comments on the relation of Medical Education to a National Health Service.

- (a) **The dependence of a national health service on medical education.** " Properly planned and carefully conducted *medical education* is the essential foundation of a comprehensive health service."
- (b) **The effect of making the promotion of health a principal objective of the health service and of medical education.** " To secure for everyone the highest possible standard of physical and mental health . . . a radical reorientation of medical education and practice is essential. . . . Emphasis must be placed on the acquisition of a sound knowledge of all measures that may make and preserve a healthy nation."
- (c) **The slow maturing of the necessary educational reforms.** " Time . . . must necessarily elapse before changes made in the system of medical education to meet the requirements of a comprehensive health service can become fully effective." To shorten " the inevitable time-lag," it is recommended that action be taken at the earliest possible date on (i) the building up of an adequate supply of teachers, (ii) granting of assistance to medical schools to enable them to provide the staff, accommodation and equipment that will be needed, and (iii) the provision of suitable post-graduate courses for existing practitioners.
- (d) **The assistance from public funds for medical education.** " Greatly increased financial support from public funds " is necessary " to remedy defects in the present arrangements, to provide for more medical students and to develop post-graduate education and research."

Reckoned at pre-war values, the total capital expenditure required may amount to £10,000,000 within 10 years, and recurrent grants to between £3,000,000 and £4,000,000, within the same period, as compared with £700,000 before the war. "At this level recurrent grants would represent about 2 per cent. of the estimated cost in the first year of the national health service."

The body of the Report (which with appendices runs to 313 pages) is divided into two Parts, **Undergraduate Medical Education** and **Post-Graduate Medical Education and Research**, all aspects of these subjects being comprehensively examined.

No attempt can be made to summarise the recommendations.

An important chapter is devoted to **Social Medicine**. "If students are to be fitted to become health advisers and members of a new comprehensive health service, the ideas of social medicine must permeate the whole of medical education."

Co-education in all medical schools, and sex equality in hospital appointments; compulsory hospital appointments for 12 months after qualification and before entry into independent practice; development in London of a world centre for post-graduate medical education and research are among the recommendations.

The Committee observe that their recommendations "constitute a programme for a term of years," and "claim for this programme the support of the vast majority of those who are responsible for and engaged in medical education and research in all parts of Great Britain."

Dentistry

The White Paper mentions that there must be delay in reaching a stage at which general dental service can be provided for all. "The whole dental problem is a peculiarly difficult one, and a Committee under the Chairmanship of Lord Teviot has been set up by the two Health Ministers to consider and report on it."

This Committee was set up on 8th April, 1943, with the following terms of reference:

"To consider and report upon:—

- (a) the progressive stages by which, having regard to the number of practising dentists, provision for an adequate and satisfactory dental service should be made available for the population;
- (b) the measures to be taken to secure an adequate number of entrants to the dental profession;
- (c) existing legislation dealing with the practice of dentistry and the government of the dental profession;
- (d) measures for the encouragement and co-ordination of research into the causation, prevention and treatment of dental diseases."

17th November, 1944. An Interim Report of the Inter-Departmental Committee on Dentistry was published (Cmd. 6565).

The Report surveys the present situation of dentistry and—pending the submission of the full report—makes some interim recommendations on the dental aspects of the proposed new health service. These include :

- (1) A comprehensive dental service should be constituted as an integral part of the National Health Service at its inception.
- (2) There should be a general dental practitioner service broadly analogous in structure to the proposed general medical practitioner service.
- (3) Dental Health Centres should be developed in conjunction with general Health Centres where suitable.
- (4) There should be freedom for both dentist and patient to participate in the service, or not, at their own wish.
- (5) The appropriate authorities should provide dental treatment for expectant and nursing mothers, children and adolescents, and should encourage acceptance of treatment.

Nursing Profession

Nurses Act, 1943, and Nurses (Scotland) Act, 1943

The main objects of these Acts, which received the Royal Assent on 22nd April and 5th August, 1943, respectively, were to secure (a) that assistant nurses should be given a recognised status and placed on a Roll under the control of the General Nursing Council ; and (b) that agencies for the supply of nurses should be controlled by a system of licensing and inspection. The provisions relative to the licensing and inspection of agencies for the supply of nurses do not come into effect till a date has been fixed for this purpose by the Minister concerned.

A series of Reports of the Nurses Salaries Committee, the Midwives Salaries Committee and the Mental Nurses Sub-Committee of the Nurses Salaries Committee, under the Chairmanship of Lord Rushcliffe (Cmd. 6424, 6460, 6487 and 6542), have recommended for England and Wales national scales of salaries and emoluments and standard conditions of service for the various grades of nurses, midwives and mental nurses in the employment of local authorities, voluntary hospitals, district nursing associations, or other public health services.

A series of Reports of the Scottish Nurses Salaries Committee, under the Chairmanship of Professor Taylor (Cmd. 6439, 6488 and 6505), have made similar recommendations in respect of nurses and midwives in Scotland.

The Minister of Health and the Secretary of State for Scotland have recommended the adoption of the proposals to the employing authorities concerned, who will be eligible for a grant of half of the increased expenditure involved, provided that the recommendations are adopted in their entirety.

Domestic Help in Hospitals and Other Institutions

4th November, 1943. The Report of the Committee on Wages and Conditions of Employment for the supply of Domestic Help in hospitals and similar institutions and in the schools meal service, under the Chairmanship of Sir Hector Hetherington, was published (Cmd. 6481).

The Committee recommended minimum rates of wages and working conditions for the purpose of the supply of female domestic staff to hospitals and allied services and in the school meals service.

On the same date the Minister of Labour, Mr. Ernest Bevin, announced that he proposed to accept the recommendations of the Committee and, where they are fulfilled, to deal with recruitment in the same way as in any other important national service.

[The Minister's acceptance of the Committee's proposals does not interfere with the normal methods of wage negotiations between employers and employed. What it does mean is that the Minister of Labour would not direct women to such domestic work unless the wages and conditions are not less favourable than those recommended by the Committees. These recommendations provide for the recognition for this purpose of agreements between accredited representatives of employers and workers wherever they exist.]

Mr. Bevin said: "It is my aim that this service should be placed in the general estimation on a footing with any other industry, and that it should offer suitable training, prospects of advancement and proper welfare arrangements. I am, therefore, appointing a small *standing Committee* to advise me as to the further steps which should be taken from time to time in these and kindred matters."

He said that he was concerned with the further problem of "the private household which is suffering undue hardship owing to sickness, childbirth or other emergency. Plans for dealing with such cases are under consideration in my Department."

He also said he "hoped to benefit from the experience arising out of institutions to develop a proper domestic service organisation, and on that I propose to seek the advice of the Committee which I am setting up."

20th January, 1944. Mr. Bevin announced the personnel of the Committee to advise him in respect of the services of domestic workers in connection with the care of the sick and wounded, the old and infirm, and young children. The Chairman is Mr. M. S. McCorquodale, Joint Parliamentary Secretary to the Ministry.

Mr. Bevin also mentioned that "the question of the provision of training in domestic work is now under consideration in connection with post-war training schemes. During war time, organised training courses for large-scale cooking are already in operation and plans for the extension of such courses to other branches of domestic work are under examination."

25th May, 1944. A Ministry of Labour and National Service statement announced the inauguration of courses of training for domestic work. At these courses, which are at present provided in a limited number of areas, women can have training at Government expense and receive wages during training.

The scheme has been based on recommendations of the Standing Advisory Committee on Institutional Domestic Employment referred to by Mr. Bevin on 4th November, 1943. It is described in a pamphlet, **Training for Domestic Work in Hospitals and Similar Institutions**, issued by the Ministry of Labour and National Service (P.L. 153/44).

Industrial Health

Factory and Welfare Board

22nd July, 1942. In a survey of progress in industrial welfare during the war, the Minister of Labour, Mr. Bevin, referred to the Factory and Welfare Board, in connection with the post-war period. The Board was created in 1940 for the discussion between representatives of all interested parties on matters of industrial health.

Mr. Bevin said : " I regard this procedure as a safeguard against the rigid bureaucratic methods. It gives industry and public services their proper place in this branch of administration and I hope that a Board of this character will remain a permanent feature to enable us to get over the changes and difficulties which will arise in our industrial system in the vexed and difficult times which lie ahead."

Mr. Bevin also mentioned the general development of welfare work in his Department which he hoped " will be of lasting benefit to the community." He referred in particular to such extensions of industrial service as the provision of factory canteens, the development of accident prevention and health services, the development and intensification of medical supervision inside the factory and the expansion of the factory nursing service in conjunction with the Royal College of Nurses.

Industrial Health Research Board

26th November, 1942. The Lord President of the Council announced that the Industrial Health Research Board had been reconstituted by the Medical Research Council and had initiated investigations into a number of new problems.

Industrial Health Advisory Committee

11th March, 1943. The Minister of Labour and National Service announced the appointment of an Industrial Health Advisory Committee to be attached to the Ministry of Labour.

Conference on Industrial Health

A Conference on Industrial Health, convened by the Minister of Labour and National Service, met on 9th, 10th and 11th April, 1943, at the Caxton Hall, Westminster. Its purpose was to emphasise the importance of industrial health and to elicit further suggestions for promoting it. The proceedings comprised speeches by Ministers, papers by a number of Government and other experts and contributions from persons attending the Conference. **Report of Proceedings** has been published and may be obtained from H.M. Stationery Office, price 1s. 6d.

{For Rehabilitation and Resettlement see under Armed Forces}.

Nutrition Policy

Hot Springs Conference

The acceptance of the resolutions of the United Nations Conference on Food and Agriculture (see under Agriculture) involved a policy of raising the level of nutrition in this country.

6th July, 1943. In announcing the Government's acceptance of the resolutions of the Conference, the Foreign Secretary, Mr. Eden, said :

"The third resolution recommends that Governments should immediately begin the task of increasing food resources and *improving the diets* of their peoples in accordance with the principles and objectives outlined in the findings of the Conference. His Majesty's Government intend, despite the inevitable difficulties which the war entails, to press on with this aim."

18th February, 1943. Before that, Lord Woolton, as Minister of Food, said in the House of Lords :

"We have made a beginning, at any rate, in establishing a nutritional standard for this country. . . . [Proposals for] children's allowances and a very considerable extension of the feeding of schoolchildren . . . arise directly out of our determination to establish some good, sound nutritional policy in this country. We have put the demand for milk, I believe, on a permanent footing. We have done a great deal towards educating the public in the value of vegetables. . . ."

8th December, 1943. Lord Woolton referred to the subject again as Minister of Reconstruction :

"We have made plans which will secure our major supplies of food for some time to come. We shall continue this policy, and, with it, I hope we shall retain much of the care and provision that we have exercised for the health of children and their mothers during the past. . . . In the stress of war we have established in this country a national concern for nutrition. We have used the knowledge of the science of food to preserve national health—indeed to promote national health—and on that, after all, depends our capacity for hard work as well as personal happiness."

Meals and Milk in Schools

In announcing the acceptance of the principle of children's allowances in the Debate on the Beveridge Report (16th February, 1943) the Lord President of the Council, Sir John Anderson, said "it is the intention of the Government to see that the provision of welfare services is developed to the fullest possible extent. . . ."

In pursuance of this undertaking, the Education Act makes it obligatory on local education authorities to provide meals and milk in schools.

Under the present permissive powers over 78 per cent. of the children in elementary schools and over 60 per cent. in secondary schools are already provided with milk ; while over 30 per cent. in elementary schools and about 54 per cent. in secondary schools are provided with meals.

On 25th May, 1944, Mr. Butler said that "the scheme covering 75 per cent. of the children, which is about the proportion thought likely to wish to have dinners in school, was expected to be completed in rather more than three years." He hoped, however, that the measures being taken by his Department would result in this period being considerably reduced.

Mr. Butler mentioned that "we have increased the service of meals from 300,000 three years ago to 1,500,000 now."

Population Problems

Appointment of Royal Commission

1st December, 1943. The Deputy Prime Minister, Mr. Attlee, announced the setting up of a Royal Commission under the Chairmanship of the Lord Chancellor to investigate the **Birth Rate and Trends of Population**. The terms of reference of the Commission will be as follows :

“ To examine the facts relating to the present population trends in Great Britain, to investigate the causes of these trends, and to consider their probable consequences ; to consider what measures, if any, should be taken in the national interest to influence the future trend of population ; and to make recommendations.”

Mr. Attlee added : “ The Government have also decided to set on foot immediately a number of inquiries of a technical kind. The exact scope and character of these investigations will be determined in consultation with the Chairman of the Commission.”

2nd March, 1944. The Prime Minister announced the personnel of the Royal Commission on Population.

Mr. Churchill further gave the personnel of the three Committees appointed by the Minister of Health “ to assist the Royal Commission respectively on the statistical, the economic, and the biological and medical aspects of the inquiry.”

List of Documents in order of mention in text

	<i>Net Price.</i>
✓ A National Health Service, February, 1944. Cmd. 6502	1/-
✓ A National Health Service—The White Paper Proposals in Brief ...	3d.
Social Insurance and Allied Services, November, 1942. Cmd. 6404 ...	2/-
Post-War Hospital Problems in Scotland, October, 1943. Cmd. 6472 ...	9d.
Report of Inter-Departmental Committee on Medical Schools, 1944 ...	4/6
Interim Report of the Inter-Departmental Committee on Dentistry, November, 1944. Cmd. 6565	6d.
Nurses Act, 1943. 6 and 7 Geo. 6. Ch. 17	3d.
Nurses (Scotland) Act, 1943. 6. and 7 Geo. 6. Ch. 33	3d.
First Report of Nurses Salaries Committee, February, 1943. Cmd. 6429	9d.
Report of Midwives Salaries Committee, July, 1943. Cmd. 6460 ...	6d.
Second Report of Nurses Salaries Committee, December, 1943. Cmd. 6487	9d.
Nurses Salaries Committee. Report of the Mental Nurses Sub- Committee, August, 1944. Cmd. 6542	9d.
Scottish Nurses Salaries Committee. Second Report, April, 1943. Cmd. 6439	6d.
Report of the Mental Nurses Sub-Committee of the Scottish Nurses' Salaries Committee, September, 1943. Cmd. 6488	1d.
Scottish Nurses Salaries Committee. Third Report, February, 1944. Cmd. 6505	6d.

Report of the Committee on Minimum Rates of Wages and Conditions of Employment in connection with Special Arrangements for Domestic Help, November, 1943. Cmd. 6481	2d.
Training for Domestic Help in Hospitals and similar Institutions, May, 1944. Ministry of Labour and National Service Pamphlet P.L. 153/1944.	—
Conference on Industrial Health, Caxton Hall, Westminster, 9th, 10th and 11th April, 1943. Report of Proceedings	1/6
Final Act of the United Nations Conference on Food and Agriculture, Hot Springs, Virginia, U.S.A., 18th May—3rd June, 1943. Cmd. 6451	9d.

Selected Pamphlets

The Medical Planning Commission, organised by the British Medical Association in collaboration with the Royal Colleges, defined the objects of medical service in a Draft Interim Report, issued in 1942, as follows :

“(a) To provide a system of medical service directed towards the achievement of positive health, the prevention of disease and the relief of sickness.”

“(b) To render available to every individual all the necessary medical services, both general and specialist, and both domiciliary and institutional.”

The definition is quoted in the Beveridge Report. Salient passages from the Draft Interim Report are quoted in the White Paper on a National Health Service.

This and other contributions by representative organisations to the problems dealt with in these notes are listed below.

<i>Organisation</i>	<i>Title</i>	<i>Where obtainable</i>
British Dental Association.	Memorandum to the Inter-Departmental Committee on Dentistry (November, 1943).	13 Hill Street, Berkeley Square, W.1.
British Dental Students' Association.	Dental Education (October, 1942).	Royal Dental Hospital of London, 32 Leicester Square, W.C.2. Price 1/-
British Hospitals Association.	Memorandum of Policy on Regionalisation of Hospital Services (November, 1941).	12 Grosvenor Crescent, S.W.1. Price 3d.
9 British Medical Association.	A National Health Service. Report of the Council of the B.M.A. to the Representative Body (May, 1944).	B.M.A. House, Tavistock Square, W.C.1.
British Medical Students' Association.	A Memorandum on Medical Education (December, 1942).	B.M.A. House, Tavistock Square, W.C.1. Price 1/-

<i>Organisation</i>	<i>Title</i>	<i>Where obtainable</i>
Central Council for the Care of Cripples.	A Memorandum on the "Report of the Inter-Departmental Committee on the Rehabilitation and Resettlement of Disabled Persons" (July, 1943).	34 Eccleston Square, S.W.1. Price 3d.
Communist Party.	A National Health Service (October, 1944).	16 King Street, W.C.2. Price 9d.
Group of (9) Pathologists.	Pathology and the National Health Service. British Medical Journal, 10.6.44.	British Medical Association, B.M.A. House, Tavistock Square, W.C.1
Institutional Management Association.	Report of Hospital Sub-Committee (September, 1943).	29 Gordon Square, W.C.1. Price 9d.
Labour Party.	National Service for Health. The Labour Party's Post-War Policy (April, 1943).	Transport House, Smith Square, S.W.1. Price 2d.
Labour Party.	The Nation's Food. Based on Memorandum by Sir John Boyd Orr (December, 1943).	Transport House, Smith Square, S.W.1. Price 2d.
Liberal Party.	Health for the People (1942).	Liberal Publication Dept., 8 Gayfere Street, S.W.1 Price 1/-
London Council of Social Service.	The Communal Restaurant. A Study of the Place of Civic Restaurants in the Life of the Community (August, 1943).	7 Bayley Street, Bedford Square, W.C.1. Price 6d.
Medical Planning Commission.	Draft Interim Report (1942).	B.M.A. House, Tavistock Square, W.C.1.
Medical Planning Research.	Interim General Report. Supplement to <i>The Lancet</i> , 21st November, 1943.	The Lancet Office, 7 Adam Street, Adelphi, W.C.2.
National Union of Students, British Medical Students' Association, British Dental Students' Association, Scottish National Union of Students.	Health and the Student (1944).	N.U.S., 3 King's Parade, Cambridge. Price 5d.
Nuffield College.	The Reform of the Public Health Services, by Sir Arthur MacNalty, formerly Chief Medical Officer of the Ministry of Health (1943).	Oxford University Press. Price 2/6
Nuffield Provincial Hospitals Trust.	A National Hospital Service — A Memorandum on the Co-ordination of Hospital Services (October, 1941).	16 King Edward Street, Oxford.

<i>Organisation</i>	<i>Title</i>	<i>Where obtainable</i>
Political and Economic Planning.	Medical Care for Citizens (September, 1944).	Europa Publications Ltd., 39 Bedford Square, W.C.1. Price 1/-
Public Dental Service Association of Great Britain.	Memorandum to the Inter-Departmental Committee on Dentistry (April, 1944).	15 Taviton Street, Gordon Square, W.C.1.
Research Board for the Correlation of Medical Science and Physical Education.	Three-Part Interim Report (November, 1944).	Hamilton House, Bidborough Street, W.C.1. Price 2/-
Royal College of Nursing.	Nursing Reconstruction Committee Report : Section I. The Assistant Nurse (September, 1942) Section II. Education and Training, and Section III. Recruitment (December, 1943).	Henrietta Place, Cavendish Square, W.1 Price 1/- Price 2/-
Royal College of Nursing.	Draft Memorandum on the Place of Nursing in a National Health System.	Henrietta Place, Cavendish Square, W.1.
Royal College of Obstetricians and Gynaecologists.	Report on a National Maternity Service (May, 1944).	58 Queen Anne Street, W.1. Price 1/6
Royal College of Physicians of London.	Social and Preventive Medicine Committee. Interim Report (October, 1943).	Pall Mall East, S.W.1.
Royal College of Physicians of London.	Committee on Psychological Medicine. Interim Report --- Undergraduate Education in Psychiatry (October, 1943).	Pall Mall East, S.W.1.
Royal College of Physicians of London.	Report of Planning Committee on Medical Education (April, 1944).	Pall Mall East, S.W.1.
Socialist Medical Association.	A Socialised Health Service (January, 1944).	59 New Oxford Street, W.C.1. Price 6d.
Society of Medical Officers of Health.	A National Health Service (November, 1942).	Tavistock House South, Tavistock Square, W.C.1.
Tory Reform Committee.	To-morrow's Children (October, 1944).	Europa Publications Ltd., 39 Bedford Square, W.C.1. Price 1/-
Women's Liberal Federation.	Women's Work and Position in the State. Section I. "In and Around the Home"---under Nursing, Maternity and Child Welfare and Nutrition (July, 1943).	Liberal Publication Dept., 8 Gayfere Street, S.W.1. Price 6d.

J.—HOUSING

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 - Design of Dwellings
 - Site Planning and Layout in Relation to Housing
- “ Housing Manual, 1944 ”
- Scottish Housing Advisory Committee
 - “ Planning Our New Homes ”
 - Distribution of New Houses in Scotland
- Contribution of War Damage Commission
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 - Building Research Station
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[On 12th November, 1943, Mr. Henry Willink succeeded Mr. Ernest Brown as Minister of Health.]

" I regard it as a definite part of the duty and responsibility of this National Government to have its plans perfected in a vast and practical scheme to make sure that in the years immediately following the war, food, work and homes are found for all " (Prime Minister at the Mansion House, 9th November, 1943).

Ministerial Responsibility for Housing

The position has been made clear in ministerial statements.

Housing Policy. " The primary responsibility [for housing policy] will continue to rest with the Minister of Health and the Secretary of State for Scotland." (Mr. Attlee, 23rd November, 1943).

Technical Advice. " The Ministry of Works will be the Government authority to which the Ministry of Health and the Scottish Office will look in all matters concerning plans, designs, specifications, materials and the technique of construction and costs of houses. The local authorities . . . will have to look solely to the Ministry of Health and the Scottish Office " (Mr. Oliver Lyttelton, 30th November, 1943).

Co-ordination. " The proposals for a post-war housing programme must be co-ordinated with the rest of the Government's plans for reconstruction in the years immediately following the end of the war, and this will be one of the duties of the . . . Minister of Reconstruction " (Mr. Attlee, 23rd November, 1943).

Local Authorities. Speaking in the House of Lords on 10th December, 1943, Lord Woolton said that the Ministry of Health " will approve the schemes prepared by the local authorities, who will have, as in the past, the execution of a substantial part of the housing programme . . . the Ministry of Health will be the single channel of communication between the Government and the local housing authority."

To ensure that the local authorities have the full benefit of the special knowledge of the Ministry of Works on technical questions, the Ministry of Health and the Ministry of Works have collaborated in preparing a manual of general instructions on housing matters for the guidance of local authorities. (This *Housing Manual* is referred to below.)

7th December, 1944. At the time of going to press Mr. Duncan Sandys, who on 22nd November succeeded Lord Portal as Minister of Works, announced that the responsibility for concerting the action of all the Government Departments concerned with bomb damage repair in London had been placed on the Minister of Works.

A Two-Year Programme 300,000 Permanent Houses

8th March, 1944. The Minister of Health, Mr. Willink, made a statement the object of which was " to indicate the lines on which the Government propose to proceed . . . with the construction of new houses of a permanent type. Both types, the permanent and the temporary, are complementary parts of a single Government policy for providing the largest possible number of new homes during these first two years.

"To enable local authorities to make an early start, as soon as conditions permit, with the construction of new houses of a permanent type, the Government have decided to introduce temporary legislation extending the present scope of housing subsidies so as to include dwellings built to meet general needs." [Hitherto such subsidies had been limited to houses built for the rehousing of slum dwellers, the abatement of overcrowding, and for agricultural workers.]

"Local authorities will be enabled to buy in advance land required for these housing operations, using compulsory powers if necessary. And Parliament will be asked to empower the responsible Ministers, as after the last war, to confirm compulsory purchase orders for the acquisition of land for housing purposes without holding an inquiry. . . . The Secretary of State for Scotland and I are informing local authorities of these decisions to-day. . . .

The local authorities will be invited to proceed on the basis that all preliminary preparations should be made to ensure that, if building resources should permit, 100,000 houses can be completed or under construction by the close of the first year after the end of hostilities in Europe, and a further 200,000 by the close of the second year. These 300,000 houses will be in addition to those built under the programme of temporary construction."

Scotland's share of the 300,000 houses is 50,000, "20,000 for the first year and 30,000 for the second year." (Mr. Westwood, 19th July, 1944).

29th June. Mr. Willink mentioned that "local authorities have . . . been advised to base their short-term programmes on their annual output of houses before the war."

Housing (Temporary Provisions) Act

The temporary legislation referred to above has been passed. The Housing (Temporary Provisions) Act, 1944, received the Royal Assent on 3rd August, 1944.

The Act gives effect to the decision to extend the scope of housing subsidies, so as to include dwellings built for general needs, by making any new houses or flats provided by a local authority before 1st October, 1947, eligible for the subsidy provided under the Housing (Financial Provisions) Act, 1938.

The Act further provides for expediting the procedure where land is acquired for housing under a compulsory purchase order, by giving the Minister power to dispense with a local inquiry.

19th July. The Act does not increase the amount of subsidy payable under the 1938 Act to an appropriate figure. Moving the second reading of the Bill, Mr. Willink said: "It is . . . our intention to introduce legislation dealing with the appropriate amount of subsidy as soon as we feel that it is possible to form a reasonable view of what local building costs will be during the period . . . to 1st October, 1947, and when we can also form an opinion of what will be an appropriate level of rent. . . . When the figure is fixed it will apply retrospectively to all houses built under schemes . . . approved . . . after the passing of this Bill."

A corresponding Scottish measure, the Housing (Scotland) Act, 1944, received the Royal Assent on 26th October, 1944.

Acquisition of Sites

26th September, 1944. The Secretary of State for Scotland, Mr. Thomas Johnston, said that "sites in Great Britain already owned by local authorities are sufficient for some 290,000 houses, of which England and Wales have 234,000 and Scotland 56,000. Sites for many more houses are in process of selection and acquisition. . . ."

On certain of these sites the construction of roads and sewers, and in some cases the provision of such public services as water, electricity and gas, are being carried out during the present year. Thus if the course of the war permits it will be possible to make a start in 1945 with the actual building of houses (*Housing Manual*, 1944, see below).

Temporary Houses

26th March, 1944. The Prime Minister, in his broadcast, referred to three lines of attack on the problem of "the provision of houses for all who need them, with priority for our Servicemen as and when they come home from the war." First, by reconditioning war-damaged houses; second, by prefabricated or emergency houses; and third, by the programme of permanent rebuilding.

Mr. Churchill mentioned that he had inspected the model emergency house. "They are, in my opinion, far superior to the ordinary cottage as it exists to-day; not only have they excellent baths, gas or electric kitchenettes, and refrigerators; but their walls carry fitted furniture—chests of drawers, hanging cupboards, and tables—which to-day it would cost £80 to buy. . . . For the rest of the furniture standard articles will be provided and mass-produced so that no heavy capital charge will fall upon the young couples or others who may become tenants. . . . I am assured that these houses . . . will be available at a very moderate rent. All these emergency houses will be publicly owned and it will not rest with any individual tenant to keep them in being after they have served their purpose of tiding over the return of the fighting men and after permanent dwellings are available. . . ."

The emergency factory-made house referred to by the Prime Minister was the Ministry of Works' pressed steel bungalow which was opened to view in London at the Tate Gallery site on 1st May, 1944.

8th June. The Parliamentary Secretary to the Ministry of Works, Mr. Hicks, said: "A new full-scale model [of the pressed steel bungalow] has been erected to show the modifications and improvements introduced as the result of the detailed study of the prototype . . . and of criticisms and suggestions received."

19th July. The Deputy Prime Minister, Mr. Attlee, announced that "the Government have approved the model. . . ."

Since that date three further types of temporary houses have been approved and are open to view at the Tate Gallery site (see below).

Housing (Temporary Accommodation) Act

The Housing (Temporary Accommodation) Act, 1944, which received the Royal Assent on 10th October, 1944, contains the statutory provisions necessary to enable effect to be given to the temporary programme.

The general outline of the scheme envisaged under the Act is that the temporary houses will be provided and owned by the Government. They will be erected on sites acquired and developed by the local authority and to the utmost possible extent the scheme will be treated as part of the housing operations of local authorities.

The power given by the Act to supply temporary houses is limited, unless Parliament otherwise determines, to temporary houses which are erected or intended to be erected by 1st October, 1947.

The Act gives the Minister power to remove the temporary houses when there is no longer any need for them. It also empowers a local authority to require the Minister to remove the houses at any time after 10 years from the passing of the Act unless the Minister is satisfied that housing conditions require that they should remain.

It confers on local authorities special powers up to 31st December, 1945, for the rapid acquisition of land required for the erection of temporary houses.

The Act applies to Scotland as well as England and Wales.

1st August, 1944. Moving the Second Reading of the Bill, Mr. Willink explained that if a policy of temporary houses were adopted "there were a number of conditions which should be fulfilled."

- (1) "The project should not delay the building of permanent houses, and consequently . . . it should make the minimum demand upon the building industry. . . . Whereas it is usually reckoned that it takes 100,000 building operatives to build 100,000 houses in a year, the building labour required for 100,000 of these 'bungalows' is not more than 8,000 to 10,000."
- (2) "The second object . . . is speed. We have reason to think that something of the order of 100,000 of these bungalows can be produced within one year of going into production."
- (3) "The third question is . . . that the emergency provision should consist of structures which were definitely intended not to stand for more than a limited period and that their design should comply with that intention." This consideration has caused the proposed bungalow to be below the normal standard in height of rooms and area but "in many respects, particularly the fittings, one has a standard which, I hope, all permanent house-construction will imitate and emulate." On the technical and scientific side "it is probably more scientifically correct than any house has ever been."

Life of Bungalow. Mr. Willink said that "financial arrangements are being made on the basis that the average life of the house will be 10 years. . . . It will probably vary from district to district. It will be determined in accordance with the housing situation in each district as building develops. . . ."

Rent of Bungalow. As to rent, Mr. Willink said: "These bungalows should be let on terms about equal to the rents charged for local authority houses. It is a smaller house than the ordinary municipal house, but it will contain a number of items which are normally tenant's fixtures, giving rise to expense for the tenant."

26th September. The Minister of Production, Mr. Oliver Lyttelton, intervened in the resumed Debate on the Second Reading.

A Start Before the End of the War. Mr. Lyttelton explained that he was taking part in the Debate "because we are going to try to begin the actual production of emergency houses in a very short time, irrespective of the estimated end of the European war. We are going to begin actual production if necessary while the war is in progress. That is an entirely new situation. . . . In doing that, we must . . . be sure that . . . we do not disrupt in any way the vital war production, which is my primary responsibility."

Referring to certain types of temporary houses, other than the pressed steel bungalow, that had been approved, Mr. Lyttelton said that they will "enable production to begin on some scale, not a very large scale, in January next [which is not possible for the steel house owing to the time that it will take to make the jigs and tools]."

The Secretary of State for Scotland, Mr. Thomas Johnston, said: "The three types approved are similar in size, standard of equipment and of fittings and cost." It is hoped that when they are "in full production some 2,500 a week will be available." [A fourth type has since been approved. See below.]

All the houses will have "standardised fittings to the estimated retail cost of about £80 to £100. These include wardrobes, cupboards, book-case, immersion heater and gas or electric cooker. . . . Utility furniture required to furnish these houses with the bare essentials of accommodation will cost about £45. . . . In addition . . . the local authorities have power . . . to . . . supply any house provided by them with all the requisite furniture, fittings and conveniences . . . at cost price."

"Temporary Accommodation"

20th November, 1944. **Temporary Accommodation, Memorandum for the Guidance of Local Authorities**, was published by the Ministry of Health and the Ministry of Works.

Just as the **Housing Manual, 1944** (see below), was to give guidance to local authorities as to the lines on which they should frame their proposals for permanent accommodation, the purpose of the present memorandum is to give similar assistance as to the lines on which proposals to provide temporary accommodation should be framed.

"It is essential," the Memorandum states, "that temporary accommodation should not be considered in isolation but in relation to the whole housing programme of the authority. The use of temporary accommodation will, the Government believe, make it possible approximately to double the number of dwellings which could otherwise be provided with the limited amount of skilled labour available in the first year after building can be resumed. The types of temporary factory-made house approved by the Government have been specially selected on account of the small proportion of ordinary building labour required for their erection. The temporary scheme must not be allowed to stand in the way of the permanent scheme, and it will be for each authority to whom temporary houses are allotted to ensure that both sections of their programme can proceed *side by side* without stultifying one another."

Types of Temporary Houses. The following four types of temporary houses have so far been approved by the Government for the purposes of the Act :

<i>Type of House.</i>	<i>Type of Wall Construction.</i>
The Pressed Steel house.	Pressed Steel.
The Arcon Mark V house.	Steel framework covered with corrugated asbestos cement sheets.
The Uni-Seco house.	Wooden framework covered with flat asbestos sheets.
The Tarran house.	Plywood framework covered with concrete infilling.

All these types are generally similar, except that the Arcon Mark V has a central hall. All are bungalows, and all will contain the kitchen and cupboard units incorporated in the pressed steel house. The Uni-Seco is designed for either a narrow or a wide frontage.

A description and plans and drawings of each of the above types are given in Appendix I.

The bungalows will be erected by the Ministry of Works, who will also be responsible for the foundations, laying of drains, etc. It will be for the local authority to provide the site, construct the roads and sewers, and ensure that the other main services—water, gas and electricity—are available by the time the houses are due for erection.

The local authority will choose the tenants, fix and receive the rents, manage the property and keep it in repair.

"The selection of tenants for the bungalows, as for permanent houses," the Memorandum states, "is a matter for the local authority, and it will be for them to determine the relative priority of individual applications, but they will no doubt give special consideration to the claims of men and women who have been on war service and are unable to obtain a separate home of their own, and in particular to the claims of those who have been disabled."

Long-Term Programme

5th March, 1943. The Minister of Health, Mr. Ernest Brown, at a meeting of Local Authorities in London and the Home Counties, announced "a target figure of between three and four million houses" as the aim of the long-term post-war building programme. This figure includes Scotland.

It includes 300,000 cottages for agricultural workers (Lord Portal, House of Lords, 18th March, 1943).

1st December, 1943. Mr. Willink explained that the generally accepted estimate of 3,000,000 to 4,000,000 houses needed during the first 10 or 12 years of peace has been arrived at "by reference to two overriding considerations :

- (i) the number of dwellings required to replace slum dwellings and dwellings in a poor condition or grossly deficient in modern amenities—estimated at 1,500,000 to 2,500,000.

- (ii) the number required to give each family a separate dwelling and to eliminate overcrowding—estimated at 1,500,000.

[Mr. Willink did not specifically mention the number of houses destroyed by enemy action.]

Up to the end of May, 1944, i.e. before the flying bomb period, the number of houses in the United Kingdom destroyed or damaged beyond repair was 175,000. Of these 165,000 were in England and Wales, including 84,000 in London.

From June, 1944, to the end of September, 1944, the number of houses in the United Kingdom destroyed or damaged beyond repair was 27,000. Of these 25,000 were in London.

8th December. The Minister of Reconstruction, Lord Woolton, referring to the programme of 4,000,000 houses, said : " I am not promising 4,000,000 houses, but I can tell you that we are planning to expand the building industry so as to try to cope with a programme of this quite colossal magnitude. This means a labour force of 1,250,000 men from an industry which has had to make a very heavy contribution towards the provision of our war needs. It is bound to be some time before the industry can be expanded sufficiently to meet all the claims for building in the post-war years. . . . "

15th March, 1944. Mr. Willink said that the immediate need is much less than the above. " We cannot give an exact figure but I think it is reasonable to put it in the neighbourhood of 1,000,000 houses. In that figure I include what we believe to be the number of homes needed for families without separate homes of their own, replacements of houses already marked for slum clearance, and houses required if statutory overcrowding—that is, overcrowding as defined by Statute—is to be abated."

Scotland's Share

1st December, 1943. Mr. Johnston gave the following provisional estimates of the number of new houses required for Scotland under the various categories :

" (i) houses required to replace unfit houses	121,000
(ii) houses required to end overcrowding (1938 figure)	200,000
(iii) houses required as a result of the increased marriage rate since December, 1938	130,000
(iv) houses required to meet general needs and to replace houses destroyed by bombing	65,000
		516,000
Deduct houses completed since December, 1938	50,000
		466,000

" The prospective demands for further houses during the next decade will depend upon a number of factors including the marriage rate, the rate of wastage of houses and rising housing standards, and it is impossible to make any estimate at the present time."

Building Priorities

17th March, 1943. The Parliamentary Secretary to the Ministry of Works, Mr. Hicks, stated that the Minister "has for some time had in hand the collection and co-ordination of all the available requirements and proposals for building, repairs to buildings, construction and reconstruction after the war. For this purpose he has established a specific section in the Ministry of Works which, in conjunction with all Government Departments concerned, including the various controls of materials, will prepare a comprehensive national programme in terms of labour, materials, cost, time and geographical location. On the basis of this survey it will be possible to take the necessary decisions as to the works of first importance and the allocation of materials and labour, and to set up any machinery necessary to secure that the post-war building programme is developed, and carried out, as smoothly and expeditiously as possible."

2nd June. Lord Portal referred to the progress made: "During the last three months we have obtained from 9 Government Departments their programmes and we have put the work on a 12-year basis. . . . We can already see that the work is available for the first 12 years. . . ."

"The first two years after the war . . . are going to be the difficult years. . . . Almost half the work outlined is for housing under the Ministry of Health. As soon as the war is over, there will be some essential matters to be dealt with, and therefore during the first two years, at any rate, it will be necessary to have some system of priorities which will ensure that the most essential things come first, having regard to the amount of labour available."

23rd July. Mr. Hicks said that the "preliminary programme is now sufficiently defined to allow general decisions as to priorities and allocations, supply of materials, import of timber, etc., to be taken, and we are confident that the way will be cleared for work to be put in hand immediately the war ends. It must be emphasised also that after the preliminary period an increasingly large part of the national building programme will be initiated by private enterprise. If the programme as a whole is to be properly balanced and diversified and spread regionally over the whole country, and with assurance of adequate labour and materials, both private works and Government and local government works must be combined in one whole, and the machinery to enable this to be done with the least difficulty and friction is being studied."

10th December. Lord Woolton reaffirmed that "the post-war programme of building will . . . be based on a statement of priorities. . . . We shall have during the period—I do not know how long—to ensure that both building materials and labour are used for the purpose of the greatest national interest. . . ."

Central Housing Advisory Committee of the Ministry of Health

The Central Housing Advisory Committee of the Ministry of Health is a statutory body constituted under the Housing Act, 1936. Its membership includes five women. The Committee has set up several Sub-Committees.

Rural Housing

Rural Housing, the Report of the Rural Housing Sub-Committee, Chairman Sir Arthur Hobhouse, was published on 25th May, 1944.

This Sub-Committee had submitted two reports before the war and in April, 1942, it was asked by the Central Committee "to review the subject of rural housing especially in relation to changes caused by the war and the policy to be pursued after the war."

The Sub-Committee has interpreted these terms of reference as covering the problem of rural housing in England and Wales in relation not only to agricultural workers but to all dwellers in areas of a rural character.

The report contains an historical review of rural housing since 1918, discusses the position after the present war and sets out six main objectives for the post-war period :

- (1) A concentration of effort to restart rural housing activities after the war on the widest scale then practicable ;
- (2) The acceleration of the rate of progress to the maximum extent as labour and materials become available ;
- (3) A fair allocation of labour and materials between town and country so that the rural population does not suffer ;
- (4) A planned programme to bring rural housing conditions up to the highest possible level in a given period of years ;
- (5) The raising of housing standards in backward districts up to the best attained by progressive authorities ;
- (6) A financial basis for new house building in rural areas which will make it possible to give the agricultural worker as good a house as the worker in other industries.

The main recommendations include :

Joint Committees, representing the County and Rural Councils, with co-opted representatives of organisations concerned with housing, to be set up in each county, to frame a common policy for improving housing conditions.

A thorough and comprehensive survey to be carried out as soon as possible in every rural district in England and Wales ; to be completed within twelve months.

On completion of the survey, each Rural Council to draw up a long-term programme of repair, reconditioning and provision of new houses ; this programme to be carried out within a period fixed by the Ministry of Health.

The reconditioning grant under the Housing (Rural Workers) Acts should be reviewed at once in the light of the rise in building costs.

A special Exchequer subsidy is recommended to bridge the gap between the rent suggested for agricultural workers and the economic rent of houses built both by local authorities and private enterprise ; as well as a special Exchequer subsidy for exceptionally poor rural districts, particularly in Wales.

A special chapter is devoted to Welsh rural problems " which are often very different from English problems and need much further study and investigation of local circumstances than they have up to now received."

The recommendations include the setting up of a Standing Consultative Committee to advise on rural housing in Wales.

25th May. Mr. Willink intimated in the House of Commons his general acceptance of the recommendations of the Sub-Committee.

In a circular to local authorities he is "asking them to co-operate in establishing the joint county committees on rural housing" and "to proceed as soon as circumstances permit with the thorough and comprehensive survey of rural housing conditions which is recommended as a basis for the long-term housing programme." With regard to the financial recommendations, "consultations as to the nature and amount of Exchequer subsidies . . . are proceeding with the Associations of local authorities." Mr. Willink said that he hoped to submit to Parliament proposals for the amendment of the Housing (Rural Workers) Act on the lines recommended.

Private Enterprise Housing

Private Enterprise Housing, the Report of the Private Enterprise Sub-Committee, Chairman Sir Felix Pole, was published on 13th July, 1944.

The Sub-Committee was appointed by the Central Committee in October, 1942, "to consider the part that private enterprise can best play in post-war housing, the conditions in which it can most effectively operate, and the methods of finance and organisation required."

The Report reviews the part played by private enterprise in providing houses in the past; the financial facilities available for building and purchasing; and the work of Housing Associations.

With regard to the operation of private enterprise in the post-war period, the Committee concludes that "given favourable conditions, the housing needs of a large section of the people of this country can be met without assistance from public funds. The conditions required include cheap money, a plentiful supply of labour and materials, building costs in close correspondence with the cost of living, and stability of values."

Apart from war-time shortages and restrictions, the chief obstacle to the resumption of building by private enterprise on a pre-war scale is held to be "the level of building costs which are out of scale with the cost of living."

Recommendations of the Sub-Committee include :

If private enterprise is to maintain its position in the post-war period, it must produce a considerably larger proportion of houses for letting.

Private enterprise should be encouraged to participate, although necessarily on a limited scale, in the short-term building programme, in order that building organisations may be brought to a state of readiness for the long-term programme. To enable private enterprise to operate during this period, a subsidy will be essential.

When private enterprise is meeting the same needs as local authorities it should be eligible for the same Exchequer subsidy.

The raising of the limit of value of houses for which advances may be made under the Small Dwellings Acquisition Acts and the Housing Act.

Prices of Building Materials. A body for reviewing the prices of building materials should be kept in permanent commission. It should have the power to call for the production of books and its reports should always be made public.

Standards of Buildings. The question was dealt with in the report of a Panel of three members of the Sub-Committee which is printed as Appendix II. They reject as impracticable the idea of a compulsory scheme for controlling the standard of house-building and recommend a voluntary scheme on the lines of that evolved by the National House Builders' Registration Council, to be developed with the support of the Government "for securing the maintenance of good standards of building."

13th July. Mr. Willink announced in the House of Commons, that "the Government have considered [the Report on Private Enterprise Housing] and have decided to accept the recommendation that Exchequer subsidy should be provided for houses built by private enterprise . . . during the early post-war period, subject to conditions as to size, construction, selling price and rent. It is proposed that the administration of the scheme should be in the hands of local authorities. . . . I propose to introduce the necessary legislation in due course.

"The Government have also decided to accept the recommendation to reconsider the present limit of £800 fixed under the Small Dwellings (Acquisition) Acts and Section 91 of the Housing Act, 1936, for the purpose of advances and to introduce the necessary legislation for this purpose. . . .

"The Government also accept the recommendation that support should be given to the development of a scheme on the lines of the National House Builders' Registration Council for securing the maintenance of good standards of building."

Design of Dwellings

Design of Dwellings, the Report of the Design of Dwellings Sub-Committee, Chairman the Earl of Dudley, was published on 17th July, 1944.

It is accompanied by the report of a Study Group of the Ministry of Town and Country Planning on **Site Planning and Layout in Relation to Housing**.

The Sub-Committee was appointed by the Central Committee in March, 1942, "to make recommendations as to the design, planning, layout, standards of construction and equipment of dwellings for the people throughout the country."

The Report is confined to "the types of permanent dwelling commonly built by local authorities," although the Sub-Committee points out that the standards it recommends are equally applicable to houses built by private enterprise.

Evidence was taken from a large number of individuals and organisations, particularly women's organisations. The Sub-Committee included seven woman members and the Secretary was also a woman, Miss Judith G. Ledebor, A.R.I.B.A.

The Sub-Committee considers that "local authorities should have greater regard to the views of housewives and should make greater use of their powers to co-opt suitable women to their Housing Committees."

Stress is laid on the importance of good design, and it is recommended that "the Minister of Health, in the absence of special circumstances, should require all local authorities to employ trained architects for their housing

schemes." Particular attention should be paid to the designing of rural cottages to "conform with the local traditions in building and with the landscape."

The Report deals, among other matters, with types of dwelling ; standards of accommodation ; rural cottages ; terraced housing ; flats ; maisonnettes ; accommodation for old people and for single persons ; standards of construction ; and equipment and fittings.

Detailed technical notes on the way the Sub-Committee thinks its recommendations can best be carried into effect, with some drawings, are given in Part II of the Report.

In common with the Sub-Committee on *Private Enterprise* (see above) the Sub-Committee finds that "one of the disturbing features of the present position is that the rise of building costs is so much out of proportion to the rise in the cost of living. Extensive building is possible only if building costs bear a reasonable relationship to the general cost of living."

[The recommendations in this Report form the basis of the *Housing Manual, 1944*. See below.]

Site Planning and Layout in Relation to Housing

This Report considers the establishment of a right relationship of houses to each other and to their environment, that is, the place of housing accommodation "in a plan which embraces many other forms of land use."

The Report deals with the relationship of housing and town planning ; "neighbourhood" planning to "aid in every way the full development of community life" ; space about dwellings ; road layout and parking ; architectural form ; and planting in streets and public places.

"Housing Manual, 1944"

25th September, 1944. The *Housing Manual, 1944*, which has been prepared jointly by the *Ministry of Health* and the *Ministry of Works*, was published.

The Manual gives technical guidance to local authorities, architects, builders and others on the layout, planning, construction and equipment of permanent houses to be built under the Government short-term housing programme covering the first two years after the end of the war in Europe.

In general, the standards recommended in the Manual are those proposed by the *Design of Dwellings* Sub-Committee of the Minister of Health's *Central Housing Advisory Committee* (the *Dudley Report*) which has been noted above.

The ground covered in detail in the Manual includes :

- Site planning and layout
- Plans of Houses and Flats
- Plans for special occupants, e.g. old people
- Efficiency in Building
- New materials and methods
- Services and equipment

Advice on fuels and appliances has been contributed by the *Ministry of Fuel and Power*. The *Ministry of Town and Country Planning* has advised on site-planning and layout.

On the technical aspects of building, the Manual generally follows the recommendations of the Committee on House Construction (the Burt Committee) which is noticed below.

The Manual includes many diagrams illustrating different types of plans and drawings of fittings and equipment. There are also a number of photographs of houses already built by local authorities, showing various arrangements and styles.

[A further volume of **Technical Appendices** was issued on 1st December.]

In the light of the technical guidance in the Manual local authorities are to prepare their plans and submit them for approval to the Minister of Health so that the way may be clear for the building of houses as soon as authority can be given.

Scottish Housing Advisory Committee

“ Planning our New Homes ”

On 23rd March, 1944, the Scottish Housing Advisory Committee published a Report entitled **Planning our New Homes**.

The Committee was set up in August, 1942, under the Chairmanship of Mr. Joseph Westwood, Joint Parliamentary Secretary of State for Scotland, to report on the design, internal planning, standard of construction and layout of new houses, and on the provision of furniture by local authorities in municipal houses.

The Report is described in a Press Notice issued from the Scottish Office as “ the first comprehensive set of recommendations by a Government Committee on post-war housing.” It is in a new form for publications of this kind, being illustrated with photographs, colour plates, detailed drawings and plans.

After outlining the scope of the post-war housing problems in Scotland the Report recommends a “ **three-stage** ” programme to meet it.

First Stage—The provision of “ transitional ” houses in the form of pre-fabricated and preferably demountable dwellings for purely temporary occupancy, the maximum use of converted war buildings, etc.

Second Stage (which will proceed simultaneously with stage one)—The building of permanent houses to short-term standards—broadly equivalent to the pre-war sizes of houses built by Scottish authorities but incorporating improved equipment, etc.

Third Stage (to be commenced when costs are stabilised, and labour, materials, etc., are more plentiful)—The provision of permanent houses to the “ long-term standards ” of accommodation, equipment, etc., laid down in the Report.

The bulk of Part I of the Report is devoted to setting out, as a basis of long-term post-war housing policy, standards of design, accommodation, planning and equipment.

Part II of the Report deals with the supply of furniture by local authorities in municipal houses. The Committee recommends that local authorities should supply essential items of furniture to those tenants who really need them.

Distribution of New Houses in Scotland

On the 8th November, another Report of the Scottish Housing Advisory Committee was published under the title **The Distribution of New Houses in Scotland in the Immediate Post-War Years** (Cmd. 6552).

The Report was drawn up by a Sub-Committee appointed on 2nd October, 1942, "to consider and advise on the measures required to secure the most appropriate distribution of houses to be erected in Scotland in the immediate post-war years."

Under the head of the National Redistribution, the Report makes comprehensive recommendations for both the *short-term* and the *long-term* periods.

Recommendations for the latter include :

A house-to-house survey as soon as the population has settled down after the disturbances of war, to furnish a basis for a long-term housing programme. This survey should be completed in two years after the end of the European war.

A second house-to-house survey, some time after the first, to enable housing authorities to take account of families living at unreasonably long distances from place of work.

Recommendations under the head of Local and Regional Distribution include :

A long-term policy of redevelopment accompanied by a long-term policy of decentralisation and dispersal.

The adoption of a positive programme for the expansion of existing small towns by means of housing schemes suitably related to industrial development.

As a first step towards dispersal, a survey of towns and townships suitable for expansion up to an optimum population of 50,000 to 60,000 inhabitants.

It is emphasised that rural areas should have a full share in the distribution of houses.

Contribution of War Damage Commission

22nd November, 1943. The Chairman of the War Damage Commission, Sir Malcolm Trustram Eve, drew the attention of "people whose property is either right down or in such a damaged state that they have not been able to do any work at all" to a recent Treasury direction, which offered them encouragement to rebuild their property after the war.

This Treasury direction—taking into account the fact that the provision of housing accommodation is in the public interest—empowers the Commission to make a *cost of works payment*, instead of a *value payment*, estimated at March, 1939, levels, "in the case of a house built after the 31st March, 1914 . . . if, and when, the owner has been able to rebuild such a house, even if the bomb left nothing but a pile of rubble. The same benefit will be available to the owner of any house built before 1914 where the Commission is satisfied that, before the bomb or blast hit, it was not less sound than when erected, and in design, layout and amenities was reasonably similar to the post-1914 house of the same type."

In June, 1944, the War Damage Commission, in agreement with the National Federation of Building Trades Employers, issued a Pamphlet

entitled **Cost of Works (England and Wales)**. The pamphlet explains in detail the procedure in arranging for the repair of war damage to privately owned houses and the assessment of payments of cost of works. A similar pamphlet applicable to Scotland was issued on 3rd November, 1944.

War Damaged Churches

Mention may be made here of a scheme announced by the War Damage Commission on 15th May, 1944, for the rebuilding and repair of "nearly 14,000 churches, monasteries, convents and other ecclesiastical buildings" which have suffered various degrees of damage in enemy raids. In such cases, a "**Church Payment**" is to be awarded. This is to be assessed as the smaller of either "the reasonable costs of 'plain repair' of the war damage," or "the reasonable cost of building a 'plain substitute church'"; provision being made for cases requiring individual consideration "for architectural, historic, or other reasons of special importance . . . where . . . it may be in the public interest to secure exact reinstatement." The amount of the church payment costs will be assessed on prices ruling at the date when work is done.

Technical Problems—Ministry of Works

Building Research Station

The Building Research Station of the Department of Scientific and Industrial Research acts as the "research arm" of the Ministry.

Directorate of Post-War Building

The Directorate of Post-War Building was set up in March, 1942, with the object of securing a comprehensive and co-ordinated review of building technique for the guidance of those who would be responsible for the direction and organisation of building after the war.

"The Directorate works through a series of study committees consisting of experts in their particular branches" (Mr. Hicks, 23rd July, 1943).

The reports of these study committees, together with reports of certain other committees appointed by Government Departments, are being published by the Ministry of Works in a series of 22 **Post-War Building Studies**, covering every aspect of design, structure and installation, and special types of building.

The reports in the series that have been published up to date, are :

1. House Construction (Burt Committee, see below)
2. Standard Construction of Schools
3. Plastics
4. Plumbing
5. The Painting of Buildings
6. Gas Installations
7. Steel Structures
8. Reinforced Concrete Structures
9. Mechanical Installations
10. Solid Fuel Installations
11. Electrical Installations
13. Non-Ferrous Metals
14. Sound Insulation and Acoustics

Reports in the course of preparation are :

12. **The Lighting of Buildings**
15. **Walls, Floors and Roofs**
16. **Business Buildings**
17. **Farm Buildings**
18. **The Architectural Use of Building Materials**
19. **Heating and Ventilation**
20. **Fire Grading of Buildings**
21. **School Buildings for Scotland**
22. **Farm Buildings for Scotland**

In an introductory note to the reports, Lord Portal points out that " the Reports in this series are not official publications in the sense that the Government as such is responsible for or necessarily accepts the views expressed, but their contents are authoritative and cannot but be of great value to all concerned with preparations for building after the war."

House Construction—Report of Burt Committee

House Construction by an Inter-Departmental Committee, under the Chairmanship of Sir George Burt, the first of the series of Post-War Building Studies, was published on 31st March, 1944.

The Committee was appointed in September, 1942, by the Minister of Health, the Secretary of State for Scotland and the Minister of Works " to consider materials and methods of construction suitable for the building of houses and flats, having regard to efficiency, economy and speed of erection, and to make recommendations for post-war practice in the light of all relevant findings of the Study Committees co-ordinated by the Directorate of Post-War Building of the Ministry of Works."

The present Report marks the completion of the first part of the Committee's work : an investigation into the alternative (i.e. non-traditional) methods of house construction used between the wars, with recommendations on those methods capable of application or suitable for development after the war. Throughout this investigation, the Committee was assisted by the Building Research Station, which made available the results of researches extending over a number of years.

The report is in three parts.

Part I contains a discussion on basic considerations affecting house construction, together with suggestions for the guidance of designers for a performance basis to ensure adequate strength and stability, thermal insulation, sound insulation and the like. The Committee believes that this is the first time that such a basis for house construction has been formulated.

Part II is a survey of alternative types of house built between the wars.

Part III contains a review of some alternative materials which may be required during a possible temporary shortage of normal materials, and of newer materials which merit further trial with a view to permanent adoption.

The Committee considers that a co-ordinated programme of research and experiment is necessary to encourage further development of alternative methods, and a programme of this nature is being carried out by the Ministry of Works and the Department of Scientific and Industrial Research, with the co-operation of the Health Departments. The Department of Health for

Scotland through the Scottish Special Housing Association is also carrying out certain experimental work of particular import to Scotland.

It is considered by the Committee that research may reveal advantages in a greater measure of *standardisation of structural units* and the Report recommends that research should be directed to that high degree of organisation in the workshop and on the site which will be necessary to obtain the full results of standardisation.

After the submission of this Report, the Committee on House Construction "was reconstituted on a broader basis as a standing advisory committee representative of the professions of architecture and engineering and of all elements of the building industry" (Lord Portal. Introductory Note).

Mission to United States

Sir George Burt had been a member of an Expert Mission appointed by the Minister of Works to survey American practice in the design and construction of buildings, in equipment and finishing and in the use of materials with a view to securing in Great Britain in the post-war period :

- (a) Increased speed and output.
- (b) Reduced building cost.
- (c) Improved standards of equipment and finish.
- (d) Improved conditions for operatives.

The Report of the Mission entitled **Methods of Building in the U.S.A.** was published on 7th February, 1944.

The Report is divided into parts dealing with design of buildings, building procedure, construction and costs, factory-produced building, and concludes with a summary of recommendations.

These include simplification of *design of buildings for great standardisation* and for mechanisation of constructional work ; greater use of factory-produced units and assemblies ; general application of the time and progress schedule system.

There is a recommendation that legislation be promoted with the object of securing registration of architects and professional engineers so that building plans shall be prepared by registered persons only. It is recommended that advantage be taken of American experience in various matters, including temporary houses built by factory methods ; and materials, some already in extensive use in U.S.A., others likely to be more widely used after the war, such as plastics and compositions making use of wood waste.

Standardisation

A standardisation branch of the Directorate of Post-War Building was established in August, 1942, and a **Standards Committee** appointed to consider the use of standard fittings and components in building and to recommend action that should be taken to introduce the greatest possible measure of standardisation.

The Committee's study had, as stated in the terms of reference, "the particular object of ensuring (a) economy in the use of material in the post-war period (b) simplified and speedier procedure and construction, and (c) wherever possible, improved quality and design."

The first Progress Report of the Standards Committee was published in May, 1944, under the title **The Use of Standards in Building**. It includes a summary of recommendations for materials and components agreed up to 30th November, 1943, with typical drawings, and an Appendix on **The Scope of Prefabrication**.

Lord Portal had referred to this subject in the House of Lords on 8th February, 1944: "My Ministry, with the interests concerned, has been carrying out a considerable degree of standardisation in fittings and components to see how far these can be reduced in types. . . . One of the most effective ways of securing efficiency and economy will be by far greater standardisation of essential parts than hitherto." Lord Portal instanced a great reduction in the number of sizes of metal windows and types of baths, water heaters, tanks and cisterns, and said we are dealing with many other items on similar lines.

Advisory Council of the Building and Civil Engineering Industries

This Council was appointed in November, 1942, for "the examination and mutual consideration of problems and policies affecting the present and future position of the building and civil engineering industries, in relation to the demands of the country's building and civil engineering requirements" (Mr. Hicks, 17th November, 1942).

It is representative of every element in the building industry . . . and [advises the Minister] on all questions of importance in the building trade" (Lord Portal, 2nd June, 1943).

Experimental Houses

Controller of Experimental Building

2nd June, 1943. Lord Portal announced the appointment of a Controller of Experimental Building: "I have recently appointed a **Controller of Experimental Building Development**, whose business it will be to co-ordinate all the ideas and new methods put forward by any firm or individual interested in building or the manufacture of building materials and equipment. He will have the advice of an Inter-Departmental Committee on House Construction. . . . It will link up the people who are experimenting with those who are actually engaged in building operations."

2nd February, 1944. Mr. Hicks said that the Controller has "the special duty of assisting private enterprise and local authorities to develop new methods, materials and fittings for house construction by advice and by arranging for the issue of licences and other facilities where the proposal appeared likely to be of value. The Controller works in close contact with the Burt Committee. . . ."

Building Costs Research Officer

23rd July, 1943. Mr. Hicks said that the Minister of Works had recently appointed "a **Building Costs Research Officer** to undertake a systematic analysis of building costs with the object of breaking up into constituent parts the cost of different classes of building works. From the data obtained it will be possible to concentrate on the most economic forms of construction, having regard to the material and labour resources likely to be available in the post-war period."

On the subject of future building costs, Mr. Hicks said : " As regards the future, when the special war-time factors . . . disappear, improved organisation, new methods and new management should . . . more than pay the cost of such reforms as the guaranteed week and holidays with pay which we hope to see as a permanent part of the structure of the industry. We at the Ministry are engaged in an intensive study of the individual items which make up the cost of building. We are developing experimental work in all suitable directions, and I see no reason why, by a joint effort of all concerned, costs should not be brought down to a reasonable figure."

Experiments by Local Authorities and others

8th October, 1943. The Minister of Health told the Conference of the National Housing and Town Planning Council that, in addition to the investigation by the Inter-Departmental Committee, several local authorities were carrying out practical experiments in new methods of construction.

26th January, 1944. Mr. Hicks stated that out of 249 suggestions, made to the Burt Committee, for new methods of construction, uses of material and types of equipment, " the Committee have recommended the granting of licences or other facilities necessary for full-scale experiments to be carried out in 36 cases, excluding work being carried out by the Ministry."

Work carried out by the Ministry

8th December, 1943. Mr. Hicks announced the Ministry's programme of experimental houses which it is proposed to build to demonstrate the possibilities of various methods of construction. " A first instalment of 12 houses, in six pairs, is contemplated. In addition, eight other houses are being built for the Building Research Station, to enable full-scale scientific research to be made into problems of building construction generally."

15th December. Mr. Hicks explained that the object of the demonstration houses was " to ascertain comparative costs and labour requirements and to try out the various alternative materials and methods that have been considered by the [Burt] Committee. . . . The results will be made available when the work is completed."

Consultant on Planning and Demonstration Houses

18th January, 1944. It was announced by the Ministry of Works that the Minister had retained Mr. Arthur W. Kenyon, F.R.I.B.A., as Consultant on matters affecting the design and planning of experimental and demonstration houses.

The Minister is also receiving, in this connection, the advice of a panel of three architects nominated by the President of the Royal Institute of British Architects.

8th February. Lord Portal said : " The Ministry of Works are putting up a number of houses to demonstrate the use of different materials in permanent house construction, and to ascertain the costs. All these plans have been agreed with the Ministry of Health . . . also by a panel of three architects nominated by the President of the R.I.B.A. . . . We want to obtain comparable costs in the methods of construction. . . . The alternative materials to be used are those recommended by the Inter-Departmental Committee presided over by Sir George Burt. . . . So as to get comparative costing results these houses

will be built to similar plans of 850 superficial feet, except for two pairs which will be built to plans approved by the Dudley Committee in advance of the submission of their Report. These two pairs will be 900 superficial feet."

He added that the best of all the various methods of house building surveyed by the Burt Committee are being used for the houses now being erected by the Ministry of Works.

2nd May. Lord Portal mentioned that two pairs of the demonstration houses had been completed and all of them should be ready for inspection by those interested in a couple of months. Great care was being taken to keep a record of "the comparative cost of the various methods of construction and uses of alternative materials."

[The demonstration houses, covering 10 types, are on view at Northolt, Middlesex (Mr. Hicks, 11th October, 1944).]

Scotland

4th April, 1944. The Secretary of State for Scotland, Mr. Thomas Johnston, speaking in Edinburgh, said that the Department of Health for Scotland had arranged with the Scottish Special Housing Association for the erection of a scheme of demonstration houses at Sighthill, Edinburgh. The first house, a Weir steel house, had been completed.

Timber Houses

15th March, 1944. Mr. Johnston mentioned that the question of the provision of timber houses had been explored both with the Swedish Authorities and with the Canadian Government.

Materials

Cement

A Committee on **Cement Production**, set up in January, 1941, had been asked to consider, among other matters, the demand for cement "in meeting all needs after the war, particularly in connection with post-war reconstruction."

In a Report presented in April, 1941 (Cmd. 6282) the Committee advised on the steps that would be necessary to provide for any demand that might arise.

Bricks

A Committee on the **Brick Industry** presented a third (and final) Report in April, 1943. The recommendations include steps designed to increase efficiency and enable the industry better to contribute to the post-war building programme.

A **National Brick Advisory Council** was set up in August, 1942, on a recommendation in the Brick Industry Committee's Second Report.

23rd July, 1943. Mr. Hicks said that the National Brick Advisory Council advises "the Minister on questions connected with the brick industry, including care and maintenance, closed works, haulage rates, prices, technical questions affecting manufacture, and the post-war organisation of the industry." He referred to the arrangements made for care and maintenance of closed brick-yards to enable them to start work again as soon as required.

Timber

8th February, 1944. Lord Portal said : " Steps have been, and are being taken to ensure the supply of all building materials that will be required for post-war building. Timber is the only major material that has to be imported."

27th July. It was announced by the Ministry of Supply that " arrangements have been made between the Ministry of Supply and the various sections of the Canadian Timber industry for the supply of considerable quantities of timber during the two years following upon the cessation of hostilities in Europe. Formal contracts with individual shippers are about to be negotiated."

Manpower

A Report on **Training for the Building Industry** was published by the Ministry of Works in February, 1943. At the same time a White Paper on the same subject (Cmd. 6428) was presented by the Minister of Labour and the Minister of Works.

These papers study the requirements for building labour after the war, and the training that will be necessary to provide the requisite numbers.

The Report stressed the necessity for a long-term programme, for a guaranteed week, and for regulation of numbers to ensure that at all stages the " Manpower Plan " harmonises with the " Building Plan."

The appointment of a **Building Apprenticeship and Training Council** was proposed, and comprehensive recommendations were made for apprenticeship, technical education, and special training to meet the requirements in the immediate post-war years.

The White Paper endorsed these recommendations. " It is considered that a post-war construction programme designed for 10 or 12 years will require the labour force in the building industry to be built up over a period to about 1,250,000 men.

" It will be an essential part of the expansion that recruitment into the industry shall be regulated so as to correspond as closely as possible with the estimated future demands of the construction programme. . . . "

The elimination of casual labour was held to be a further condition of a satisfactory expansion of the labour force of the industry.

The special training scheme to fill the gap in the supply of skilled workers in the immediate post-war years was being prepared " on the basis that training will have to be provided for up to 200,000 men during the first three or four years of the programme."

It is noted that, while the greater part of the training will have to be given in Great Britain, the position of men in the Forces overseas will have to be considered, especially if large forces have to be kept abroad after hostilities have ceased.

Building Industry Advisory Panel

A Building Industry Advisory Panel, to be presided over by the Minister of Labour and National Service on his deputy, would be established to cover all relevant labour questions arising on the building programme ; under which there would be a **Special Training Committee**. Arrangements would be made for local advisory committees.

2nd June, 1943. Lord Portal said that "with Government support the industry itself is now going to try to arrange a guaranteed week and that . . . will substantially abolish the problem of casual labour. . . ."

23rd July. Mr. Hicks referred to the special training scheme : "Our plan is to start training men demobilised from the Forces and industry. The White Paper . . . forecast that it would be necessary to train up to 200,000 men as craftsmen during the first three or four years ; we hope to do that, and we are proceeding on the basis that the bulk of them should be trained in the first two years. . . . This figure is provisional, because recruitment must be regulated so as to correspond as closely as possible with the public demand for reconstruction. . . ."

Building Apprenticeship and Training Council

23rd July. Announcing that a Building Apprenticeship and Training Council (as proposed in the Report and White Paper) had been set up, with Sir Malcolm Eve as Chairman, Mr. Hicks said : "This Council, on which are represented educational bodies, as well as industrial and professional interests, will have the vital task of ensuring that the right number and right quality of young craftsmen are trained to meet all requirements of the post-war building industry, including management."

The Building Apprenticeship and Training Council published their first Report on 17th January, 1944.

The Council were entrusted with "the duty of observing and advising on all matters concerning the recruitment, education and training of young persons for craftsmanship and management in the building industry and of encouraging the development of apprenticeship schemes on a comprehensive basis."

The Report sets out a scheme calculated to provide an adequate supply of properly trained men for the building industry after the war.

Assuming that the industry will require 500,000 craftsmen, the Report suggests an annual intake of 15,000 to 20,000 apprentices to make up a total apprenticeship strength of 75,000 to 100,000 on the basis of five years' apprenticeship.

Among other matters the Report considers industrial requirements, existing apprenticeship agreements, encouragement of apprenticeship and junior education for building. The principal recommendations of the Council are summarised at the end of the Report.

17th March, 1944. A Board of Education statement announced further steps to increase the number of boys in training for the building industry.

The Board have informed Education Authorities that the national importance of an increased supply of well-qualified recruits to the building industry renders it necessary that the provision of Junior Technical Schools for Building should be expanded as soon as possible, without waiting for the reorganisation of secondary education contemplated in the Education Bill.

Authorities are asked to explore the possibility of establishing new schools and enlarging existing schools, and, wherever war-time difficulties of staff and accommodation can be overcome, to have the arrangements for the new or additional intake ready as soon as possible this year.

The age of entry to the schools is about 13 years, and the courses are of two or three years' duration. Before the war the annual intake was about 300 boys.

1st August. Mr. Hicks gave an indication of the size of the labour force that would be available in the years immediately after the end of the war in Europe.

"In the building industry the number we had prior to the war was, roughly, about 1,008,000. . . . The number has been reduced . . . to below 380,000. . . . It is anticipated that the number available in the building industry immediately on the termination of hostilities, and when other demands of the country have been met, will be just over 300,000, of whom only 50,000 will be under 41 years of age. . . . It will take us two years after the end of hostilities with Germany to build up the labour force in the industry to 800,000. . . ."

"After the war we will also have to deal with the maintenance work which has been left over for five years. Maintenance labour alone in the building industry prior to the war required just over 300,000 men. . . ."

It was on an estimated labour force for building of all kinds of between 350,000 and 380,000 that the maximum figure of 300,000 permanent houses, built or building at the end of the second year after the end of the war in Europe, was based (Mr. Willink, 1st August, 1944).

22nd September. It may be noted that in the White Paper, **Re-Allocation of Man-Power Between the Armed Forces and Civilian Employment during any Interim Period between the Defeat of Germany and the Defeat of Japan** (Cmd. 6548), it is proposed "to make a limited provision for certain urgent work of reconstruction on which a beginning must be made in the interim period."

For this purpose men "identified as belonging to particular occupational classes specified by the Minister of Labour and National Service as required for certain urgent reconstruction employments" will be specially transferred from the Forces. "They will be mainly required to **supplement the labour force available for building houses** against the time when sailors, soldiers and airmen will be returning in large numbers to civil life."

List of Documents in order of mention in text

	<i>Net Price.</i>
Housing (Temporary Provisions) Act, 1944. 7 and 8 Geo. 6. Ch. 33 . . .	1d.
Housing (Financial Provisions) Act, 1938	—
Housing (Scotland) Act, 1944. 7 and 8 Geo. 6. Ch. 39.	1d.
Housing (Temporary Accommodation) Act, 1944. 7 and 8 Geo. 6. Ch. 36	2d.
Temporary Accommodation. Memorandum for the Guidance of Local Authorities, November, 1944	6d.
Housing Act, 1936	—
Rural Housing. Third Report of the Rural Housing Sub-Committee of the Central Housing Advisory Committee, 1944	1/-
Private Enterprise Housing. Report of the Private Enterprise Sub- Committee of the Central Housing Advisory Committee, 1944	1/-
Design of Dwellings. Report of the Design of Dwellings Sub-Committee of the Central Housing Advisory Committee, 1944	1/-

Housing Manual, 1944	1/6
Housing Manual, 1944. Technical Appendices	1/6
Planning our New Homes. Report by the Scottish Housing Advisory Committee, 1944	
The Distribution of New Houses in Scotland. Report by the Scottish Housing Advisory Committee, 25th May, 1944. Cmd. 6552	
War Damage Commission. Cost of Works (England and Wales) June, 1944	3d.
War Damage Commission. Cost of Works (Scotland) November, 1944	3d.
Post War Building Studies :	
1. House Construction	2/-
2. Standard Construction for Schools	6d.
3. Plastics	1/-
4. Plumbing	1/-
5. The Painting of Buildings	1/-
6. Gas Installations	6d.
7. Steel Structures	6d.
8. Reinforced Concrete Structures	6d.
9. Mechanical Installations	2/-
10. Solid Fuel Installations	9d.
11. Electric Installations	1/6
13. Non-Ferrous Metals	1/-
14. Sound Insulation and Acoustics	1/-
Methods of Building in the U.S.A. The Report of the Mission Appointed by the Minister of Works, 1944	4d.
The Use of Standards in Building. First Progress Report of the Standards Committee, 1944	6d.
Report of the Committee on Cement Production, May, 1941. Cmd. 6282	2d.
Third Report of the Committee on the Brick Industry, 1943	9d.
Second Report of the Committee on the Brick Industry, 1942	6d.
Report on Training for the Building Industry, 1942	1/-
Training for the Building Industry, February, 1943. Cmd. 6428	1d.
Building Apprenticeship and Training Council, First Report, December, 1943	6d.
Re-allocation of Man-Power between the Armed Forces and Civilian Employment during any Interim Period between the defeat of Germany and the Defeat of Japan, September, 1944. Cmd. 6548	1d.

Selected Pamphlets, etc.

"It is the business of all of us who are taking a responsible part in public affairs to try to learn what people are thinking. . . . I am certain that anxiety to employment after the war is the first thought in the minds of all those who are considering post-war reconstruction. . . . The second is about post-war housing. (Deputy Prime Minister, at Wakefield, 6th December, 1942).

An attempt to get the views of the "least vocal" of those concerned with this problem—the working housewife and other women living in lower rental dwellings—has been made by the Women's Advisory Housing Council by means of the circulation of a questionnaire. A similar method has been adopted by the Standing Joint Committee of Working Women's Organisations.

These, with other contributions by representative bodies to the subject of post-war housing, are given in the selection below.

<i>Organisation</i>	<i>Title</i>	<i>Where obtainable</i>
Association of Building Technicians.	Emergency Factory-Made House (May, 1944)	5 Ashley Place, S.W.1. Price 6d.
British Electrical Development Association.	The Design and Electrical Equipment of Houses and Flats. Evidence submitted to the Ministry of Health. (March, 1942).	2 Savoy Hill, W.C.2. Free on application.
British Legion Planning Committee.	Interim Report on Housing (December, 1943).	Cardigan House, Richmond Hill, Surrey.
City of Leeds Housing Committee.	Post-War Housing Report (April, 1943).	Town Hall, Leeds.
Communist Party.	A Memorandum on Housing (January, 1944).	16 King Street, W.C.2. Price 9d.
Conservative Party.	"Looking Ahead." Foundation for Housing. Interim Report (March, 1944).	24 Old Queen Street, Westminster, S.W.1. Price 3d.
Co-operative Permanent Building Society.	"Design for Britain." Series of booklets by various authors, each expressing his own point of view.	J. M. Dent & Sons Ltd., Bedford Street, W.C.2. Price 6d.
Electrical Association for Women.	E.A.W. Point of View on Post-War Reconstruction. Interim Report. Sections on Housing and Electrical Equipment (March, 1943).	20 Regent Street, S.W.1. Price 2/6
Housing Centre.	Bulletin (duplicated typescript), issued monthly to subscribing members, or can be seen at the Centre, contains notes on housing and town planning news, etc.	13 Suffolk Street, S.W.1.
Housing Centre.	Reports (duplicated typescript) of weekly luncheon talks and discussions on housing and planning topics.	Annual subscription £1. Single reports 6d. each.

<i>Organisation</i>	<i>Title</i>	<i>Where obtainable</i>
Illuminating Engineering Society.	Lighting Reconstruction Pamphlets : Principles of Good Lighting. The Lighting of Public Buildings. The Lighting of Schools (May, 1944). Natural Lighting (June, 1944).	32 Victoria Street, S.W.1. Price 1/- each.
Labour Party.	Housing and Planning after the War (April, 1943).	Transport House, Smith Square, S.W.1. Price 2d.
Liberal Party.	Land and Housing (June, 1943).	Liberal Publication Dept., 8 Gayfere Street, S.W.1. Price 4d.
National Federation of Building Trades' Operatives.	Plan Housing Now (November, 1943).	Dalton Hill, Albury, Nr. Guildford, Surrey. Price 6d.
National Housing and Town Planning Council.	Post-War Housing Standards. Evidence submitted to the Central Housing Advisory Committee — Housing and Planning News — Bulletin No. 17, September-October, 1942. The Housing and Planning News - Bulletin, published bi-monthly, contains information on current topics relevant to housing and town-planning.	41 Russell Square, W.C.1.
National Smoke Abatement Society.	Design and Equipment in Post-War Housing in relation to Smoke Prevention. Memorandum to Sub-Committee on Design of Dwellings (1942).	Chandos House, Buckingham Gate, S.W.1. Price 2d.
National Union of Townswomen's Guilds.	Townswomen's Views on Post-War Homes. Memorandum to Sub-Committee on Design of Dwellings—The Townswoman—June, 1943, (Monthly journal of the Union).	2 Cromwell Place, S.W.7. Price 2d.

<i>Organisation</i>	<i>Title</i>	<i>Where obtainable</i>
Royal Institute of British Architects.	Housing (1944).	66 Portland Place, W.I. Price 1/6
Royal Society of Arts.	The Post-War Home—A Series of Lectures on its Interior and Equipment (October, 1942).	The Studio Ltd. Price 2/6
Society of Women Housing Managers.	Memorandum drawn up at the request of the Sub-Committee on Design of Dwellings (May, 1943).	13 Suffolk Street, Pall Mall, S.W.1.
Standing Joint Committee of Working Women's Organisations.	Memorandum to Sub-Committee on Design of Dwellings (January, 1943).	Transport House, Smith Square, S.W.1. (Duplicated)
Town and Country Planning Association.	Evidence on Future Housing Policy submitted to Central Housing Advisory Committee (May, 1943).	13 Suffolk Street, S.W.1. (Duplicated)
Women's Advisory Committee on Solid Fuel.	Heating, Cooking and Hot-Water Supplies for the Post-War House. (March, 1944).	4 Rickett Street, Fulham, S.W.6. Price 1/3
Women's Advisory Housing Council.	Women's Needs in Future Housing (January, 1943).	21 Bloomsbury Street, W.C.1. (Duplicated) Price 15/-
Women's Advisory Housing Council.	The Younger Women's Needs in Future Housing (July, 1943).	21 Bloomsbury Street, W.C.1. (Duplicated) Price 2/6
Women's Advisory Housing Council.	Supplementary Report on Women's Needs in Future Housing (April, 1944).	21 Bloomsbury Street, W.C.1. (Duplicated) Price 2/6
Royal College of Physicians of London.	Design of Dwelling Houses. Memorandum drawn up at the request of the Central Housing Advisory Committee (December, 1942).	Pall Mall East, S.W.1.

K.—MERCHANT NAVY

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"In the conditions which we hope to establish the factor determining whether British shipping will regain its former place in world trade will be the enterprise of British shipowners. . . ." (Lord Leathers, 4th October, 1944.)

Making Good War Losses

2nd June, 1943. The Parliamentary Secretary to the Ministry of War Transport, Mr. Noel Baker, said: "We are resolved that, after the war, Britain shall continue to serve the world with a large and efficient Merchant Navy, but . . . our post-war shipping policy does not depend upon ourselves alone. . . . In due course it must be discussed with other nations. In the meantime we have constantly in mind measures required to make good the losses which the war has caused."

Purchase by British Shipowners of vessels built on Government Account

"A contribution towards the problem of enabling British owners to replace their war losses" was made by the Government in a **Scheme for purchase by British Shipowners of new vessels built on Government Account.**

A Memorandum describing the scheme was published as a White Paper in May, 1942. (Cmd. 6357).

Government Policy

14th July, 1943. Mr. Noel-Baker made an important statement on the future of the Merchant Navy.

He laid down "two basic propositions" which "the Government fully and unreservedly accept."

Firstly, that "for us the Merchant Navy is a vital national interest and will remain so in peace time as it is in war."

Secondly, that we have made pledges to the officers and men "that we are bound to honour and carry out."

Mr. Noel-Baker proceeded to make "a declaration of Government policy" consisting (apart from details) of "three basic principles on which the action of the Government will be founded."

- (a) "This country must . . . continue to serve the world with a large and efficient Mercantile Marine."
- (b) The Government "will be prepared to collaborate with other like-minded governments in establishing conditions under which the shipping of the world can be efficiently and economically carried on."
- (c) "When the Government speak of the efficiency of the Merchant Navy they include in that term the best attainable conditions of employment for the officers and men who are now serving the country so well."

"Within the limits of general principles, what I have said is both a programme and a pledge, a programme to which the Government are committed and a pledge by which they are bound and from which they will have in future no desire to recede."

Mr. Noel-Baker noted the added complication of the competition of civil aircraft.

He emphasised that "the main hope for the prosperity of every merchant navy, our own included, lies in the expansion and the great expansion of international trade. . . ." An important means for such expansion he believed to lie in the application of science to production.

Speaking of conditions of employment, Mr. Noel-Baker said that the National Maritime Board had "prepared a detailed and ingenious scheme under which the majority of the Merchant Navy would become, so to say, established so that they would have a permanent job, fixed holidays with pay and other privileges as long as they chose to stick to the sea." He also dealt with the questions of improved accommodation in ships, and health and welfare services.

4th October, 1944. The three principles mentioned above were reaffirmed by the Minister of War Transport, Lord Leathers, in a Debate on shipping and shipbuilding in the House of Lords.

Referring, in the same Debate, to the National Maritime Board's "first outline plan for a scheme of continuity of employment for our seamen after the war," Lord Leathers said: "There have been a number of unofficial talks with representatives of the industry on this plan, but consideration could not be pressed forward until the Government reached conclusions on the principles of the Social Security plan. Now that these have been published, the project is being re-examined in the light of the Social Security proposals."

Lord Leathers referred to the **International Agreement on Principles having reference to the Continuance of Co-ordinated Control of Merchant Shipping** which was published as a White Paper on 28th September, 1944 (Cmd. 6556). He pointed out that although "it is not directly concerned with post-war shipping questions as such . . . it had a direct bearing on these problems."

1st November. Mr. Noel-Baker explained that the agreement is to "continue through the transition period, that is to say, until six months after the end of hostilities with Germany or Japan, whichever is the later; and that during this period the shipping of every signatory country shall be used as a common pool to fulfil the common tasks of defeating the aggressors and of carrying out the tasks of reconstruction. . . . If there should be a surplus of shipping not

required for essential jobs, ships should only be released for free commercial trading on a mutually acceptable basis that is fair to all. . . . No one will get a flying start."

Training for the Merchant Navy

14th July, 1944. Dealing with the subject of "entry into the Merchant Navy and training for boys who want to go to sea," Mr. Noel-Baker mentioned the work of the Merchant Navy Training Board which has drawn up a report containing an outline plan covering both entry and training. "This scheme, which we are anxious should be carried out, or something very like it, would be a most notable advance and would make of our profession of the sea something of which we could be rightly proud."

4th October, 1944. Referring to this report Lord Leathers said: "I have . . . received from the Merchant Navy Training Board, which includes representatives of all sides of the industry as well as of [the Ministry of War Transport] and the Ministry of Education, proposals for the future training of those who wish to enter the deck department either as officers or ratings. These proposals represent a very considerable advance on anything that has hitherto been attempted in training and selection for the Merchant Navy."

Lord Leathers added that "the Training Board is now considering what similar arrangements should be made for the engineering and catering departments. . . ."

Shipbuilding Industry

4th October, 1944. Lord Leathers indicated that some relaxation of "the severe war-time restrictions in the types of vessels our yards have been allowed to build" was envisaged. "This relaxation will allow the construction of types of vessels suitable for peace-time needs." But "control of shipbuilding will have to remain at least until the end of all hostilities. . . ."

As to the post-war position Lord Leathers said: "We are very much alive to the national importance of this industry which employed nearly 90,000 workers before the war and employs considerably more now. Its importance is due to two major factors. . . . First, we must have a large shipbuilding industry as a means of national security and, secondly, the building of ships for overseas owners can make a very valuable contribution to our export trade.

"During the first four or five years after the end of the German war there will be a large flow of shipbuilding orders due to the desire of British and Allied owners to replace both their war losses and their obsolescent tonnage, particularly in the specialised types. Once this has been done a great slackening off is inevitable. . . . The amount of shipping that the world's trade requires is unlikely to expand indefinitely, and must impose a limit upon the number of orders for new ships. The whole question of the prospects of the shipbuilding industry is now under close review and in due course the Government will make a further statement."

1st November. Referring to the Government's decision to relax the conditions on which licences to build new ships can be granted, Mr. Noel-Baker said: "Licences can now be given for smaller ocean tramps, for intermediate cargo liners, for passenger liners and other vessels which will serve essential war needs, but which will be particularly useful to us when peace returns."

1st November. The First Lord of the Admiralty, Mr. A. V. Alexander, made an announcement on shipbuilding control during the transition period :

“ At the request of His Majesty’s Government the Shipbuilding Conference and the General Council of British Shipping have been considering the problem of the transition period during which it is desirable that there should be some centralised control of the ordering of new ships. The joint committee appointed by these two bodies has produced a valuable report, which accepts the necessity for a continuance of licensing new construction during this transition period. His Majesty’s Government agree with this view.

In full consultation with . . . the Minister of War Transport, and with the approval of His Majesty’s Government, it has been decided to establish for the new phase, in place of the present war-time committee, a Shipbuilding Committee to advise the Minister and myself on all matters relating to priorities as between different types of merchant vessels and on the allocation of shipbuilding facilities between British, Allied and neutral shipowners, who may be placing orders.

The committee will endeavour to promote co-operation between ship-owners and ship-builders in the ordering of new tonnage, and in arrangements for the well-being, efficiency and stability of the shipbuilding industry.

The committee will contain representatives of the Admiralty, the shipbuilding industry, the shipping industry, and the shipbuilding operatives.”

Mr. Alexander mentioned that the shipbuilding industry would share in the provisions in the Finance Acts for the assistance of industry in general in the post-war period ; as well as the initial allowance of 20 per cent. for depreciation for plant and machinery required for post-war re-equipment, and the allowance of 10 per cent. for new industrial buildings (see under Employment—Taxation as an Instrument of Economic Policy). The Chancellor of the Exchequer has announced “ that he will, in due course, submit to Parliament that the 20 per cent. initial allowance shall apply to ships ordered now and to ships at present on offer by the Ministry of War Transport for post-war delivery.”

Shipbuilding Research

26th January, 1944. The Deputy Prime Minister, Mr. Attlee, said that a “ British Shipbuilding Research Association is now in the course of being established. The negotiations have been conducted in close consultation with the Department of Scientific and Industrial Research. . . . The Department has been invited to nominate two members to serve on the Council of the Association and on the Board which will formulate and supervise the programme of research, on which representatives of Admiralty and Ministry of War Transport have also been invited to serve.”

4th October, 1944. Lord Leathers welcomed “ the recent establishment of the British Shipbuilding Research Association whose general object is to promote research in shipbuilding and allied trades.”

1st November. Mr. Noel-Baker mentioned that “ a Committee under Sir Henry Tizard is working at the application of Radar for the improvement of ships’ safety and other radio aids to navigation. Another Committee is working on constructional questions—fire prevention, navigational equipment, meteorological services and so on. . . .”

List of Documents in order of mention in text

Net Price.

Memorandum on a Scheme for purchase by British Shipowners of new vessels built on Government Account, May, 1942. Cmd. 6357 ...	1d.
International Agreement on Principles having reference to the Continuance of Co-ordinated Control of Merchant Shipping, London, 5th August, 1944. Cmd. 6556	1d.

Selected Pamphlets

<i>Organisation</i>	<i>Title</i>	<i>Where obtainable</i>
General Council of British Shipping.	Air and Sea Transport (8th January, 1943).	Bury Court, St. Mary Axe, E.C.3.
General Council of British Shipping.	Freedom and Efficiency. A Policy for Britain's Merchant Fleet (14th January, 1943).	Bury Court, St. Mary Axe, E.C.3.
General Council of British Shipping.	British Shipping Policy. A Statement of General Principles (28th September, 1944).	Bury Court, St. Mary Axe, E.C.3.
General Council of British Shipping and Shipbuilding Conference.	Scheme for Regulating Orders of Ships in the Immediate Post-War Period (6th October, 1944).	Bury Court, St. Mary Axe, E.C.3.
Merchant Navy Training Board.	Outline Plan for the Post-War Training of Navigating Officers and Deck Ratings for the British Merchant Navy (June, 1943).	"The Torre," 63 Castlebar Road, Ealing, W.5.

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THREE MAJOR REPORTS

The progress achieved in the field of physical planning is mainly the story of the Barlow, Scott and Uthwatt Reports and the action taken on them.

It is impossible in these notes to give more than the briefest indication of the scope and recommendations of these three major Reports, which dealt with various aspects of town and country planning and were complementary to one another.

Barlow Report

The **Royal Commission on the Distribution of the Industrial Population** was constituted in July, 1937, under the Chairmanship of Sir Montague Barlow, with the following terms of reference :

“ To inquire into the causes which have influenced the present geographical distribution of the industrial population of Great Britain and the probable direction of any change in that distribution in the future ; to consider what social, economic or strategical disadvantages arise from the concentration of industries or of the industrial population in large towns or in particular areas of the country ; and to report what remedial measures if any should be taken in the national interest.”

The Report (Cmd. 6153) was completed in August, 1939, but, owing to the outbreak of the war, it was not presented to Parliament till January, 1940.

The main recommendations of the Barlow Commission were :—

The creation of a Central Planning Authority “ national in scope and character.”

The redevelopment of congested urban areas and the dispersal of industries and industrial population from such areas.

The encouragement of a reasonable balance of industrial development throughout the various regions in the country and the suitable diversification of industry within each region.

The continued drift of the industrial population to London and the Home Counties was held to constitute “ a social, economic and strategical problem which demands immediate attention.”

Scott Report

The **Committee on Land Utilisation in Rural Areas** was appointed in October, 1941, under the Chairmanship of Lord Justice Scott. The terms of reference were :

“ To consider the conditions which should govern building and other constructional development in country areas consistently with the maintenance of agriculture and, in particular, the factors affecting the location of industry, having regard to economic operation, part-time and seasonal employment, the well-being of rural communities and the preservation of rural amenities.”

The Report (Cmd. 6378) was presented in August, 1942.

The relation of this Committee to the Royal Commission is brought out on p. iv of the Report. “ The Royal Commission on the Distribution of the Industrial Population had taken the view that agriculture was outside its Terms of Reference : and consequently that it was precluded from considering the effects upon agriculture of the decentralisation and dispersal of industry and population which it recommended, or the conditions to be enforced for the protection of agriculture or otherwise. One of the objects of our appointment would therefore seem to be to consider and advise upon these two matters thus left open by the Royal Commission.”

On 26th February, 1941, Lord Reith, then Minister of Works and Buildings, had announced on behalf of the Government in the House of Lords “ that the principle of planning will be accepted as national policy, and that some central planning authority would be required.” The Scott Committee,

accordingly, assumed the establishment of a Central Planning Authority in making their recommendations.

These recommendations cover a very wide range. They comprise among other matters :

“ Measures for revivification of country areas,” embracing improvement of rural housing, extension of water supply and other services, and other recommendations to promote general rural well-being.

Recommendations relating to the preservation of rural amenities, such as the establishment of national parks, etc., and improved access to the country side.

Recommendations as to the location and conduct of industry, other than agriculture, in rural areas, and

Recommendations regarding housing and planning in rural areas and “ miscellaneous constructional development ” such as airfields, roads and railways, wayside constructions, etc.

The Committee recommended control over “ interim development ” during the period between the decision to undertake a town and country planning scheme and the time when it is finally approved, legislation being passed to provide that every local authority which has not already done so shall be deemed to have passed a resolution to undertake such a scheme.

Uthwatt Report

The **Expert Committee on Compensation and Betterment** was appointed in January, 1941, under the Chairmanship of Mr. Justice Uthwatt. The terms of reference were :

“ To make an objective analysis of the subject of the payment of compensation and recovery of betterment in respect of public control of the use of land :

To advise, as a matter of urgency, what steps should be taken now or before the end of the war to prevent the work of reconstruction thereafter being prejudiced. In this connection the Committee are asked

to consider (a) possible means of stabilising the value of land required for development or redevelopment, and (b) any extension or modification of powers to enable such land to be acquired by the public on an equitable basis ;

to examine the merits and demerits of the methods considered,

and to advise what alterations of the existing law would be necessary to enable them to be adopted.”

An **Interim Report** (Cmd. 6291) was presented in July, 1941. It dealt only with that part of the terms of reference which asks the Committee to advise “ what steps should be taken now or before the end of the war to prevent the work of reconstruction thereafter being prejudiced.”

Extensive damage by enemy bombing had introduced the element of urgency into this part of the inquiry which was directed to forestall speculative dealings in land and also to provide against the undertaking of works which would be inconsistent with the policy of reconstruction ultimately decided upon, such as premature building or rebuilding in devastated areas.

The **Final Report** (Cmd. 6386) was presented in September, 1942.

The relation of this Committee to the Royal Commission is noted in paragraph 8 of the Final Report. "The first part of our terms of reference dealing with the subject of compensation and betterment arose out of the deliberations of the Barlow Commission. . . . Evidence placed before the Commission revealed that 'the difficulties that are encountered by planning authorities under the existing system of compensation and betterment are so great as seriously to hamper the progress of planning throughout the country . . .' They accordingly recommended that . . . 'the Government should appoint a body of experts to examine the question of compensation, betterment, and development generally'."

As with the Scott Report, the recommendations of both the Interim and Final Reports of the Uthwatt Committee are based on the assumption that a Central Planning Authority will be established.

The main recommendations in the Interim Report were :

A price 'ceiling' for the public acquisition or control of land based on values at 31st March, 1939.

Interim control of development throughout the country to prevent work being done which might prejudice reconstruction while the broad lines of reconstruction are being worked out.

The definition and appropriate special treatment of "reconstruction areas" which should be replanned as a whole.

On 17th July, 1941, Lord Reith announced in the House of Lords the Government's acceptance of these recommendations ; but stated with regard to the "March, 1939, ceiling" that "the detailed application of the principle requires consideration. Adjustments may be needed to meet particular cases, and the principle must be open to review, if circumstances arise which make its application inequitable."

The Final Report set out the Committee's solution of the problem of compensation and betterment : namely, "the immediate vesting in the State of the rights of development in all land **outside built-up areas** on payment of fair compensation," and "a periodic levy on increases in annual site value."

For developed land the main recommendations in the Final Report are :

For the purpose of securing necessary redevelopment the planning authority should be given the power to purchase compulsorily **the whole** of war-damaged or other reconstruction areas ; as well as land elsewhere to provide accommodation for persons displaced.

A new simple and expeditious procedure for obtaining and exercising compulsory powers of acquisition in such cases.

ACTION TAKEN ON THE PLANNING REPORTS

1. Establishment of a Central Planning Authority—Minister of Town and Country Planning Act, 1943

It may be noted that the appointment of the Barlow Commission in July, 1937, marked a turning point in the evolution of planning in this country. It introduced the conception of planning from a national standpoint ; the system provided by the Town and Country Planning Act, 1932 (as by its forerunners), having been essentially one of local planning, based on the initiative and financial resources of local bodies.

The Barlow Commission had recommended **National Planning** and the establishment of a **Central Planning Authority**. The acceptance of this principle by the Government was announced by Lord Reith in the House of Lords on 26th February, 1941, and confirmed on 11th February, 1942, by statements made by Mr. Greenwood in the House of Commons and Lord Reith in the House of Lords. It is the underlying assumption on which the recommendations of both the Scott and the Uthwatt Committees are based.

Effect has been given to the principles of national planning and a central planning authority by the **Minister of Town and Country Planning Act, 1943**, which received the Royal Assent on 4th February, 1943.

The Minister of Town and Country Planning is charged under the Act with "the duty of securing consistency and continuity in the framing and execution of a national policy with respect to the use and development of land throughout England and Wales."

[The Secretary of State for Scotland is responsible for the exercise in Scotland of the functions in regard to planning exercised in England and Wales by the Minister of Town and Country Planning.]

2. **Establishment of Interim Control—Town and Country Planning (Interim Development) Act, 1943**

The Interim Report of the Uthwatt Committee had recommended vesting in the Central Planning Authority "the power of controlling building and all other developments throughout the whole country by reference to national planning considerations and with a view to preventing work being undertaken which might be prejudicial to reconstruction." A similar recommendation had been made by the Scott Committee.

Effect has been given to these recommendations by the **Town and Country Planning (Interim Development) Act, 1943**, which received the Royal Assent on 22nd July, 1943, and the **Town and Country Planning (Interim Development) (Scotland) Act, 1943**, which received the Royal Assent on 11th November, 1943.

These enactments extended planning control to the whole of England and Wales, and Scotland, respectively, and conferred on local authorities, and the Ministers concerned, wider powers of control over interim development.

3. **The Government's Views on the Scott Report**

30th November, 1943 :—The Minister of Town and Country Planning, Mr. W. S. Morrison, announced the Government's views on the Scott Report.

Mr. Morrison said that many of the recommendations did not require legislation. They constituted a body of principles for guidance in planning.

Some of the salient points in Mr. Morrison's statement may be noted.

Recommendation for greater powers of central direction and control : The constitution of a central planning authority in the form of a Ministry of Town and Country Planning, the passing of the Town and Country Planning (Interim Development) Act, and the appointment by the Minister of ten Regional Planning Officers who are in close touch with the local Planning Authorities in their respective areas, have given effect to this recommendation.

Survey and Research. Information on land resources and conditions affecting their use is being collected in a series of planning maps. Detailed

surveys around expanding urban areas are being carried out. Attention is being directed to the appropriate uses of land and buildings that will no longer be needed by the Service Departments after the war.

Inter-Departmental co-operation for land use. Arrangements had been made for inter-departmental co-operation and these would ensure that full weight was given to agricultural considerations and that the interdependence of the pattern of road and rail communications and national and local planning problems was kept in mind.

Planning Control of Statutory Undertakers. Provisions regarding development by Statutory Undertakers under Special Acts would be included in a General Interim Development Order to be made under the Planning Acts. [The draft of the Town and Country Planning (General Interim Development) Order was published on 4th July, 1944.]

The Minister would make reports to the Committees of both Houses on the planning aspects of future Private Bills. [Examples are to be found in the Reports of the Minister on the Anglesey County Council Water Bill, 19th May, the Chesterfield and Bolsover Water Bill, 22nd May, and the Derwent Valley Water Bill, 5th June, 1944, in all of which the insertion of appropriate saving clauses to safeguard amenities is suggested.]

Recommendations as to the location and conduct of industry, other than agriculture, in rural areas. Some of these are stated to be in accordance with current planning practice, but *require* further re-enforcement. Some relate to larger national issues and must be considered in the light of decisions on the Barlow and Uthwatt Reports. The recommendations as to restoring the surface of land worked for extractive industries require full consideration to be given in each case to the economic issues involved. Attention is at present being concentrated on surface workings such as open-cast coal, ironstone and gravel.

Recommendations to promote general rural well-being. "The Government accept the broad *object* of these recommendations. Many of them have been, or are being, taken into consideration in the preparation of post-war plans . . ." (see under *Agriculture*).

Recommendations relating to the preservation of rural amenities and improved access to the countryside. The objects of these recommendations are accepted by the Government. The various detailed proposals are under review. Surveys are being made of areas suitable for national parks, nature reserves and recreational purposes, and a detailed coastal survey is being prepared as a basis for improved measures of access and control. "In general, the Government accept the view that the natural beauty of our countryside is a matter of national importance, and, as such, must be of direct concern to national planning."

It may be mentioned in this connection that the Council for the Preservation of Rural England has undertaken on behalf of the Ministry of Town and Country Planning a **landscape survey**, showing landscape features and values with a view to suitable treatment and protection. The maps are being collated by the Ministry (Council for the Preservation of Rural England—War-time Progress Report, September, 1942—September, 1943).

4. The Government's Views on the Barlow Report

7th June, 1944 : The location of industry and the distribution of industrial population are, to a large extent, two aspects of the same problem. It accordingly fell to the President of the Board of Trade, Mr. Dalton, to indicate "the Government's attitude . . . towards the Barlow Report" in the course of his exposition of the Government's policy on the location of industry as set out in the White Paper on **Employment Policy** (Cmd. 6527).

Mr. Dalton said : "The Government accept—I use my words carefully here—the main ideas of the Barlow Report, but we shall apply these ideas rather differently from the manner suggested in that Report. . . . We are now dealing with quite different conditions from those which the Barlow Commission had to consider. . . ."

- (i) "They wrote their report in time of peace."
- (ii) "We have at our disposal to-day more powerful weapons than the Barlow Commission could have contemplated . . . for influencing industrial location." [For example, **Industrial Building Permits**, described by Mr. Dalton as "the most powerful lever which the Government dispose of with regard to the future location of industry."]
- (iii) "We are . . . working within a widely different industrial pattern . . . inasmuch as [the] large numbers of Government factories . . . built in various parts of the country . . . have considerably altered the balance of industry in the different areas."

The two main ideas in the Barlow Report were :

- (1) The "decongestion of congested areas" i.e. the spreading out of those very congested areas over wider areas, and
- (2) The encouragement of a reasonable balance of industrial development as between the various regions in the country and the suitable diversification of industry within each region.

"These two ideas are accepted by the Government. The first is primarily a matter for the Minister of Town and Country Planning and he is dealing with it. . . . The second is the object of the policy outlined in the White Paper on **Employment Policy** which is to 'give us . . . a well-balanced and diversified industry in each main region in the country. . . .'

"The Barlow Report also proposed the imposition of a ban [on new industrial development] in certain areas. . . . We have powers to enforce that ban now and we reserve the right to use those powers . . . by declining to give industrial building permits in any particular areas. . . ."

"The Barlow Report recommended the prohibition of new factory development in London. We do not accept that as it stands. We shall consider each case on its merits. . . ."

5. Action on the Uthwatt Reports

(a) Redevelopment of "Reconstruction areas"—Town and Country Planning Act, 1944

As noted above, the principal recommendations of the Uthwatt Committee for dealing with the problem of the redevelopment of "Reconstruction areas" were :

- (i) Definition of such areas with powers for their compulsory purchase **as a whole** together with land to accommodate persons displaced.
- (ii) Price not to exceed sums based on the value of the land at 31st March, 1939.
- (iii) A more simple and expeditious procedure of public acquisition.

Other recommendations of the Committee included limiting the disposal of land acquired, in ordinary cases, to the grant of leases, and reserving power to the planning authority to carry out development if it cannot be otherwise secured.

The Town and Country Planning Act, 1944, which received the Royal Assent on 17th November, 1944, gives substantial effect to those recommendations of the Uthwait Committee.

The primary object of the Act is to provide for the replanning and re-development of town areas which need to be laid out afresh and redeveloped as a whole, either because of extensive war damage or because of bad layout and obsolete development. Town redevelopment can thus be dealt with on an ordered and comprehensive programme.

The Act makes a distinction between "areas of extensive war damage" ('blitzed' areas), and "areas of bad layout and obsolete development" ('blitzed' areas). It treats the first as a relatively short-term and urgent programme; the second as a long-term and continuing programme.

Under the terms of the Act, war damaged areas may be "designated" on application by the Local Planning Authority within five years from a date to be appointed; and thereafter the local planning authority will have the power to purchase compulsorily the whole, or any part, of the area.

Areas of bad layout and obsolete development will not be designated as a whole, but the Local Planning Authority will have the power to purchase from time to time such land as they are ready to redevelop.

In each case the respective powers extend to the acquisition of land elsewhere which is needed for re-location of population and industries displaced by the redevelopment ("overspill" areas).

In certain urgent cases, on application within three years of the appointed date, a Local Planning Authority may be authorised to purchase compulsorily land in an area of extensive war damage that has not been "designated."

Exchequer grants will be paid towards the acquisition and clearance of a war-damaged area or of an overspill area associated with it.

For a period of five years the price paid on acquisition will be based on the standard of values at 31st March, 1939. An additional payment, not exceeding 30 per cent. of the 1939 value, may be made to the owner-occupier of a building or agricultural property. An additional payment may also be made in respect of an improvement carried out after 31st March, 1939.

The Act provides a simplified and more expeditious process of compulsory acquisition; and confers on Local Planning Authorities a number of other powers necessary for practical and satisfactory planning.

The designation and preservation of buildings of special architectural or historic interest are provided for.

The Act applies to England and Wales only. A corresponding Scottish Bill will be introduced later in the Session.

(b) Compensation and Betterment—White Paper on Control of Land Use

8th December, 1943 :—In his first speech as Minister of Reconstruction, Lord Woolton said “ [The Minister of Town and Country Planning] was the first Minister with whom I had consultations regarding reconstruction, for we must settle land policy without any delay. . . . It is a matter that for many peaceful years has been the subject of the most violent political controversy. In the temper of to-day, when all Parties in the State are determined, on this matter at any rate, to put the State before Party, we have very high hopes of a permanent settlement that will be fair to everyone. . . . The proper development of the land shall not be prevented or delayed either by motives of personal gain or other selfish reasons. Our proposal on this matter which affects the groundwork of all sound planning will be laid before Parliament at a very early date, so that local authorities . . . can make preparations to meet the responsibility that will fall upon them.”

23rd June, 1944 :—The White Paper on Control of Land Use (Cmd. 6537) was published.

The Foreword repeats the substance of Lord Woolton's statement above.

The White Paper relates to England, Scotland and Wales, and outlines the Government's proposals for the solution of the problem of compensation and betterment—the problem examined by the Uthwatt Committee in their Final Report.

In the view of the Committee the only effective solution lay in the unification in the State of rights of development in all land outside built-up areas. They further recommended that a levy should be imposed on increase of site value at regular intervals.

“ The Government accept as substantially correct the Uthwatt Committee's analysis of the problems with which their Report deals.” In view, however, of the “ serious practical difficulties ” indicated in the White Paper, the Government are unable to adopt the Committee's detailed proposals with regard to compensation and betterment.

After careful consideration, they now put forward for discussion by Parliament and the public the general scheme to which, in their view, detailed proposals should conform. They reserve the right to modify the proposals in the light of subsequent discussion.

“ The Minister of Town and Country Planning, the Secretary of State for Scotland and Local Planning Authorities need to be armed with effective powers, not only to control development and redevelopment, but also to secure that approved development and redevelopment are carried out on the right land and at the right time. So far as is possible these powers should be similar for both developed and undeveloped land.”

The main points in the scheme put forward by the Government for the solution of the problem of compensation and betterment are as follows :

(i) Universal requirement to obtain consent

The scheme is based on the principle that right development can only be secured and wrong development can only be prevented if there is complete control of any changes in the use to which land may be put. The universal requirement to obtain consent

extends to all land, built on or unbuilt on : control being operated in the main through licences to develop.

(ii) **Betterment Charge**

Whenever permission is granted to develop or redevelop for a different use, owners of land will be subject to a Betterment Charge at the rate of 80 per cent. of the increase in the value of the land due to the granting of the permission—20 per cent. being left to the owner as incentive to develop appropriate land himself or sell it to a developer.

(iii) **Compensation**

Fair compensation based on development value on 31st March, 1939, but excluding the element of "floating value" (which is merely the reflection of the chance that the particular bit of land may be selected for development), will be paid to owners on any future refusal of permission to develop or redevelop.

(iv) **Centralisation of Finance**

The payment of compensation and the collection of Betterment Charge will cease to be the responsibility of Local Authorities and will be centralised in a land Commission. This proposal has been framed on the assumption that the control of the use of land will be so managed that over a reasonable period of years, and over the country as a whole, receipts of Betterment Charge will broadly balance the payments of fair compensation.

(v) **Reserve Power of public acquisition**

There will be a reserve power of compulsory purchase if desired development cannot be otherwise secured.

The Government believe that legislation on these lines, together with the Bill, referred to above, will provide the statutory basis of an effective planning policy which will secure a well-ordered use of the land both urban and rural.

27th and 28th September, 1944. Control of Land Use was debated in the House of Lords, when Lord Woolton accepted on behalf of the Government a resolution "that the decentralisation, decongestion and redevelopment of our big towns do constitute a primary object of policy of His Majesty's Government."

28th September. Lord Woolton said that the principle of a balanced distribution of industry on which the Government proposed to work would "apply not only to so-called development areas but to all parts of the country to which the principle may prove to be applicable."

Another principle which can be applied all over the country is the avoidance of overcrowding. "In every plan for the 'blitzed' cities so far examined . . . substantial decongestion has already been provided for."

HYDRO-ELECTRIC SCHEMES

Reference to this subject is included in these notes as hydro-electric schemes help to determine location of industry, an important element in planning, besides themselves involving planning considerations.

Hydro-Electric Development in Scotland

5th August, 1943. The Hydro-Electric Development (Scotland) Act, 1943 received the Royal Assent.

The Act, which sets up a North of Scotland Hydro-Electric Board, gives effect to the main recommendations in the Report of the Committee on Hydro-Electric development in Scotland (Cmd. 6406), presided over by Lord Cooper, which was presented in December, 1942.

The main objective recommended in the Report for the development programme of such a Board was "to attract to the Scottish Highlands, through the offer of cheap and abundant power, a share in the vital and expanding electro-chemical and electro-metallurgical industries."

21st September. The Secretary of State for Scotland, Mr. Thomas Johnston, announced the personnel of the Hydro-Electric Board, established under the Hydro-Electric Development (Scotland) Act, 1943. The Chairman of the Board is the Earl of Airlie.

The Act enjoins that the Board shall have regard to the desirability of preserving the beauty of the scenery and any object of architectural or historic interest and of avoiding as far as possible injury to fisheries.

Mr. Johnston also announced the personnel of the two Committees set up under the terms of the Act to give advice and assistance on these subjects, the **Amenity Committee**—Chairman the Hon. Ian Campbell, and the **Fisheries Committee**—Chairman Sir D. W. Cameron of Lochiel.

28th March, 1944. Mr. Johnston said: "The Board's Development Scheme, listing 102 projects with a potential annual output of 6,274 million units, which the Board proposed to examine, has now been approved by the Electricity Commissioners and confirmed by me. . . . The Development Scheme indicates that the surveying and planning for the first of the construction schemes in Perthshire, Dumbartonshire, Argyllshire and Invernessshire are already well advanced; and that the surveying and planning of distribution schemes in the North of Scotland area have already begun."

Under the Hydro-Electric Development (Scotland) Act of 1943 the first statutory duty of the Hydro-Electric Board was the preparation of a Development Scheme. The Development Scheme has been prepared and confirmed within less than six months after the appointment of the Board. (Scottish Office Press Notice, 28th March, 1944).

29th June. "Constructional scheme No. 1" of the North of Scotland Hydro-Electric Board has been published.

The projects which form the scheme are three of the 102 listed in the development scheme recently announced by the Board.

The scheme involves £4,600,000. The estimated output is 136,000 kilowatts. It will take 2½ years to complete. (*Financial News*, 30th June, 1944.)

9th June. Meanwhile a Report on the **Valuation and Rating of Hydro-Electric Undertakings in Scotland** (Cmd. 6526) was published.

This was the First Report of a Committee, appointed in June, 1943, under the Chairmanship of Mr. J. C. McIntyre, which was asked among other matters "to review, with reference to post-war requirements, the law and practice in Scotland in relation to the valuation and rating of hydro-electric undertakings (with special reference to the recommendations of the Committee on Hydro-Electric Development presided over by Lord Cooper)."

The Committee recommended that "Hydro-Electric undertakings in Scotland should be permanently relieved of part of the heavy burden of local rates which they bear under the present valuation and rating system."

14th November. The Hydro-Electric Undertakings (Valuation for Rating) (Scotland) Bill was introduced, the main object of which is to implement the above recommendation.

The Severn Barrage Scheme

26th October, 1943. The Minister of Fuel and Power, Major Lloyd George, announced his decision "to appoint a small technical body to review the conclusions of the Brabazon Committee in the light of engineering and other developments since 1933. . . ."

30th November. Major Lloyd George said that he had invited three eminent engineers . . . to form a technical body with the following terms of reference :

"To review the conclusions of the Severn Barrage Committee in the light of later engineering experience and practice and of other developments, and to suggest what modifications, if any, should be made in the proposed scheme, the programme for its execution and estimates of its cost."

[The Severn Barrage Committee of the Economic Advisory Council was appointed in 1925, with Lord Brabazon as Chairman, to examine the possibility of using the tidal waters of the Severn to generate electricity.

The Committee, in a report published in 1933, estimated that a net annual output of 2,207,000,000 units would be available for transmission to the "grid."

The proposed scheme, it was stated, would provide one-thirteenth of the total requirements of the whole country in 1941.

The cost of the power scheme was estimated at £38,426,475, and the scheme contemplated also an expenditure of about £12,000,000 allocated to new road, railway and harbour facilities. (*Financial News*, 1st December, 1943).]

24th October, 1944. Major Lloyd George announced that he had received the report of the technical body and was arranging for it to be published as soon as possible.

Hydro-Electric Survey—Wales

1st February, 1944. Major Lloyd George said : "The areas in [Wales] where hydro-electric power resources exist, which might be capable of development on an economic basis, are now being surveyed by the North Wales Power Company, who have included the harnessing of the River Conway in their survey."

INTERIM CONTROL IN ACTION

3rd November, 1943. The Ministry of Town and Country Planning has issued to planning authorities a memorandum (Circular 5) indicating the nature and amount of planning work which should be immediately undertaken for the effective administration of interim development control.

The memorandum is intended primarily for the guidance of authorities who have not hitherto exercised planning control.

Planning authorities should first make a survey—as comprehensive as circumstances permit—and then prepare a “preliminary outline plan as a general guide to the future development and conservation of the area.”

Directions are given as to matters to be considered in making the outline plan, which should include any projected major roads.

Importance is attached to the architectural design of buildings, whether in rural or urban areas, and their grouping in relation to their surroundings, over which matters “planning authorities should exercise firm control.”

With regard to rural areas the Rural Land Utilisation Officers of the Ministry of Agriculture should be consulted at an early stage, in view of the acceptance by the Government of the principle that the diversion of good agricultural land to other purposes is to be avoided if there is less productive land available.

Special attention should be directed to coastal areas, where, if building is permitted at all, “provision should be made in the outline plan for grouping it where it can be fitted happily into the landscape.”

Authorities concerned should keep in touch with the Coastal Survey, begun in 1942 by the Minister's Regional Planning Officers in collaboration with local planning officers and now well advanced, which will help to indicate those parts of the coastline where development should be prevented altogether and those parts where it may be permitted subject to proper control.

With regard to urban areas, until more detailed planning becomes possible it will normally be sufficient to draw up outline proposals under five main headings: Communications, Residential Areas, Shopping and Business, Industry, and Open Spaces.

Notes on all these subjects are given for guidance in the preparation of the outline plan, including under the last head the reservation in every district of areas for public enjoyment as parks and playgrounds.

REGIONAL PLANNING

England and Wales

30th November, 1943. In announcing the Government's views on the Scott Report (see above), the Minister of Town and Country Planning, Mr. W. S. Morrison, referred to regional planning.

“Under [the Town and Country Planning (Interim Development) Act] local planning becomes compulsory over the whole country, and action is being taken to encourage co-operation between existing planning authorities and the participation of county councils in this field. These steps will, incidentally, facilitate the employment of suitably qualified personnel. Ten Regional Planning Officers have been appointed by the Minister . . . and these officers are in close touch with the Local Planning Authorities in their respective areas.”

28th September, 1944. Lord Woolton said that of 1,441 local authorities in England and Wales who can make plans, “no fewer than 1,021 have . . . become members of joint planning committees which to-day number 179. Many more of these joint planning committees are in process of formation. . . . These joint committees are . . . executive bodies.”

Merseyside, 25th January, 1944. The Parliamentary Secretary to the Ministry of Town and Country Planning, Mr. H. Strauss, mentioned the case of Merseyside: "The authorities in Merseyside have, at [the Minister's] suggestion, formed the Merseyside Joint Advisory Planning Committee to consider and advise upon the planning of the area as a whole. As a further step towards securing that object [the Minister] has appointed two experts to prepare an outline plan for that area."

It may be noted that on 5th March, 1943, the Ministry of War Transport had announced the appointment of a **Merseyside Dock Access Committee**, under the Chairmanship of Sir William Chamberlain, Regional Transport Commissioner, "to consider the transport facilities, accommodation and layout of the Merseyside port area on both sides of the river, and to submit proposals relating to post-war development with a view to more expeditious and economic handling of goods and services in the docks and to the improvement of access thereto."

Scotland

Three Regional Planning Advisory Committees have been set up to deal with major planning problems in their respective areas; one covering the Clyde Valley (West and South-West Scotland), one for Central and South-East Scotland, and the third for East-Central Scotland. Of the 57 Scottish planning authorities 38 are represented on these Committees. (Summary Report by the Department of Health for Scotland for the year ended 30th June, 1944, Cmd. 6545).

9th July, 1943. The Secretary of State for Scotland, Mr. Thomas Johnston, speaking at Edinburgh, said that by the first two of the above schemes "regional planning has been assured for an area embracing 3,550,000 people or nearly three-quarters of the entire population of Scotland and 75 per cent. of Scotland's industries."

2nd November. In moving the Second Reading of the Town and Country (Interim Development) (Scotland) Bill in the House of Lords, Lord Alness said: "In anticipation of the new powers which are to be conferred upon local authorities by this Bill, the great majority of the Scottish local planning authorities have been proceeding for a considerable time quite actively with preliminary surveys which are necessary as a basis for the preparation of a permanent planning scheme.

... The need for planning also upon ... a regional basis has been very fully considered. The Clyde Valley Regional Planning Advisory Committee, which was set up in 1927 in connection with road planning, has been reconstituted on a very much wider basis to deal with all major planning problems in the Clyde Valley area. Eighteen local planning authorities are represented on the Committee, and it has appointed Professor Abercrombie, the eminent planning consultant, to prepare an outline plan for the whole of that district, into which the local authorities' schemes will ... dovetail. ... A Planning Advisory Committee has also been set up for Central and South-East Scotland for the same purpose, and the Government are to pay part of the expenses incurred by the Advisory Committees in preparing outline plans for their areas."

Mr. F. C. Mears has been appointed planning consultant for the Central and South-East Scotland Regional Plan. (*Manchester Guardian*, 5th January, 1944).

REPLANNING LONDON

The replanning of cities and towns is being studied by the local Councils concerned. In some cases such as Coventry, Leicester, Plymouth, Southampton the preliminary studies are noted in the list of publications at the end of this section.

29th June, 1944. As to London, the Parliamentary Secretary to the Ministry of Town and Country Planning, Mr. H. Strauss, said:—"Professor Abercrombie was appointed in 1942 to prepare an outline plan and report for the area surrounding London so as to form, with the plans of the City and County of London, which were already being prepared, a comprehensive plan for the whole region. He has completed his plan and Report, which are now in [the Minister's] hands. They will be published as soon as practicable, but I cannot yet give the date of publication."

The County of London Plan was published in July, 1943. The report embodying the provisional plan for the City of London (Report of the Improvements and Town Planning Committee relative to Post War Reconstruction in the City) was made public on 26th July, 1944.

3rd August. Mr. Strauss said: "The proposals [in the City of London Plan] are tentative and I understand that the Committee will receive and consider comments and criticism before reporting again to the City Corporation. [The Minister] is now studying the proposals and will in due course let the Corporation have his comments and suggestions."

Mr. Strauss added that the Minister would consult the Royal Fine Art Commission in the course of his examination of the City of London Plan.

Mr. W. S. Morrison stated on 29th February, 1944, that his department "is at present studying, in the light of the County of London Plan, various methods (including the creation of satellite towns) by which, according to circumstances, provision may most appropriately be made for population dispersed from London."

Rebuilding the House of Commons

The House of Commons was destroyed by enemy action in May, 1941.

28th October, 1943. The House of Commons passed the following resolution: "That a Select Committee be appointed to consider and report upon plans for the rebuilding of the House of Commons and upon such alterations as may be considered desirable while preserving all its essential features."

In moving the resolution, the Prime Minister said: "I am . . . proposing in the name of His Majesty's Government that we decide to rebuild the House of Commons on its old foundations, which are intact, and in principle within its old dimensions, and that we utilise so far as possible its shattered walls.

I ask that the Committee should be set up, and I feel sure that it will be able to make a good plan of action, leaving the necessary latitude to the Government as to the time when this action can be taken and the speed at which it can be carried into effect, having regard to the prime exigencies of the war."

7th November, 1944. The Report of the Select Committee was published. The design approved by the Committee was prepared by Sir Giles Gilbert Scott, O.M., R.A., Architect. The approximate cost of rebuilding the House of Commons is put at £784,000, and it is estimated that after preparatory

work, including demolitions, which would take about 18 months, the building of the new House will occupy four to five years.

London's Railways

27th October, 1943. In a Debate on Inland Transport in the House of Lords, the Minister of War Transport, Lord Leathers, referred to the "suggestion which was made by the planners of the London County Council that there should be set up an investigating body to examine and report upon the railway layout involved in the County of London plans." He said: "I do not want to anticipate what the final decision will be but . . . we are looking favourably on that suggestion."

3rd November. The Parliamentary Secretary to the Ministry of War Transport said that "a special Committee appointed by the four main line railways and the London Passenger Transport Board is now considering . . . plans for future railway development in the London Area."

ROADS

Replanning Roads in Towns and Cities

14th May, 1943. It was announced that the Minister of War Transport, with the concurrence of the Minister of Town and Country Planning and the Secretary of State for Scotland, had appointed a Committee of experts under the chairmanship of Sir Frederick Cook with the following terms of reference:

"To consider the design and layout most appropriate to various types of roads in built-up areas, with due regard to safety, the free flow of road traffic, economy, and the requirements of town planning and to make recommendations."

The main object in setting up the committee is to give expert advice on replanning the road system of towns and cities, more particularly those that have been widely damaged by air raids.

Study of Previous Reports

18th November, 1943. The Parliamentary Secretary to the Ministry of War Transport, Mr. Noel-Baker, said that the Minister of War Transport, in consultation with the Minister of Town and Country Planning, was "examining the proposals for road construction and improvement, made in Sir Charles Bresssey's Report of 1937, in order to decide which of these proposals can advantageously be included in our post-war plans." [**Highway Development Survey, 1937 (Greater London)**, Report by Sir Charles Bresssey (Engineer) and Sir Edwin Lutyens (Consultant), 31st December, 1937.]

10th December. Speaking at Leeds, Mr. Noel-Baker said that an intensive study of the Report prepared by the Ainess Committee [Report of the Select Committee of the House of Lords on the **Prevention of Road Accidents 1939**] would be completed and the results drawn up in a programme of practical proposals (*Yorkshire Post*, 11th December, 1943).

Post-War Highway Programme

25th January, 1944. Mr. Noel-Baker indicated the Government's general views on the improvement and development of our highway system after the war.

" Proposals to improve and extend the road system must in the first place be viewed in relation to the efficiency and development of our inland transport system as a whole. Such proposals must also be framed with full regard to the interests of town and country planning, the location and requirements of industry, including agriculture, and other aspects of national development . . . "

Trunk Roads. " In the Government's opinion, there is a clear case for extending the present trunk road system, and they have it in mind . . . to frame legislation which would substantially increase the existing mileage of trunk roads (about 4,500 miles). . . . Discussions will be opened at once with the highway authorities, in order to select the additional roads to be scheduled as trunk roads. . . . It may also be found necessary to plan some new trunk roads, where the line of the existing road is not satisfactory. . . . "

Motor-Ways. " While the Government do not think that there is sufficient justification for embarking upon the construction of a widespread system of entirely new roads reserved exclusively for motor traffic, they are satisfied that it will be expedient and economical to construct suitable lengths of roads of this type, where engineering and traffic considerations make this course preferable to the extensive remodelling of existing roads, in an attempt to make them more suitable and safer for mixed traffic. . . . There is a strong case for reserving exclusively for motor traffic some of the by-pass and other roads designed to enable motor traffic to avoid passing through built-up areas. . . . "

Priorities. " The rate of execution of the highway programme must be adjusted from time to time to general economic conditions. . . . " Without it being intended to suggest any absolute priorities, " the following order of priority will be a good guide during the transitional period :

- (i) Overtaking the arrears of maintenance ;
- (ii) the resumption of works closed down during the war, if that is still desirable ;
- (iii) works essential to public safety or to the reconstruction of blitzed areas, and works of special value to areas in urgent need of new industrial development ;
- (iv) The elimination of obstructions to traffic on important roads, such as weak or narrow bridges, level crossings and the linking up of improved sections of roads on important traffic routes ;
- (v) other work of improvement of high economic value."

Severn Bridge Scheme. " The Government attach importance, on the ground of its great economic value to South Wales, to the provision of a new road crossing of the Severn Estuary. . . . The project for a Severn Barrage . . . should not stand in the way of the provision of a new crossing, in view of the time which it would necessarily take to construct the Barrage, if . . . undertaken."

Concluding, Mr. Noel-Baker said : " Highway authorities will be encouraged to proceed at once with such preparations as are possible in present circumstances to enable the policy . . . outlined in this statement to be pursued as rapidly as may be practicable."

5th May. On the subject of trunk roads Mr. Noel-Baker said : " We are getting on very satisfactorily in our negotiations with local highway authorities about the roads which shall be . . . taken over."

As to motor-ways he said : " When we have proved by suitable lengths that the motor-ways will [really absorb the traffic and make it faster and save waste and prevent accidents] we shall construct more, and each that we construct will be intended to be part of a general plan which will cover the country as a whole."

List of Documents in order of mention in text

	<i>Net Price</i>
Royal Commission on the Distribution of the Industrial Population. Report, January, 1940. Cmd. 6153.	5/-
Report of the Committee on Land Utilisation in Rural Areas, August, 1942. Cmd. 6378	2/-
Expert Committee on Compensation and Betterment. Interim Report, July, 1941. Cmd. 6291	3d.
Expert Committee on Compensation and Betterment. Final Report, September, 1942. Cmd. 6386	2/6
Minister of Town and Country Planning Act, 1943, 6 and 7. Geo. 6. Ch. 5	2d.
Town and Country Planning (Interim Development) Act, 1943. 6 and 7. Geo. 6. Ch. 29	3d.
Town and Country Planning (Interim Development) (Scotland) Act, 1943, 6 and 7. Geo. 6. Ch. 43.	3d.
Ministry of Town and Country Planning. Circular 5, 3rd November, 1943	2d.
Town and Country Planning (General Interim Development) Order, 1944	3d.
Employment Policy, May, 1944. Cmd. 6527	6d.
Town and Country Planning Act, 1944. 7 and 8. Geo. 6. Ch. 47 ...	1/6
The Control of Land Use, June, 1944, Cmd. 6537	3d.
Hydro-Electric Development (Scotland) Act, 1943, 6 and 7. Geo. 6. Ch. 32	6d.
Report of the Committee on Hydro-Electric Development in Scotland, December, 1942. Cmd. 6406	9d.
The Valuation and Rating of Hydro-Electric Undertakings in Scot- land, June, 1944. Cmd. 6526	4d.
Hydro-Electric Undertakings (Valuation for Rating) (Scotland) Bill, 1944	1d.
Summary Report by the Department of Health for Scotland for the year ended 30th June, 1944. Cmd. 6545	4d.
Report from the Select Committee on House of Commons (Rebuilding), 1944	7/6
Highway Development Survey, 1937 (Greater London). Report by Sir Charles Bressey and Sir Edwin Lutyens, 31st December, 1937 ...	7/6
Prevention of Road Accidents. Report of the Select Committee of the House of Lords, 29th March, 1939	1/6

Some Published Summaries of the Barlow, Scott and Uthwatt Reports are listed below

<i>Organisation or Series</i>	<i>Title</i>	<i>Where obtainable</i>
National Housing and Town Planning Council	Housing and Planning News Bulletin. No. 18. November, 1942, Scott Report. No. 19. December, 1942—January, 1943, Uthwatt Report.	41 Russell Square, W.C.1.
Nuffield College Social Reconstruction Survey, Rebuilding Britain Series, No. 2.	Britains' Town and Country Pattern—A summary of the Barlow, Scott and Uthwatt Reports.	Faber and Faber. Price 2/6
Penguin Special, Edited by G. M. Young.	Country and Town—A summary of the Scott and Uthwatt Reports.	Penguin Books. Price 9d.
Staples Reconstruction Digests.	Town and Country Planning as portrayed in the Reports of the Barlow Commission and the Scott and Uthwatt Committees.	Staples and Staples. Price 2/-

Selected Pamphlets, etc.

“ It is a remarkable feature of our time that a generation hard put to it in the present, is nevertheless *living vividly in the future*. Men and women are to-day eager for information about the post-war world.” (Mr. W. S. Morrison at the opening of the exhibition of the County of London Plan, 14th July, 1943.)

Mr. Morrison's statement finds support in the number of pamphlets by representative bodies on various aspects of physical planning, and the broadsheets, periodicals and other publications issued by planning organisations, some of which are listed below.

<i>Organisation</i>	<i>Title</i>	<i>Where obtainable</i>
Architectural Press.	Planning for Reconstruction [Popular treatment of the subject with good illustrations].	The Architectural Press, 45 The Avenue, Chream, Surrey. Price 1/-
Association of Building Technicians.	Your London has a Plan (A Summary of the County of London Plan, 1943. See below).	5 Ashley Place, S.W.1. Price 6d.
Association for Planning and Regional Reconstruction.	Broadsheets, published from time to time, embody results of investigation into problems relevant to physical planning, etc.	32 Gordon Square, W.C.1. Free on request.

<i>Organisation</i>	<i>Title</i>	<i>Where obtainable</i>
Bournville Village Trust.	When We Build Again— A Study based on Research into Conditions of Living and Working in Birmingham (September, 1941).	George Allen & Unwin. Price 8/6
British Road Federation.	Motorways for Britain (in preparation).	4a Bloomsbury Square, W.C.1.
City of Coventry Redevelopment Committee.	A Plan for the City Centre. D. E. E. Gibson, City Architect, <i>Architect and Building News</i> , 21st March, 1941.	
City of Leicester Reconstruction Committee	Post-War Civic Affairs (March, 1944).	The City of Leicester Publicity and Development Department, Information Bureau, 29 Horsefair Street, Leicester. Price 2/-
Commons, Open Spaces and Footpaths Preservation Society.	Memorandum with regard to the Control and Treatment of Commons in the Post-War Period—Society's Journal, December, 1943. The Journal, published approximately three times a year, contains articles of planning interest.	71 Eccleston Square, S.W.1. Price 6d.
Conservative Party.	Looking Ahead. Foundation for Housing. Interim Report (March, 1944).	Conservative and Unionist Party Organisation, 24 Old Queen Street, S.W.1. Price 3d.
Co-operative Permanent Building Society.	"Design for Britain." Series of booklets by various authors, each expressing his own point of view.	J. M. Dent & Sons, Ltd., Bedford Street, W.C.1. Price 6d. each
Corporation of the City of London.	Reconstruction in the City of London. Report of Improvements and Town Planning Committee (July, 1944).	The Guildhall, E.C. Price 10/6
Council for the Preservation of Rural England.	War-time Progress Report (September, 1943).	4 Hobart Place, S.W.1.

<i>Organisation</i>	<i>Title</i>	<i>Where obtainable</i>
Group of Chairmen or Secretaries of the following : Camping Club of Gt. Britain and Ireland, Co-operative Holidays Association, Cyclists Touring Club, Holiday Fellowship, Ramblers' Association, The Workers' Travel Association, Youth Hostels Association.	The Beauty of the Countryside—Preservation and Access.	Letter to <i>The Times</i> 16.10.43.
Housing Centre.	Bulletin (duplicated type-script) issued monthly to subscribing members, or can be seen at the Centre, contains notes on housing and town planning news, etc. Reports (duplicated type-script) of weekly luncheon talks and discussions on housing and planning topics.	13 Suffolk Street, S.W.1 Annual subscription £1. Single reports, 6d. each
Hull Regional Survey.	Civic Diagnosis — Hull Regional Survey. Reprint from special issue of <i>The Architects Journal</i> , July 29th, 1943.	The Housing Centre, 13 Suffolk Street, S.W.1. Price 1/6
Illuminating Engineering Society.	Public Lighting in the City and Highway. (November, 1944).	32 Victoria Street, S.W.1. Price 1/-
Institution of Civil Engineers in conjunction with Institutions of Municipal and County Engineers (see below).	Practical Planning : Engineering Science applied to the Development of Great Britain (1943).	Great George Street, S.W.1. Price 2/6
Institution of Highway Engineers.	Post-war Development of Highways (April, 1943).	Parliament Mansions, Victoria Street, S.W.1.
Institution of Municipal and County Engineers	Post-War Planning and Reconstruction (January, 1943).	84 Eccleston Square, S.W.1. Price 1/-
Joint Committee for the Peak District National Park.	The Peak District a National Park (June, 1944).	Endcliffe Vale House, Sheffield 10. Price 6d.
Labour Party.	Housing and Planning after the War (April, 1943).	Transport House, Smith Square, S.W.1. Price 2d.

<i>Organisation</i>	<i>Title</i>	<i>Where obtainable</i>
Land Settlement Association.	Town Planning and the Part-time Use of Land by Industrial and other Urban Workers (1943).	43 Cromwell Road, S.W.7.
Liberal Party.	Land and Housing (June, 1943).	Liberal Publication Dept., 8 Gayfere Street, S.W.1. Price 4d.
London County Council.	County of London Plan, 1943. By J. H. Forshaw and Patrick Abercrombie (July, 1943).	Macmillan & Co. Price 12/6
Maidenhead and District Chamber of Commerce	Report dealing with Town Planning and Development (January, 1944).	The Secretary, Maidenhead and District Chamber of Commerce, 11 High Street, Maidenhead.
National Council of Social Service.	The Size and Social Structure of a Town—a Report by a Survey Group of the N.C.S.S. (September, 1943).	George Allen and Unwin Ltd. Price 1/-
National Council of Social Service.	Dispersal — an inquiry into the advantages and feasibility of the permanent settlement out of London and other great cities of offices and clerical and administrative staffs (October, 1944).	Oxford University Press. Price 3/6
National Housing and Town Planning Council.	Housing and Planning News Bulletin, published monthly, or bi-monthly, contains memoranda on special matters and current notes on important public statements and developments.	41 Russell Square, W.C.1.
National Smoke Abatement Society.	Smoke Prevention in Relation to Initial Post-War Reconstruction. Memorandum to Minister of Works and Planning, and Minister of Health (March, 1942).	Chandos House, Buckingham Gate, S.W.1. Price 2d.
Oxford Preservation Trust.	Second Report of Committee on Planning and Reconstruction (June, 1942).	Oxford University Press. Price 1/-

<i>Organisation</i>	<i>Title</i>	<i>Where obtainable</i>
Political and Economic Planning.	Broadsheets—"Planning"—published at frequent intervals (1942—15 Nos. 1943—17 Nos.) include a number dealing with aspects of physical planning (<i>e.g.</i> No. 164—After the Barlow Report No. 193—Plans for Physical Reconstruction).	16 Queen Anne's Gate, S.W.1. Minimum Annual Subscription £1
Plymouth City Council	A Plan for Plymouth. The Report prepared for the City Council by J. Paton Watson, City Engineer and Surveyor, and Patrick Abercrombie, Consultant (1943).	Underhill (Plymouth) Ltd., Regent Street, Plymouth. Price 10/6
Roads Improvement Association.	Post-War Road Development. Memorandum to the Minister of War Transport (December, 1943).	23 Warwick Road, Southall, Middlesex (Duplicated).
Royal Academy Planning Committee.	London Replanned (October, 1942).	Country Life Ltd., 2-10 Tavistock Street, Covent Garden, W.C.2. Price 2/6
	Road, Rail and River in London (April, 1944).	Country Life Ltd., 2-10 Tavistock Street, Covent Garden, W.C.2. Price 2/6
Royal Institute of British Architects.	Rebuilding Britain (February, 1943).	Lund Humphries. Price 3/6
Royal Institute of British Architects.	Greater London — Towards a Master Plan (May, 1943).	66 Portland Place, W.1. Price 2/-
Scottish Council for National Parks.	First Annual Report (April, 1943).	44 Queen Street, Edinburgh, 2. (Duplicated)
Society for the Promotion of Nature Reserves.	Nature Conservation in Great Britain. Report of Nature Reserves Investigation Committee (March, 1943).	British Museum (Natural History), S.W.7. Price 6d.
Southampton Town Council.	The Replanning of Southampton — Report of S. D. Adshhead, Consultant, and H. T. Cook, Town Planning and Development Officer (February, 1942).	Town Clerk, Civic Centre, Southampton (Police permit for purchase of maps necessary). Price 10/6

<i>Organisation</i>	<i>Title</i>	<i>Where obtainable</i>
Surrey Federation of Labour Parties.	A Town and Country Plan for Surrey — Preliminary Report (January, 1944).	George L. Deacon, F.C.I.S., Hon. Secretary, 35 Nelson Road, New Malden, Surrey. Price 6d.
Town and Country Planning Association.	Replanning Britain. Summarised Report of Oxford Conference (Spring, 1941).	Faber and Faber. Price 7/6
Town and Country Planning Association.	Industry and Rural Life. Report of Cambridge Conference of 1942.	Faber and Faber. Price 8/6
Town and Country Planning Association.	"Rebuilding Britain." Series of booklets by various authors, each expressing his own point of view.	Faber and Faber. Price 1/- to 1/6.
Town and Country Planning Association.	"Town and Country Planning"—The Quarterly Review of the Association.	13 Suffolk Street, S.W.1. Price 2/6
Town Planning Institute.	Journal of the Town Planning Institute — published bi-monthly.	11 Arundel Street, W.C.2. Price 4/- a copy. £1 1s. per annum.
West Midland Group on Post-War Reconstruction and Planning.	Reports on the Control of the Use of Land and the Administrative and Financial Problems of Town-Planning. (1944).	Estate Office, Bournville, Birmingham, 30. Price 1/-

M—PUBLIC SERVICES

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A NATIONAL WATER POLICY

The outstanding event under the head of Public Services has been the presentation of the Government's White Paper, **A National Water Policy** (Cmd. 6515).

The White Paper, presented to Parliament on 18th April, 1944, by the Minister of Health, the Minister of Agriculture and Fisheries, and the Secretary of State for Scotland, sets out the Government's proposals for ensuring that all reasonable needs for water, by householders, industry and agriculture, can in future be met speedily and without avoidable waste either of water itself or of labour materials or money.

"There is in this country," the White Paper states, "ample water for all needs. The problem is not one of total resources, but of organisation and distribution. . . ."

"It is essential to have a sound national pattern of supply and distribution. To achieve this means effective machinery for ascertaining and appraising all the essential factors, and it means changes in law and in practice, which are urgently needed."

In Part I of the White Paper, which deals with **Water Supplies**, "the object of the Government's proposals is the shaping of a national water policy which will ensure a planned and economical use of the water resources of the country and efficient administration of water supply services. The proposals are based on three principles :

- (i) Adequate control of water supply services, but control to be increased and other changes to be made only where change can be justified by greater efficiency or reduction of costs.
- (ii) Responsibility for water supply to rest with democratic bodies at the centre with Ministers responsible to Parliament ; at the circumference (without unnecessary change in the present organisation of statutory undertakers) with the responsible local authorities.
- (iii) Sectional interests to be subordinate to the national interest, but all whose interests are affected by water development schemes to have a right to be heard by the Minister or, where appropriate, by Parliament."

Some of the main proposals framed in the light of these principles are summarised below :

- (i) The Health Ministers, whose powers are at present vague and ill-

- defined, to be given the statutory duty of promoting the provision of adequate water supplies and the conservation of water resources.
- (ii) The central planning of water policy to be the function of the Health Ministers. The policy to be based on information, systematically collected and assessed, regarding water resources and needs, and to be applied by a simplified system of Ministerial orders. Interested parties to have full opportunity to put their views before the Minister. Orders on certain matters to be subject to review by Parliament by reason of their intrinsic importance or because of their effect on the interests of the general public or of individuals.
 - (iii) The Central Advisory Water Committee for England and Wales to be reconstituted as a statutory body. It will be empowered, in accordance with its present terms of reference, not merely to advise on questions referred to it by Government Departments, but also to give advice to the Departments of its own motion on general principles affecting water administration. A somewhat similar Committee to be set up for Scotland.
 - (iv) Surveys of the efficiency of water supply services to be carried out regularly by the expert staff of the Ministry of Health.
 - (v) General framework of existing local organisation to be retained ; but default powers of Minister of Health to be strengthened and amalgamations of undertakings to be encouraged and, if necessary, enforced to secure efficiency and economy.
 - (vi) Special steps to be taken to protect water resources against misuse, waste and pollution.
 - (vii) Industry and Agriculture to have the right in certain circumstances to be supplied with water on reasonable terms and conditions.
 - (viii) Legislation to be submitted to Parliament providing for the necessary new powers.
 - (ix) In advance of general legislation, a Bill to be presented to Parliament providing for Exchequer grants totalling £15,000,000 for England and Wales, and £6,375,000 for Scotland, for extension of piped water supplies and sewerage in rural areas as part of the post-war reconstruction programme. The scheme for securing piped supplies for agricultural land to be extended to cover farmhouses and cottages.

While the problem in Scotland is broadly similar to that in England and Wales, account must be taken of relevant differences of geography, local government structure, law and water supply organisation. The Government's proposals for the service in Scotland are described in a separate section of the White Paper.

Part II of the White Paper deals with **River Boards**. It indicates that the Government accept in principle, as regards England and Wales, the recommendations of the Central Advisory Water Committee that new River Boards, 29 in all, should be set up to take over (i) the land drainage functions of the existing Catchment Board, (ii) the pollution prevention powers exercised at present by about 1,600 separate Authorities, and (iii) the control of fisheries. The Government therefore propose as part of their programme to prepare a Bill to give effect to these recommendations.

The proposals in (ix) above have already been implemented by the Rural Water Supplies and Sewerage Act, 1944, and clause 5 of the Agriculture (Miscellaneous Provisions) Act, 1944, both of which received the Royal Assent on 27th July, 1944. (see under Agriculture).

26th April, 1944. Lord ... explained in the House of Lords that the White Paper was part of the Government's general reconstruction programme.

"This White Paper ... is a part of the general reconstruction programme which, bit by bit, I hope we shall be able to put before ... the country. ... The first bit ... was the Education Bill, the second was the White Paper on Health Services, then we have this paper on water, which obviously is associated with health services on the one hand and with housing on the other.

"... We are aiming at getting a national plan for water. ... The Coalition Government ... have been able to agree on this very practical plan which will create a national authority and give to the Minister all the authority that he can need to secure that the proposals are carried out."

3rd and 4th May. After a two-day Debate in the House of Commons, the following motion emphasising the "four broad objectives" of the measures which the Government propose to introduce in implementation of the policy set out in the White Paper was passed without a division :

"That this House welcomes the intention of His Majesty's Government ... to introduce measures for the conservation and better utilisation of the country's water resources, the improvement of the administration of water supply, the further extension of public water supplies and sewerage in rural localities and the better management of rivers."

Private Bills

The White Paper on a National Water Policy forecast a simplified system of Ministerial Orders, subject in appropriate cases to review by Parliament, to replace the system of Private Bills under which water undertakers obtain development powers. The White Paper pointed out that the system "has to be considered in a context wider than that of water legislation."

20th June, 1944. The Prime Minister outlined in the House of Commons the new system that it was proposed to substitute for the present system of private Bills and Provincial Order Confirmation Bills which "is unduly cumbersome in view of the urgency of the reconstruction period." The proposals "have not yet been worked out in full, but it is intended to put a detailed scheme before Parliament as soon as possible."

GAS AND ELECTRICITY SUPPLY INDUSTRIES

Gas Industry

In October, 1941, Sir Andrew Duncan, then President of the Board of Trade, invited the Gas Industry to prepare a Report on its Post-War development. The Report from the British Gas Federation was received in October, 1943, by the Minister of Fuel and Power, who had taken over the responsibility for the Gas Industry from the President of the Board of Trade. The Minister, after considering the Report, decided that it was necessary to supplement it by an Inquiry carried out by a Committee not connected with the Gas Industry, and accordingly on 9th June, 1944, the Minister of Fuel and Power appointed a Committee of Inquiry :

N.—SOCIAL SERVICES

[See also Post-War Reconstruction in Britain—Plan for Social Security, Part I, Q.5290, dated 24-1-44.]

Contents

- The Beveridge Report
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[For National Health Service—see under Health.]

“ I personally am very keen that a scheme for the amalgamation and extension of our present incomparable insurance system should have a leading place in our **Four-Year Plan**. . . . You must rank me and my colleagues as strong partisans of **national compulsory insurance for all classes, for all purposes, from the cradle to the grave.**” (The Prime Minister in his broadcast, 21st March, 1943).

11th July, 1944. The Prime Minister announced that “ the Government have completed the preparation of the White Paper embodying their proposals for social insurance generally, for a system of family allowances, and for replacing the existing system of workmen's compensation by a new scheme. . . . It is a **gigantic scheme.**”

The White Paper was presented to Parliament by the Minister of Reconstruction in two parts.

Social Insurance, Part I, issued on 25th September, 1944 (Cmd. 6550), sets out the Government's proposals for social insurance generally (except for industrial injury) and for Family Allowances.

Social Insurance, Part II, issued on 27th September, 1944 (Cmd. 6551), contains the Government's proposals for replacing the existing system of Workmen's Compensation by a new scheme of Industrial Injury Insurance.

A **Brief Guide to the Government's Plan** has also been issued by the Minister of Reconstruction.

The Social Insurance Plan set out in the White Paper is to be regarded as “ an instalment of the comprehensive series of proposals needed to constitute a complete economic and social policy for the period of reconstruction.”

He said that "discussions are proceeding between the railway companies and the Dock and Harbour Authorities Association, aimed at securing greater co-ordination between all dock and harbour undertakings. The Railway Companies are now in process of becoming members of the Association, and this is a most welcome development. This closer co-operation should be helpful in building up post-war dock policy." [For Merseyside Dock Access Committee see under Physical Planning].

Concluding his review of transport problems Lord Leathers said that, besides his Department, "many leaders of the various branches of transport are working on these problems and I have already had exploratory discussions with some of them. These discussions are continuing, and before I propound major proposals to this House I intend to satisfy myself that they are fair, workable and well calculated to achieve the object in view. We must not miss the opportunity which will come with peace for building a better and sounder transport system, but equally we cannot afford 'to take the wrong turning' however speciously fair a prospect it may offer."

12th November, Speaking at the Institute of Transport, the Joint Parliamentary Secretary to the Ministry of War Transport, Mr. Noel-Baker, said: "I hope the war has taught us all to think of transport as a single system, in which rail and road and waterway must work together, and . . . that this single system should be administered with the greatest possible efficiency, and that every means of transport should be developed to the fullest economic extent."

5th May, 1944. Mr. Noel-Baker foreshadowed a White Paper on national transport in due course.

" . . . Long and careful technical study of each individual form of transport is required before we can begin to consider a general plan" [for the organisation of national transport]. The Minister's "preoccupations are very heavy and when the war is over we shall have a considerable period before control will end. We can, I hope, look forward to a time when we can present a White Paper to Parliament saying what we are going to do."

Canals

5th May, 1944. Mr. Noel-Baker said: "We are engaged on an intensive study of what is the minimum economic unit for a water-borne carrier . . . to give a decent life to the worker, a decent return on investment and a real service to the nation as a whole. I hope we shall soon have a solid technical basis on which to erect a policy about inland waterways."

19th July. Mr. Noel-Baker repeated that "the Government are closely examining the future organisation and development of the canal and other inland waterways of the country. The Government desire that means shall be found for making the maximum economic use of inland waterways, and that they shall have their proper place in the general system of inland transport. . . ."

"The Government are at present giving special attention to certain engineering projects for the improvement of waterways from the seaports to the Midlands."

This is without prejudice to the Government's decision on transport policy in general, and no financial commitment is implied.

[For Mid-Scotland Ship Canal Committee see under Employment.]

List of Documents in order of mention in text

	<i>Net Price</i>
<i>National Water Policy</i> , April, 1944. Cmd. 6515.	6d.
Rural Water Supplies and Sewerage Act , 1944. 7 and 8 Geo. 6. Ch. 26	2d.
Agriculture (Miscellaneous Provisions) Act , 1944. 7 and 8 Geo. 6. Ch. 28	3d.
Post-War Building Studies :	
6. Gas Installations	6d.
11. Electrical Installations	1/6

Selected Pamphlets

The future of the various public services has been the subject of much discussion. A selection of recent pamphlets by representative bodies is given below.

<i>Organisation</i>	<i>Title</i>	<i>Where obtainable</i>
Association of British Chambers of Commerce and Federation of British Industries.	Post-War Transport (October, 1944).	Federation of British Industries, 21 Tothill Street, S.W.1.
Association of Municipal Corporations.	Post-War Planning of the Gas Industry (November, 1943).	Palace Chambers, Bridge Street, S.W.1.
British Gas Federation.	Report on the Planning of the Gas Industry (October, 1943).	1 Grosvenor Place, S.W.1. Price 1/-
British Road Federation.	Roads and Road Transport (1944).	4a Bloomsbury Square, W.C.1. Price 1/-
British Waterworks Association.	Post-War Planning. First Report. Underground Water (February, 1944).	34 Park Street, W.1.
British Waterworks Association.	Post-War Planning. Second Report. Control of Water Resources (February, 1944).	34 Park Street, W.1.
Electrical Power Engineers' Association.	Post-War Planning for the Electricity Supply Industry. Part I. Technical and Social Organisation as a Public Service (July, 1943).	102 St. George's Square, S.W.1. Price 1/-
Group of Eight Signatories in the road transport industry.	The Road Carrying Industry and the Future (November, 1943).	J.S. Nicholl, C.B.E., M.Inst.T., 3 Bunhill Street, E.C.2. Price 1/-
Incorporated Association of Electric Power Companies.	Memorandum with regard to the Electricity Supply Industry in Great Britain (November, 1943).	58 Abbey House, Victoria Street, S.W.1.
Institution of Electrical Engineers.	Electrical Supply, Distribution and Installation. Report of Post-War Planning Committee (January, 1944).	Savoy Place, Victoria Embankment, W.C.2. (Free on request)

<i>Organisation</i>	<i>Title</i>	<i>Where obtainable</i>
Institution of Water Engineers.	Post-War Water Supply (1944).	Parliament Mansions, Abbey Orchard Street, Westminster, S.W.1.
Labour Party.	Coal and Power (1944).	Transport House, Smith Square, S.W.1.
Labour Party.	Labour's Post-War Water Policy (March, 1944).	Transport House, Smith Square. S.W.1.
Labour Party.	Post-War Organisation of British Transport (June, 1944).	Transport House, Smith Square, S.W.1.
London and Home Counties Joint Electricity Authority.	Post-War Planning. Reorganisation and Development of Electricity Supply Services (March, 1943).	5-6 Lancaster Place, Strand, W.C.2.
London and Home Counties Joint Electricity Authority.	Post-War Planning Electricity Supply Services. Observations on certain Memoranda (March, 1944).	5-6 Lancaster Place, Strand, W.C.2
" Modern Transport "	A Plan for Post-War Transport. Reprint of a series of articles published in " Modern Transport," Feb.-Mar., 1944, with a foreword by the Rt. Hon. Sir Arthur Griffith-Boscawen.	Modern Transport Publishing Co., Ltd., Norman House, 105-9 Strand, W.C.2. Price 1/6
Royal Automobile Club, Automobile Association, Royal Scottish Automobile Club.	Post-War Roads and Traffic. A Memorandum issued by the Standing Joint Committee (July, 1944).	66 Whitcomb Street, W.C.2.
Welsh Nationalist Party, London Branch.	Plan Electricity for Wales (April, 1944).	Carnarvon. Price 6d.

THE BEVERIDGE REPORT

Social Insurance was among the earliest reconstruction subjects to which the Government turned their minds when they began to develop a programme of post-war reconstruction.

In June, 1941, "when—so far as could be judged—the menace of heavy air attack and invasion had not yet been lifted," the Government invited Sir William Beveridge to take charge of a comprehensive "survey of existing national schemes of social insurance and allied services, including workmen's compensation, and to make recommendations."

In November, 1942, Sir William Beveridge presented his Report on **Social Insurance and Allied Services** (Cmd. 6404).

Memoranda from Organisations, appendix G of the Report, were printed in a separate volume (Cmd. 6405).

An abbreviated version of the Report, the **Beveridge Report in Brief**, was also published.

An account of the existing schemes of social insurance and assistance was given in appendix B of the Report. [Some War-time changes have been noted in Q.5290.]

The Beveridge Report contained a plan for a unified system of social insurance, on a contributory basis, under a Ministry of Social Security, covering "all citizens without upper income limit . . . all-embracing in scope of persons and needs."

The plan was based on three assumptions ; first, the institution of a scheme of children's allowances ; second, the framing of a comprehensive health service ; and third, the avoidance of mass unemployment.

It embodied "six fundamental principles"—flat rate of subsistence benefit ; flat rate of contribution ; unification of administrative responsibility ; adequacy of benefit ; comprehensiveness ; classification—and was to be effected by 23 main changes from the existing practice.

[For the detailed proposals of the Beveridge plan the reader is referred to Q.5290.]

The Report was debated for three days in the House of Commons (16th, 17th and 18th February, 1943), and for two days in the House of Lords (24th and 25th February). In the course of the Debate in the Commons—less than three months after the publication of the Report and in the middle of a great war—the Government were able to announce their provisional views on the questions of policy raised by the Report. These included the acceptance of the three assumptions mentioned above ; of the six fundamental principles, except for one point—the subsistence basis (see below)— ; and the greater part of the proposed changes in the existing social insurance system.

Speaking at Ashton-under-Lyne on 28th February, 1943, the Deputy Prime Minister, Mr. Attlee, summed up the position after the Debate : "The Government have welcomed [Sir William Beveridge's] scheme and have accepted its principles, and not only its principles, but the greatest part of all his actual proposals. We are now getting down to the business of working out the detailed implementation of the scheme."

The White Paper places on record the gratitude of the Government to Sir William Beveridge "for the great work which he did in preparing his

comprehensive and imaginative Report" and adds that "their main tribute is the embodiment of so much of his plan in the proposals set out in this White Paper."

THE GOVERNMENT'S PROPOSALS

Social Insurance and Family Allowances (Cmd. 6550)

The Assumptions

The Government had accepted the three basic assumptions of the Beveridge Report—children's allowances, a comprehensive health service, and avoidance of mass unemployment—"as necessary prerequisites to an improved and comprehensive plan of social insurance."

The Government's proposals for a national health service, which were already under consideration at the time of the publication of the Report, have been published in the White Paper, **A National Health Service** (Cmd. 6502) (see under **Health**).

The Government's policy for maintaining a high and stable level of employment after the war has also been published in the White Paper on **Employment Policy** (Cmd. 6527).

The Government's plan for a scheme for family allowances is included in the present White Paper.

With regard to the scheme itself, as stated in the White Paper "social insurance is essentially a mosaic of detail." Much time and labour had to be devoted to working out and putting together the details. The special machinery set up for the examination of the Beveridge Report has been described in Part I under **Machinery for the Study of Reconstruction**.

The Underlying Principles

The underlying principles of the Government's proposals take account of the fact that the "more extreme forms of poverty affected households of two kinds—those in which the bread-winner was ill or out of work or past working age, and those in which the number of children strained overmuch the available resources of the household." There must therefore be "both an increased rate of sickness and unemployment benefit, and retirement pension, and a system of family allowances which will contribute substantially to the maintenance of growing children."

With the exception of family allowances, which will be met wholly from taxation, "the Government have adhered to the principle that freedom from want must be achieved in the first instance by social insurance—that benefits must be earned by contributions."

Even so, a substantial contribution will have to be found by the State—including National Assistance and National Health Service, 54 per cent. at the outset, rising in 20 years to 64 per cent.; and "looking at the narrower field of insurance only, 31 per cent. at the outset, rising in 20 years to 50 per cent."

"The Government have also decided that the scope for social insurance should be extended in two different senses—the range and amount of benefits provided and the number of people included. All the existing types of benefit

will be increased, in most instances substantially, and this will be extended to include death grant. The scheme as a whole will embrace, not certain occupations and income groups, but **the entire population.**"

Another general principle is that of "equal benefits for equal contributions. At the same time contributors and beneficiaries have been classified . . . according to way of life into six groups, differing in respect of the benefits they need and the contributions they must make to receive them.

"The Government have also adopted the principle that the administration of a single comprehensive, universal scheme of social insurance must be unified."

On the subject of the level of benefit, as foreshadowed in the Debate in February, 1943, the Government have been unable to accept the Beveridge proposal for the linking of benefit to subsistence rates. It is pointed out :—

- (i) that this "might involve the frequent variation of benefit rates in accordance with the cost of living. . . ."
- (ii) that "social insurance must necessarily deal in averages of need. . . . It cannot adapt itself to the almost infinite variety of individual conditions. . . . It is an essential feature of an insurance scheme that equal contributions should provide equal benefits within a class or group.

"The right objective," in the Government's view, "is a rate of benefit which provides a reasonable insurance against want and at the same time takes account of the maximum contribution which the great body of contributors can properly be asked to bear. . . . In reserve there must remain a scheme of National Assistance designed to fill the inevitable gaps left by insurance and to supplement it where . . . necessary."

National Assistance will be extended to include financial assistance to **all** on proof of need ; and its administration centralised in one Department.

The Scheme Itself

Only the main points in the Government's scheme can be outlined here. For further details the reader is referred to the **White Paper**.

Universality and Classification. There will be a compulsory scheme of national insurance, unified in administration, and including everybody. The population will be divided into six classes—Class I, employees, II the self-employed, III housewives, IV adults who do not earn, V children, VI people over working age. Those below working age will be provided for by family allowances ; those of working age by insurance benefits ; and those beyond working age by retirement pensions.

Each insured person will pay a single weekly contribution for all benefits, in the form of one stamp on a single document.

Contributions. The rates of weekly contributions for persons over 18—including for Class I the benefits under the Industrial Injury Insurance Scheme (see below)—will be :

	Class I			Class II	Class IV
	Employee	Employer	Total		
Men ..	s. d. 3 10	s. d. 3 1	s. d. 6 11	s. d. 4 2	s. d. 3 4
Woman ..	s. d. 3 0	s. d. 2 5	s. d. 5 5	s. d. 3 6	s. d. 2 8

Family Allowances. 5s. 0d. a week for second and subsequent children. Where the parent is in receipt of benefit the first child will be included. Services in kind, including meals and milk at schools, will be extended.

Orphan's Allowance. 12s. 6d. a week for each orphan.

Sickness and Unemployment Benefit. 40s. 0d. a week for a married couple, 24s. 0d. for a single person. After three years, sickness benefit will be replaced by an invalidity benefit at retirement pension rate. Unemployment benefit will ordinarily end after 30 weeks. Special allowances at a higher rate will be available to persons undergoing a course of approved training. An additional allowance of 16s. 0d. a week (15s. 0d. when added to invalidity benefit) will be paid to those on single benefit who have an adult dependant.

Retirement Pensions. A standard rate of 35s. 0d. a week for a married couple and 20s. 0d. for a single person. Minimum retiring age 65 for men and 60 for women, but joint pension payable when husband qualifies, provided that if wife is under 60 she is not gainfully occupied. Pensions will be increased by 2s. 0d. a week (joint) and 1s. 0d. (single) for each year by which retirement is postponed beyond pensionable age.

Maternity Grant. £4, and in addition maternity benefit of 36s. 0d. a week for gainfully occupied women for 13 weeks, provided the occupation is given up. Attendance allowance of £1 a week for 4 weeks for women not eligible for maternity benefit.

Widows. 36s. 0d. a week (with 5s. 0d. added for first child) for the first 13 weeks of widowhood for widows under 60, or those whose husbands have not qualified for retirement pension. Thereafter : if there is a dependent child, guardian's benefit of 24s. 0d. a week (with 5s. 0d. added for the first child) ; widow's pension of 20s. 0d. a week for widows of 50 or over at the time when the husband dies or children cease to be dependent, provided 10 years have elapsed since marriage.

Death Grant. £20 for persons over 18, £15 between 6 and 18, £10 between 3 and 6, and £6 under 3 years of age.

Summary of Main Benefit Rates. The main benefit rates are shown in the table below :

	Sickness Benefit	Invalidity Benefit	Unemploy- ment Benefit	Retirement Benefit
	s. d.	s. d.	s. d.	s. d.
Single man or woman, and married man with gainfully occupied wife	24 0	20 0	24 0	20 0
Married man with wife not gainfully occupied	40 0	35 0	40 0	35 0
Married woman gainfully occupied	16 0	16 0	20 0	20 0
Dependant's allowance, where payable	16 0	15 0	16 0	---

These weekly rates are increased by 5s. 0d. for the first dependent child.

National Assistance. National Assistance will be available to all who can prove need.

Administration. A Ministry of Social Insurance will be set up which will be responsible for the whole of social insurance. The administration of assistance will be kept separate, though the Minister of Social Insurance will be responsible to Parliament for both.

Approved Societies will not be retained either as independent financial units or as agents in the administration of the scheme.

Cost of Scheme

The finance of the scheme is explained in a Memorandum by the Government Actuary which forms Appendix I to the White Paper.

The following table shows the estimated income and expenditure of the proposed scheme at ten-yearly intervals—it being assumed for the sake of comparison that the scheme could be brought into operation in 1945 under stabilised post-war conditions.

(In £ millions)

	1945	1955	1965	1975
<i>Estimated Expenditure</i>				
Social insurance benefits	374	428	500	542
National assistance	69	73	70	67
Family allowances	59	60	56	52
Health service	148	170	170	170
Total expenditure	650	731	796	831
<i>Estimated Income</i>				
Receipts from contributions of insured persons and employers	283	280	275	259
Interest on existing funds	15	15	15	15
Balance of expenditure to be met from Exchequer (or local rates)	352	436	506	557
Total income	650	731	796	831

Increase in the cost of retirement pensions more than accounts for the growth in expenditure; the estimated pension charges being, in £ millions, 169 in 1945, 203 in 1955, 272 in 1965, and 324 in 1975.

If the existing social insurance schemes and allied services were in operation in 1945, their cost may be put at £411 millions, of which £278 millions would fall to be met by taxation or local rates as compared with £352 millions under the new scheme. Thus at the outset the increased cost of the new scheme to the Exchequer and local rates is estimated at £74 millions.

The above figures of expenditure on the new scheme take no account of the cost of increased benefits in kind to children under the scheme of family allowances. The provision of meals and milk for children at school is estimated ultimately to involve expenditure of the order of £60 millions a year. Nor do the figures include the cost of training allowances to unemployed people who take courses of approved training.

Legislation

The first step will be to introduce legislation at the earliest possible moment to set up a Ministry of Social Insurance.

The next step will be a Bill dealing with family allowances, though the scheme would not come into operation till after the war.

The Bill to implement the scheme of comprehensive social insurance will be a measure of great length and complexity. Subject to the discussion by Parliament of the proposals set out in the White Paper, the Bill will be introduced as soon as possible.

After a two-day Debate, 2nd and 3rd November, 1944, a motion welcoming "the intention of His Majesty's Government, declared in the White Paper presented to Parliament, to establish an enlarged and unified scheme of social insurance and a system of family allowances" was passed by the House of Commons.

2nd November. Opening the Debate, Sir William Jowitt said: "I believe this scheme represents in scale and comprehensiveness one of the greatest single advances which has ever been made either in this country or in any other country in the development of Social Insurance."

Workmen's Compensation (Cmd. 6551)

Part II of the White Paper on Social Insurance contains the Government's proposals for an Industrial Injury Insurance Scheme under which "workmen's compensation will be treated in the future not as part of the law of employer's liability but as a social service."

The first three chapters describe the present system of workmen's compensation; review the proposals in the Beveridge Report; and set out the Government's views, indicating in what respects they differ from the proposals in the Report. The fourth chapter outlines the Government's proposals for a new scheme of Industrial Injury Insurance. An Appendix contains tables comparing the rate of injury allowance, of 100 per cent. disablement pension, and of benefits in fatal cases under the Government scheme with the corresponding benefits under both the existing Acts and under the Beveridge plan.

Ever since the Workmen's (Compensation for Accidents) Act, 1897, the compensation of workmen for industrial injury has been a liability, imposed by law, upon their employer. "Henceforward, the Government, as part of their extension and recasting of the social insurance system, propose that provision for disablement or loss of life from industrial injury shall become a social service, administered as a separate scheme, but under the Minister of Social Insurance."

Benefits will no longer be related to the estimated loss of earning capacity, as under the present system, but will be paid at flat rates, with supplements for family responsibilities, from a separate insurance fund, to which employer, workman and the Exchequer will contribute.

In the earlier weeks, while the workman is incapacitated from work, there will be injury allowances. Afterwards, if disablement is prolonged, these allowances will be replaced by "industrial pensions, based not on loss of earning capacity but upon the extent to which the workman has suffered disablement by the injury by comparison with a normal healthy person of the same age and sex. The pension will not be affected by any subsequent earnings of the workman, and (except in some cases of minor disability) will not be replaced by a lump sum payment. There will be pensions for widows, parents and certain other dependants of those who have died as the result of industrial injury.

" This system is in many respects like that which is the basis of war pension schemes. It thus recognises a certain similarity between the position of the soldier wounded in battle and that of the man injured in the course of his productive work for the community. Neither is liable to have his pension reduced on account of what he may earn after the injury ; each is compensated, not for loss of earning capacity but for whatever he has lost in health, strength and the power to enjoy life."

The fundamental change proposed in the new plan for providing for industrial injury involves a great simplification of what had become a very complicated system. " The Government believe that it will remove workmen's compensation from the atmosphere of controversy and conflict with which it has been surrounded and will establish it for the future on a happier and sounder foundation."

The Industrial Injury Insurance Scheme

Space does not admit of more than a very brief outline of the Scheme.

Scope of Scheme. The Scheme will cover, broadly, all persons working under a contract of service or apprenticeship, including non-manual workers. " It will apply to accidents arising out of and in the course of employment, and to specified industrial diseases."

Finance. An Industrial Injury Insurance Fund will be set up out of which all benefits and administrative charges will be paid. The Fund will be maintained by weekly contributions, 6d. for adult men and 4d. for women (half rates for juveniles), shared equally between employer and workman, with a contribution from the Exchequer. The contributions from employer and workman are included in the main Social Insurance contribution rates mentioned above.

General Administration. As the new Scheme departs from the general scheme of social insurance as regards rates of benefit and is, in many respects, assimilated to the war pensions schemes, it will remain a separate scheme, but will be under the general charge of the Minister of Social Insurance.

To provide for the collaboration of industry in the development and administration of the Scheme, an Advisory Council or Committee will be set up, on which employers and workmen will be equally represented, to advise the Minister on important matters of policy and administration. Employers and workmen will also be equally represented on the local Appeal Tribunals.

Procedure for Settlement of Claims. Claims will be dealt with by an Industrial Pensions Officer, subject to rights of appeal to local tribunals, and further rights of appeal to an Industrial Injury Insurance Commissioner, whose decision will be final.

Benefits. The main benefits in industrial disablement cases will consist of an industrial injury allowance of 35s. 0d. a week for the first 13 weeks of incapacity, followed in case of permanent or prolonged disablement by an industrial pension of 40s. 0d. a week for 100 per cent. disablement, with a supplement of 10s. 0d. if virtually unemployable. Allowances will be paid in respect of family responsibilities : for wife and first child 8s. 9d. and 5s. 0d. respectively where injury allowance is 35s. 0d., 10s. 0d. and 7s. 6d. respectively where allowance is 40s. 0d. Second and subsequent children are provided for in the general family allowance scheme.

Where the degree of disablement is less than 100 per cent., permanent allowances will be proportionate to the degree of disablement.

There are also other allowances, including, if necessary, allowance for constant attendance not exceeding 20s. 0d. a week.

Women will be entitled to injury allowance and pension at the same basic rate as men.

In fatal cases, the widow will receive (after the temporary benefit of 36s. 0d. a week for 13 weeks under the general scheme) 30s. 0d. a week, if she is 50 or over, has dependent children or is incapable of self-support; in other cases 20s. 0d. An allowance of 7s. 6d. weekly will be payable in respect of a first child. As under the general scheme, there will be an allowance of 12s. 0d. weekly for each orphan child. A pension may also be payable in certain circumstances to one or both parents, or to one adult dependent of the deceased workman's family.

Cost of Scheme. The cost of the scheme is likely to be in the order of £20 million a year, with a further £3 million for administration. The weekly contributions will provide five-sixths of the cost, the Exchequer contributing the remaining one-sixth.

Medical Treatment and Rehabilitation

The medical treatment and rehabilitation of injured workmen and post-hospital rehabilitation and training will be provided as part of the general medical and post-hospital rehabilitation services organised by the Health Department and by the Ministry of Labour and National Service respectively.

Alternative Remedies

The Beveridge Report recommended in the chapter headed "The Problem of Alternative Remedies" the setting up of a Committee to consider the relation both in industrial and non-industrial cases between claims to security benefit and claims for damages in respect of personal injury caused by negligence. It also recommended (paragraph 98) a review of the law governing the liability of employers and third parties to pay damages or compensation to workmen, or their local representatives and dependants, independently of the provision for them proposed in the new scheme.

The Government agree that an inquiry under both heads is desirable and have set up for this purpose a Committee with comprehensive terms of reference under the Chairmanship of Sir Walter Monckton.

Legislation. If the Government's Scheme commends itself to Parliament the Government will introduce legislation as soon as practicable, with a view to bringing it into operation at the same time as the general scheme of social insurance.

After a two-day Debate, 8th and 9th November, a motion welcoming "The intention of His Majesty's Government, declared in the White Paper presented to Parliament, to replace the existing system of workmen's compensation by a new scheme of Industrial Injury Insurance" was passed by the House of Commons.

8th November. Opening the Debate the Secretary of State for the Home Department, Mr. Herbert Morrison, said : " The proposals embodied in the White Paper . . . constitute a revolutionary advance in the whole structure of workmen's compensation administration. . . . The main and truly revolutionary feature of the new scheme is that for the first time it transfers from the employer to the community as a whole the responsibility for the casualties of industry. . . . It is a complete change of conception, and workmen's compensation under its new title of *industrial injury insurance* will become, for the first time, a social service administered for the community by the new Ministry [of National Insurance] . . . "

Ministry of National Insurance

17th November, 1944. The Ministry of National Insurance Act received the Royal Assent.

[The measure was introduced as the *Ministry of Social Insurance Bill*, but the title was amended in Committee to the *Ministry of National Insurance Bill*.]

The Act provides for the appointment of a Minister of National Insurance and for the transfer to him, of

- (a) the functions of the Minister of Health (or in Scotland, the Secretary of State) with respect to national health insurance, old age pensions, widows' orphans' and old age contributory pensions and supplementary pensions (except such as relate to the administration of medical benefit) :
- (b) the functions of the Minister of Labour and National Service with respect to unemployment insurance and unemployment assistance (except such as relate to courses of instruction and to the promotion of employment) :
- (c) the functions of the Secretary of State for the Home Department with respect to workmen's compensation.

Sir William Jowitt was appointed Minister of National Insurance.

Unemployment Insurance (Increase of Benefit) Act

Mention may be made, as affecting the transition period, of the Unemployment Insurance (Increase of Benefit) Act, 1944, received the Royal Assent on 26th October, 1944. The Act increased the rates of benefit payable under the Unemployment Insurance Acts 1935 to 1940.

11th October, 1944. Moving the Second Reading of the Bill Mr. Bevin explained that it was " an interim measure " designed " to meet the conditions . . . in the period of transition from war to peace. . . . "

" However effective our organisation may be, there is bound to be a gap, in many cases, between the displacement of people from munitions, and their resettlement in what will be their normal employment . . . while we have to face the gap between resettlement and replacement we propose to increase the rates of benefit payable under the *Unemployment Insurance Act*. . . . "

Social Insurance, Part I, September, 1944. Cmd. 6550	
Social Insurance, Part II, Workmen's Compensation. Proposals for an Industrial Injury Insurance Scheme, September, 1944. Cmd. 6551	1d.
Social Insurance. Brief Guide to the Government's Plan, 1944	3d.
Social Insurance and Allied Services, November, 1942. Cmd. 6404 ...	2/-
Social Insurance and Allied Services—Memoranda from Organisations Appendix G., November, 1942. Cmd. 6405	2/-
The Beveridge Report in Brief, 1942	3d.
A National Health Service, February, 1944. Cmd. 6502	1/-
Employment Policy, May, 1944. Cmd. 6527	6d.
Workmen's (Compensation for Accidents) Act, 1897	—
Ministry of National Insurance Act, 1944, 7 and 8. Geo. 6. Ch. 46 ...	1d.
Unemployment Insurance (Increase of Benefit) Act, 1944. 7 and 8. Geo. 6. Ch. 42	1d.

Selected Pamphlets

SOCIAL SERVICES

<i>Organisation</i>	<i>Title</i>	<i>Where obtainable</i>
British Federation of Social Workers.	Report of Conference. July, 1943. The Part which Social Workers can play in the Beveridge Plan for Social Security.	5 Victoria Street, S.W.1.
The Hon. Quintin Hogg, M.P., in conjunction with six Conservative Members of the House of Commons.	The Law and Employers' Liability. A Report (1944).	Stevens & Sons Ltd., 119-120 Chancery Lane Price 2/-
Leverhulme Grant Community Centres. Joint Research Committee.	Community Centres — A Survey by Flora and Gordon Stephenson (July, 1942).	13 Suffolk Street, Haymarket, S.W.1. Price 3/6
Liberal Party.	Family Allowances and Social Security. Lady Rhys-Williams' Scheme, with the Report of a Liberal Committee thereon. (May, 1944).	Liberal Publication Dept., 8 Gayfere Street, S.W.1. Price 4d
Library Association.	The Public Library Service — Its Post-War Reorganisation and Development (September, 1943).	Chaucer House, Malet Place, W.C.1. Price 6d.

	<i>Title</i>	<i>Where obtainable</i>
London Council of Social Service.	The Communal Restaurant. A study of the Place of Civic Restaurants in the Life of the Community. Foreword by Sir Wyndham Deedes (October, 1943).	7 Bayley Street, Bedford Square, W.C.1. Price 6d.
National Council for Maternity and Child Welfare.	The Training of the Nursery Nurse. Interim Report (1944).	National Society of Children's Nurseries, 117 Piccadilly, W.1.
National Society of Children's Nurseries.	A Four-Year Plan for Children's Nurseries (April, 1943).	117 Piccadilly, W.1.
Tory Reform Committee.	Report on Industrial Assurance, Approved Societies and Death Grant. By Six Members of the Committee (January, 1944).	Surrey House, Temple Place, W.C.2.
Tory Reform Committee.	To-morrow's Children (October, 1944).	Europa Publications Ltd., 39 Bedford Square, W.C.1. Price 1/-