

NINTH REPORT 257
FROM THE
SELECT COMMITTEE ON
ESTIMATES

Session 1952—53

DEPARTMENTAL REPLIES

- 1. ROYAL ORDNANCE FACTORIES**
- 2. REPORTS OF SESSIONS 1946-47 to 1950-51**

*Ordered by The House of Commons to be Printed
20th May 1953*

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Monday, 10th November, 1952

Ordered, That a Select Committee be appointed to examine such of the Estimates presented to this House as may seem fit to the Committee, and to suggest the form in which the Estimates shall be presented for examination, and to report what, if any, economies consistent with the policy implied in those Estimates may be effected therein:—

Ordered, That the Committee do consist of Thirty-six members.

The Committee was accordingly nominated of:—Mr. *Albu*, Mr. *Anstruther-Gray*, Mr. *Blackburn*, Mr. *Bossom*, Mr. *Dryden Brook*, Miss *Burton*, Mr. *Norman Cole*, Viscountess *Davidson*, Mr. *Donner*, Sir *Ralph Glyn*, Sir *Fergus Graham*, Mr. *Hobson*, Lord *John Hope*, Mr. *H. Hynd*, Mr. *A. J. Irvine*, Mr. *T. W. Jones*, Mr. *James Johnson*, Mr. *MacColl*, Mr. *Malcolm MacPherson*, Major *Markham*, Mr. *Mulley*, Mr. *Godfrey Nicholson*, Mr. *Nigel Nicolson*, Mr. *Ian L. Orr-Ewing*, Mr. *Peyton*, Brigadier *Peto*, Sir *Leslie Plummer*, Mr. *Profumo*, Mr. *William Ross*, Mr. *Norman Smith*, Mr. *G. P. Stevens*, Mr. *Summers*, Mr. *Wade*, Miss *Ward*, Mr. *Ian Winterbottom* and Mr. *Yates*.

Ordered, That Seven be the Quorum of the Committee.

Ordered, That the Committee have power to send for persons, papers, and records, to sit notwithstanding any Adjournment of the House; to adjourn from place to place; and to report from time to time.

Ordered, That the Committee have power to appoint Sub-Committees and to refer to such Sub-Committees any of the matters referred to the Committee.

Ordered, That Three be the Quorum of every such Sub-Committee.

Ordered, That every such Sub-Committee have power to send for persons papers and records; to sit notwithstanding any Adjournment of the House; and to adjourn from place to place.

Ordered, That the Committee have power to report from time to time Minutes of Evidence taken before Sub-Committees.—(Mr. *Kaberry*.)

Friday, 27th November, 1952

Ordered, That Mr. *Profumo* be discharged from the Select Committee on Estimates; and that Mr. *William Shepherd* be added to the Committee.—(Mr. *Wills*.)

Tuesday, 28th April, 1953

Ordered, That Lord *John Hope* be discharged from the Select Committee on Estimates; and that Mr. *Ormsby-Gore* be added to the Committee.—(Mr. *Wills*.)

The cost of printing and publishing this Report is estimated by H.M. Stationery Office at £109 0s. 0d.

TABLE OF CONTENTS

NINTH REPORT

DEPARTMENTAL REPLIES

REPORT	<i>Page</i>
... ..	4
APPENDICES :	
I. DEPARTMENTAL REPLIES TO THE TWELFTH REPORT OF SESSION 1951-52, ON THE ROYAL ORDNANCE FACTORIES	
<i>Memorandum by the Ministry of Supply</i>	5
<i>Memorandum by the Treasury</i>	13
II. SUPPLEMENTARY DEPARTMENTAL REPLIES TO CERTAIN RECOMMENDATIONS OF THE REPORTS OF SESSIONS 1946-47 TO 1950-51	
<i>Session 1946-47</i>	
Third Report on Research and Development	
<i>Memorandum by the Treasury</i>	13
Sixth Report on Civil Aviation	
<i>Memorandum by the Ministry of Civil Aviation</i>	16
<i>Session 1947-48</i>	
Third Report on the British Council	
<i>Memorandum by the Foreign Office</i>	17
Fifth Report on Colonial Development	
<i>Memorandum by the Colonial Office</i>	19
<i>Session 1948-49</i>	
Seventh Report on the Administration of the National Health Service	
<i>Memorandum by the Ministry of Health</i>	21
<i>Memorandum by the Department of Health for Scotland</i>	23
Eleventh Report on Agricultural Services	
<i>Memorandum by the Ministry of Agriculture and Fisheries</i>	24
Twelfth Report on Disposal of Surplus Stores and Fixed Assets	
<i>Memorandum by the Ministry of Supply</i>	29
<i>Memorandum by the Ministry of Defence</i>	29
Nineteenth Report on the Arts Council of Great Britain	
<i>Memorandum by the Treasury</i>	33
<i>Session 1950</i>	
Second Report on Storage and Maintenance in the Defence Services	
<i>Memorandum by the Ministry of Defence</i>	34
<i>Session 1950-51</i>	
Third Report on Rearmament	
<i>Memorandum by the Ministry of Defence</i>	37
<i>Memorandum by the Office of the Lord President of the Council</i>	38
Eleventh Report on Regional Hospital Boards and Hospital Management Committees	
<i>Memorandum by the Ministry of Health</i>	39

NINTH REPORT

The Select Committee appointed to examine such of the Estimates presented to this House as may seem fit to the Committee, and to suggest the form in which the Estimates shall be presented for examination, and to report what, if any, economies consistent with the policy implied in those Estimates may be effected therein, have made further progress in the matters to them referred, and have agreed to the following Ninth Report:—

DEPARTMENTAL REPLIES

1. Appendix I to this Report contains the Departmental Replies to the Twelfth Report of last Session on the Royal Ordnance Factories.

2. Your Committee have reconsidered the Departmental Replies to all the Reports which the Committee have made to the House during Sessions 1946-47 to 1950-51. They found that some of them were inconclusive, in that sometimes the Department concerned were only able to give an interim reply to some of the recommendations, and sometimes a further reply was promised after a departmental committee or some similar body had made further investigations. Accordingly Your Committee asked all Departments for further replies to those recommendations which had not been either directly accepted or rejected.

3. Many of these supplementary replies are of considerable interest and importance. Your Committee have therefore decided to make them available to the House, and they are printed as Appendix II to this report.

APPENDIX I

DEPARTMENTAL REPLIES TO THE TWELFTH REPORT,
SESSION 1951-52, ON THE ROYAL ORDNANCE FACTORIES*Memorandum by the Ministry of Supply*

1. The Ministry notes with pleasure that the Committee consider that the quality of the management of the Royal Ordnance Factories is high and that the Committee specifically state that their particular criticisms should not be construed as a suggestion that there is any general inefficiency in the management. The Ministry is gratified that the Committee have placed on record their opinion that throughout the Factories all grades of employees are anxious to achieve a high rate of production and that there is an admirable spirit of co-operation to this end.

2. *Paragraphs 14-23 and Recommendation (i)*

The question of the use of the Royal Arsenal, Woolwich, and its fuller integration with the whole organisation of the Royal Ordnance Factories should be given immediate consideration by the Royal Ordnance Factory Board, the possibilities of concentrating the work and releasing as much as possible of the site for other development should be carefully examined, and a decision should be reached at the earliest possible moment.

This recommendation has been brought to the notice of the Royal Ordnance Factories Board, which has been and is giving urgent consideration to the future policy for the Royal Ordnance Factories at the Royal Arsenal, Woolwich. In addition, an Interdepartmental Committee, including representatives of the Admiralty, War Office, Ministry of Labour and the Ministry of Housing and Local Government has been appointed to review the various activities which are now being carried on in the Royal Arsenal, Woolwich, and to formulate proposals for the use of such parts of the area as are no longer required for their present purposes; the Committee has been instructed to consult with outside parties interested in this problem. The Chairman of the Interdepartmental Committee is an additional member of the Royal Ordnance Factories Board when matters affecting the Royal Ordnance Factories at Woolwich are being considered.

3. *Paragraph 24*

The procedure for charging for production carried out by the Royal Ordnance Factories is not as stated in the Report.

The price quoted in an extract, when placed, is an estimate of the cost; it is not a fixed price. The value of goods delivered, which is credited to the Royal Ordnance Factory Vote as Appropriations in Aid, is the actual cost of their production. A reduction may be made in a price previously quoted in order to secure a flow of orders, but would represent only a reduction in the estimated cost of production, given such a flow of orders; there is no question of deliberate under-quoting in order to secure orders.

4. *Paragraph 26 and Recommendation (ii)*

An early effort should be made to devise an incentive system for all non-productive industrial workers.

The Department's view is that a sound scheme of payment by results must not only provide an opportunity for the worker to increase his earnings by his own efforts but also ensure a fair return to the management for the extra wage payment and produce an ultimate economy in the total unit

costs (including overheads) of the product. Apart from Explosive Royal Ordnance Factories, where safety considerations preclude payment by results, it is the Department's policy to introduce systems of payments by results into all Royal Ordnance Factories where conditions are suitable and these principles can be observed.

In addition to schemes for "direct" workers whose contribution to production is directly measurable, the Department already operates in the Royal Ordnance Factories three schemes of payments by results designed to cover "indirect" workers whose individual contributions to more economic production are not always directly measurable.

The Department is satisfied from its knowledge of incentive schemes operating in outside industry that experience there has shown that the principles governing the Department's schemes are sound.

The Department sees no prospect of devising an Incentive Scheme, within these principles, which can be applied to *all* non-productive workers. Enquiries will, however, be made to ascertain whether there are any groups of workers in individual factories, not covered by existing schemes, for whom special schemes might be devised provided conditions are reasonably stable.

5. *Paragraph 27 and Recommendation (iii)*

Further consideration should be given, in consultation with the Trade Unions concerned, to the recruitment and training of ratefixers and to the methods of fixing piece-rates in the guns, carriages and tanks factories.

(a) *Recruitment*

Ratefixers, who are classed as non-industrial employees, are normally recruited, by promotion, from the Department's skilled industrial employees, and the Trade Union claim that Ministry employees should be considered first is already recognised.

(b) *Training*

The training of ratefixers, being non-industrial, is a subject for discussion with the appropriate Staff Association. An up-to-date syllabus of training is being completed which it is intended to introduce through the Royal Ordnance Factories Training Scheme.

(c) *Fixing of piece-rates*

Consideration is being given to further improvements in the methods of rate-fixing.

6. *Paragraphs 28-31 and Recommendation (iv)*

The Director of Ordnance Factories (Accounts) should be made a member of the Executive Board of the Royal Ordnance Factories as soon as possible.

The present arrangements, under which the Deputy Director of Ordnance Factories (Accounts) attends meetings of the Royal Ordnance Factories Executive when matters concerning him are discussed are considered to be working satisfactorily. The matter will, however, be reviewed later by the Royal Ordnance Factories Board in the light of further experience.

7. *Paragraphs 32-35 and Recommendation (v)*

The liaison between planner and producer in all the groups of Royal Ordnance Factories, except the explosives group, should be standardised as far as possible, and the liaison should be started as early as possible in the process of developing a project.

It is the accepted policy of the Department that there should be the closest practicable liaison between designer and producer starting at the earliest possible stage of development. The form of liaison between the Design Establishments of the Department and the Royal Ordnance Factories which will produce the developed article is under consideration by the Royal Ordnance Factories Board. Owing however to the wide diversity of the stores handled by the Royal Ordnance Factories it is not considered advisable to insist too emphatically on a standard form of liaison. Nevertheless the general sense of this recommendation is acceptable to the Ministry.

8. *Paragraph 37 and Recommendation (vi)*

A list should be made of all components for lack of which production would be completely disorganised, and in no circumstances should contracts for such components be awarded only to one firm, or at any rate they should not be concentrated in one factory.

While the importance of the consideration underlying the Committee's recommendation is fully appreciated, its literal application is impracticable.

In the first place, the preparation of a list of essential components is unnecessary. The Ministry's Production Directorates are well aware of such items.

Secondly, in placing contracts, whether for components or for finished items of equipment, consideration has to be given to a number of factors. In general it is the Ministry's practice (subject to overriding strategic considerations) to place the total requirement with one supplier if:—

- (a) no other capacity is currently available ; or
- (b) the quantity required is insufficient to justify the setting up of more than one production line ; or
- (c) alternative capacity can readily be made available in the event of a breakdown in supply or an increase in demand (e.g., in emergency) ;
or
- (d) the cost of procurement from more than one supplier is much greater than the cost from one only.

In placing orders for essential components, the Ministry is fully seized of the importance of insuring against serious interruption, but a policy of insurance in every case would be most uneconomic. Insistence on dividing a requirement for a relatively small quantity of a component might easily result in no contractor being willing to accept an order.

Moreover, it must be pointed out that a great many of very important components are bought, not by the Ministry, but by the Department's main contractors. The logical extension of the Committee's recommendation would be to prohibit such contractors from obtaining their supplies from any one sub-contractor, a course which would be clearly impracticable. Trade supplies of defence equipment are far greater, in volume and value, than those from the Royal Ordnance Factories.

As regards the particular case referred to by the Committee, in which the supply of an essential component was disrupted by an industrial dispute, the difficulty was due not to competitive tendering but to the absence of an alternative source of supply. At the time of the strike, action had already been taken to create capacity at another factory, which is now in production.

9. *Paragraphs 36, 38-40 and 44 and Recommendation (vii)*

A way should be found of associating the Royal Ordnance Factories organisation much more closely with the production departments of the Directors-General of Armament Production and of Fighting Vehicles, both in the placing and in the progressing of orders.

Normally the Royal Ordnance Factories are responsible for progressing their own sub-contracts whether these are placed with other Royal Ordnance Factories or with industry. The Production Departments (the Director-General of Armaments Production and the Director-General of Fighting Vehicles) are only responsible for placing and progressing contracts when these are for components to be issued free to the Royal Ordnance Factories. In general, components are only bought and issued by the Production Directors when a number of factories are making the same product or when there are other good reasons for planning the supply of components centrally. As Production Directors are responsible for meeting the needs of the Royal Ordnance Factories for free issues, the Royal Ordnance Factories are bound to discuss supplies with the Production Directors. The Department attaches importance to there being the closest association between the production directorates, responsible for ordering and progressing the deliveries of free issue components, and the Royal Ordnance Factories group directorates whose production programmes depend upon the due arrival of those components.

10. *Paragraphs 41-45 and Recommendation (viii)*

The Superintendents of Royal Ordnance Factories should have powers to purchase stocks of materials within a limit substantially higher than £1,000.

The local purchasing powers of the Superintendents of Royal Ordnance Factories were substantially increased two years ago and, as the Report notes, experience has shown that the scheme is working well. While the Ministry does not disagree with the advantages cited in the Report, these must be weighed against the expense of recruiting additional staff at each Factory and losing the advantage of central purchase by specialised staff and in larger quantities. The matter will however be re-examined in the light of the Select Committee's recommendation.

11. *Paragraphs 46-48 and Recommendations (ix) and (x)*

A section should be set up under the Director-General with complete responsibility for the purchase of machine tools, subject only to the present approval, on grounds of scarcity, of the Controller of Machine Tools.

Should the last recommendation prove unacceptable to the Ministry of Supply, demands for new plant, if they are agreed by the Headquarters of the Royal Ordnance Factories and by the Controller of Machine Tools, should be treated as accepted, and passed forthwith to the Contracts Branch of the Ministry.

The criticisms and comments made to the Committee upon which these recommendations are based appear to apply to the special procedure which was set up to meet the unusual conditions created by the placing of bulk orders overseas for machine tools in aid of the rearmament programme. The circumstances wherein specific machine tools have been allocated by the central organisation against the collective demands of the Royal Ordnance Factories and outside firms engaged on rearmament work have made it difficult for the ultimate recipients to keep detailed track of the progress against their original orders.

In the normal case of the purchase of British machine tools the procedure is simple and well understood by the Factories. The executive action for acquiring machine tools is initiated by the Factory concerned. If the proposal is supported at the R.O.F. Headquarters the demands are passed to the Directorate of Machine Tools to arrange purchase. The Directorate of Machine Tools consults directly with the Factory on specification details. It will be appreciated that this Directorate, having the responsibility for machine tool procurement for other Divisions of the Ministry and their Establishments, has a fund of specialised knowledge. The Department does not consider on balance that it would be advantageous to adopt the first alternative recommendation. It will be seen that the second alternative recommendation accords with current practice, subject only to the availability of the necessary funds within the Royal Ordnance Factories Vote.

12. *Paragraphs 49 and 50 and Recommendation (xi)*

Whether or not the Royal Ordnance Factories are given the responsibility of purchasing their own plant the limit of £250 on capital expenditure by Superintendents should be increased, provided that the need for standard equipment is not neglected.

The Select Committee will have observed that the sum of £250 (£500 for Woolwich) to which they refer is the limit for any one scheme. There is at present no annual limit on the number of schemes which may be approved locally, but periodical returns have to be made to enable Headquarters to watch trends.

Having regard to the need to ensure that the funds available for capital expenditure are utilised to the best advantage of the organisation as a whole, the Department does not consider it advisable to increase further the authority delegated to Superintendents to approve capital projects locally. The present limits of delegation have recently been considered and confirmed by the Royal Ordnance Factories Board.

13. *Paragraph 51*

The Ministry is in full agreement with the Committee's argument, here limited to the toolrooms, that within the limits necessarily imposed by the availability of funds, maintenance and renewal of plant must not be neglected.

14. *Paragraphs 52 and 53 and Recommendation (xii)*

A sum should be made available to each Superintendent to spend on process research, and Superintendents should not be required to give in advance more than a general statement of the lines along which the research is to be conducted.

Process research is carried on at the Factories under the general supervision of the Headquarters group Directors. There is no direct financial restriction on the Superintendents so long as the expenditure is charged with the Factory overheads or to a specific extract. If exceptionally the Superintendent should wish to exclude the expenses of process research from the cost of the Factory product, he must seek specific financial authority. In such a case he would be required to give in advance a general statement of the lines along which the research is to be conducted, the ends he hopes to achieve and the reasons why he considers that the cost should not be written off against the cost of the Factory product.

Approval for capital expenditure in aid of process research is sought in the usual way.

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15. *Paragraphs 54-57 and Recommendation (xiii)*

The Royal Ordnance Factories should have power to fix their own establishments of junior non-industrial staff, subject only to supervision from their own headquarters.

It is assumed that the Committee had in mind only shop supervisory staff and analogous technical and stores grades. Prima facie there would be advantages in delegating to Superintendents responsibility for determining the complement of such "junior non-industrial staff". Such delegation would, however, involve reliance on the opinions of a number of Superintendents, who could hardly be expected to adopt identical standards in assessing their requirements of staff. Under the present arrangements, with central responsibility for complementing throughout the Ministry, uniformity of treatment is, as far as possible, ensured, and full consideration is given by the central organisation to the representations of the Royal Ordnance Factories, as to those of other sections of the Ministry. The Department recognises that in the Royal Ordnance Factories the relationship between the non-industrial complement and the industrial labour strength must depend largely on the nature and volume of the production being carried out, but so long as the non-industrial staff of the Factories has to be found from within the total allowed for the whole Ministry, the present centralised arrangements are considered to give the fairest result. The acceptance of Recommendation (xiv) would be a necessary preliminary to adoption of this Recommendation.

It is considered, however, that arrangements already made within the Royal Ordnance Factories Directorate should go a long way towards meeting the requirements of this Recommendation. A small organisation is to be set up by the Assistant Secretary, Royal Ordnance Factories, which will visit factories and review procedures and staffing. The Establishments and Organisation Division will be associated with any investigation presenting new or special features, and their agreement to any revised complements will still be necessary.

16. *Paragraphs 58-61 and Recommendation (xiv)*

The Ministry of Supply should, in consultation with the Treasury, devise some means of exempting the junior posts of the non-industrial grade from any order limiting recruitment of Civil Servants.

This matter is being pursued with the Treasury.

17. *Paragraph 63*

There are some slight errors of fact which should perhaps be corrected.

The essential difference between an Industrial Whitley and a Joint Factory Committee is that the latter makes specific provision and affords facilities for the organisation of Shop Stewards within the factory. There is no provision, for instance, in the Industrial Whitley constitution for a "Shop Stewards Committee".

The constitution of a Joint Factory Committee does not prevent any and every question coming before the Committee until it has reached Superintendent level. It does, however, provide that a *dispute* involving an individual or group of workers should not come before the Committee until efforts have first been made to resolve it through normal Management channels.

The Joint Factory Committee cannot, as such, refer questions to the Ministry of Supply Joint Industrial Council. In the event of local disagreement either side is at liberty to refer the question to Ministry Headquarters (in the case of the Official Side) or to Trade Union Headquarters (in the case of the Trade Union Side) either of whom may arrange, if necessary, for the question to come before the Ministry of Supply Joint Industrial Council.

18. *Paragraph 65*

This paragraph contains a misconception as to the working of Joint Factory Committees. Questions or points of disagreement on a Joint Factory Committee are not referred to the Ministry of Supply Joint Industrial Council by the Joint Factory Committee as such. Either side of the Joint Factory Committee seeks advice on the point at issue from the appropriate side of the Ministry of Supply Joint Industrial Council, and the question of whether the point is appropriate to, or need be discussed formally on, the Ministry of Supply Joint Industrial Council is agreed by either side of the Council. Responsibility for informing the local Official and Trade Union Sides of the Joint Factory Committee of action being taken on their representations is for Ministry and Trade Union Side Headquarters respectively. The Ministry of Supply Joint Industrial Council is the central council for 89 local Committees and, in the interests of efficiency, both Sides of the Council endeavour to restrict business to really important questions of principle. Minutes of all local committees are examined at Ministry Headquarters and local disagreements noted. Where the local Official Side have given a decision which Ministry Headquarters are not prepared to support they are asked to correct it whether the point is raised by the Trade Union Side or not.

The circulation to all local committees of the minutes of the Ministry of Supply Joint Industrial Council was considered by that body in 1950 and it was then agreed that this should not be done. Official and Trade Union Sides of the Council circulate such information arising from the minutes as they consider necessary.

Members of Trade Union Sides of local committees may and do accompany their Trade Union Side representatives to discussions with Ministry Officials at Ministry Headquarters to assist in the elucidation of facts and the establishment of principles involved. The constitution of the Ministry of Supply Joint Industrial Council does not provide for their attendance as such at meetings of the Council. It does, however, permit the attendance, in a consultative capacity, of a national or local representative of any constituent body. After discussion on the Joint Industrial Council the Department sees no sufficient justification for any change.

19. *Paragraph 66*

The Under Secretary, General and Labour, sits on the Board and covers, not only labour questions in the narrow sense but also medical services, canteens, transport (including Assisted Travel), hostels and housing, all of which affect industrial labour. The liaison between the organisation of the Director General of Ordnance Factories and the appropriate branches in the General and Labour Division is very close, and most labour problems are settled without reference to the Royal Ordnance Factories Executive Board. In these circumstances the Department feels that the function desired by the Select Committee is more adequately covered by the Under Secretary (General and Labour) than it could be by any other single officer.

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20. *Paragraph 68*

There is nothing in the constitution of the Joint Factory and Joint Production Committees which precludes the setting up of sub-committees. Such sub-committees exist at other factories besides that mentioned in the Report, and the question of the extension of this practice is a matter for local agreement.

21. *Paragraphs 69-77 and Recommendation (xv)*

The Treasury should make every effort to introduce experimental sick-pay changes in a few of the Factories, as suggested by the staff of the Medical Research Council who investigated the working of the sick-pay scheme.

The reply to this Recommendation will be provided by the Treasury (see page 13).

22. *Paragraphs 78-83 and Recommendation (xvi)*

The training school of the Royal Ordnance Factories should continue to be developed.

The Department notes with pleasure the Committee's opinion that the training school at Royal Ordnance Factory Swynnerton is a valuable institution. The recommendation that it should continue to be developed is in accord with Ministry policy. The specific suggestion in Para. 83 that the length of the individual courses be increased was recently raised independently of the Report and considered by the Training Committee, when it was rejected, not because the Committee disagreed with it in principle but because of the staffing difficulties.

23. *Paragraph 84 and Recommendation (xvii)*

Courses in industrial problems and joint consultation should be run there for shop stewards.

Courses for Shop Stewards in industrial relations and the machinery of joint consultation have already been held at some Royal Ordnance Factories and consideration will be given to instituting similar courses at all factories.

While the advantages of central courses are recognised, it is observed that more people will benefit in less time from simultaneous courses at all factories.

24. *Paragraph 85 and Recommendation (xviii)*

Courses in subjects relating to cost control should be run there for supervisory and technical staff.

This recommendation accords with Ministry training policy.

25. *Paragraphs 86-92 and Recommendation (xix)*

The fourteenth recommendation should apply equally to the non-industrial staff of the inspectorates of the Chief Inspector of Armaments and the Chief Inspector of Naval Ordnance.

The Department agrees that there is a strong case for excluding the Junior Non-Industrial Staff in the inspectorates from general staff limitation. The Department has for some years been endeavouring to introduce "controlled inspection" in the Defence inspectorates, which would place the onus of physical inspection on the staffs of approved firms and the Royal Ordnance Factories. Such a system would result in the saving of a great many of the Department's directly-employed industrial inspection staff, but would involve a slight increase of Junior Non-Industrial Staff. The imposition of a staff "ceiling" has meant that the introduction of "controlled inspection" has been much impeded.

26. *Paragraphs 93-95 and Recommendation (xx)*

A committee should be set up immediately with instructions to report at the earliest possible date on the steps to be taken to reduce the numbers and duplication of inspectors and so to avoid the unnecessary disturbance of the Factories' production programmes.

The Minister and the First Lord of the Admiralty have considered and accepted the Committee's recommendation and the proposed Committee has been set up.

Ministry of Supply.
5th May, 1953.

Memorandum by the Treasury

RECOMMENDATION (xv)

The Treasury should make every effort to introduce experimental sick-pay changes in a few of the Factories, as suggested by the staff of the Medical Research Council who investigated the working of the sick-pay scheme (paragraph 76).

The Treasury agree that, before changes are made in the sick-pay scheme, it would be an advantage to carry out pilot experiments in or two Factories as recommended by the Committee. They and the Departments concerned have therefore carefully studied the suggestions made by the Medical Research Council investigators. Some of these suggestions give rise to practical difficulties, and alternative suggestions have been considered. The Treasury are now considering what proposals they should put forward for the agreement of the Trade Unions, and they hope that discussions can begin before long.

Treasury.
14th May, 1953.

APPENDIX II

**SUPPLEMENTARY DEPARTMENTAL REPLIES TO CERTAIN
RECOMMENDATIONS OF THE REPORTS OF SESSIONS 1946-47
TO 1950-51**

SESSION 1946-47

THIRD REPORT ON RESEARCH AND DEVELOPMENT

Memorandum by the Treasury

1. *Recommendation in Paragraph 94:*

Scientific Advisers should be appointed in all executive Departments where contacts with scientific work and ideas could be useful.

A list of Scientific Advisers is attached. As will be seen, these appointments have now been made in the Ministry of Defence, the three Service Departments, the Home Office, the Ministries of Agriculture and Fisheries, Fuel and Power, and Supply, in addition to the Ministry of Food which was mentioned in the original Departmental Reply. In no case has any other Department approached the Treasury for authority to make a similar appointment.

SCIENTIFIC ADVISERS

Admiralty

Deputy Controller (Research and Development) J. A. Carroll

Dr. Carroll is Deputy to the Third Sea Lord.

There is also a Chief Scientist, namely, the Chief of the Royal Naval Scientific Service, Mr. W. R. J. Cook.

Ministry of Agriculture and Fisheries

Chief Scientific and Agricultural Adviser (and
Director-General of the National Agricultural
Advisory Service)

Professor Sir
James Scott-Watson

Although Sir James Scott-Watson doubles the post of Chief Scientific and Agricultural Adviser and Director-General of the N.A.A.S., this arrangement will not necessarily be continued in future.

Air Ministry

Scientific Adviser R. Cockburn

Ministry of Defence

Scientific Adviser, and Chairman, Defence

Research Policy Committee Sir John Cockcroft

Deputy Scientific Adviser Sir F. Brundrett

Ministry of Food

Chief Scientific Adviser N. C. Wright

Ministry of Fuel and Power

Chief Scientist (functioning as Scientific Adviser) H. Roxbee Cox

Home Office

Chief Scientific Adviser E. T. Paris

Ministry of Supply

Chief Scientist (there is no Scientific Adviser as
such) Sir Harry Garner

War Office

Scientific Adviser to the Army Council H. A. Sargeant

Ministry of Works

There is now no Scientific Adviser. The work and staff were transferred to D.S.I.R. in 1950.

2. *Recommendation in Paragraph 107:*

Possibility should be considered of bringing certain technical colleges and institutes within the university framework.

1. The National Council mentioned in the Treasury Minute of 1947 on paragraph 107 of the Third Report of the Select Committee (Session 1946-47) was set up by the Minister of Education in 1948 in the shape of the National Advisory Council on Education for Industry and Commerce under the Chairmanship of Sir Ronald Weeks, K.C.B., C.B.E., D.S.O., M.C., T.D. The Council is composed of representatives of industry and commerce (employers and employees), Universities, local education authorities and teaching staffs, together with persons specially nominated by the Minister,

and its membership is so arranged as to give representation to all the Regional Advisory Councils and Regional Academic Boards and to include as wide a field as possible of industrial representation.

2. The Council conducts its day-to-day business through a Standing Committee of 24 persons. In addition, it appointed a joint Committee with the University Grants Committee to deal with questions that arise from time to time that concern both Technical Colleges and Universities.

3. The Council has addressed itself to the questions of increasing the supply of technologists by developing suitable courses in selected Technical Colleges and of considering the nature of the awards to be granted to students successfully completing technological courses at these Colleges. A draft Report was prepared in 1949 and submitted for comment to 145 professional, industrial and educational bodies, including the Scientific Advisory Council, the University Grants Committee and individual Universities. In the light of the comments received, the Council prepared its Report in final form, which was published in 1950 under the title, "The Future Development of Higher Technological Education".

4. In their Report, the Council were not averse from an extension of the affiliation arrangements which some Technical Colleges already enjoy with a number of Universities; but, on the evidence before them they did not believe that there was sufficient support either from the Universities or from the Technical Colleges to secure affiliation over the country as a whole. The Council recommended that a Royal College of Technologists should be established composed, at least so far as its Governing Body was concerned, of persons of the highest standing in the various fields of technology and acting as an award-making body for students successfully completing approved courses in selected Technical Colleges.

5. The three principal recommendations of the Council's Report were accordingly concerned with:

- (i) The development of new courses of advanced technology in selected Technical Colleges in close association with industry and with the co-operation of the Regional Academic Boards:
- (ii) The provision by the Minister of Education of increased financial aid to local education authorities and a more generous allocation for building developments in connection with such courses: and
- (iii) The establishment of a national body with the title, "Royal College of Technologists".

An announcement made by the Chancellor of the Exchequer on the 11th June last on the Government's general policy for higher technological education covered acceptance of the first two of these recommendations; as regards the third it was decided not to set up a College of Technology but to continue for the time being with the existing system of examinations and to remit the problem of providing a satisfactory award for students completing courses in advanced technology in Technical Colleges for further consideration by the National Advisory Council. Shortly after this announcement the Minister of Education announced in Circular 255 that the rate of grant on the expenditure incurred by local education authorities on approved arrangements for advanced technological study and research in Technical Colleges would be raised from 60 per cent. to 75 per cent. and this increase in the rate of grant took effect from the 1st August last. A further announcement (Administrative Memorandum No. 436) explained in more detail the type of course which the Minister is prepared to consider,

the duration and standard of such courses and the conditions under which it is expected that they will be conducted. The policy underlying these announcements is to encourage the development of advanced technology and research in a selected number of major Technical Colleges, most of which are centred in industrial areas and whose work will ultimately be devoted largely to this kind of advanced work. It is intended that a high degree of priority should be given to any accommodation needs which may arise as a result of the development of the advanced work in these Colleges.

3. *Recommendation in Paragraph 109:*

Resolution of British Commonwealth Scientific Official Conference on publicising various schemes for providing grants to research workers at home and overseas should be put into effect with the least possible delay.

To give effect to the resolution of the British Commonwealth Scientific Official Conference, the British Commonwealth Scientific Office (London), which was set up in 1948, has compiled a list of Inter-Commonwealth Post-graduate Scholarships in Science, which was published by H.M. Stationery Office in 1951. The entries are set out in tabular form showing all awards open to members of at least one Commonwealth country or colony other than the awarding one. In addition to the names of the scholarships and the agencies awarding them, details are given of the fields of study, where tenable, duration and value, closing dates for applications and the addresses to which these should be sent.

The list is on sale in the United Kingdom at all branches of H.M. Stationery Office (price 5s.) and in Commonwealth countries it may be obtained through their agents. When it was first issued wide publicity was given to the list throughout the Commonwealth and complimentary copies were sent to all the universities and other organisations whose awards are included.

The British Commonwealth Scientific Conference held in Australia in 1952 recommended that the list should be kept up to date from time to time, and material is now being collected for the second edition, although no publication date has yet been decided.

In addition the Association of Universities of the British Commonwealth has resumed publication, as in pre-war years, of a "List of Awards tenable at Universities in the United Kingdom", with a short list of awards tenable overseas. This is issued as an annexe to the Universities Handbook, and is distributed to the Universities of the Commonwealth by the Association. This list includes awards tenable in all faculties, and is not confined to scientific subjects. Unlike the B.C.S.O. publication, it comprises university awards only and does not include those tenable at other institutions. Some of the more important awards tenable overseas are included, but this part of the list does not claim to be exhaustive.

18th February, 1953.

SIXTH REPORT ON CIVIL AVIATION

Memorandum by the Ministry of Civil Aviation

RECOMMENDATION (2)

The Ministry of Civil Aviation should institute their own O. & M. division.

The Ministry, in February 1948, drew the attention of the Treasury to this recommendation and sought authority to institute an Organisation and Methods Branch. The Treasury, however, considered that an O. & M.

Branch should not be set up in any Department unless there were a continuing volume of O. & M. work sufficient to justify a team under an Assistant Secretary. While authorising a Methods Officer and requiring the Ministry to maintain a system of staff audits, the Treasury preferred that the Ministry should look to the Treasury (as it has continued to do) for O. & M. services in all major matters.

RECOMMENDATION (9)

The scale of landing fees should be reviewed.

As foreshadowed in the Ministry's memorandum of March, 1948, printed with the Committee's Fourth Report, 1947-48, a revised scale of landing fees was introduced on 1st May, 1948, which, with minor modifications, remains in force. The differentiation between charges at aerodromes with and without hard runways was abolished, the new common scale corresponding closely to the old hard runway scales. Concurrently, provision was made for reduced charges to aircraft operating short-stage internal scheduled services and for increased charges to large aircraft operating inter-continental services.

The revision had little immediate effect on the Ministry's total revenues; its object was rather to redistribute the incidence of aerodrome charges, thus complying, so far as possible, with Conclusion 9 of the Select Committee's Report. Short-stage internal scheduled services were alone felt to warrant special treatment, and for distances up to 115 miles reductions to levels between 20 per cent. and 50 per cent. of the standard fees were introduced, the resultant charges being thus considerably lower than those previously in force at either runways or grass aerodromes.

When, in May, 1952, the need to increase the revenue earned at the Ministry's aerodromes necessitated the introduction of passenger service charges on all international services, the scheme for reduced landing fees was extended in a modified form to short-distance international services of up to 115 miles stage length. At the same time, a slight increase was made in the scale of landing fees for inter-continental aircraft.

20th December, 1952.

SESSION 1947-48

THIRD REPORT ON THE BRITISH COUNCIL

Memorandum by the Foreign Office

Paragraphs 22 and 23

Procurement of brochures, etc., and books. Committee deprecated new centralized system under Central Office of Information and Her Majesty's Stationery Office.

As regards the procurement of commercially published books for the Council, the Foreign Office undertook, in their reply in July, 1948, that the new procurement procedure would be reviewed after six months' operation. As a result of this review, in which the Organisation and Methods Division of the Treasury took part, the procedure was modified, by a re-allocation of functions between the British Council and Her Majesty's Stationery Office.

The Central Office of Information continues to produce the brochures published by the Council.

RECOMMENDATION (v)

While Civil Service standards should be applicable in recruiting the bulk of the Council staff, conditions of entry to the new British Council service should not be so rigid as to exclude the employment of persons with special qualifications who might be unable to qualify under normal Civil Service Regulations, but whose abilities might be exactly those of which the Council stood in need (paragraph 36).

This point falls to be dealt with by the Council's Establishments and Pensions Sub-Committee, whose report with the Council's recommendation will shortly be available for submission to the Treasury (see reply to recommendation (vi)). The recruitment of persons with special qualifications would usually be on contract and they would consequently not be considered by normal established post criteria.

RECOMMENDATION (vi)

The necessary discussions with the Treasury and other Government Departments on the proposed permanent British Council Service should be carried out with all possible expedition (paragraph 37).

Considerable progress has been made towards implementing the Council's proposals for integrating their hitherto separate Home and Overseas Services and setting up a permanent establishment with Civil Service gradings and salary scales (paragraph 35).

All Council posts for London-appointed Officers throughout the world have been regarded in Civil Service gradings (Information Class gradings mainly but there are a few Professional and Scientific posts). With effect from the 1st July, 1950, all London-appointed Officers were assimilated to the new gradings and salary scales. With effect from the same date, all London-appointed staff serving in foreign countries and Commonwealth countries other than Colonies were given allowances related to the allowances of Foreign Service/Civil Service personnel serving in those areas but adapted to take account of differences in conditions of service. For a few areas, where no appropriate rate of Foreign Service/Civil Service allowances was immediately available, appropriate rates of allowances for Council staff have been introduced from a later date or are still being negotiated.

New Council staff regulations, on the lines of those for the Civil Service, have been drafted and will shortly be submitted to the Treasury.

An Establishments and Pensions Sub-Committee has been set up in the Council to formulate proposals for recruitment, security of tenure and revised pension rights for Council staff. These proposals will shortly be submitted to the Treasury but, as the recommendations of the Independent Committee of Enquiry into the Overseas Information Services may well have a bearing on the extent to which security of tenure can be accorded to Council staff, a final decision on these proposals can hardly be reached before the Government's decision upon the Independent Committee's recommendations is made known.

RECOMMENDATION (vii)

The Treasury should reconsider their decision to reject the scheme put forward by the Council for a bonus to be paid to staff who acquired proficiency in the language of the country in which they were stationed (paragraph 38).

The Treasury have undertaken to reconsider this proposal sympathetically and proposals will be put to them as part of the new Council staff regulations.

RECOMMENDATION (viii)

The size of the staff employed in the United Kingdom by the British Council should be investigated by the Treasury Organisation and Methods Division (paragraph 42).

The review of the Council home establishment by the Treasury Organisation and Methods Division was completed in 1950 and the report stated that . . . "The Organisation and Methods Team have in general found the Council to be operating economically and with clear practical objectives and with a good standard of financial control". A Complements Unit was set up as a result of a recommendation by the Organisation and Methods Division. Considerable reductions have been made in the Headquarters staff of the British Council since 1950 as a result of reductions in the Council's financial provisions. At the Council's request a review is still proceeding of their top level posts and organisation.

18th March, 1953.

FIFTH REPORT ON COLONIAL DEVELOPMENT

Memorandum by the Colonial Office

RECOMMENDATION (1)

Simplification of accounting procedure (paragraph 17).

There has been a marked improvement in simplifying C.D. and W. accounting procedures. Nigeria and Uganda have introduced contributory systems whereby their C.D. and W. allocations are taken up in annual subventions to departmental heads. In Nigeria, where Development expenditure is shown separately from Ordinary expenditure in the Estimates, C.D. and W. funds contribute to thirteen services on the basis of specified percentages (varying from 75 per cent. to 100 per cent.) of the expenditure incurred.

Many other territories, e.g. Tanganyika, Mauritius, British Guiana and Nyasaland, have devoted their allocations to a few large scale capital works.

Both these methods of utilising C.D. and W. funds have greatly reduced the accounting work involved. In the poorer, and especially in the grant-aided territories, however, it is unfortunately still necessary to make detailed provision by means of a number of separate C.D. and W. schemes for development services and staff. This precludes to some extent the simplification which has been achieved elsewhere. In the circumstances it must be expected that the smaller territories will have to continue to administer a relatively large number of schemes involving small sums, and the detailed accounting which these entail cannot be avoided.

RECOMMENDATION (2)

Need for additional financial provision and extension of period for existing development schemes (paragraph 19).

Most Colonial Governments have recently revised their 10 year Development Plans to take account of changed financial circumstances and of staff and supply difficulties.

As regards the C.D. and W. provision, it will be remembered that an additional £20 million, making up a total of £140 million, was voted by Parliament in 1950 in order that certain services of benefit to all Colonies, such as Research, could be expanded and that the central reserves could be replenished.

It is becoming apparent that owing to underspending in the first years of the 10 year period, it will probably be necessary to extend the life of the C.D. and W. Acts if the full provision is to be taken up and used to the best advantage. The Minister of State also made a statement in Parliament on 17th July, 1952, to the effect that "Her Majesty's Government recognised that the need which gave rise to the C.D. and W. arrangements will still exist after 1956 and they will in good time consider how best that continuing need can be met."

The whole question of the future of the C.D. and W. Acts is now under consideration in the Colonial Office.

RECOMMENDATION (11)

Appointment of Development Officers elsewhere than in Nigeria (paragraph 40).

Colonies were invited in April, 1948, to examine the desirability of employing Development Officers (including local candidates) on the Nigerian model. A number of Governments adopted the suggestion, e.g., the Gold Coast which created 21 such posts and the Gambia which created six. In Tanganyika and Malaya special staff has also been recruited to assist the Administration with development work in the field. Other Governments, however, have decided that the best method in the circumstances of pressing on with development is to strengthen their regular administrative and professional cadres.

RECOMMENDATION (14)

Establishment of O. and M. Section in the Colonial Office (paragraph 42).

As foreshadowed in Sir Thomas Lloyd's evidence before the Select Committee a special O. and M. course for selected Colonial Service Officers was run by the O. and M. Division of Her Majesty's Treasury in 1949. It was attended by 14 officers representing seven colonial territories. It has not been found possible to hold a further special course but approximately 20 officers representing 10 colonies have attended the ordinary O. and M. courses at the Treasury, and it is hoped that this arrangement will continue. In a few cases also Treasury O. and M. experts have been released to visit Colonial Governments and advise them on the spot. In the circumstances it has not been thought necessary to set up an O. and M. Section in the Colonial Office itself. It is in any case very doubtful whether such a step would be justified having regard to the need for economy and to the use which it has been possible to make of existing Treasury facilities.

RECOMMENDATION (15)

Advanced training courses for Colonial Officers (paragraph 51).

Owing to the difficulty which Colonial Governments still find in releasing senior officers for the length of time involved in advanced training, it has not been possible to initiate a general scheme or to establish a centre where such officers could gather at the end of their training. Governments are, however, encouraged to release senior officers for such training whenever possible, and when the opportunity occurs the necessary arrangements are made for individual officers. For example, a District Officer from Tanganyika has just embarked on a six months' course in France to be followed by a two months' tour in Madagascar.

The above refers of course only to the scheme for Sabbatical Leave, and not to the Second Devonshire Course, which provides training at Oxford, Cambridge, and London Universities for a considerable number of officers of approximately five-seven years' seniority each year.

30th January, 1953.

SESSION 1948-49

SEVENTH REPORT ON THE ADMINISTRATION OF THE NATIONAL HEALTH SERVICE

Memorandum by the Ministry of Health

RECOMMENDATION (2)

Reasonably accurate forecasts of expenditure should be possible.

It is now possible to estimate more closely the demand for the Services, but the difficulties have not been entirely overcome as the level of demand has been affected by the introduction of charges to patients for the pharmaceutical, general dental and supplementary ophthalmic services and a settled pattern has not yet emerged.

Moreover, epidemics, such as the outbreak of influenza in early 1951 which increased the number of prescriptions by some 9 millions at a cost of about £1½m., and the introduction of new and expensive drugs, e.g., chloramphenicol, the use of which added about £1·9m. to the estimated cost of the pharmaceutical service in 1951-52, cannot be foreseen when the estimates are framed.

RECOMMENDATION (4)

Review of administrative costs and staff of executive Councils by the Ministry of Health may be necessary later (paragraph 21).

The Treasury Organisation and Methods Officers estimated that if their recommendations on an investigation in the offices of nine Executive Councils could be applied to the staffs of Executive Councils generally, a total reduction of about 650 out of 4,056 staff employed by Executive Councils at the 25th March, 1949, could be achieved.

By the 1st January, 1952, the total permanent staff employed by the Councils had been reduced by 372 to 3,684. In addition, however, there were 340 temporary staff engaged for the special task of eliminating the inflation of the numbers of persons on doctors' lists.

In May, 1952, after careful scrutiny of the position as at the 1st January, 1952, Executive Councils were asked by the Ministry to review their staffs and to make reductions as a contribution to national economy and in accordance with the policy in the Civil Service.

As a result further reductions in the permanent staff totalling 260 have already been accepted by the Executive Councils. The Minister has approved basic establishments for a number of these Councils who appear to have accepted a sufficient reduction and is investigating the position of the others to see whether it is possible for greater reductions to be achieved. A total reduction in the permanent staff since the 25th March, 1949, of at least 632 is, therefore, envisaged compared with the figure of 650 suggested by the

Treasury Organisation and Methods Officers. Any additional reduction accepted as the result of the further investigations now being made will increase this total.

With the exception of the two largest Councils the number of temporary staff engaged in the elimination of inflation is now negligible. In order to expedite completion of this task authority was recently given to the two largest Councils to employ additional staff totalling 95 for a limited period of three months.

RECOMMENDATION (5)

Entry into medical profession should be facilitated and system of admitting doctors to Executive Councils' lists and of filling vacancies should be examined (paragraph 27).

A doctor who wishes to cease to provide general medical services is required to give three months' notice to the Executive Council concerned. There should, therefore, be no delay in filling vacancies in such cases. Where, however, a doctor dies, the immediate concern of the Executive Council is to arrange for the care of his patients. Normally this is done by arranging for other doctors in the area to look after them until a successor to the practice is appointed, or by the appointment of a locum.

As was envisaged in the last paragraph of the Departmental reply to this recommendation a memorandum giving guidance to Executive Councils was issued in December, 1949 after Regulations (S.I. 2341/49) giving effect, inter alia, to the provisions of Section 15 of the National Health Service (Amendment) Act, 1949, had been made.

Figures recently supplied by the Medical Practices Committee suggest that the average time taken to fill advertised vacancies had decreased in the last twelve months by about 12 days to an average of rather less than 10 weeks from the date of death or notification of resignation.

RECOMMENDATION (12)

A uniform system of costing should be devised as soon as practicable for the Hospital Services in England and Wales (paragraph 51).

Early in 1950 the Minister invited the King Edward's Hospital Fund for London and the Nuffield Provincial Hospitals Fund to undertake an investigation into unit costing at a number of representative hospitals in London and the provinces with a view to determining a system of costing most suitable to the hospital service. The reports of these two bodies have been received and are under consideration in consultation with the hospital interests affected. Meanwhile, as an interim measure, a relatively simple system of costing based on the existing financial accounts has been introduced with effect from 1st April, 1950, and the first returns for the year 1950-51, showing the costs of each hospital separately, were published by the Stationery Office in June, 1952. Copies were sent to all hospital authorities with the request that the fullest possible use should be made of the document and the causes of differences in cost between comparable hospitals investigated with a view to securing economy and efficiency in administration. An enquiry has recently been addressed to all hospital boards asking for information as to the results obtained from this investigation and the replies are under consideration. Returns for the year 1951-52 have now been published and the attention of hospital authorities drawn to the importance of comparative investigations.

March, 1953.

Memorandum by the Department of Health for Scotland

RECOMMENDATION (4)

In April 1949 Executive Council staffs in Scotland numbered 537, but by September, 1951, they had increased to 617 because of the recruitment of temporary staff for the work involved in eliminating the inflation of the numbers of persons on doctors' lists. By June, 1952, this major operation was nearing completion and the total staffs at that date had been reduced to 482 (including 39 temporary staff).

In June, 1952, a working party composed of representatives of the Department and of the Executive Councils was set up to investigate the staffing and organisation of representative types of Executive Council offices, and with a view to economy without detriment to efficiency to suggest a pattern of office organisation for adoption by Executive Councils generally. The working party completed their investigation in January, 1953, and in their report they put forward proposals which, if given effect to would, they estimate, reduce the total staff complement required for all Executive Councils to 404, that is a reduction of 78 on the June, 1952, figures (39 temporary and 39 permanent staff). The working party's recommendations are now being considered.

RECOMMENDATION (5)

Annual Reports of the Scottish Medical Practices Committee, published in the medical press, indicate the areas in which there is a special need for new doctors. Regulations made in June, 1950, speeded up the procedure for filling vacancies by entrusting appointments to the Executive Council (the local body) instead of to the Scottish Medical Practices Committee. The average time taken to fill vacancies advertised is now 10 weeks, from the date of death or of notification of resignation.

RECOMMENDATION (12)

The Scottish hospitals are continuing to operate the costing system described in evidence to the Committee during session 1948-49 and briefly outlined in paragraph 50 of the Seventh Report of the Committee. The analysis of costs which this system provides is made available to all Regional Hospital Boards and Boards of Management and enables comparisons to be made of the average patient and bed day costs of hospitals of similar size and type. While comparison between hospitals must be on some such generally applicable and uniform costing basis, the aim of the department is to introduce a system of functional costing in the larger hospitals which would show the cost of operating specialised departments within a hospital and enable Hospital Boards to check the efficiency of the services which are being provided. Such departmental unit costs would also lead to more effective control of expenditure. A pilot experiment in functional costing was therefore introduced into the Glasgow Royal Infirmary in April, 1951, which was modified later as a result of experience gained and after discussion with the Nuffield Provincial Hospitals Trust. Further experiments in functional costing are being carried out in two other large hospitals. The results of all these experiments, together with the recommendations of the reports made to the Minister of Health by the King Edward's Hospital Fund for London and the Nuffield Provincial Hospitals Trust will be studied by the Department in collaboration with the Regional Hospital Boards.

March, 1953.

ELEVENTH REPORT ON AGRICULTURAL SERVICES
Memorandum by the Ministry of Agriculture and Fisheries

RECOMMENDATION (14)

Every step should be taken to reduce the Machinery Service with a view to its abolition within a few years (paragraph 30).

The volume of work has declined to no more than one-quarter of the peak level. At the same time, the financial results have been greatly improved and the recovery of expenditure (including administration, depreciation and other overheads) is now approaching 90 per cent. as against 73 per cent. in 1951-52 and 64 per cent. in 1950-51. The operations now being undertaken by the County Committees are limited to opencast coal site restoration, re-seeding operations in isolated districts and a certain volume of cultivating and harvesting work which cannot at present be done by any other means. Encouragement has been given to private contractors but they have not been able to meet farmers' demands everywhere, particularly in the more remote and difficult areas. In twenty-one counties it has been possible to discontinue the Committee machinery service. The scope of operations in the remaining counties, and the financial results, are kept under continuous review.

RECOMMENDATION (23)

Notice should now be given that the Gang Labour Service will be progressively reduced with the object of ending its existence in 1952, except in so far as it may be necessary to retain a small mobile force for employment on reclamation schemes (paragraph 50).

The Gang Labour Service has been progressively reduced. It was continued after 31st March, 1952, in 14 counties only, and arrangements have now been made with the object of discontinuing it altogether by 31st March, 1953; in one or two counties the winding-up may take a few weeks longer.

RECOMMENDATION (40)

An immediate decision should be made as to the future of the 339,000 acres held by the Ministry (paragraph 84).

The greater part of the 339,000 acres of land held under requisition by the Ministry in 1948-49 has been returned to the original owners. Some 18,000 acres continue to be held under requisition, in addition to about 28,500 acres which have been or are being acquired compulsorily under Section 85 of the Agriculture Act, 1947. Land so purchased, or about to be purchased, is placed under the control of the Agricultural Land Commission.

Of the 18,000 acres under requisition about 7,500 acres is common land, where it is certain that de-requisitioning would be accompanied by a considerable fall in food production. Some 3,500 acres is awaiting the Minister's decision whether it will be necessary or not to purchase in the interests of continued food production. The remaining 7,000 acres is land which will eventually be used for building and would in the meantime produce no appreciable quantity of food unless held under requisition by the Ministry.

This requisitioned land is managed by the County Agricultural Executive Committees. It is nearly all let under licence by the Committee concerned and not farmed direct.

RECOMMENDATION (41)

Steps should be taken to reorganise the Ministry of Agriculture, and in particular the land management Divisions, in order to promote efficiency and achieve economy both in public expenditure and manpower (paragraph 102).

1. The Report of the Committee on the Organisation of the Ministry of Agriculture and Fisheries (the Ryan Committee) was published in February, 1951, and a Departmental Working Party was immediately appointed to examine the various recommendations.

2. A number of the Committee's recommendations have since been accepted, and a schedule is attached showing details of decisions so far reached. The remaining recommendations are being considered, but in the case of certain major recommendations the Minister has reserved his decision as follows:—

(a) *Proposal to separate the National Agricultural Advisory Service from County Agricultural Executive Committees.*

When launching the current Food Production Drive the Minister announced that he was not prepared "... especially at this critical moment—to decide even in principle, in favour of fundamental changes in organisation which would cause uncertainty and confusion".

(b) *Proposal to transfer Trading Services and routine functions from County Agricultural Executive Committees to "County Offices".*

Since county trading services are in a transition stage, the majority of which are running down rapidly, the Minister announced that he would reserve his opinion until he could "... see more clearly how the situation is likely to develop".

(c) *Proposal to create a "County Organisation Division".*

This proposal accompanies the "County Office" recommendations as in (b) above but is not likely to be implemented. If "County Offices" should be set up they would not be controlled by a "County Organisation Division". The recommendation has been fully considered and alternative plans have been discussed Departmentally with a view to avoiding the setting up of a new Division as recommended.

3. In 1948 there were four Divisions dealing with land questions, and there are still four today, namely: Land Division I, Land Division II, Land Use Division and Land Drainage and Water Supplies Division. No recommendations were made by the Ryan Committee concerning the Land Divisions. The Committee said in paragraph 163 of their Report:—

"In an organisation with such wide and varied functions as the Ministry there is bound to be from time to time a shift in the emphasis of the load falling on different parts of the Headquarters structure and we were glad to note that the Ministry recognises the need for a regular review of the organisation of Headquarters Divisions. From time to time the work requires reallocation of functions between Divisions. For instance, the Ministry is in the process of reorganising the Land Divisions. Again, the Land Drainage Division was split into two to accommodate the extra work arising out of new Land Drainage legislation, and we have noted that it is the Ministry's intention to amalgamate the two Divisions once more if there is sufficient reduction in the work load."

4. There has in fact been more than one review, since the Select Committee's Report, of the Land and Land Drainage Divisions, leading to a redistribution of functions so as to reflect changes in the volume of the

different items of work. One of these reviews led to the restoration of the original single Land Drainage Division. We have been unable, however, to manage with less than four Divisions in all. There have been several enactments since the war which have thrown work upon the Land Divisions, e.g., the Agriculture Act, 1947, the Town and Country Planning Act, 1947, the Agricultural Holdings Act, 1948, the Mineral Workings Act, 1951, etc. With the exception of Part I of the Agriculture Act, 1947, all of the Ministry's work arising from these Acts is dealt with in the Land Divisions and includes dealing with inefficient farmers and landlords under Part II of the Agriculture Act, 1947, the provision of security of tenure and other safeguards to farmers under the Agricultural Holdings Act, 1948, the management and disposal of requisitioned land, smallholdings schemes under Part IV of the Agriculture Act, 1947, and the restoration of agricultural land after ironstone working. In addition the Land Divisions deal with some of the older work of the Ministry concerning commons, agricultural rents, etc.; farm settlements; advisory work on estate management and farm buildings; work concerning farm drainage and water supplies, arterial drainage, and the provision of main water in rural areas; questions of land use and rural planning, etc. All this work cannot at present be done by less than four Divisions.

5. The responsibility for fostering efficient land management and stimulating improvements rests upon the Land and Land Drainage Divisions. The Committee will be aware of the importance of efficient land management as a means of increasing food production.

6. The number of Divisions in the Ministry will continue to be kept under review and there will be no hesitation in reducing the number of Divisions dealing with land whenever the volume of work permits.

RYAN RECOMMENDATIONS THAT HAVE BEEN DECIDED

R.P.*	Subject	Decision and Action
132	Regular visits of political authorities and senior officials to C.A.E.C.s	ACCEPTED in principle. These recommendations were broadly implemented by the late Minister's special delegation of responsibilities to Parliamentary Secretaries and the present Minister's decision to revive the wartime system of Liaison Officers to provide a personal link between himself and Committees.
132	Conferences of C.A.E.C. Chairmen.	
114	Concentration of out-posted staffs in County and Provincial Centres.	ACCEPTED. "Ad hoc" action being taken wherever (i) accommodation permits and (ii) undue hardship, disturbance and expense are not involved.
142	Finance/Accounting reorganisation.	ACCEPTED. Principal Finance Officer appointed (at Under Secretary level), 18th June, 1951. Accounting and Finance functions segregated.
149	Introduction of comprehensive Audit system.	ACCEPTED. Will be put into operation shortly as soon as the necessary arrangements can be made.
150	Transfer of Debt Recovery work from Economics Division to Finance Division.	ACCEPTED. Transfer effected 17th October, 1951.

R.P.*	Subject	Decision and Action
143-4	Devolution of Accounting functions.	ACCEPTED as a basis for investigations by Organisation and Methods Division. To date action has been taken as follows:— (i) Payment of Calf Rearing Subsidy decentralised 1st August, 1951. (ii) Payment of Hill Sheep/Cattle Subsidy decentralised 1st December, 1951. (iii) Payment of Capitation Bonus (Attested Herd Scheme) to be decentralised during 1953. (iv) O. & M. Report on local arrangements for salary, wage and expense payments now under consideration by Divisions concerned.
177	Technical oversight of county Drainage/Water Supply operations by professional Drainage Engineers.	ALTERNATIVE ARRANGEMENTS TO BE EXPLORED in view of shortage of professional Drainage Engineers. Establishment and Drainage Divisions are re-examining the possibility of sub-professional posts.
172	To consider decentralising summary work on Agricultural Returns.	RESERVED FOR ONE YEAR pending a trial of modified central collection arrangements (involving sampling, etc. processes) devised by Economics Division.
182	Ministry/Milk Marketing Board relationships.	ACCEPTED—purely formal, no action involved.
175	Decentralising Timber Licensing.	ACCEPTED in principle, but decision on form of devolution reserved in view of possibility that Control will be relaxed during 1953.
162	Regrouping of Divisions responsible for county trading services under one Under Secretary.	ACCEPTED. Implemented 18th June, 1951.
163	Scope for future amalgamations of H.Q. Divisions.	} ACCEPTED—purely formal, no action involved.
129	Deployment of ex-H.Q. technical staffs.	
	Various improvements in Trading Services:—	
152	(i) increasing standard charges in certain circumstances.	ACCEPTED. Already practised.
156	(ii) applying estimates/interim accounts to management of lands in hand.	NOT ACCEPTED. Farming operations considered unsuitable for these procedures, and the great bulk of lands in possession already relinquished.

R.P.*	Subject	Decision and Action
	Various improvements in Trading Services :— <i>cont.</i>	
157	(iii) developing the use of costings.	ACCEPTED. Being implemented wherever practicable, e.g., special costings system introduced for Field Drainage Services, 18th June, 1951.
158	(iv) training of County Staffs in business techniques.	ACCEPTED. Staff Training Branch are conducting special courses for established staffs.
158	(v) invoking specialist assistance from outside bodies.	ACCEPTED. Divisions concerned will invoke any necessary assistance "ad hoc", possibly through the medium of the British Institute of Management.
125	Measures for improvement in H.Q. Instructions.	ACCEPTED with reservations. All counties invited to raise suggestions for improvement; O. & M. Division and Editorial Section have examined these suggestions and a new system is being formulated by O. & M. Division.
	Review of statistical requirements and procedures:—	
171	(i) Agricultural Statistics Advisory Committee to make periodical reviews of regularly collected statistics.	ACCEPTED. O. & M. Division will make initial review of statistics collected from farmers by C.A.E.Cs. or other Divisions, and will refer to the Advisory Committee in cases of doubt, etc.
	(ii) Incorporation of statistical reviews in O. & M. "Planned Reviews".	ACCEPTED. Already practised.
172	Discontinuation of Parish summaries.	NOT ACCEPTED. Necessity for Parish summary process confirmed.
116	Review of the need for District Offices.	ACCEPTED. This review is now in progress and 38 offices have already been closed.
115	Economies in administration by combining counties for particular purposes.	ACCEPTED in principle. Some amalgamations are being effected particularly in the Finance and Trading Departments.
134	Special position of Welsh Department.	ACCEPTED. Post of Welsh Secretary upgraded to Under Secretary status from 2nd February, 1952.
37-9	Modifications to Farm Survey Procedure.	} ACCEPTED. Implemented in the "Farming Efficiency" Circular, 1st May, 1952.
42	Modifications to Supervision Procedure.	

*R.P." refers to paragraphs in the Ryan Report.

January, 1953.

TWELFTH REPORT ON DISPOSAL OF SURPLUS STORES AND FIXED ASSETS

Memorandum by Ministry of Supply

RECOMMENDATION (1)

Remaining war surpluses to be declared by 30th June, 1950 (paragraph 11).

The Air Ministry and the Admiralty now do their own disposals work, and M.O.S. acts as a disposals agent for the War Office only. We have, however, obtained a statement of the position from all three Service Departments, and the results are summarised below:—

- (1) *The Air Ministry* report that their declaration of war surpluses was completed by 30th June, 1950, with the single exception of ammunition, which is the subject of a separate Select Committee enquiry being dealt with by the Ministry of Defence.
- (2) *The Admiralty* was able to complete its declaration of war surpluses by April, 1951.
- (3) *The War Office* state that all war surpluses have now been declared with the exception of certain stores, mainly located overseas (e.g. in Egypt) where international developments have prevented the completion of declarations.

17th February, 1953.

Memorandum by the Ministry of Defence

RECOMMENDATION (2)

All surplus ammunition should be disposed of by the end of 1950 (paragraph 13).

As it was explained in the memorandum submitted to the Select Committee in July, 1950, the declaration of ammunition as being surplus to requirements, and the disposal of it, is a continuing process. With the lapse of time it is not now possible in many cases to differentiate precisely between the surpluses declared after the last war and those which have arisen since; but, broadly speaking, it can be said that the former have now been disposed of.

The disposal of ammunition declared surplus during the period since July, 1950, is proceeding by the most economical means. The process is necessarily slow because some of the ammunition is dangerous and has to be examined and detonated in specially built cubicles, while most of the rest has to be disposed of as a standby task in Royal Ordnance Factories by staff primarily occupied in manufacturing or filling new ammunition.

The position on 31st March was approximately as follows:—

<i>Department</i>	<i>Quantity of Ammunition Awaiting Disposal (tons)</i>	<i>Rate of Disposal under Department's own Arrangements (tons)</i>	<i>Rate of Handing over Surplus Ammunition to Ministry of Supply for Disposal (tons)</i>
Admiralty ...	1,700	50 a month	150 a month
War Office ...	8,000	675 a month	1,325 a month
Air Ministry ...	12,000	1,100 a month	3,400 a month
Ministry of Supply	46,000	20 to 25,000 a year	—

A review of current holdings of ammunition is at present being carried out, and further surpluses of War Office and Air Ministry ammunition may result from it. Disposal of these would probably proceed at about the current rates.

RECOMMENDATION (4)

An immediate enquiry should be made by the Ministry of Defence into the possibilities of providing cheaper alternative accommodation for members of the Services who are detailed for duty in London (paragraph 17).

A reply to this recommendation was sent to the Committee in June, 1950 and was included in Appendix I of their Sixth Report for the Session 1950. The following further report is now submitted setting out the position in regard to property held by the Service Departments on requisition in London as at 1st January, 1953.

Admiralty

The Admiralty still retain two units on requisition :—

3, Princes Gardens, Kensington (for W.R.N.S.).

6-8 and 15-17, Sussex Sq., W. 2 (for students of the Inter-Service Language School).

The expected date of release of these properties cannot be given.

War Office

In December, 1950, the War Office held on requisition 3 major groups and 11 minor groups, making a total of 50 individual properties. On 1st January, 1953, they held :—

3 Major groups

4 Minor groups

making a total holding of 30 properties. During the past two years twenty properties have been released by the War Department.

The position regarding the major groups of properties is as follows :—

(a) *Sloane Court Group*—Release dependent upon provision of alternative accommodation which is still being sought. Occupied by W.R.A.C. Provost, and N.A.A.F.I. staff.

(b) *Eaton Place Group*—Dependent upon provision of alternative accommodation for Home Postal Depot elsewhere in the London Area. It was hoped to re-house this unit in W.D. Barracks at Mill Hill, but owing to other commitments this is no longer feasible.

(c) *Rutland Gate Group*—Dependent upon finding alternative accommodation for Headquarters 1 A.A. Group in outer London.

No target dates for the release of these properties both in the major and minor groups can be given since either

(a) suitable and economical alternative accommodation has still to be found, or

(b) money has yet to be provided to carry out works services to accommodate them elsewhere.

The War Office have carried out a recent review of all requisitioned properties in London, and it is hoped that it will be possible to release a few of them by the end of this year.

Air Ministry

Of the three major properties held on requisition in June, 1950:—

- (a) *Princes Gate Court* was derequisitioned in August, 1950.
- (b) *Viceroy Court* was derequisitioned in September, 1950.
- (c) The whole of the residential part of 77, *Hallam Street* should be derequisitioned in the near future. Delay has been due to a request from the representatives of the owners. The garages will be retained to provide technical and administrative accommodation for No. 3700 Radar Reporting Unit, R. Aux. A.F.

As regards the minor properties, the position is as follows:—

- (a) *No. 23 Bridford Mews*
N.A.A.F.I. Approach made to negotiate lease for use as Social Centre by No. 3700 Radar R.U., R.Aux.A.F.
 - (b) *No. 97/99 Park Street*
U.S.A.F. Club U.S.A.F. have been asked to purchase or rent this building.
 - (c) *No. 144A Harley Street*
Air Ministry Dental Centre ...
 - (d) *No. 16 Avenue Road*
W.R.A.F. Transit Centre ...
 - (e) *No. 4 Devonshire Street*
Air Ministry Personnel Selection Board
- } These are required now. Investigations are being made as to how long these properties will be required. If required for some time they will either be bought or rented.

RECOMMENDATION (6)

A special effort should be made to derequisition all residential premises held by the Service Departments by the end of December, 1950 (paragraph 19).

RECOMMENDATION (7)

A special effort should be made to derequisition all land taken by Departments under Defence Regulation 51 by the end of December, 1950 (paragraph 22).

The progress made in the disposal of requisitioned buildings since the position in March, 1950, was reported to the Select Committee and printed in the 6th Report of the Committee for the Session 1950, is indicated in the following table:—

REQUISITIONED RESIDENTIAL PREMISES

			<i>Admiralty</i>	<i>War Office</i>	<i>Air Ministry</i>
31st March, 1950	201	238	214
31st December, 1952	98	128	76

The Services position may be summarised as follows:—

Admiralty

Fifty of the properties held are small houses the owners of which have refused to take them back with Admiralty employees as tenants; ways and means of getting them vacated over a period are under consideration. Many of the other houses will be purchased.

War Office

The properties now held represent the hard core of the derequisitioning problem. In many cases negotiations to acquire the premises are in progress. Where acquisition is not possible or the premises are not suitable for the unit in occupation it is intended either to purchase or lease other premises or to build alternative accommodation.

Air Ministry

Four of the properties held are in process of derequisitioning and two are awaiting the completion of leases while a further 35 will, it is hoped, be derequisitioned within the next few weeks. At least 15 of the remainder will be required permanently and negotiations for the lease or purchase of most of these have already been opened.

As regards requisitioned land the following table shows the progress made in reducing the acreage held under D.R.51 since the last report:—

LAND HELD BY THE SERVICE DEPARTMENTS UNDER D.R.51

		(acreage)		
		<i>Admiralty</i>	<i>War Office</i>	<i>Air Ministry</i>
31st March, 1950	8,800	167,000	60,000
31st December, 1952	4,000	89,800	41,200

The position of the Services may be summarised as follows:—

Admiralty

Of the Admiralty's acreage two-thousand acres are held for airfields and extensions and dispersed sites in connection with them, out of which 1,450 acres are under consideration for purchase and the remainder is expected to be released in 1953. Of the other two thousand acres, held for miscellaneous purposes, 1,200 acres are under consideration for purchase or leasing, 360 acres are in course of release following the recent announcement of the change of Government policy regarding sites of temporary defence works; the rest is made up of small sites the future of which is, at present, uncertain.

War Office

The War Office expect to acquire the major portion of the 89,800 acres at present held by them and negotiations are already proceeding except for a relatively small acreage where planning or other clearance is still required. It has already been established that some 9,750 acres are no longer required by the Department—approximately 250 acres of this total can be released as soon as the areas have been cleared and the remainder has been reported to the Temporary Defence Works Committee for restoration.

Air Ministry

Of the 41,200 acres now held by the Air Ministry, 11,800 acres are in use by other Government Departments both for flying and non-flying purposes. Progress in the disposal of this land has been retarded for a number of reasons including the necessity to retain airfields because of the expansion of the R.A.F. and the increasing requirements of the United States Air Force. It is intended to purchase either for R.A.F. use or for transfer to other Government Departments, principally for agricultural use, most of the land still held on requisition and the purchase programme will continue as rapidly as possible.

The desirability of disposing of requisitioned premises and land as soon as possible is fully recognised and the Service Departments are doing all that they can to achieve this. It is not possible, however, in present circumstances to fix a final date by which all the premises and land now held will have been surrendered, leased or purchased.

March and April, 1953.

NINETEENTH REPORT ON THE ARTS COUNCIL OF GREAT BRITAIN

Memorandum by the Treasury

RECOMMENDATION (1)

Proportion of overheads to income should be re-examined by the Treasury (paragraph 32).

1. The Note by the Treasury on the Conclusions and Recommendations of the Committee's Nineteenth Report mentioned that the cost of the Council's regional offices was being reduced by about 3½ per cent. or £2,000. The Council subsequently invited the Organisation and Methods Division of the Treasury to examine its general organisation and office arrangements. The Organisation and Methods Division's Main Report was presented in December, 1950, and two supplementary reports (*a*) Control of Expenditure in January, 1951, and (*b*) Accounting and Organisation Methods in May, 1951.

2. Careful consideration was given during the review to all aspects of the Council's costs in order to ascertain where further savings could be made. The conclusion reached was that there was little scope for further economies without corresponding changes in policy. A number of alterations were proposed in the top organisation of the Council and the regional organisation, but these changes were recommended in the interests of management efficiency, rather than economy.

3. The investigators also came to the conclusion that the Council's arrangements for financial control, particularly the supervision of the expenditure of its grants to other bodies, were not over-elaborate (as the Select Committee inclined to think) but that the tendency had been to pay too little, rather than too much attention to financial control. The security aspects of control—correct authorisation and payment within authorised limits—were found satisfactory.

4. Recommendations were made, and have since been put into effect, for the better use of financial control as an essential tool of management. Chief of these was the appointment of a Finance Officer of equal status with the Art, Music and Drama Directors and responsible to the Executive Committee. Suggestions were made for more effective collaboration between the Finance Office and the Directors in the control of each Director's use of the share of the Council's funds allocated to his work. Detailed proposals, most of which have been adopted, were made for improving the accounting system. The Finance Officer also presents to the Council in an improved form quarterly reviews of expenditure related to the estimates for the year, and this has resulted in the Council receiving a better conspectus of, and advice on, its financial position.

5. Since the submission of the Organisation and Methods Division's Report steps have been taken to effect considerable further administrative economies in the following ways:—

- (1) Closure of three Regional Offices as from 1st April, 1952, producing a net saving of about £4,350 in a full year.

- 088
- (2) A rearrangement of staff has resulted in the suppression of two posts and the down-grading of one with a consequent saving in salaries of £1,550. A further saving of about £1,000 will be produced when the re-organisation of the Finance Department is complete.
 - (3) The previously subsidised art activities of the British Institute for Adult Education have been amalgamated with the work of the Art Department producing a saving of £1,700.
 - (4) The publication of a monthly Bulletin was discontinued at 1st January, 1952, producing a saving of slightly more than £1,000 a year.

These savings, together with that of £2,000 mentioned in paragraph 1, are to some extent offset by increases in rent at 4, St. James's Square and by certain increases in salary; but it is anticipated that there will be a net saving in a complete year of not less than £10,000.

RECOMMENDATION (4)

Cessation of the use of the phrase "In association with the Arts Council of Great Britain" (paragraph 38).

The use of this phrase was reviewed by the Council at the end of the year 1950-51 and it was decided:—

- (a) That association should not be renewed with the following London Theatre Companies after 30th September, 1951:—
 - Tennent Productions Limited.
 - The Company of Four.
 - Associated Artists Limited.
 - Sherek Players Limited.
 - London Mask Theatre Limited.
- (b) To require the use of the phrase "In association with" in the case of the national institutions (i.e. Covent Garden, Sadler's Wells, the Old Vic and the Symphony Orchestras) and the provincial repertory companies.
- (c) To discontinue the policy of formal association with Arts Centres and Arts Clubs and to abandon the use of the phrase "In association with" in such cases, while continuing to furnish advice and help (including financial help) where appropriate.

The document known as the Standard Drama Agreement has been abandoned and a revised and simpler document under the title "Conditions of Associations" is now used in its place.

18th February, 1953.

SESSION 1950

SECOND REPORT ON STORAGE AND MAINTENANCE IN THE DEFENCE SERVICES

Memorandum by the Ministry of Defence

RECOMMENDATION (iii)

The War Office and the Air Ministry should make a full and careful costing of possible alternative methods of storage before any further large capital expenditure on traditional methods is embarked upon; and money should then be spent upon those projects which, judged in the light of such costings, are likely to give the best return (paragraph 13).

The Committee have enquired whether it has been possible to increase the use of non-traditional methods of storage since the Government reply to the recommendation which was printed in the Fourth Report of the Committee for the Session 1950-51.

A considerable amount of further experimental work on non-traditional storage has now been done. The methods tested or now being or to be tested are:—

- (1) sprayed plastic full coating of single pieces of equipment, using different types of protective material (cocooning) ;
- (2) partial cocooning ;
- (3) cocooning of bulk stores ;
- (4) plastic envelopes (for single pieces of equipment) which can be removed and used again ;
- (5) a weather proofing treatment for packing cases and a protective treatment for steel piping which will permit these items to be stored in the open.

The types of equipment which have been or are being tested with these treatments include aircraft (whole and part), aircraft drop tanks, artillery, boxed stores, steel piping and jerry cans.

Full and partial cocooning have already been found to be practicable for aircraft, artillery and certain other types of equipment although there are considerable difficulties to be faced when modifications have to be made to cocooned stores. Further tests will be necessary before the practicability of other non-traditional methods of storage can be established. Final proof of any method of long-term storage must necessarily be in itself a long-term process.

Comparisons of cost are being made between traditional methods of storage (e.g. covered storage or heavy and repeated greasing or painting of suitable equipment to enable it to stand in the open) and non-traditional methods. Present indications are that non-traditional methods are often as dear or dearer than traditional methods.

It is now the policy of the War Office and Air Ministry to use non-traditional storage where all of the following conditions are satisfied:—

- (a) where it is practicable ;
- (b) where it is less expensive than traditional storage ; and
- (c) where no traditional storage is available from the existing resources of the Department.

The position in relation to each Department is as follows:—

Air Ministry. In the past 18 months partial cocooning (covering of engines, turrets and perspex panels) has been approved for the short-term storage of aircraft in the open and an increasing number of aircraft is being so treated. No further use of proved non-traditional methods has been made because traditional storage available has been ample.

War Office. Cocooning has been adopted for the short-term storage of artillery equipments in the open. No other non-traditional methods of storage have yet been adopted since none has yet been proved in relation to W.D. stores to be both satisfactory and cheaper than traditional methods. There is a large outstanding requirement for traditional

storage for equipment not likely to be suitable for non-traditional methods and construction of traditional storage towards meeting this requirement has been continued.

RECOMMENDATION (viii)

Consideration should be given to the formation of a civilian organisation in which, on a voluntary part-time basis, women could learn a technical skill (paragraph 23).

The Government reply to this recommendation appeared in the Fourth Report of the Committee for the Session 1950-51. In this reply the Committee were informed that the formation of a voluntary, part-time civilian organisation, ancillary to the Reserve and Auxiliary Forces, for training women technicians was not practicable. It was, however, indicated that further consideration would be given to the possibility of a scheme directed to the training of civilian women in peace-time on a voluntary basis to assist with the current maintenance of Service equipment in the Services' civilian-manned maintenance organisations with a view to their becoming available for the reinforcement of the civilian labour forces of the Services in an emergency.

After a most careful examination of the proposal the Services have reached the conclusion that the practical difficulties which would arise in implementing such a scheme, and the very limited extent to which women could be trained in peace on a part-time voluntary basis, outweigh the potential value of the proposal.

Part-time training of women volunteers would have to be restricted to women able to take employment within daily travelling distance of their homes—any other class could not be relied on to be available in an emergency. Even if volunteers were prepared to undertake, say, four hours training a week, it would take about five years for them to attain the same degree of skill as could be acquired in, for example, a six months' full-time course. It would take women volunteers who wished to train for semi-skilled work about 12 months to achieve the standard which they would be expected to reach after two or three weeks full-time training when required. Even if volunteers were forthcoming for so long a part-time course, the Services would find great difficulty in providing instructors.

It is expected that in war the immediate requirements for maintenance personnel will be adequately met by current plans for the reservation of labour. Whilst additional skilled labour will certainly be required as the war progresses, there are now many more men and women than there were in 1939 with engineering experience, and many of these will undoubtedly seek employment or re-employment in the Services' civilian establishments should the need arise. Any training necessary for additional personnel requirements can it is considered be much better given on a full-time basis in the initial stages of an emergency.

Other considerations apart, the additional "overhead" commitments involved in embarking upon a scheme of this kind to any worthwhile extent constitute a formidable obstacle to its adoption at a time when the administrative, training, and maintenance establishments of the three Services are being stringently overhauled in order to improve the "teeth/tail" ratio in the Forces.

April, 1953.

SESSION 1950-51

THIRD REPORT ON REARMAMENT

Memorandum by the Ministry of Defence

A Departmental reply by the Ministry of Defence to recommendations made by the Select Committee on Estimates in the Third Report for the Session 1950-51 on Rearmament was included in the Fifth Report of the Committee for the Session 1951. The following further replies to the recommendations are now submitted:—

RECOMMENDATION (2)

The prices paid and the arrangements made for collecting scrap should be reviewed as a matter of urgency (paragraph 12).

The Iron and Steel Corporation of Great Britain has taken action on this recommendation. Scrap Drive activities have been effectively increased and extended with the result that collections of ferrous scrap from sources in this country during 1952 showed a substantial improvement over the reasonably satisfactory level achieved in 1951. Prices of scrap are controlled by the Ministry of Supply and not by the Iron and Steel Corporation. With a view to stimulating collection of scrap, prices were increased on 27th August, 1951, by very substantial amounts.

RECOMMENDATION (3)

The Ministry of Supply should quickly devise an effective method of allocation of all essential materials (paragraph 15).

Effective methods of allocation in respect of zinc, copper, aluminium, magnesium and nickel were devised and put into operation by the Ministry of Supply after consultation with trade interests.

RECOMMENDATION (7)

Urgent action should be taken to improve the present system of negotiation between the Ministry of Supply and the radio industry (paragraph 21).

On the completion of the review of the organisation of the Radio Production Departments of the Ministry of Supply it was decided to appoint a Director-General of Electronic Production. The Director-General took up his appointment on 5th November, 1951.

RECOMMENDATION (10)

Methods of reducing administrative formalities should be found and brought into effect where urgent defence building work has to be done (paragraph 34).

Continuous consideration is given by the Ministry of Supply to the difficult problem of simplifying the administrative formalities in building projects and minor adjustments of procedure are continually being made. At the present time it is felt that it would be difficult to achieve further simplification without endangering administrative and financial control.

RECOMMENDATION (16)

The experience which the Ministry of Supply may gain in building up a night shift at the Royal Ordnance Factory at Leeds should be used as a basis for advising and exhorting industrialists to accomplish the same results. Conversely, the Ministry should collate the experience of manufacturers in dealing with this problem, so that others may benefit (paragraph 46).

The Engineering Advisory Council was consulted on the question of shift-working in the engineering industry. The employer and employee representatives were of the opinion that industry possessed wide experience of shift-working. The employees suggested that it was a subject for normal negotiations within industry.

Since the discussion at the Engineering Advisory Council, further consideration has been given to the desirability and practicability of stimulating shift-working in industry generally. The advantages of shift-working, mainly the spreading of overhead costs, are fully appreciated by industry. A good deal of shift-working does now go on, partly in the normal course of production and partly for balancing purposes, for example, to get full value from scarce machine tools. The Government encourages shift-working in a number of ways, as in the provision of machine tools for defence work and in the granting of building licences for new industrial capacity. But, in general, labour is scarcer than capital equipment and an appreciable extension of the shift-working of existing capacity could not be brought about except by the concentration of industry in the most efficient factories. Such concentration would tend to occur when in the interests of industry itself, but its enforcement by the Government in time of peace is not warranted.

March, 1953.

Memorandum by the Office of the Lord President of the Council

RECOMMENDATION (14)

Action should be taken to bring to a head the discussion, between academic bodies and Departments, of the problem of training applied scientists and scientific workers, so that a definite improvement may in the future be achieved (paragraph 44).

1. In their departmental reply, published in the Fifth Report from the Select Committee on Estimates, Session 1950-51, the Ministry of Defence informed the Committee that "this problem is being pursued actively by the Ministry of Education and the Scottish Education Department in consultation with the Advisory Council on Scientific Policy and the University Grants Committee".

2. These consultations culminated in the Government's decision to build up at least one institution of university rank devoted predominantly to the teaching and study of the various forms of technology. On Thursday, 29th January (Hansard, 29th January, Cols. 135-136) the Financial Secretary to the Treasury announced that, in accordance with this decision, the Imperial College of Science and Technology would be expanded so as to increase the number of full time students from 1,650 to 3,000 during the academic quinquennium 1957-62 and also that resources would be made available for further developments in other parts of the country.

3. On the 1st August, 1952, the arrangements referred to in the Ministry of Education's circular number 255 became effective and the rate of grant on expenditure incurred by local education authorities on improved arrangements for advanced technological studies and research in selected technical colleges was raised from 60 to 75 per cent. A high degree of priority is to be afforded to any accommodation needs which may arise as the result of the development of the advanced work in these colleges.

4. These arrangements are additional to the substantial developments of higher technological education which are already in progress in different parts of the country.

5. In December, 1950, the Advisory Council on Scientific Policy set up a Standing Committee on Scientific Man-power "to study the future needs of scientific and technological man-power for employment both at home and abroad and to report to the Council from time to time". The last report of the Advisory Council (Cmd. 8561) which was presented to Parliament in May, 1952, was devoted to the report of the Scientific Man-power Committee. This Committee continues to keep under review the long-term aspects of the problem and is in close touch with the education departments and the universities. The more immediate problems are the concern of the Technical Personnel Committee of the Ministry of Labour.

21st April, 1953.

ELEVENTH REPORT ON REGIONAL HOSPITAL BOARDS AND HOSPITAL
MANAGEMENT COMMITTEES

Memorandum by the Ministry of Health

RECOMMENDATION (3)

Question of staffing of Hospital Service should be reviewed on a national basis (paragraph 28).

The review of administrative and clerical staff establishments mentioned in the Departmental reply to Recommendation 3 of the 11th Report Session 1950-51, is well under way. Over 280 Regional Hospital Boards, Hospital Management Committees and Boards of Governors have now been visited and establishments have been fixed by the Ministry for about 200. The establishments already approved show a reduction of approximately 5 per cent. on the previous establishments and a substantial number of re-gradings of staff have been agreed with the authorities and are being implemented. Five establishment review teams are at work and the aim is to complete the visits by the end of 1953. After the Minister has approved the establishments, any increases require the approval of the Regional Board in the case of Hospital Management Committees and the Ministry in the case of Regional Boards and Boards of Governors.

In the case of other staffs, reviews by visiting teams have now been limited to the staffs of Regional Hospital Boards and Boards of Governors, Regional Boards having been given the task of ensuring that Management Committees exercise proper economy in staffing their hospitals. Increases beyond the numbers employed by Management Committees on the 5th December, 1952, now require the Regional Board's approval. This policy has been adopted because it became apparent that the detailed review, hospital by hospital, of staff other than administrative and clerical staff, was going to take a long time if carried out by teams sent out from the centre. Other methods, therefore, needed to be introduced to achieve the same objects more rapidly.

Hospital authorities, the Regional Board participating in the case of Hospital Management Committees, have been asked themselves to review their establishments of all categories of staff other than administrative and clerical, to effect what reductions they find possible, and to seek approval (from the Ministry in the case of Regional Boards and Boards of Governors of Teaching Hospitals and from the Regional Board in the case of Hospital Management Committees) for any increases in the total of their present staff (the staff being for this purpose divided into four broad categories). The authorities have been given targets for staff reductions. Overall they have been asked to aim at counterbalancing any necessary increases by reductions

elsewhere. To enable this to be done, they have been asked, in the case of staff other than medical, dental, nursing and midwifery, to aim at a reduction by October, 1953, of 5 per cent. on the number employed on 5th December, 1952.

RECOMMENDATION (9)

Consideration should be given to splitting the South-West Metropolitan Region into two Regions (paragraph 37).

After consulting all the parties concerned in this matter and having carefully considered all the views expressed, the Minister reached the conclusion that no substantial advantage would be gained by the creation of a separate Region and Regional Board for the Western Area of the South West Metropolitan Region. It appeared to him that the desired objectives could probably be attained more economically, and without the loss of the advantages at present deriving from the existence of a single Region, by delegation of powers more freely to the Western Area Committee rather than by creating a new Region and a new Board. The Regional Board were therefore asked to consider how this wider measure of delegation might be achieved, and their views were sought on a number of suggestions which appeared to the Minister to be practicable. These suggestions were discussed by representatives of the Board and the Western Area Committee with officers of the Ministry, and the Committee subsequently prepared detailed proposals indicating how in their view the suggestions might be implemented. These proposals were found unacceptable by the Board who have reported them to the Ministry together with their own suggestions for modifying the existing arrangements. The matter is now being further considered by the Ministry.

March, 1953.

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