

433

FIFTH REPORT
FROM THE
SELECT COMMITTEE ON
ESTIMATES

TOGETHER WITH THE MINUTES OF EVIDENCE
TAKEN BEFORE SUB-COMMITTEE C
AND APPENDICES

Session 1950

GOVERNMENT INFORMATION SERVICES

Ordered by The House of Commons to be Printed
25th July 1950

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Friday, 17th March, 1950

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. Arthur Allen, Mr. Heathcoat Amory, Mr. Alexander Anderson, Mr. Awbery, Mr. Nigel Birch, Mr. Champion, Wing Commander Geoffrey Cooper, Viscountess Davidson, Sir Ralph Glyn, Mr. Gunter, Viscount Hinchingsbrooke, Wing Commander Hulbert, Mr. John Lewis, Mr. Selwyn Lloyd, Mr. Low, Sir Hugh Lucas Tooth, Major Niall Macpherson, Mr. Manningham-Buller, Mrs. Middleton, Mr. Hopkin Morris, Mr. Thomas Reid, Mr. William Ross, Mr. Sydney Silverman, Mr. Norman Smith, Mr. Snow, Mr. Spearman, Mr. Summers, Mr. Turton, Miss Ward, Captain Waterhouse, Mr. William Wells, Mr. West, Mr. Frederick Willey, Mr. Yates and Mr. York.

Ordered, That Seven be the Quorum.

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. Adams.)

Tuesday, 25th April, 1950

Ordered, That Mr. Frederick Willey be *discharged* from the Select Committee on Estimates; and that Mr. Diamond be *added* to the Committee.—(Mr. Robert Taylor.)

The cost of preparing the Shorthand Minutes of the Evidence taken before Sub-Committee C was £179 7s. 6d.

The cost of printing and publishing this Report is estimated by H.M. Stationery Office at £690 0s. 0d.

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FIFTH 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 Fifth Report:—

GOVERNMENT INFORMATION SERVICES

INTRODUCTION

1. Your Committee have inquired into the Estimates for the Government Information Services. They have taken evidence from the Treasury, the Central Office of Information and H.M. Stationery Office; the Admiralty, the War Office, the Air Ministry and the Home Office; the Ministry of Food, the Ministry of Labour, the Ministry of Transport, the Economic Information Unit of the Treasury, and the National Savings Committee; and the Colonial Office and the Commonwealth Relations Office. They have also received memoranda from the Foreign Office, the Board of Trade, the Post Office (on behalf of the B.B.C.) and the British Council.

The scope of the inquiry

Cmd. 7949

2. Owing to the shortness of the present session, Your Committee have not been able to take evidence on all the Government Information Services. They were unable to inquire fully into the information services of the Foreign Office, which together with the B.B.C. Overseas Service and British Council services are expected to cost £9,230,450 out of the total proposed expenditure of £14,979,750 on all information services. Your Committee concentrated their inquiry on a number of home Departments, the Colonial Office, the Commonwealth Relations Office, the Central Office of Information* and H.M. Stationery Office. Expenditure by home Departments, whether it is to be incurred on their own Votes, or on the Vote of the Central Office or of H.M. Stationery Office, is estimated at £4,157,800. Expenditure by the Colonial Office and the Commonwealth Relations Office at home, similarly incurred, is estimated at £128,350, and expenditure overseas at £1,453,950. The following table shows how expenditure, as estimated in Command Papers 7697 and 7949, † has decreased:

	1948-49**	1949-50**	1950-51
	£	£	£
	Gross	Gross	Net
Home Information Services	5,343,000	5,168,050	4,157,800
Overseas	11,483,000	11,211,000	10,821,950
Total	16,826,000	16,379,050	14,979,750

Your Committee consider that the large expenditure on publicity by or on behalf of the Foreign Office merits a detailed inquiry, and they hope that the Select Committee on Estimates of next Session will see fit to examine the Foreign Office Vote.

* Hereinafter referred to as the Central Office.

† These figures, as explained in the Command Papers, are not strictly comparable.

** The figures for 1948-49 and 1949-50 do not take account of H.M. Stationery Office receipts.

The Report of the Committee on the Cost of the Home Information Services

3. Your Committee have been greatly assisted in their inquiry by the work done last year by the Committee on the Cost of the Home Information Services under the chairmanship of Sir Henry French, G.B.E., K.C.B. The origins and scope of the Home Information Services, and the part played by the Central Office of Information, are clearly analysed in paragraphs 4-10 of that committee's report,* making it unnecessary to repeat such a description here. Your Committee are pleased to note that the recommendations of that committee have in general been adopted by the Departments to whom they applied, and have resulted in a considerably lower estimate for expenditure on home information services for the current year. However, since the report of that committee was presented to the House in November, 1949, there are changed circumstances, as a result of which Your Committee consider that further economies are possible; in certain instances they also consider that the conclusions of the report can be carried a stage further. Mention is made of such instances in paragraphs 6, 9 and 34 below.

FINANCIAL CONTROL

4. Your Committee have inquired into the methods by which expenditure on publicity is controlled, and in particular into the part played by the Central Office in this process. The Central Office is a common service Department like H.M. Stationery Office, and works only upon the initiative of a Ministerial Department requiring its technical services. Theoretically, therefore, the Central Office has no influence over the level of expenditure, except in so far as it can do a given thing economically or wastefully. It is for the sponsoring Department to define what it is trying to do in the field of publicity and to say how much public money it considers can justifiably be spent in securing that end, because it is the responsibility of that Department to estimate the value of what it is trying to achieve. However, the Director General of the Central Office stated that the Office, by virtue of the fact that it must discharge a central planning function in the absence of anybody else to do it, had in practice acquired a quite substantial influence over the level of information expenditure. Your Committee recognise that the technical knowledge in the Central Office must be given full weight when the level of expenditure by a Department is under discussion. It is at this stage that there is close consultation between the Central Office and the Departments, and in the choice of media for a campaign the Central Office exercise a planning function. Yet Your Committee think it right to draw attention to the danger that the central agency, a technical and executive department, may tend to relieve the Treasury of some of their final responsibility for the level of expenditure.

5. The present system of voting expenditure on publicity tends to blur the sponsoring Department's responsibility. The services performed by the Central Office are borne on the Central Office's Vote, and are shown only as an allied service in Part II of the Estimate of the sponsoring Department. Consequently, the Department which has in fact initiated the expenditure is not accountable for it to Parliament. This system does not make for economy. The Committee on the Cost of the Home Information Services, in paragraph 34 of their Report, pointed out that policy responsibility and immediate financial responsibility are separated in the present arrangement, and that there is a danger that this division of responsibility may, without safeguards, lead to wasteful expenditure. The committee went on to say that the

* Cmd. 7836.

scrutiny and criticism of information proposals had not hitherto been as thorough in the initiating Department as the criticism of proposals, the cost of which was to be borne on its own Vote. The committee therefore recommended a procedure by which requests to the Central Office should in all cases receive approval in the initiating Department by a senior official in respect of policy and by the finance division from the point of view of expenditure.

6. While Your Committee recognise that this procedure would help to secure stricter control, they think that the responsibility of the initiating department should be further emphasised. In their final Report the Committee on the Form of Government Accounts laid down the general principle that where a supplying Department (such as the Central Office), although it may be in a strong position to influence the manner in which it spends on behalf of the sponsoring Departments, is not in a position to exercise adequate control over their demands, the sponsoring Departments should bear the cost of the services they receive on their own Votes. In the opinion of Your Committee the Central Office is precisely in this position, and they therefore recommend, subject to the approval of the Committee of Public Accounts, that the services which the Central Office renders to other Departments should in future be borne on their Votes. At present it is not possible to ascertain without detailed inquiry whether Departments have overspent or underspent their allocation of Central Office expenditure. If it were borne on their own Votes, this allocation would appear in the Appropriation Accounts, and come under the scrutiny of the Committee of Public Accounts. For these reasons Your Committee consider that the additional accounting work involved would be justified.

Provision for contingencies

7. Your Committee have had evidence that Departments have underspent their appropriations for publicity in the past. Where this has happened as the result of economy during the year it is laudable, but several Departments, including the Economic Information Unit of the Treasury, have in the current year set aside large sums for contingencies without any known specific need for publicity. The practice of over-estimating has always been condemned by the House as an offence against the principles of Parliamentary control of expenditure. It encourages extravagance, and in the present financial stringency it may deprive other Departments of the opportunity of using the money for more useful purposes. Your Committee therefore recommend that the Treasury, when examining the estimates of the Departments for publicity, should permit provision for contingencies only when there is a good reason shown that they are likely to occur.

EXPENDITURE BY THE CENTRAL OFFICE OF INFORMATION

8. The three most expensive media for publicity are press advertising, posters and films. The following table shows the estimated expenditure on these three media:—

Medium of Publicity	Estimates (excluding overheads)		Total estimated cost (including overheads) 1950-51	Figures in last column as per- centages of C.O.I. Vote for 1950-51
	1949-50	1950-51		
Press Advertising	£867,000	£763,000	£797,000	26.6
Posters	£574,500	£253,000	£278,000	9.1
Films	£884,250	£597,500	£924,000	30.7

Annex 21
Civil
Estimates
Class VII
Vote 10

Press and Poster Advertising

9. Your Committee are pleased to note that there has been a reduction in expenditure on posters and press advertisements, and that in general the recommendations contained in paragraphs 31, 39 and 40 of the Report of the Committee on the Cost of the Home Information Services have been carried out. Your Committee would emphasise that strict attention should be paid to the 12th recommendation of that committee, that press and poster advertising should be used only for the purpose of enlisting some specific action which can reasonably be expected from the public to which they are addressed. Your Committee consider that greater efforts should be made to find out whether the action desired can in fact be reasonably expected to result from the campaign proposed.

Films

10. As has been noted in paragraph 8, the total estimated expenditure on films in 1950-51, including headquarters staff and all relevant overheads, is little short of one million pounds. This is a substantial sum which requires to be justified. Two-thirds of it is accounted for by films for home audiences. The production of these is estimated to cost £340,000 and their distribution £326,000 (including overheads in both instances). An indication of the expensiveness of the film as a medium of publicity is the fact that a 10 minute film costs on an average over £5,000 to make and distribute.

Annex 21
Table III

11. Your Committee have been informed that the Central Office are devoting more of their production to films designed for specialist audiences. This limitation should secure considerable economies, but only if the Central Office and the sponsoring Departments define more narrowly what they mean by "specialist". Evidence given to Your Committee showed that many films are being made which are specialist only in the sense that they are made for a particular section of the community. They are not specialist in the sense that they deal with specialised technical subjects. A number of films were shown to members of Your Committee from a selection which they had made. They are aware that the selection was not representative of the total output of the Central Office, but they are of opinion that some of the films they saw should not have been made and that the expenditure on them was wasteful. Departments should not press for the use of expensive means of publicity where other and cheaper means could as well be used. Your Committee recommend that films should not be made for home distribution unless they are intended to give information in technical subjects, or as an adjunct to training in them, and unless a film is either the cheapest way or the most effective way to give such information or training.

Q. 1800
1816

Annex 22

12. Your Committee consider that the expenditure incurred in distributing films at home is too high. The largest proportion of this estimated expenditure is on mobile film units administered by the film officers in the regional offices of the Central Office. It is estimated that these units will cost £177,580 in 1950-51. Your Committee are pleased to note that the number of units has been reduced from 145 to 100 in the past year and that the various bodies which use information films have been buying their own projectors. Your Committee welcome this process and hope that it will be hastened; a rapid reduction of the number of units run by the Central Office might then be expected. Your Committee consider that such a reduction will result in less work for the regional film officers, and should make economies possible in the staffs of the regional offices.

Annex 22
Q. 1793-
1812

Q. 1866-7

Annex 19

13. The post of Government Cinematograph Adviser was created by the Treasury in 1924. His department is attached to H.M. Stationery Office, and is responsible for advising Departments on the storage of films. He advises the Ministry of Works on the construction of Departmental cinemas and controls three of them. He is Chairman of the Inter-Services Training Film Committee, and advises Departments on Service training and welfare films. He is also stated to be responsible for providing the necessary element of centralisation and co-ordination in Government film work generally. Now that there is a Films Division of the Central Office, Your Committee do not consider that there is sufficient justification for the retention of a separate Government Cinematograph Adviser's department within H.M. Stationery Office, and they recommend that the duties of this department should be taken over by the Films Division of the Central Office.

Books and Pamphlets

Annex 23

14. The evidence given to Your Committee shows that a very large quantity of books and pamphlets, some for sale, some free, are put out each year by the Central Office. This is done at the request of Departments. Your Committee, having considered these publications, doubt whether a number of them are of real importance to the work of the Department which orders them. It would seem that the existence of staff and facilities in the Central Office for the production of such publications encourages Departments to embark on them without apparent real need. Your Committee recommend that the Treasury should review the necessity for all current publications which the Central Office produces and examine all requests for new publications. They further recommend that such publications should not be continued or proceeded with, unless and until there is agreement between the Treasury and the promoting Department that they are really necessary. Your Committee believe that a reduction in the number of publications would result from this procedure, with the consequent possibility of a reduction of the staff of the Central Office engaged in this work.

15. Your Committee are concerned lest the efforts of H.M. Stationery Office and commercial firms to sell official and private books, magazines, etc., at home and abroad should be adversely affected by the reproduction of the same information in free publications by the Central Office, and they entirely endorse the recommendation of the Committee on the Cost of the Home Information Services that there should be no free distribution of a publication which has been placed or is going to be placed on sale.

16. Your Committee have inquired into the work of H.M. Stationery Office, in order to find out whether the printing and publishing of the publicity material produced by the Central Office is carried out efficiently and with due regard to economy. They are satisfied that this is so.

Qs. 1565-
2174

17. H.M. Stationery Office act as publishers, in that they decide the numbers to be printed of any publication for sale, and its price, and arrange for its printing, distribution and sale. They have great experience of the market for government publications of all sorts. Your Committee therefore consider that H.M. Stationery Office should play a more prominent part in the initial stages of a publicity project which entails the use of pamphlets or books. They recommend that a representative of H.M. Stationery Office should take part in the initial discussions on any publication, to advise whether or not it is likely to be saleable. Your Committee consider it important that H.M. Stationery Office should be made aware of the Central Office costs

at the initial stage; this would also enable the sponsoring Department to decide whether the project is worthwhile. H.M. Stationery Office and the Central Office should take every step to ensure that publications not only convey information effectively but also that they will be saleable.

THE HOME INFORMATION SERVICES

18. Your Committee have taken evidence from those Home Departments which propose to spend the largest sums on information services in 1949-50. Of these, the Service Departments (including the Civil Defence Branch of the Home Office), the Ministry of Labour and the Economic Information Unit of the Treasury, follow the normal procedure, which is as follows:—

- (i) The Department decide that publicity is required to assist in carrying out a particular policy.
- (ii) They request the Central Office to carry out the campaign, and the Central Office is responsible for the use of the correct media and, if it is thought necessary, for the hiring of a commercial agency.
- (iii) The cost of carrying out the campaign is borne on the Vote of the Central Office. Printing costs are borne on the Vote of H.M. Stationery Office.

19. The Ministry of Transport carry out their road safety campaign through the Central Office, but all costs are paid out of the Road Fund. This arrangement ensures that there is no concealed subsidy to the Royal Society for the Prevention of Accidents (*see* paragraph 25 of this Report). The Ministry of Food and the National Savings Committee have independent publicity departments which do not use the services of the Central Office but deal directly with commercial agencies when technical services are required.

The Defence Departments

20. The estimated expenditure by Defence Departments is shown in the following table:—

	1949-50	1950-51
	£	£
Admiralty	144,800	109,950
Air Ministry	358,400*	303,100
† Home Office	—	112,400
War Office	459,900	384,350
Totals	£963,100	£909,800

Cmd. 7697
Cmd. 7949
Annex 8

21. The aims of the publicity of the Service Departments are (a) to create or maintain goodwill towards the Services in the public mind, and to make known to the public the activities of the Services so far as security considerations allow; and (b) to induce young men and women to join the regular and auxiliary forces. The two aims interlock, as maintenance of public goodwill does much to assist recruitment. The Service Departments use the Central Office as an agency for major campaigns, especially in the expensive media of press and poster advertising. They themselves undertake local publicity, small exhibitions and displays, parades, etc. The Government Cinematograph Adviser assists them in arranging for training and welfare films to be made by commercial firms. Your Committee recommend that the Services should use the Central Office for this purpose (*see* paragraph 13 of this Report).

Annex 3
Annex 4
Annex 9
Q. 553

Q. 479
Q. 306-9
521-9

Q. 316-21

* Corrected figure. *See* Annex 6.

† Civil Defence expenditure only.

Q. 330-3 22. One of the problems facing the Services in their attempts to obtain recruits is that of finding out whether their expenditure on publicity is achieving commensurate results. The problem of obtaining enough recruits varies with each service, particularly as each service, and branch of each service, needs a different type of recruit. The Navy needs few recruits in the current year, and apart from certain technical ratings, is getting as many volunteers as are needed. The other Services are less fortunate. Their needs are very much greater than those of the Navy. The R.A.F. is having particular difficulty in manning specialist branches, and fewer recruits have been coming forward recently in spite of increased expenditure on advertising. The Home Office have so far had little success in obtaining Civil Defence volunteers, though possibly their main publicity campaign will have an effect.

H.C. Deb. 20th March, 1950, col. 1566
 H.C. Deb. 4th July, 1950, col. 226
 Q. 313-4 378-80

23. The War Office appear to be faced with a most difficult task. So long as the present rate of re-engagement remains so low, about 35,000 recruits a year are needed to continue a satisfactory build-up of the Army. The evidence given to Your Committee showed that this need is unlikely to be met. Conditions of service, particularly the unfavourable comparison which is drawn between Army and civilian life, are factors entirely outside the control of the information department of the War Office, but it is these conditions which are deterring recruitment. Faced with such large needs, which recruiting campaigns cannot be expected to satisfy, it is extremely difficult for the War Office to decide what sum they should reasonably spend on publicity, and what number of recruits they should expect for any given expenditure. It is therefore all the more important that every effort should be made to find methods which will give more exact information of the value of a publicity campaign for recruits. The Home Office, in their campaign to recruit volunteers for Civil Defence, have taken a step towards this end by conducting a social survey before the launching of press publicity, so as to ascertain the attitude of potential recruits. The Air Ministry have made use of a small statistical section which is doing useful work in checking the effectiveness of publicity. Your Committee recommend that the Admiralty and the War Office should study these methods with a view to their adoption before embarking on any large-scale publicity campaign. Your Committee were informed by the Departments that they would welcome more recruiting speeches made by Ministers and other leading statesmen. The evidence taken reinforces the conclusions reached in paragraph 30 of the Report of the Committee on the Cost of the Home Information Services.

Q. 426 434-7

Q. 301-2

Q. 306 515-20 Annex 5
 Q. 234-5

24. The Air Ministry and the War Office are employing a number of Public Relations Officers in different parts of the country and abroad. The Admiralty prefer to use serving officers who look after public relations in addition to their normal duties. Your Committee recognise that the Admiralty's position in this respect is slightly different. Nevertheless, this practice is more economical and has the advantage that a serving officer with intimate experience of service life is more likely to inspire confidence in a potential recruit than a journalist whose acquaintance with service life in peacetime may be superficial. The regional officers of the Central Office should be capable of dealing with inquiries by the Press which require a knowledge of journalistic technique rather than of service life. Your Committee therefore recommend that the War Office and the Air Ministry should adopt the Admiralty practice of using experienced serving officers to carry out public relations work in regions and abroad, in addition to their normal duties.

The Ministry of Transport (Road Fund)

25. The Ministry of Transport estimated their expenditure on Road Safety publicity as £480,000 in 1949-50, and as £393,000 in 1950-51.* These estimates include provision for grants to local authorities of half their actual expenditure, and subventions to the Royal Society for the Prevention of Accidents for approved activities. Although the services of the Central Office are used for the production of posters and press advertisements, the whole cost of such work is borne on the Road Fund Vote, so that the Central Office does not give a concealed subsidy, in addition to the grant, to the Royal Society for the Prevention of Accidents.

Annex 10
Q. 770-9

Q. 2418-20

26. The Road Safety propaganda campaign was begun in November, 1945, as the result of the recommendations of a committee on road safety set up in 1943. Expenditure has steadily fallen from £646,000 spent in 1947-48 to the present estimate of £393,000. The direct expenditure by the Ministry on the campaign has fallen from £490,000 spent in 1947-48 to an estimate of £100,000 in the current year.

Annex 9

Annex 10

27. There is not enough evidence available for a proper judgment of the effectiveness of the campaign. However, certain salient facts emerge. According to the results of a social survey of the public attitude to road safety, completed in September, 1948, the immediate results of the campaign were increased awareness of traffic dangers and of the actions to be taken to avoid them. Within a short space of time, however, the effects wore off. The author of the survey came to the conclusion that the public, as a whole, had become immunised to further traffic danger warnings, and that the temperament of the individual, and his consequent actions on the road, were not greatly affected by visual propaganda. Your Committee consider that these conclusions are not surprising and that other steps, such as the continual training of children in road safety, so that their reactions become almost instinctive, and the improvement of road conditions, are more likely to have an effect.

28. The ratio of the total number of accidents in the United Kingdom to the total vehicle-mileage has decreased since before the war. It is estimated that deaths from road accidents are about 600 fewer per year than they would be if the ratio had remained the same. If this were entirely due to road safety publicity, then the Ministry's expenditure would undoubtedly be justified.

29. Your Committee doubt, however, whether a conclusion so favourable to road safety publicity can be drawn. The figures supplied to them are estimates for the years up to and including 1949. In the post-war years, petrol rationing caused the mileage run by private cars to fall to little more than half the 1938 level. On the other hand, the mileage run by commercial and public service vehicles has considerably increased since 1938. Whereas the ratio of private vehicle mileage to commercial and public service vehicle mileage was about 19:10 in 1938, it had altered by 1949 to about 11:13. As the ratio of accidents to mileage is less for commercial and public service vehicles than for private vehicles, it appears to Your Committee that the decrease in the number of miles travelled by private cars may have affected the total accident rate as favourably as publicity may have done. There is

Q. 763

* For a reconciliation of these figures with the figures given in Cmd. 7697 and Cmd. 7949 see Annex 10.

also the factor of administrative action to be taken into account; improvements at road junctions and cross-roads, road widening, etc., have no doubt played a part.

30. Your Committee do not consider that there is enough evidence to show that publicity has caused a drop in road casualties. It is now two years since the public reactions to the road safety campaign were tested. Your Committee recommend that a social survey should be undertaken immediately to find out how far road users have been affected by road safety publicity. If the results of this survey show that there has been little or no effect, further money should not be spent on publicity, but the Ministry of Transport should concentrate their activity on administrative action, whilst the Ministry of Education continue their efforts to ensure that all children are trained in road safety measures.

The National Savings Committee

Cmd. 7697
Cmd. 7949

Q. 702-5
714

31. The estimated expenditure for National Savings publicity in 1949-50 was £501,100; in 1950-51 it is £404,200. The aim of the National Savings Committee is to promote thrift in all sections of the community. In the past the committee have had considerable success, and the investment in National Savings now totals over £6,000,000,000. As with Services recruiting, it is extremely difficult to judge to what extent publicity campaigns bring results. Publicity is, in any case, only an adjunct to the efforts of a large volunteer movement, and it is the work of the volunteers which plays the largest part in increasing National Savings.

Q. 630-4

Q. 701

32. Your Committee were told that a large reduction in expenditure on publicity by the National Savings Committee would have serious long-term effects on the National Savings Movement, and would discourage the volunteers in the movement. Nevertheless, in view of the fall in new savings and the heavy withdrawals which have occurred in recent months, Your Committee consider that the time has come for a reconsideration of publicity expenditure on behalf of National Savings. They recommend that the National Savings Committee should carry out regional experiments with the various media used and should reconsider their methods in the light of the results of the experiments.

Q. 608-12
712

Q. 614-21

33. The National Savings Committee carry on their publicity and advertising without using the Central Office. Your Committee consider that the reasons for this course which were given both to them and to the Committee on the Cost of the Home Information Services are adequate, and that there is no positive case for interfering with the existing arrangements, except in regard to films, for which they consider (*see* paragraph 13) that the services of the Central Office and not those of the Government Cinematograph Adviser should be used.

The Ministry of Food

Cmd. 7697
Cmd. 7949

Cmd. 7836
Q. 935-40

34. The estimate of the Ministry of Food for publicity was £507,000 for 1949-50; the estimate for 1950-51 is £361,550. The publicity of the Ministry of Food touches the day-to-day life of the whole nation more directly than that of any other Department. In the past, when food was very scarce and when many substitutes for traditional dishes had to be used, it was unavoidable that the level of expenditure on administrative announcements, such as those of changes in amounts of the ration, and on publicising unaccustomed foods, was very high. The volume and complexity of this advertising justified the Ministry of Food in undertaking publicity work without using the services

of the Central Office. The Committee on the Cost of the Home Information Services recommended, in paragraph 26 of their report, that, as food became more plentiful and controls eased, the services of the Central Office should be used by the Ministry of Food. Your Committee consider that this stage has been reached, and they recommend that the Ministry of Food should use the services of the Central Office, and reduce their information branch accordingly.

35. Your Committee consider that this administrative change will present a good opportunity for a complete review of the publicity carried out by the Ministry of Food. Much of the expenditure of that Department on press advertising is concerned with advice about particular commodities, and recipes for their use—advice which is supplied from many other sources, such as magazines, newspapers, gas and electricity boards, and the producers who advertise on behalf of commodities in which they are interested. In view of the improvement in the nation's food supplies which has taken place in the last year, Your Committee consider that much of this publicity should be discontinued, and that the Ministry's advertising should normally be confined to that which is necessary to carry out such administrative functions as distribution of ration books.

Q. 942

The Ministry of Labour

36. The approximate expenditure on publicity by the Ministry of Labour in 1949-50 was £414,000. The estimate for 1950-51 is £395,300. The Ministry of Labour, using the services of the Central Office, undertake publicity for recruiting to certain industries, and for encouraging productivity. Publicity to obtain recruits for coal mines, textile industries, agriculture and nursing is expected to account for the greater part of the expenditure incurred on behalf of the Ministry by the Central Office. Although the Ministry are proposing to spend money on these recruiting campaigns, they have informed Your Committee that they do not anticipate large changes in the distribution of labour. In view of this, and of the ending of the Control of Engagement Order, with the consequent freedom given to employers to advertise for staff, Your Committee do not consider that so large an expenditure on recruiting publicity is justified. They have been informed that this expenditure is already being reduced, and that employers are doing their own recruiting. They consider that this process could be hastened, and that it should be left to the employers or employers' organisations to advertise for the labour they need.

Annex 14
Cmd. 7949

Q. 914-21

Annex 14

Q. 818-21

37. The Ministry direct a large part of their publicity towards increasing productivity. Expenditure for the same purpose is also incurred by the Economic Information Unit. Your Committee consider that the time has come for the Ministries directly concerned to take over all productivity propaganda and they recommend that this should be done. The problem of greater productivity appears to be passing from the general to the particular, and the Ministries directly concerned are better equipped than the Economic Information Unit to deal with specific problems in individual industries and factories. Your Committee further recommend that more emphasis should be placed on local initiative and enthusiasm, and that the publicity undertaken should be local rather than national.

Annex 14

Q. 890

The Economic Information Unit of the Treasury

38. Estimated expenditure by the Economic Information Unit of the Treasury in 1949-50 was £545,600. The estimate for 1950-51 is £269,850. This Unit was set up in 1947 to educate and inform public opinion on the

Annex 2

gravity of the nation's economic position and to increase the response necessary to improve it. The emphasis in the early stages of the campaign was on increased production, but it has since changed to greater productivity. Press and poster advertising directed to this end was suspended a year ago, and less expensive media, such as pamphlets, have since been used. These media have been directed towards particular groups rather than to the nation as a whole. The Unit also have in production this year eight films, estimated to cost £43,700.

Annex 22

39. Your Committee have in paragraph 38 remarked on the fact that the Ministries concerned directly with production are also carrying on a campaign for greater productivity, and have recommended that these Ministries should be responsible for all such publicity, thereby relieving the Unit of the responsibility. There is a further reason for this change, namely, that on general principles the Treasury should act as a department controlling the expenditure of others and not themselves initiating expenditure. Your Committee have examined the "briefs for speakers" produced by the Unit during the past year, and consider that work such as this, when needed by the Home or Overseas Departments or by the Economic Planning Staff of the Treasury, could well be done by the reference division of the Central Office. Your Committee have not taken evidence on the needs of the European Recovery Programme information office, which have hitherto been met by the Unit, but they recommend that it should be considered whether these could not equally well be met by the Central Office. If Your Committee's proposals are carried out, it would be possible to reduce the grading and numbers of the staff of the Unit to those required for normal information duties.

Q. 2302

THE OVERSEAS INFORMATION SERVICES

40. Your Committee have not inquired into expenditure by and on behalf of the Foreign Office for the reasons given in paragraph 2. They have taken evidence from the Colonial Office and the Commonwealth Relations Office on the publicity expenditure incurred by them, or by the Central Office or the British Council, in the Commonwealth and Colonies. The same process is used by the Colonial and Commonwealth Relations Offices for producing publicity as that followed by the Home Departments. There are information divisions in both Departments whose duty it is to inform the public at home about the Colonial or Commonwealth countries, and to inform the public in those countries of the policy of the United Kingdom and the way of life of its people. The two Departments make requests to the Central Office for assistance in publicity campaigns to further their aims. The Central Office provide the technical ability, produce or commission the material, whether in the form of press advertisement, film, pamphlet or exhibition, and H.M. Stationery Office print and distribute any publications required. A certain amount of material (in particular, colonial films) is produced by the Departments directly. In addition there are grants in aid to the British Council, whose activities are directed by the Departments.

Annex 16
Annex 17Q. 1281-3
Q. 1229-331291-93
1832-46Q. 1361-7
1397-
1401
1438

The Colonial Office

41. Expenditure by the Colonial Office on publicity directed towards informing the British public about the Colonies is estimated at £100,050 in the current year. Expenditure on information services in the Colonies is estimated at £233,400 and British Council expenditure there at £450,000. Your Committee are satisfied that so far as the Colonial Office are concerned the money is being spent with due regard to efficiency and economy. In the

course of their inquiry they have not carried out a detailed examination of expenditure by the British Council. They recommend that, in view of the expensiveness of the film as a medium of publicity, the Colonial Office should, without delay, conduct a proper research into the suitability of the film as a method of educating backward peoples. This recommendation was made first in the Fifth Report of the Select Committee on Estimates in session 1947-48,* but has not yet been carried out. Q. 1270-3

42. Your Committee have had evidence that the directive to the British Council has been drawn so widely that some of the Council's activities in backward Colonies have been of little use in educating and informing the natives. They therefore recommend that the Colonial Office should define more closely the activities and type of publicity which they consider the British Council should undertake in each Colony. Q. 1367

SUMMARY OF CONCLUSIONS AND RECOMMENDATIONS

43. The conclusions and recommendations of Your Committee can be summarised as follows:—

(1) The cost of the services which the Central Office of Information renders to other Departments should in future be borne on the Departments' own Votes (paragraph 6);

(2) The Treasury, when examining the estimates of the Departments for publicity work, should permit provision for contingencies only when there is a good reason shown that they are likely to occur (paragraph 7);

(3) Films should not be made for home distribution unless they are intended to give information in technical subjects or as an adjunct to training in them, and unless a film is either the cheapest way, or the most effective way to give such information or training (paragraph 11);

(4) The duties of the Government Cinematograph Adviser's Department should be taken over by the Films Division of the Central Office (paragraph 13);

(5) The Treasury should review the necessity for all current publications which the Central Office produces and examine all requests for new publications, and such publications should not be continued or proceeded with unless and until there is agreement between the Treasury and the promoting Department that they are really necessary (paragraph 14);

(6) A representative of H.M. Stationery Office should take part in the initial discussions on any publication, to advise whether or not it is likely to be saleable (paragraph 17);

(7) H.M. Stationery Office and the Central Office should take every step to ensure that publications not only convey information effectively, but also that they will be saleable (paragraph 17);

(8) The Service Departments should use the services of the Central Office, and not of the Government Cinematograph Adviser, in arranging for training and welfare films to be made by commercial firms (paragraph 21);

(9) The Admiralty and the War Office should study, with a view to their adoption, the methods used by the Home Office and the Air Ministry to test the effectiveness of the proposed media before a large-scale publicity campaign is begun (paragraph 23);

* H.C. 181-1 of Session 1947-48, paragraph 119.

(10) The War Office and the Air Ministry should adopt the Admiralty practice of using experienced serving officers to carry out public relations work in regions and abroad, in addition to their normal duties (paragraph 24) ;

(11) A social survey should be undertaken immediately to find out how far road users have been affected by road safety publicity. If the results of the survey show that there has been little or no effect, further money should not be spent on publicity, but the Ministry of Transport should concentrate their activity on administrative action, whilst the Ministry of Education continue their efforts to ensure that all children are trained in road safety measures (paragraph 30) ;

(12) The National Savings Committee should carry out regional experiments with the various media used and in the light of the results of these experiments that Committee should reconsider their methods (paragraph 32) ;

(13) The Ministry of Food should use the services of the Central Office, and reduce their information branch accordingly (paragraph 34) ;

(14) It should be left to employers or employers' organisations to advertise for the labour they need (paragraph 36) ;

(15) The Ministries concerned directly with production should be responsible for all productivity propaganda, thereby relieving the Economic Information Unit of this responsibility (paragraphs 37 and 39) ;

(16) In campaigns to increase productivity more emphasis should be placed on local initiative and enthusiasm, and the publicity undertaken should be local rather than national (paragraph 37) ;

(17) It should be considered whether the needs of the European Recovery Programme information office, hitherto met by the Economic Information Unit of the Treasury, could not equally well be met by the Central Office (paragraph 39) ;

(18) If the recommendations in paragraphs 37 and 39 are carried out, it would be possible to reduce the grading and numbers of the staff of the Economic Information Unit to those required for normal information duties (paragraph 39) ;

(19) The Colonial Office should, without delay, conduct a proper research into the suitability of the film as a method of educating backward peoples (paragraph 41) ;

(20) The Colonial Office should define more closely the activities and type of publicity which they consider the British Council should undertake in each Colony (paragraph 42).

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SUB-COMMITTEE C

TUESDAY, 25TH APRIL, 1950.

Members present:

MR. ALEXANDER ANDERSON in the Chair.

Mr. Nigel Birch.

Mr. Norman Smith.

Mr. Spearman.

Mr. D. O'DONOVAN, an Assistant Secretary, and Mr. S. C. LESLIE, C.B.E., Head of the Economic Information Unit, Treasury, called in and examined.

Chairman.

1. Today I would just like to take you through the three memoranda we have on Treasury Control of Information Expenditure,* Home Information Expenditure† and the Treasury Economic Information unit.‡ I propose to start and then the other members will ask any questions they have after I have finished. The first question I would like to be assured upon is that you are fully convinced of the need for information services. Is there anything you would like to say on that?—(Mr. Leslie.) I think Mr. O'Donovan has a wider field of reference than I have, and perhaps he should answer the question. (Mr. O'Donovan.) I think I can answer that in the affirmative personally, though I take it that in any event the question whether there should be an information service is one of Ministerial policy.

2. Ministerial policy, yes. Where does the need arise exactly?—In a variety of different ways—for some purposes which are more direct and immediate like recruitment for the Army, and for others which have a less measurable response but yet are thought to be desirable socially, such as "Keep Death off the Roads". I could instance a number in that category such as encouraging people to immunise their children against diphtheria and encouraging people to dig for victory, and the wide field of economic information with which Mr. Leslie deals. May I ask if you are confining yourself to home information or to overseas as well?

3. As wide a range as possible?—Overseas the need arises to explain this country's policy to other countries, and also to increase the knowledge the people overseas have of this country, its achievements and its cultural policy, all of which can be useful instruments in preventing wars, in ensuring friendly relations with other countries, in furthering trade and in a variety of other ways.

4. Is this need then for an information service something new, or has it been of long standing?—The need has certainly grown enormously. There were informa-

tion services existing individually for a very long time before the war, but by no means on the scale of today. For instance, the Post Office has advertised for a considerable time, and the Service Departments had their recruiting difficulties before the war as well. Overseas there was little of it, except by way of the existence of a few Press Attachés attached to embassies abroad whose function was more to answer enquiries and to help to explain difficulties rather than to go out and actively take part in seeing that the information was put before the public of the world.

5. The major part of the expenditure on publicity and information is in the Overseas Vote?—Yes.

6. That is something entirely new, or almost entirely new?—Almost entirely new, yes.

7. Due to what condition?—In the first place the growth that took place about 1938 and 1939 was due, I think, to the primary feeling that the Germans and Italians, who were indulging in this very voraciously, were in fact creating an impression on other countries to the detriment of this country. It was to some extent rivalry, but since then I think that the Departments concerned have become generally convinced that some measure anyhow of activity of this kind is in itself desirable. In the present circumstances there are certain rather crying needs to combat, or to provide defences against, hostile propaganda, and to bind together the countries of the Western Union. To take another example, it is very often agreed between Governments that one of the ways in which some progress can be made to international unity is by each country endeavouring to improve its cultural relations with the other countries of the group concerned.

8. So that some of it is in a way defensive and some educational; and this increase now in the necessity for information services must have led to very considerable changes in the type of service supplied and probably to specialisation?—Yes.

9. Could you give details as to how that specialisation has come into being? Briefly, how exactly is the service now organised?—At home or overseas, or both?

* Annex 1.

† Cmd. 7697.

‡ Annex 2.

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{Continued.

10. Both, if you can?—At home each Department has developed its own information section confined to its own particular objectives.

11. It is really part of the Department?—It is really part of the Department. In addition there is the Central Office of Information, which is a legatee of the Ministry of Information, formed during the war and which had built up during the war a corps of specialists in various activities, advertising campaigns, publishing, film production and so forth. They are available for all the other Departments to use. As regards overseas publicity we have had the development of the B.B.C. Overseas Services under the guidance of the Overseas Departments but with a considerable degree of autonomy, the British Council in the cultural field, the information departments and information staffs in the Foreign Service attached to the various embassies and legations with their counterparts in the Commonwealth countries, and a similarly organised service for distributing information in the Colonies.

12. I take it the Stationery Office comes into the picture?—The Stationery Office, as always, remains the Government's printing and publishing establishment.

13. In addition to specialists I surmise there would be a more closer relationship with the Press?—Yes, a much closer relationship. That is one of the activities of the Central Office of Information, the distribution of material to the Press on behalf of Government Departments; but I think the specialisation to which you are referring chiefly resides in the Government Departments themselves in their Press officers.

14. It is exercised in what manner—through Press hand-outs, conferences or what?—Press hand-outs, organisation of Press conferences, and day-to-day contacts with Fleet Street on the part of the Press officer, trying to build up with them a friendly relationship which will enable the Fleet Street man always to turn to the Press officer of the Department for any additional information or explanation, whether he is going to defend or attack, to make sure that he gets the facts first.

15. Visits?—Visits to factories and Admiralty dockyards for example.

16. And airfields?—Airfields, and to see any particular new developments to which it is desired to give publicity.

17. Can I have from one of you the total overall cost? That is to include everything, the global figure?—The global cost is estimated in the paper* we have submitted to you. It is a shade under £15,000,000 in the forthcoming year. That is for both home and overseas, together.

* Not published: superseded by Cmd. 7949.

18. Can we take it this is the final figure, or is this only approximate?—We have some minor amendments to make, with which I do not think you need concern yourself. The net result is a small reduction, less than £3,000. We have some later figures. I think the figure you have is £14,982,350. The published figure, which we hope will be out in a very few weeks, is £14,979,000.

19. We will be able to use that figure in our Report?—Yes.

20. Does that figure show an increase or a decrease?—A pretty substantial decrease. I can give you the exact comparison. The corresponding figure for last year was approximately £16,200,000.

21. I am just asking what these figures are so that I have them in evidence?—Yes.

22. Do you think the tendency in the future will be, with normal working, to decrease further, or do you think the limit has been reached?—That depends very much upon Government policy. The crying need for economy will be a force constantly tending to bring the figure down. The forces on the other side are incalculable. It depends upon what needs may arise. Overseas there is a desire on the part of the Colonial Office and the Commonwealth Relations Office to develop their services, which will tend to some extent to counteract it. Broadly I think the probability is some further decrease.

23. You think some further decrease is likely. Are you visualising that the departmental needs in the future, as we tend to a moderate stability, will remain as big as they are to-day? Can you imagine, for example, the Ministry of Food requiring to continue its publicity on the scale done in the past when you had food rationing and all sorts of shortages, or is there likely to be a lessening of that?—I should very much hope there will be a lessening of the need.

24. In which case we might reasonably expect other departments to be similarly affected, and so there might possibly be reductions?—Yes. A substantial part would be affected if recruitment to the Forces, to the coal mines and to other short industries became more easy.

25. How do you arrive at this figure?—By collecting from all the Departments the amounts which they are including in their Estimates in respect of the services, including with them the entire expenditure of the British Council, the B.B.C., the Central Office of Information, and that of the Stationery Office devoted to those activities.

26. These estimates are collected and submitted to the Treasury, and it is the total of these which makes the estimate of expenditure on information for any one financial period. Is there any check of them or is any scaling down ever done by the

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[Continued.]

Treasury?—That is a little difficult to answer shortly. On this past occasion we obtained the first rough figures, I think it was in October, and those figures were in the back of our minds in all the discussions which went on with departments at the time of the framing of the Estimates in December and January. Not until the estimates were finalised were we able to tie this together to the degree of accuracy that you see here, because some of these items of expenditure are buried in various Subheads of the Vote. I could not claim that every single item has been subjected to scrutiny at Estimate time.

27. Has the Treasury ever cut an estimate from a department?—Yes, I can recall several occasions to mind.

28. Several or frequent?—It might be a little bit hard to use the word "cut" in so brutal a fashion.

29. Suggest it should be reduced?—Reductions very often take place as a result of discussions between the Treasury and the Departments.

30. These estimates then are portions of the Votes of the Departments concerned, the Central Office of Information and the Stationery Office?—Yes.

31. The Central Office of Information acting merely as agent of course; it does not initiate any publicity on its own, does it?—It has the right to initiate certain publicity, small in quantity, but I think there have been occasions when it has been generally agreed that it was desirable to put out some particular form of publicity and yet it did not belong to any particular department.

32. Some sort of general matter which does not fall within the purview of any special department?—Yes. Those items I think will be included under the heading "Residual expenditure not allocated to any particular Department" which figures at the end of the table.

33. Yes, it is not very heavy. The National Savings Committee and the Ministry of Food mostly do their publicity direct?—Yes.

34. And others through the Central Office of Information. How are the staffs fixed?—The staff of each Department is considered by the relevant Division of the Treasury—it may be one of four or five Divisions—along with the rest of their staff.

35. Does the Treasury fix complements of staff?—The Treasury does try to control complements, both by examining them at Estimate time, by discussions through the year, and by the use of staff inspectors who have been recently appointed to improve the control of staffing in the departments, or as part of the general relationship between the Department and the Treasury affecting staff.

36. Then in regard to the relationship between a department and the Central Office of Information, the Department fixes the policy of publicity or advertising and the carrying out of it is handed over to the Central Office of Information?—Yes.

37. So that the policy and actual expenditure is separate. What control has the policy fixing department on the actual expenditure made by the Central Office of Information?—They are very closely inter-related. Mr. Leslie might be able to speak from particular experience, but I think the principle is that from almost the very inception of the campaign the two departments keep in close contact.

38. In the French Report—this is diverging—they are commented upon and left rather in the air?—(Mr. Leslie.) In practice I have not been aware of any divergence. The particular publicity projects are discussed very closely between the controlling department and the Central Office of Information. There is a certain amount of mutual criticism in the technical sense. The Central Office of Information may wish to criticise an idea that the controlling department has about the publicity it wishes to carry out or the amount of money that it might cost, and the Department in exactly the same way might criticise proposals made by the C.O.I. The Department is in fact in very close contact, as regards expenditure to carry out publicity on its behalf. That is within my experience.

39. If the Ministry of Labour want to carry out a publicity campaign on behalf of staggered holidays, for example, they go to the Central Office of Information and say, "Will you conduct a campaign for that?" Who fixes the amount that is to be spent on that campaign?—I could not answer for the Ministry of Labour, but in the case of our own campaigns the Central Office of Information and we, between us, would work out a fairly exact budget of expenditure under the various items which might be affected. They would have access to technical knowledge about cost, but we ourselves have some technical knowledge and are able to assess that in relation to what we conceive to be the needs.

40. When the Ministry of Labour decides that it wants a campaign for a certain purpose does it say to the Central Office of Information "For what can you do it?", or does the C.O.I. say "We cannot do it for less than a certain figure"? I still see this possibility of difficulty between them?—It would work perhaps something like this. The controlling department would say that it wanted to conduct a campaign with a certain objective to reach a certain section of the public over a certain period. The technical advice of the Central Office of Information would come in in selecting the particular media or methods of publicity

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{Continued.

that might be appropriate for this objective and for reaching this particular section of the community. So its recommendations would be very carefully scrutinised by the Department in relation to its own idea of the needs of the campaign and also its idea about proper expenditure. It would have to accept from the C.O.I. such matters as the ruling rates for newspaper advertising space or the ruling rates for exhibiting on hoardings, but it would be able to say, if it considered those rates rather high in relation to the particular objective, that it was too extravagant a medium or that it must be used in a more moderate way than had perhaps been envisaged at first. The control is detailed, and at every stage.

41. The C.O.I. would not be able to say "We think this is a stupid campaign," and the Department would not be able to say to the C.O.I. "We think you are charging too much"?—The C.O.I. would be in a position to say "We think this publicity is not likely to achieve the objective which you have set before us."

42. They would say that?—They would say that if they thought it, and the Department would be bound to be very much influenced by that expert opinion. The Department, coming to the other part of your question, would be in a position to tell the Central Office of Information that if the campaign could not in fact be carried out effectively for less than such and such a sum it was not worth doing.

43. Having fixed upon a campaign the C.O.I. proceeds with it. Have they a certain discretion for minor expenditure without referring back?—(Mr. O'Donovan.) Yes, up to certain limits without consulting the Treasury. If the item is above that they would normally submit the proposition, usually enclosing a copy of some letter sent by the sponsoring department, to us for approval.

44. What are those amounts?—£2,500 for a single direct capital item; £3,000 for films, by an exceptional arrangement; and corresponding amounts for recurring items, for example, when they start a new publication.

45. The only body which is free of that is the British Council?—The British Council has a larger delegated authority—£5,000.

46. Can I ask some questions about the Economic Information Unit? Who will answer them?—(Mr. Leslie.) I will.

47. To whom is that responsible, primarily?—In the Ministerial sense, to the Chancellor of the Exchequer.

48. Through the Head of the Treasury?—Yes.

49. Exactly for what?—For the conduct of the information programme designed to keep the public informed on economic

matters about which fuller knowledge is considered to be important to the carrying out of Government policy, and for the performance of duties normally associated with departmental information divisions.

50. It is not policy making in any way?—No. Policy is a term in two senses. Information people may speak of a policy in the sense of an information policy, a way of achieving a certain objective of administrative policy. In that sense it is policy making. It is responsible for advice on technical information policy, but it is not responsible for such objectives of policy in its information policy.

51. It is purely informational and not political?—Yes. From the time when the unit was first established it was perfectly clear to everyone concerned that the only way in which this kind of function could be discharged would be if it were carried out on a basis which excluded Party politics, and a most careful and vigilant scrutiny is maintained, both by us and by our non-information colleagues to whom we continually refer our productions, in order to ensure that we keep to the non-partisan line of exposition.

52. Do you not find it difficult sometimes to avoid defending a Minister?—No, I am not conscious of having experienced any difficulty in that way. I have no doubt that the Press officers who are subject to a telephone cross-examination from Fleet Street often find themselves in the position of explaining that something may have been said officially but it does not mean this, it means that. That kind of thing goes on. But I cannot recall any considered publicity in printed matter, any newspaper hand-out or anything of that sort in which we found ourselves pre-occupied with the question of defending a Minister—certainly not in the sense of his personal position.

Mr. Norman Smith

53. Do you remember the Worthington-Evans episode twenty years ago? Was that before your time?—Yes, it was quite a while before my time.

54. Is that an ugly tradition in your Department?—I should say it would be regarded as a horrible warning if anyone attempted anything like that, but I do not think the temptation is really there now.

Chairman.

55. Possibly the fact that you are non-political and non-partisan sometimes accounts for the information being a little dull?—Yes, I think that is probably true. Often the best way to be interesting, or to rouse a body of readers or a meeting, is to take a good uncompromising partisan line. That way of arousing the public interest is forbidden to us.

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[Continued.]

56. You operate through the Press, posters and the B.B.C.?—We have used the Press and the posters quite extensively, but we are not doing so now except to a very small and limited extent in the case of Press advertising. We are using printed matter, films, and very small exhibitions. Our most important impact I would say on public knowledge is through the briefing service that we are able to provide for Ministerial speakers, through arranging Press conferences, and in the same way through the information we are able to provide for the B.B.C. and the newspapers. The B.B.C., as far as we are concerned, is just as independent as the newspapers.

57. Why have you discontinued Press and poster work, or lessened it?—We have substantially discontinued it. The reason is partly the current urgent need for Government economy, partly the fact that it did at its full scale represent an emergency programme and no doubt in the ordinary course of events it was bound to decrease in scope. I think the rate of decrease was probably accelerated by the economy drive.

58. Do you confine yourselves to information only, or do you join with it a certain pleasant amount of exhortation?—We do join with it a certain amount of exhortation, that is to say, if it is felt that the conclusion of our account of the country's economic situation is that substantial increases in productivity and reductions in industrial cost are necessary, we draw that conclusion.

59. "Work or Want"?—"Work or Want" was before the Unit's time but it was a direct and unqualified exhortation.

60. Do you consider that it is justified by results, or that its impact upon public consciousness justifies the Unit?—The short answer to that question is "Yes." We, as officials, do. If we were put to it to establish the reason for our convictions by argument, I doubt whether we could do it because it is not possible to separate the effect of our work in its direct impact on the public from the effect of everything that is done to increase public awareness of the economic situation.

61. There are so many imponderables?—There are so many imponderables, and of course the event is an even better teacher than the word. The most I would claim for economic information in the last two or three years is that it has helped to drive home, and to point to the significance of events. It brings home the real significance of them.

62. You have mentioned that to-day you are using films and exhibitions. Where are those films made, and by whom?—The films are made for us by, or under the control of, the Central Office of Information. They sometimes use their own studios; they sometimes hire outside documentary film producers.

63. And they are exhibited where?—Either theatrically or non-theatrically. If theatrically, then in one of two ways: they are either one of a series of monthly releases which go into cinemas free at the rate of one reel of film per month under an arrangement between the Government and the cinematograph exhibitors which goes back to the early war years, or they are sold to cinemas on the ordinary commercial basis of selling short films. Non-theatrically they are shown either at mobile shows to particular audiences which the Central Office of Information arranges and provides its own projectors, or on request from various of the central film libraries where they are deposited.

64. We would like to get their cost?—I have the costs of our own films.

65. Are your costs tending to go up or down in the Economic Information unit?—Do you mean the cost of a particular film?

66. No, of the whole unit?—Our expenditure on films?

67. Yes?—It fluctuates a bit according to the month by month and year by year circumstances. Our estimate for the current year is down on the estimate for last year. In fact that estimate was by no means entirely spent. I doubt whether it was half spent. There is a possibility that we shall spend a little more on films this year for various special reasons.

Mr. Nigel Birch.

68. As I understand it, in most cases the departmental expenditure on publicity is actually charged up to the estimate of the Central Office of Information?—(Mr. O'Donovan.) In most cases, yes.

69. Would it not give the Department more a sense of responsibility for its own affairs if it had to charge to its own estimate the amount which the C.O.I. uses on an agency basis?—There is something to be said for that point of view, and there are one or two cases where expenditure is so charged.

70. It seems a much more logical way of doing it. Why is it not done?—It is common practice, and has been for very many years of course, with certain services to lay the full responsibility on one Department, and to make them accountable for the way in which the money is spent. You have got examples in the Stationery Office, the Post Office and the Ministry of Works. A Government Department may want a particular kind of building erected, and usually it will be borne entirely on the Ministry of Works' Vote, even though the Department has had some say in controlling just what shall be built.

71. It seems this is rather a method of getting someone else to pay for your own bright ideas. It is not exactly analogous to a building, to the postal service or whatever it might be?—It is in the sense that

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[Continued.]

the actual execution is so much the responsibility of the C.O.I. If you approach the Department for instance, they might say "We take responsibility in Parliament certainly for the fact that there is a campaign about this or that, and our Minister would answer questions on that, but the actual efficiency with which it is carried out and the number of staff required to do all the planning and contracting or the drawing and designing, the production of the film and so forth is not our responsibility." The C.O.I. are the only people who can say whether the matter has been carried out economically. There is a balance to be weighed there, whether it is better to put responsibility upon the Department that initiates the policy or the Department that has the task of carrying it out. (Mr. Leslie.) May I put in a word there, as one of the controlling Departments? If we might ever have been tempted to be a little lax in our ideas on the expenditure on publicity because it was not going to be on our own Vote, I think the publication of the White Paper in which each Department's allocation is set out individually over the year would check that at once. In our eyes the expenditure that is ultimately coming out against our name is, and will be, regarded by Parliament and the public as being ours for practical purposes.

72. Yes, but as I understand it the C.O.I. can spend a certain amount without getting Treasury authority. Are the amounts they can spend quite normal practice?—(Mr. O'Donovan.) The normal practice of a Government Department?

73. Yes?—I think I could say "Yes" to that. The amount of delegated authority which Departments have varies enormously according to circumstances and the size of Departments, their complexity and organisation. For example, the Service Departments have very substantial delegated powers particularly on continuing expenditure. The tiny Departments on the other hand would probably come to the Treasury for even the smallest new development.

74. Why is it that the Ministry of Food is allowed to go on contracting out of the usual system and not make use of what must be a very considerable continuing overhead expenditure?—I understand the only item they use from the C.O.I. is a cookery film. Why is that? Is there any real reason for that?—I think the primary reason has been that the Ministry of Food wanted to have an even closer touch between the policy making people and the advertising people, and were very keen to be able to dictate at a second's notice what should go in the fortnightly advertisement during the war. But there is an additional reason why it should be tolerated, if I might put it that way, and that is where the Department concerned has had a substantial programme, as the Ministry of Food, it can properly be said that it is of

an economic size so that by transferring work to the C.O.I. you might not achieve very substantial savings.

75. For example, is not the expenditure on publicity by the Ministry of Labour very large and continuing? Would they not be equally entitled to plead that they would be better carrying it out themselves?—I do not think they have done so. To some extent I think you could say the reason why the Ministry of Food is so organised now is a historical one. They started that way.

76. Do you think any savings could be effected if the Ministry of Food ceased to have its own publicity department?—That is a controversial point on which varying opinions are advanced. I think there is generally agreement now, in view of what the French Committee recommended, that the time should not be long distant when it can be brought in under the same footing as the rest.

77. When a department comes along with a scheme which they wish to carry out, particularly if it is a repetition of a previous scheme, do you examine in any way the past results of their publicity schemes? Have you any means of checking up, or do you just take their word for it?—We frequently try to find some means of checking up. From the nature of the subject it is very often difficult, but sometimes one can get results. On the recruiting side you can get some evidence of the correlation in time between the publicity campaign and an increase in the recruiting figures, although it is very difficult to dissociate all the other relevant factors. We can sometimes get evidence from the surveys conducted by the Social Survey Division of the C.O.I.

78. Just on that I could not see in any of these papers that there had been any specific conclusion on the question of whether Government publicity or advertising had in fact affected people. Is there any report which bears upon that?—I was looking only this morning at a report on the subject, which had interested us immediately we saw it. The people concerned have tried at various times to correlate recruitment with publicity and very often it has been quite difficult because you will get a change in the political situation, or in the international situation, which obviously is quite as likely to be the cause of the change as the information campaign might be. The report did instance one case where—speaking from memory, and subject to correction; I think in the year 1946—there were no very large outside disturbances and where the launching of a publicity campaign did seem to be linked with a very large increase in the response.

79. There is no real big survey on the subject; there are only certain cases?—That is right.

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[Continued.]

80. Everybody, say over a period of six months, who joined up has not been asked whether he was influenced by a poster or anything of that sort?—I do not think so. It would be a very difficult technical problem anyway.

81. Reverting to the Ministry of Food for a moment, supposing they have got 1,000,000 rotting rabbits or 450 tons of whale meat on their hands, which they want to dispose of, do you ever speculate upon whether the amount the advertising is going to cost is likely to be more than the loss involved in burning the rabbits or whale meat, or whatever you do with it? Do you weigh one against the other at all?—We have had discussions like that, but where the Ministry of Food is concerned they have an interest in not losing these foreign rabbits and they can usually point to the fact that the cost of one "Food Facts" advertisement, for example, would be very fully repaid if it could effect even a small change in consumption.

Chairman.] With reference to your first question there has been a very large survey made on the results of the "Road Safety" campaign. It has not been done by the Treasury, but there is a report made on that.

Mr. Nigel Birch.

82. In the case of these rotting rabbits, have you considered whether it could not just as well be done by a Minister's speech at a Press conference? As I understand it your Economic Unit has more or less stopped advertising. You do not reflect that it might be cheaper to get Mr. Webb to say a few words on the glory of rabbits?—That is an argument which we in the Treasury frequently use in discussing a particular project in itself: "could you not do this by some cheaper way;" but the Ministry of Food's answer, if I might try to guess their reply on a point like this, would be that housewives do not read Minister's speeches but they are sometimes attracted by these advertised recipes.

83. Do they not read the results of Mr. Webb's Press conferences? I expect they do. They are always given very good publicity. However, let that pass. On the question of publications, as I understand it, the policy now is that they should be sold and not given away. Is that so?—It has naturally been a Treasury interest all along, and we say that where a publication can be sold it should be rather than be given away. Not only do you get back the money paid over the counter but you also avoid a large wastage. I think that is in present circumstances much more widely accepted than, for example, during the war, and we have had the support of the French Committee on that point.

84. In fixing the prices of these publications are they fixed with a view to covering the cost, giving a profit or just fixed at such higher price as they think anyone

is likely to pay for the publication?—I think usually, when they are done in the ordinary way through the Stationery Office, they are fixed at a price which should, on a reasonable reckoning of sales, cover the cost of the paper and printing. Sometimes they may turn out to be a best seller and provide a profit. Perhaps you may have specific cases, Mr. Leslie. (*Mr. Leslie*): In general I think the prices of our publications, or those of them which are sold, are fixed in order to cover their cost, and there have been instances in which sales have been allowed to suffer almost knowingly because it was not thought right to lose money. There was a recent instance of a publication which we felt we had to price at one shilling and sixpence, knowing that would keep the sale down pretty low.

85. Could we know what that was?—I have some specimens of it here. It is a booklet, "Recovery in Europe", which has in fact aroused a good deal of interest in American circles connected with E.C.A., and they have ordered very large quantities of it, much larger I am sorry to say than the sales in the home market, largely I think because the price is a bit high. But in some exceptional instances—I am thinking particularly of the popular version of the Economic Survey—I believe the Stationery Office keeps the price low, possibly a little below cost, on the basis to which Mr. O'Donovan referred—to encourage sales.

Chairman.

86. The main object being to get the information out?—Yes. We would very gladly accept that part of the Stationery Office Vote being allocated to us as a true publicity cost. From our point of view we would think it was money well spent.

Mr. Nigel Birch.

87. What control does the Treasury exercise over money spent for information services abroad?—(*Mr. O'Donovan*.) It varies according to the Department responsible for the way in which the money is spent.

88. What I have particularly in mind are the information services in Germany. I see that roughly in the last two years the amount spent on information services in Germany has been not very far off the amount spent on the Economic Information Unit here. Do you satisfy yourself in any way that that is necessary and is succeeding, or do you take the word of the Foreign Office for it?—We do not take the word of the Foreign Office for it. We try to discuss it with them in detail, whether particular projects should pay for themselves or not. In the last resort, if there was a dispute over policy, it would have to be resolved by Ministers. I think probably at the beginning of the British control of

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Germany there was a deliberate policy of "Now or never; this is the moment when we really want to try to shape the trend of events in Germany in the years to come". Now I think we are all agreed that the opportunities of affecting that by these means are much smaller.

89. There is still a fairly substantial expenditure?—Yes.

90. I noticed in the paper* we had from the German Section of the Foreign Office that, when they were talking about their publicity, they used these words. "We have not been successful in persuading the mass of the Germans of the validity of our case, but we succeeded well enough in impressing them that there is a case." I confess it does not seem to get you very far, but that would be good enough for the Treasury? You are prepared to spend a large sum of money on letting the Germans know we have a case?—I should say that the view of Ministers on a question like that would probably be that the importance of opinion in Germany developing on sound lines, justified strong efforts. The effects of whatever is done are so swayed by outside matters, from the air lift to Berlin on the one side to the brush about income tax on the other, that it is very hard to say what the consequences would have been if there had been no information services.

Chairman.

91. Would it not have been very dangerous to have left our case unrepresented in any case?—I think it would.

Mr. West.

92. Is that not a matter about which the Treasury is not concerned? Surely it would be the responsibility of the Foreign Office to decide what course they should take, and your responsibility is to see that you have the money to foot the bill?—I think we do, in our relations with Departments, try to adopt the commonsense layman's right of criticism. We try to convince them at official level. If we have a disagreement on some point of their policy and if the matter is one which both sides consider important, we would have to refer it to Ministers. Then it would be for the Chancellor of the Exchequer and the Foreign Secretary to reach agreement, or in the last resort it would be decided by the Cabinet. I do not think that has actually occurred, but I quote it in justification of our right to criticise them.

93. You may have the right to criticise them: I am not disputing that at all; but does not your right to criticise depend upon the finances which you have to provide rather than upon the policy which is being pursued? With great respect, you are not Foreign Office experts?—No.

* Not published.

94. Foreign Office experts decide upon a certain course and you decide whether you can find the money for that purpose or not, surely?—Yes, but in deciding whether we can find the money we are really weighing that method of spending money against some other need in some other department. The only way in which we can do that is by venturing occasionally even to criticise and to ask questions about their policy.

Mr. Nigel Birch.

95. The Chairman was asking you earlier about this question of exclusion of politics, about which you said you were extremely vigilant. Does it occur to you that the position is slightly more subtle than what Mr. Leslie said. He said you exclude all direct political propaganda. Does it occur to you that political propaganda is created by the suggestion implicit in almost all these Government publications that the actual policy being pursued is the only one that could be pursued? Does that ever occur to you?—(Mr. Leslie.) I think I follow the point. I am not sure that many of our publications—I cannot offhand recall one—are concerned with the policy being pursued in the sense of partisan policy, but more generally perhaps I might put it in this way: our popular publications are intended to carry to a wider public the same message, or a suitable extract from the same message, as White Papers presented to Parliament are intended to carry to the specialist public who read them. We do not feel ourselves that any fresh point of policy or any fresh difficulty about political partisanship is raised by measures which merely ensure that Government statements to the country are more widely appreciated and understood.

96. Those statements themselves are often extremely partisan, and rightly so?—I cannot recall that we have ourselves set out to popularise any statement, that could fairly be described as partisan.

97. Take one instance. The implicit suggestion in all Government publications on the present economic state of our country is that there is nothing much to be done about Government expenditure. That is always excluded. There can be no question of a reduction. It is put to the man in the street that he has got to make do with what is left over when the capital programme and the Government expenditure are taken off. I do not think I have ever seen one where possible alternatives are really put before him at all?—I seem to recall a number of instances, though whether they are from documents we have prepared for Ministerial consideration in regard to an important speech or in printed matter I do not know, in which the necessity for economy under all the main headings has been stressed—and Government expenditure has been mentioned with the others. I should like to have a little time to see whether I could

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[Continued.]

produce published examples of that, but even if they do not come out publicly I am conscious that we have in fact—

[Mr. Nigel Birch.] The Economic Survey always ends up by saying the Government is saving by having a large Budget surplus. I think it is a remarkable statement. Then that is sold to the public as something like the law of the Medes and Persians. However, let that pass.

Chairman.

98. Does the Department serve the Government or does it serve Parliament? I suppose the abstract answer is that it serves the Crown?—Yes, it is part of the executive side of the Government.

99. It is the duty of the Department to carry out the policy of the Party in power in Parliament, and if you had a change of Parliament what would happen to the publications? Would there be any change in their tone or content?—A new Government might want to talk about different matters. It might want to raise different issues, but I do not think it would lead to any change in the way in which the official staffs approach the question of expounding general problems like inflation.

100. You would try to put forward that policy in the same impartial factual manner?—Yes. I might perhaps emphasise—I did refer to this before—that this is not just a question of the information staffs acting in the light of their own best judgment. I should not have spoken of information staffs generally; I speak for my own Unit which of course is dealing with a matter which is not one hundred miles from the borderline of politics. One has to be careful. It is our practice to associate in our judgment of whether these comments are fair and non-partisan the best and most experienced judgments of our non-information colleagues in the Civil Service. What emanates from the Economic Information Unit can fairly be taken as representing the Treasury departmentally. It does represent the Minister; but so far as the official mind is concerned it is not merely the mind of the information services in this matter of non-partisanship.

Mr. West

101. As far as you are aware have you any information at all that any particular Party has made any protest that by reason of your services you have been partisan?—I do recall a letter in the "Daily Telegraph" on the occasion when we produced a popular survey of the 1949 Budget saying that this was excellent Conservative propaganda, and it would be a good idea for an employer to circulate it among his staff. I am not sure whether that can be called a protest.

102. Is that the only occasion about which you have any knowledge?—I do not think so, but I cannot call the details to mind. In the first of the two debates on the information services, at which I have been present, there was some criticism of a partisan effect of certain statements made. I think they were not pressed very far, and they were on matters of detail rather than of great and fundamental substance. Still they were made. In the second debate last year I do not recall any criticism of that sort.

Mr. Spearman.

103. I think Mr. Birch has covered most of the points I was going to raise. I take it your purpose is partly information, as the Digest, and partly exhortation. To some extent the fact that exhortation has taken the place of competition I suppose must have meant a greater expenditure in information services. That of course would only apply to the home services, and to that part of the home service which was not for information. Is it possible to distinguish between them?—To distinguish between exhortation and information in the overseas field?

104. No. What I am trying to say is this: at the moment, rightly or wrongly—that is not to be argued here—we are trying to get things done by exhortation to some extent instead of by the harsher methods of competition which we used to employ?—Yes.

105. To what extent is that causing or necessitating a much greater expenditure by your Department?—(Mr. O'Donovan.) I should say it was a considerable factor with the recruiting propaganda, at any rate, as a result of the balance as between jobs and candidates for them having altered considerably.

106. Is the total expenditure at home in the nature of £4,000,000?—Yes, £4,157,800. I have not analysed how far what you have just said applies to that sum.

107. Quite obviously information like the Digest would be the same whatever economic policy was pursued. Equally obviously there would be less need for certain expenditure, I take it, as posters have now been abolished?—On the economic information side, yes. (Mr. Leslie.) My statement about suspension of poster advertising had reference only to our own activities, to the activities of the Economic Information Unit. Other Departments no doubt are using posters extensively. (Mr. O'Donovan.) They are still being used for Service recruitment.

108. I am trying to divide posters for information and posters for exhortation to see how far that cost is being increased by that policy?—It would be a long labour to make an estimate. I can pick out items here which might be affected by current

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{Continued.

economic conditions and others which would not. For instance, as regards the Ministry of Health, such campaigns as V.D. and Immunisation are quite non-economic. Similarly, Civil Aviation, I think one might say; and Education. On the other hand the work of the Ministry of Labour is very much a result of recruitment difficulties in particular spheres, and the same is true of the Service Departments. National Savings Committee policy is the result of the need to fight inflation.

109. The only other question I want to ask is this: It follows on what the Chairman has already asked. Is it not very difficult to distinguish between propaganda put forward which will improve the standing of the Government and that which will improve the standing of the country? Are you not often faced with that dilemma? Let me give you one example. There was a considerable amount said about the total aid we had received being not much more than the amount which we had given out elsewhere. Would that be considered to be propaganda in favour of the Government standing or propaganda in favour of the country's standing?—(Mr. Leslie.) That statement was made in an interview given by the Chancellor of the Exchequer personally to an American journalist. It did not raise any problems, in the sense in which I think the question is meant, for the official information services. But speaking more generally it is quite true that if factual statements are made which reflect credit on the country and on the state of the country, I suppose there is a certain credit reflected back on the Government which may be supposed to be responsible for that state. It is inevitable.

Chairman.

110. Is it unreasonable that that should happen?—I do not know whether that is for me to say, but I think in practice it is very difficult to help the standing of the country by information without, as a by-product, helping the Government a little. That would be true of any Government.

111. If the facts are favourable?—I am speaking in terms of factual statements which help the country.

112. If the facts are favourable?—Otherwise they would not help the standing of the country.

113. Or the Government?—No.

Mr. Norman Smith.

114. May I pursue a little a matter which the Chairman has raised and which Mr. Birch has developed, the question of checking up on results? Is it not comparatively easy to establish a direct relationship between propaganda and the result achieved in the case of National Savings and coal mining recruitment for example?—(Mr. O'Donovan.) In coal mining I should say "Yes". In National Savings it is extremely

difficult because so much depends upon whether people have money in their pockets at the time, how many goods are in the shops at the time, whether they are full of the win-the-war spirit as in the early 1940's, or whether they think they have done their bit and it is time they enjoyed themselves. That has probably been developing in later years. I have tried to seek some way of arriving at that in our discussions. We have broached the question whether it will not be possible to isolate some particular part of the country, play down information in one area, and see whether it is possible to distinguish a difference—but there are practical difficulties in the fact that the National Savings Committee is a voluntary movement and might not relish being used as a guinea-pig.

115. Has that in fact been done?—No. I am mentioning it as something which was discussed and rejected.

116. It was discussed and rejected. It would not surprise you to be told that business men test the value of publicity by means of regional check-ups. That would not surprise you?—No, not at all.

117. Is it difficult to do that in the case of Government publicity such as in regard to National Savings or "Keep Death off the Roads"?—I can foresee in "Keep Death off the Roads" a political difficulty. If it were known that you were trying to do that in the West of England to see whether more West of England people got killed if you removed the posters, the West of England people would probably start writing to their Members of Parliament. Within the Treasury we had actually discussed that particular point.

118. Would it be known to the public that you were doing that, if you were conducting a regional check-up?—It might be very difficult to avoid that, and indeed perhaps improper to conceal it.

119. A newspaper thinks nothing of conducting a local circulation check, and the region does not know. Need it know?—The region has a voice in controlling the activity through Parliament. A newspaper is an independent agency, and is not so answerable.

120. That is your answer to my question?—That is one of the difficulties.

Chairman.] Would not the cheapest way be to stop all propaganda for a year, and see what happens?

Mr. Norman Smith.

121. The memorandum* refers to propaganda to break down resistance to the belief that increased output could lead to unemployment. Could Mr. Leslie say whether there has been any check-up to establish a connection between propaganda on the one hand and results on the other? Is it possible to check up such a matter?—

* Annex 2.

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[Continued.]

(Mr. Leslie.) We have not been able to devise any means of checking the effect of that sort of propaganda, except in the broadest and most general sense—so broad generally that I do not think it would be proper to draw inferences. It is possible to say that production nationally has gone up fairly rapidly over the last two to three years, and that there has been a good deal of official information and publicity aimed at that result. But unless one were prepared to say that established some sort of causal connection, I do not think there is any means of checking up.

122. It would be reasonable I suppose to assume that any propaganda on that topic at all would surely be directed to the trade unions, and not to any other channel at all?—To industry.

123. To workpeople?—Yes. I think in fact the propaganda we have addressed to the industry on that subject has taken some account of the inhibition which might be found in the minds of operatives and the management in regard to the idea that they either work themselves out of a job or they work themselves out of the market.

124. On the one hand the workpeople work themselves out of a job and the management work their products out of the market?—Yes.

125. Could you just tell me why your Unit discontinued poster campaigns and Press advertising? Was it only in response to the demand for economy?—No. Posters were in fact suspended before that demand became so very clamorous. They were suspended quite early last year, more than a year ago. The newspaper advertising went on until the summer of last year, until July, and it is possible—it is difficult to say—we might have continued it in the autumn had there been no particular need to cut down the total of Government expenditure. But the Press and poster campaigns had been continuing on a pretty big scale since before the Unit was established, since fairly soon after the end of the war, and it was felt that the period of their greatest usefulness was coming to an end, and that at any rate it was time for a suspension, for an interval.

126. You have now substituted, I gather, economic broadsheets, illustrated leaflets, booklets and so on?—It is not fully a matter of substitution. We have always used them, but we are going to put more and more of the weight of our activities on that side.

127. It will be possible for this Sub-Committee to have copies of the contemporary broadsheets and some of the leaflets, will it?—I have a good deal of our productions here.

128. Do I correctly understand that a broadsheet is defined as something which is

given away and not sold?—I do not know whether that is part of the definition, but we do give ours away.

129. You do not sell them?—No. We distribute them mostly to industry and to some special groups.

130. Would it be possible for us to have copies of these broadsheets, information as to the nature of their distribution, the channels of their distribution and for whom they are intended, and who does the distribution?—A number of specimens are here, and in so far as the memorandum does not explain in any particular case how it is distributed, we can supply that information.

131. Does the Treasury interest itself in the results achieved by Foreign Office overseas propaganda?—(Mr. O'Donovan.) Yes.

132. I have seen unofficially what looked to be a rather costly photo-magazine for overseas. I do not know whether they are given away or sold?—I think they are invariably sold—I beg your pardon, not invariably. I believe in certain districts, for example, in some of our Colonies there is no market for productions of that kind, but you can reach a very wide audience by distributing them to strategic points to schools, to missionaries, and in doctors' waiting rooms or whatever the African equivalent might be. I think that is justifiable, at any rate in territories in which it is of prime interest to distribute free.

133. Reverting once more to this theme of checking up, does your Department take any steps to try to measure the results in the distribution of these publications where they are given away specifically, the idea being that if you sell a thing the sale will usually justify itself but if you give away a thing you may have to apply other criteria?—Yes.

134. Does your Department concern itself with trying to establish whether this giving away process is really worth while?—It is a matter of extreme interest to us, although I think in practice, in cases like this, we have to rely very much upon the judgment of the people on the spot. Our knowledge there is remoter than it is in an English campaign where we can apply some commonsense criteria and where there is sometimes a hope of getting a statistical criterion. In these overseas spheres we simply have to rely upon the reports we get, which are very often detailed and substantiated.

(Mr. Norman Smith.) Mr. Chairman, in all cases where we are given specimens of publications of any sort, we should have the relevant information concerning them, the method and the channel of distribution and the means of checking up on the result.

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[Continued.]

Chairman.

135. Yes?—(Mr. Leslie.) May I take up the answer given to the last question? We have on some occasions taken steps by social survey methods to check up, as far as can be done, on the effects of the distribution of some form of free publicity. That is to say when a leaflet has been distributed through a firm to their workpeople, we have followed up with small samples after an interval to see how many of them remembered and what kind of knowledge they had of some of the matters touched on in the leaflet. The results that we get are very similar to the experience of private firms when they do the same sort of check up, namely, that this publicity is extremely cheap, that there is a large element of wastage in it but a percentage of good value which probably outweighs the element of waste. In other words it might be possible to use more expensive methods of publicity to reach a much larger percentage of the target aimed at, but costing perhaps more per head of those effectively reached.

136. Some of those efforts could be made available to us, could they not, the results of those inquiries to which you have referred in such precise terms?—I am not sure. These have been working documents for our own guidance. I do not know what the practice is. (Mr. O'Donovan): I think you are at liberty to disclose them.

Mr. Norman Smith.] We would appreciate that. Anyone in the position of the members of this Sub-Committee must necessarily have that information if he is to be influenced to some extent by the results as far as you are able to ascertain results. I should like, Mr. Chairman, to urge the importance of this upon the witness. If Mr. Leslie could make available to us some of the results of such surveys as he describes, I think it would have a great influence on this Sub-Committee.

Chairman.] They may not be for publication, if you think it is not desirable.

Mr. Norman Smith.

137. Not necessarily for publication.

Mr. West.

138. Am I right in thinking that the information expenditure which is usually borne by a department consists of salaries and the expenses of staff?—That is a common factor to all of them, but in addition some Departments have some direct expenses as well.

139. They are very small, I gather from the memorandum which has been circulated?—Usually small. In some other cases—it is in the field of National Savings—it is large for reasons of convenience. When a Service Department produces an exhibition which simply consists of an aeroplane

or a gun, it is more advantageous for them to do it than to employ C.O.I.

140. I was going to ask if there is a permanent staff engaged by the various Departments for the purposes of information?—Yes.

141. What would be their functions?—In the first place there will be the ordinary Press work of dealing with enquiries about the departmental policy in regard to various matters. There will be the duty of initiating campaigns of the kind Mr. Leslie has described, leading up to discussions with the Central Office of Information, and sometimes in these exceptional cases there will be staff who will be actually engaged on the production of these small exhibitions, pamphlets or other media of publicity.

142. The Central Office of Information are more concerned with the production side of propaganda?—Yes.

143. What would normally come on the Stationery Office Vote?—The actual printing and, when it is done through Stationery Office channels, the selling costs.

144. I gather the Treasury has control over the staff of both Departments on the publicity side, and of the Central Office of Information and I suppose of the Stationery Office as well?—Yes.

145. In what circumstances would the Department be given delegated authority?—On staff?

146. Yes?—There I ought to record a fairly recent development in Treasury control. The step was taken last summer of giving to the Principal Establishment Officers of the main Departments a much increased delegated authority. It was felt that our previous method of vetting every new proposal, even for fairly small demands of clerical staff, might not be the best way of controlling staff. We were taking up too much time on that when that time could more profitably be spent in more wider-reaching inspections of Departments and on surveys of how they were carrying out their activities so that, to sum up the new arrangement, there is a much wider degree of delegation combined with a wider-ranging system of inspection.

147. Can you suggest any way in which there can be some saving as regards linking up more closely the Departments with the Central Office of Information?—That is a question which we have been investigating from time to time over the past year. There are a few of these activities, which appear in the second column under "Operational Expenses", where the Departments are doing things which could be done for them by the Central Office of Information. We have investigated a few cases to see whether by transferring some

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{Continued.

of the work to the C.O.I. it could ensure a more efficient use of staff and get rid of some departmental staff. We shall be continuing from time to time to look into that kind of question.

148. Have Organisation & Methods gone into the whole of this matter?—I am not aware of it, though they may in their surveys of particular Departments have made suggestions. They certainly have carried out a very thorough investigation into the Central Office of Information over recent years, and the way it does its work generally.

149. On those occasions when you suggest reductions in estimates, are those suggested reductions dictated by the economic position or do you investigate whether you are getting value for money?—Both. We try, whether it is in the estimates or in considering a specific proposal put to us, to look at it on the one hand bearing in mind the needs of the Department—and we have our specialist divisions in the Treasury who can advise us about the needs of Departments—and then we try to apply to that our own knowledge of the state of the nation's finances, and the criteria of the ordinary man in the street about which we spoke earlier. We might say, "Is that campaign really necessary? Will that publication really achieve its objective?"

150. Have you any idea at all how much money you have actually saved in querying the efficiency of their services in that way?—It is quite impossible to say. Given adequate notice we could make a list of the cases where, after a suggestion from us, reductions were made; but we cannot distinguish between what would have happened in any case and we cannot distinguish either the cases that would have been put up if we had not been there.

151. If any savings have been affected it would appear to follow that you are much more expert than the experts themselves in their particular method of propaganda?—Not necessarily, because we bring to bear upon such matters these other non-expert considerations. I think it would certainly be true of any sphere of Government activity that criticism by a layman, by a Treasury man or, with respect, by a Member of Parliament has resulted in experts abating their demands, but I would not like to convey the impression that it is a head-on battle. I think both sides recognise it is a question where two brains are often better than one, and discussion can lead to quite an amicable result. In particular may I mention that I think the role of the Central Office of Information in the sphere of economy is quite an important one, because its existence co-ordinates the demands of the various Departments and enables us to balance one against the other. The Departments also do the same for themselves.

Chairman.

152. We would like specimens of the publications, Mr. Leslie, and if you can add to them the information Mr. Norman Smith desires, the channels of distribution and any observed results, it would be welcomed?—(Mr. Leslie.) May I just ask, in order to give the Sub-Committee what it wants, whether this would refer to publications of any type, to those that are distributed free, or only to those where we may have made some attempt to check the effect?

153. I think we would like to see quite a lot—Target, and some of these leaflets?—Those are all in bundles of ten in this folder here, and if you wish I can leave them.

154. You will probably have left with us what we require?—Yes, I think so. We can supplement by a memorandum on checking and distribution.

155. Could you let us have some information on any campaigns at present being undertaken, or do you think that should come from the Departments undertaking them?—I could only give you some account of our own current activities. Would you like that now, or would you like me to put in a supplementary memorandum?

156. Perhaps you would put that in a supplementary memorandum.* What films are being produced, and their cost?—I have that information here.

157. Could you put that down for us?—Yes.

158. I notice on page five of your memorandum,† in reply to the question "What emergencies are foreseen under Press advertising?" you say, "Press advertising has been eliminated save for productivity advertisements in Trade Union Journals, which should not require more than £4,000. Almost the whole of the £37,000 under this Subhead can thus be regarded as provision to meet expenditure that might arise if the need became apparent during the year for the quick presentation to the general public of essential economic information". Have you anything in mind?—That is the memorandum about the work of the Unit. The word "emergency" might take a more or less grave form in our minds. It was possible we might have wanted to spend some money in advertising the sale of the popular version of the Economic Survey. We did not in fact do so, but there might be occasions on which we would want to do a little of that. Of course it is always possible in an uncertain world that some situation might arise in which it was necessary to explain to a particular section of the community, or the community as a whole, just what was happening, where no method of achieving that result quickly could wisely be left out.

* Not published.

† Annex 2.

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[Continued.]

Mr. Nigel Birch.

159. What has been the circulation of the popular version of this year's Survey?—I can give you the figures for the last two years. I know this year's sale will have been less, but I do not yet know what the

figure is. In 1948 the circulation was about 450,000; in 1949 the circulation was about 200,000; and this year I should not think it would reach 100,000. It has always been quite a big multiple of the sale of the White Paper itself. In that sense it has achieved its object.

The witnesses withdrew.

Adjourned till Tuesday next, at 4 p.m.

TUESDAY, 2ND MAY, 1950.

Members present:

MR. ALEXANDER ANDERSON in the Chair.

Mr. Nigel Birch.
Major Niall Macpherson.

Mrs. Middleton.
Mr. Spearman.

Mr. R. (R. POWELL, C.M.G., Deputy Secretary of the Admiralty, and Mr. A. V. ANDERSON, O.B.E., Deputy Director (Administrative), Department of the Chief of Naval Information, Admiralty, called in and examined.

Chairman.

160. We are grateful to you for coming here this afternoon to help us. I see that your Estimate* for this year is £112,500?—(Mr. Powell.) Yes, Sir.

161. As against £135,700 for last year?—Yes.

162. You show for this year a reduction?—Yes.

163. Is that likely to be continued, have you reached bedrock or is it dependent upon circumstances?—I should think it has probably reached bedrock. I would not like to be too certain about that, but I do not think it is likely to come down much more. As you know we have reduced the size of the regular entry into the Navy this year to 11,000, and as far as I am aware it is unlikely to come down below that. I should not expect the general level of our expenditure on publicity and recruiting to be reduced materially in the future.

164. Which is the Department responsible for all publicity and advertising?—The Department of the Chief of Naval Information generally is what one might describe as the expert department on all forms of publicity, using the services of the Central Office of Information in all matters in which they can be of help. For all national campaigns they act as our agent, and the Director of Naval Recruiting Department for local recruiting publicity through the medium of recruiting offices in the country as a whole.

165. Are the officers of that Department all naval personnel, or are there technical people?—The officers of the Chief of Naval Information's Department are, I think,

entirely civilian with the exception of two, the Director himself, who is a retired Captain, Royal Navy, and a Commander, Royal Navy, who is his naval assistant. That is right, is it not? (Mr. Anderson.) Yes.

166. These are full time information people?—(Mr. Powell.) Yes.

167. Outside of Whitehall there are no full time information officers?—No, Sir. We have none in the Fleet or in any of the ports overseas. The duties are done part time by officers nominated by the Commanders-in-Chief to act as liaison with the Press.

168. It is done by serving officers?—Yes, Sir.

169. Do you know if that applies to other Services?—I am afraid I do not, but I do not think it does. I think the War Office have full time information officers in their Commands away from headquarters.

170. We can find that out from them when they come in to give evidence?—Yes, I am not too sure about that.

171. Then do you work with the C.O.I. acting entirely or only partly as your agent?—Entirely as our agent for what we might call national campaigns aimed either directly or indirectly at recruiting. We act as our own publicity agents for local recruiting done through recruiting offices in the provinces. We also use the Central Office of Information for the distribution of all the material which is given to the Press by the Admiralty. Their machinery for reproducing, circulating and distributing information is exclusively used by us; we have nothing of our own at all.

* In Annex 3.

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Mr. R. R. POWELL, C.M.G., and
Mr. A. V. ANDERSON, O.B.E.

[Continued.]

172. All that is done directly by yourselves is local publicity?—Yes.

173. Of what nature?—It is entirely recruiting publicity—the distribution of leaflets through recruiting offices, handing them out to people who come in and ask for them, and a certain small amount of local advertising.

174. But the poster publicity, for example, would be purely central?—Yes, except to a very, very small degree. I think in our next year's Estimates we have £250 for local poster advertising, but it is a very, very small item.

175. If it is decided that there shall be a recruiting campaign, that is decided by the Admiralty?—Yes, it would be, but there has not, so far as I remember, been an exclusive naval recruiting campaign. Hitherto the campaigns have been inter-Service, and Ministers have first approved the total amount to be spent on the campaign as a whole and then the division between the three Services of that total.

176. Then the C.O.I. is left to carry it out?—Yes. We are responsible for the policy behind the campaign, but the C.O.I. are responsible for the execution of the campaign with our advice on all matters where naval knowledge is necessary.

177. The C.O.I. does not enter into the question of policy; it acts purely as agents for the policy laid down?—That is so. They obviously have an indirect influence on policy because of the expert advice they can give us on the best way of doing it.

178. I was just coming to that. Do you get from them a figure for the campaign before it is embarked upon, or is it simply a case of saying, "You carry out a certain recruiting policy for us, and we will pay what it costs"?—The figure is fixed in their annual estimates. It is worked out beforehand, the cost of the total campaign, and it is provided accordingly. In fact in this year's Estimates, of the total figure we gave you of £112,500 you will see that £70,000 is for agency services carried out by the C.O.I., and that figure is agreed with them when they are preparing their Estimates for the financial year in the same way as we do.

179. They are the judges as to the adequacy of the campaign?—No, they are not. They are merely judges of the adequacy of the machinery for carrying it out. They say what they want to spend to fulfil the needs of the campaign.

180. Do they fix the financial cost of the campaign or is it fixed by a global figure? What I am getting at is this: has there ever been an instance when the C.O.I. have said, "This campaign will not cost so much" or "This campaign should have more money spent on it"?—I am not aware that they

have ever said that. Are you, Mr. Anderson. (Mr. Anderson.) No, Sir. It depends very largely on the results of the campaign. If we find that at the commencement recruits start to come in satisfactorily then there is no necessity to spend any more money, but anyhow we could not spend any more money than the amount allotted in the Estimates. We have to fill certain block requirements, the most difficult ones being in the artisan and artificer class because the other Services are after those. We use the C.O.I. as an agency department to help us carry out the responsibility which rests upon the First Lord to see that the Navy is adequately manned.

181. Do you find that relations between your Department and the C.O.I. work smoothly?—(Mr. Powell.) Yes. I do not think we have anything about which to complain in what they do for us, nor am I aware of any difficulties that have arisen.

182. Your C.O.I. Vote expenditure will be divided among the various avenues of publicity—posters, Press, films?—I could tell you, if you wish, how the £70,000 is in fact divided.

183. Would you?—£38,000 for Press advertisements; £22,000 for poster advertisements; £400 for photographs; £160 for leaflets; £2,700 approximately for films, and the balance in overhead expenses at the Headquarters of the C.O.I.

184. Which of these media do you find most effective?—Most of our money goes on national poster and Press advertisements. I think we find those most effective.

185. You feel a poster is the most effective method?—I think the combination of Press and poster. I do not know whether I would like to say that the Press advertisement is more effective or less effective than the poster. I do not think you can consider the two separately.

186. In some of the other Departments there has been a tendency to deprecate the poster today as a method of advertising. You still think it is very valuable?—I think so, yes, Sir. Have we noticed any difference? (Mr. Anderson.) I have not noticed any falling off; I think there must be a combination of the two. (Mr. Powell.) I do not think we would say poster advertising is less effective than it was, so far as the Navy is concerned.

187. Do you use films at all?—Not a great deal, not for direct recruiting publicity. Of course we have had a certain amount of indirect publicity, as I have no doubt you know, through the assistance the Admiralty has given to the making of certain films, particularly "Morning Departure", the one which has just come out, and we are in fact at the moment having a film made for us by the C.O.I. specifically directed to obtain more recruits for naval aviation where we are short of flying personnel.

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Mr. R. R. POWELL, C.M.G., and
Mr. A. V. ANDERSON, O.B.E.

[Continued.]

188. Do you find the C.O.I. satisfactory as a instrument for the making of films?—Yes.

189. What would be the effect upon recruiting of a cut in the advertising and publicity?—It is very difficult to say, I think. One really cannot judge. Publicity works in two ways: one, it keeps the Navy before the public eye and influences parents, wives and relations favourably towards it to incline boys to come into the Navy; and the other is the direct appeal to the recruit himself. I think that if the Navy disappeared from public view it would have a bad effect on recruiting; it could not fail to do so. It is necessary in our view to keep the Navy adequately in the public eye, to keep the national interest in it.

190. Do you think your films would be made more cheaply if you put them out to public contract?—I do not think I can answer that because we do not enter into the financial arrangements the C.O.I. make for films in that way. I am afraid I have not the personal knowledge of the film industry which would enable me to say.

191. I just wondered if you had any opinion on the cost of the film and whether the C.O.I. was expensive or not?—It does appear expensive I would say, there is no doubt about that, but how much more expensive in comparison with private contracting I have no information on which to judge. This film we are having made is a ten-minute film on Navy aviation, and that is going to cost over £5,000 which is a pretty large figure I think.

192. Do you feel that you would get results commensurate with that expenditure on publicity? Do you feel your intake of recruits would dry up without publicity and advertising?—I think it might. I would not say it would dry up, but I think it might materially fall if we did not maintain adequate publicity.

193. You feel that most definitely?—Yes, I do.

Major Niall Macpherson.

194. Do I understand that you have two types of advertising, broadly speaking—inter-Service advertising and your own particular Admiralty advertising? I think at an earlier stage you said that inter-Service campaigns were determined by the Minister?—Yes, it is determined by Ministers if there is to be a national recruiting campaign for all three Services.

195. Has there been such a campaign?—There was one early in 1949.

196. Based on what Services?—Based on all three Services.

197. How was the participation of each fixed in that?—That was settled by Ministers. The total amount of the Government

effort in publicity that could be devoted to this campaign was settled by Ministers, and subsequently the Service Ministers' Committee under the chairmanship of the Minister of Defence decided how that sum should be divided between the three Services. Broadly it was according to the need of each I think that the expenditure was allocated to each Service, and the Navy received the smallest share because it is comparatively best off for recruits.

198. In fact it finished by being purely a three Services campaign?—It was a common campaign for the Armed Forces as a whole.

199. Ran at the same time?—Yes, backed up by separate publicity for each of the three.

200. What form did the common campaign take?—It was mainly publicity in the form of Ministerial speeches. The Prime Minister started the campaign, and it was followed by speeches from the Minister of Defence and other Ministers directed generally to recruiting for the Armed Forces as a whole. Each Service Minister and Department followed that up with more specific approaches to its own requirements.

201. You said your own specific publicity was institutional, that is to the maintenance of keeping the name of the Navy in front of the public in general. So far as particular objectives are concerned, are they the recruiting of particular kinds of staff?—Yes. It falls into two categories again. I think one generally is recruiting for the Navy as a whole. There is a certain amount of general publicity of that kind. That is followed by publicity directed towards specific branches of the Service where there are shortages or where there are difficulties in recruitment. Mr. Anderson mentioned the artisan and artificer classes where we are always in competition with the other Services and with industry generally, and where we have had to do a certain amount of specific direct publicity. There have been a few other instances—the Sick Berth Branch is one of them—where there have been shortages, and we have to put a special effort into them.

202. Do you put that special effort into the whole country or into places where you know that normally you draw the greatest number of recruits?—Both nationally and by the special selection of locations where we think results will be achieved.

203. Is not the national spread rather apt to be wasteful?—Yes, I think we would use it very little for specific problems. Where you are aiming to catch a particular type of schoolboy who comes out of every school in the country, then you would do it nationally as well as locally.

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Mr. R. R. POWELL, C.M.G., and
Mr. A. V. ANDERSON, O.B.E.

[Continued.]

204. You do not try to test the effect of your publicity by questioning recruits when they come in?—(Mr. Anderson.) Yes, we do key them.

205. What is the result of that?—I am afraid I could not tell you. That is done by the Director of Naval Recruiting. He values the worth of the advertising medium according to the answers he receives.

206. What is the period of your campaigns? Is it concentrated in one period of the year, or does it go on throughout the year?—(Mr. Powell.) It goes on throughout the year unless there is a special campaign of the kind there was in the early months of 1949. Normally I do not think we have any peak periods or special months in which we concentrate publicity.

207. Why is that? Is it because it has always been done, or is it because of the advice you receive from the C.O.I.?—I do not think we have found there is a great variation in the numbers that enter in that way so as to justify concentrating the effort into a particular period.

208. Apart from recruiting for those branches where you are short, do you think it would lose you much in the way of recruits if you did not have this year-in and year-out publicity?—Yes, I do.

209. In the short run or in the long run?—I think both. I am sure we should lose in the long run by a drop in the general level of publicity of that kind, but at the moment we are in rather a special position because we are contracting our regular recruiting from nearly 18,000 a year to 11,000. I do not suppose it will be true to say there would be a material effect on the short term position.

210. Are you aware whether the C.O.I. employ agents themselves?—(Mr. Anderson.) They do.

211. Have you direct contact with these agents?—Yes.

212. What form does the consultation take?—The C.O.I. normally bring down the agent to us, and we sort of confer on what we think is a suitable lay-out for the poster advertisement or anything like that. The C.O.I. and the agent are dependent upon us for not making some crashing bloomer in the naval sense.

213. What would happen if there was no C.O.I. at all? Would the agent then just come?—If there was no C.O.I. we would revert to the pre-war practice of advertising agents working direct with the Admiralty.

214. What is the balance of advantage or disadvantage there?—The reason why the C.O.I. came into being was because it was necessary to have some central co-ordinating point at which the available

advertising space could be divided between the different people—the War Office, the Air Ministry, the Admiralty, the Home Office, Civil Defence and all those people. Their position is that of technical advisers and co-ordinators.

215. What determines the advertising space available? Is it the amount of money allotted to the C.O.I. or the amount the newspapers are prepared to give?—Both. In the early days, after the war, it was principally the lack of available space in the newspapers.

216. What is it now?—(Mr. Powell.) Finance now. (Mr. Anderson.) Space has become easier; money has become tighter.

217. Why do you need the C.O.I. to co-ordinate in that case if there is no difficulty in getting space?—It would be a very bad thing if the Admiralty, the War Office and the Air Ministry all came out with advertisements on the same day asking for the same sort of people.

218. I wonder. That is not commercial experience. It is very often a good thing to have conflicting advertisements in at the same time; they gain more attention than separate ones?—(Mr. Powell.) I think really you are on a question of general Government policy with which it is beyond the province of the Admiralty to deal. We use the instruments which we are required to use by Government policy.

219. Yes, but to bring it down to your own case do you find that you get as good service in spite of the fact that you have an intermediary between yourselves and the agents?—I should say yes. (Mr. Anderson.) Yes. (Mr. Powell.) I think we probably get better service, because the co-ordination the C.O.I. can give in the timing of various steps in the campaign affects more than one Service or more than one field of activity.

Chairman.

220. If you were dealing direct with agents would that require a larger staff in your own Department?—Certainly.

221. What might be a saving on the one hand might at least be partially balanced by an increase in the other?—I think that is part of the theory for the existence of the C.O.I. It is more economical to have expert advice concentrated in one central place rather than to have people dispersed over Departments where they might not be fully employed all the time.

Mrs. Middleton.

222. I take it that the Estimate which you have presented to us covers dockyard recruiting as well as recruiting for the naval forces?—Certainly.

223. I take it that would be mostly in the local Press in the centres where the dockyards are?—You mean recruiting for apprentices?

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Mr. R. R. POWELL, C.M.G., and
Mr. A. V. ANDERSON, O.B.E.

[Continued.]

224. Yes?—That is true.

225. Is there any national publicity?—We produce leaflets which are distributed to schools all over the country, and they are particularly designed to attract apprentices of whom we are pretty short, as you know, at the moment.

226. Yes, I know—We have had a special leaflet brought out in the last few months just for that purpose.

227. Can you give the Sub-Committee any estimate of the percentage of naval recruits who come through your various advertising media?—I could not without notice. I will see if I can get that information for you, if you wish.

Chairman.

228. It would be interesting?—Yes, I certainly will see what we can do on that. I think the Director of Naval Recruiting should be able to provide something.

Mrs. Middleton.

229. I think you said that some of your advertisements—I take it they are Press advertisements—are keyed so that you can know which particular advertisement brings in a particular recruit?—(Mr. Anderson.) You have some indication; you do not know. Everybody does not take notice of your key.

230. Generally speaking it is a fair guide to the better class of advertisement, is it not?—Yes.

231. Have you any method of keying your other forms of advertisement other than leaflets and Press advertisements?—No, we have not.

232. I have in mind the question put to you by the Chairman with regard to poster publicity. Has any attempt been made to find out whether posters are an effective way of advertising for this kind of purpose?—(Mr. Powell.) I think the C.O.I. has done something of that kind. They are guided very largely in the advice they give us on the split-up of the £70,000 between the various heads of publicity by what they know from that way, but I think we should have to ask the C.O.I. for more specific information if you wish to know more about that.

233. I do not know about the rest of the Sub-Committee but I personally would be interested to know?—We will certainly get a note on that.*

234. Can you tell me whether there is any special advantage in your particular Department of having no public relations officers as such?—It is really more a matter of title, I think, than anything else. It has not been Admiralty policy to make any specific effort to put over the Navy in any big way. It is not needed; the Navy has an established position in the country. It

* Not published.

is not necessary to boost it artificially by any special public relations methods, and we devote our energies much more to the distribution of factual information of interest to the Press and the answering of Press enquiries than to any form of propaganda.

235. With regard to the high naval officers who are finally in charge of this work for you, the Director of Naval Information and the Director of Naval Recruiting and their chief assistants; have they, besides having had naval careers, had any special training for this work?—Neither of them has had special training in the sense of having been in Fleet Street, for example, or anything like that. I think the Admiralty view has been that it is the naval experience that counts most in representing the naval point of view to Fleet Street, much more than expert knowledge of journalism or of the workings of the newspaper industry. I think that has always been borne out by the experience we have had in our dealings with journalists and the Press generally.

236. In other words you have relied upon your agents or the C.O.I. for the technical side?—You are thinking there of the advertising and publicity side. I was thinking more of the propaganda side, if I may call it so, the distribution of information about the Navy, the more general type which is directed to recruiting. Inside, on the publicity side, we have experts in the Departments, and they do know a good deal about the technical side of the matter.

237. I take it that any expenditure involved in Navy Weeks is not included in these Estimates?—No.

238. Would you not agree that Navy Weeks are one of your very best forms of publicity and advertising?—I think I might claim they are a free form and almost a money-making form of publicity. That is perfectly true; Navy Weeks and Navy Days are extremely good forms of publicity. (Mr. Anderson.) We do the publicity for them, but they do not appear in any way on the Estimates.

239. But the cost of them enters into your account?—No. (Mr. Powell.) The funds are private funds. The proceeds are distributed to naval charities, and the necessary publicity is financed out of the proceeds. It does not come on the public funds in any way.

Mr. Spearman.

240. Following on what Mrs. Middleton said, in settling to which seaside resorts ships go in the summer do you take into account the recruiting effect that would have?—To a certain extent, yes, but usually I think the strength of the local demand is the main matter of guidance, coupled with the ease of sending the ship and the suitability of the port.

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Mr. R. R. POWELL, C.M.G., and
Mr. A. V. ANDERSON, O.B.E.

[Continued.]

241. To what extent are you really competing with the other two Services? Obviously if the only recruits coming out of the pool went into all the Services, then the more money that was spent and the better it was done by the Air Ministry the more you would be spending in order to try to get your fair share?—Yes, I think that is true. There is a certain amount of direct competition between the Services, particularly in regard to technical artificers and such like—electrical ratings as well.

242. In that case might not the expenditure be reduced if more of it was done communally between the three Services?—I do not think it would make any difference. I think the amount directed to those particular lines where there is direct competition is so insignificant that it would not make any real difference at all. I doubt whether it would be worth the administrative effort of doing it.

Mr. Nigel Birch.

243. How does the amount of money you are now spending on publicity compare with what you spent before the war?—It is a good deal more now, but I am afraid we have not got the information on what we spent in all ways before the war.

244. I see you plan to obtain a 11,000 entry this year. How would that compare with an average pre-war year?—It would be less.

245. I am a little unhappy about this question of publicity for recruiting. I think one of you said the Director of Naval Recruiting would know what effect it had. Have you got any evidence that it has any effect at all really?—I have no direct evidence I can give you now, but we will try to provide you with what we have got. You are again talking of the keying of various types?

246. What I have in mind is this: suppose in fact the whole of the advertising campaign was stopped, would it really make twopenny worth of difference? That is of what I am not quite convinced?—I think it is a matter on which one can only express an opinion. One cannot test it by any method.

247. Certain tests could be carried out. If every recruit was cross-examined on why he joined, you might get some result?—That is done in certain fields.

248. You might get certain keys on the number of recruits compared with the amount spent on advertising—I admit a very sketchy one only. Has that really been done?—(Mr. Anderson.) We did try it with the Naval Cadet Entry, and according to the report we saw we received very unsatisfactory answers in so far as many of these young men said they first thought about becoming a naval cadet through something they saw in the Press. We could get no

further. We do not know what they saw in the Press.

249. It might have been the picture of a ship?—Whether it was the story of the "Amethyst," an advertisement or a poster which they mixed up with the Press we do not know. It is extremely difficult to get clear guidance from these people appearing at an interview on what made them first think of joining the Navy.

250. With regard to recruiting for the R.N.V.R., you say in your memorandum that Commanding Officers are given complete discretion in using the money allocated to them. Can you expand a little on that? What money is allocated to Commanding Officers?—(Mr. Powell.) It is a very small amount. The whole amount for recruiting to the R.N.V.R. in this year's Estimate is £2,700, and that is divided between the Commanding Officers of the various divisions who use it for local advertising in the Press and such like forms of publicity. It is a very small amount.

251. It seems to me that your use of the C.O.I. is one of the very rare occasions when the Admiralty "plays ball" with anyone else at all. It seems a sad weakening on the part of the Admiralty. Why have you agreed to this?—(Mr. Anderson.) We use the C.O.I. when they have the facilities we need and when we have not got those facilities ourselves.

252. Such as what?—Technical lay-out, photography and so on.

253. You said before that that was done by agents?—(Mr. Powell.) It was done by agents before the war, before the C.O.I. existed. (Mr. Anderson.) The idea, as Mr. Powell has said, is that you concentrate in the C.O.I. a pool of technical experts so that they are available to be called upon by every Government Department.

254. Do you think it has actually paid you?—(Mr. Powell.) We have not lost anything by using the C.O.I. I should say that the Exchequer as a whole has probably gained.

Chairman.

255. I notice, according to your Appendix, that the cost of the staff has gone up from £16,500 to £17,800. To what is that due? Is it an increase in staff?—No, Sir. The staff is the same size; it is due to normal increments and the substitution of a W.R.N.S. officer by a civilian. There have been certain internal changes, but no increase.

256. The Stationery Office expenditure has gone up by £1,600?—I do not think there is any particular reason for that. (Mr. Anderson.) It is probably the re-printing of out-of-date leaflets. Many of the leaflets and pamphlets had to be rewritten owing to the necessity of meeting the new pay code and things like that.

The witnesses withdrew.

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[Continued.]

Major-General R. EDGEWORTH-JOHNSTONE, C.B.E., Director of Public Relations, and Mr. A. C. W. DREW, an Assistant Secretary, War Office, called in and examined.

Chairman.

257. The War Office Estimate* in regard to expenditure on publicity and advertising for 1950-51 is £384,370?—(Major-General Edgeworth-Johnstone.) Yes, Sir.

258. It has gone down from the amount of £459,900 for last year?—Yes.

259. What are the reasons for that decline?—It is an arbitrary cut of 20 per cent. which was put upon us.

260. You had a sudden cut?—We had to do it, and we just did what we thought would have the least harmful effect on our campaign.

261. Do you think you have reached the limit of cuts without loss of efficiency? Is it likely to continue at this figure, or is it likely to go down?—It is very difficult to answer that. At present it costs about three times more per recruit than it did in the preceding year. It is quite obvious we are getting to the stage when we shall have to consider, if we put up the figure, whether it is going to be worth while in the results.

262. You are Director of Public Relations?—Yes, Sir.

263. You have a Public Relations Department at the War Office?—Yes, Sir.

264. Is that staffed by, shall I call them, civilians or by Army personnel?—By both. The technical people, like Press officers, are journalists, and the military staff are Staff Officers. We have to function in war, and must have a nucleus of trained officers on mobilisation. It is just treated like any other Army service. It has representatives in Commands and so on.

265. What exactly are the functions of the Public Relations Department?—Do you mean generally?

266. Yes, what exactly do you do? Are you responsible for recruiting campaigns?—In recruiting I look upon myself as an agent. The recruiting staff tell me what they want, and then I think out the best way of getting it. We do all the technical planning in consultation with C.O.I. and agents.

267. What is the size of the staff in your Public Relations Department in the War Office?—In the War Office there are about twenty-three, of which nine are serving officers.

268. Does that include overseas staff?—That is only at the War Office.

269. That does not include the full number of Public Relations Officers you have?—Yes. All officers are in that figure. That is in the War Office only. (Mr. Drew.) Headquarters staff.

270. I was hoping I might be able to get a complete figure, including overseas?

—(Major-General Edgeworth-Johnstone.) In Home Commands we have thirteen officers. This is purely the officer side; I am omitting the clerical staff.

271. Can you just give me the full staff, including everyone on the pay roll?—I am afraid I have not got that. That would have to be given by our Establishment Branch.

272. Could we have that sent to us?—Yes.†

273. I should like to know the total number?—In the Middle East there are nine officers, in the Far East eleven officers and in B.A.O.R. ten officers. The staff is very small. That gives you some idea.

274. Can we have the full numbers?—Certainly.

275. Your Public Relations Department is responsible for all forms of publicity and advertising?—Yes, Sir.

276. A certain proportion of it you do yourselves internally, and do you hand over a certain part of it to the C.O.I.?—When we advertise the C.O.I. act as our agents.

277. Suppose a recruiting campaign is to be started, that would first be decided upon by the Defence Services I take it?—It would be decided by the General Staff of the War Office generally.

278. Then that would be handed over to the C.O.I. to organise?—Purely for what we might call the paid advertising, but naturally we do a great deal ourselves. Most of our exhibitions we do ourselves—such things as running demonstration columns and organising displays and tattoos. The Army does them out of its own resources.

279. Do you have poster advertisements?—Yes. All paid advertising would go through the C.O.I. It is really on their Vote in fact.

280. All the activities which you yourself run come under your own Department?—Yes.

281. Do you find the C.O.I. serve you efficiently?—Yes, they are extremely co-operative.

282. Are the relations close?—Very. They always have been in fact.

283. Do you get these things done better by the C.O.I. than by the direct approach?—I do not quite understand what you mean by direct approach. I am talking about paid advertising.

284. Suppose you want to get an article in a newspaper. Would that go through the C.O.I.?—That has nothing to do with the C.O.I.

285. That would come straight from you?—It is entirely the paid advertising that is done through the C.O.I.

* In Annex 4.

† Annex 5.

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and Mr. A. C. W. DREW.

[Continued.]

286. You do your own exhibitions?—We do a lot of them. Most of them involve Army equipment and Army personnel, and we can do them.

287. That leaves for the C.O.I. media like posters?—Posters, display advertising, production of pamphlets and in some exhibitions they help us.

288. Films?—If we want a film, yes, we get it through the C.O.I.

289. What I had in mind was this: if you want a film made you go to the C.O.I. for it?—Yes, recruiting films.

290. You would not go to a private agent?—No, we do not deal direct with anybody for technical services.

291. Do you think that is the most suitable way of doing it?—It is the way we have got to do it.

292. It is the policy laid down, of course?—Yes.

293. Do you feel that is the most economical way of doing it?—I think that, if we are going to have a central office, it is the only way of doing it. I do not say we could not do it all ourselves, we did before the war.

294. I am not suggesting that at all, but do you think it is justifiable to have a central pool of experts who can carry out these matters for all the departments, in addition to the Services?—I should think so, definitely. We have been able to save having a lot of experts in the War Office through having the Central Office.

295. It would mean an increase in your staff if there was no C.O.I.?—Yes.

296. What do you think is the best medium of publicity? You may find that is a hard question to answer?—That is easy for us—Press display.

297. You think it is better than posters?—Of all paid advertising, yes, definitely.

298. Do you make any research at all to find out?—We do when we want it. We used to do keying, but owing to cuts in our staff we could not go on doing it. It meant a great deal of work. It simply meant either giving that up or some other activity we were doing. We only key now if we want to know something.

299. Could we have some figures on that?—We have not been doing any keying for some time, but we could give you some on the last one we did—for apprentices.

300. What is the effect of publicity of Ministerial speeches?—Ministerial speeches either help or they do not. We do everything possible in the routine way of seeing newspapers get the speeches. After that it is purely a matter of news which nobody can control.

301. Do you feel enough use is made of that medium?—No, not nearly enough. It never has been.

302. You feel much more could be made of the Ministerial approach as distinct from paid advertising?—Yes, I am sure of that.

303. Do you find that you get results from publicity? What would be the effect upon recruiting if there was a cessation of these activities?—Altogether?

304. Yes?—All the evidence shows that it would have a disastrous result eventually.

305. Is that just an opinion or is there any evidence?—There is a good deal. When we started the Territorial Army campaign, at that time we only had so much space in the newspapers and we could not get any more. It meant we had to give Regular Army space to the Territorial Army. For six months the Regular Army had practically no space in the Press at all; it was all given to the Territorial Army. Recruiting for the Regular Army went down, and the Territorial Army recruiting nearly doubled. That is quite recent.

306. Do you spread your publicity over the whole country or do you concentrate on areas?—We spread it over the whole country. The provincial papers are covered by the Command P.R. organisation. We have a Command organisation in each Command, and their job is to keep in touch with the Command Press. Recruiting in Commands is under the Commanders-in-Chief who have their own recruiting staff and P.R. advisers. The national media we deal with through the War Office, but in regard to Command newspapers and the local Press we deal with those through Commands. The local Press are extremely good about the Territorial Army because it is local news, and it is most impressive to see the amount of material published in the Command newspapers, especially in aid of Territorial Army recruiting. It is wonderful to see the amount of space they have given to it.

307. You try to spread into provincial papers as well as the national papers?—Very definitely. One of the jobs of our overseas people is to send back what we call "home town" stories. That I think is an important service. We get two to three hundred published in the local Press every month. That is the story of some local character in the Far East, describing what he is doing. He may be building married quarters in Hong Kong, or something like that. We get these stories and pictures published in his local newspaper. It does bring the domestic side of the Army to the public. It is very good for the morale of the man and gives a good return.

308. It has an influence on recruiting too?—On long term recruiting.

2 May, 1950.] Major-General R. EDGEWORTH-JOHNSTONE, C.B.E., [Continued.
and Mr. A. C. W. DREW.

309. Do you consider that the reduction in expenditure this year as compared with last year will have an effect upon recruiting?—I do not think it will have a 20 per cent. reduction.

310. Would it be fair then to say the other way that last year 20 per cent. of the expenditure might have been saved?—No. There are various reasons why we think recruiting has gone down now. The chief question is not the money we spend on recruiting, but what the soldier thinks of the Army. I think now it has gradually got down to the position that the soldier does not think it is such a very good career compared with civil life as he did two or three years ago. If you get that situation, as any publicity person will tell you, you do not want to increase publicity; what you want to do is put the matter right.

311. Would better Service conditions be a much better argument than increased publicity?—It would be more expensive. I would never advise increasing expenditure unless I was certain the Army itself was supporting our campaign outside. Things are getting a good deal better than they were. We now have better conditions than a year or two ago, but I do not honestly think the average soldier would agree—I am talking now as compared with civil life—the Army is offering such a very good career. It is no use increasing your publicity in those circumstances. You have first to make him believe it is a good career.

312. Do you find that recruiting is influenced by the level of employment?—Figures show it is. If you look at the graph I have here (*Graph is shown to Subcommittee*), in 1931 which was a peak unemployment year recruiting goes up enormously. Small changes did not reduce it because so many people were unemployable before the war, but when you get these very big changes it does have an effect on recruiting. That is quite clear. I am quite sure that if we get unemployment again, it would have an effect. You see on the graph it started in 1930, and in 1931, when we had the economic trouble, it went right up. *This* is the recruiting from within the Army. *This* is the short service which we have only had since the war. *This* green is the boys. *These* are the short service people, which ends next June. The red is the comparable item, Regular normal engagements. You can see that recruiting for these three years after the war has been well up to the average. *That* is Munich—we will leave that because there was a crisis; but it is roughly about the same as it has been before. 1937, as you will remember, was the year when we nearly had war with Italy, and as a result re-armament began and with it a recruitment publicity campaign. In 1935-36 we really had a series of Pacifist years when everybody was disarm-

ing. An election took place in 1935 in which re-armament was not mentioned; and as a result in those years people fought shy of the Army. People did not go into it. That changed in 1937. We started improving conditions, and we started the first recruiting campaign, and *that* bump is the result.

Mr. Nigel Birch.

313. From that graph it appears that recruiting for the Regular Army in 1949 was worse than it has ever been, since 1930 anyway?—That is right. We have got National Service now which you did not have then, and sixty per cent. of the recruits we get now are under the age of National Service, seventeen and a half. It is not really a fair comparison. It looks to me if the present trend goes on we shall stabilise at not much more than 15,000 a year.

314. Compared with 35,000 a year before the war?—On an average 25,000 a year before the war.

Mrs. Middleton.

315. Your memorandum* gives us the cut which is being made in the current year, but you do not give us any indication where the cut has fallen. Have you spread the cut over the work?—Mostly we have cut posters.

316. Have you cut staff at all?—Yes, the staff has been automatically cut, but not as a result of that. The staff is cut as a general cut of the Department.

317. A cut in the staff does account for some of the cut in the expenditure this year?—No, I do not think so. When we were ordered to cut the operational expenditure we could not take any cuts in staff, which we have effected, into account at all.

318. The whole of the cut which is indicated in your statement has fallen actually on the work?—Yes. We have cut staff as well, but it is not counted as part of that twenty per cent. (Mr. Drew.) Column (B) "Salaries" is staff, as shown on the back of the memorandum.

319. Can you give me any indication of what personnel have been involved in that cut in salaries?—(Major-General Edgeworth-Johnstone.) We can include that in the figures we are going to give you.

320. I am not quite clear how you differentiate between work which is done at the War Office and work which is done by the C.O.I. You have given us a list here of the items which the C.O.I. do for you?—The C.O.I. is purely concerned with publicity which is paid for, such as advertising in the newspapers, posters and getting films made for special purposes.

321. All the paid publicity is done by the C.O.I.; the rest is done by the War Office?—Everything else is done by the War Office.

* Annex 4.

2 May, 1950.] Major-General R. EDGEWORTH-JOHNSTONE, C.B.E., [Continued.
and Mr. A. C. W. DREW.

322. You mentioned earlier tattoos. How far are you responsible for tattoos—just for the advertising of tattoos?—Yes.

323. Nothing more at all?—There have not been very many. If there are going to be some more the Command would run the tattoo. I think Western Command is the only one.

324. I wanted to know what exactly were the responsibilities of your Department or the comparable Department in the various Commands?—We do the publicity.

325. Then you said that the Commands were responsible for dealing with the Press within the area of the Command?—Yes.

326. I take it that would be only for publicity and not for advertising?—They deal with them for everything. The actual advertising in a provincial newspaper would be done centrally. The Command is under the War Office. The War Office is responsible for everything except paid publicity. That applies equally to the Commands as it does to the national Press.

327. Who does the actual placing of advertisements in provincial papers?—That is all done by the Central Office, and classified as distinct from display advertising by us.

328. Can you tell us anything about the contact you have either nationally or regionally with the B.B.C.?—We have very close contact with the B.B.C.

329. Who deals with the Regions?—The Regions are dealt with by the Commands.

Mr. Nigel Birch.

330. You say in your memorandum* that there is convincing statistical evidence to show that publicity and advertising does increase the number of recruits. What is that convincing statistical evidence? Is it rather a difficult item to produce, or can you produce it?—We can produce the example I gave you, but I am not quite sure that is really the right way of putting it. That is not my memorandum; it is the office memorandum.

331. There are various tests you can apply by interviewing recruits and matters like that, or by conducting social surveys. It would have to be something fairly elaborate to provide such evidence. Has anything very elaborate been carried out?—If you take what happened in 1948 we had I think 35,000 recruits, and in 1949 we spent a good deal more money and we only got 23,000 recruits.

332. That was not very convincing statistical evidence, on the face of it?—That is what I am rather hesitant about, for instance, I might say that if we had not advertised we would only have got about 13,000, but I cannot prove it.

* Annex 4.

333. On the face of it the evidence is not convincing statistically?—I do not think you can really say that. There are so many factors which affect recruiting, that it is very hard to relate expenditure of money to the number of recruits.

334. How does your expenditure compare with similar expenditure before the war?—(Mr. Drew.) In 1938 we spent £59,000; and in 1939, £49,000.

335. Was that publicity of a similar nature?—That provided for expenditure on posters, advertising, films, exhibitions, etc.

336. Expenditure is now about six times as much as it was before the war?—There was no National Service then. (Major-General Edgeworth-Johnstone.) That is only the operational expenditure. The figure you have includes salaries.

337. When you played down your recruiting posters for the Regular Army and put posters up for the Territorial Army and you had less recruits for the Regular Army and more for the Territorial Army, might not the increase in the Territorial Army be accounted for by the fact that the campaign was really just starting? There had been no real call for recruits before that campaign?—The campaign started in September, 1948. It had been going for some time before this; it had been going over a year.

338. In regard to your posters for the Regular Army are you still laying stress on the opportunity the Army provides for training in a trade?—No.

339. Why did you stop doing that?—Because as I said sixty per cent. of the recruits come from the age groups of seventeen and a half years, and we found out from our survey that what they liked best was adventure, and so we are now appealing to that class of man by using that appeal.

340. Did you ever get too many tradesmen applying?—No, indeed we did not, very much the reverse.

341. You also say in this memorandum that economies have been achieved by limiting expenditure to what is considered the minimum necessary for the achievement of the essential tasks to be carried out?—Yes.

342. In fact you are not really achieving the minimum, are you? At the moment you are well under the minimum; the achievement is well under the minimum?—We are not getting the minimum number of recruits we want, that is very true. What that means is that you have got to run a campaign at a certain weight if you have a reasonable chance of achieving your object.

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Mr. Spearman.

343. I think you said the reduction in staff meant you had to cut down on the keying. I am not quite sure what keying is, but I understand it is checking up on the relative value of different forms of publicity?—It is a coupon that someone has got to send in. They have all got to be classified. People write to recruiting offices as well as to the War Office.

344. Is it possible that that policy may be short-sighted?—We do not think so. The recruiting offices themselves do ask everybody why they have joined—although I agree it is not very reliable. If we want to know anything definite we do key it.

345. Do you know what proportion of the Vote is entirely for recruiting?—That I think is to be found fairly clearly in the paper. Operational expenditure is for recruiting; and the other figures are quite straightforward. (Mr. Drew.) It includes a fairly large sum for the Territorial Army.

346. I think it means that your costs per recruit are that much higher than one other Service. Is that perhaps because the Admiralty is more attractive?—(Major-General Edgeworth-Johnstone.) I would not have thought they were. It is really how you calculate it. We do not take in the salaries at all because most of these people we would have to employ whether there was a recruiting campaign or not. Leaving out salaries it runs at £2 5s. 0d. per recruit for the first three years roughly, up to £6 18s. 0d. for 1949. That is purely taking the amount of money directly spent.

347. I was taking the figure of £93,970 as the amount of expenditure. Do you think the more money you spend on publicity for recruiting only gets a divergence from the other Services, or do you think it actually increases the number of recruits to the Forces? What I am trying to say is this: if the Admiralty publicity is very good, do you therefore have to spend more in order to get your full share of the pool?—No, I do not think so. A man can join what he wants to join. In any case the type of man the Navy takes is quite different from the type of man we take. They very often cannot take all the tradesmen who present themselves, and then they refer them to us.

Major Niall Macpherson.

348. Could you go through the processes by which a campaign is built up? Let us take the Territorial Army?—Yes.

349. Can you go through the various processes in the determination of the appeal, the people you consult, the media you should use, how you decide what the media used shall be and how it is actually executed? Could you just give us an idea on that?—Firstly I do an appreciation of the whole situation, giving the points in

favour of getting people to come forward to join the Territorial Army and the points against it. That is like any other appreciation, and then from that I give a plan of the best way of overcoming the adverse factors and making the best of the best ones and so on. That goes round to everybody who is interested, the Central Office, the agents who are going to be appointed and the Territorial Association representatives. Then we have a meeting and discuss the matter with the various experts and representatives of the Territorial Association. From that the agents put forward their suggestions for the various forms of advertising. We in the War Office then write briefs for the books or the leaflets; the Central Office do the lay-out; and it is built up in that way.

350. Before you form a plan is there no survey of the likely resistances?—Yes.

351. Who carries that out?—That would be done through the Central Office.

352. The C.O.I. do it on your behalf?—Yes.

353. You said the agents suggested various forms of advertising. Would that have to fall within any particular quantum, shall we say, of Press space or poster advertising determined by the C.O.I.?—It is determined by the Home Official Committee. They are the committee who decide on the allocation between the Government Departments of the total amount of space. What actually happens is this: in regard to a campaign they would be asked how much they would recommend for allotment to it. It was very limited. At the time the T.A. campaign started we got four per cent. of the total space available.

354. You get four per cent. of the total space available to all Government Departments?—Yes. It worked out to a space value somewhere in the region of £5,000 a month.

355. That is space in the national dailies?—And provincial as well.

356. You say that meant you had to devote the whole of that four per cent. to the Territorial campaign?—Yes.

357. You had none left for the Regular campaign?—We were allowed a Regular Army holding campaign but not in the national papers because we could not get enough space. The backbone of the campaign was one monthly insertion in the Radio Times.

358. Did your agents, before they made their plan for the campaign, know it was going to be suggested that that was the ceiling of Press space available?—Yes.

359. They built up their plan on that?—Yes, because the Regular Army campaign was then going on and they knew that what we could do would be simply to hand over

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[Continued.]

all our posters and all our Press space to the Territorial Army.

360. Did they have to make a plan within a certain budget or did they say "In order to achieve this result you ought to spend so much"?—The money really did not come into it, except in so far as it was rationed by space. It was a matter of space, not money.

361. When I said spent so much, I meant so much on various media will be required—it will cost so much?—Yes.

362. They could not do that because there was already a limit on the space available?—Yes. We would spend about £80,000 on posters as against about £50,000 on Press advertising, which would be ludicrous normally, but we had to do that. The only way of stepping up this important campaign was to push up the number of posters; normally the Press allotment would be much bigger than posters.

363. From the point of view of the intensity of the campaign was the allocation of space which you had satisfactory? Was it as much as you would have liked?—No.

364. Was there no possibility of making representations to the Central Office in order to ask them to make representations on your behalf to other departments to get a larger percentage of space at that time so as to give you proper coverage?—They did. It had to go up to Ministers. Everybody was short at that time. Everybody thought they had too little. We could not get agreement from the Official Committee because it meant someone had to give up space and they said they could not. We did in the end get a certain amount taken off the economic campaign which was then running, and about six per cent. of the whole was given to us. We got it up from four to six per cent.

365. What is the procedure in so far as you determine your objectives? Is that quite sufficient in your view to allow the agent to get entirely into your mind to see what you are requiring? What I am getting at is this: does the interposition of the C.O.I. between you and the agent act as a handicap in any way?—No. It would if the C.O.I. objected to our going to the agents, but they do not. I can go and see my agent whenever I like.

366. They have direct access to you?—Yes, the C.O.I. have always agreed with that.

367. With regard to the use of posters, the cut this year was simply because you thought you were using too much in the way of posters before?—No. The cut was an arbitrary cut of twenty per cent., and we thought that was the least harmful way of making it. Our poster people allowed us to keep the best sites and to give up the bad ones. The actual intensity

of the campaign was not so badly affected, because we kept all our star sites and gave up the worst ones. That was the most economical way of making that reduction.

368. To what extent would you say the falling off in Regular Army recruiting is attributable to a complete cessation of advertising during the period when you devoted your entire budget to the Territorial Army?—We did have a holding campaign in various other papers, but honestly that is a question which I do not think anyone could answer. The fact is that it did begin to fall noticeably. The Central Office think it was due to that. If you look at the graph you will see it does fall about six months afterwards, which is about the time one would expect the effects to show themselves.

369. When you say it costs three times more per recruit than it did, does that take into account the fact that you were spending quite a sizeable proportion of the budget on the Territorial Army campaign?—I was only talking about the Regular Army; the Territorial Army did not come into that figure.

370. There is definitely three times as much money spent per recruit for the Regular Army?—Yes. It is simply a case of spending more money and getting fewer recruits.

371. Then in regard to films, do you decide you would like a film, does the agent suggest that a film might be a good thing, the C.O.I. or what happens?—We work very close together. We have periodical conferences between ourselves, the C.O.I. and the agent at which we discuss the progress of campaigns. Various proposals come up. We try to get so many films a year. It is really a matter of how many can be distributed. It is easy to make a film; the difficulty is distribution. Normally the C.O.I., as I think you know, are allowed to distribute one film every month, and they may say to us "You can have one of these." Once we are sure we can get it distributed we can get the film made.

372. You are allotted a month for the distribution of a film?—Yes. We have two in hand for the Regular Army.

373. You said you had to run a campaign at a certain weight to have any effect. Bearing in mind the difference in the cost of advertising as compared with the cost before the war, how would you interpret that statement?—With £50,000 before the war you could run a campaign in a very much bigger way than in 1949.

374. Could you give the Sub-Committee any idea of the relative cost of space?—I could not, without looking it up. I suppose it is about 300 per cent. more. That is purely an estimate.

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375. You would suggest that the rise in expenditure is mainly due to a rise in costs?—No, not mainly I do not think. Costs have risen every year. I do not quite understand what you are comparing. Are you comparing £50,000 before the war with £150,000 now?

376. I understand that £50,000 would buy what is shown here as the operational space provision on the C.O.I. Vote—is that right?—Yes, I think it would.

377. It would be roughly £260,000 as compared with £50,000 or £60,000 before the war?—Yes, I suppose that is a fair comparison, but it is the length of time as well. That campaign only lasted six months; this campaign is lasting a whole year. That halves it.

378. Do you concentrate your campaign into certain specified periods of the year or does it run more or less evenly throughout the year?—Except at Christmas time. In December we try to do as little as we possibly can. Otherwise it is evenly spaced, although recruiting we know is not evenly spaced. There are the same ups and downs every year. That is shown on the other graph here. (*Graph is shown to Sub-Committee.*) This really is the amount which comes from the Army itself. This represents the National Service men. This graph does give the amount which is now coming from civilian life, the whole of this block, where the results are presumably helped by advertising. The only intake from the Army is this yellow. That gives you a very good idea of what the trouble is at present. It is rather interesting to see how the intake falls every year in exactly the same place, but we cannot allow for that in booking space in the papers.

379. Is any specific part of your advertising budget devoted directly towards the National Service men?—No. The matter is arranged in this way. I only deal with the public; the A.G. side deals with the Army. If they ask us to make a booklet for them, as they sometimes do, we do it; but I am not responsible for publicity there. That is entirely for the A.G.

Mrs. Middleton.

380. Would you say the increasing difficulties you are encountering in recruiting are more due to National Service or to full employment? In other words would you say that before the war the degree of unemployment in the country was a great aid to recruiting, quite apart from your efforts?—No, but I would say that if we had unemployment now it would be a great aid because the unemployed would not consist of such a large percentage of unemployables as they did before the war. The main difficulty now I think is purely the product we are trying to sell. It is in theory supposed to compare with civil life. I think that was accepted in the early

days when the White Paper came out, but I think the Army now are believing that an Army career does not compare favourably with civil life. I think that is the main trouble. That is shown on this graph. Sixty per cent. of the people enlisted from civil life are in this yellow, seventeen and a half years of age, which is the National Service men's age group, and yet only one and a half per cent. stay in the Army when they get there. Quite obviously we are really trying to advertise something which the Army itself is not at present supporting. That is my main trouble.

381. So far as before the war is concerned was it correct that even then the Army had a special plan to feed men and help them to reach the necessary physical standards so that they might be recruited?—Yes.

382. They took men who were unemployed and who did not come up to the physical standards required at the time they applied to be recruited?—Yes.

383. They gave them special training?—That is quite true.

384. Special food and so on in order to get them up to the standard required, is that not so?—Yes.

Major Njall Macpherson.

385. Supposing you had the right product, as you were saying in the form of an attractive career, in the Army, something that people could confidently recommend, what would be the result?—I would like to say that I have been giving my own opinion. What we want is a product which the people in the Army are prepared to recommend when they come out of it.

386. As I say, shall I call them your public, when they are prepared to consider the Army as an attractive career, are you confident that you would then be able to say that it requires so much expenditure in order to achieve this objective and that you would get that expenditure? In other words, can you build up a budget in the way that an ordinary commercial firm would build up its budget to achieve a specific objective?—I am not quite sure about that question? Can I be sure of getting for a certain price the number of recruits wanted?

387. You would make your appreciation of the objective to be achieved in conjunction with your agents and the Central Office of Information, and you would perhaps be able to decide on the expenditure necessary to obtain that and the media which would have to be used. Would it then be possible for you to persuade someone to give you that allocation?—I do not know that I can answer that. All I can

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[Continued.]

say is that in America, where the public compare the Army very favourably with civil life, they have one million men. They have a National Service Act, as we have; it is on the Statute Book but not used. I do not think Americans are any more martial than we are. I cannot think that, if we had the same product in this country, we should be far behind the Americans. They have a National Service Act but they do not use it; they do not need it.

388. If you had the right product then you would require less advertising?—Yes. If only we could get these National Service chaps coming into the Army we could do away with advertising altogether. I wish to goodness we could. That is the only answer. As time goes on it will be more difficult to get people from civil life. The only answer is to get them from the Army, as long as you have the National Service men.

The witnesses withdrew.

Mr. C. N. RYAN, C.M.G., D.S.O., M.C., an Assistant Under-Secretary, Civil Defence Department, and Mr. T. A. O'BRIEN, Public Relations Officer, Home Office, called in and examined.

Chairman.

389. I understand, Mr. Ryan, that you were anxious to be heard today?—(Mr. Ryan.) The position is this: we hope to plan an autumn publicity drive to get more people into the corps; we put the proposals up to our chiefs, and they have deferred action until I give them a report on the meeting today.

390. I understand your Estimate shows a considerable increase for this year. Is that due to the entry of a new function?—There were no Civil Defence Services last year.

391. It amounts this year to £112,400—is that correct?—That is the figure.*

392. You have at the Home Office a Public Relations Department I understand?—Yes.

393. What exactly are its functions?—The Home Office Public Relations Officer is here and perhaps he may be allowed to tell you. (Mr. O'Brien.) We advise on all the publicity problems of the Home Office.

394. I understand the publicity and advertising activities of the Home Office cover the following: (a) Recruitment for Civil Defence, (b) Education of the public for the prevention of burglary and similar offences, (c) Education of the public in the prevention of fire, (d) Information to magistrates and others on prison and other sentences, (e) Information to the public about the Electoral Register, (f) The encouragement of foster parents for children deprived of normal care—but the main subject today is the Civil Defence Estimate?—Yes.

395. Of what does the staff in your Public Relations Department consist?—You will see it in the last appendix but one. It consists of myself and an assistant, two Press officers and an assistant, and one Information officer working on general publicity, plus a small press-cutting section.

* In Annex 8.

396. Do you then do all your publicity direct, or do you use the C.O.I. as agent?—We use the C.O.I.

397. To what degree?—For all Press advertising, posters, films and exhibitions, but we would probably, as we are doing with the anti-burglary campaign, be responsible for organising where an exhibition unit is going to be shown and also the transport of it.

398. What are your relations with the C.O.I.? Do you find it easy to work with them?—They are very easy to work with.

399. Better and more economical than working direct?—It is a matter of Government policy that we should work through the C.O.I. It was laid down in the Report of the Committee on the Cost of Home Information Services.

400. Do you never go direct to agents?—No.

401. Everything goes through the C.O.I.?—Yes.

402. You find it an efficient way of running matters?—Yes. As long as I have been at the Home Office it has been.

403. There have been no snags. You use the Press publicity?—Yes, very largely.

404. What work is done by the C.O.I. in relation to Press publicity?—Their only function there is duplicating and distributing Press notices for us.

405. They give the hand-outs?—Yes, and of course they have one service which is of considerable advantage to us, particularly in relation to Civil Defence or where we work through the police all over the country on the burglary prevention campaign. Their regional offices will distribute copies of our handouts to provincial papers at the same time as we give the information to the national and London papers. We can get simultaneous release all over the country to provincial, local and weekly papers.

406. You have nobody outside Whitehall?—Not on public relations.

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[Continued.]

407. The C.O.I. issue all your material. Then with regard to posters, do they also design the posters?—That is all carried out by the advertising agents.

408. Do you ever come into contact with the agents?—Yes.

409. You have free access to them?—Yes.

410. Do you ever have any conversations with the agents?—Whenever there is a discussion on the problems of Press and poster advertising we would have discussions with the agents.

411. It would not be possible to go direct to the agents without the intervention of the C.O.I.?—Yes, it would be possible in a matter of urgency. There is no reason why we should not.

412. Have you ever gone direct?—The policy is that we must not employ agents direct. We do, however, have direct discussions with agents appointed through the C.O.I.

413. You must go through the C.O.I.?—Yes.

414. Do you make much use of posters?—We have so far only made use of posters on free sites, the small double-crown posters. We were planning, for the autumn and winter Civil Defence campaign, to use 16-sheet posters in localised areas—those are the large posters on hoardings.

415. Is the poster the best medium?—The poster is much the best medium for reminder publicity, reminding people insistently of something they ought to do, just to get over one simple theme—but it cannot explain very much.

416. Some of the other Departments are rather depreciating the value of the poster expenditure?—I think that was a Ministerial order.

417. You still think it is a very valuable medium?—It is when concentrated in particular areas.

418. With regard to films, they are made through the C.O.I.?—Yes.

419. Do you find they are made quickly and satisfactorily?—That depends very greatly on whether the original script meets with our approval. The filming can go through very quickly.

420. Do the C.O.I. prepare the film, or the agent to whom they give the job?—Sometimes they make the film with their own Crown Film unit; sometimes they put it out to a film producing company.

421. In both cases will they be responsible for the script?—Yes. They take responsibility for the script. The script will probably be written by the outside film company.

422. Then exhibitions?—They design the exhibition units themselves.

423. Do they select the sites to which it shall be sent?—No, they do not usually. We do that. For example we have the burglary prevention exhibition, of which the Home Secretary opened one copy yesterday. There are two other copies. We have arranged with police forces in different parts of the country when they shall take the exhibition, and the police forces will choose the sites.

424. Have you any method of estimating the value of all this publicity and advertising? Do you take any keys?—It depends. If you have got something which produces direct results such as the number of recruits there is a possibility of estimating the value, but in the case of burglary it would be extremely difficult to say that, if there is a reduction in burglary and housebreaking, it was entirely due, or how far it was due, to our success in telling the public how they can prevent themselves being burgled.

425. You would not be able to say that if there was any reduction in the number of burglaries; it might only be a coincidence?—It might be.

426. No real attempt has been made to gauge it?—Not on that, because of the expense of checking, but of course on Civil Defence we have already done a survey of public opinion, which does give a measure of the awareness of the public on the subject. We shall do another survey about the New Year 1951, when the main part of our Civil Defence publicity is over, to see how far the public have been made aware of the position. We ask them specific questions as to how they got to know about Civil Defence.

427. You have no specific figures at present?—At the moment, no, because we started our advertising in the Press for Civil Defence on 12th March. The only figures we have available are those up to 31st March, and that is rather too short a time on which to base any facts.

Mr. Nigel Birch.

428. The burglary method seems rather strange. Would not the best way be to have a few burglaries in the district and thus encourage people to take precautions?—I do not think so.

429. It seems so unnecessary, if I may say so?—The number of burglaries, after all, has practically doubled since before the war, but that does not seem to make people take any more precautions.

430. Then you say you spent £16,000 on making a film about prison conditions. As I understand it the film is only made for the information of magistrates. Is that correct?—Yes.

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431. Is there not some cheaper way of informing magistrates instead of making a film?—It would probably have been cheaper to have organised visits by magistrates to prisons, but the Secretary of State does say that prison conditions should be brought to the notice of magistrates in the shape of a film, as magistrates may not have time to visit prisons.

432. Is there any reason to suppose that magistrates can see the films?—We have only just completed the film, and we are at the moment discussing with the Lord Chancellor's Office special showings of the film to magistrates.

433. You would hire a cinema, do you mean?—It might be a cinema or any other place convenient to them.

434. You say you carried out a Civil Defence survey. What was the nature of that survey?—A survey of awareness of the public to Civil Defence. We wanted to find out what people thought would induce other people to go into Civil Defence and what would induce them to go into Civil Defence. (Mr. Ryan.) We really wanted to discover why people had not responded to the appeal made, and we thought that if this survey was carried out it would give us a basis on which to conduct with some degree of confidence a subsequent publicity campaign.

435. What did you discover?—We have not got the report yet. It was carried out immediately before the General Election, which is not very long ago, and it takes the Survey Branch apparently quite a time to draw their conclusions.

436. It was not to guide you on the type of publicity you should employ?—Yes. (Mr. O'Brien.) That is its main object, but it has a secondary object. There are questions in the questionnaire designed to find out whether people know about Civil Defence and how they found out. (Mr. Ryan.) You hear it frequently said by people "What is the good of it? It is absolutely useless." We want to find out something about that.

437. They are sceptical whether it is going to be any good?—They do not think it is worth while. Some people think that one atomic bomb will wipe out the whole of London at one blow.

438. Recruiting so far has been very slow?—Yes.

439. You are preparing quite a big publicity campaign later this year?—The figure is here; it is £100,000.

440. Is that money now being spent or not?—It is earmarked; it is in the C.O.I. Estimate.

441. When you get your survey you will then carry it out?—Yes. We want to co-ordinate every kind of drive in the autumn

if we can. So far we have had a small campaign from the middle of March to the end of April. We want something a little more at high pressure in the autumn with everybody mobilised, including M.Ps. and Ministers. To plan all that takes a long time. That is why we want to put it in hand quickly.

Mrs. Middleton.

442. With regard to the survey of public opinion I see it is carried through by the social survey organisation of the Central Office of Information. Is that composed of people who are already skilled market researchers?—(Mr. O'Brien.) Yes.

443. Do they go from house to house, or do they take selected houses?—They go to selected houses as I understand it. They take a random sample from the Ministry of National Insurance cards. They find that taking the cards out of the register at random produces a sample which relates very closely to the actual variations in the country by age, sex and other classifications.

444. They not only operate in London but in some provincial centres too?—They covered, I think in this particular instance, about thirty or forty places. (Mr. Ryan.) It was not a very large scale survey. It only cost £2,000. The director of the survey has a most elaborate system for securing appropriate random samples which will give a proper reflection through the various stratas of the community. I do not carry the details myself, but I know it is done. Because it was only £2,000 it was quite a small sample, but he assured me it was a representative one.

445. Would the people who are carrying through the enquiry have any knowledge of the subject or would they simply be putting questions that could be answered by "Yes" or "No"?—I think that if you had the C.O.I. here you would get an accurate answer to that question, but speaking rather out of my turn I think they were intelligent questioners who are regularly employed. To take this kind of subject, they get to know as much as necessary. They are trained and experienced staff. (Mr. O'Brien.) Of course the questioner has to be of sufficient intelligence to carry most of the questionnaire in his or her head, because to get the best out of an interview the questioning must appear to run very closely in the form of conversation.

446. I take it the film you have in production will be shown at meetings of the Magistrates' Association?—The Prison film?

447. Yes?—Yes.

448. At provincial as well as at central meetings?—Yes, indeed.

449. With regard to this sentence in Paragraph 4 of Appendix B on Civil

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[Continued.]

Defence Recruitment Publicity,* "The result fell a long way short of requirements and expectations", I realise that you are dependent on the social survey carried through by the Central Office of Information to give you more information on the subject, but have you yourself any views as to why the campaign fell so short of expectations?—(Mr. Ryan.) Everybody in the Department has a different view. Perhaps I ought not to be taken too literally on that, but there is a good deal of doubt as to what the reasons were. People do have different views. I would not like to say what is the view of the Department because I do not think it has crystallised.

Major Niall Macpherson.

450. You are going to spend £112,400 on a publicity campaign for recruiting in the autumn and winter of 1950-51?—That has not been finally approved, but the provision is included.

451. How was that figure arrived at?—(Mr. O'Brien.) The figure was arrived at in discussions with the Central Office of Information as to the weight and the different media to be used in such a campaign. They have a considerable amount of experience in regard to recruiting campaigns. These were just provisional figures which were made out. We had to make these out last November for inclusion in the C.O.I. estimates.

452. Are they still provisional figures?—They are still provisional figures.

453. Have you been in contact with the agent about them yet?—On these we are having very preliminary discussions with the agents about the autumn campaign.

454. You have determined your Press space and so forth before you know exactly what your appeal is going to be?—It is an unfortunate way of working, but we do at any rate have to make a shot at our estimated requirements nearly a year before we actually use them.

455. To that extent you are tied down and committed?—We are committed to an upper limit and we are tied down by an upper limit, but there is no reason why we should not go lower than that.

456. Presumably you have decided that this is the necessary weight of publicity required to achieve the objectives you have in mind. Is that so or is it that you decided on the amount you may spend— which?—(Mr. Ryan.) The C.O.I. are professional advisers on this, and on their advice and based on their experience of what is going to be available, having regard to the demand of other people, and the total of their estimates for the year, they have advised us that these will be reasonable figures to include in the estimates.

457. What I am concerned about is how far they are guided by what is available and how far they are guided by the achievement of the objective they have in mind?—(Mr. O'Brien.) I think I would be prepared to say in this particular instance that this would be reasonable expenditure to get recruits for Civil Defence in the coming year.

458. In spite of the fact that they are somewhat rationed in the amount of Press advertising that is available for them, you still consider that this would be a balanced campaign?—It is a balanced campaign, yes.

459. But it balances on the pivot of the Press space available?—Not on the Press space available. Rather more the money available for Press space.

460. I was asking about the Press space available?—There is not much difficulty in getting Press space now.

461. The money that is available to the C.O.I. to spend on Press space—that is the determining factor?—That would be a determining factor, but in any event in building up a Civil Defence organisation one does not want to go and spend, say, £100,000 in Press advertising until one knows the nature of the problem.

462. I understood that you had already determined the nature of the problem by survey?—(Mr. Ryan.) I am speaking as a layman on the technical side of advertising, but I would not say that £100,000 is all we can usefully spend on publicity. I think we could probably usefully spend more, but some element of limiting the figure must come in and after consideration with the C.O.I. I think it was felt they would be extremely unlikely to be able to spend more than £100,000 for this year.

Chairman.

463. If your social survey shows that nobody is going to join the Civil Defence with this expenditure?—(Mr. O'Brien.) We would have to make an attempt to get recruits, but we do know this much—the preliminary findings of the survey are that at any rate quite a large majority of the sample questioned think that Civil Defence should go on. Whether or not that is qualified by saying provided other people undertake it, we have not yet found out.

Mrs. Middleton.

464. Surely in such a situation advertising becomes even more necessary, does it not, because the whole idea of the campaign is to change people's minds with regard to Civil Defence?—That would be so.

465. And not simply to rely on people who are interested in it already?—The more difficult it is to get people in the more we would probably have to spend.

* Annex 8.

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Mr. T. A. O'BRIEN.

[Continued.]

Major Niall Macpherson.

466. I was directing my enquiries entirely to the question of how you decided this was the right amount, neither too much nor too little?—One of your earlier questions was whether that was the amount allowed us, and frankly I think one would have to say that was the amount allowed us. I still feel that it is a fairly reasonably balanced campaign.

467. Within that limitation it is a reasonably balanced campaign, and you are confident that with the technical advisers to help you are going to make the best available expenditure of that amount?—I would not grumble with what we have got. (Mr. Ryan.) I take it we have a certain freedom to interchange between Press and poster advertising. (Mr. O'Brien.) We have.

*The witnesses withdrew.**Adjourned till Tuesday next, at 4 p.m.*

TUESDAY, 9TH MAY, 1950.

Members present:

Mr. Alexander Anderson.
Mr. Nigel Birch.
Major Niall Macpherson.

Mrs. Middleton.
Mr. Spearman.
Mr. West.

In the absence of the Chairman, Mr. WEST was called to the Chair.

Mr. H. T. SMITH, an Assistant Secretary in charge of the Central Secretariat Division, and Mr. L. M. MACBRIDE, O.B.E., Chief Information Officer, Air Ministry, called in and examined.

Chairman

468. We have considered the memorandum* which you were good enough to submit. There are a few points which I myself would like to clear up, and I am sure other members of the Sub-Committee have points of their own which they would like to put to you. The first point I would like to raise is this. About half way down paragraph 3 of your memorandum you say, "It would be false economy to reduce publicity to below what produces a reasonable return". I wonder if you could amplify that a little. First of all, what do you mean by "a reasonable return"?—(Mr. Smith.) I think "reasonable return" cannot really be more than a matter of opinion in this context.

469. A reasonable return in respect of recruitment?—Yes.

470. What would you regard as a reasonable return for the expenditure involved?—We regard what we are getting now as being a reasonable return. Do you mean what would we regard as being a reasonable return in terms of cost per recruit or something like that?

471. It is the sentence you have in your memorandum where you say, "It would be false economy to reduce publicity to below what produces a reasonable return". Precisely what do you mean by that expression?—The thought behind that is that the absence of recruits is a costly business to the Air Force. If by publicity we can produce more recruits, and for that matter more Reserves as well, it is economic to

do it—unless it was found that the results flowing from publicity were not sufficiently high to constitute a reasonable return. It comes back to that point of reasonable return, which I can only say must be a matter of opinion, I think. It might well vary from one point in time to another. If you are desperately anxious to have recruits, the point at which you have a reasonable return would be different from the period in which you were not so desperately anxious for recruits.

472. Had you in mind, in putting in this expression, a sum per head of recruit?—No.

473. You go on to say, "The programme is fixed at the level which, in the light of past experience and expert advice, seems likely to produce worth while results"?—Yes.

474. Again what do you mean by "worth while results in the light of past experience"?—I think I can only say what I have already explained. We feel that the amount of money we are spending now produces worth while results. If the result being produced was a good deal worse than it is now, it would then be I suggest a matter of opinion whether that result was still worth while, and in deciding whether it was worth while you would have to have regard to the surrounding factors, the main one being the intensity of the need for recruits. What I am suggesting is that there is no simple arithmetical calculation that we can make or put forward in these matters.

* Annex 6.

9 May, 1950.] Mr. H. T. SMITH and Mr. L. M. MACBRIDE, O.B.E. [Continued.]

475. So that we may be able to judge upon that could you give us some idea as to the number of Regular recruits who have joined as a result of your expenditure on publicity?—In strictness, of course, I cannot say that they joined as a result of expenditure on publicity.

476. What you might reasonably assume?—Yes. We have in the Royal Air Force quite a number of different categories of people and there are different types of recruits. During 1949-50 the number of ground tradesmen, bounty entrants, apprentices, boys, air crew and W.R.A.F. recruited from civil life, that is excluding people who extended their existing engagements but including the National Service Act boys who converted to Regulars, was 19,399. The people who are not included in that total are officers, who come in by various ways, and very largely by conversion from existing engagements and, as I have already mentioned, existing Regulars converting to another type of engagement or extending their engagement; so in round figures you might say 20,000.

477. What would be your normal inflow without publicity expenditure?—It is very difficult to say because there has been some publicity expenditure since the war, and for some years before the war. One of our scientific branches does work on this recruiting problem and they have made a detailed study on the first eighteen months of the recruiting campaign which opened about the middle of 1946. Of course they have to study these things a good deal in arrear to get the long term tendency. Their conclusion was that there was a hard core of about 150 applications a week unaffected by the level of Press advertising, but in their view all applications in excess of that 150 per week could be related to variations in the level of Press advertising.

478. Taking those factors into consideration have you been able to work out what would be the cost per recruit in advertising?—Yes. Relating that figure which I have just given you, 19,399, to the money spent by the C.O.I., the money we ourselves spent on publicity, the money that the Territorial and Auxiliary Forces Associations spent on publicity, the money that H.M.S.O. spent in printing recruiting literature for us, adding those together the figure comes out at £13.8 per head. If the number of recruits is related to Press and poster advertising only, the figure is about £10 per head.

479. Then with regard to the sentence* I referred to following the one we are now discussing, in which you say, "The programme is fixed at the level which, in the light of past experience and expert advice, seems likely to produce worth-while results", would you tell us what is your past experience with regard to that?—Our past

experience is that the volume of recruiting is likely to vary according to the volume of Press advertising. The picture we get from the scientists who work on this is that because of all our background activities, all the unpaid publicity which the R.A.F. gets, the reports in the newspapers and that kind of thing, the general public awareness of the R.A.F., added to our exhibitions and posters, there is what they call a "tendency to join" which varies from time to time, but that "tendency to join" in their opinion is tapped by newspaper advertisements. They conclude that unless we tap this tendency by newspaper advertisements then there is a strong probability that we would not get recruits, apart from this hard core of about 150 applications a week which I have already mentioned.

480. The expert advice which you have—those are the scientists to whom you refer?—We have scientists; we have expert advice within the Department on Mr. MacBride's staff; we have Mr. MacBride's experience; and then we have the advice of the C.O.I.

481. Then, if I may refer to Paragraph 6,* there again you say, "There is good evidence that in present circumstances recruiting is affected very considerably by publicity and that a reduction in Press advertising would be followed by a fall in recruiting". What is the good evidence which you have?—Partly that scientific study which I have already mentioned and partly the other instance we give there, that ninety per cent. of the enquiries in connection with recruiting for apprentices come in reply to Press advertisements.

482. Have you made any concentration of publicity in the areas where unemployment is most acute?—We have made some studies—they may coincide—of the recruiting value of different areas in the country, not from the point of view of where unemployment is worst but simply looking at the matter factually and analysing it to see which parts of the country do in fact produce the best return. We have done that.

483. Have you ever related it to the figures of unemployment?—I have not.

484. Has the Department?—I cannot say whether the scientists have in the course of their work.

485. How many scientists have you working with you on this matter?—One of our scientific sections, or shall I say one section under our scientific adviser, works on manning problems as a whole, not merely on this but on the statistical technique of manning problems generally, and as part of their work they do this recruiting aspect.

486. Have you any idea of the numbers involved? Are they engaged upon any other work?—They are engaged on other manning work. The number I should say

* In Annex 6.

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[Continued.]

in this section is probably about four—not all scientists. I think only one is a qualified scientist.

Mr. Nigel Birch.

487. What do you mean by a qualified scientist?—Someone with scientific training.

488. What sort—a chemist, radar or—?—Judging from the results I should say the person who made this study is a mathematician.

Major Niall Macpherson.

489. A statistical expert?—A member of the scientific Civil Service. I think this person is pretty clearly a mathematician, judging from the result which I should not like to have to explain in complete detail.

Chairman.

490. Do you think that if there was a suspension of publicity you would have a serious decline in your recruitment?—I think so—unless it was accompanied by some unusual counter-balancing factor like an international crisis or something of that kind.

491. I notice that you had a reduction of about twenty per cent. in your staff, according to your memorandum?—Yes.

492. Has that reflected in the fall of recruitment?—I do not think so. We are talking about Mr. MacBride's staff, not my staff actually. Recruiting publicity is just part of Mr. MacBride's work. As explained in the memorandum the first of his objects is to inform the public about the activities of the Royal Air Force, the ordinary straightforward information division work. I should not expect that the fall in his staff has had any effect on recruiting.

493. We gather then that the reduction in staff, if it has had any reflection at all, has been reflected only in the first object of your publicity campaign, not in the recruiting?—Well, yes. It means that there are fewer people, and therefore they can do less work.

494. That does not really follow, does it?—They could do less work; I did not say they did. Perhaps I was not strictly correct in saying that the reduction would have no effect on recruiting. The broad picture, as we see it, is that you have got to build up this "tendency to join" the R.A.F. That is done in all sorts of indirect ways, and the first object here does contribute to that. So far as recruiting is concerned the immediate point is that Press advertising taps this tendency to join. Reducing Mr. MacBride's staff did not affect Press publicity, and therefore did not affect the tapping process. It may have had some small effect on the background of the "tendency to join", or in the course of time it may have.

495. Have you any comparative figures which would show that the recruitment has increased as your expenditure has increased, and declined, as your expenditure has declined?—No, on the contrary during the last three years recruitment has gone down and expenditure has gone up. The point of course is what would have happened to recruiting if expenditure had not gone up, to what extent would the decline have been sharper.

496. The factual evidence which you have given indicates that as your expenditure goes up your recruiting goes down?—What I have said shows that that has been the position in the last three years, but I have not suggested there is any cause and effect between those two matters.

497. We are most concerned to see what connection there is between your publicity and your recruitment. One would assume that, if you expend more on publicity, it would be fair to estimate you would have an increase in recruitment?—Just if all other things were equal, and I think it is clear that all other things have not been equal.

498. Does that not indicate that publicity really plays a very minor part in recruitment, and that other circumstances play a major part?—I would regard them as being complimentary. Which is the more important it would be difficult to say. There is no doubt that there is a limit to what publicity can do, as in all other contracts. You cannot sell a product if the product itself is unsaleable, but equally you will not sell a product if no one knows about it.

499. Then perhaps we can go on to some details. You are making films, I gather?—Yes, we are.

500. What films are you making, and what is the cost?—At the moment we have in hand—when I say "we" it is the C.O.I. of course who actually makes the film for us or lays on the arrangement—for completion this year a one-reel recruiting film for pilots called "Future in Flight". There is a 300-ft. trailer dealing with training in the R.A.F. Volunteer Reserve, and a one-reel recruiting film on the Royal Auxiliary Air Force. Those three are now in hand. We also hope at any rate to start this year a two-reel film for theatrical distribution. It has no title yet; its precise scope has not been fixed yet; we are at present trying to think of the best way of presenting to the public the need for increased recruiting to the Royal Air Force.

Mr. Nigel Birch.

501. How do you know it is going to be a two-reel film if you have not thought about it?—Because we want it to be a film for theatrical distribution.

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502. When you say "theatrical", do you mean in cinemas?—Yes. I mean distribution as part of the industry's ordinary process of distribution. To achieve that object we have to turn out a good two-reel film. It has to be a two-reel film to fit into the programme of the cinema.

Chairman.

503. Have you any idea of the cost of these films?—That two-reel film is estimated to cost about £7,000.

504. Have you ever tried to carry out any tests as to whether any recruits have really joined as a result of seeing a film of this sort?—We have. I think it was in connection with the bounty men coming back to the Royal Air Force. A survey was made to try to find out why they had come back, and the reasons were many and various. I do not think we could hope ever to pin a man down to say that he had re-joined the Service because he had seen a particular film. Even if he said that was the case he would probably be mistaken. There would probably be a great deal more going to make up his decision than just seeing a film.

505. I gather you do not follow up the propaganda of a film in any other way. You just let the film run and create such impression as it can?—We do not follow it up. There are other things we do at the same time. We have displays in cinema foyers where a suitable film is being shown at a cinema. Our local recruiting officers do what they can to persuade cinema managers in regard to that. We supply the material. I do not know of any way of following a film up other than by a long term statistical study, and whether that could be sufficiently precise to show the effect of a film I should doubt.

506. Is your Department convinced that the expenditure on a film is worth while having regard to the number of recruits you get?—Yes. We think the great advantage of a film, if it is properly and skilfully made is that one hundred per cent. of the people who go to the cinema in fact see it. The great difference between cinema advertising and literature or posters is that the man in the cinema, in most cases anyway, is under the disadvantage that he has got to see what is on the screen.

507. You have had experience of some of the films not being up to standard, have you?—Not that I know of.

508. Do you have the C.O.I. as your agents in the production of films?—Yes.

509. Are you quite satisfied with that?—Yes.

510. You find that is quite efficient?—Yes.

511. What staff have you employed on the film side?—(Mr. MacBride.) As far as I am concerned I have only one man who deals with the C.O.I. over films. His job would be to keep in close touch with the film company that was told by the C.O.I. to go ahead with the film, and he would provide them with all the help they needed. They would say, "We want our camera men to take some scenes of your most up-to-date jet fighters on the ground or in flight", that sort of thing, and he would fix all that and take his party up. He is also very fully engaged with seeing that outside film concerns, i.e., people who are not making for the C.O.I. but who are making films in which there is Air Force material, get hold of the right sort of material, and that what is shot and included in that external film, if I may call it that, is the sort of thing which is up to standard, and that the right machines are called by the right names.

512. What would be the function of the C.O.I.?—So far as the actual film is concerned their activities would be confined to putting out the contract that was available into the right hands, to keep in close touch with the firm that was making the film, and to see that the C.O.I. funds were being expended wisely. (Mr. Smith.) May I add to that? Is there not also the point that the showing of the film, the distribution through the cinema trade, depends on the arrangements which the C.O.I. have made? There are cases, I believe, when the C.O.I. actually make the film, or the Crown Film unit or whatever those people are called nowadays. This two-reel film I have mentioned would be made—

513. Apart from recruitment possibilities do you get any returns from films at all?—(Mr. MacBride.) We are hoping in the case of this film just described by Mr. Smith that all being well it may well be that this film on our air strategy will be such that it will in fact be sold, in which case I take it that any profits arising out of the sale would go to the C.O.I. or to the Government.

514. Up to the present time have you had any sales at all?—No. I am talking purely of R.A.F. films. The C.O.I., I think, has had some sales.

515. With regard to your information staff generally, are there any who are employed outside the precincts of Whitehall?—(Mr. Smith.) Yes. (Mr. MacBride.) Outside Whitehall we have three information officers in Britain. There is one who looks after Scotland; there is one in Manchester, and one in Birmingham. Overseas we have one in Germany, three in the Middle East and one in the Far East.

516. What are their functions?—The job of the people in Scotland, Manchester and Birmingham is to take over from us when

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[Continued.]

we issue anything of Air Force interest. They are provided with extra material which will prove of interest to the Press in the actual region. We may issue here something for the national Press. That might be a single short item for the London Press, but if there are two or three men involved in that story who come from the Manchester area, we should provide our man in Manchester with something about each individual, with the result that we should not only get a good story in the nationals, but also a very wide coverage in all the papers in Manchester. That also applies, as you see, to all material issued of interest both nationally and in the Midlands or Scotland. We have found that, since we have had these three people, the amount of Press publicity secured for the R.A.F. in these regions has increased out of all proportion, because people who live in Manchester are interested to read about what is happening to folk from the area and so on.

517. Are they civilians or serving officers?—Civilians.

518. Are they appointed because of their journalistic abilities?—They are appointed because of their journalistic abilities coupled with very strong local knowledge.

519. Not their association with the Royal Air Force itself?—Not by any means, not at all. It does so happen that our information officers in Birmingham and in Scotland served in the R.A.F., but that was a third point. It is helpful, obviously, to find someone who does know something about the R.A.F., but by far and away the most important point clearly would be to put into Manchester a man who was already known to the Press in Manchester.

520. That is the point to which I was coming. I was rather of the opinion that sometimes an information officer, unfamiliar with Service requirements, instead of aiding recruitment, which obviously is his function, might become a barrier, might he not?—Only if he was rather dim, really. Clearly it is of help to a man to have had R.A.F. experience, but the kind of material which is of interest to the Press as a whole is not very difficult, is it? Clearly, if he was confronted with something of a highly expert nature, which he found himself unable to answer, he would get through to London and we would get the answer.

521. With regard to poster advertising who has contact with the commercial agents there?—(Mr. Smith.) The actual contract is let by the C.O.I., but Mr. MacBride's staff have contact with the advertising agent.

522. The contract is made by the C.O.I., but it is Mr. MacBride's staff who are in fact in contact with the commercial agents,

and I suppose decide on the form of the posters?—Approve the form of poster.

Mr. Alexander Anderson.

523. Who designs the poster?—It is designed commercially. (Mr. MacBride.) That would be decided by the sort of thing you actually needed. I get my advice from the manning side. They may say the urgent need is for ground trades, or the urgent need is for Reserves. I should be asked to concentrate some more publicity on X or Y, whichever it may be; that is what starts me off, as it were.

524. You decide you are going to have a campaign to recruit ground staff. Is that poster designed by the C.O.I. or is it designed by the commercial agent before you approve of it?—It would be designed probably by an outside artist who would be chosen for the job by the C.O.I. with the advertising agents, perhaps with me also, so that we could employ the type of artist whose work seemed to fit in with the scheme.

Chairman.

525. I am not quite clear on this. Do you have the right to engage outside artists provided the contract is entered into through the C.O.I., or would the C.O.I. in fact arrange for the outside artist to come into contact with your Department?—It has always been that the C.O.I. has actually fixed it, but there is no reason why I should not say, "I am very keen on Mr. X having this; I think he is the ideal artist for the job". Clearly the C.O.I. and the advertising agent would then have a very close look at Mr. X's work. They might agree or they might not.

526. I am beginning to wonder what real function the C.O.I. serves in your campaign?—On the advertising side and on the poster side their function is, to a certain extent, advisory.

527. Do you think that the advice you get from them justifies the expense which is involved?—I would have thought so, if you take into consideration all the other factors. We also rely on C.O.I. for our films, for a very great deal of assistance in the production of recruiting literature, and also in regard to exhibitions. There is no actual cost per head only for advice, as it were.

Mr. Alexander Anderson.

528. If there were no C.O.I. would you need a considerable expansion in your Department to replace them?—(Mr. Smith.) I think so. (Mr. MacBride.) Definitely.

Chairman.

529. If you have an efficient gentleman who has direct contact with the artist, apart from entering into the contract why should

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you need C.O.I. at all? Why would you need to increase your staff?—I was not thinking quite so much on the purely advertising side. The question was, if there were no C.O.I. I was thinking very largely in the other spheres, for example, in regard to recruiting literature which is quite a big feature of our field. We would unhesitatingly have to bring in extra people, if the flow of publicity literature as maintained at the moment was to be kept up. (Mr. Smith.) There is also this point. I am not of course exactly familiar with what C.O.I. do within their own four walls and what their processes are, but I imagine that on our press and poster campaigns they have a fairly large number of bills to pay and ordinary clerical work of that kind, which if we had taken on I imagine would mean extra staff. (Chairman.) I agree there would be some extra letters to write and some extra invoices to check and so on.

Mrs. Middleton.

530. Have you anyone at all on your staff who has ever operated in the field of commercial advertising and publicity?—(Mr. MacBride.) Yes.

531. What experience would they have had?—The only man I have on advertising has been on advertising all his life.

532. You have not yourself?—No.

533. After all, it is a very specialised work which needs a good deal of experience and knowledge?—Quite.

Chairman.

534. I suppose a part of your publicity goes to the officers and N.C.O.s who are already serving, does it not?—My sphere is purely external. (Mr. Smith.) It is quite true that we are very concerned indeed to influence people who are already serving to extend their engagements if they are already Regulars or, if they are National Service men, to opt to become Regulars in the Royal Air Force.

535. Is the season for doing that because you have had any evidence of discontent amongst them?—For doing what?

536. For giving the publicity and propaganda?—There is very little publicity directed specifically to those people who are already in the Force, but I think it is likely that our ordinary publicity, our ordinary news service and so on, will have some effect upon them. For example, a National Service man in the R.A.F. cannot get a very wide experience of the R.A.F., and he may in fact get a misleading experience of the R.A.F. according to the particular station at which he is employed. It would be a good thing if he got a wider knowledge of the R.A.F. by means of some publicity.

537. Can you tell us what proportion of National Service men are opting for regular

engagement?—I cannot give you the exact proportion I am afraid, but it is not very large at present. I think it is growing, but I have not got that figure.

Mr. Nigel Birch.

538. Could I ask you about recruiting in general? I take it from what you have said that the tendency to join is going down very rapidly?—Yes.

539. You attribute that mainly to the fact that you have not got a very good product to sell; it is less attractive than it used to be?—I do not think the answer is quite as simple as that. The reason for the curve going down so steeply at present is probably partly because immediately after the war, which after all does give us the top point of the curve, there was a pool of people who had had no chance to join the R.A.F. on regular engagement. Clearly after a year or two that pool has disappeared, and that in itself I think is tending to produce a pretty decided drop in the curve.

540. Is the recruiting this year running appreciably lower than it was last year?—It varies a bit from category to category, but the overall figure is lower than it was last year.

541. Appreciably lower?—The figure for last year corresponding to the figure of roughly 20,000 would be approximately 25,000.

542. That may answer the question I have in mind. You said that recruits were costing you £10 apiece in publicity. On the basis of 20,000 recruits and a total expenditure on publicity of £358,000 in 1949-50, it seems to work out to between £17 and £18 per recruit?—That £358,000 is an estimates figure, and therefore it is not necessarily an accurate figure. When I worked out my £10 per head I tried to take what is more likely to be the actual figure on expenditure for that year.

543. Which is going to be lower?—Which is going to be lower than the estimated figure.

544. Why is that?—Because we have tried to economise and also I have missed out in my £10 calculation the cost of Mr. MacBride's staff, the cost of the information staff, which is included in that £358,000.

545. Why do you exclude that?—Firstly, of course, they are not by any means all concerned with recruiting publicity. One of the two objects set out is the straightforward information job. I do not think you can produce a figure of cost per head of recruit which is absolutely accurate and needs no qualification of any kind.

546. In paragraph 2 of your memorandum, in the second note, you put in an item for travelling and hospitality. Who would you be entertaining?—Mainly Press men. Is that right? (Mr. MacBride.) Yes.

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547. You give cocktail parties?—No. (Mr. Smith.) A good part of Mr. MacBride's work is to arrange what we call facility visits for Press people to R.A.F. stations, to see things actually happening in the R.A.F. We are at a slight disadvantage in that respect, in that by and large R.A.F. stations are in more remote places than the places in which the Army operate. (Mr. MacBride.) Perhaps I might add that we had 2,435 Press men on our R.A.F. stations in the year. Those are people we took there.

548. That is cheaper than recruits?—The amount of hospitality you see there is confined only to lunch and tea and that sort of thing.

549. In paragraph 3 of your memorandum* you say, "The claims of the Air Ministry on C.O.I. resources are weighed centrally against the claims of other Departments". What exactly do you mean by that?—(Mr. Smith.) There is a limited amount of space available for Government advertising as a whole.

550. That is still true, is it?—It is not true in the same sense as it was. It was true until I think about March last year. (Mr. MacBride.) March. (Mr. Smith.) It was true in terms of space. I think, like everything else, it certainly is now true in terms of money.

551. The C.O.I. does not ration your money. Surely the money you spend on it is what you can extract from the Exchequer?—Yes, the Exchequer. Far be it from me to say what the Exchequer does, but I feel sure the Exchequer must have regard to the total amount which Government Departments spend.

552. I should very much hope so, but it is not in fact rationed by the C.O.I. The only item the C.O.I. would ration would be the advertising space?—We do not say it is rationed by the C.O.I. We say it is weighed centrally. That may be misleading. I did not mean that it was weighed by the C.O.I.

553. In paragraph 5* you set out your two objects. Is that how you think of your two objects in a publicity sense?—In this sense, that if we had no need for recruits I assume the Government would still feel there was a need for the public to know something about the Royal Air Force, so that from that point of view (a) is more fundamental than (b). That is why we set them out in that order although at present, while we are so greatly in need of recruits, undoubtedly (b) overshadows (a). (Mr. MacBride.) There is also the aspect of the Press. Mine is a seven days a week Department because of the tremendous interest in the Air Force shown by the Press. That is why we are under fire from the newspapers all the time for

information on what is happening here and there, and that goes on seven days a week every week. That is a function with which we should have to go on, I think.

554. In paragraph 6* you deal with this question of results, and that is something in which we are obviously very much interested. It is rather a magisterial statement about this scientific section which just says newspaper advertising is a good thing. What we are really trying to get at is how that conclusion is reached. I just wonder, Mr. Chairman, whether we could possibly have a memorandum from this scientific section saying on what they base their conclusion. You say that one of the people is a mathematician, but there is rather more to it than that. It is very largely guesswork, and we would like to know what evidence there was?—(Mr. Smith.) Would you allow me to give you a layman's view of the process. They take a period—

555. You are giving what this actual scientific committee did?—Yes. What I am now giving is my understanding of the process, I being a layman, having read their report. I cannot check up all their processes because I am not a mathematician. They took the period of eighteen months following the opening of the publicity campaign.

556. What was that date?—The publicity campaign opened about the middle of 1946. They took the eighteen months following that for the particular calculation about which I am talking now. The publicity process works like this. An advertisement appears in a newspaper, and the advertisement has a coupon.

557. That is called keying?—That is part of the keying process. The rest of the process is that the coupon is identifiable with that issue of that newspaper. A man fills in that coupon and sends it in to the recruiting branch. The recruiting branch then send him an application form to fill in to join the R.A.F. and some information about the R.A.F., and at the same time they send the coupon to the recruiting officer whose area covers the man's home. What the man is asked to do is to fill in this form and to take it to his local recruiting officer, not to send it back to the Air Ministry, and we let the recruiting officer know so that, if the man does not come along, he can follow up the man. As a result of that process a number of applications come in to local recruiting offices. Some of them are identifiable as applications from people who have already filled in coupons, because the recruiting officer knows who have already filled in coupons. A larger number are applications from people who have not filled in coupons. What the scientific people did was to take the number of coupons sent in, the number of applications sent in, and to draw curves of the

* Annex 6.

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various factors—a curve of press advertising, a curve of the number of coupons sent in, a curve of the number of applications sent in—and see what adjustments they had to make to get those curves to correspond. What they found out was that there is an immediate response to an advertisement in terms of coupons coming in; there is an immediate and larger response on the part of people who have not actually used coupons; but by varying the amount of publicity and plotting the applications you can get the short term response.

558. Does the amount of intense publicity vary so much in newspapers?—It varies sufficiently for this purpose. They found that, when they deducted the short term response, there was still a long term response, which they tested by making various adjustments and satisfying themselves. I can do no more than say “satisfied themselves”, because it was in a form which only a mathematician could check.

559. Is it really quite as obscure as all that?—I found it obscure certainly. They satisfied themselves that there was a long term response from Press advertising, and in addition this fundamental small response which is independent of Press advertising. They were able, by moving averages, to get a curve of long term response, which corresponded to other curves which had the same general shape.

550. It would still be rather interesting if we could get this scientific section to explain in words of one syllable what they did. I would like to see that very much?—I doubt whether it could be explained in words of one syllable.

Mr. Nigel Birch.] Put it up to two!

Chairman.] Do you think it would be possible for them to submit a memorandum setting out their views upon it?*

Mr. Nigel Birch.

561. All this is rather fundamental. I think we have been affected by being told we cannot understand it in any way. It may be true, but it is rather a pity?—What I said was that I could not understand it.

Mr. Nigel Birch.] I have a feeling that a real genius might be able to explain it.

Mr. Spearman.

562. Could you not effect a considerable saving by substituting for these scientists people who can do simple arithmetic? That is all it seems to be, on the face of it?—I can assure you it did not seem to be simple arithmetic.

Mrs. Middleton.

563. Are you not using the wrong word by calling them scientists? Ought it not

to be statistical section? Surely this is a matter of statistics, and not science at all. There is no science in regard to it?—I thought that statistics was a science.

Mr. Nigel Birch.

564. In paragraph 7* you say, “The staff of the Air Ministry Information Division has been cut during 1949-50 by more than twenty per cent.”, and then you go on to say “The money saving has been offset by normal incremental progression, the payment of foreign service allowances and similar increased costs”. It does seem that, if you have reduced your staff and you are at present spending rather more, they must be rather large increments?—The biggest factor there is the payment of foreign service allowances.

565. How many people are involved?—(Mr. MacBride.) Five in all. (Mr. Smith.) The men in the Middle East and the Far East, as Mr. MacBride mentioned, were sent out within the last year. (Mr. MacBride.) In the Middle East.

566. Could we have the actual number of staff? What was it reduced to, and from what figure? Was it reduced by 50 per cent., 40 per cent. or what?—(Mr. Smith.) I am not sure that I have the figures here. I quote these figures subject to correction, because I may have the wrong ones. The staff was reduced from 97 to 76.

Chairman.

567. You will check those figures for us?†—I think they are right.

Mr. Nigel Birch.

568. The bulk of that reduction was made up for by increased allowances?—And incremental progression. I think there was a re-grading in this period. There was a re-organisation, and the men became—

569. Are they established or not?—(Mr. MacBride.) Actually not. I should say perhaps one-third would be established, not more.

Chairman.

570. Did the re-grading come about as a result of the reduction in staff?—(Mr. Smith.) The re-grading was part of a national movement. This is a staff problem, on which I am by no means an expert.

571. Do you think you could split up the way in which the increased cost has been absorbed—by incremental progression and by foreign service allowances?—The foreign service allowances cost £2,755. Increments cost £715. They are the biggest items.

Mr. Nigel Birch.

572. Then you have got rid of twenty people?—Yes. The people we got rid of were four clerical staff who cost us £735, and fifteen airmen who cost us £4,000.

* Annex 6.

† Annex 7.

* Not published.

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[Continued.]

573. Were they messengers and so on?—No. (Mr. MacBride.) They were employed on photographic work, but we found that by making other arrangements of a more economical nature they could be spared.

Chairman.

574. Perhaps you could prepare a supplementary memorandum upon this breakdown, and let us have details in regard to it?—(Mr. Smith.) Yes.

Major Niall Macpherson.

575. Could we have the breakdown as between the various aspects of publicity—between posters, press and so on?—I think I can give you that now.

576. It would be useful to have a comparison between the last two or three years?—I think perhaps it might be better if I put that in the memorandum—that is a breakdown of operating costs?

577. Of operating and the provision of C.O.I. Could you do that?—Yes. That is operating costs for the last year?

578. Also salaries and expenses on the information side in so far as they can be allocated?—I do not know if they can be divided between the straightforward information and recruiting.*

579. Who decides what your press advertisements shall contain?—(Mr. MacBride.) It begins with ascertaining the needs of the manning side. They say to me, "We are trying to recruit X aircrew and Y ground staff" or the Secretary of State will say, "We are just starting a new campaign for Reserves". Then it is up to me, to a very great extent, to fix with the C.O.I. and the advertising agents how our sum of money for press advertising shall be spent.

580. It is all direct advertising for recruiting purposes?—Yes.

581. Directed presumably to boys of school-leaving age up to people of twenty-five?—The advertising would not refer to that except in the case of certain classes where they have to be between those ages.

582. Those are the targets of your advertising. That is the class of people to whom your advertisements are addressed?—Yes.

583. Then, in regard to keying, what form exactly does it take? I have not understood what questions you are asking?—The keying of advertisements is actually this. The Daily Express, for example, carries an R.A.F. advertisement, and at the foot of the advertisement is a coupon. In the coupon something is inserted by the Express, when the advertisement is set up, so that when the coupon comes back it is clear that it has come out of the Express.

* Annex 7.

584. That is not the point I am asking. What are those interested being asked to do? Are they being asked to apply for literature or what?—As a rule they are asked to give some indication of their actual interests. In the case of aircrew they are asked, "Please send me details of direct entry into the Flying Branch" or if they are ex-pilots or navigators, "Would you please send me details on how to re-join?" and so on according to the different types, whether you are seeking to recruit aircrew, ground trades, auxiliaries, reserves, W.R.A.F. or apprentices.

585. What I had in mind was this: if the proportion of the total readers of a paper, say a nationally distributed daily, who are potentially interested is so small, is that the right kind of medium to use?—I think one can only say there is no other medium. I do not think there is any other way. (Mr. Smith.) We are not limited to national dailies. (Mr. MacBride.) We also advertise in Sunday papers and in the provincial press. The return from the provincial press is small; the actual cost of the advertisement is of course a great deal less. If your advertising campaign is to be completely national, as indeed your campaign for recruits has to be if it is to succeed at all, you must go into the national Press.

586. How many exhibitions are you actually contemplating holding under this present estimate?—You are asking about exhibitions in which we shall pay or not pay?

587. I was thinking that you would include in your exhibitions a display of some particular aircraft, and at the same time give information about recruiting and so forth. I am directing my question to find out what is the coverage of your exhibitions and the relative cost of exhibitions as compared with Press publicity?—We are undertaking in the financial year 1950-51 to take stands at the Ideal Home, the Schoolboys' Own, the Radio Exhibition, the British Food Fair, the Model Engineers, the Royal Tournament and the Schoolgirls' Exhibitions. At all those we have to pay for our site. You cannot put your stand up in the Ideal Home Exhibition without paying for it. We have to include in our exhibition programme the very large number of places, at which we do not pay for our stand, where we do show our wares. For example, all the leading agricultural shows are only too happy to give the R.A.F. free space.

Mr. Spearman.

588. I think Mr. Smith said that some material part of the cost must be attributed not only to getting recruits but to keeping them in the Service. You said that some of the publicity was directed towards inducing the National Service people to stay in the

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Force?—(Mr. Smith.) I do not think I said that quite. I think what I said was that, while this publicity about which we are talking is directed to recruiting people from civil life, we certainly hope, and in fact we think, it has some effect on the people already in the Service.

589. That is what I meant?—But it is not directed to that.

590. You are not allowing any expenditure for that. You are not putting any expenditure to that side of it. As you have mentioned, I assumed you meant that was one of the virtues of publicity?—Yes, it is.

591. If it is, could not that be done more cheaply by administrative reforms in the Air Force?—Not more cheaply, no.

592. If the men are in the Air Force, could they not be spoken to by the C.O. without any cost at all?—I do not think the C.O. speaking to the men would have the sort of effect that we hope and think our publicity has.

593. May I have a little elaboration of your answer to Mr. Birch in regard to paragraph 5* when you said informing the public about the activities of the Air Force helped to stimulate recruiting? Can you say at all what proportion of this expenditure is attributable to informing the public, because that might be taken by some people to be rather unnecessary, might it not?—I have been asked to put in the breakdown of that. I would not like to say what it is offhand.

594. Have you any views on how far the publicity draws people into the Service, people who would not otherwise be serving at all, or does it only draw them in the main from the other two Services?—I do not think I can say. I imagine that overall, if you take the three publicity campaigns of the three Service Departments together, the effect must be to bring people into the Services who would not otherwise be in a Service.

595. My real point was that, if it is only drawing people from one of the other Services, then the more effective the War Office publicity is then the more the Air Ministry has to pay. In fact two Government Departments are fighting each other, and spending more and more money one against the other?—I think it is inevitable that the three Services should make a different appeal to people. (Mr. MacBride.) They are certainly hunting for a different type of man. Recruiting tends to get harder as you fill up your semi-skilled trades, and you are forced into searching harder and harder for men to go into the most highly skilled jobs in the Air Force where the greatest recruiting need is. That is not the

Army's case, as I understand it. I do not pretend to be an Army expert, but the Army are tending to take men of the less skilled type I think.

Mrs. Middleton.

596. I would like to take you back to paragraph 3* for a moment, where you say, "The claims of the Air Ministry on C.O.I. resources are weighed centrally against the claims of other Departments". We discussed that only in relation to space available in newspapers?—(Mr. Smith.) Yes.

597. Surely it would also have relation to the staff available for the various campaigns being run by the various Departments. If their film staff was concerned with making a film for the Ministry of Food, it might be impracticable at that stage at any rate for them to make one for the Royal Air Force?—Yes, that is so.

598. When we were talking about the keying of advertisements I understood Mr. MacBride to say that the keying was done by the newspaper concerned. What possible use is that to you, because in that case you would not know the key?—(Mr. MacBride.) Every newspaper has its own accepted key. If I get a coupon returned to me marked "D.M." in the place for the key, that is a coupon from the Daily Mail.

599. It might be the Daily Mirror?—I beg your pardon, I must accept defeat! Every paper has its own key, as you can see in the guard book there. (Guard Book containing various advertisements is shown to the Sub-Committee.)

600. Does not the C.O.I. staff ensure that this keying is done in terms which can be understood within the Air Ministry or C.O.I. rather than in the newspaper office?—When I say they are inserted by the newspaper office, it has to be inserted by the newspaper office because they actually set the type. In regard to every coupon that comes back we know, from our advance knowledge of the newspaper key, that the coupon comes from, say, the Empire News, the Mail or the Express. These coupons are then added up, and we can then see, in the light of what we have spent on advertising, whether we did get a fair return from the Express, the Mail and so on.

601. Then we have had a good deal of discussion about which means of publicity and advertising are the most effective in getting recruits, and the response seems to me to have been somewhat nebulous. Over a period have you ever either stopped all advertising or stopped certain types of advertising in order to see what is the result on recruiting, by dropping all press or poster advertisements for a period?—(Mr. Smith.) That has been done over relatively short periods. (Mr. MacBride.) I can

* Annex 6.

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perhaps give one or two actual examples. During 1948 when our advertising allocation was extremely small, three times in that year we had to stop all advertising for R.A.F. recruits to the Regular Force so as to provide space for our four-monthly intake of apprentices, who are a very important aspect of the R.A.F., and on those three occasions, when the campaign for apprentices was carried on in the Press and there was no advertising for regulars at all, the response curve simply dropped.

Chairman.

602. Your scientific people are going to let us have a memorandum* upon that, indicating that particular point?—Perhaps they may not put the matter as clearly as I do. That is an actual fact, with which without doubt they will deal. When you stop advertising for recruits the curve simply falls completely down. It also takes quite some time to get it back to its old level again, because people have stopped seeing the advertisements they are accustomed to seeing, which one hopes will activate them into joining; and you have to start your campaign all over again.

Mrs. Middleton.

603. If there was an immediate and almost catastrophic fall in recruitment because you had stopped one kind of advertisement, surely that would indicate it was the best medium for you to use?—I think that is without doubt true; as I say, one has no hesitation in saying that the successful publicity medium is the Press.

604. Earlier on we were talking about the rise in advertisement expenditure which was accompanied over the last three years by a fall in recruits. I think Mr. Smith said in reply to the Chairman that that

was so if all other things were equal, from which I gather he assumed that all other things were not equal for the period in question. Could you then indicate to us what factors have retarded recruitment in those three years to make things unequal?—(Mr. Smith.) I think probably the main factor was this. So far as we can see, at the end of the war when we first opened recruiting there was a pool of people who had never had an opportunity to join the R.A.F. on a regular engagement because we had not been recruiting people. We therefore started off in the year 1946-47 with the number of applications being over the 80,000 mark. That therefore sets the top point of the curve. That pool no longer exists because people have now had three years' opportunity progressively to join the R.A.F. You have not now got the advantage of the pool, and I think that quite probably is the main reason for this drop in the curve. The curve over the last three years has flattened slightly.

Mr. Nigel Birch.

605. It is not going down quite as quickly as it was before?—No, and as recruiting publicity has gone up.

606. How much importance do you contribute to the relative position of Service pay and civilian wages?—I think probably a more important factor is the need for a more assured career for the Regular within the Service. As the Secretary of State said during the Estimates debate, that is being worked upon, and I personally have hopes that, if a scheme can be announced giving a more assured career for Regulars, that will prove a great attraction.

Chairman.

607. You will arrange to let us have that further memorandum in due course?—Yes.

The witnesses withdrew.

Mr. E. C. H. JONES, C.B.E., Secretary, National Savings Committee, called in and examined.

Chairman.

608. We have given consideration to the memorandum† which you have submitted. There are just a few points which some of the members of the Sub-Committee would like to put to you upon it, and I myself have a few. I wonder if in the first place you could tell us this: you do not use the C.O.I. very substantially, do you?—No, certainly not very substantially; in fact very little.

609. I wonder if you could tell us why you feel you ought not to use the services

* Not published.

† Annex 11.

of the C.O.I.?—Well, our publicity division serves the needs of a very large and very complex organisation. It would be extremely difficult we feel for us to have to go to an outside organisation every time we needed some publicity material, and ask them to produce it. They have got to understand the exact need which this material is to supply, and the time factor very often enters into it. We feel quite certain that the needs of the National Savings Movement can be much more adequately met by our small trained staff of publicity experts who live with us and with the Movement, who know it intimately and who often anticipate the needs from a publicity point of view before they arise.

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[Continued.]

610. Is that staff so small? What would be the staff you have?—The staff employed solely on publicity work is twenty-seven. They are very fully employed.

611. The expenditure on publicity is quite substantial, of course, is it not?—Yes, it is quite a heavy expenditure.

612. You know there are other Departments who are in fact using the C.O.I. Their Departments are not perhaps quite on the same scale as yours, but apparently they do seem to be working very satisfactorily?—I am sure it is. I think the circumstances are entirely different in the other Departments about which you speak. Usually their need of publicity material is for some *ad hoc* campaign, a recruiting drive or something of that sort or a continuous campaign such as the Ministry of Health's diphtheria campaign, the publicity requirements of which can be foreseen and planned for some time ahead. We are in quite a different position. To begin with, throughout the year we get out a continuous procession of publicity material. Last year we produced ninety-six different kinds of posters to meet the needs of our National Savings groups, our industrial groups, our social groups, youth organisations, women's institutes and that sort of thing, the Trustee Savings Banks, the Post Office, and the Joint Stock Banks. It is a very large and a very complex organisation. The demand for publicity material is continuous. As you see from the figures it is quite large.

613. In your case who designs the posters?—Most of them are designed in our own office. Incidentally publicity is important. I have brought one to show you. (*Poster is produced.*) That was produced as soon as we saw that Brumas was very popular. (*Further posters are produced.*) These are U.S.A. posters. I brought them along to show you. They are a recent bunch. We believe in these publicity campaigns, and most countries are following suit.

614. In addition to that you have films?—Yes.

615. Can you tell us how they are arranged?—Our experience in thrift propaganda through films dates back quite a long way now. We have a very small staff at headquarters responsible for producing these films. There again I should like to show members of the Sub-Committee some of our films. We are rather proud of them. We introduce propaganda into these films as part of the way of living, rather than as a catch at the end of the story or something like that. We showed our films last year to audiences numbering two and a half million people, and there are constant demands for repeats. We do not have to jockey audiences into seeing our films. They are becoming really very popular. There again it is because, in the course of years of

work, our people have now developed experience and knowledge which is extremely useful to our organisation.

616. How many people have you on your staff engaged in the film side?—Five, that is including everyone. Two are voluntary workers.

617. Then you have direct contact with the producer?—We are guided by the Government's cinematograph adviser at the Stationery Office, but we have—

Mr. Nigel Birch.

618. At the Stationery Office?—Yes.

619. They have a film adviser in the Stationery Office?—Yes, they have. We have direct contact with the firms who produce the films.

Chairman.

620. What films are you making at the moment?—At the moment we are not making one.

621. Is that because of a change of policy?—No. We made eleven last year. Some of them are only just recently released, and we are not yet ready to go on. We have not got an idea. It is all a matter of discussion at present.

622. I see from the graph* which you have been good enough to supply to us that, notwithstanding the publicity which you embarked upon last year, your gross savings have not been increasing?—No, but of course it is quite possible it might have been so much less if we had not had the publicity.

623. What grounds have you for saying that?—Well, as I mention in my memorandum,* so far as I know there is no scientific method of measuring response to publicity, and it becomes therefore very much a matter of opinion. One is guided to some extent in this by the opinion of experts. I suggest it is significant that other organisations, which make a somewhat similar appeal, spend large sums on publicity. For example, the joint stock banks spent about £249,000 in press advertising last year. The insurance companies spent nearly £300,000, and the building societies about £150,000. Although I would not suggest that football pools carry out a similar kind of work they compete with us, and they spent over £400,000 in press advertising.

624. Does not our graph indicate that as our expenditure is falling your gross savings have been rising?—I think the graph indicates, as I say, that they are decreasing together.

625. Only at the beginning, in 1942-43, was there an upward curve?—I see. I am not going to suggest there can be a close

* Annex 11.

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[Continued.]

relation between the actual expenditure on publicity and the total amount of savings. There are so many other factors that come into the matter.

626. Which do you think is the more important? What are the other factors?—Well, the cost of living is probably the most important. Another factor is the deterioration in the value of money. Knowledge of that spreads slowly. It is probably a very important factor not only in discouraging savings but in encouraging withdrawal of past savings.

627. I see that you do not put on your graph net savings?—I have dealt solely with gross savings.

628. What would be the position in regard to net savings?—Net savings have decreased considerably in the last two years.

Mrs. Middleton.

629. I noticed that you did not say anything about the effect of rationing on savings. I should have thought that in that period 1943 to 1947 the stringency of rationing had more to do with savings than any other factor. Housewives were regularly putting money aside, which they could not spend at that time because they could not get things, for the day when they could spend it?—Yes. That certainly was a very important factor in the early period covered by this graph.

Chairman.

630. I think you have expressed the view that a reduction of ten per cent. in publicity expenditure would have no immediate effect?—That is my opinion. Probably that would be so, but again I appeal to commercial advertising of all kinds as evidence that in the opinion of those who have a living to get in this matter one must keep up one's advertising if one wants to sell one's product or one's services.

631. Obviously they are interested parties. The more advertising they can get the better for them?—There is at some point an optimum spot where the law of decreasing returns begins to operate.

632. Judging from your statement I think it is a fact that net savings are falling?—Yes.

633. On those occasions where your expenditure was raised, has there been any indication that the net savings fall has been arrested?—May I suggest it would be a very interesting experiment with publicity if, at a time when savings are falling such as now, we were allowed to increase publicity to see if we could arrest the fall at a time when many tendencies are prompting it.

* A graph was subsequently put in by the witness showing net savings, and is included in Annex 11.

634. Do you not think it would be perhaps a much more effective test if, where you have had a continuity of propaganda and publicity, you suspended all publicity for the time being to see whether the fall would be very much more rapid or not?—That is taking a great risk. Moreover I am quite sure the effect would not be immediate. I think commercial advertising does suggest that, if you have got a commodity or a service which you want to keep in the public mind continuously and in the mind of the majority of the public, then you have to keep up a continuous advertising service.

635. Have you carried out any regional experiments at all on ceasing publicity?—No, Sir. We have carried out no experiments at all. We have tried to measure the effect of our publicity in a social survey which we organised in 1948. It was carried out for us by Social Surveys Limited. That was very largely to find out why savings were falling at that time, but it also threw a good deal of light upon the effect of our publicity. However, to come back to your question, we have not carried out any experiments of the kind you have in mind. I think they would be extremely difficult to stage.

636. You think they would?—Yes.

637. I notice in the memorandum† that the National Savings Committee has had the free use of poster space lent by the British-American Tobacco Company?—Yes. May I correct that. It is the Imperial Tobacco Company. I am so sorry.

638. That is valued at £140,000 a year?—Yes.

639. That arrangement apparently is coming to an end in 1950?—Yes, very unfortunately it is.

640. What does that mean? Does it mean you will have to spend £140,000 more?—No, Sir. It simply means this: you will not see National Savings posters on many of the hoardings in the big towns and cities in future, unless the Treasury and the Estimates Committee allow us to increase our publicity Vote to buy some of the space which was being given to us free.

Mr. Nigel Birch.

641. How long has this arrangement been going on?—Since the end of the war.

642. Why did they do it?—They did not want to use the hoardings themselves, and they decided to lend them to the National Savings campaign.

Chairman.

643. I take it you regard this as a serious matter?—Undoubtedly. For the remainder of this year—this arrangement is coming to an end at the end of this month—we are

† Annex 11.

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[Continued.]

using some of our money for outdoor publicity in buying space on buses, the long strip space, because we think those banners are carried round the countryside and through the towns and they will help to counteract the undoubted disadvantage of losing that poster space.

644. If you allocate some of your money for that purpose you will be taking it from somewhere else?—We have made provision for it in our Estimates for this year. That is the way we propose to use that part of our vote.

645. From where are you taking it?—We had under "Outdoor Publicity" £66,000 estimated for the 1949-50 financial year, and under that head we are asking for £65,000 this year. That is £1,000 less. We are devoting nearly the whole of that money to this particular form of advertising, poster display on buses.

646. What form did it take last year?—It was used to buy additional poster space on railways, on the Underground and a certain amount of bus space.

647. You are discontinuing them?—We are using more of it for bus space.

648. Is that because you think it will be more valuable?—We think that form of advertising is very valuable.

649. Had it not been considered before?—We have been using it before. We have experimented with it over some years.

650. Can you tell us something about the experiments you have been carrying out, and the result of them?—The experiments have been mainly in London, but also with the help of some of the road transport companies, in other parts of the country. The evidence we have, which comes from members of our staff and some of our voluntary workers, is that strip advertisements on buses do strike the public, and they are a valuable form of poster advertising.

651. You carried out the experiment; how have you tested it?—We have not tested it except in collecting opinions from people whose opinions we valued.

652. Is that the man in the street or the people employed by your Department?—The voluntary workers in the National Savings Movement and a number of our own organising staff.

Major Niall Macpherson.

653. Their opinions would be based on their own wide contacts?—They would be based on wide contacts and on an intelligent questioning of people. I have no figures to give you.

654. It was not just a snap opinion; they went out to form an opinion?—Yes. We are frequently asking our staff to give us the views of voluntary workers and of general public opinion on matters, and in the course of time they have developed quite a flair for giving us that information—not their own opinions but a consensus of opinion of people amongst whom they live. It is quite a reasonably good guide to the state of public opinion.

Chairman.

655. Have you been able to check up in regard to the results which have been achieved in savings?—That is always very difficult. I am quite sure the results would have been worse, but I cannot say that because we have advertised on London buses extensively during the last five years that the results in London have increased.

656. What do you consider to be the purpose? Have you a long term advantage to derive from advertising?—Yes.

657. Or do you think it has an impact upon people of the importance of saving? What do you think is the purpose of your publicity?—May I try to answer that question at some little length? I think that, when you are considering our publicity, you should look at it from our point of view. This kind of publicity (*Poster is shown depicting Brumas the bear*) is the more popular form. Actually there are at least two strings to our bow. We depend upon an informed public opinion mainly. For example, a great many of our voluntary workers are frequently asked why they are doing this work. We have to explain the part that thrift plays in the national economy and finance plans. We get out a number of booklets—here are some of them, "Thrift and the New Economics", "The Distribution of Income and Saving", "Savings and Personal Welfare" and "Savings and the Crisis".

658. What new economics are these?—These were written by experts in their own particulars fields. "Capital Reconstruction and the Need for Saving" was written by Paish, of Cambridge.

Mr. Spearman.

659. London?—I thought he was Cambridge. University of London, you are quite right. Then in addition to our voluntary workers we get out a good deal of material which tries to explain to the general public the need for savings from the national economic point of view. "The A.B.C. of Prosperity", we published *these* little leaflets.

Chairman.

660. I appreciate the published leaflets, but in regard to the little booklets how

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[Continued.]

many of those would you say you produce for distribution around the country?—Somewhere about 25,000 of each.

661. Have you ever tried in any locality how many of those booklets would be read by the people?—We do not just distribute them. We tell our voluntary workers in our news letter that they are available, and those who want them apply for them. They go to trade union leaders, teachers, and to people who take an intelligent and thoughtful interest in this kind of thing. They are quite effective in helping to build up an informed public opinion on the question of savings. In addition to those there are the popular appeals which must go on all the time.

662. Then I have noticed that in various parts of the country your local Savings Committees at some time or other have lunches and things of that sort?—Rallies of voluntary workers where speeches are given explaining again the part that savings can play.

663. It must be very substantial for the whole country?—About eight thousand meetings a year of that kind are held.

664. You think they are very useful to you?—Extremely effective.

Major Niall Macpherson.

665. You would have difficulty in holding your voluntary workers if you did not have some organisation of that kind?—I think so, yes.

666. Is the cost of your voluntary and local organisation shown and included in these Estimates?—No, Sir. We are dealing here purely with the Estimates concerning the publicity expenditure.

667. They are a little difficult to separate, are they not?—They dovetail into each other. Our total estimate for the year is about £870,000, and the expenditure on publicity is very nearly half, about forty per cent.

668. In regard to this "Supplementation of local publicity", what local publicity do you get?—That is when the local committees wish to advertise meetings and rallies for voluntary workers, that kind of thing, which we would not do nationally. They are not allowed to take space in local papers for advertising to try to induce people to save, but they are allowed to advertise meetings and any local event of that sort.

669. Really it is local supplementation of publicity?—Yes. That is a very much better title.

670. What do you estimate to be the cost of publicity per £100 of savings?—I have quoted the figure of total expenditure on the National Savings Movement, which is, as I have said, about £870,000 a year,

and in relation to the total amount of new savings brought in that is about 2s. 6d. per cent. of the money coming in, one-eighth of one per cent.

Mr. Nigel Birch.

671. That is gross new savings?—Yes, which is a fair criterion.

Major Niall Macpherson.

672. Is the press advertising steady throughout the year?—We drop it in the holiday periods.

673. What is the press coverage?—Under these arrangements we propose to reduce publicity by £90,000 and to confine our attention to the national dailies and to the local papers. Formerly we were also advertising in a good many magazines and periodicals, especially in women's papers.

674. You speak of six advertising firms. Are there separate advertising firms for press and poster publicity, are they all press or are they operating in different parts of the country?—It is part of the Government policy, which has been arranged by the C.O.A., that a number of advertising agents should co-operate together in work of this kind. The number so far as we are concerned is now reduced from six to four. Those four agents maintain two committees, a creative committee and an administrative committee, to deal with our work.

675. They work as a committee?—Yes.

676. Is that satisfactory?—We find it very satisfactory.

677. Who does the placing of the advertising?—They arrange it amongst themselves.

678. How are they remunerated?—By the newspapers. We pay the agents for the newspaper space; they in turn pay the newspapers, less ten per cent. which they keep for their services.

679. Standard terms?—Yes.

680. How much free publicity do you get?—A great deal. It is not measured, but we do get a very great deal in various ways—the speeches made at these local meetings; the local press in every locality practically carries a good deal of free publicity for National Savings in the course of the year; the figures we issue every week are free publicity, and some of them we feel sometimes are not very good publicity. We regularly send out a leading article to local papers, of which quite a lot of use is made.

681. Is that dependent to any extent on the paid publicity?—I think paid publicity gives us goodwill.

682. Would you enjoy a degree of free publicity even if you cut down substantially on your paid publicity?—That of

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[Continued.]

course is difficult to say, and it is again purely a matter of personal opinion. The newspaper proprietors would say "No", but I think probably we should receive less free publicity.

683. Have you in fact received less free publicity as a result of cutting down?—No, I know of no instance where that has happened.

Mr. Nigel Birch.

684. You say in regard to this Social Survey in 1948 that it showed that forty-five per cent. of population either have been or are members of savings groups. Do they divide those into the people who have been members and the people who are members?—The membership at present is about seven million.

685. What has it been? Has it been much higher than that?—It has been up to thirteen million during the war.

686. What percentage of the population is now members?—Seven million out of fifty million—it is about fourteen per cent., is it not?

687. Forty-five per cent. is a slightly deceptive figure in relation to people who are members and have been?—That came out of the Survey in that year. Of course it is explained by the fact that we have a savings group in practically every school, so that a great many children have been members and then on going into adult life have ceased to be.

688. Do you ever reflect on this: suppose you decrease your publicity, might it be that, though you get less savings through the channels which you advertise, the total would not go down—it would go into insurance companies and building societies?—I think that is very likely.

689. In fact you are really competing to a certain extent with other forms?—Yes, to a certain extent.

690. What are the functions of the light film vans on which I see you spent £19,000?—We have one in each region, and it is available for showing our films at meetings, usually in rural areas.

691. You show a figure in the two years of £450 for paid speakers?—Yes.

692. It seems quite a small sum. Does it mean you have one or two paid speakers, or what is it?—To begin with may I explain that these eight thousand meetings which we organise are mostly addressed by voluntary speakers. Lord Mackintosh, our chairman, goes out to a good many. I go to a good number myself, but there are however a number of speakers, who are very well known in the Movement and who are very popular, who find it extremely difficult to give this voluntary service.

693. What do they get—£10 a time?—No, three guineas.

694. For what do you use gramophone records? I see you are increasing your expenditure on gramophone records?—Yes. There again they are for use at these rallies of voluntary workers.

695. Who is the speaker—Lord Mackintosh?—Lord Mackintosh, the Chancellor of the Exchequer and so on making a speech.

696. There is one item on which you have not decided to spend anything this year—Loudspeakers for sports grounds. Why is that?—We had to make a cut of £90,000 in our expenditure.

697. You were ordered to by the Treasury?—Yes, and something had to go, and that went.

698. You say £90,000. I see in your memorandum* you say there was an agreed reduction of £20,000 in expenditure in the last six months?—It is a reduction in the total expenditure from £445,000 to £355,000.

699. Do you devote any publicity to try to stop people withdrawing savings?—No. We have had many discussions about the feasibility of doing that, and we have had several shots at it, but we have come to the conclusion that it is extremely difficult and rather a dangerous thing to do. Unless it is handled very, very carefully it might suggest that there is going to be some restriction on withdrawals and would, we think, probably stimulate withdrawals.

700. If you take your expenditure as a percentage of the net savings, it looks rather different?—It does.

701. You say in paragraph 4 of your memorandum,* "Any further cuts besides reducing the weight of the appeal made by the National Savings Committee might arouse an impression, which is already noticeable, that National Savings are now of less importance than formerly". What do you mean exactly by that?—I mean by that that our voluntary workers, who are seeing reductions in staff and reductions in publicity, tend to form the conclusion that the work of the National Savings Movement, to which they devote a good deal of their time and energy, is not so important as it used to be.

Mr. Spearman.

702. In the first paragraph* you say, "Information concerning methods by which they can save is conveyed by the same means", that is by various forms of publicity. Do you mean where they can put their savings, how they can spend less money or how they can buy more cheaply?—Where they can put their savings.

703. That brings me to the fundamental point which has already been touched upon

* Annex 11.

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[Continued.]

by Mr. Birch. To some extent you were competing with the banks, insurance companies and so forth?—Yes.

704. It might be open to argument that in fact, whereas your publicity had an immense effect on the amount that went into National Savings Certificates and Defence Bonds, it had no effect at all on savings as they were completely determined by taxation, by fear of deterioration in the value of money and by the cost of living. I was a little disturbed at the attention you paid to the fact that because insurance companies and banks advertise it must be the right thing to do, because they are seeing how large a proportion they can take out of an existing pool. Might it not be that if you cut down your advertising completely, National Savings Certificates would fall enormously but that the savings of the nation, which is all that matters, would not fall at all?—If you go back to 1913 the proportion of the national income saved by individuals drawing less than £500 a year was very small, not because people could not save but because the idea was not there. We have carried out a long process of getting people to save by teaching and exhortation, supported by publicity which has become more and more important as the national income has become more and more evenly spread. Instead of a few individuals saving a large proportion of the national capital, which is necessary every year, more and more people have to contribute a smaller amount. We have been pioneers in this. Before 1913 the banks did very little advertising, but now it has become clear that the small savings of the mass of the people are important then this kind of publicity, as well as the organisation to bring in these savings, becomes necessary.

705. You are probably right, but it is a matter of opinion. I just wanted to know what evidence there had been to prove to you that this publicity was doing really more than getting a bigger share of the available money. Has that been considered?—I do not want to suggest that we regard ourselves as being in competition, and of course a great deal of the propaganda we have carried out through our publicity has been in support of the idea of savings, and not just selling National Savings Certificates, Defence Bonds or deposits in the Savings Banks. To some extent that propaganda for savings must have been helpful to the insurance companies and banks as well, and to all other financial institutions which benefit from savings. The evidence I think suggests that the value of this kind of work to the country lies in considering the conditions pre-1914 with what they are to-day, with 59 per cent. of the people owning a total of over £6,000,000,000 in these small savings.

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Mrs. Middleton.

706. Can you give us a breakdown of the staff as between people engaged on film work, poster work, newspapers, exhibitions, displays, meetings and the ordinary clerical work, administrative?—I know that the total of them all is twenty-seven. There is a good deal of team work, but I can give you the exact breakdown.

707. Would you do that?—I am not sure that I can now.*

708. I was interested to note that you said earlier in our discussion that at the present time you had no films in hand. What does your film staff do when there are no films to be made?—They are also engaged in meeting demands on our film library and on the ordinary administrative work.

709. There is an item of £4,750 in this year's Estimate for art work etc.?—Yes.

710. You employ artists outside your organisation?—Occasionally, yes. That is for photographs and for other things of that kind.

711. With regards to contacts with the Central Office of Information I gather from your document that there are very friendly contacts existing?—Very friendly.

712. If there is to be a central publicity department, if you like to handle the publicity and advertising on behalf of a large number of Government Departments, in your opinion would it not be better to have a special staff with the necessary qualifications there available for this special work so that they could serve all the Departments?—If I may reply through you, Sir, on that, this point was very thoroughly thrashed out by the French Committee. Our attitude is that our twenty-seven people are very fully employed. Those bodies would have to be employed on our work wherever they might be, and it is no economy to have them situated in the Central Office of Information rather than in our office. We believe it would be a great disadvantage to us. The French Committee accepted that evidence, and has allowed us to continue our own particular service. If we were conducting our work as a normal financial organisation, using whatever profit resulted from investing money that was entrusted to us, we would most certainly employ our own staff, living in our own organisation and being part and parcel of it. Our Director of Publicity has been with us for about twenty-five years. He was on the organising staff at first. He came to us from industry; he was a sales promoter. He understands our Movement thoroughly. I am quite sure we could not possibly get such an efficient service from the ordinary expert in publicity quite unattached to our organisation.

* A paper containing these details was subsequently put in by the witness. Not published.

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[Continued.]

713. What proportion of your present staff have the fairly high qualifications necessary to-day in order to enter into the field of advertising and publicity and to do the job so as to achieve results?—We have a sufficient number. Arrangements have been made for all the various Government Departments carrying organising staff to have expert officers of various grades—the whole matter has become quite properly organised in the last year or two—we have all we need for our service.

Chairman.

714. I take it that the success of your publicity would be judged by the net savings, would it not?—No, I do not think so. I would suggest to you that to raise an average of six shillings per head per week throughout the country is a pretty big achievement, but that is the average of new savings brought in. The withdrawals on the other hand are subject to a great many other factors. To begin with there is the great dead-weight of this huge sum of £6,000,000,000, the long waiting period that people have gone through before using their past savings, the need for renewing household equipment and all that kind of thing. Therefore the two items are not really closely connected, that is the volume of new savings and the volume of withdrawals. I do not think it would be at all fair to relate the expenditure of the Movement solely to net savings.

715. I am not suggesting that. What I am suggesting is this: the success of your campaign surely is judged by the net savings rather than by the gross, because it means that, if year after year the withdrawals exceed the savings, then your publicity campaign is not succeeding?—Well, I have said that we decided not to campaign against withdrawals because of the many dangers. We campaign for new savings, and therefore I think the fair criterion is the new savings we get, not the net.

716. In your campaign you try to instil into the minds of people the necessity for saving for thrift. If the number of people who are withdrawing is greater than the number of people who are saving then your campaign is not succeeding, is it?—It is a point of view. I do not suppose we shall come to an agreement on it.

717. I think it would be a matter of interest to the Sub-Committee if you could put on the graph, which you have been good enough to supply, the net savings as well?—Yes.*

718. Perhaps you could also let us know at the same time what would be the ratio of expenditure on publicity to net savings?—I will do that.

Major Niall Macpherson.

719. May I revert to the question of the use of advertising agents, coupled with the questions Mrs. Middleton has been asking? I understood you to say that you prepared your own poster advertising?—Most of it.

720. The rest of it being done by one of the advertising firms?—We sometimes get a good idea from one of the advertising firms, and sometimes an idea comes in from other sources.

721. Who prepares the Press advertising?—That is entirely done by the advertising agents.

722. As a committee they decide the type of appeal, and it must be carried out in detail by one of them?—Our approving committee is composed of representatives of these four advertising agencies, together with Lord Mackintosh, myself and our director of publicity; and it is the committee which decides. Normally at our meetings we have a number of suggestions from the advertising agents, but the choice of these various suggestions is made by the committee in which we are very fully represented.

723. They are in a sense competing with one another for the right kind of campaign?—They always work together. We never know which particular advertising agent has put up an idea. They work together as a team.

Mrs. Middleton.

724. With regard to withdrawals, have you ever considered a campaign with a view to getting people to save for a definite period, by a terminal bond or something of that sort, so that you could know that when that money is put in it will be available for the purpose for which savings are used for, say, five or ten years?—Yes. Suggestions of that kind have been frequently considered, but we have never adopted any. Our general view about this matter is that the greater the freedom of withdrawal the more likely the money is to remain. Anything which tends to restrict withdrawal even for a period arouses suspicion, and tends to attract the money elsewhere—into the stocking or the old teapot.

725. Even if you made it worth while to them to do it?—Yes.

Major Niall Macpherson.

726. Thinking rather along those lines have you ever had in mind a standard ratio of advertising to savings collected? In other words, what is determined in each year? Putting it in another way, is the amount of your advertising in relation to a target of savings or is it simply the amount which you are allowed to spend?—Looking back to the war years, when the amount we were allowed to spend was almost unlimited, the decision rested with our Press committee.

* Included in Annex 11.

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[Continued.]

It was governed by the amount of savings coming in, the amount of space we could get in the papers and common sense. One can overdo an appeal of that kind. We never spent, I think, more than about £700,000 on publicity.

727. On Press publicity?—That was the total expenditure. Incidentally there is another argument or another bit of evidence for of those people who are holding National Savings Certificates to-day two out of three of them started to purchase during the war when we used the publicity machine to its greatest possible extent.

728. Are you suggesting that in a sense you oversold them; you were selling, as it were, weak savings?—Yes. We had a very strong appeal in those days. It was a patriotic appeal. It was fairly easy to carry on, but the appeal had to be made, and it got a very great response. If you read Keynes' book which he wrote at the beginning of the war on the proposals to finance the war, you will see that he estimated voluntary savings would not be sufficient. His estimate of the volume of

voluntary savings was very, very wide of the mark. Actually they proved quite sufficient to complete the finances of the war and to keep our currency pretty stable. The publicity of the National Savings Committee played a very great part in that.

729. If we could come to the second part of the question, what determines the amount that is spent now?—I would say it is the result of strain between two forces. One is our chairman, Lord Mackintosh, who is very keen on publicity and who is a great believer in its value, and the other is the Treasury who want to cut down expenditure all along the line. When the opposing forces have come to rest, at that point the amount we spend on advertising is decided.

730. Is it not true to say that the strain took place perhaps in 1949-50, but so far as 1950-51 is concerned there is a cut of twenty per cent. which seems to have been applied to every department?—Yes.

731. The strain did not exist there at all; it was just orders?—It existed, but one side proved a bit stronger than the other.

The witness withdrew

Adjourned till Tuesday next, at 4 p.m.

TUESDAY, 16TH MAY, 1950.

Members present:

Mr. Nigel Birch.
Major Niall Macpherson.

Mrs. Middleton.
Mr. West.

In the absence of the Chairman, Mr. WEST was called to the Chair.

MR G. V. HOLE, an Assistant Secretary, Head of the Highways (Traffic and Safety) Division, (Ministry of Transport, called in and examined.

Mr. West.

732. We have had an opportunity of reading your memorandum,* and I am wondering if there is anything you would like to say in amplification of it now before we put some points to you?—I do not think so. It is short, but I think it contains all I wish to say.

733. There is one point which struck me, and I am sure you can clear it up straightaway. I find that in your memorandum you have put in your estimate for 1950-51 at £393,000?—Yes.

734. The White Paper shows it to be £334,800, with the Department's salaries at £8,300. Can you tell us something about that?—I cannot do that. It is probably an accountancy point on which I would have

to put in a note. I am sure it is easily reconcilable.

735. Have you any of the figures for the preceding years—1948-49 and 1949-50?—How far back do you want me to go?—I have the figures here. Shall I read them under their separate headings. They are grants to local authorities, to the Royal Society for the Prevention of Accidents and the Central Office of Information. They read from 1946-47, 1947-48, 1948-49 and 1949-50 as follows, reading down, £150,000, £100,000 and £445,000; £230,000, £100,000 and £390,000; £230,000, £113,000 and £270,000; and last year, £230,000, £100,000 and £150,000. This year of course they are £200,000, £93,000 and £100,000. After the first rise at the inception of the scheme there has been a fall to the present year.

* Annex 9.

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Mr. G. V. HOLE.

[Continued.]

736. I was not quite clear on how you were splitting those. We have on the Department's Vote for this year £393,000?—Yes, Sir.

737. For last year what do you say it was?—The total last year was £230,000 for local authorities, £100,000 for the Royal Society and £250,000 for the Central Office of Information. The total is £480,000.

738. Is there anything in addition to that for the salaries of the Department on the information side, or are they all included?—No, Sir, it does not include the administration.

Mr. Nigel Birch.

739. Do I take it that these figures do not include any element for the people at the Ministry itself?—They do not include the people in the Ministry concerned, either myself or my staff.

740. Does that £393,000 include anything in respect of salaries?—No. All these are payments in respect of propaganda proper, and they do not include salary payments.

741. What is the estimate for the salaries for this year, and what were the salaries last year and the year before?—I have not got those. They are quite small compared with these figures. It would be difficult to supply them I think because let us take the Public Relations Officer in our Department. This is only one side of his activities. He is not only concerned with this; he is concerned with the whole of the Ministry's activities on publicity. He would have to make an estimate of the time he and his staff spent on this compared with other work. I know the cost would be quite small compared with these figures.

Mr. West.

742. Are you suggesting that the £393,000 is limited only to the expenditure on road safety propaganda?—Yes, Sir.

743. On what publicity would he be engaged?—The Minister is concerned with all the shipping aspects of the Ministry and so on.

Mr. Nigel Birch.] I do not think this memorandum,* as far as I can see, compares with other memoranda. Memoranda from other Departments appeared to cover all their publicity.

Mr. West.

744. I agree?—We were only asked to cover road safety.

Mr. Nigel Birch.] After Mr. Hole has been questioned could we subsequently have a memorandum in the same form as the other people have sent?

Mr. West.

745. That is dealing with the whole sphere of publicity in regard to your Department?

—You can, but you would be asking someone else that question. I thought I was to come because I was concerned with the administration of road safety only. That is why I am here.

746. You say you have a number of people in the Department who are engaged wholly or in part on road safety?—Yes, Sir.

747. Can you tell us how many are engaged upon that?—I could not say offhand for this reason. Might I explain? I am responsible for the Traffic and Safety Division. One of my jobs is to look after the policy of the road safety propaganda, and I should guess that in my Department there are about six people on full time on this. I could not estimate exactly how many there are on this in the Public Relations Department. I would have to get that figure from the Director of Public Relations.

748. You will get that information for us?—Yes.

749. What results are you expecting from the expenditure you are incurring on your road safety campaign?—That is a very difficult question of course. A simile has been used for this—I think it rather brings out the point—that if you have a bowl with billiard balls in it and you put a new ball in, all the other balls slightly move. I think that simile is very apt for road safety, because the causes of accidents are manifold. All kinds of factors contribute to accidents, but if you are going to reduce accidents propaganda is a possible way which helps. In other words, you are taking a ball out and the other things slightly alter. That is the kind of thing one has to bear in mind with road safety propaganda. It is difficult to assess exactly how much it does save. The only figures which I think you could use are the ones which I put in the paper, and that is this fact: before the war, with a certain number of million miles a vehicle traversed there was a certain number of accidents. Now that the vehicle mileage is going up to nearly what it was before the war, the number of accidents per million vehicle-miles is not so great as it was before the war.

Mr. Nigel Birch.

750. Could you give us the actual figures?—I have the figures in percentages. Whereas before the war for every one hundred million vehicle-miles the accidents were one hundred—these are not actual figures; they are samples—the figures for the first half of 1949 were 81 and the accidents were 74. In other words there is a 7 per cent. unexplained difference.

751. It seems that is not a very convincing comparison?—Well, I think it is you know. The position is that you have a very considerable toll of accidents. Before the war it bore such a relation to the number of

* Annex 9.

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[Continued.]

million vehicle-miles driven. Last time we took them it was 81 million vehicle-miles, but I should think it is probably higher now.

752. As opposed to one hundred?—Yes.

753. It is quite a considerable reduction?—That is the last figure. I should guess it is probably 85 now, and getting on towards 90.

Mr. West.

754. Do you think the number of vehicles has any bearing upon it?—Yes.

755. Have you any particulars at all? I have no doubt that in the past you have worked out the mileage run, the number of vehicles engaged and the number of accidents for each year?—We are not able to work the mileage run by all the vehicles in the country because there is no means of doing it. We have taken samples.

Mr. Nigel Birch.

756. Who gave them to you?—Big entities, big businesses. It is done on a sample basis.

757. By whom is it done?—Our statistical people and the road research laboratory and so on. I think it is true to say that you are getting on towards a vehicle mileage comparable very closely with what it was before the war, and you have a fall in accidents. There are many factors which may come into play there, but propaganda is one.

Mr. West.

758. You say the vehicle mileage is something which is uncertain and difficult to assess accurately, but the number of registered vehicles is certain?—Yes.

759. Have you those figures?—I can put those in, but the number of vehicles licensed is not such a good criterion as the number of miles run.

760. I entirely agree, but we have had some petrol difficulties?—Exactly.

761. Therefore the vehicle mileage would be considerably lower I should think if the number of vehicles on the road was not greatly in excess of 1938?—That is so.

762. In that way we could then arrive at your accident ratio?—I do not think you can because the vehicles are different. Let me give you an instance. Before the war you had a certain relation between the number of commercial vehicles and the number of private vehicles. It has changed a lot since the war. You have got more commercial vehicles on the road at present than before the war, but the number of private vehicles is less than it was before the war. The whole ratio is different.

Mr. Nigel Birch.

763. Do commercial vehicles have more or less accidents?—Per million vehicle-miles they have less.

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764. You started off by saying that 81 was almost the same as 100?—I do not think I did say that, with respect. I said 81 was comparable with 100, and that I thought the present figure was higher than 81.

765. And so presumably is the accident figure?—The accident figure is a good deal lower than it was before the war.

Mr. West.

766. Could you let us have a supplementary note stating the number of vehicles for all the years from 1938, the estimated vehicle mileage for the years and the number of accidents?—All I can give you is the sample we have showing the relation between the number of million miles the vehicles run and the number of accidents. I can give you that relation, but it is a sample. One does not know exactly how that compares with the whole of the vehicle mileage in the country.

767. Do the people who are subject to accidents fall into age groups?—Yes, and we have that.

768. I suppose it would be correct to say that the greater proportion would be the "under fives"?—No, the curve of accidents goes up up to seven, if you are talking about pedestrians. A child at the age of seven is road conscious, and after that, until he gets to an age of about 60, pedestrians are fairly good, taking all the various considerations into account.

769. I am wrong in saying that the age group of one to five or one to seven, in the respective age groups, has a higher accident rate than any other?—I think seven is a better figure. After seven the accidents fall, and they do not really come up to substantial figures until the later years. Young children before they have learnt to be road conscious are dangerous, and they get themselves into trouble. The old people for various other reasons also get into difficulties. We had this Children's Safety Week last March, and the objective was to get at the parents through the children.

Major Niall Macpherson.

770. What did that cost?—I do not know at the moment, but the cost was pretty small. The local authorities spent most of the money, but it would be something of the order of £30,000.

Mr. Nigel Birch.

771. You say the local authorities spent most of the money?—Yes, Sir.

772. Presumably that is again recouped, or largely recouped, through their grants from the Ministry of Health?—The position is that the Minister does as much as he thinks proper to keep the problem before the public. He uses the Royal Society to create propaganda, to get out documents and to give talks to people, and to keep the thing going as an agency really; and

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[Continued.]

the local authorities locally do what they can to keep the subject before the people locally. They get 50 per cent. of the cost of that production, and we—

773. Does that 50 per cent. come entirely from their rates?—Yes, their 50 per cent. does.

774. You are certain of that?—Yes, and 50 per cent. from the central government.*

775. That does not rank for any grant from the Ministry of Health?—No, that is part of their ordinary expenditure out of their own rates.

Mr. West.

776. Every £100 they spend on road safety propaganda ranks for a £50 grant from your Department, but how do you approve it? Do they submit schemes of propaganda to you?—The procedure is well known because it has been running for about four years. There are documents—if the Sub-Committee would wish to see them I can send in copies—setting out what activities we will approve and those we will not. The local authorities—there are a thousand of them who go in for this kind of thing—at the beginning of the year put up a scheme, and the six people I mentioned a moment ago examine it to see that it is not extravagant and that it will in our view and in the view of other people who advise us be a scheme which would be worth while. We approve it and then we pay the 50 per cent. grant on it.

777. Do you pay a 50 per cent. grant on the estimated expenditure or a 50 per cent. grant on the final expenditure?—We are willing to pay 50 per cent. grant on the expenditure we approve, but we find by experience that local authorities on the whole do not spend their whole estimate. They tend to be more conservative than they originally think.

778. Does that mean that, having paid your 50 per cent. grant upon the approved estimate, they retain the surplus?—No, Sir. It means we only pay 50 per cent. of the expenditure which they actually incur. It is difficult to know how much they will spend. We came out this year and said we were going to have a children's safety week. Most local authorities participated; thought up what they would do and put in estimates for that purpose. Sometimes the thing did not come off quite as they thought it would; they could not get the person to talk they wanted or they could not possibly do what they wanted, and in consequence they did not spend all their money. We do not pay a grant on what they do not spend.

779. If they exceeded it, and you approved, would that rank for the higher grant?—I cannot remember an instance where they have exceeded their estimate.

* See Q. 2423.

780. I notice there has been a reduction since 1948 to the present year of some £278,000?—Yes, Sir.

781. How has that been reflected in your accident rate?—Accidents are going up. After the war we started a propaganda campaign and accidents started to go down, but now we have cut expenditure they are going up again. Some people say that is the cause, but that is too simple an explanation. The traffic is going up; the pressure on the roads is going up; the roads are not being improved in certain respects which would save accidents.

782. Have you worked out the average number of vehicle miles to an accident?—Yes. We can give you a rough idea of that, although it again depends on the type. Commercial vehicles can run more million miles than private vehicles and so on. We can give you some idea, but unless we had a comprehensive review and everybody filled up a form saying how many miles they did every year, we could not give you an accurate figure.

783. You say there has been an increase in the number of road accidents?—The increase is not necessarily relevant.

784. Could you give us some figures on that?—I can send them in. The present position is that last year we had 176,779 accidents involving personal injury, of which 4,773 were deaths.

Major Niall Macpherson.

785. How many of these would you reckon are avoidable accidents, because I suppose you would agree that so far as unavoidable accidents are concerned your publicity has had no effect at all?—A number are not avoidable really, but many are avoidable. Large numbers of accidents are due to heedlessness, carelessness and inattention, and those things can be avoided.

786. Have you any figures of how many accidents could have been avoided? It is important in relation to how much is spent on your publicity?—I would have said that a large percentage were avoidable. The only unavoidable accidents possibly are ones where children, even with the best will in the world, have no idea of what to do, although even so it might be possible to do something in regard to the parents.

Mr. Nigel Birch.

787. What about dogs?—There again, if everybody kept their dogs under control, quite a number of accidents would be avoided.

Mr. West.

788. What do you think are the major factors in road accidents?—Inattention; emotional state of mind of the person driving—

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Mr. G. V. HOLE.

[Continued.]

789. Would any amount of publicity affect people in that respect?—Yes, I think a good deal can be done in that way. We have had a try. You remember the famous “black widow” poster which irritated lots of people. On the other hand it made people think. We are just about to have a poster on the Kitchener style in the 1914-18 war.

790. Perhaps I ought not to have diverted you from your answer.—Inattention; discourtesy; emotional state of mind of the person concerned and bad roads. I think those are the main factors.

Mrs. Middleton.

791. What about jay-walking?—I would call that inattention very often.

Major Niall Macpherson.

792. Sometimes it is an emotional state of mind too?—Yes. The road research laboratory with our agreement are investigating this accident proneness. It is a queer word, but I think the state of mind of a person is often a factor.

Mr. West.

793. Can you tell how the reductions which have been carried out have been allocated?—You mean reductions in expenditure?

794. Yes?—In the first place we have cut down mainly on central government expenditure. We started with a more ambitious plan than we have at the present time.

Major Niall Macpherson.

795. When did you start?—In November 1945. We are now only spending what we regard as the minimum of central government expenditure, which is £100,000. You see in the paper I put in that it consists of £50,000 on Press advertising, which divides itself into two groups. We propose to spend £25,000 to follow up the children's week we had in March. That will be Press advertising in all the papers which have an appeal to women and the public interested in children, and a bit in the general Press as well. We have got £25,000 also in case the Minister decides he will have a similar week to the one last year to keep this before the public. That is £50,000.

796. What is that?—The first £25,000 will be expended in advertising in a large number of journals. I have a list here of the journals in which we are advertising. As it is in connection with children we have gone very much into the women's Press, the Press catering for women and so on. That is how we are spending the money to follow up this intensive week during March. We have also got £25,000 against the possibility that the Minister may decide to keep this matter before the public, to have another week or something like that during this year.

69010

You realise that the first expenditure of £25,000 was in the last financial year. We have got £30,000 for posters and bus backs, which will consist of about 500 bus backs, in London.

Mr. West.

797. We have your particulars on how you are proposing to spend the money for which you are estimating, but what I am rather anxious to know is upon what items have you made a saving of £278,000?—The main saving as I indicated is under this head.

Mr. Nigel Birch.

798. Which head?—Central government expenditure.

Mr. West.

799. How do you split that up?—You mean how we cut down the expenditure. I gave the figures at the beginning showing how it has fallen from 1945. I gave those figures at the outset, but I will go through them again.

Mr. Nigel Birch.

800. How much are you down on posters?—In 1947-48, which is the first full year this started, we spent £390,000 on the Central Office of Information expenditure, which includes posters and advertising. This year we are spending £100,000.

801. How much on posters?—I have not got that figure, but I will send it in.

Mr. West.

802. How much on staff?—None of these figures includes staff.

803. How much on films?—I have not got the individual figures for films, except for this year.

804. How much on the Press?—That £90,000 is the saving on the whole of this item.

805. We are rather anxious to know in what respect they have been saved?—I have not got the details for 1947-48, but I can get that sent in to you. You can see it has been cut to a quarter since 1947-48 when this was at its peak. At present we are only spending a quarter of what we spent in 1947-48.

806. Can you let us have some further details* as to how this is divided?—I did not expect to be asked this question, but I can give you details of it. I think you can take it that the main saving has been on Press and poster publicity. We are now going in for very little in the way of posters, and we have cut our Press publicity to the minimum.

* Annex 10.

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Mr. G. V. HOLE.

[Continued.]

Major Niall Macpherson.

807. What do you mean by "minimum"? The minimum presumably is zero?—We are spending £50,000 at present on Press advertising, and that we think is the minimum we can spend to keep this subject before the public. Do you realise that the cost of inserting just one advertisement in all the London dailies is something of the order of £1,500? That is only in London. So £50,000 is not very much money if you are to have any campaign at all.

Mr. Nigel Birch.

808. You say you have cut your expenditure on advertising by a third, and yet you seem satisfied with your accident figures?—I am not.

809. You say in the memorandum,* "The Ministry of Transport is of the opinion that if the propaganda campaign was discontinued or the expenditure on it further reduced the accident figures would increase"?—Yes.

810. It rather implies that in fact they have not increased as a result?—They have increased.

811. I think you said not any further in relation to the number of vehicles on the road?—Not in proportion, but that is probably in part due to the fact that there has been a continuous campaign to keep this before the public.

812. Only a third of the amount has been spent, and on what you actually say it looks as though a third of the expenditure has been lost?—I think we started with quite an ambitious programme; we went in for publicity on a fairly big scale in 1946-47 and 1947-48. That was after the war, and the number of accidents fell considerably. It may well have been the war mentality, but they did fall. Since then we have cut expenditure, and of course vehicle mileage has gone up and accidents have gone up, too.

[Major Niall Macpherson.] In what proportion?

Mr. West.

813. You are going to let us have those details†?—I did indicate earlier on that accidents have not gone up proportionately with vehicle mileage. There is an unexplained saving in accidents which may be due to a different type of traffic on the road. It may be due to various things, but we think it is partially due to propaganda in keeping this before the public.

Mrs. Middleton.

814. Can you tell me what made you cut on posters and newspaper advertising?

What made you decide those were items in your general outlay that could best be cut if cuts were to be imposed? Secondly, when you made those cuts who advised you as to the amount of cut to make and yet still enable you to keep the matter, which, you wanted to get over to the public, before the public? Was it an advertising agency, or who were your advisers on the matter?—The Central Office of Information generally advise us on this. They employ advertising agents to assist particularly on forms of advertising, the art form and so on. What made us decide in the way we did I think was this: we came to the conclusion that we could create things rather than pay for things. If we could do sufficient in the way of keeping the matter before the public in a general way, for example, by an occasional week or activities of that character, the Press were very good to us and would give us free publicity in the news column. We came to the conclusion that people would more readily read the news column that they would the advertisements, unless they are very attractive ones. Provided we could spend just sufficient to keep the problem alive and everybody interested in it you got correspondence, editorial comment and so on, which would get the matter in the news column and people would read those. That is one of the reasons why we had this week in March. It was very successful I believe, although we have not had a full appreciation. Every local authority had something going. I have a stack of things on my desk from local authorities; there was a lot of correspondence and people were asking questions. We got a lot of interest in it, and in consequence the public are well aware—we know this from the review of the Central Office of Information on this—of the general importance of this.

Mr. West.

815. Before we proceed I have a Point of Order to raise with the members of the Sub-Committee, and so perhaps you would withdraw?—Yes.

(After a short interval.)

Mr. West.

816. We feel we cannot do justice to this matter without having some further details from your Department, and the Clerk to the Sub-Committee will be getting in touch with your Department in regard to the details we shall require†?—I understand, but of course you realise that I was only here to deal with the road safety aspect.

The witness withdrew.

* Annex 9.

† Annex 10.

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Mr. C. E. MAHER and Mr. L. H. HORNSBY.

[Continued.]

Mr. C. E. MAHER, Assistant Secretary, Finance Department, and Mr. L. H. HORNSBY, Director of Public Relations, Ministry of Labour, called in and examined.

Mr. West.

817. We have had an opportunity of looking through the memorandum* which you have submitted, and I am wondering if there is anything you would like to say in amplification of it before we put points that occur to us to you?—(Mr. Maher.) As far as I am concerned I think probably we can proceed better by question and answer. We were asked for a paper. We did not get a very detailed brief of what was wanted, and we did what we thought was a short but pertinent paper on the main points.

818. The first point which occurs to me is that you state one of the main purposes of the publicity and advertising services is to secure the maintenance of a balanced labour force?—Yes, Sir.

819. Then you say, "To guide workers, in particular youth and the disabled, to work suited to their capacity and at the same time of national value, and to encourage co-operation between management and workers." I am wondering whether there are some other Departments which are doing work of that nature, and whether employers themselves do not take the necessary steps to recruit the people they need in their own particular industries?—(Mr. Hornsby.) Of course employers are now taking a share in the recruiting for their own industries, and even when the Control of Engagement Order was operative we did look to industries a good deal themselves to assist in getting the right numbers for those industries. For example, in cotton and wool I should judge that they spent very much the same amount as Government Departments have spent in getting people into those industries during the last two or three years. (Mr. Maher.) And they will take a bigger share in the future.

820. Do you think there is any necessity for both employers and the Ministry to do the necessary propaganda work? Is there an overlapping in that connection?—(Mr. Hornsby.) What we are hoping to do this year is gradually to rid ourselves of any necessity to publicise on these particular industries, and in the case of both of those industries, namely, textiles, we anticipate doing very little this year in comparison with last year.

821. How does that reflect itself in the estimate for this year?—In the case of cotton our estimate is £10,000 for Press advertising as against £16,000 last year, and in the case of wool it is £6,000 against £15,000 last year. The position was different last year when the Control of Engagement Order was operative and where

the employers were debarred from advertising for workers within certain age groups.

822. I was wondering whether the size of your campaign, which is directed to productivity, is not really work which is done by the Economic Information unit. What do you say about that?—In the case of textiles it was found expedient to combine the recruitment and the appeal for greater productivity very much in the same publicity. For example, in Press advertising, in the first year of the campaign in 1946-47 the main emphasis was on the recruitment, and as we increased the labour force we gradually swung over to an emphasis on productivity. We have worked on those two textile campaigns in co-operation with the Board of Trade. They have been sponsored by the Ministry of Labour because we sponsored it in the first place, and although the emphasis has swung over to productivity, and therefore it is more properly the sphere of the Board of Trade, it has continued to be sponsored by the Ministry of Labour. There is still a manpower angle in it. The better use they make of the labour in the industry the less need there is for workers in that industry. As to the question of whether there is overlapping in some of the work being done by the Economic Information Unit, the Information Unit of the Treasury has not done anything directed to these particular industries because we had started that campaign before they started the productivity campaign.

Mr. Nigel Birch.

823. What form does your productivity campaign take?—In these two textile industries?

824. Yes?—Press advertising and posters; there have been exhibitions; there have been films and leaflets; and particularly in Lancashire there have been a series of local drives centred on exhibitions. Last year they elected "cotton princesses" in various towns, culminating in a "cotton queen" for Lancashire.

Mr. West.

825. Would there be any difficulty in the Economic Information Unit doing that work?—I think there would be a difficulty in this respect, that we and the Board of Trade are more directly concerned with these industries. The campaign conducted by the Economic Information Unit has been mainly directed to the people of the country at large, and has not been directed to any particular industries, in the same way as a certain amount of productivity work has been done for example by the Ministry of Supply in their particular industries.

* Annex 14.

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Mr. C. E. MAHER and Mr. L. H. HORNSBY.

[Continued.]

826. What campaigns are you conducting at the present time?—(Mr. *Maher*.) We sent you a rather hurried note on them to-day. (Mr. *Hornsby*.) The nursing campaign, which is entirely recruitment, of course, is now operating. An agricultural campaign is being planned for recruitment though it has not started yet; that is only used in particular parts of the country where there is both a need and where we feel there is a potential.

Mr. *Nigel Birch*.

827. There is not a general shortage of agricultural workers, is there, except seasonal?—It is more than that. To keep pace with the requirements of the Ministry of Agriculture campaign we estimate that something like ten thousand additional workers will be needed. That is in addition to the ordinary wastage of something like thirty thousand in a year. In addition to that there will be this year we estimate a wastage of something like twenty-five thousand to be made up as a result of the Women's Land Army being broken up, and as a result of the loss of labour coming from the Agricultural Executive Committee's pools. That I think makes a total of sixty-five thousand intake required to give the normal increase which the Ministry of Agriculture estimate will be required to meet their increased programme and to make up for wastage.

Mrs. *Middleton*.

828. That is a recruiting campaign too?—That is purely a recruiting campaign.

Mr. *West*.

829. Have you worked out how much a recruit costs in publicity?—We have on a number of occasions. It varies enormously according to the industry. It is very difficult to assess because if you run a publicity campaign you can never say exactly how many people you get in.

830. Take your coal mining and your agricultural campaigns. You would be able to say how many there, would you not?—We should take the total number of intake and say that to some extent they had been influenced by publicity, but that might be taking an unfair advantage on behalf of publicity because it might be that not all of those people came in as a result of publicity. On the other hand, if you take the nursing campaign where we have a coupon response and where we can measure the exact number of coupon replies, it is likely that the result of publicity has gone a good deal wider than the actual number of people who sent in coupons and asked for further information.

831. You have no doubt carried out certain tests to see what has been the effect of your publicity campaign?—Yes, and we are continually watching it.

832. What tests would you apply?—In the case of nursing, if we saw a drop in the coupon responses, we would assume the publicity was beginning to lose its effect.

833. In any of the tests you have applied have you ever ascertained how much per recruit it has cost in publicity?—I do not think it would be possible because you could never say the exact number of recruits you obtained as a result of publicity. We should either be over-estimating or under-estimating it.

834. You do not go into publicity at large presumably in the hope of getting a return; you only embark upon a campaign in a certain form if it is likely to have an effect?—Yes.

835. You do have those considerations in mind?—Yes.

836. What considerations do you apply? What would you regard as a reasonable return for money expended? How do you approach it?—(Mr. *Maher*.) Perhaps I might answer that as I am concerned with the financial angle of this. Of course I try to ask the same questions as you are asking, but the fact is that in most cases—there was one rare case in regard to teachers' training where the result could be shown—as Mr. *Hornsby* has said it is extremely difficult to assess, because this advertising is supplemented by the efforts of all our exchanges all the time to get people to go into these particular jobs. It is also rather confused by the fact that in coal mining there would be an influx at certain times of the year because of the end of the school leaving year and that sort of thing. You could claim too much or too little. You can say that when a particular form of advertising drops down, as did the national advertising for coal mining last year, during that period there was a very decided drop in the number of people going into the coal mines.

837. Do you think we can approach it in another way? Have there been any campaigns undertaken which you have stopped?—(Mr. *Hornsby*.) Yes. We have stopped both cotton and wool recruitment this year.

838. Is that because the industry is sufficiently recruited or is it because you have realised that your publicity campaign is ineffective?—In both we have reached what the industry has required during this last year, and we estimate that the normal intake will allow for the wastage estimated so that this coming year we do not anticipate having to put any extra pressure upon publicity. We think the employment exchanges will find the numbers required.

839. Have you discontinued any campaign where the industry itself is not saturated?—Where we have in fact found publicity is ineffective?

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Mr. C. E. MAHER and Mr. L. H. HORNSBY.

[Continued.]

840. Yes?—(Mr. *Maher*.) I think they usually tend to tail off. It is not a question of reaching saturation point. You gradually get to a point where the needs are not so great; therefore the response is not likely to be so big and it does not justify the continuance of a campaign at that level. When you get near to saturation point you naturally do not go full blast right on to it, but in certain industries such as coal mining, although we cannot give arithmetical figures of the results, in the national interest and because of Government policy that coal mining must be built up I think we must do what we can to see that it is built up.

841. You have had a very effective campaign, or shall I put it rather an extensive campaign, in regard to coal mining?—Yes.

842. Is not recruitment for that continuing to fall?—(Mr. *Hornsby*.) It has fallen. (Mr. *Maher*.) There have been some losses. (Mr. *Hornsby*.) During this last year the net decrease was 17,000. The wastage during that same year was 68,000, and the intake 51,000. In the previous year there was a net increase of 8,000; the wastage was 66,000 and the intake was 74,000. It is true that for the last three years the intake has dropped until this last year when the wastage was larger than the intake. We would say that if there had not been publicity there would not have been as large an intake. We would go further and say that the wastage might in effect have been greater, because part of the publicity has been directed to increasing the prestige of the industry, and the result would probably have been very much worse. I was trying to answer your previous question in regard to whether we have started a campaign, found it ineffective and stopped it. I think the answer is that we have been very careful not to start a campaign until we are assured there is a reasonable chance of getting results.

Mrs. *Middleton*.

843. You cannot draw any conclusions, can you, from the advertisements for the teachers' training scheme because there the Government was offering to individuals very material advantages in being able to attain a profession in a shorter period of time than normally it could be done?—(Mr. *Maher*.) That is true, but it is also true that during the period of the campaign the recruits jumped from one hundred to six hundred a week; and as soon as the campaign stopped the number went back to one hundred again. It shows that people do trouble to read these advertisements and to act on them. (Mr. *Hornsby*.) May I add a further point about last year's losses in coal mining? We did come out of the national papers for about half of last year, and it may be the fact that we did not use the national papers for that period is reflected in the position disclosed.

Mr. *Nigel Birch*.

844. When you say you "came out", do you mean you stopped advertising?—Yes. (Mr. *Maher*.) There is perhaps one other point I should make in answer to the question, and that is that these campaigns are of course regarded in our view as a new thing every year. Everything is examined every year. It is not a question of a campaign going on automatically until the year dot. The need for it and the scale of publicity is examined afresh every year. We have not yet decided this year, in conjunction with all the interests concerned, exactly what the full programme is to be.

Mr. *West*.

845. There is one rather interesting statement which you make in paragraph 2 of your memorandum* when you say that the estimates are the best forecast you can make based upon the probable expenditure during the following financial year. Then you make this statement which requires a little amplification, ". . . and they involve no final commitment by the Ministry to the ultimate level of expenditure." What does that mean precisely?—As you know we start to consider estimates as early as October of the preceding year, and they have to be in by the end of December. Between then and the actual financial year we are dealing with events may change. In any case it is really a reflection on what I am saying. We have to put in these figures of probable expenditure, but all sorts of discussions are going on all the time so that even now, as I say, we have not yet committed ourselves to asking for any particular figure.

846. When you make up your estimate surely you do so upon a certain policy which you think must necessarily be followed?—I agree. It might well be that with the difference in time we might not ask for more than 75 per cent. of the figure put down. On the other hand there might be an entirely new demand for publicity about which no one had ever thought in framing the estimate.

847. It may be necessary to have a supplementary estimate?—Not necessarily. It depends on the size of it. You know how difficult it would be to get a supplementary estimate through now.

848. With regard to the estimates which you have made for this year, do you regard them as rock-bottom estimates or do you think there is a possibility of further estimates being made?—(Mr. *Hornsby*.) I think we regard them as the maximum. (Mr. *Maher*.) As a ceiling.

Mr. *Nigel Birch*.

849. As the maximum you would be allowed to spend, or the minimum with which you could do?—It is neither a maximum nor a minimum.

* Annex 14.

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Mr. C. E. MAHER and Mr. L. H. HORNSBY.

[Continued.]

850. It is just that you are told you cannot spend any more?—These are the best estimates we can give of what we shall probably require. We know there may be something extra coming along, and we know we might also have to make do with a little less on some of the things. Obviously we cannot go beyond these figures without running the risk of having to ask for a supplementary estimate, which is almost out of the question.

851. Supplementary estimates very frequently occur?—They do not get anyone's blessing.

Mr. West.

852. Have you ever found that your Department has been sending out pamphlets—it is part of the function of your publicity campaign to send them out, is it not?—Yes.

853. —which have been covered by other Departments as well?—I should have said "No." (Mr. Hornsby.) No.

854. Am I right in understanding that your Department in deciding upon a pamphlet would have direct connection with the Stationery Office in getting it printed and distributed?—There are two ways in which pamphlets are produced. If they are part of an organised campaign such as I have mentioned, then the work would be placed with the Stationery Office through the Central Office of Information. If it is a pamphlet which is not part of an organised campaign, for example, one on the Disabled or T.W.I., or on any subject for circulation to the public, we would go ourselves direct to the Stationery Office.

855. You would not use the Central Office of Information then?—Not necessarily. Occasionally we do ask them, if their services are available, to help in the styling, but quite frequently we get that work done ourselves and go direct to the Stationery Office.

856. When you go to the Central Office of Information, for what purpose would you go to them?—For presentation, style and typography.

857. What about the distribution side?—We rarely ask them for assistance in distribution. We have a large network of our own offices, and they act as a channel for distribution. (Mr. Maher.) You are talking now just on pamphlets, and I want to be clear on that. I am not sure whether you are talking on the broad issue of going to the Central Office of Information, or just on pamphlets.

858. I thought you had dealt with pamphlets by saying you go direct to the Stationery Office for printing and you are responsible for distribution?—(Mr. Hornsby.) Yes.

859. I gather that in the wider field of publicity, if you have a pamphlet you may go through the Central Office of Informa-

tion, and they arrange it and arrange for the distribution. Is that right?—In some cases the distribution would be arranged by the Central Office of Information, and in some cases we do it ourselves. It depends upon the nature of the pamphlet.

860. Can you give us some assistance on the considerations you have in deciding whether you will use the Central Office of Information or do it yourselves?—On the question of distribution?

861. Generally. When you make a decision "We will do this through the Central Office of Information and through our Department", what are the considerations given to it?—The first consideration is that, if it is a pamphlet, leaflet or a poster as part of one of these main campaigns, then it would be undertaken by the Central Office of Information, and they go to the Stationery Office for production. If it were a difficult kind of pamphlet which was not part of one of these campaigns but it wanted a good deal of dressing and styling, then it would go to them. If it was a simple job we might do it inside our own branch and go direct to the Stationery Office. The decision is made on the merits of each case.

862. What staff do you employ yourselves for the form of posters and pamphlets and so on?—Some of the most simple jobs we can do ourselves inside the branch, for example where it is simply a question of the laying out of the leaflet and specifying the type required. That can be done without going to the Central Office of Information or without employing a studio.

863. Do you employ people specifically for that purpose?—No, we use permanent civil servants. I have been able to train some of them myself to a knowledge of what is required.

864. How many are employed in your Department on the information side?—There is a total staff of thirty-nine which includes publicity, press, enquiry office, annual report and the staff magazine.

865. How about films? What do you do about production?—We never go ourselves direct. We always go through the Central Office of Information both for production and distribution.

866. Have you any films on hand at the moment?—We have two in the vocational guidance series, which are a series of films to be used by Youth Employment officers in giving vocational guidance.

Major Niall Macpherson.

867. Where?—In schools. We made three or four last year, and we are making two this year. We are gradually hoping to build up a library of films. Then we are making a second one in the series "Industrial Health". We are making one on "Diseases through the Lungs" to be used

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[Continued.]

in factories. We are just finishing at the present time a film on nursing; and the most important, or the most expensive at any rate this year, is one on "Human Relations in Industry".

Mr. West.

868. How much did that cost?—It will probably cost between £16,000 and £20,000.

Major Niall Macpherson.

869. Where will that be exhibited?—It is designed for showing to both sides, that is to say to factory audiences, and I hope that when the film is produced it will have a place in the theatre programme. It may turn out to be a film which can get a monthly release for showing in the theatres.

870. Does the same apply to the film on nursing?—The nursing one is designed for theatre showing.

Mr. West.

871. Do you get any returns on them at all?—I think the film is a very valuable medium.

872. I mean do you get any financial return from theatres for showing such films?—The Central Office of Information do not on the monthly releases, but if they get a film taken up I think they do—they have some I believe, but I do not think it is very often.

Major Niall Macpherson.

873. Is that cost of £16,000 to £20,000 for a three-reel film or what?—It would be about a thirty to forty minute film.

Mr. West.

874. Are any members of your staff directly connected with the film side of advertising?—I have one officer in the publicity side who co-ordinates and keeps in touch with the Central Office of Information, but he is not an expert in film production. He is a junior officer.

875. If you had some economies imposed, say a twenty per cent. cut, what effect do you think it would have?—I think we should lose on our recruiting side certainly, and we should not be doing anything like what we ought to be doing on the other side. We have looked at it very carefully, and as Mr. Maher said a very careful assessment is made of the possible results before we embark on anything.

876. I think I am right when I say that your expenditure has been cut by thirteen per cent. and your staffs and salaries by nine per cent.?—Yes, we have cut both on expenditure and on staff. (Mr. Maher.) We have cut our estimate this year as compared with last year for the Central Office of Information very considerably.

877. What effect do you think that is going to have?—It is not an arbitrary cut.

878. You have reduced it?—It is just that we feel we must come down to a reasonable proportion to keep it going, as the needs decline. The needs are declining in certain industries.

879. You think that in the future the demand upon your Department for publicity will decline?—I should not like to commit myself to that because of the taking off of the Control of Engagement Order.

880. That has relieved you considerably, or it will or is calculated to relieve you?—Is it? We cannot force people to come to our exchanges and be guided. We still have to see what the effect of this will be. If they continue to use our exchanges and to accept guidance, then I agree with you that probably we shall be able to cut publicity; but if they do not we must I think, if certain important industries and services are to be maintained, continue to guide them in the best way we can, and this would be the main avenue open to us. We just do not know at the moment frankly where we are going and what the ultimate results will be.

881. I should have thought your exchanges and the services they give have now become very much a part of the daily life of men who work in industry?—It is hardly that because people pre-war had to go to the exchanges to get unemployment benefit. During the war they felt that when they went near an exchange they were subject to direction or pressure in some way, however justified or unjustified that may have been. That idea may die rather hard, and they may still feel that way.

882. Is that your experience? Is not the position rather the other way, that people now go to the exchanges quite freely, expecting help and guidance, and they get it?—I think to a large extent they do get it now, but whether in fact a man, who can just walk into employment next door if he wants to, will bother to go to the exchange at all to give them the opportunity of telling him how important that it is he should do this rather than that is another question. It can only be persuasion. (Mr. Hornsby.) We have been concerned about this drop in coming to the exchanges since the Control of Engagement Order came off, and indeed to this extent that we are thinking in terms of a long term campaign, not costing much money, but a campaign by which you can contact people and speak about it, an occasional broadcast and that kind of thing, to make the exchange service both more acceptable to workers and employers, and particularly the workers, at a time of full employment, because if we do not then we feel we shall not be making the best use of the exchange service in guiding people not only into the work which is best from the national point

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[Continued.]

of view but perhaps best from their own point of view in the long run. There has been a drift away from the exchanges since the Control of Engagement Order came off.

883. You mean there has been a drift away from the exchanges because the publicity has been so effective that they can go into industries without going through the labour exchange. Is that your argument?—That is a possibility. (Mr. *Maher*.) We could hardly claim that in all cases.

Mr. *Nigel Birch*.

884. Would you agree that in fact wages and conditions in industry are by far the most important factor or not?—(Mr. *Hornsby*.) Yes, I would.

885. In fact, if you have got a bad product to sell in the sense that the industry is intrinsically unattractive, no amount of publicity will help to make it a good one?—Whilst it is true that the most important factor must be wages and conditions in the end it is also true that publicity can do something to bring people into industry even though the wages and conditions are not competitive. A case in point is the position in nursing two or three years ago when there was a very great need for nurses, and where in fact there were many thousands of beds throughout the country empty. There normally one would have said put your own house in order first and see what effect you get if you pay the right wages and give the right conditions, but because people were dying owing to a shortage of nurses you could not just wait for that. So we conducted a campaign, and as the figures show we very greatly increased the number in the nursing profession.

886. In fact the wages and conditions for nurses have also been largely increased?—In the last couple of years they have been, but I am citing a case in which publicity said it was a job in the national interest, even though the wages and conditions were not very competitive. (Mr. *Maher*.) I think it is also true that people were recruited to the cotton industry although cotton wages in the main are not the highest. (Mr. *Hornsby*.) Not the highest. In respect of both cotton and wool, although conditions have improved, there was a relic of the times when the conditions were very bad and it was a badly paid industry, and in which there was not only a shortage of workers but a drifting away from the industry. Also outside there was a feeling that people would never go back into the industry—this applies to coal mining also—and parents said, “Not on your life; our children are not going into these industries.” A survey made last year of the cotton industry in Lancashire showed that the position had been reversed. Parents were thinking much more favourably about the cotton industry, and workers who had drifted away from the industry and were working in

another occupation were disposed to come back into the industry. We found on questioning them that something like thirty-eight per cent. of people in other industries had been in cotton at one time, and a considerable proportion of those said that if they were given the opportunity they would come back into cotton.

887. You say that you anticipate certain changes as a result of the ending of the Control of Engagements Order. Have you in fact altered your own publicity policy in any way since the ending of the Control of Engagements Order?—Not in relation to any particular campaign. It is difficult to assess at this stage what the exact result will be. It may be, as the Chairman suggested, that people have got used as a result of publicity to going in a certain direction; therefore it will be maintained; they are not going to change. On the other hand it may be, particularly in agriculture and coal mining, they will drift away, in which case it might be necessary to put on extra pressure to get them back or retain them there; but until we assess the result of the ending of the Control of Engagement Order it is difficult to say. (Mr. *Maher*.) We have not had enough experience to know what is going to happen.

888. Do the Coal Board themselves pay anything for advertising for the labour they require or not?—Films are made—

889. For which they pay?—Yes. We asked that question because it did seem they were putting a good deal of effort into this, and the last time we asked them they were spending more than the Government were spending.

890. You talk about the small number of posters for minor local campaigns. What type of campaigns would they be?—(Mr. *Hornsby*.) Again referring to the textiles and again referring to the nursing, we found that inside a particular area or inside a particular industry you want to put extra pressure on a particular part of that area, and we found that if you produced what is called a local campaign booklet, and you got together a group of enthusiasts in that particular town or district to see the kind of material available and to get a local campaign going, you achieved very good results that way. You encouraged local effort and enterprise; many of them felt it was their campaign and the Government were supplying a certain amount of material and a certain amount of advice. We found that most effective in the case of cotton, wool and nursing.

891. You say that large changes in the distribution of labour are not anticipated, but then you go on to say that they are in fact required or you imply that fairly large changes are required. Does that mean you do not think publicity will be particularly effective—I am referring to paragraph 5 of your memorandum?—(Mr. *Maher*.)

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[Continued.]

We say in effect there is some urgency for a good many workers in the industries which were mentioned in the Economic Survey.

892. It means you do not think your work will be completed by the end of the year when you say no large changes are anticipated?—(Mr. *Hornsby*.) We do not anticipate any large change. (Mr. *Maher*.) We do not anticipate a great deal of switch-over.

893. Could we just turn to your appendix?* I see that in coal mining you are increasing your expenditure in Press advertising by £3,000 and decreasing the expenditure on posters by £7,000. What is the reason for that?—(Mr. *Hornsby*.) The reason for the increase in Press advertising is that, as I said, we were out of the national papers last year, and our estimate includes—

894. You say you were out of the national papers, but you spent £57,000?—The difference is that there will be more money spent on the national papers this year. The decrease in posters is because we are only going to use posters in particular parts of the country; we are going to be more selective.

895. What about Regent Street?—I do not think we ever had one there. (Mr. *Maher*.) You have not seen one there, have you?

896. You do put them in some oddish places. With regard to agriculture I see that Press advertising is going up from £6,000 to £20,000 and the poster campaign is going from nothing to £10,000. That seems a very large increase relative to the coal mining position. I should have thought your position in coal mining was a good deal more dangerous than it was in agriculture. For coal mining you are decreasing your expenditure, whereas for agriculture there is a very sharp increase. Why is that?—(Mr. *Hornsby*.) This is the approximate expenditure last year.

897. It is headed "Estimate 1950-51"?—That has gone up on the actual expenditure last year. (Mr. *Maher*.) Actually what we have put in hand is slightly different from this. It is £16,000 for Press advertising and £12,000 for posters.

898. That is not very different; it is only a difference of £2,000?—On posters, yes.

899. You give what you spent last year and then what you estimate for this year. It seems to me a very big increase?—Last year there was £16,000 on the Women's Land Army which has been disbanded.

900. That is my next question. You have just told me you want more agricultural workers?—(Mr. *Hornsby*.) A certain amount of that may not be spent. We have got to allow for certain happenings. We ask our Regional Controllers in conjunction with the agricultural industry to determine

where these campaigns are going to take place. Depending upon the weather to some extent and whether they get the casual labour and so on it may be necessary to spend only so much, but we have to estimate for it. It so happens that last year was a good year, and there was not—

901. It is a good way of avoiding a supplementary. However, coming back to the Women's Land Army I thought it had been known for some time that they were going to be disbanded. Why did you spend £16,000 last year advertising for them?—Most of it was in the early part of the year, and they wanted to maintain the Women's Land Army up to the time it was in fact disbanded.

902. When is it going to be disbanded?—It is disbanded now. (Mr. *Maher*.) My information was that we did not know. The decision to disband was rather hurried.

903. It seems rather a big sum?—We did not know that was to be done.

904. Then we come to our old friend "Miscellaneous". I see that has gone up from £4,000 to £15,000. Can you give any reason for that?—(Mr. *Hornsby*.) It is a reserve very largely against the effect of the Control of Engagement Order coming to an end.

905. I see that Press advertising in cotton and wool textiles is sharply down. On the other hand, contrary to the general trend, you are increasing your poster advertising from £2,500 to £6,000. What is the reason for that?—Because we are allowing there for the production of a certain amount of material for what is called "inside the mill" publicity. The policy this year, as far as productivity is concerned, is to direct it on to the mill floor, and in the case of cotton we have prepared material which will be sent to the industry. We do not propose to print anything in quantity until we know exactly what the response of the industry is in fact. We propose to print an inexpensive folder which will give the material available and we will say, "We can send this material to you; let us know what you want". We will not print these leaflets or posters until we get the demand for them. The heading "Posters" is a little misleading.

906. It is really a productivity and not a recruiting campaign?—That is so.

907. Your social survey expenditure has gone up from £7,000 to £9,000. Can you tell us what you are doing there?—We are allowing for three surveys. One will almost certainly be on the public reaction to the exchange service. With the possibility of the Control of Engagement Order coming off at some time being discussed we thought we ought to know the reaction of the public to the exchange service to guide us on what kind of publicity is required. The second one is in regard to older workers, and the

* Annex 14.

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[Continued.]

reaction of employers to the use of older workers, particularly those over 40. The third one is not yet determined; it is again just a reserve.

907A. I see you believe in reserves here?—(Mr. Maher.) Not very big ones.

Major Niall Macpherson.

908. What amount of free publicity do you get? At what do you assess it?—(Mr. Hornsby.) You are thinking in terms of editorial publicity in the Press?

909. Do you get any in the B.B.C.?—We have the announcements period in the B.B.C. which has some value. It is not at a very good time. It is a relic of the days during the war. They still give the Government 10 minutes a week which we can use for official announcements. Apart from that they get our news, the same as the newspapers do. In addition to that we are perpetually looking to see what is going to be said in the programme of talks and discussions.

910. How do you do that? Suppose you hear someone is going to talk on some subject that you had in mind, would you give them data and so on?—It happens in three ways. Sometimes the B.B.C. will be interested in a subject and they will come to us and say, "Can you suggest so and so? Can you give facilities?". The second way is where we ourselves make an approach to the B.B.C., and we say it would help us very much if you would put on a broadcast of this kind; we give them suggestions for a certain subject in a certain programme. The third way is that we happen to hear, through our contact with the B.B.C., that something is going to take place, and we say, "Can we help you or give you facilities?".

911. Can you give any specific examples?—We have recently had talks on the disabled, talks on industrial relations, talks on juvenile vocational guidance, and there is the B.B.C. News of course which during the last year did mention certain matters.

912. It is all with particular reference to recruitment really?—No, rather not with the B.B.C., much more on the kind of subjects such as industrial relations and factory work. There was a talk on factory inspection some time ago. Then there were talks on the disabled and training, much more that kind of subject than on the recruiting side. They would be loth to give a broadcast which applied to only a section of the public. It would be difficult to get a broadcast designed to recruit to one particular industry.

913. Whereas in the Press I take it that most of your hand-outs are for specific objectives in definite industries, are they?—As far as recruitment is concerned. Press statements may be about legislation and about changes in administration. Then we have a series of talks with the Press in

which we give the background for information. We work with the industrial and labour correspondents of the newspapers. During last year we arranged a series of conferences to which we invited them to come along and talk about matters which would lead them to stories, and to give them the proper background for the treatment of news items when they came along.

914. Does the same more or less apply to your paid publicity, that the vast proportion is for recruiting?—Indeed, the larger proportion of newspaper advertising is for recruiting, very much so.

915. I am not quite clear as to how much of your advertising could be classified as local advertising and how much as national. Obviously in Press advertising there must be a cross-section in that?—I could break it down for you in each of these items, if you wanted to know. I could prepare it for you.

916. Can you just give us a general idea of the policy in regard to the principal items?—The policy in regard to coal mining is to have national coverage, with particular emphasis in certain parts of the country. In cotton or wool it has been, and will be of course, confined to the industrial area, and within those areas to particular emphasis in certain districts.

917. Are those districts which are well known as a recruiting ground or are they new districts which you happen to take?—In the case of wool I anticipate no recruiting publicity inside the normal wool areas, but we shall be doing a certain amount outside where we believe there is a potential and where in fact we got some thousands coming from South Yorkshire into the wool area due to the amount of newspaper publicity in those areas. Some thousands travelled daily last year into the wool area.

918. Do they have to be within a reasonable distance?—Within reasonable travelling distance. In the case of agriculture it will be entirely localised in the sense that we shall be using groups of provincial papers and posters within those areas where we know there is both a demand and where we think there is a potential. Nursing is mainly a national campaign in regard to coverage, but with the material and resources available, where the local people concerned want to run and where they can effectively run a localised campaign, they do.

919. I am not quite clear about that. Who actually has control of the campaign in that case?—Local hospital authorities can come to the Ministry of Labour. First of all there is a procedure laid down by which they get together, form a local campaign committee. They are shown the material which is available to them, the expenditure to which they can go, and

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[Continued.]

then they apply through the Ministry of Labour for the necessary financial authority for the local campaign.

920. The Ministry of Labour bear the entire cost, do they?—Yes, or rather the Central Office of Information on our behalf.

921. None of it falls on the Ministry of Health?—No. (Mr. Maher.) There would be a good deal of voluntary effort.

Mr. West.

922. I do not know whether I clearly understood the answer you gave to Mr. Birch with regard to Press advertising and poster advertising. I gather you regard Press advertising as being the most effective?—(Mr. Hornsby.) In terms of return for money, yes, I would.

923. Yet we notice, to take nursing, Press advertising is reduced and poster advertising is substantially increased. What is the reason for that?—The increase in poster advertising was again for localised advertising. It is money available for localised campaigns, which we consider may be substantial this year. The heading is a little misleading; it should be "Posters and other publicity material" really. It includes pamphlets, leaflets and that kind of thing.

Major Niall Macpherson.

924. From the point of view of the build-up of your budget do you take into account all the local campaigns at the time when you are building up your budget, or do they come later?—They come along later.

925. That is partly what your reserve is for, is it?—Yes.

926. Again in regard to the build up of your budget do you get a global sum and divide it out between the different industries in accordance with their needs or, on the other hand, do you determine how much is required in relation to the needs of each industry and so arrive at the total?—We start off with the needs first. If there is a shortage and it seems publicity is required—and also publicity can be effective in helping the exchange service—then we assess what that publicity should be and estimate the cost of it. We do not start with anything in the nature of a global figure and divide it up.

927. When you were asked to make economies, as I understand all Departments were asked to do in their publicity last year, that was in a way contrary to your normal way of building up your budget, because

that was a cut irrespective of the needs of the particular industries?—I think Mr. Maher explained that our cuts have been deliberate as a result of changes, and it was a happy coincidence that we were able to make those reductions—not economies, reductions—following upon a change of policy or a change in requirements. (Mr. Maher.) When Departments were asked to make economies it did not mean every service was cut by a certain amount. In our Department every service was examined. In fact we started to examine them before we got the instruction. Some have been quite materially reduced; others may still have to be increased with an increasing service. It would be just too brutal and unintelligent to cut everything by a certain amount.

Mr. West.

928. Can you tell me why the apportioned charge for overhead expenditure of the Central Office of Information is increased to £92,000 when there is an overall reduction in your estimate?—The answer is that I cannot tell you because we asked for the figures which are given here as the total direct services. The figures of apportioned charge are put in by the Central Office of Information without any consultation with us.

929. Have you no idea what it means?—I am afraid I have no idea exactly how they arrive at it. They are responsible for that entirely. We have no hand in it at all.

930. What about the £21,000 reserve for contingencies?—I have no idea what that means.

Major Niall Macpherson.

931. Did you ask them why it was up although your budget was down?—I have not asked them yet although you may take it I shall ask them. It had not emerged, frankly, until perhaps a few months ago because it is not discernible from their regular estimate, but there was a White Paper issued last year and another last week wherein the total estimate is split and thrown against the different Departments, and that brought rather sharply to our eyes the fact that although our what you might call net estimate had come down by £50,000 as compared with last year's expenditure when this apportioned charge is added to it, the reduction is less than £30,000. It rather startled us, but I really have no idea as to the reason for it. No doubt the Central Office of Information have a very good reason for doing it.*

* Annex 15.

The witnesses withdrew.

Adjourned till to-morrow, at 4 p.m.

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Mr. W. SHELTON SMITH and
Mr. G. WALKER

[Continued.]

WEDNESDAY, 17TH MAY, 1950

Members present:

Mr. Alexander Anderson.
Mr. Diamond.
Major Niall Macpherson.Mrs. Middleton.
Mr. Spearman.
Mr. West.

In the absence of the Chairman Mr. WEST was called to the Chair.

Mr. W. SHELTON SMITH, Director of Public Relations, and Mr. G. WALKER, an Assistant Secretary, Finance Director, Ministry of Food, called in and examined.

Mr. West.

932. We have considered the memorandum* which you were good enough to submit, and I am wondering first of all if there is anything you would like to say in amplifying it or any point upon which you would like to lay stress?—(Mr. Shelton Smith.) I think not. We tried to make it as complete and exhaustive as we could. I think therefore there is nothing we should like to volunteer in addition.

933. I wonder if you can tell us when your Information Department commenced?—(Mr. Walker.) From memory, 1940.

934. That was at the time when the Ministry came into existence?—As soon as we took over the food and started rationing.

935. What was the work of your Information Department at that time?—(Mr. Shelton Smith.) It was just a little before my time. It developed very rapidly because when it began much of the work that was later given to the information services was done by a food education department. It began, as I understand it, as a branch of the Ministry to give information to the Press and for broadcasting, and to make sure that the people knew what we were doing and what we wanted—but very rapidly we found it necessary to advertise. The advertising began of course with the administration advertisements on the bare facts of rationing, the issue of books and so on, and then later that was expanded by taking in a branch or a department that was called, I think, the food education department, which was designed to give advice on the best use of food during war time.

936. Have you the figures and the amounts expended for each of the years up to the peak year of 1943-44?—(Mr. Walker.) Yes, Sir. In 1940-41, which was the first year of sizeable expenditure, we spent £340,550.

937. That was the first year?—That was the first year of any size. There was money spent before. I have not the figure here, but my impression is that it was £60,000 or £70,000 in the previous year. We do not regard it as part of our normal expenditure.

938. In the next year?—In the next year, 1941-42, it was £408,889.

939. What is the increase there?—That is an increase of £68,000.

940. Had you taken on another branch of your information services or what accounted for the increases year by year—additional work or additional functions?—(Mr. Shelton Smith) It is fair to say both, I think. (Mr. Walker.) We developed it. It was the development of what I think we called our magazine technique whereby, instead of the issue of a series of advertisements called for by the immediate needs of the moment, we amalgamated these and had our regular corner in the Press, and that was called "Food Facts". That was a gradual process, and as we acquired this regular weekly feature in the Press in which we wanted to advertise the expenditure gradually grew; but I have not given you all the figures yet until the peak year. As from 1941-42, owing to the increasing difficulties of the food position, we had to run what we called special campaigns which were designed to turn the public from many of their habitual pre-war feeding habits and induce them to eat perhaps, shall I say, the strange nutriment that we had to offer them in the form of dried eggs, dried vegetables, etc. Those were special intensive campaigns on top of the magazine technique I have described to you previously, which was running steadily all the time. Since the war one of the reasons for the decrease is the fact that we have had none whatever of these special campaigns for several years. There has been no need for them. (Mr. Shelton Smith.) May I butt in here? I am sorry I appeared so dense but I did not at the moment realise what you meant. I think I can see it now. Very early in the history of the Ministry of Food it was decided that we should give advice on food to people. For instance a very simple example is that very early in the war there were advertisements about preserving fruit, home jam making and the conservation of food generally, and it became increasingly necessary, as time went on and the war lasted, to advertise as housewives particularly and consumers generally were confronted with an increasing number of problems of all sorts. Our

* Annex 12.

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[Continued.]

advertising dealt with problems which the Ministry's scientific adviser, who was then Sir Jack Drummond, said ought to be dealt with. It introduced new foods like dried egg, which were introduced because of shortages. There was an increasing programme, and therefore there were new functions and increased work.

941. That is the point at which I am getting. Your expenditure increased as, with the difficult situations of the time, you had to take on further functions?—Yes.

942. Since you have taken on those additional functions has there been a change now in the conditions of food supplies to the country, and, if so, what functions have you discontinued?—There has been a great change. Food is much easier, and we have stopped using expensive media for giving that sort of advice. By that I mean that we do not use newspaper advertising to give what you might describe as "Mend and make do" advice. The situation is not so urgent and we can give that advice now by a variety of other means, by paid publications which people are offered and which people do buy, through the women's voluntary organisations like the Women's Institutes and the W.V.S. and through the utility corporations, the gas people and the electricity people. We always did a great deal of that, but we do more and more in that way and we spend less and less on advertising.

943. That has been a reduction of a function in that particular sphere. What functions have you completely abandoned by reason of the changed situation?—(Mr. Walker.) Might I mention this straight-away? One is that we have had no display posters whatever since 1946-47. We have had no cinema trailer films since December, 1946.

944. It is the function with which I am rather concerned at the moment. What functions have you abandoned by reason of the changed situation which exists now?—(Mr. Shelton Smith.) I think the short answer is that no function has been abandoned, but there have been very great modifications in our duties.

945. Do you think there is a need for all the functions which you formerly performed in the times of great stress and continue now in the changed circumstances?—No, I do not think so, and they have been modified. Some of them have almost disappeared, and some not quite.

946. Is there any need for some of them to exist at all?—Yes, I think so.

947. If they are modified to such an extent that they become almost negligible, what value can they possibly have?—May I correct that? I am thinking of money. I am thinking of it as negligible as against the cost of newspaper advertising. There

is still a very great demand by women for advice on food, for advice on food conservation like preserving and for advice on cooking that is not readily available elsewhere, and therefore, although in terms of money our work has been greatly modified, the demand is there and any attempt to cut it out altogether or to reduce it more substantially is very, very strongly resisted by women's organisations. May I ask if I have answered the point you have in mind?

948. I think you are trying to approach the point?—I am not trying to be defensive, but I do not want to talk too much.

949. I gather then that your functions still remain although some of them have been considerably reduced by reason of the changed circumstances, and you think it is essential they should all be retained even though in this modified form?—Yes.

950. What about the cost of advertising food?—Of course the cost of the Ministry of Food advertising is about half what it was in its peak year.

951. Can you tell us something about the necessity for the retention of that expenditure?—Yes. I am using now newspaper advertising almost exclusively on administrative operations like the distribution of ration books, and upon commodities in which the Ministry has a financial interest. That is practically all I am doing.

952. What would be the cost of the administration notices?—(Mr. Walker.) I am afraid I have not got that. It is so often tied in with other advertisements, but the cost of the special advertisements for the issuing of ration books just quoted to you, which is our principal and by far our largest administration task, was £40,000 out of our total expenditure of about £250,000.

953. Do you think that expenditure is the minimum? Everybody realises now that they have to renew their ration books and so on. Do you regard the expenditure which you make as the cheapest as well as the most efficient form?—(Mr. Shelton Smith.) I think that, where there has been criticism of our advertising, it has been that we did not spend more.

954. Have you experienced very much difficulty?—Yes. This year we had to distribute the ration books through many fewer food offices because some had been closed for reasons of economy and with the help of many fewer staff, again for reasons of economy; and again for reasons of economy we had to do it in three weeks. Given that problem and giving advice as an advertising man with the help of my advertising agents I should have said we needed very much bigger space in the newspapers to get people to collect their ration books in the time. In fact over the United Kingdom as a whole we achieved

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[Continued.]

a ninety per cent. distribution of ration books in three and a half weeks, but there were bad patches, and I think there would have been fewer bad patches if we had had much more advertising. People do not just remember that at the end of the year they ought to collect their ration books. They do not go along when you want them to go along, and the aim of the advertisement is to ask people to co-operate by going on certain days in certain groups so that the work can be staggered. The advertising is also done in order that people shall know where to go. Then it is not just the collection of ration books; it is complicated by all sorts of special certificates and special books for various groups. It is a very complicated operation.

955. I should assume that much of the difficulty you experienced this year was due to the change of venue in offices rather than the cutting down of your advertising?—Partly. I think that the changes in the offices might perhaps have been compensated for by more advertising.

956. Is it anticipated that in this next year you will be closing down still more offices?—I cannot answer for that, but I think so.

957. Therefore you think your advertising will necessarily remain as high because of that reason?—For that purpose—I could not really say that. It might be that if we could get the space we would spend the same amount of money but try to get very much bigger space in the newspapers than we had. It may be we shall not need to advertise so many details next year. It is very difficult to forecast it, but I think I should have very great difficulty in persuading the Treasury to allow me to spend any more.

958. What advertisements do you undertake with regard to basic foods?—I am not quite clear what you have in mind.

959. There are certain basic foods about which I understand you do indulge in a lot of publicity, advising members of the public, and which after all are obtained through retailers?—Yes.

960. In what way do you feel you may be overlapping what the retailers themselves could do in connection with the advertising of commodities they have available for members of the public?—The only foods in which I am interested from the point of view of spending money on advertising now—I am speaking of today, and not during the war when we had other responsibilities—would be those in which we had a financial interest; and the only reason for advertising would be an approach from the relevant Division of the Ministry saying that there were difficulties in selling and asking whether advertising could be used to help the sale. The sale would be lagging at all levels, including the retailer's shop.

Mrs. Middleton.

961. Would snoek be a case in point?—No, snoek is scarcely a case in point, for this reason: snoek like dried eggs was an entirely new food, and all new foods have to be introduced. The best way to introduce them is to run an advertising campaign. That is a general statement. I apologise for the generality, but in the case of snoek we found the position there was such that—

Major Niall Macpherson.

962. Would it be unfair to say that, whereas the ordinary commercial store gets a good article and goes round advertising it, in your case you had to advertise it because it was going bad?—I cannot accept that, and I do not think it is true even for the—

963. Surely that is putting it in the extreme way, that normally you have to advertise because your Department is overloaded with a certain commodity and you want to get rid of it?—Yes, or underloaded, and you want to divert demand. (Mr. Walker.) We have had deficiencies in the past quite as much as gluts.

964. You have advertised telling people not to buy?—If they ask for things we know we cannot give them and we know they cannot get, such as dried fruit.

Mr. West.

965. What advantage is that negative advertising?—(Mr. Shelton Smith.) May I give you the classic example of one advertisement campaign which Lord Woolton said was the most successful one he had ever been associated with in his life? That was the campaign which sold potatoes because they were home-grown, and because if people ate potatoes they ate less bread. The basic problem was to take the pressure off flour and bread. We have a long experience of this. We know that English people do not like and do not respond to exhortation, and the best way to get them to co-operate is to explain the problem and show them how they can help. That is a classic case, a highly successful case, of diverting a demand from one commodity to another to the country's benefit, and incidentally to the benefit of our finances—but that was quite incidental.

966. I notice there is a difference in the estimate of £305,250 in the memorandum* you have submitted and your figure in the White Paper of £361,550. Could you give an explanation of that?—It is not very difficult really. (Mr. Walker.) The figure of £361,550 includes salaries and expenses which are borne on other Subheads of the Ministry's Vote than that which you quoted. It includes the allied services performed for us by the Central Office of Information, and it includes allied services performed for us by the Stationery Office.

* Annex 12.

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[Continued.]

967. Can you break down the £361,550 for us?—Would you like me to read it out to you?

968. Is it very long?—No, we can run across the White Paper.

969. What is the number of staff covered by the £33,900?—That covers sixty-two staff. That is a loaded number for ancillary services like finance and typing, which are regarded as pooled services.

970. Have you separate departments for the respective heads of your publicity and information?—(Mr. *Shelton Smith*.) What Mr. Walker means—I am not quite clear what you have in mind—is that I have not sixty-two operative information officers. That is a loaded figure which includes a proportion of the cost of messengers at the front door and that sort of thing. The information services of the Ministry all come under me, but they are divided into branches.

971. How many branches you have?—Functionally I have three. That is the easiest way, and the way I think of it. I have an information branch; I have a press branch—that is editorial; and I have an advertising and publicity branch.

972. In those respective branches how many are employed exclusively upon the work of those branches?—Fifty-three is the operative figure. (Mr. *Walker*.) And nine for loading.

973. You do make use of the Central Office of Information, do you not?—(Mr. *Shelton Smith*.) Yes.

974. For what purposes do you make use of them?—We make use of them for our films, which is not a very big programme now. All our films are made by them. They distribute our Press notices through their distribution unit, and they book our advertising space; and we are about to use them for a survey.

975. Do you establish contact directly with the advertising agents on any occasions or do you always go through the Central Office of Information?—We arrange our own advertising. I have my own advertising agents and I deal with them direct. I do not deal with them through the Central Office, except so far as any I appoint have to be approved by the Government Consultative Panel on Advertising. (Mr. *Walker*.) May I supplement that? We get our allotment of space in the newspapers through the Central Office of Information. That is our share of the newspapers, but the details and contacts with the advertising agents are made direct.

Major *Niall Macpherson*.

976. The total is just a global grant that you may use during the year. It is not an amount in so-and-so papers on such-and-such a date, is it?—Practically it comes

down to that. (Mr. *Shelton Smith*.) What happens is that I have authority, subject to scrutiny all the time by the Treasury, to spend so much on advertising, and if I say I want a certain amount to deal with ration books then the Central Office of Information books that among the papers.

977. On the dates you specify?—On the dates I specify. They may come back and say, "We are sorry but you cannot have an eleven inch treble-column advertisement because of other demands." As you know the newspapers ration the amount of space they are prepared to allow the Government to use for advertising, so that the rationed space has to be divided among the Departments in the light of their requirements, but it is a very friendly arrangement with the Central Office of Information.

978. What I was trying to get at was this: you said previously that a Division may come along to you and say, "Look here, we want assistance to deal with such and such a problem"?—Yes.

979. You cannot anticipate that, can you?—No.

980. If you only get a certain number of advertisements allowed you on certain dates, you are rather hampered?—I beg your pardon. I do not think I quite answered your question. No, they are *ad hoc* bookings. We give notice that in April and May we want national coverage for the ration books, and that campaign is booked. It is not a booking throughout the year ahead. If I have nothing to advertise in the next fortnight or next month, there are no bookings.

981. How does that tally with your allocation of advertising space, which I understood you got for the year?—It is not an allocation of space. I am sorry, I am not making myself clear. It is a ceiling of money that I may spend on advertising.

982. How in your experience do the Departments fit in together with their requirements? Supposing your Department wanted something particular advertised at the same time as perhaps a recruiting campaign or something of the sort was contemplated?—It has happened, and it may well happen again. It is a question of discussion. For instance, ration books in April and May would obviously have a very high priority. There is a great deal of knowledge of what is happening by now, and a big recruiting campaign would not be planned for that period because the Central Office would point out to the relevant Department "You cannot do it then because we know the national savers are doing this and Food must have that," and so on.

983. Suppose the Ministry of Labour had some urgent problem coinciding with one of your urgent problems, that would be settled simply by discussion as to who could

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best postpone it?—Yes. Since the newspapers have had more space that problem to my knowledge has never been an urgent one, but when the newspapers were very small during the war it was an urgent matter and there were frequent meetings of Departments with the Central Office of Information.

984. To sum up that point there is no limit to the amount you can spend in any particular period within the overall limit of your financial allocation?—And within the limit of what is practicable.

Major Niall Macpherson.] Exactly.

Mr. West.

985. With regard to Press notices, could you give us an example of how they work and who composes them, what you do with them in regard to the Central Office of Information and so on?—My information branch is responsible for ensuring that all decisions of the Ministry and all information that it is necessary for the public to have is expressed in the terms of a Press notice, approved by the Minister and by all the relevant people. That Press notice is then—

986. Your Press Branch composes the notice, gets the approval of the Minister, and having passed it to the necessary people what happens to it then?—Then it goes to the Central Office of Information for distribution. It has purely a distribution function, a common service that it supplies for a great many departments. It is a very important one, but it is a machine.

Mrs. Middleton.

987. Who decides whether it should appear?—We do.

988. And in what papers?—Only to this extent: we would say, this is a complicated and technical notice, of interest only to butchers; the trade press will deal with it, therefore send it to them; or we would say this is of general interest and everybody had better have it. It is only to that extent that we decide. The papers print it or do not print it as they decide, but it is for the Ministry of Food and not for the Central Office of Information to say to whom the notice shall go.

989. Do I understand from that last remark that even though there is space available for Government advertising you sometimes get your advertisements refused by the papers concerned?—No. I am sorry, I have not been clear. We put into our advertisements what we like. We have bought space in the newspapers, and it is ours. I was talking about the ordinary announcements, the detailed items and so on.

990. Publicity as distinct from advertising?—Yes. Of course it is not publicity in the sense of propaganda; it is information; an order has been made increasing the butter ration or decreasing the butter ration; or this sort of control will be lifted or a new control will be imposed. It is that sort of thing to which I am referring when I talk about the Central Office and its distribution.

Mr. West.

991. What I am seeking to find out is this: why do you use the Central Office of Information for that purpose? Could you not do it yourselves, or why is it that you do not make greater use of the Central Office of information with regard to Press notices?—We used in fact to distribute them ourselves. We used to send these notices down to Fleet Street or wherever it was. Then the Central Office of Information said, "If we set up a common distribution unit will you use it?" and I said, "Yes, if it is cheaper than ours", and it was cheaper and I immediately used it.

992. In what respect was it cheaper?—It is more economic. Instead of the Ministry of Food sending a messenger down with notices, the messenger from the Central Office organisation can take notices at one and the same time for more than one department.

993. Has it resulted in a reduction in your staff?—It has resulted in a reduction of my use of common services, such as messengers and people like that, but they were not on my staff.

994. But I assume that during the time you were using them they were fully employed?—Yes.

995. Are they less employed now?—I should think not. I am sure we should find—if I knew; I just do not know—that there has been a reduction in that sort of service, but they are not under my control. I should just say, "I want someone to go down at such and such a time", and a messenger would be provided.

996. Can you point to any specific saving by reason of the transfer of this particular function from your Department to the Central Office of Information?—The short answer is "No, Sir," but I am sure it is there. There is certainly a saving of man hours, and I am sure that has been reflected in a saving elsewhere.

997. Do you use the Central Office of Information for other purposes?—We use them for films, as I explained. If we want to make a film we have to go to them. We have to justify the claim and they make the film, either directly or by the use of independent producers.

998. Have you a Films Branch?—No. I used to have a Films Branch. I have a films

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officer who maintains liaison with the Central Office, and is the channel of communication for that purpose, and for the purpose of giving facilities to commercial film people or news reels who want help from the Ministry.

999. I understand that at one time you had a Films Branch?—Yes, at one time I had a small but highly successful branch called the Films and Radio Branch. The head of it was Richard Westerby, the film writer, novelist and broadcaster. Then we made films in rather a big way. I do not know whether you remember "Food Flash". Exhibitors kindly let us exhibit for nothing every week a brief food flash, and therefore we were much more active in films and a branch was justified. It is no longer justified, and although I have what is called a branch it is in fact one person.

1000. At the time when you had a branch you had a staff for that purpose?—Yes.

1001. Since the Central Office of Information have taken it over, has your staff been disposed of?—I am sorry. I have a horror of talking too much, and I have oversimplified the position. In those days we produced some films ourselves, chiefly the "Food Flash" weekly, and we needed close contact between producers and the Department. We also produced through the Central Office of Information so that we have not saved as a result of the Central Office of Information making films for us, because they are now making the films they have always made for us.

1002. But you are making a less number of films?—I now have several fewer people. From memory I had four operative people, and I now have one.

1003. So that you have disposed of three?—Yes.

1004. Have they been absorbed into other branches, or have they gone out of your service altogether?—They have gone out of my service altogether.

1005. There are a number of branches, as you say. There is a Press Branch. Can you tell us the total staff engaged on that?—Yes. The number employed in the Press Branch is ten.

1006. What would be the cost of that Branch for a year?—I am sorry, but I cannot answer that.

1007. Would you be able to get it?—Yes, very easily.*

1008. Then I gather you have Press conferences?—Yes.

1009. How many do you hold annually?—Now we hold a Press Conference only when the Minister wants to have one.

1010. That is one of your functions which has diminished?—We did hold weekly ones, and I am not sure whether it is not more difficult to have an occasional one than it was to hold regular weekly meetings.

1011. Do you find that an effective medium of publicity?—A wonderful medium.

Major Niall Macpherson.

1012. What is the distinction between the Information Branch and the Press Branch? What are their separate functions?—The Information Branch has a number of functions. The job of the Information Branch is to maintain contact with all the Divisions in the Ministry, and there are sixty or more. Arising out of that contact it prepares the Press notices which we have already mentioned, and we issue on an average twenty Press notices a week. It is quite a big job. They have to be properly written and carefully written, and in some weeks we issue as many as forty-five—but that would be a bad week. The Information Branch also briefs the Press Officers. The Information Officers either have the knowledge already or they get the knowledge by special enquiry or by special research. They are responsible for a number of publications, including the Ministry of Food Bulletin, which is placed on sale. They prepare and edit that. They prepare a number of basic documents such as "Rationing to-day", "Controls to-day", which are kept up to date and are "on tap" for anyone who wants them. They are the people to whom the B.B.C. go for briefing on a special broadcast, for instance, "Focus on Food" and that sort of thing. They do research and arrange for facilities for film people. They deal with a whole host of enquiries from trade organisations, professional bodies and that sort of thing. It is one of their tasks to answer letters. They answer all the letters that do not easily fall to a commodity division, and there again that is the result of economy. A secretariat used to deal with them; that was rearranged, and we were given the work. We get sixty letters from the public a week.

Mr. West.

1013. Even now when supplies are a little easier?—They are about all sorts of things. There are letters about supplies, about entitlements and all sorts of problems.

1014. Do you find that the letters you receive are increasing or decreasing?—They have increased recently because we had a new Minister. We always get more letters whenever there is a new Minister. It does not matter who the Minister is; and at the moment they are numerous and difficult. Then we get about one hundred letters not from the general public but arising out of our various publications. People want more

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information. These are the ordinary editorial enquiries. Then the Information Branch people also deal with letters from the Press. We get about ten a week from newspapers, who want briefs or information to develop articles or to answer their readers. Their readers write to the newspapers, and the newspapers have to come to us.

1015. Forgive me for interposing here, but I was under the impression that your Press Branch dealt with some of these matters?—Yes, it does but the Press Branch consists of people who are in contact themselves with the Press. They are either on the telephone to them, or the newspaper representatives come along—but the research for the information is done by the Information Branch. It is the most effectual and most economic arrangement. The work calls for a different type of person; a research worker is not necessarily a good Press officer, and vice versa.

Major Niall Macpherson.

1016. They are a briefing branch; what is the strength of the Information Branch?—Twelve. If you like I could go on with other duties they perform.

Mr. West.

1017. Perhaps you can let us have particulars as to the cost of the staff?—Yes.*

1018. Do you still carry on with tasting meetings?—Not on the scale that we used to. The last one we had I think was for snook, and we have not had one since. We used to do them on a very big scale and have them frequently, but now it is on a small scale.

1019. Can you just give us some idea whether it is likely to decrease or increase?—It will not increase.

Major Niall Macpherson.

1020. Is that because of the reduction in the number of articles the Ministry of Food is actually handling itself?—Yes.

Mrs. Middleton.

1021. And the fact that there is more general variety of food?—Yes.

Mr. West.

1022. Then I understand that you do organise special tours for visitors?—Yes, we do, but on a small scale. It has always been on a small scale, and it is on a small scale now. It is only for distinguished visitors or for specialist visitors.

1023. The purpose of that would be—?—Because either they came as guests of the Government and that was our share of the facilities to be offered them or because they were, for example, important overseas journalists, scientists, broadcasters and people of that type.

1024. What facilities would your Department be expected to give in that connection? What is done in regard to the special tours so far as you are concerned?—They are very limited. If they were scientists, for example, they might want to see how our welfare foods, orange juice and things like that, were distributed, and we would therefore take them to a clinic, introduce them to the workers on the spot, and let them get their information. That is the sort of thing.

1025. Can you tell the Sub-Committee what information documents you are producing now?—Yes. Again it is a formidable list, but I can do it gladly.

1026. Perhaps you could supply a list to us?—Yes.

1027. Could you let us have at the same time to whom they are supplied?—Yes. (Mr. Walker.) Do you want our booklets, leaflets and periodicals or only one of the three?

1028. Let us put it in this way. Let us have what you regard as your basic information documents, basic to your publicity or information services, for whom they are intended, the purpose for which they are produced and distributed, and the cost?—(Mr. Shelton Smith.) Yes.*

1029. Then I think you have in addition an Advertising Branch. You have your Press Branch, your Information Branch, and then your Advertising Branch?—Yes.

1030. How often do you announce ration changes?—Until now we have had an announcement about points to make once every four weeks, and other ration announcements are made as they come along.

1031. To take last year as an example, could you give us a rough idea of how many announcements were made last year?—On points rationing we made an announcement every four weeks.

1032. Can you tell us what the cost of that would be?—I will have to go into it because, as Mr. Walker said, most of our advertising is composite advertising, and an advertisement that conveys the information about a change in points is not restricted to that; it might have a little piece about a commodity in which we were interested, or it might have something a little more general, so that it will be the subject of quite considerable analysis.

1033. What is the method of the announcement, and is there any cheaper way of doing it than what you are doing at the moment?—No, we have tried. The fact is that this is precise information which the retailers must have in order to do their work and which the public wants in precise

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form. There is no way of giving it without putting in an advertisement, and at the same time being sure that it will be stated accurately and in the form you want it stated.

Major Niall Macpherson.

1034. On that point could you say whether an advertisement would be necessary for these other matters you incorporate in the advertisement relating to points changes, if you were not making a points advertisement?—Yes.

1035. It would be necessary in any case?—Yes. Everything we advertise we look at very, very closely beforehand. It has to stand on its own, and therefore we should be advertising it anyway.

1036. Do you vary then the space you take for this monthly points advertisement, or is it always the same space?—It is a very small space, a five and a half inch double column. (Mr. Walker.) It eats like a weevil into our standard advertisement. It may be two lines or it may be half the space, according to the number of points changes there are. (Mr. Shelton Smith.) I was talking about the standard advertisement. That is a standard size pretty well, but the size of the points news in any standard advertisement would depend upon the extent of the announcement about points changes.

1037. What is the purpose of having a standard advertisement each month?—I am sorry, it is not a standard advertisement each month; it is a standard size.

1038. What is the purpose of that?—It is the smallest size that is still effectual. It is a five and a half inch double column. I hope you will have noticed them. They are quite effectual. They are not as big as we used to have or as big as I would like always; sometimes I would like a bigger one when the subject matter warrants it.

1039. If you have an advertisement of standard size each month is there not at least theoretically a temptation to fill it up when you would not normally fill it up otherwise with what you must advertise?—I must accept that. There would be a temptation. It is our job to see that the space is used economically, and we so organise our advertising that we make full economic use of that space. We are not left in the position of having to fill in space.

Mrs. Middleton.

1040. Would there not be a countervailing advantage in that the housewife, who is the person mainly approached by this means and who usually takes charge of the points and does the family shopping, would know the kind of thing to look for each month?—Yes.

1041. If there was a change in points value and a change in the general lay-out then the housewife would have more difficulty in finding easily the information she wanted to find out in order to check up on her retailer?—All that is exactly true.

Major Niall Macpherson.

1042. You keep to a similar lay-out?—That is why we call them "Food Facts." We also know from our consumer surveys that the most read of our advertisements are the advertisements that appear once every four weeks in regard to points, and so I try to arrange my campaigns accordingly.

Mr. West.

1043. The distribution of ration books is another matter, is it not?—Yes.

1044. What are the methods that you adopt for the advertising and the distribution of ration books—Press and posters?—Press and small posters. The small posters convey the precise local information. They are not posters in the sense that most people think of posters. They are small sheets; they are notices.

1045. Have you considered whether that is the cheapest and most effective way of bringing it to the notice of the public?—Very much so. The work remains important. We do use everything we can, including the radio, but the amount of space the radio is willing to devote to dry information such as ration books and all these details is very limited, and properly so; nobody would listen anyway.

1046. I think, as you very rightly said before, the difficulties which are arising are due to the fact that you are closing down some offices and probably substituting others?—Yes.

1047. If the offices were stabilised, if I can use that expression, do you think the need for advertising would be as great?—(Mr. Walker.) People are awfully lethargic. They just do not go and get their new books unless you press them. (Mr. Shelton Smith.) I think the public would always need some whipping up, to use a colloquialism. People just do not suddenly say, "I will get my ration book"; they have to be reminded; and the reminders have to be repeated. I think that is the experience of all operations of that sort, and there is no prospect of stabilising the distribution in such a way that it will be easier for people to get them. It will continue to be difficult, and I should think it will become more difficult. I do not know whether I should say this for the record, perhaps not.

1048. You can say it off the record?—My Minister thinks that we might well have spent more money this year on the ration book operation, and he wants to discuss it with me. He thinks that if we had been

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able to spend more in advertising we might have got a hundred per cent. response in three weeks instead of ninety per cent. in three and a half weeks. I just mention that to show we do look at these things all the time.

1049. Can we now deal with another point, the advertising of foods? I wonder if you would tell us what are your views with regard to the future expenditure on advertising in regard to commodities sold by the private retailer—now that shortages are less acute, if I may put it that way?—The short answer is that I do not think we should advertise them.

1050. You do not propose to take over or to continue a publicity campaign for the benefit of retailers?—No. All our services are consumer services.

1051. What about exhibitions? You have been running exhibitions?—Yes.

1052. Are you proposing to run any this year?—Yes. (Mr. Walker.) May I interrupt? We do not run exhibitions; we take stands in exhibitions which are being run by other people. I mention that because the French Committee differentiated those two very carefully.

1053. For what purpose do you take stands? Do you think it is an advantage?—(Mr. Shelton Smith.) Yes. It is a commercial advantage. First of all, we know they are popular. People come to the stands. Women come to the stand in great numbers. They ask for advice; they see demonstrations; they see films; and what is equally important they buy our publications: books of various sorts. There is a commercial advantage in that into the texture of the exhibition you can inject quite a lot of useful commercial publicity about your commodities. Clearly if there was a snoek campaign, if we were seeking to introduce snoek, then my little display in the exhibition would mention snoek and show how best to use it.

1054. I can understand that in periods of stringency or difficulty, but if the difficult situation is removed is there any necessity to continue spending money in that way?—It is a matter of consideration on its merits. I think that is the best answer I can give. Until now there has been abundant justification for it.

(Major Niall Macpherson.)

1055. Could not that be done as effectively or more effectively by some organisation other than the Ministry of Food?—No, because we use other organisations now. There is close co-operation between us. At our last stand at the Ideal Home Exhibition the gas people and the electricity people lent their demonstrators and supported us to that extent.

Mr. West.

1056. Have you in addition a food advice organisation?—Once I had a very big one; I have now a small food advice section.

Mrs. Middleton.

1057. How many Food Advice Centres have you?—I have no Food Advice Centres. They have all been closed. I once had forty-five advice centres throughout the country, and as times became easier we closed them.

Mr. West.

1058. Have you any food advice organisers employed now?—No.

1059. What is the staff then of your food advice organisation at the moment?—It is seventeen, and it is engaged on conducting kitchens which work for me, and also do some work for the Ministry generally; they also act as liaison officers with the women's organisations like the W.V.S. and in staffing these exhibitions and displays.

1660. What is the purpose of the kitchens at the moment? Are they to show people how to cook food?—They are to test any advice we give and to originate any advice we give. There is a very great and insistent demand for it.

1061. Could you give us some idea of the cost of running that branch of your service?—Yes, I shall with the analysis of the salaries.*

1062. You still think that part of the work is essential notwithstanding the fact that food is becoming a little more plentiful?—Yes. The criticism is that we do not do enough of it. The criticism by women's organisations and by women generally is that we should not have economised so much and ought to do a good deal more.

Mrs. Middleton.

1063. What women's organisations have tendered you that advice?—Perhaps I have been incautious in saying that, but I am in close contact with them myself and so are my people with them, and that is the general feeling. There is still widespread regret among responsible women in regard to that. Is that a satisfactory answer? I do not know that anybody has formally written to me or to the Minister.

1064. I wondered if you could give us an indication of the type of women's organisation. Could you give us the names of three or four typical organisations with whom you are in contact?—The Women's Voluntary Service, the Women's Institutes and the Co-operative Women's Guild. There are about seven big ones, and we are in close contact with all seven.

1065. The Housewives' League?—Not the British Housewives' League, no.

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Mr. West.

1066. I suppose when first established they were experimental kitchens to help the housewife to make up dishes economically in the difficult circumstances of the time?—Yes.

1067. Now I gather you have passed from that phase. Now you are educative rather than trying to get the housewives to use those foods which were more plentiful than the scarce foods in the times of difficulty?—Yes.

1068. You have changed your function now; you have become, as it were, educational?—Yes. (Mr. Walker.) We provide the raw material for the education. We do not do much education ourselves.

1069. The continuation of your kitchens is for that purpose, is it?—(Mr. Shelton Smith.) Partly, yes. It is partly a commercial operation to this extent, that if I am advertising recipes with the object of persuading people to try food then I must have them properly devised and properly tested. The staff are also very concerned with the conservation of food, which is important to us, and they are also necessary to answer the many enquiries from people who say something went wrong with their plum preserving last year, the moisture all went down or they turned green or something. It is necessary for a Ministry of Food, I suggest respectfully, to have that sort of small unit able to give authoritative advice on those subjects.

Mrs. Middleton.

1070. Would you say that, even if there were no Ministry of Food, this is a worth while service to the housewives of the nation and that it should be continued?—That is another subject. I have very strong views on that. Yes, I think so.

Major Niall Macpherson.

1071. That is what I meant by my previous question. Is there not some other organisation which could carry that out if there were no Ministry of Food?—Yes, but it had not been done before we did it. It is acknowledged—I can quote my source here—by the Ministry of Education, which is concerned with instruction, that the Ministry of Food have opened their eyes to the possibilities of informal instruction and informal advice, and they have wanted us to do much more than we have done. They would like us to take on a great many duties which they say we can do much better than they can because of our knowledge of these techniques, but we have not just got down to deciding what ought to be done.

Mr. West.

1072. Have you a Publications Branch?—It is not a branch. We have for convenience called them that, but the officers are scattered.

1073. Have you any staff allocated specifically for the purposes of the publications branch?—Yes.

1074. How many?—(Witness peruses document.) I see what has happened. People engaged on publications in one branch are called the publications branch, and there are people engaged on publications in another branch who are not. That is what made it difficult for me to give you a straightforward answer. I have approximately eight people engaged on publications.

1075. Can you give us any idea of the cost of them?—I will give you an analysis of our wages cost. We shall ask the Stationery Office for an estimate of their cost.

1076. No, there is no need to do that as we are dealing with the Stationery Office later on?—(Mr. Walker.) We were discussing the cost of our publications. What we do is the art work and the editorial work, and from that point they are taken over by the Stationery Office who arrange the printing, the contracts and distribution, so that the major part of the cost of the publications appears on the Stationery Office Vote and not on ours.

1077. They undertake the distribution as well?—Yes, as well as the sale of priced publications. We get no credit for what we sell in the way of priced publications. We sell them as agents for the Stationery Office, and the proceeds are all handed over to the Stationery Office Vote.

1078. If there is any profit on them at all the Stationery Office get it?—Yes.

1079. And any deficit you bear?—No. We bear the cost of the staff and the cost of the art work. The Stationery Office provide the paper and all the costs a publisher would provide.

Major Niall Macpherson.

1080. On repayment?—No, Sir.

1081. They bear the cost?—It is in the fourth column of the White Paper. It is included there. What they do about payment is their own affair. They take the profit or the loss on it. (Mr. Shelton Smith.) That guidance is valuable. It will make it easier for me to do this return. I shall stop short at the Stationery Office, and I shall give you the cost of our own publications which we distribute. I can give you accurate costs for those.*

Mr. West.

1082. We are only concerned with the costs that fall upon your Vote?—Yes.

Major Niall Macpherson.

1083. That number of staff you indicated belonged to the advertising and publicity section, did they?—No, not all of them.

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1084. It is a cross-section?—Some of them are in my Information Branch. The Ministry of Food Bulletin, which is an information bulletin, is edited and written by the Information Branch, and the people concerned with that come under the information officer. When it comes to such things as the booklet on the "A.B.C. of Cooking" and paid publications like that—incidentally it is a wonderfully successful one—that comes under the publicity officer because he controls the staff concerned.

Mr. West.

1085. Under what would the News Letter come?—That comes under the advertising publicity officer.

1086. Is that still run now?—Yes. It is extremely successful. I think we have twice asked the advice of women's organisations about it, and everybody wants it continued.

1087. Is that a free publication?—It is a free publication.

1088. With regard to the publications that you deal with in your Publications Branch, could you give us, perhaps when you are sending in your supplementary memorandum* to us, a list of what you are running now?—Certainly.

1089. And the circulation?—Yes.

1090. And perhaps the cost so far as your Vote is concerned?—(Mr. Walker.) I trust you will accept an estimate because a man's time is divided between all sorts of publications.

Major Niall Macpherson.

1091. Are most of them for sale or for free distribution?—(Mr. Shelton Smith.) We have gradually, and with considerable success if I may say so, put our free publications on to the paid list, but some are free still. I could not say whether most of them are or not, but we have amalgamated free publications and put them into books which are sold.

1092. Are they distributed at exhibitions and to women's organisations and so on?—The free ones are. We give free ones only on demand. If someone comes to an exhibition stand, writes to the Ministry or comes through a women's organisation and says "We would like a leaflet on how to make jam" or something like that, then they get it. We do not scatter them around.

1093. They are given individually and not *en bloc*?—Yes, except where an organisation would take the responsibility for the individual distribution. We would give them a certain number. It is very tightly policed.

Mr. West.

1094. Apart from the general dissemination of information amongst the public, I suppose some of the publications are aimed at definite objectives?—Yes.

1095. Could you give us some idea of the kind of objectives at which you are aiming?—A simple example which springs to my mind is an amazing one, "How to test eggs for quality." The Eggs Division of the Ministry asked us could we help, and we organised small exhibitions which showed people how to test eggs for quality. We prepared a publication for sale under that title. We thought it was a gross overprint, but in fact there was a sell out immediately and we shall have to re-print. (Mr. Walker.) The last sales figure I have is 22,300 at one shilling and sixpence. That is within the last few months for the booklet "How to test eggs for quality." (Mr. Shelton Smith.) The Stationery Office did not think—I speak again from memory—that there would be anything like that demand, but they went instantly.

1096. Perhaps you might send us a note as to the distinct objectives at which you are aiming in regard to some of the publications?—Yes.

1097. Then I think we have dealt with the Films Branch, have we not?—Yes.

1098. With regard to the Central Office of Information you are, of course, in close contact with them regarding films?—Yes.

1099. What is your experience with regard to the Central Office of Information on film production? Are you quite satisfied with that method?—Yes. Of course we have criticisms of the ordinary type arising out of day-to-day transactions, but the broad answer is "Yes". I have no criticism to make which cannot be cleared up in the transactions between the Department and the Central Office.

1100. Have you experienced any delays?—Not unreasonable ones.

1101. What about the cost?—They are the advisers on that. I am not an expert on film production.

1102. You have an expert?—No, not now. I have a junior officer who is just a liaison officer; she is not an expert in any sense. If we want a film made we state the case for the film. We go to the Central Office of Information and we say we want that sort of film made for that sort of audience; here is the justification for it; and if the Central Office of Information think it warrants a place in their programme we get in the programme. I should like to go back on what I said earlier; they treat us very well. (Mr. Walker.) May I just say that we have again to run the gauntlet of the Treasury who correlate the cost of films, before we do that.

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[Continued.]

1103. I can well understand that you do, but what we are concerned to know is whether you are satisfied you are getting value for your money?—(Mr. *Shelton Smith*.) Yes, I am.

1104. The purposes for which you are having films produced are beneficial, having regard to the expenditure involved?—Yes. (Mr. *Walker*.) Or instructional. (Mr. *Shelton Smith*.) Or instructional and made for special audiences. I am quite satisfied.

1105. On page one of your memorandum* you have "Press and Magazine Advertisements". I see there has been a decrease of some £60,000?—(Mr. *Walker*.) Yes, Sir.

1106. Could you tell us how that 1950-51 estimate of £253,250 is split up between Press and magazine advertisements?—There is nothing left of the magazines but a bi-weekly insertion in the *Radio Times*. There is no other magazine advertisement. We have had to abandon magazines. (Mr. *Shelton Smith*.) That is broadly true. We have had some magazine advertisements for commodities where our advertising agents advised us it was worth doing, but broadly we are out of magazines.

1107. What about art work and photography—under whose branch does that come?—That comes under the head of a branch. There is a man in charge of that.

1108. What would be the staff engaged upon that?—There are fourteen doing that.

1109. Do they design posters or leaflets?—(Mr. *Walker*.) It is £2,000 on art work and £10,000 on photography. They are amalgamated for estimating convenience. There is a totally different staff for a totally different purpose, but they have always been amalgamated.

1110. Who designs the posters and leaflets for you?—(Mr. *Shelton Smith*.) Broadly speaking, we do not have any posters.

1111. You have discontinued those?—We were never in the poster field to any great extent. We did have, for instance, a campaign on saving bread when the "Save Bread" campaign was urgent, but that was an exception rather than the rule. We consider it is not a good medium for our work by and large.

1112. Was it your experience that posters were not an effective medium?—They were effective for that purpose, but for our normal work they are not a good medium. You cannot change them rapidly. We do not believe in exhortation except in a crisis. If you want to have a shock effect upon the public then you use everything you can, including big posters.

1113. Do you use leaflets?—Very much.

1114. Who designs the lay-out of those?—That is done with the £2,000 as part of the publicity man's work.

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Mrs. *Middleton*.

1115. I do not quite understand. Have you your own artists working for you and your own photographers, or are these free-lance or agency people whom you employ?—Chiefly outside agencies whom we employ.

1116. Agencies and not free-lance people?—And free-lance most decidedly, both.

Mr. *West*.

1117. Suppose the whole of the work was done by the Central Office of Information—?—They could not do our photography, and in regard to that trifling amount of art work, £2,000, it is very *ad hoc* and very difficult to organise in a way that you could hand over to another agency. I am sorry, but I am certain it would not be worth it.

1118. Then I think you have paid speakers who go round and talk to women's organisations?—Yes. (Mr. *Walker*.) Last year we only spent £1,100 on art work, although we are providing £2,000 this year. We might want a little more.

1119. Do you think it is likely to be less this year than last?—A lot of our publications are out of date and the same applies in regard to our posters; we want some new editions for some of our books; but in fact we only spent £1,100. (Mr. *Shelton Smith*.) We certainly will not spend more than the £2,000 estimate.

1120. If you only spent £1,100 last year and you are providing for £2,000 this year, can you give us some idea of the reason and the necessity for the increase?—We are really a bit behind in our programme. Some of our paid publications ought to be revised and brought up to date and given a more attractive or a changed cover. I have not printed a poster for a considerable time for a number of reasons, so that there is a lag; and if we are to function normally I should need that estimate of £2,000.

1121. Do you think you underspent last year?—Yes.

1122. What effect do you think your underspending has had?—Not very serious. As I say, some posters are out of date and ought to be revised, and some booklets and leaflets have become out of date and ought to be revised.

1123. You were saying something about paid speakers to women's organisations?—We have no paid speakers in that sense. We pay very modest fees to speakers to specialist audiences. It is a very modest programme.

1124. To what does that amount this year in your estimate?—£500.

1125. The women's organisations themselves do not pay their speakers?—(Mr. *Walker*.) No, Sir. If they do, they pick them. (Mr. *Shelton Smith*.) Our speakers

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[Continued.]

would go to a meeting of health visitors who are helping us with the distribution of orange juice and things like that and answer technical questions, or they might go and give a lecture to medical officers of health. They are specially qualified speakers for specialist audiences, almost wholly.

1126. Then I think there are only two other points I want to raise. I understand there is a readership survey. Can you tell us something about that and the necessity for it?—I am sorry to say that there was, not is. We used to conduct, as part of another survey, a readership survey on every single advertisement we published, so that within a very brief time I knew how effectual the advertisement had been—how many people had read it, how many people had remembered it, how many people had acted upon it and how many had found it useful. In the middle of 1948 the survey of which my survey was a small part was stopped for reasons of economy, and I had to stop. The Central Office of Information is about to conduct a comprehensive survey for me now to bring up-to-date my knowledge of the effectualness of my advertisements.

1127. How do you assess the effectiveness of your advertising?—If it is a straightforward selling campaign we have either sold the stuff or we have not, to put it crudely.

1128. There may be other factors apart from your advertising which would account for that?—Most decidedly. I accept that, but to take an example of a good operation with time to plan and time to carry it out I would quote dried egg. There was a new product almost absolutely unknown to consumers. We were given the product to test, and my colleagues in my kitchens made tests. They found how best to prepare it and how best to use it in cooking, and we also made sure that the advice was foolproof. We then made a consumer survey, and we found out what the women's problems were. This was a normal but rather a big scale commercial operation. For instance, did they need eggs mostly for making cakes; did they need them for breakfast dishes; for what did they want them. In the light of that information we planned our advertising. We gave the advice that people most wanted. It was a success. The dried egg was sold at a very small advertising cost. But as you say there are other factors. So we had another survey, and we went round and asked people "Did you read anything about dried egg? Do you remember it? Did you act on it? Did you use any of the recipes?" It was a complete operation to see whether people had read our advertisements, had acted upon them and whether that was why they bought dried egg.

1129. Then I suppose that was justification for the continuance of that publicity campaign?—Yes.

1130. That was the purpose of it?—With dried egg we tried the effect of stopping advertisements, and dried egg sales slumped immediately. We re-started advertising, and they went up again.

Mr. West.] That is a reasonably good test.

Major Niall Macpherson.

1131. What was the purpose of the survey in that case?—To make our advertisements more precise.

1132. I mean the second survey, the one you took after the campaign?—It was to answer this sort of question, to put it roughly. Did people just buy dried egg because they went into a shop and saw it on a shelf; because the retailer said, "Here, Madam, you ought to try this"; or did they buy it because they had been interested in it by our advertisements, had been shown how to use it and had acted upon that advice?

1133. Was it rather in order that you might have information on whether you should advertise a second time?—No, it was not precisely. After the campaign had been going and after we knew that people had acted upon our advice we said to ourselves: we wonder has this product been so successfully launched that we can stop advertising and can supply information by means of leaflets and other cheaper forms. We found we could not; we found we needed to advertise to keep up sales, as most commercial firms.

1134. You had to advertise in order to find that out; you did not find it out by your survey?—We had to stop advertising to find out.

1135. And you had to re-start again?—Yes.

1136. You did not find that out from your survey. I am trying to find out what exactly you discovered from that survey?—We found out from the survey—

1137. That people had noticed the advertising?—That they had bought dried egg because they read an advertisement, had been convinced by the argument and had found the advice was useful.

1138. They found that dried egg was as good for the purposes you said it was good for as an ordinary egg?—Yes, and ordinary eggs were not available.

1139. Even so you might have spoiled your cake by using dried egg?—Yes, it was a tricky food stuff to use.

Mr. West.

1140. What is the purpose of getting the Central Office of Information to undertake another survey for you now?—I feel I do not know enough since the middle of 1948, when my survey for instance showed me this, that an advertisement

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[Continued.]

phrased in a certain way or with a certain approach was read by many more women than another sort of advertisement. I have mentioned exhortation. The least read of all our advertisements are those few exhortative advertisements we have had. The most read contain ration news. The next most read, very high in the list, are advertisements that give help and advice and give it practically. A crude example is the advertisement which is headed, "Help with your breakfast problems." That is not read by as many women as an advertisement which says, "Here is a recipe for breakfast." All those things can be learnt by this sort of research, and it is very valuable. I have had plenty of evidence that our advertising is effectual, but times change, people change, the war is over—the last survey was in 1948; this is 1950—and I should like to know a great deal more about the response to my advertising so that, if necessary, I may revise it and make it more effective.

1141. That is for the purpose perhaps of re-fashioning your advertisement material?—Yes.

1142. I am more concerned to find out whether it is to ascertain if there is any need for the publicity and the advertising to continue?—If I found out as a result of this survey—I did not frame the questions; I left them to the Central Office so that they are not loaded in my favour—that women were not reading my "Food Facts" advertising, then I would have to think very hard.

1143. With regard to the publications which the Stationery Office sell, who fixes the selling price?—They do.

Mr. Spearman.] In paragraph seven* you say the printing of leaflets, etc., is done by the Stationery Office. Is that an extra expenditure over and above the one given here of £305,000?—(Mr. Walker.) Yes, Sir, it is included in the White Paper in the fourth column.

1144. Is it included in the £305,000 or not?—No.

Mr. West.

1145. I think the total figure appearing in the White Paper is £361,000?—Yes, it is shown in paragraph five of our memorandum and you will find the make-up there.

Mr. Spearman.

1146. This is a very general question, and I think you may or well say you cannot usefully add any more than you have done, but perhaps I might just put my point. I think you say that your advertising expenditure now is almost entirely for information, except for getting rid of surplus stores, as compared with before when it was to push various items in relation to

food shortages. Then you had to convert people from one food to another. If that is so it does seem to me very disappointing that your expenditure should only come down from £500,000 to £250,000 because I would have thought that, where you have to tickle someone's fancy, you have to have some elaborate and striking advertisement to sell the food, but where you have just to give information I should have thought you could have done it in a very much quieter way. I was wondering whether perhaps the more you spoil people by giving them a lot of information in an attractive and expensive way you might only lead them to demand more as it were whereas, if they need anything, they will find it out somehow or other. I am just asking if you really have any more comment to make than you have so far made on why the whole expenditure has not come down very much more when you have entirely changed your function?—(Mr. Shelton Smith.) It is down by nearly half. I thought that was reasonable. That is a point of view I am just grappling with now in my mind. (Mr. Walker.) The reduction in space is not fairly reflected in the reduction in the cash cost because it is common knowledge that newspapers have very much increased their charges for space.

Mr. West.

1147. That may be due to the fact that so many Government Departments are demanding space in them, and that if that demand was suspended perhaps it would come cheaper again?—It is a fact which ought to be borne in mind in making a comparison between the two. The other is that we have a hard core of administrative notices which are quite unchanged, and require just as much publicity as they did. In regard to ration book publicity, as you have heard, there is certainly no relaxation of the intensity of that. If you knock out the common administrative services from both the big total and the little total, you find that the other advertisements really have decreased very, very much indeed.

Mrs. Middleton.

1148. Surely advertisement rates have gone up for every user of advertisement space, not simply for Government Departments?—We are not suggesting we are being discriminated against. Is that the Chairman's suggestion?

Mr. West.

1149. I was not suggesting newspapers were discriminating against Government Departments; what I did suggest was that perhaps the demand Government Departments are making upon newspapers for space is the cause of the price increase?—(Mr. Shelton Smith.) I do not think it is.

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[Continued.]

1150. You know the rate of the demand?—For instance, on ration books some newspapers would not take advertisements of the size we wanted. At least one made us take a much smaller space so that to that extent I think it is still a seller's market without the Government Departments.

Major Niall Macpherson.

1151. On that point are you going to be able to give us the breakdown of this £253,250 into the various types of your advertising. I know you have already told us they merge together to some extent, but at any rate so much for your monthly advertisements, including the ration news, so much for magazines such as the Radio Times which has been mentioned, so much for any local campaigns and so much for any specific campaigns which presumably would be a reserve. If you could compare those with the previous year that would enable us to see what was actually spent on specific campaigns. For example, that would tell us whether there have been any special stocks you have been desirous of disposing or any special stocks you wished to push and so on. I think that would give us a better picture of what you really try to do?—(Mr. Walker.) I can give you the breakdown of the figure by way of press advertisements and production costs or administrative notices, but we can never give you a figure for a particular campaign because it runs through a conglomeration of items. (Mr. Shelton Smith.) We could do our best. (Mr. Walker.) We will do our best, but all our cash accounts are analysed according to the nature of the expenditure, like salaries under salaries, magazines under magazines and newspapers under newspapers. That is the method adopted in Civil Estimates. To pick out special campaigns would be a stupendous task. I am sorry. I am not trying to be difficult, but that is the position.

1152. I appreciate your difficulty. You have told us there is a certain expenditure for advertisements which are inserted regularly, incorporating the rationing news?—Yes.

1153. I should have thought you could budget for that in advance, and therefore you must have that?—"Food Facts", yes.

1154. Could we have that, to start with?—Certainly.

1155. I recognise that any campaign which you may be running from time to time would also presumably come into this points rationing advertisement, or be referred to in it?—Yes.

1156. Therefore we will eliminate that, but supposing, as you say, a division comes along to you, or came along to you last year, and said "We want such and such a product pushed", then surely you would have to consider what mode you were going

to use, whether you were going to push it over the whole country or in certain parts of it, and altogether get out a budget for that particular operation. Is that not so?—(Mr. Shelton Smith.) May I talk to that? I know Mr. Walker's difficulty, and it is partly historical. We have 'til very recently had so many things to say to the public on such a variety of subjects that very early in the war, when Lord Woolton was Minister, in consultation with our advertising agents we devised this notice board sort of advertisement, "Food Facts". Into "Food Facts" we can put anything. If we have got an administrative notice or a crisis we can talk on that, if not, we always have had a queue of commodity problems waiting to be put in. The "Food Facts" advertisement has always had a continuity, and knowing it is a mixed bag people are interested. Only by an analysis of each food fact, and a very arbitrary analysis at that, can we say how much of our advertising went on this or that. Occasionally one statement in an advertisement, one panel in an advertisement, may be shooting at a number of targets. It is a very difficult exercise. We are not at all defensive about it. We could have a shot at it, but I know what Mr. Walker's difficulties are. It is a tremendous task. It will probably mean I shall have to be consulted about every one as to whether it is a special campaign or not.

1157. I should like to make this clear. I agree that you have your budget which you can make out in advance for "Food Facts", and that you do not know in advance what you are going to put into it. I should have thought, inasmuch as you have that budget, you would have known now what that was going to cost you throughout the year?—Yes.

1158. Have you got that?—Yes.

1159. You know what the monthly "Food Facts" insertion costs you?—Yes. (Mr. Walker.) I am sorry I have not got the figure here, but we know that.

1160. There is press advertising over and above that, is there?—(Mr. Shelton Smith.) Yes, but it comes under our ceiling.

1161. You do not know what that will be in advance?—No.

1162. You can tell us what it was for last year?—Yes.

1163. Would it be impossible to tell us what products it concerned, or is that also composite?—I am sorry about this. We may appear to be more difficult and less informed than we are. We live with it so much that it is difficult to see it from a questioner's point of view. I think our difficulty is that all our special campaigns have been contained within our "Food Facts" framework.

1164. That is the answer then?—At one time we would go to the Treasury and say

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"We want £x to spend on dried eggs over and above 'Food Facts'". But recently we have been able to compress all our special campaigns, as well as everything else, into the framework of "Food Facts".

1165. Does that account, in part at any rate, for your reluctance to make use of the Central Office of Information inasmuch as you have a completely regular and almost traditional mode of advertising?—Partly.

1166. Do you use just one agent or a consort of agents?—Whatever you call it, we use four.

1167. Have they changed at all?—They have been added to. We started with three. We added one to get a balance, and we now think we have a pretty good balance.

1168. Do they join together and put up recommendations to you?—Yes.

1169. So that you cannot distinguish which advertising agency originated any particular recommendation?—In principle I cannot, but in fact I know because I know enough about them to guess who did it. They have weekly meetings with my advertising officer. I sometimes go to brief him, and he briefs them. They meet together and their recommendations are joint, but I do know, to give a rough and ready example, that J. Walter Thompson specialise in a certain type of advertisement. I would know therefore, without being told, that the agents amongst themselves, in splitting up a production, would obviously say "That is J. Walter Thompson's job. Let them put up the first draft, and we will criticise their draft" and so on.

1170. I think there was a suggestion in the French Report that sooner or later you might come to use the Central Office of Information?—Yes. They recommended that for the present, while the volume of advertising was as great, we should continue to do our own advertising, but later we should use the Central Office of Information machinery.

1171. They also, in practice, use a committee of agents. Is that the same committee?—I think, as a fact, they do not use committees. They rather use individual agents.

1172. Are they the same individual agents then?—They have, I know as a fact, used some of my agents for other work.

1173. Do you feel you get more satisfactory results through dealing direct with the agents?—Most decidedly.

1174. Why do you consider that is so?—In the Ministry of Food advertising is a complicated undertaking, and I think you do need day-to-day direct contact with your agents. The agents know a great deal about

the Ministry; they have learnt a great deal about the Ministry; and we know a great deal about the agents. I think that to interpose anybody in that intimate, very efficient and effectual set-up will not add much to it.

1175. What makes you think you would lose direct contact with the agents?—I know that I should not lose direct contact because the French Committee has said that Departments should be allowed direct contact with the agents, and, as I understand it, even when the C.O.I. is acting as the agent for the Department.

1176. Is the particular advantage that you brief the agents direct rather than brief the C.O.I.?—Yes, I think so.

1177. That is the case, is it?—We do brief them direct, but why I am a little hesitant is that I am not quite *au fait* with what now goes on between the Central Office of Information, other departments and other agents.

1178. You fear you might have to have something interposed. That is why you prefer to work direct?—No. I think in fairness I should say that I get on very well with the Central Office, and I am sure there would be the closest co-operation—but there is the introduction of another agency into this machine which has always worked very effectively.

1179. Are you influenced in your preference at all by the fact that you yourselves have your own art department, for example, and that you place orders for art work outside direct?—No. The short answer is "No."

1180. Why do you not use the Central Office of Information for your art work? Why do you place it outside?—This art work is very small.

1181. I know it is very small?—Well, we do it because we always have done it. I think it is so small and so detailed, and the individual items are so trivial, that I should guess the Central Office of Information would not want it anyway—but that is only a guess.

1182. Which are the commodities at the present time which you are pushing?—With your permission may I go back on this question of the Central Office of Information? I feel I have rather fluffed it. I think I should sum up my views in this way: if I thought I would save a significant number of staff or that it could be done more efficiently than I would have no hesitation in going to the Central Office of Information, but I am convinced in my own mind that that stage has not been reached yet anyway; and that with me is the final consideration.

1183. Suppose the Central Office of Information were to tell you they would be

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able to take on your work without any addition to their staff and you found you were able to economise in yours, then you might revise your view?—Yes, if without unreasonable loss of efficiency. By that I mean this: if you were going to make our machinery markedly less effectual for the saving of one clerk, then I would suggest that was not worth doing, but if it were shown to be substantial—well, I do not think it could be. I am pretty certain I should continue to need as many people as I have now. It is a very small staff.

1184. The basis of it is that you have a good working arrangement and you do not want to disturb it unless you can be convinced that it is for the better?—That expresses it much better than I have done.

1185. Could we turn to the question of the actual commodities you are advertising?—Yes. They are chiefly our imported rabbits.

1186. Is it too early to say whether you are having any success with that?—It is very successful.

1187. They are going like hot cakes, are they?—Well, we found that for a variety of reasons sales were dropping fast. Experts, not my experts, were convinced that the curve would continue downward. They asked if we would be prepared to help with advertising. Having looked at it we said, "Yes, this is a problem about which advertising can do something." We feel the results have been very good. The downward curve has stopped, and it has become an upward curve. The cost of advertising has been quite economical by commercial standards.

Mr. West.

1188. Are your commodity problems now more than they were a year or two ago?—No, Sir.

Major Niall Macpherson.

1189. With regard to these rabbits, is that under control now? Do you anticipate that by maintaining your advertising at its present tempo you will continue to maintain the sales of rabbits until they are all disposed of?—I cannot answer that one because we shall have to look at it again. Advertising has helped to sell a great many rabbits. Whether it has completely solved the problem or not I cannot answer.

1190. Have you got any particular figures? We were given figures in the House from time to time, and it was some fantastic number of rabbits?—I cannot recall the figure that was given. I looked at it from this point of view. People do not eat many rabbits in the summer. A large number of eggs have been available. Then we were able to keep the meat ration up whereas we might well have had to cut it had things not gone so well abroad. Sales

fell off very rapidly. Advertising has arrested that drop, and they are selling. It may be that if we have a hot summer I, in consultation with my advertising agents and in consultation with the Division, will say it is a hopeless task anyway; advertising cannot make any contribution to it. What else is done is not my problem.

1191. I think that is all right, except for the fact that you are doing most of this advertising through your regular advertisements I understand?—Yes.

1192. So that, supposing there was no other competitors for that space, you presumably might go on putting rabbits into it?—Yes, but I do not think so though. So far advertising has paid handsomely. Whether it will continue to pay I do not know; I will have to look at it again.

1193. I take it that you to a certain extent must arbitrate between different Divisions on their claims for the advertising allocation available?—Yes.

1194. There is no pressure on that allocation for this kind of purpose, that is food in which the Department is financially interested, to use your phrase, apart from rabbits at the moment?—That is No. 1 priority. When ration books had to be distributed then we could not advertise rabbits and we did not advertise rabbits. Rabbits were off the menu, as it were, the week we had to turn the spotlight on ration books. (Mr. Walker.) May I interject something here? If we do not have anything to advertise we just drop "Food Facts" for that week. (Mr. Shelton Smith.) I am very self-conscious that I am talking a lot, but times have changed considerably, as the Chairman says. Once we had more than enough material to justify a weekly "Food Facts," plus campaigns for special subjects. Now that is not so any longer. We can contain any special campaign within the money that I am allocated for advertising really for "Food Facts". Further, there has been this change, as Mr. Walker says: we do not now run a "Food Facts" regularly. If there is not enough to justify an advertisement, we just do not have one.

1195. Last year you fell how much short of the actual allocation. How did your actual expenditure compare with your allocation?—(Mr. Walker.) We had fifty "Food Facts" in fifty-two weeks. A discontinuing experiment was tried in February with two instead of four—before we started pursuing rabbits. They and the administrative notices have filled our space since. The "Food Facts" cost per week was broadly £4,000. It varies from £3,500 to £4,500. It should not vary, but sometimes I am sorry to say "Food Facts" gets left out of newspapers or it is squeezed out. We got through last year with fifty out of fifty-two, and we are certainly going,

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whichever way you like to look at it, to improve or worsen this year because we have not got the money to pay for fifty-two or fifty. (Mr. *Shelton Smith*.) May I make this remark? It does answer possibly part of the question. Nowadays, if I decided in the light of our experience and our agencies' expertise that it would pay to continue to advertise rabbits and if in the light of possible demands on my advertising I could not afford it, then I should have to go to the Treasury and try to make out a case for a supplementary grant for a special campaign on rabbits. Does that help?

1196. What I was trying to arrive at by devious means was how you determine the appropriate advertising budget for the Ministry of Food for the year in relation to what you know in advance?—We have been running these advertisements for about eight years. We have a great deal of knowledge and experience, and we also have a great deal of experience in the Department. We can say, when looking at next year's budget: we need this for rationing; we need this for points; we need this for that.

1197. Once you have arrived at that figure it has to be discussed with the Treasury?—(Mr. *Walker*.) Yes, it has to be beheaded by the Treasury.

Mrs. *Middleton*.

1198. I would like to have more information both on how you receive and how you check the demand of housewives for information, how the information comes to you, how you set out to get the information if you do set out to get it, and how you check upon the accuracy of it once you have it?—(Mr. *Shelton Smith*.) Well, as to the accuracy of the information we give—

1199. Not the information you give; the information you get?—From whom, may I ask, Madam?

1200. From housewives or from women, from your customers, your clientele?—First of all the Ministers of course are in close touch with their constituents, and they know what women are saying about the Ministry. Secondly, I have mentioned the sixty letters a week. Thirdly, we have a national organisation. Our food offices in the regions are in close touch, and I do not think—it is not my experience—that women are slow to tell us what they think of us. But I am not quite clear what you have in mind when you say check the information that comes in.

1201. I gathered from what you said earlier that most of your information on this subject came not from your Minister but from women's organisations?—No.

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1202. And I wondered how far the people who talk to you from women's organisations can really speak for the generality even of their own members, let alone for women in general?—Yes, I suppose that is a difficulty inherent in all large organisations, but the women's organisations are organised and there are common councils. I have been to many of them myself. I just assume that they do know what the women in their organisation are saying and thinking, but in regard to the effectiveness of our advertising we do not rely upon the organisations; we do not rely even largely or mostly on organisations. The whole point of a social survey is that we can ask the housewives on a proper basis in their own homes, so that we have that very close touch with women as individuals.

1203. Has there been any change in the advice you have had with regard to housewives since your Minister has been located in Bradford and not in Dundee?—No.

1204. Tastes differ in different parts of the country, and demands differ in different parts of the country?—Mr. *Webb* has been very well received, shall I put it that way.

1205. Which is the more effective method of getting to know about your market—by contacts you have in the way you have just described or by market researches such as the Central Office of Information used to carry through for you?—They are both effective in their various ways. If I wanted to know what women over the whole country thought of my advertising or thought of dried eggs, I would use a proper market research. I might also ask the women's organisations, but I should certainly prefer a proper survey of the market.

1206. You feel the market research expenditure is quite necessary on occasions, despite the fact that you have these other varied contacts with women?—Yes. I regret we are not spending more on market research.

1207. You do?—Yes.

1208. On what kind of subject would you like a research conducted?—As I want it. I should like a market research to be going into this question of rabbits, but for reasons of economy and for other reasons it is not going on.

1209. If the Central Office of Information were organised on a larger basis, on a wider scale so as to cover more of the advertisement and publicity functions of Government Departments, would it not perhaps be possible to establish that kind of market research organisation within the C.O.I. so that you have enquiries made for you without a great deal of additional expenditure?—No, not without a great deal of additional expenditure? I emphasise "a great deal of additional expenditure".

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[Continued.]

1210. I rather gather, looking at both of you, there is some little difference on that point?—(Mr. Walker.) No. We have spent very little on surveys because they have always been part of a bigger survey. To start from the bottom would be a very expensive matter. (Mr. Shelton Smith.) Money is the factor.

1211. That is the point at which I am trying to get. I am imagining a situation where your Central Office of Information is acting both as a clearing house and as an agency for almost all Government advertising, in which case it would have its market research organisation of full-time skilled people?—Yes.

1212. Would it not then be possible through a Central Office of Information organised in that way to get your market research, which you now would like but cannot get done for you because of the cost, done at very little additional cost?—I am sorry to insist, but it could not possibly be done at very little additional cost. It is a very expensive operation, and it could not be done cheaply. It could not be contained in their present programme; it would have to be a very much expanded programme.

1213. I am visualising a Central Office of Information which really acts as an advertising agent and publicity agent for all or almost all of the Government and allied Departments, where there would be a full-time market research staff?—I would be very strongly opposed to it. I think the Central Office ought not to do any more than it does now, and that is to hire outside agencies. I believe it would be a mistake to do it.

1214. Why are you opposed to it?—If you go into the outside market you get all the brains that are available. You can change your agent. You can say, "I want to make a survey for which the Gallup people are specially skilled. I shall hire the Gallup Poll people to do that". Or you can go to another agency. There are many of them. To maintain a Government Department or a branch of the Government available to undertake all that work would necessitate a very great overhead.

Mrs. Middleton.] There would be a comparable cutting down in the Departments it served.

Major Niall Macpherson.

1215. Would it not also mean that you would have to keep them fully employed even though there were really no useful surveys to do?—We do not conduct any surveys. We—that is, the Public Relations Department—always either add questions to existing surveys or engage outside people to do it.

Mrs. Middleton.

1216. How far ahead do you plan your advertising and publicity campaigns—this verges on a question put by Mr. Macpherson—apart from the generality of matters like "Food Facts" and those which are recurring at frequent intervals?—We like as much notice as we can get.

1217. You have a certain allocation of money for this year?—Yes.

1218. You know that there will be certain set expenditure every year for that year?—Yes.

1219. You will have a margin above and beyond the expenditure that you know will occur during the year?—Yes.

1220. How do you plan to spend that margin?—It is only spent if there is a demand for that service of advertising. By that I mean the request for the use of advertising originates in that part of the Ministry which has a problem.

1221. Then there have in fact been years when you have had money left over that has been allocated for advertising?—(Mr. Walker.) Yes. We have surrendered large sums by supplementary estimates for the last year or two. We have consistently underspent our estimates for the last three or four years. We can give you details, if necessary.

1222. With regard to the qualifications of your staff, how many qualified people have you from the point of view of advertising and journalism and what relationship are they in number to the whole staff?—(Mr. Shelton Smith.) We are preponderantly expert.

1223. Have the staff concerned had experience in outside commercial advertising and publicity beforehand?—Most of them, in newspapers or whatever it is.

Mr. West.

1224. In view of the fact that there has been such a radical change in your functions, what is the real objection to the Central Office of Information doing what you are now doing and in incurring an operational expense of £301,000?—They would incur this expenditure anyway.

1225. They have the organisation already there?—No, they just hire outside agencies to do it. It is merely whether they shall hire the outside agent or I shall, and whether I shall run the agent or they shall. That is putting it crudely.

1226. You think you can do it much more efficiently than they can?—No, I would not say that, but we can do it at least as efficiently because we have the expertise and the experience.

The witnesses withdrew.

Adjourned till Tuesday next, at 4 p.m.

TUESDAY, 23RD MAY, 1950.

Members present:

Mr. Nigel Birch.
Mr. Diamond.
Major Niall Macpherson.

Mrs. Middleton.
Mr. Spearman.
Mr. West.

In the absence of the Chairman, Mr. WEST was called to the Chair.

Sir CHARLES JEFFRIES, K.C.M.G., O.B.E., a Deputy Under-Secretary of State, Mr. K. W. BLACKBURNE, C.M.G., O.B.E., Director of Information Services and Mr. G. BRYANT, Chief Accountant, Colonial Office; Mr. E. J. ALLIES, O.B.E., Accountant-General, Mr. A. H. JOYCE, C.I.E., O.B.E., an Assistant Secretary and the Honourable R. F. HOPE, a Principal, Commonwealth Relations Office, called in and examined.

Chairman.

1227. We have had an opportunity of reading the memorandum both from the Colonial Office* and the Commonwealth Relations Office.† We thought perhaps it might be more convenient if we had both representatives here together. It might save a lot of duplication. If you have any objection, of course we are quite ready to take you separately. (*After a pause.*) I assume there is no objection to that. Dealing with the Colonial Office memorandum first I notice that you set out the four main functions of the Information Department. I do not know whether any significance is to be attached to the order in which you set them out. I gather there is a little difference in the order in which you set out your functions now from the functions set out in the Fifth Report of the Estimates Committee, Session 1947-48?—(Mr. Blackburne.) That is quite by chance.

1228. They are not in order of priority?—No, they are not in order of priority. In fact they overlap a very great deal. No. 1 overlaps Nos. 2, 3 and 4.

1229. I see on page two of the memorandum* under the heading of "Films" it is stated that the Colonial Office has now taken over from the Central Office of Information the administration of the Colonial Film Unit from April, 1950. Could you tell us the reason for that?—I think it dates from the fact that about two years ago the major part of the work of the Colonial Film Unit came to be financed under the Colonial Development and Welfare Act, and not from the Vote of the Central Office of Information. At that time we made an allocation to the Central Office of Information from the Development and Welfare Act, but the Colonial Office, as you know, is solely responsible for the Colonial Development and Welfare Act. Therefore financially it was far more proper that we should control the expenditure of the work of the Unit ourselves rather than employ another Government Department to do it for us. There was a financial reason for that, and there was also a practical reason. We

* Annex 16.

† Annex 17.

feel we have a great deal more experience of the conditions in the Colonies than the C.O.I. ever can have, and that we are in a better position to guide the work of the Colonial Film Unit than they are.

1230. When did you discover that it would be far more beneficial for your Department to undertake this than the C.O.I.?—I suppose we discovered it about a year and a half to two years ago, and it has taken a great deal of time to organise the transfer.

1231. Will the transfer to your Department have the effect of economy or efficiency or both?—Efficiency. I think the cost will be precisely the same.

1232. Then I see further down on the page, under paragraph (d),* "Training of Colonial Public Relations Officers", it is said: "Apart from two special cases (where the cost is being met from Colonial Office funds) the cost will be met by Colonial Government". What are the two special cases where they are met by Colonial Office funds?—The two special cases are the Malay Public Relations Officer from Malaya and the Chinese Public Relations Officer from Singapore. In both of those two territories there is likely to be within the next very few years a state of affairs where the European officers in the public relations department will vanish and will be replaced by local appointed officers. We felt it was important to ensure that before that change took place we had a full opportunity of giving the Malay Public Relations Officer and the Chinese Public Relations Officer an idea of how this work is done in the United Kingdom and, even more important, giving them a much better idea of English life.

1233. Could you tell us what sort of assistance is given to the colonial public relations departments?—The first assistance I think is guidance on policy. We have in the last three years issued a whole series of policy documents covering the policy in broadcasting, the policy in ordinary public relations work, the policy in Press improvement and the policy in Press legislation. Secondly, in regard to the exchange of information we are the only

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people who know what, e.g., the Gold Coast Public Relations Department and the Department of Public Relations in Malaya are doing, and we are able to pass on bright ideas from one to the other. Thirdly, we assist with the supply of publicity material to the public relations departments. That material is produced for us by the Central Office of Information. That is where it overlaps with function three on page one. Fourthly, we assist by acting in co-operation with the Colonial Public Relations Department in putting across information and news about their own particular colonies in this country and in foreign countries. They supply us with the raw material, and we see that it is put across as best as it can be. Those are the principal ways, I think.

1234. You mentioned broadcasting. I wonder if you could deal with that a little more specifically. What broadcasting stations have been set up?—It is a very long list.*

1235. Could you supply a list to us?—Yes.

1236. Could you tell us whether they are commercial or public corporations?—About fifty-fifty. I am sorry, not public corporations because those that are not commercial are operated directly by the Colonial Governments.

1237. Could you tell us what has been the cost of each to the Colonial Development and Welfare Fund?—No, Sir, because a great many of those broadcasting stations have been set up in past years. It was only, I think, one and a half years ago that we got an allocation from the Fund of £1,000,000 to help the Colonial Governments develop broadcasting; and so to all intents and purposes the only information we can give in answer to your question would be how we have spent and are spending that £1,000,000. That we can do.

1238. You have in the expenditure of £1,000,000 developed the broadcasting systems, have you?—Yes.

1239. Could you tell us something about that? What have you done?—Yes. In Malaya and Singapore there was already a very efficient Government-operated broadcasting service, and our assistance there has been to provide them with funds to enable them to get a much larger number of community receivers for use in schools and to make the radio available to more people. In Northern Rhodesia, where again the local government had set up a very good broadcasting station, we have provided money to enable them to purchase a new and more powerful transmitter, and also money to enable them to buy a certain number of receiving sets. The other projects which are being financed are new pro-

* Not published.

jects. We are giving assistance to Cyprus to set up a new broadcasting station where none existed before; to Nigeria to set up an entirely new broadcasting service where virtually none existed before; to the Gold Coast it will be a case of improving but the details have not been worked out yet; to Sierra Leone and Gambia it will be a case of setting up something where nothing existed before. In Tanganyika and Uganda we are now in a fairly advanced state of planning. There is a B.B.C. engineer out in East Africa on our behalf drawing up detailed estimates for brand new broadcasting stations. Kenya is still in a state of indecision; we do not know about there yet.

1240. It is true to say that the Colonial Office in fact is extending broadcasting to areas which previously had not been served?—Yes.

Major Niall Macpherson.

1241. You are using the term "we" all the time. Does that mean the Information Department of the Colonial Office?—It means the Colonial Office in collaboration with the Colonial Governments.

1242. On a much wider plane?—Yes.

1243. From where exactly do the funds come? From what Appropriation?—From the central allocation under the Development and Welfare Act, which is at the disposal, I think I am right in saying, of the Secretary of State. (Mr. Bryant.) Yes, that is right.

Chairman.

1244. With regard to cheap receivers what have you done there? Have you extended your policy in that direction?—(Mr. Blackburne.) We have for several years now been trying to encourage the radio industry to take more interest in this. One particular firm has in fact done that, and it is now producing large numbers of sets which are selling in Northern Rhodesia at £6 5s. 0d. Those sets have been sent to all parts of the world both for testing and, in some cases, for commercial sale. That is a short wave set. We are now trying to get sufficient data about the demand for a medium wave set to enable us to have another approach to the radio industry in trying to get them to produce one or more very cheap medium wave sets.

1245. Have you succeeded so far in getting wireless set receivers distributed amongst the population?—In places like Northern Rhodesia where the cheap short wave receiver can be used, yes, Sir, we have; in other places, no.

1246. Do you anticipate you will do anything in that connection?—Yes, we are quite confident we can as a result of last year's experience in Northern Rhodesia. People were always doubtful whether the

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African would in fact spend £6 5s. 0d. on a wireless set, and until we had sent these wireless sets out to Northern Rhodesia to the tune of three or four thousand we could not say. Those sets have sold like hot cakes, and better than that the first lot of batteries have run down and the Africans have come forward and have bought new batteries, which was the second point about which we were doubtful. We are very, very confident now that there is a great market for sets in the Colonies, once we have got transmitter facilities going everywhere.

Major Niall Macpherson.

1247. Could I ask what is the proposed structure and composition of the boards or corporations in the territories you have mentioned? How will they be controlled?—At the moment they are all controlled as an ordinary department of the Government, not as corporations in any way. The indications are that the Nigerian set up, which will be the next one to start, will start off as an ordinary department of the Government, not as a corporation.

1248. You say "at the moment". Is it the intention that they should remain so?—No, Sir. I think nobody can foresee how it will develop. I think a great many of us hope that the corporation idea will extend in the future.

1249. You regard these largely then as the instrument of the information services of the Colonial Office?—I regard them in part as the voice of the Government of the Colony, but also in a major part as an instrument of education, not of propaganda, and of entertainment which is of equal importance.

1250. There is not at the moment any very great separation between the educational and the informational aspects. I understood you to say that the community receivers were for use in schools?—Yes.

1251. So that the informational and educational aspects tend to merge, do they not?—It is difficult to be precise when dealing with such a vast area of country. When I talk of schools it is correct that in Malaya alone among the colonial territories there is a proper schools broadcasting service run by a Director of School Broadcasting, just as it is done in this country, and which, although it is under the same umbrella as our own broadcasting organisation, is quite distinct from that. In other territories there is no school broadcasting service developed yet. Community sets will not only go to schools. They go to schools because people would go to schools in the evening. They would also go to community centres and to anywhere where people will collect to hear the radio.

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1252. In Malaya is broadcasting done both for the Malayan and Chinese schools?—Yes. I am not sure about the details of the school broadcasts, but the ordinary programmes in Malaya are in Malay, Chinese, English and Tamil.

Mr. Nigel Birch.

1253. I see in paragraph 10 (d) of your memorandum* you say that no information is available as to the proportion of the total estimated expenditure of £4,685,000 which is attributable to services for the Colonial Office. Why do you say there is no information available? What exactly do you mean by that?—Because broadcasts go out all over the world from the B.B.C.

1254. They are always directed to somewhere, are they not?—No, the general overseas service is world-wide.

1255. Presumably some of the colonial broadcasting stations pay something for re-transmitting B.B.C. broadcasts, or do they not pay anything?—They pay nothing for re-transmitting at the moment.

1256. Has there ever been any question of them paying anything?—No. I think the policy we would follow in that is that we regard the B.B.C. as being in this sense the voice of Britain, and it is in Britain's interests that the voice of Britain should be heard in colonial territories.

Major Niall Macpherson.

1257. How is the cost of these broadcasting enterprises borne? Where is that shown?—On the Colonial Government Estimates.

1258. Under what Head?—Under a separate Head normally.

1259. At the moment is the recruitment for the purpose of building up the staffs done specially, or is that just a normal part of the functions of the Government?—It is normally a part of the functions of the Colonial Service Departments in the Colonial Office. They are recruited just the same as any other staff. We do make very extensive use of the B.B.C. recruitment.

1260. They are seconded from the B.B.C.?—They are not usually seconded. For some technical reason there is some difficulty about that, but the B.B.C. have a fairly large staff which is not established, and it does contain a number of people who are anxious to get overseas service. Those are the people who usually go.

1261. To what extent then are you building up local staffs at the moment?—Very extensively indeed, again with help from the B.B.C. The B.B.C. run training courses every month throughout the year, and we have always got two or three colonial people being given instruction. From Malaya where broadcasting is most advanced we have had

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programme staff seconded to the B.B.C. for three years to learn really how to do proper broadcasting.

1262. Is not the language difficulty rather grave?—No. People of that calibre naturally talk English perfectly.

1263. What in fact is the cost in running the Malayan service?—I could not tell you offhand, I am afraid.

1264. Is any special charge made back in respect of information services? Would it be possible to apportion in any way as between education, information and entertainment the cost of running these?—I think it probably could be done, but it would require a reference to the Government of the Federation. It is not a matter which is our concern in any way at all; it is their money, and they are spending it as they see fit. We are concerned only in so far as we give assistance for specific purposes from our Colonial Office money.

Mr. *Diamond*.

1265. I was not quite clear about one answer you gave to the Chairman. You said you had a long list of those cases where broadcasting stations were being set up, of which you were going to supply us a copy,* but I gathered in reply to a question from the Chairman that the organisation was fifty-fifty corporation and Colonial Government?—Commercial or Colonial Government, fifty-fifty very approximately. I have the list in front of me—

1266. That is what I recollected, and then subsequently I thought you said they were all colonial government operated?—Of the colonial government proportion they are colonial government operated, not corporation operated, not as a public corporation.

1267. Are there any areas in which you have broadcasting functioning where you have not got reception on what you call an adequate scale, reception in the sense of enough people equipped with enough receivers to hear what is being broadcast?—I would prefer to put it this way, that there are a great many places which require both transmitting facilities and receiving facilities. In some cases there may be a bit of a time lag in getting receiving facilities up to the value of the transmitting facilities. The fact is that the whole situation is still very backward.

1268. Is that particular time lag very great in any particular case?—No, it is not.

Chairman.

1269. With regard to films, could you tell us first of all what views you have on the effectiveness of films as an educating medium to justify the expenditure incurred?—I think that is a question I cannot

answer, and I do not think anyone can answer the question. When you are trying to create an attitude of mind no one can say how far you are succeeding. All I can say is that the attendance at the film shows given in Africa and Malaya, where they are given most extensively, is extremely encouraging; they are very large indeed, and have continued so over many years. There is no dropping off in attendance. When the film van comes round the whole village turns out.

1270. Does that mean you have not undertaken any research at all as to the type of film which would be most suitable?—No, Sir, we have not undertaken unfortunately yet any proper scientific audience research. The colonial governments have undertaken certain observations by their film officers. We have a number of reports from officers who hang a microphone over the audience and who have a man outside listening to the comments of the audience. But it is not scientific, and one of the priorities we now have for the new work of the Colonial Film Unit is a scheme of audience research; we hope to get that going in the New Year.

1271. Of course the Fifth Report† recommended that there should be some research into this, "There is also need for research into the kind of film appropriate to undeveloped peoples"?—Yes, Sir.

1272. Is it intended that you shall do that?—Indeed it is.

1273. What steps are being taken towards that end?—We have just completed drawing up a programme of work for the Colonial Film Unit for the next few years, and included in that programme is a scheme of scientific audience research.

1274. Do I understand that you are not really satisfying yourselves as to the effectiveness of this?—I am entirely satisfied that the film is a very valuable means of communicating ideas to people. What I cannot say is the extent to which those ideas are really getting across.

1275. I think there were other experiments undertaken in self-help in certain territories. I think the work of Chadwick was one example of that. Has that kind of work been considered or extended?—Yes, it is rather beyond my particular narrow field.

1276. I think it is going on all through Africa. What encouragement does that kind of work receive from the Colonial Office?—Every encouragement. Incidentally it may be of interest to say that Mr. Chadwick himself, who has made a great

† Fifth Report of the Select Committee on Estimates in Session 1947-48 (H.C. 181-1, of Session 1947-48).

* Not published.

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study as you know of the needs of unsophisticated people, is a firm believer in the use of the film, and it is used very largely in the work at Udi.

1277. Could you give us some indication of the way in which you are encouraging these experiments?—Do you mean audience research in films or community development generally?

1278. Experiments with regard to community self-help?—The best example I think probably in my particular field is Uganda where there are what are called demonstration teams. It consists of a film van, a public address system and a team of about seven actors you could call them who descend on a village area and set up a sort of circus consisting of exhibitions. The one I saw had a big cow and a little cow. The man behind them said that the big cow was big because it had been fed in this way, and the little cow was little because it had not been properly fed. There was a lavatory without a cover on it, with a little cover alongside, and lots of worms which showed what happened if you did not use the cover. There were big trees and little trees, a little model nursery for cotton seedlings, and about a dozen such practical exhibits. The entire village area turned out to go round these exhibits. There is a man, either one of the team or the local forestry or agricultural instructor, behind each exhibit, and he gives a little pep talk to the people, demonstrating what is the right way of doing this, that or the other. Then when they have all had their fill of the exhibits the seven members of the team put on uniform coloured shirts and give a jolly good show which makes the people laugh, which is always a good thing, and it brings some colour into their lives. Having done that they give a film show, and then they call it a day. They remain in that area for about a fortnight, and they pay individual visits—going separately, not all seven together—to houses in the area, each one talking on his own subject, one on sanitation, one on agriculture, one on forestry.

1279. Who bears the expense of that?—The Government of Uganda.

1280. You give such assistance as you can?—We give such assistance as we can by helping them with the supply of films and that sort of thing.

1281. Could you tell us how many films are being made at the present time?—I cannot tell you offhand. We have so many small films for the colonies in production all the time. It would probably be a matter of forty to fifty. Major films in production about the colonies for use in this country would amount to about ten.

1282. What would be the average cost of a film?—The average cost of a major film for use in this country would be about £10,000, as quoted by the Central Office of Information.

1283. Do you take all the precautions you can to effect economies in that expenditure?—Yes, indeed we do.

1284. What steps do you take?—We give such assistance as we can to the film parties when they are going out to the colonies to ensure that they do not go and waste time when they get there; we see they are properly briefed; we see there is a proper tie-up between the film party when it goes and the colonial government so that the colonial government can ensure they go to the right place at once; we see they do not go out at a time of the year when it is too wet to make films, which is an easy mistake to make, something which commercial film companies have been known to do.

1285. Do you get any return at all from the films?—Yes, Sir, we do. The films made for use in this country and overseas do bring in a certain amount of revenue. It is not our concern; it is handled by the C.O.I. I do not know the details, but "Daybreak in Udi", which we showed in the House of Commons, has been sold in the United States to a commercial company.

1286. To whose account are such receipts credited?—To the Central Office of Information, who bear the cost of the film.

Major Niall Macpherson.

1287. With regard to the control of film units by the Colonial Film Unit, is that de-controlled to governments of the various colonies?—Yes, Sir.

1288. To what extent?—The Colonial Film Unit policy has been designed to send to the colonies trained people to make films, and then to pull out leaving behind it a local film unit which then owes all its allegiance to the local colonial government. That has happened in West Africa. It is in the process of happening in East Africa. Uganda have just set up their own unit, and at that stage there is no control from London at all.

1289. Do you regard this as a kind of pioneering work?—Yes.

1290. —which will liquidate itself in due course?—No, Sir, because we feel there is going to be a need for a great many years to come for a central advisory service and a central servicing agency in London. A great deal of the film work has to be done in London—processing, sound recording and things like that, and we envisage that as colonial governments set up their own film units they will want a central agency in

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London to do their work for them at their expense. At that stage the Colonial Film Unit will be financed by contributions from colonial governments.

1291. If a major film was being made you might step in to assist or collaborate with the local government where the film was to be made?—We might. In fact we have done it in Malaya where there is an advanced film unit. Major films made about colonies for this country are not handled by the Colonial Film Unit at all; they never make films about the colonies; they are made by the Crown Film Unit, which is under the C.O.I. When they go out to an area where there is a colonial film unit they use its services, and its camera men if they are good enough.

1292. The film units to which you refer as being part of the educating process, do they come under the Colonial Film Unit or are they separate agencies altogether?—No, they are under the colonial governments.

1293. Do they come under the film units they are founded by the Colonial Film Unit in each country?—Yes, Sir.

Mr. Nigel Birch.

1294. As far as you have a film made dealing with soil erosion and it is shown extensively in Kenya, do I gather from you that the Kenya Government would not pay anything for that?—No, they would not, but in point of fact we would not supply them with a film on soil erosion. We would make them pay for that film. The only films we can supply free of charge to them are films which are called by a rather peculiar phrase, "Projection of Britain". Educational work, such as a film on soil erosion, has to be financed by Colonial Governments or from Development and Welfare money.

1295. It is quite a large sum, £250,000 a year for films?—It is £250,000 for five years.

Mr. Spearman.

1296. Can we take it that no money is spent on films, or indeed on other information services, in a rich more or less self-governing colony like Bermuda?—A very small amount of money is spent in sending out to colonies like Bermuda a small number of films, about Britain again. We have, for example, recently arranged with the Central Office of Information to have a film made about "Trooping the Colour". The cost of extra prints of that is fairly trifling, a matter of £10 or £16. When we do have a special film like that to show people overseas something about Britain, we think it is well worth while to send one to a place like Bermuda.

1297. Can we take it there is no expenditure of any moment in places which can well afford to pay for it, if they choose?—I think you can take that, yes, subject only to the proviso that our object in sending films overseas is to propagand. Therefore we would send films in certain cases to places which can afford to buy them, because we feel they would not buy them and would not see them unless we did send them.

1298. Does the same apply to broadcasting?—Yes, I think the same principle applies. That is precisely why we would not expect any colonial government ever to pay for re-transmitting the B.B.C., because we regard it as being in the interests of Britain.

Mrs. Middleton.

1299. I want to turn for a moment to a question put by the Chairman with regard to checking up on the effectiveness of your film shows. You say, I understand, that nothing has been done, but I see from your memorandum* you give us an example of new agricultural methods being shown by films. Has no check been made to find out whether agricultural methods are improving as a result of the films you have shown?—The teaching of new agricultural methods is done by countless other means as well as films. There is no doubt at all that the sum total of all these efforts does improve, and is continually improving, agricultural methods. We could not say that a film is of more value than an agricultural officer going round to a village and giving a pep talk, but I think we ought to be able to say it is more useful than a display of colourful posters.

1300. It would surely be quite an easy thing to check if you chose as a subject for your film one particular idea you were wanting to get across and you concentrated your film propaganda on that?—We cannot wait for that. The object of the exercise is to improve agricultural methods as quickly as we can, and we want to turn the heat on in every possible way we can. I do not think we can afford to say to an area, "We will not give you instruction from an agricultural officer; we will merely give you a film show."

1301. I was not suggesting isolating it in that way; I was suggesting isolating one part of the subject, which is a different thing?—Yes.

1302. Do I understand that you are making plans now for audience research?—Yes.

1303. Can you tell us something about the lines on which that is to be carried on, and what is the forecast of expenditure for this

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year?—We had an estimate prepared about a year ago which amounted to £9,000 over two years, and covered the employment of a sociologist and a professional European projector operator, the purchase of a mobile van and various ancillary expenses, passages and so on to enable these people to do an extensive tour in Africa for a long period, giving special film shows and assessing the results.

Chairman.

1304. May we turn now to information work in the United Kingdom? With regard to your publicity at home is recruitment for the Colonial Service any part of your publicity?—Indirectly, certainly. The fact that we make, as we hope, the British public take more interest in colonial affairs inevitably will improve recruitment, but the actual advertising of vacancies in the Colonial Service is a matter which is not handled by us.

1305. Is there a shortage of technicians in the Colonial Service?—(Sir Charles Jeffries.) Yes, Sir, there is a shortage relatively. We get more men, but we need more than we get. We are asking for technicians in fields where there is a general shortage. The question of publicity for the Service is rather a delicate matter because we want to bring the opportunities to the notice of people who might come into the Service and yet we do not want to create the impression that here is a poor service crying out for people it cannot get. We are carrying on a very intensive recruiting campaign where candidates are likely to be found, in schools, Universities, professional institutions and other places.

1306. What is the method of advertising your needs in those particular quarters?—Very largely personal contact, sending people round to make contact with the heads of institutions, and getting people together and giving them a talk.

1307. Do you find the inflow satisfactory as a result of those methods?—Yes. It is actually better now than it was before the war, but it is not up to our needs. In some services it is improving considerably, but in the medical sphere we are very short because there is a shortage of doctors.

1308. Do you think the general objects you have in that publicity campaign serve that purpose, or do you think some other method might be more effective on people's minds?—There has been a big improvement in the general educating of people in the idea that there are colonies, that we have responsibilities to them and that they do offer great opportunities for service, so that people will think of the Service as a career into which their sons might very well go.

1309. I gather the free distribution of publicity material is very seriously restricted now is it not?—(Mr. Blackburne.) It does not exist at all?

1310. In your publicity campaigns the free distribution of literature does not exist at all?—(Mr. Blackburne.) No, Sir, people have to pay.

1311. Do you think that is the most effective way of bringing the needs of the Colonial Service to the notice of those people who probably do think so?—(Sir Charles Jeffries.) I ought to say that we have a book about the Colonial Service and the opportunities in it, and it is priced to sell. We are allowed free distribution of that to genuine applicants and to recognised sources of supply, but actually it sells very well.

1312. I am sure it does. Does not the memorandum state that there is a limited free distribution of some of the material to schools for advertisement purposes?—(Mr. Blackburne.) Yes, Sir. I should perhaps have qualified it with that. The Stationery Office send out for us to State-aided schools one copy of our major publications for advertisement purposes.

1313. In the hope that it will induce people to purchase other publications?—Yes.

1314. Was the free distribution stopped in accordance with the recommendation of the French Committee or was it stopped because you found it was desirable?—It was stopped on the grounds of principle and of saving money in 1947.

Mr. Nigel Birch.

1315. You say in paragraph 13 of your memorandum* that the deplorable ignorance of the British public about the colonies is being somewhat relieved. What leads you to suppose that?—The fact that we had half a million people in our exhibition in London last year, the fact that we are drawing comparable equal crowds to our exhibition in other cities this year, and the fact that anyone who goes through the exhibition will at least know a little more about the colonies than he did before, coupled with the fact that we are now giving lectures at I think a rate of three thousand a year whereas it used to be about a thousand a year, that films are now available where no films were available and that publications and so on are available and are selling make us believe people want to know what is happening.

1316. You are doing something which you think must produce some result at the other end?—People are seeing things with their own eyes. I have figures to prove that. People are buying things with their own money; I have figures to prove that.

1317. You are spending £12,500 a year on lectures?—Yes.

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1318. Where are those delivered?—About fifty per cent. are delivered in State-aided schools, and they are handled by the Imperial Institute panel of lecturers. About fifty per cent. are delivered in miscellaneous centres of all kinds, Rotary Clubs, Women's Institutes, Youth Clubs and in a few other schools.

Major Niall Macpherson.

1319. Do you mean State-aided or State Schools?—State-aided.

Chairman.

1320. Do you employ lecturers other than the two hundred Colonial officers on leave?—The Imperial Institute and the Central Office of Information each have a permanent panel of some twenty or thirty lecturers who are not officers on leave, and of those I suppose seventy-five per cent. are officers who have recently retired from the Colonial Service. Nearly all of them have some contact with the Colonial Service, and all of them have personal contact and experience of the colonies.

Mr. Nigel Birch.

1321. Are they paid so much per lecture?—Yes

1322. What is that rate?—I do not think I can remember. They are paid by the C.O.I. or the Imperial Institute.

1323. Do you get any people to lecture free?—Yes. A great many of our Colonial officers on leave who lecture in and around their own home town get nothing at all for that.

1324. I see you say you are encouraging United Kingdom newspapers and Press Agencies to appoint representatives in the Colonies. Have you any reason to suppose that anyone has appointed a representative in the Colonies whom they would not have appointed otherwise?—It is rather a delicate question because naturally discussions of this kind with such people are rather delicate affairs, but I should say emphatically "Yes." I can perhaps quote one example without betraying any confidences and without giving names. One very reputable press agency did not know all the individuals whom they employed in the Colonies; it now does know that; it knows what sort of people they are, and it knows precisely what sort of reliance or lack of reliance to put upon their reports. In many cases it has appointed new representatives.

1325. How does this type of expenditure compare with pre-war?—This was quite untouched before the war.

1326. It was not done at all?—It was not done at all.

Mr. Spearman.

1327. Having had experience of political meetings where the attendance does not always justify the effort involved, I wonder if there is any check on how many of your lectures are attended, we will say, by less than forty or fifty people?—The Central Office of Information and the Imperial Institute both require the organisers of every lecture to submit a report after the lecture giving figures of attendance and giving a confidential report on the lecturer's ability, on the response, and also information on any special questions asked. Therefore we do have regular reasonably reliable reports. Audiences do vary naturally. On a wet night you might only get ten people probably, but the C.O.I. have been doing this for some years now and normally they have good experience of the places which do offer guaranteed audiences and they only send lecturers to places where there is that kind of audience.

1328. Could you go so far as to say with any assurance that it would be very exceptional if the audience consisted of less than forty or fifty people?—Yes, I can, save in schools where Imperial Institute lecturers may give lectures to twenty school-children quite frequently.

Mr. Diamond.

1329. Do I gather from your reply to a previous question that you have never previously staged a Colonial Exhibition in London?—I do not think the Colonial Office has ever done so.

Mrs. Middleton.

1330. I want to go back to the supply of publicity material to schools for a moment. Did I understand you aright that everything supplied to schools by the Colonial Office is on a sale basis, except the one copy of a publication that you send?—And films, which they can borrow free of charge.

1331. Is that not rather spoiling the ship for a halfpennyworth of tar? Is this one of your best ways of getting the general public of the country to know more about the Colonial Service?—It is a very debatable question on which no two people hold the same view. I personally have been content to abide by the economy decision of three years ago that there should be no free distribution, and from what one gathers schoolteachers nowadays do get flooded with free literature from every conceivable sort of organisation and are very inclined just to throw it away.

1332. Is there any co-operation at all between the Colonial Office and the Ministry of Education on this subject?—Very close co-operation.

1333. Is there advice?—The whole campaign has been planned with the Ministry of Education

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1334. They advise you not to send publicity material?—It is a Treasury decision that there shall be no free distribution. We had no option but to accept it.

1335. I take it you could have cut expenditure elsewhere if you had thought this was valuable expenditure. It is a question of choice, is it not, in what to cut?—I think it was a question of principle.

1336. Could you give me a specific reply on that point at some time?—Well, as I say, for my own personal point of view I find it very difficult to say. I am content to accept the decision in principle of the Treasury. Others may think differently.

Chairman.

1337. Could you help me on this with regard to lecturers? I suppose there are outside bodies who desire the assistance of a lecturer, an organisation would like to put on a lecturer and so on?—Yes.

1338. Can you tell us who generally organises the meeting itself?—The initiative comes to some extent, so far as the schools are concerned, through the travelling of the Imperial Institute representatives who go round and talk to directors of education all over England. So far as the C.O.I. are concerned, it is through the lecture officers of the C.O.I. who live in different regions in this country, and whose job it is to promote good lectures and to organise good lectures.

1339. Are they full time officers engaged upon that work?—I think so, but I would not know. They are not my employees; they are C.O.I. people. I know when I went, as I did to Southampton where we staged our first travelling exhibition a fortnight ago, to get a larger number of lectures organised the C.O.I. had a lecture officer who went round and, to put it crudely, touted lecturers, with very gratifying results.

1340. Do the societies who have these lectures make charges for admission?—No. They are not allowed to, I think.

1341. Under whose rule is that?—I think the Central Office of Information say, "If we supply a lecturer free we are not going to let you make money out of it."

1342. What about the Imperial Institute?—That is rather a complicated arrangement in which fifty per cent. of the cost is met by the Ministry of Education and fifty per cent. is met by the local education authority. That is the cost of the lecturer's fee and travelling expenses.

Major Niall Macpherson.

1343. So far as the organisation of your own Department is concerned, have you got a special section dealing with home information?—One man, who deals with home information and information in foreign countries.

1344. That is rather a whole time job, is it not?—It is a whole time job.

1345. He is perpetually engaged on this in co-operation with various other Government agents like the Ministry of Education and the Central Office of Information?—Yes, and with a number of private agencies too.

1346. Are you able to assess the effect of his work?—No, Sir, save by what I said earlier and by what I hope will be possible next year. By that time we will have sent our travelling exhibition round England, and we would like to have another social survey to see what the percentages are then as compared with the last social survey.

1347. Amongst other things is he responsible for making statements available to the Press?—No, Sir. All Press matters are handled by a separate branch.

1348. Is the Press Officer under your control?—Yes, Sir.

1349. That is directed wholly or mainly also to home service, is it?—It is two-way. We do everything we can to help colonial newspapers, and goodness knows some of them need help.

1350. All Press matters come under one department. Is there a Press Department?—There is what we call a News Branch, which is one half of my Department.

1351. They do both the liaison with the home services and with the foreign and also colonial?—Yes, Sir.

1352. Foreign as well?—To a more limited extent because it depends entirely on their contact in London with, say, the American correspondents in London.

1353. What is the technique of getting information to colonial papers then?—By telegrams or air mail communications to the public relations officers in the colonies to pass on to the colonial papers. That is one method. The other method, which we use fairly widely, is through the London representatives of the Colonial Press, of whom there are an increasing number. All the big colonial papers have representatives in London, like the East African Standard, the Trinidad Guardian and so on.

1354. Does that apply to European representatives and to native representatives?—Indeed, but there are very few Africans. In fact I only know one so far in London.

1355. Is that Department also responsible for the training of people with a view to an improvement of the Colonial Press?—That is right.

Chairman.] The next point is on information work directed to the Colonies, and I know Mr. Birch wants to ask you a question about that.

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Mr. Nigel Birch.

1356-1361. I see you have a large expenditure on the British Council. Take East Africa, for example. What would you expect the British Council to do in East Africa exactly?—There is a terrific thirst for knowledge among the African intelligentsia, if I can use that rather unpleasant word. Facilities stop when they leave school. There is no means by which they can go on, with the result that when they do leave school they read nothing and they talk about nothing except what they read in their own local newspapers. They do not have nearly enough contact, or they have not in the past, with European people. We feel the British Council can do very valuable work in these directions.

1362. What is it actually doing in East Africa?—They have a centre in Nairobi—it is a little early to say because at the moment it has only just started—at which they have lectures, gatherings for music and so on, but more important I think is the travelling around of a representative who tries to give a little help to any local organisation, the equivalent of our Women's Institutes, he may find, particularly those where the two races meet together. There are places like that in Africa even now.

1363. He is a white man?—Yes, and it is his job to encourage other people to do things because one man alone cannot do anything.

1364. In how many colonies does the British Council operate?—It operates in all four West African Colonies, and it is doing very good work in Nigeria. It operates in Jamaica, Trinidad, Barbados, British Guiana and the West Indies. It operates in Malaya, Singapore and Hong Kong. I think a man has just gone out to Sarawak and North Borneo, and a man has just gone out to Mauritius and Fiji. They operate in Cyprus, Aden and Malta, and they have a man in Gibraltar. There will be people in the East African territories within the next few months.

1365-1367. I suppose it would be difficult to obtain evidence, but is there any positive evidence that they are producing results?—The most positive evidence we have is in the replies to a letter which Sir Charles Jeffries sent to the Governors of all colonies where the Council is operating. It was a personal letter to the Governors, and it was extremely frank in order to get their views. We have a hundred per cent. response from the Governors saying these people are doing admirable work, and they would like us to try to extend it. There were one or two exceptions where they said "We could do a little better if we had a man of a different type". I think that is why there has been criticism of the Council. There has been far too much accentuation on aesthetic activities, pretty

pictures and that sort of thing. What we want is a man who can talk to the people about British local government, and so on.

Chairman.

1368-1370. I see that the journalists cost about £812 each?—Which ones are these?

1371. The eight whom you have got over to take this course in journalism*—total £6,500?—Yes.

1372. How is that £812 per journalist split? I suppose there are fees and so on?—(Mr. Bryant.) I think it covers the cost of the passages between the colony and this country and back again, and then there is a maintenance allowance payable to the journalist while he is actually remaining in this country.

1373. What is the allowance you pay?—About £25 or £26 a month, roughly £300 a year. Then there is the tuition fee payable to the Polytechnic, and odds and ends of expenditure for travelling in connection with the course.

1374. What would be a reasonable salary he could expect when he returns?—(Mr. Blackburne.) That is one of the problems we have to face. A reasonable salary paid in Nigeria is £8 a month on a West African newspaper.

1375. Let us follow up the point made by Mr. Birch. Do you not think this may have the effect of creating more subversive ideas or discontent by sending him back into those conditions?—We hope not.

1376. What is your experience in regard to that?—This is the first year. We are waiting eagerly to see what does happen.

1377. Do you think there is any danger of that?—I think the greatest danger we shall have to face is this: when these people go back their market value, after having spent a year in England, will be such that they will leave journalism and become high-class clerks or bankers.

1378. Then your expenditure in that direction will have been wasted?—Yes. They have all signed undertakings that they will return to journalism, but it is very difficult to have a legally binding undertaking.

1379. Would you make them enter into a legally binding arrangement to receive £8 a month?—No, that is the trouble. All of them are already working journalists, and they have been released by their papers to come over for this course. Normally they will all just return and take up their pens where they put them down.

Mr. Diamond.

1380. You are satisfied that they are people who have a real sense of vocation for journalism. Would they not be guided

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by that to continue in journalism when they go back?—We have every hope that is so, yes, Sir. Every colony appointed a selection board to choose the candidates for the course. There were hundreds of applications from which we could only take eight. Therefore I think it is reasonable to assume we really do get the most deserving cases.

Chairman.

1381. What about the special African propaganda? Have you considered trying to set up an independent English newspaper there? Do you think the expenditure incurred in that would be justified?—No, Sir. I think that is the answer to another question I have been asked. In Nigeria, the Gold Coast and Sierra Leone the Governments are already running their own newspapers in those territories in English, and in some places in the vernacular. In Uganda it is in seven vernaculars, and in Tanganyika in one vernacular and in English. In Northern Rhodesia and in every major African territory there is already a Government newspaper; there is no need for another one.

1382. I gather the purpose of your information service is to break down the suspicion which is in the mind of the population?—Yes.

1383. Do you not think the pamphlets which you issue out officially, through a body of which they are suspicious, might undermine the value of your propaganda?—Yes, Sir, that is why we do not do it that way.

1384. I thought you were. Which way do you do it?—The colonial governments run their own newspapers, and personally—

1385. Do you not send them pamphlets?—Only a certain amount of pamphlets for use in reading rooms. Far more important I think is the material we can get published in the African Press in the form of articles.

1386. Could you tell us why the South-East Asia work is met by the Foreign Office?—Purely for convenience I think. We said we would do this special work in Africa, and they said they would do it in South-East Asia. We could equally well split the cost of both.

Chairman.

1387-1397. With regard to the British Council am I right in understanding that there is a public relations representative provided by the British Council as well as by the Colonial Office in each colony?—No, Sir. They have a most misleading Sub-head in their Estimate called "Publicity". It has nothing to do with publicity at all. I do not know why they use that term. It covers the local purchase of books, the purchase of film strips and that sort of thing.

1399. I see the directive does define in precise terms the functions of the British Council. Could you send a copy of that to us?—Yes, indeed.

1400. With regard to paragraph six of the British Council memorandum, Appendix A,* I see that there are lectures and study groups on such subjects as local government. What other subjects are there besides local government?—It is very difficult to say—any subject that might be covered in any discussion group in any University in England or in any senior school. It might be art.

1401. Is it local government and allied subjects?—No, it might be the Olympic Games.

1402. With regard to the welfare of colonial students that is partly handled by you?—It is handled by the Colonial Office, but not by me personally.

1403. By the Colonial Office?—Yes.

1404. And also by the British Council?—(Sir Charles Jeffries.) The British Council acts as an agency for the Colonial Office.

1405. There is no duality. They are merely acting as your agent in connection with that?—Yes.

1406. Could you tell me something about the Seretse Khama affair? Has it come to your knowledge that any fear and suspicion has been aroused in the mind of colonial people as a result of the Seretse Khama affair?—(Mr. Blackburne.) Yes. I think there has been certain suspicion aroused, but I have also been surprised by the comparatively small amount of comment in the Colonial Press about it. There has been comment, quite a lot, but not quite as much as I would have thought.

1407. Following that I wonder if you could tell us what steps the Colonial Office itself has taken to allay the fear and suspicion?—We have made available all the information which was supplied to us by the Commonwealth Relations Office as to what lay behind all this.

1408. That was the point to which I was coming. Was there any co-ordination between your Department and the Commonwealth Relations Office with regard to this particular affair or similar affairs which might arise from time to time?—Yes, indeed. Mr. Joyce and I were continually on the telephone to one another on the subject, and they kept me posted with information right up to the minute all the time.

1409. Does the Commonwealth Relations Office help the Colonial Office with regard to the object of publicity so as to promote better feelings in the Colonies?—It cannot really help in that way. It helps a great deal on the work in this country in making the Empire better known. It is equally interested with us.

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1410. I want to turn to the Commonwealth Relations Office now, and perhaps they can tell us something about the Seretse Khama affair and how they have co-ordinated with the Colonial Office to try to remove the fears and suspicions which have been created by that?—(Mr. Joyce.) I am the Head of the Information Department of the Commonwealth Relations Office, and perhaps I can answer that. When this first cropped up, as you will recollect, there were a lot of questions and answers in the House. That was the first stage of this. We followed that up at once with a telegram of guidance to all our posts—that was also made available to the Colonial Office—giving the historical background in relation to the territory, the history of Seretse Khama and his uncle, and giving all the facts we could, and explaining (in so far as Government policy allowed us to explain) what the circumstances were in which it had been decided that Seretse could not be allowed to reside in the territory. There was a good deal of criticism, both on the broad ground of policy as you are aware and also on the ground that this was creating hardship to this young man and his wife. Various steps were taken to make things as comfortable as possible for them both having regard to the policy decision. There again we did all we could in rather difficult circumstances to explain what the Government were doing to relieve hardship. In due course I think there has been, broadly speaking, a recognition that the Government had good reasons for the step they had taken, and at the moment the criticism, in so far as there was criticism both here and abroad, has died down. There was considerable criticism of this decision in India, but over recent weeks that has disappeared and we have heard no more about it.

1411. There is close co-operation between the Commonwealth Relations Office and the Colonial Office in matters of this sort?—Yes. So far as our overseas people are

The Colonial Office witnesses withdrew.

Chairman.

1416. Now, Mr. Joyce?—I am afraid it is rather difficult to give a precise answer to that question at the moment in regard to the division of the estimates as between salaries, travelling expenses, telegrams, etc. These comparatively small items of operational expenditure I think on re-examination would need some adjustment. We are not quite happy about them ourselves frankly. There has been a good deal of increase in the travelling of our officers. That is a matter of policy, to get them about the country more than they have been doing in the past.

concerned they are fed regularly by telegrams from day to day whenever there is any development.

1412. Could you tell us something about the estimates which you receive from the High Commissioners? I gather that you make up your estimates on the submission of estimates from the Offices of the High Commissioners?—Yes.

1413. What method have you of checking them?—We have various methods. First of all, during the course of any year we receive very detailed quarterly reports from our posts showing what their requirements are, what the public reaction is to the material and to the activities in which they indulge and what they feel to be the further needs. So when the estimates are drawn up by the directors of information of the various posts, examined in the High Commissioner's Office and sent forward with his recommendations, we have already got a very good general idea of what the requirements are and what priorities there are in the various activities and services. Those are examined in our own office in consultation with our Accountant-General and also with the Central Office of Information. They are then submitted to the Treasury.

1414. There is one point which struck me when I was going through the memorandum,* and that is the amazing increase in travelling expenses?—Yes.

1415. For the disparity in the travelling expenses let us take Canada, which has salaries of £22,156, where the travelling expenses are £1,590. Their information expenses are £14,550. Then let us take India where they have salaries of £85,890, travelling expenses of £20,200 and information expenses of £7,805. What is the explanation of that?—May I just consult my colleagues on that.

Chairman. While you are examining that, as we have finished with the representatives of the Colonial Office, perhaps they would like to go although of course they are quite welcome to stay.

1417. If you are not happy about them yourselves, what have you done to check up on them?—(Mr. Allies.) May I explain? The two Votes of the old Dominions and India/Pakistan have now been amalgamated, and the analysis of expenditure has had to be examined from a new angle. It has been ascertained that much of the information expenditure had been put together with expenditure on travelling and telegrams and lumped into general heads. When we had to prepare the estimate it was necessary to go into past accounts in very great detail to pick out what telegrams and travelling were appropriate to information.

* Annex 17.

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This has now been rectified. We have the expenditure on travelling and telegrams segregated now for information service. A certain amount of ambiguity has therefore arisen because of the different treatment by the old India Office of their estimate which was applied to what used to be the Dominions Office. That is largely due to what have appeared to be ambiguities in the allocation of expenditure, an amalgamation of the two Votes and the necessity for treating the expenditure in the same way.

Mrs. Middleton.

1418. It would have nothing to do with the level of education in the territory concerned?—No.

Chairman. Let us take New Zealand which spent £730 upon information services and £150 on travelling and incidentals; and it has salaried charges of nearly £4,000. Ceylon has salaried charges of nearly £4,000, but it spent £20 on travelling expenses and £2,000 on information expenses. Then you have the Irish Republic, where the salaries are £2,143, travelling expenses £150 and nothing for information services. They are small matters, but they only go to show the disparity. Is there no explanation at all with regard to that?

Mr. Diamond.

1419. Just to remove ambiguity, might I ask if the question you last asked was directed to the different proportions among these different countries which appear on Table 3 of Appendix B, and the answer we received was directed to the increase in travelling expenses as between 1949-50 and 1950-51 which appears on Table 1 of Appendix B?—Yes. That is the significance of these notes.

1420. The point I wanted to make quite clear was that an answer was being given to a question which I thought was not in the Chairman's mind at the time it was being asked? So as to remove ambiguity can I repeat it? The Chairman asked for some explanation of the different proportions between the various countries in the way they spent their money under the three heads described in Appendix B, Table 3.* The answer we were given related to the increase in the Estimates for 1950-51 as opposed to 1949-50 regarding travelling expenses which was due to a faulty analysis in 1949-50. Is that right?—Yes.

1421. Perhaps we can now be told whether there is any reason for the different proportions which appear for the various countries on Table 3 of Appendix B* of their expenditure analysed under those three headings?—I am afraid I am not in a position to say why that higher proportion of travelling expenses is shown against

India as compared with the others (Mr. Joyce.) I would only say that if I happen to be in charge of the actual activities of the Information Service, and I am not in a position to unravel this allocation from the accounting point of view as between these various heads. If Mr. Allies agrees I think we ought to look at that travelling head again in the light of your question, and submit an explanation to you.

Chairman.

1422. I would be obliged if you would?—Quite frankly I really do not know myself how these sums have been allocated.

Mr. Diamond.

1423. I hope the witnesses have the same schedules in front of them as the ones at which we are looking. Appendix B* shows the split up of the total of £635,843 between the British Council and the various countries mentioned?—Yes.

1424. If each figure in the total was to read 100 instead of £38,296 and so on, then the figures in the first three columns would be percentages of the total expenditure?—(Mr. Allies.) Quite.

1425. I would expect those percentages for the various countries to have some relation to one another, or where they have no relation whatsoever, as appears to be the case, there must be some fairly obvious explanation for major discrepancies. I should be most grateful if full information† could be provided on those lines?—Yes.

Chairman.

1426. I see that under functions there is the provision and equipping of reading rooms, libraries and so on?—(Mr. Joyce.) Yes.

1427. Have you any idea what the cost of those are?—No, I am afraid we have not a detailed figure for the cost of libraries, but we have libraries at most of our information posts. There are only a very few reading rooms in India and Pakistan. The policy there is to get the British Council to take on the running of reading rooms in order that there shall be no overlap as between our information service work and that of the British Council.

1428. With regard to the Stationery Office Vote I see that has increased from £16,000 to £40,000?—I made enquiries about that item from the Stationery Office, and the fact is that in making their estimate for 1949-50 they said they had not calculated as accurately as they might have done, and that accounts for the increased figure this year. It does not follow that the whole of the £40,000 will be spent because it represents merely the estimated cost of the production and printing of certain publication which may not see the light of day in view of the Treasury insistence on our effecting such economies as possible.

* Annex 17.

† Annex 18.

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1429. Could you tell us what are the duties of the staff of the High Commissioners with regard to publicity?—Yes. At each of these posts there is a Director of Information, and in the case of Australia, India and Pakistan only there are branch offices where there are information officers. In Australia, for example, there are the headquarters at Canberra, and there are branch offices at Sydney and Melbourne where there are junior officers. In India the headquarters are at Delhi, with branch offices at Calcutta, Madras and Bombay. In Pakistan the headquarters are at Karachi with branch offices at Lahore and Dacca. Broadly speaking, the duties of these staffs are twofold. First of all the directors have a responsibility to the High Commissioners. Incidentally they all work directly under the High Commissioner, and are part of his establishment. They have a duty towards the High Commissioner to conduct whatever publicity he himself wishes done for him or anything which he feels ought to be done locally in terms of local information. They assist him in the preparation of his speeches and so forth. Secondly, it is part of their duty to keep the High Commissioner informed, in the light of their contacts with editors and other people, organisations and societies, about their impression of public opinion and its reactions. Thirdly, it is part of their duty to act as the channel for the distribution of publicity material under guidance from this country. That, broadly speaking, is representative of their functions.

[Mr. Spearman.] I think perhaps my request may be entirely an unreasonable one, and I would like to ask you about it, Sir. I find it very hard to judge whether this expenditure is justified in places like India and Africa, about which I know nothing, but if we take Canada, about which I know just a little, I cannot understand how that expenditure of £38,000 is justified. My request, which I think may be unreasonable, is that we should have Appendix A* done again showing us just what is the expenditure in regard to Canada. Might I very briefly run over that list? No. 1—to help in advising the High Commissioners. In Canada I know the High Commissioner; I know what an expert staff he has; and I cannot believe he needs that help at all. No. 2—it seems the local papers could pay for it themselves. People always value a thing more when they have to pay for it. Nos. 3, 5 and 7 it seems to me could all be done by one man in the High Commissioner's Office. Nos. 4 and 6—I would have thought the Dominion Government was very co-operative and would probably provide those themselves. That may be nonsense, but it seems to me there is no justification in the table as shown to us for an expenditure of £38,000 in Canada.

* Annex 17.

Chairman.

1430. What are your views about that?—I can only say that view has to be weighed against the view of the High Commissioner himself, and judging by the reports which we get from the High Commissioner he will not accept that view. Broadly speaking, these functions are functions which the High Commissioner regards as essential to his own information staff in that country. I would only add—perhaps it is a point of view—that a reflection of the British way of life and a presentation of the policy of His Majesty's Government throughout the whole field of affairs to Canadians is hardly one which you can expect a Canadian Government agency to undertake on our behalf. We have a direct responsibility for presenting our own point of view.

Mr. Spearman.

1431. The only case where I suggest the Dominion Government could do anything is in arranging the distribution of publications. That is obviously a very small matter?—There is a good deal of co-operation between our information office and the Canadian authorities and other Canadian agencies in this matter.

1432. I am bound to say that my very brief acquaintance with the information services in Canada did not convince me. I am not saying they are unnecessary; I do not know enough about them. I can say that nothing I saw convinced me that anything approaching £38,000 was justified in that particular country. I am only wondering whether you could not give us some more clear reasons for justifying it than Appendix A,* which is an omnibus appendix applying to all the other countries?—If you wish us to do that, certainly we will.† During a very short visit I have seen something of the activities of our organisation on the spot, and it left me with the impression that they were doing a very vital job of work—not something which they were doing altogether spontaneously but something which they were constantly being asked to do by the Canadians themselves. The demands on our office in Ottawa by the Canadian Press, for example, are quite extraordinary in terms of requests for articles, material and information of all kinds about every aspect of British life.

Mr. Diamond.

1433. Do I gather that all these officers are directly responsible to the High Commissioner?—They are.

1434. And that he is aware of all their activities?—Yes.

1435. He is satisfied of the usefulness to him of their activities?—Yes.

† Annex 18.

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1436. You get reports regularly?—Not only do we get reports but we, as you know, get frequent visits from our High Commissioners to this country, and the question of their information activities and expenditure is always a subject for discussion with them while they are here.

Mr. *Diamond*.] Might you have considered reducing the expenditure—not necessarily for Canada but for any one of these—during the course of the last year with the High Commissioner, and if so would the High Commissioner be likely to have made any comments on your proposed reduction in the interests of economy?

Chairman.

1437. I gather that in fact these estimates are prepared on the basis of the estimates you receive from the High Commissioners?—Yes, they are.

Mr. *Diamond*.

1438. I notice that the expenditure of the British Council is greater than all the other expenditure put together. I wonder if we could be told whether the work of the British Council in Commonwealth countries is of the same order as we have already heard in relation to the Colonial Empire. If not, what are the major differences, and are you satisfied with the value you receive for an expenditure of £376,450?—First of all, in regard to the objectives of the British Council, we take the same view as the Colonial Office. There again, in regard to the value of the work of the British Council, quite apart from the opinions of Ministers and Secretaries of State, in every instance we are supported most strongly by the recommendations of our High Commissioners. Their only complaint, particularly in countries like India and Pakistan where very great importance is attached to the work of the British Council, is that they have not enough money to do what is really required. We have always envisaged the work of the British Council as that of a two-way traffic, not merely one of spreading a knowledge of Britain in India and Pakistan but gradually encouraging a two-way traffic. Not only is that the view of the High Commissioners but, if I can speak particularly again with regard to India and Pakistan where the bulk of the expenditure is, the Council are operating in those countries on the invitation of the Prime Ministers of India and Pakistan. The question of whether the British Council should launch out in India and Pakistan was a matter of discussion between Lord Mountbatten before the transfer of power and Pandit Nehru, and since then it has been a matter of constant discussion with Liquat Ali Khan, the Prime Minister of Pakistan. It is very interesting to notice that only just recently, within a

matter of the last fortnight, India has set up an Indian Council of Cultural Affairs. In other words there is a nucleus of an Indian-British Council, and there will be a co-ordination of activities and interests between those bodies. There are other societies like the Royal Asiatic Society of Bengal which works in very close touch with the British Council. The reason why the expenditure of the British Council, broadly speaking, is so much greater than our own information expenditure is because essentially the services they run are more expensive. In the first place we have the technical organisation of the Central Office of Information to fall back on whereas the British Council is a much more self-contained organisation. They run a University exchange scheme, which is quite an expensive but a very profitable scheme. We look to them to arrange for an exchange of lecturers, which again is an expensive item. They are concerned to try to help the libraries of the Commonwealth with the supply of books and to make up deficiencies lost during the war years. They arrange lectures and tours. Visits of theatrical companies, for example, are most expensive items, although in certain cases there are very handsome returns in due course. I do not know whether that answers your question. I think you have given me full information.

1439. Without asking for a detailed breakdown of this £376,450 between the countries named, can we take it that the expenditure is highest in India and Pakistan and that it varies roughly proportionately with the expenditure of your own Department?—I did not follow the last part, I am sorry.

1440. Would the British Council expenditure, if split between these various countries, be found to vary somewhat on a similar basis to the expenditure incurred by your own Department of £259,393?—I think it would.

Chairman.

1441. I see you say that in regard to your expenditure in Canada there has been a modest increase, but in fact there has been no increase at all in your estimate?—Not actually.

1442. What would you regard as a very modest increase in regard to Canada?—A very modest increase is about £4,000.

1443. That is directed towards publicity for trade?—Yes, and devaluation of the £.

1444. You mean that the expenditure has increased as a result of devaluation?—Yes.

1445. It does not envisage any increased publicity to foster or to promote an increase of trade?—It does a little. There is a small element in this increase which is due to our efforts to supply Canada with more information about our export drive.

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1446. Is there any co-ordination between yourself and the Board of Trade with regard to this?—There is.

1447. Do not the Board of Trade themselves undertake publicity of this nature?—No, they do not.

1448. Are there no organisations which are undertaking publicity to promote increasing trade between Canada and Britain?—Only the commercial effort itself. The only official effort is that between the Board of Trade, the Commonwealth Relations Office and the Central Office of Information. For example, we are running

at the moment a special cable service of news about the export drive.

1449. You are not apparently spending very much on the trade drive in Canada?—That is true.

Mr. Spearman.

1450. You say nothing is being spent by the Board of Trade, but the campaign is not paid for by the Dominions Office, is it?—No, I do not think so.

1451. It is the Board of Trade who are really spending money on this, and not you?—Yes, not on publicity as such, but—

1452. On the trade drive?—Yes.

The witnesses withdrew.

Adjourned till to-morrow, at 4 p.m.

WEDNESDAY, 24TH MAY, 1950.

Members present:

Mr. Diamond.
Major Niall Macpherson.

Mrs. Middleton.
Mr. Spearman.

In the absence of the Chairman, Major NIALL MACPHERSON was called to the Chair.

Mr. C. F. S. PLUMBLEY, O.B.E., Deputy Controller, H.M. Stationery Office, called in and examined.

Chairman.

1453. As you know we are a Sub-Committee of the Estimates Committee enquiring into Government advertising and publicity. Would you tell us exactly what your functions are?—(Mr. Plumley.) I am Deputy Controller of the Stationery Office.

1454. We are very much obliged to you for the memorandum* you have submitted to us. There are a number of questions I would like to ask you, and I have no doubt my colleagues would like to follow. Could we turn first of all to the question of the actual amount devoted to publicity? The amount that is shown in your memorandum for the year 1950-51 is £574,000.† Is that right?—That is the gross sum.

1455. There is a discrepancy actually with the amount shown in the White Paper, where it is £391,000. Could you explain that difference?—Is that 1949-50?

1456. It is the very last table in Command 7949 for 1950-51?—The net provision of the H.M.S.O. Vote is £391,000. That is arrived at when the revenue from sales has been taken into account.

1457. £574,000† is the estimated gross expenditure?—Yes.

* Annex 19.

† This figure was amended to £558,000 in Annex 20.

1458. And £391,000 is the net expenditure?—Yes, having allowed for the revenue from sales.

1459. Could you explain how you are able to estimate that in advance?—That is provisional. In the White Paper, as you see, it is the expenditure in 1950-51 of what we estimate we shall be spending for Departments, and we can of course estimate what we are likely to sell in the way of publications. It is an estimate.

1460. Will it not rather depend on the nature of the publication?—Oh, yes, but if a Department tells us that they want probably so much for period publications, we can reckon that the greater part of that expenditure will be recovered.

1461. Is the difference that is not recovered accounted for largely by what is given away?—Yes. It would be accounted for by free issues.

1462. What other element would enter into that?—No other element. We would have on one side the total cost of printing the publication for sale, and on the other side the revenue from sales; and as you say there would be copies given away or used for administrative purposes.

1463. What is the nature of the transactions between the Stationery Office and the various Departments? Do you work on

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[Continued.]

a basis of estimate or firm quotation?—We have an estimate from the Department of what their requirements in one publication are likely to be. Sometimes they are carried through to the following year.

1464. Do you give them a firm quotation for any particular order?—No.

1465. Then you bear the profit or loss, do you?—Yes. I would say that overall with Government publishing we recover the total cost of the printing, the paper and our selling expenses.

1466. Overall?—Overall, having credit in respect of copies which are used for official purposes. Our general publishing account is naturally credited with the copies that are used for administrative purposes.

1467. The difference of £180,000* is accounted for by the credit you refer to and also by any copies that are given away free on the instructions of the Department?—Yes,†

1468. Do you give the free copies away yourselves on the instructions of the Department? Do you distribute the free copies or is that done by the Department?—No. We have a very large distribution section for sending out copies, but if it is a case of only a dozen or so free copies then the Department would send them out themselves possibly with a covering letter. If the Ministry of Health were distributing a free publication to local authorities, they would naturally send copies with the circular.

1469. They indent as required for free copies?—Yes. We have, as you have probably seen from the memorandum,‡ a system of demands and counter-signatures to ensure that all demands are properly looked at in Departments before they come to us.

1470. It would appear that a large proportion of the work you do, so far as publicity is concerned, is placed outside?—Yes. You refer to printing outside?

1471. Yes. All the work up to the printing, the lay-out and all that, is done before you place any contract outside?—Yes.

1472. How is that done? Is that done by tender?—We have running contracts, or we put out special *ad hoc* tenders for particular jobs.

1473. What is the difference between the two?—A running contract is where we can send to a contractor and we have a schedule of charges. We send an *ad hoc* tender to likely printers saying "Please quote a price for this job, complete".

1474. Why in that case do you find the Stationery Office are able to print cheaper than contractors?—I would say that the Stationery Office printing presses are not

* £167,000 (see correction in Annex 20).

† The witness subsequently informed the Sub-Committee that the correct answer was "No, it is the revenue from sales".

equipped for printing this publicity matter. As you see from the memorandum only a small percentage of the publicity work is undertaken by our printing works. Our printing works are equipped generally to print the telephone directories, the ration books, all the work we do for you as Members of Parliament and straight reports of committees, but not for the publicity material, the coloured work and so forth and the lay-out of pictorial matter which information officers desire.

1475. Does your statement in the memorandum‡ mean that the type of work done by the Stationery Office is a cheaper type rather than that you are able on equal terms to print more cheaply than outside printers?—No. We have been running our printing presses for a good many years, and we did run trading accounts based on contract charges, comparable charges, for outside work. Over the course of the years we have established that we can print in our own printing works cheaper than outside contractors. We should do because we have not large overhead expenses. As a matter of interest we have surrendered to the Exchequer something like £1,750,000 of so-called profits. They are not profits really, but the trading accounts shows each year a balance in favour of the business. Therefore we are confident that overall we should be able, and we do, print as cheaply as an outside contractor. Bear in mind that we are specially equipped for certain jobs. We are specially equipped to print *Hansard*, and deliver copies at eight o'clock in the morning. There is no other contractor who would print, say, the telephone directories or the ration books. They could do it, but they have their own work and commitments.

1476. In your costs are all normal charges taken into account—all capital and overhead costs that would be comparable?—All costs comparable with the outside business, except profits. They do not come into it. All the costs are taken into account, yes, rent, accommodation, overheads, a proportion of my salary for instance and that kind of thing.

1477. But no capital charges I suppose. Is a notional charge made?—There is a charge for the capital that has been put into the business.

Mr. Diamond.

1478. I just want to get it quite clear that we are being told that for like work you are satisfied you are printing at a cheaper cost than an outside contractor, over a period of years?—Over a period of years we have well established that, and it was the Public Accounts Committee who dealt with this subject last year. We are considering what steps we can take now,

‡ Annex 19.

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[Continued.]

in consultation with the Master Printers, to get what would be a fair comparison. So much of our work now cannot really be covered by the outside contract. That is the difficulty.

1479. Do I gather that the reason for you being capable of doing a certain type of work only is historical, in the sense that the work you have been called upon to do in the past has largely been straightforward printing rather than the publicity type of material?—Yes. We have built up an organisation on the requirements of the public service. For instance, we are not equipped to print large posters. We have not enough work for that. We would go to the specialists in poster production for posters. We could not hope to compete with them.

1480. Arising out of your statement that you have built up your organisation on public requirements, it is clear from what you say about 5 per cent. of the publicity printing only being executed in the Stationery Office works that there are large requirements which you are not able to meet?—Quite.

1481. Have you considered setting up the appropriate machines and the other ancillary organisation to cope with that, or are you of the opinion that there is not enough regular flow of that type of work to make it a commercial proposition?—At the present time you probably know that it is very, very difficult to get printing operatives, and we are suffering a great disadvantage in our own printing works through that. Now is not the time for starting up any new printing works because we should have difficulty over labour. But answering your question more directly. I do not think it would be worth while to set up a department for printing this pictorial matter because there just is not enough to run an establishment economically.

1482. That I gather is a general expression of opinion, but you are not going so far as to say that it has been fully, thoroughly and carefully considered?—In my many years in the Stationery Office, if we could have seen ways in which we could have saved money we would have put that up. I think you can take it as authoritative that it just is not worth while—especially now; I am sure it is not worth while now.

1483. I am sorry to keep on this point, but I only want the information. I did understand you to say that the reason why it had not been done in the past was that there was not a call for this type of work in the past. Publicity work is more a recent development?—Yes.

1484. Therefore what might or might not have been done in the past is no real guide to what the present position might or might not be?—No.

1485. I am really only asking whether, apart from the question of labour difficulties which I can well understand, you have given consideration to the question of setting up the appropriate machines and whatever else may be necessary in order to carry out additional types of work on a more economical basis, which you say you have been able to achieve with the standard type of printing as compared with the outside contractor?—Photogravure work is specialist work. We do some photogravure work in preparing saving stamps, and we are going in for more photogravure work in the production of National Health Insurance stamps. I spoke to our works manager only a few weeks back, and he felt then there would be no point in going in for full colour photogravure work, that is coloured picture magazines. You may know the magazine called "Today" which we publish and print for the Central Office of Information for their overseas publicity. Outside printers have been doing that, but they just refuse to do it. They say "We have far too many commitments from outside." We had to make approaches to another firm and say "This is an essential service for overseas work. Will you please oblige?" and they have. The firm who used to do this gave it up because they simply could not get any more operatives for this photogravure work. Even if we could say to you we think we could save so much a year, we just could not get the operatives to man an establishment at the present time.

Mrs. Middleton.

1486. I want to ask whether the things you are comparing are really comparable when you gave us your view that the cost of work done by contractors is more than the cost of work done by the Stationery Office. I should have thought, from the contact I have had with the printing industry that the ordinary printing contractor performs many services for his customer that in the normal way would be done by other members of the staff of the Stationery Office at the time when the work is being prepared?—Our comparison of the cost of our own printing work and the cost by private contractors was quite simple. We had contracts with private contractors. The work done in the printing presses was priced out on the basis of those contracts which we had with private contractors. It was comparing like with like.

1487. You actually priced the jobs which were being done, and then you obtained estimates for them from contractors and compared them with your own costs?—No. We had running contracts with outside contractors, and we priced the work done in our own printing works on the basis of the contracts that were being operated by other printers.

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[Continued.]

Chairman.

1488. What proportion now of the work you lay outside is done by tender and what proportion by contract?—They are both really contracts. It is a competitive price practically for the whole lot. It is very exceptional for us to place a job without competitive tendering, unless it is a very urgent case. Then you get a price, and by experience you say this is a fair price.

1489. It is all done by tender, and with people with whom you are accustomed to work?—Yes.

Mrs. Middleton.

1490. In reply to Mr. Diamond I take it your main point was that for the Stationery Office to take over all printing at the present time would be inadvisable, may be impossible, because of the difficulty of getting the necessary operatives for the work?—Yes.

1491. But one imagines that is only a temporary situation. Can you visualise the situation when it becomes easier to get the labour that you require? Would you then think it would be advisable to extend the scope of the printing done by you?—Away back in the 'twenties the Gretton Committee, I think it was, decided that the Stationery Office should do about a third of its work in its own printing presses and two-thirds outside. There are many advantages in having a comparison with outside costs. I would not advocate that the Stationery Office should set up printing presses to do all its work.

Mr. Diamond.

1492. In general terms is that the proportion on which you have been going?—We have had that in mind. We have to be governed sometimes by what we can get, but as you will see from the memorandum we do approximate to that. If you take the election work into account we do a quarter, but if you ignore the election work then we are now doing about a third.

Chairman.

1493. Would you say then to what extent you have expanded since the war?—The expansion is not very much. We have more establishments than we had before the war. We have twelve printing establishments now, but we are handicapped at the moment by the shortage of printing labour. We have vacancies for, I think it is, ninety compositors, something like that number, and you just cannot get people. Outside printers are in fact paying higher than trade union rates in order to get staff or operatives.

1494. Do all Government Departments pay trade union rates only?—No. We have a system of merit money, but at the moment we have to be very cautious in increasing wages.

1495. Is there any competition between Government Departments for personnel?—Not between Government Departments. We could stop that.

1496. Between yourself and any Government agency?—No, we are not aware of that. We would sit up and take notice if we found any Government Department enticing our own people away. We have not any evidence of that at all.

Mr. Spearman.

1497. I notice that in the list of expenditures, Subheads A, B, C, etc., almost all have gone up enormously. Sometimes they are four or five times as much as what they were in 1938-39, with one exception—Capital expenditure on the purchase of machinery. Is it possible that your other expenditure has gone up more than it need have done because you have had to keep down your capital expenditure on machinery?—No, I do not think there is any point in that. Frankly I was surprised to see the figure for 1938-39, but I do remember now that at that time we were buying some machinery for the production of ration books.

1498. It was an exceptional year?—I would not like to say that, but I am surprised at the figure of £68,000 in 1938-39. I know that in this coming year we do not propose to expand very much. We have tried to keep the Vote down. I am not saying that we are not asking for essential things, but we have moderated our demands as regards replacement of machinery in view of the existing financial position.

1499. You are satisfied that you are not losing any major labour-saving devices?—Yes.

1500. I am not sure whether this is a fair question, but you did refer to the fact that you published the telephone directories?—Yes.

1501. In New York, which by and large has the same population as London, there are only two telephone books—one for the whole of the centre and another for the outskirts?—Yes.

1502. Whereas we have a set of four or five books now?—Four.

1503. Is it not likely that the expenditure on the New York telephone books is very much less than ours, and might not there be a material saving to be obtained by copying their methods?—Yes. As you will appreciate that is a matter really for the Post Office. We are agents of the Post Office in this matter. The Post Office may say that yes, it would be cheaper, but we should have to pay more in answering enquiries. I do not know, but you will agree it is a matter for the Post Office.

Mr. Spearman.] Yes.*Chairman.*

1504. I do not want us to pursue that too deeply because it is rather outside our terms of reference. Could I just summarise the position as far as we have gone?

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[Continued.]

Within the limits of what you are able to do in regard to printing and publicity, do you consider whether you can actually take on the work or not?—Yes. You are talking now of general publicity and whether we place the work outside?

1505. Within the limits of what you are able to do, do you do the work yourselves if you can?—Yes. I think generally it is a case that if we cannot find someone else to do the work we try to load the work out into our own establishments. At Harrow and Drury Lane we are really overloaded, and much of the work they get now is work that we just cannot place elsewhere. I will give you a case in point. It was decided that the Navy list should be made available for Members of Parliament. In the past that document contained a lot of confidential information, and it was decided that we should have a non-confidential edition to be put on sale. The Navy List is a very difficult job to compose. There is a lot of work in it. We could not find a printer who would take on the job, and we told our printing works at Harrow to work it in as best they could. That is our difficulty.

1506. I have just one further question on the price that has to be paid for work given to outside contractors. Have you any control at all over the profit made, other than the fact that you call for tenders?—Well, we call for competitive tenders. If you go out to competition you have not much right to say "What is your profit on this?" If you are working on a cost basis you have, but there is very little of our printing done on a cost basis. In fact I do not know of any at the moment; it is a big business and I cannot say about all its ramifications, but I do not know of any arrangements where we pay on a cost basis.

1507. Do you make yourselves responsible for the supplying of the necessary paper to the contractors?—Yes, generally we do. We have a very large number of what we call paper depots for printers. We supply the paper, and then they draw off as they require it. If you had asked me about the increase in salaries I should have said to you that one of the items that increases costs is the number of depots we have for paper. The increase over previous years or before the war is rather important. In 1939 the contractors' paper depots numbered 99; the comparable figure today is 397. One of our difficulties in placing printing is that we have had to go all over the country, and so these paper depots have grown. We had the advantage that we could send the work down and the printer could get on with the job rightaway. He draws on our paper, and we have a balance sheet once a year.

1508. Do you buy your paper direct?—Yes, from the mills. We are quite big customers for paper.

1509. You are satisfied that you get paper then at the lowest possible price?—It has been controlled, of course. We are running into difficulties now the control has been taken off. We are now having quite a lot of difficulty in getting paper because of the competition of these pictorial magazines and so forth that are starting publication.

Mrs. Middleton.

1510. Difficulty in quantity or price, or both?—Not price, but we must compete with commercial people for the paper available. The paper mills have commitments with publishers. There is also more export trade in paper now.

Mr. Diamond.

1511. Has the tendency been for the price of paper to go up as a result of the control being removed?—Yes, the price of paper has gone up. Take esparto paper; that has gone up by £9 a ton.

1512. What sort of proportion would that be compared with the average price?—I am not quite sure of that; I would not like to say. I should think it is about £60 or £70 a ton; it is quite a large increase.

1513. Something in the neighbourhood of a fifteen per cent. increase?—Yes, it is quite a fair increase. You are probably aware that the price of paper did go down, but it is now going up. I think in my memorandum I did say that the price of paper was now up 130 per cent.

1514. That is since 1939?—It is going up now. The increased cost of paper since pre-war is about 130 per cent. There has been a reduction of some 12 per cent. since 1st April, 1949, after taking into account sharp increases during recent weeks. We have had sharp increases in the last month or so. Further increases are anticipated through the increasing costs now being felt by the industry.

1515. Does that apply to all grades of paper?—No, there are certain classes which are still under control.

1516. Are you having any special difficulty with paper for publicity purposes?—There is not a lot of paper for that. We did have a spot of bother in getting enough paper to print the new P.A.Y.E. Tables. That is really a very big job, requiring something like eight hundred tons of paper. That was one of the cases when we felt we had every right to have that paper.

1517. The cost of printing you say has increased by 120 per cent.?—Yes.

1518. How much of that is due to wages?—Approximately 50 per cent. on account of wages.

1519. Do you mean 50 per cent. of the total increase is due to a rise in wages?—Yes.

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[Continued.]

1520. What is the rise in wages then as compared with pre-war?—My information is that of this 120 per cent. wages and allowances account for approximately 50 per cent. The balance includes increased overhead expenses and the cost of repairs and renewals. Repairs and renewals are expensive items for printers because they have not been able to get the replacements they otherwise would have had.

1521. Do you assist the contractors, with whom you place publicity printing, to improve their productivity?—It is a case that our job is just fitted in with all their other work. There is little we could do in that. We on our part would say to a department, "Make this sixteen pages, which is a printing unit, rather than eighteen pages." We work with the printers all we can in that respect to get a proper working unit.

1522. You aim at securing the maximum economy?—Yes, to ourselves and in production.

Mrs. Middleton.

1523. How do you account for the fact that, judging from item five on page two,* your publicity expenditure as against the 1938-39 amount is more than double both in relation to paper and printing items and also in relation to the total estimates? How is it that you are spending so much larger a percentage of your budget at the present time on publicity? What accounts for that?—Before the war we did not have such extensive services in Government Departments on publicity and public relations.

1524. I take it that it is not publicity for your publications here?—No.

1525. It is publicity in relation to the work of the Departments?—Yes. I was not aware that you were asking about our own Stationery Office, publicity. The publicity we have for the Stationery Office is all for more money to come back. That is to say, we give publicity to our publications, and take the cost of that publicity into account when we price our publications.

1526. What percentage of the cost of your publications then is borne on the item "Publicity"?—A very small amount. We spend about £4,000 a year on publicity and sell about £600,000 worth of publications at face value. So it is a very small amount that we spend on publicity.

Chairman.

1527. It would be of assistance to the Sub-Committee if you could let us have a statement for last year as to how much the sale of publications realised and how much in fact was the value given away?—We can supply that information. We run our publisher's business as a commercial concern, and so we have to have those figures.†

* In Annex 19.

† Annex 20.

Mr. Diamond.

1528. Could I just go back to the question Mr. Spearman asked in regard to the capital expenditure shown on the first page of your memorandum.‡ I appreciate this is purely on a cash basis; we have got no profit and loss account here. If we had you would show, I imagine, your wear and tear or the depreciation of your machinery on a normal business accounting basis?—Yes.

1529. Have you any indication of what those figures would be comparing 1938-39 with 1950-51? It would be a better comparison than a cash basis which is shown here?—No. I am afraid I cannot answer that.

1530. I gathered from you that you did prepare a profit and loss account?—Yes, we have. That would show the amount for depreciation of machinery, and we of course take into account, when we have what we call a profit on the balance sheet, that that is a sum which represents what is a possible saving. We surrender some of that to the Exchequer, and the other we carry forward for capital expenditure.

1531. Mr. Spearman was very interested, and so am I, in finding out whether your capital expenditure, on the face of it, seemed to be appropriate having regard to all the circumstances?—Yes.

1532. On the face of it, on these figures alone which are quite misleading because they are purely on a cash basis, they are not appropriate at all. All your other expenditure goes up, and it looks as if you are spending far too little on capital expenditure in 1950-51 whereas the answer may be that 1938-39 was an unusually heavy year. Therefore to me the real answer would be a comparison of your depreciation figures in your profit and loss account, and I am wondering if you could give us any indication of what they were for those two years?—Yes, we will give you that information.†

Chairman.

1533. I wonder if I could revert again to the question of the cost of printing, including wages, cost of materials, etc. Would it be possible to indicate the cost of wages in 1938-39 as against the cost of wages in 1949-50 and the estimated cost of wages in the present year?—Do you mean the average wage?

1534. The total wages?—Yes, we could get that information for you. That is the total wages paid in our printing works in 1938-39 and the wages paid in the last year?

1535. Yes?—Yes, we can supply that information.†

‡ Annex 19.

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[Continued.]

1536. Am I right in assuming that it is part of Subhead A on page one?—This is rather a complicated business. We have under Subhead L salaries, wages and upkeep of machinery. The wages part is split up between printing and binding because we are paying in wages what really is for printing and binding.

1537. Could you indicate how much overtime at present adds to the cost?—Well, it adds very considerably to the cost. We are just working almost as much overtime as we can, because we cannot get the additional operatives. We are limited by trade union conditions in the extent of overtime working, as you know.

1538. What is the limit at the present time?—I am sorry I could not answer that. It varies with different unions.

1539. Have restrictive practices at all added to costs since the war?—Restrictive practices do add to cost.

1540. Have you actually put into effect at all any of the recommendations of the Letterpress Printers who have been studying productivity in America?—We have under consideration production schemes within the Department, and this Anglo-American Report on Printing will arise from a visit of the Printers to America. We have kept in touch with them on their enquiries and research.

Mrs. Middleton.

1541. Does your merit scheme, which you mentioned incidentally just now, add at all to this? Is that directed to acting as an incentive to greater output?—Yes, it should do.

1542. But does it?—Well, merit money is very common in the printing trade at the moment.

1543. Can you tell us something about how it works?—It is a device for recognising good work.

1544. You say "it should do" as if you had some doubt about it?—It does not operate like that.

1545. Could it be used to operate in that way, as an incentive to greater output?—Yes, although it is not very popular with the operatives. They like to have a general increase.

1546. That cannot be overcome?—Well, it is difficult to overcome.

Mr. Diamond.

1547. Is this merit rate a flat rate or a rate related to output?—No, it varies. It is trifling with us—two, seven or ten shillings, that is all.

1548. Per what?—Per week.

1549. For output or for what?—In addition to the trade union rate.

1550. Is that given every week to that particular operative?—Yes, that is the difficulty. Once you give merit money you have very great difficulty in taking it off.

1551. An operative who qualifies in a particular section for the additional seven shillings a week, whatever it is, will continue week after week to draw that seven shillings a week so long as he does not commit any major act of indiscipline, irrespective of whether his production rises or falls?—Yes.

Mrs. Middleton.

1552. Who recommends a man for merit money? How is it decided?—The manager of the printing works decides that on reports from the overseers. The overseers make their recommendations, and the general manager approves. The general manager is charged with running these printing works as a commercial concern.

1553. Is it not possible to devise a better method of incentive to output than that?—This question of better methods of production is one to which we are very much alive, and the printing trade generally is alive to it. You probably know that the Cambridge University Press have a production scheme, an incentive scheme, and we have sent our general manager and two more people down there to see it. We are fully alive to the matter, and we would be very glad to get some scheme of payment by production, but it is not easy. You will also know that the London Society of Compositors have shut down on all these schemes for the time being.

1554. Do I take it from what you say that you would like to see the present merit scheme replaced by something more in the line of an incentive production scheme?—I would, but I say there are great difficulties in bringing such a scheme into operation. We have a committee studying the matter at the present time, because it is so much better for all if wages can be related to production.

Mr. Diamond.

1555. When you said that the payment of overtime rates increased costs, did you mean that the additional rate not the flat rate, payable during overtime hours was greater than the saving in overheads, taking all overheads into account?—Yes. I see your point. Say you pay a man five shillings an hour; that is all you pay; the overheads are still covered.

1556. You do not pay him five shillings, because part is the overtime and part is the flat rate?—I was thinking the five shillings would be the addition for the overtime rate; it is a very excessive rate. I cannot tell you the actual rates for overtime because I do not know them, but the rates for overtime work are very high. We know from outside contractors that, if we go to them and say "Here is work that we

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[Continued.]

want you to produce for us at night" because we cannot do it in our own printing presses, we have to pay almost double for that service.

1557. You have not carefully computed the saving in overheads and compared that with the additional rate for overtime to enable you to say that the payment of overtime is a dead loss?—We have not done that for the simple reason that we have to get the operatives to work as much overtime as we can.

Chairman.

1558. Is there a high proportion of the publicity work that is required by a definite date?—Yes. I have said in my memorandum that our relations with the Central Office of Information are quite happy. They give us due warning. If we find a department is unreasonable and we are likely to pay more money because they have said "Give us proofs within five mites", we say "You should have told us before; you are just wasting public money by springing this on us at the last moment". We have established with the C.O.I. a system whereby they give us warning in advance of what is coming along.

1559. Do you find that there are any practices which lead to additional overtime—such as excessive corrections?—Excessive corrections of course are not new. I would say that in my experience we are not having any more difficulty to-day than we had, say, thirty years ago. We have a system within the office that operates when the printers' bills are paid. The contract provides for additional payment if the alterations are excessive, and in such a case we would then take it up with the Department and say "Why was this?" I think the Departments in their own interests realise too that excessive corrections cause delay, because as you know you can set work by monotype or linotype machine but the corrections have to be done by hand. That will cause delay. We say to a Department, "See that your copy is in final form, and you will get better production and save cost, saving especially the hand compositor's time".

1560. I would like to turn now to paragraph seven of your memorandum* on general financial control. I wonder if you could indicate whether you have any evidence that the limits of the provision for each Department, when fixed for each year, are fixed so high that there is no danger of them being overspent at all?—No, I think that is wrong. The limits are discussed with the C.O.I. and the Department, and they are supposed to put what is really required for that period. When we come to fix subsequent limits we have regard to what has been spent in the past. If there is an underspending we cut the limit for the following year.

* Annex 19.

1561. How exactly is the global figure arrived at for publicity passing through the Stationery Office?—The Departments in the autumn say to the Stationery Office that their requirements for the coming financial year are so-and-so in comparison with the past year. They might say, "We expect a ten per cent. reduction in our publicity work". It is on that basis that we eventually form the global figure.

1562. Does each Department in turn give to you an indication in advance of what its publicity requirements are likely to be?—Yes, what we call the reply to the estimates circular which tells the Stationery Office that the Department's requirements for printing, paper and so forth will be, in comparison with last year, so much.

1563. When a demand is received is it ever cut down in your experience because you feel that the numbers required are excessive?—Yes, that is so. Departments are inclined to want rather a lot, and of course the position is that the Stationery Office has a right to say to the Department, "We are sorry. If you want this you must go to the Treasury and get authority". The Treasury, if the Department goes there, will consult us, and we have our say. Not always do we have the day because the Treasury, with wider knowledge, may say that the request is reasonable. We have had a number of cases where Departments have asked for quite a number of publications. We had a case with one department where the original proposal was for 70,000 or 80,000 copies of advisory leaflets for free distribution. We regarded this as extravagant, and we said "You must make your case to the Treasury". We have always pressed the point that people should pay for books especially for a continuing series. In the end the Treasury agreed to the first six issues being free, and after that they would be paid for. To our satisfaction we are now selling 37,000 copies of those leaflets, which is pretty good because anybody can give copies away. There is no limit to free distribution. There is considerable satisfaction to us when we secure a large sale distribution.

1564. What happens to copies that are ordered and printed, and are not in fact sold? Where does the cost for that fall?—They are just wasted. We get them back to pulp as quickly as we can. In fact we act as private publishers do. There are bound to be cases where we overprint, and those copies are wasted. In our general publishing business we put on one side the total cost of production, and on the other side the receipts from sales and the credit for official issues. That is our job, to try and balance that out.

1565. What I was trying to arrive at was on whom the ultimate responsibility for any particular quantity fell. Who judges the probability of sale of any particular

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[Continued.]

publication?—That is the Stationery Office responsibility because the printing and paper is borne on the Stationery Office Vote. We decide the number of copies of any particular publication to print.

1566. You are in effect publishers?—We are publishers, the largest publishers in this country.

Mrs. Middleton.

1567. Do you get many surprises?—Yes, we do, but this publishing business is a very interesting job. You decide how many you are going to print; then you launch it; and you watch daily to see what the results are. We are not paid on a profit basis, but it is a very interesting job to see how it turns out financially.

1568. Have you any experience or evidence that Departments are now asking for secondary forms of information, such as digests or surveys, to be distributed free, which formerly or which even now in different forms are available for sale?—Had you any particular publication in mind there?

1569. We were thinking of the "Home Affairs Survey," which I understand is mainly for distribution abroad?—This "Home Affairs Survey" is issued to information officers abroad. I have seen it although it is not a published document, and I felt some years ago that it was a thing which would be worth selling. Then we came to the "Commonwealth Survey," and we had a request to increase the distribution of the "Commonwealth Survey," a comparable document to that you know, and we said, "No, we feel it should be put on sale."

1570. That is in reverse I take it, is it not? That is information about the Colonies mainly for distribution at home?—This is a Commonwealth service proposal to increase the free distribution from 1,500 to 3,500. We opposed that. We said, "Instead of increasing this free distribution, why not have a subscription service because it is worth paying for?" That led to a meeting at the Treasury. It was strongly opposed by the Central Office of Information and the Commonwealth Relations Office, and the Treasury decided, in view of representations from the C.R.O. that it was so important that they should get over this information to approve the increased free distribution.

1571. I can understand the C.R.O. opposing it, but on what grounds did the C.O.I. oppose?—They thought they would get a wider circulation. I must agree you get a wider circulation if you give them away. They said to the Treasury, "We will safeguard this; we will review it; we will send out a card saying, 'Do you still want it? Is it still of value?'" I think that was the kind of thing you had in mind.

1572. Yes. Have you by and large increased the number of selling publications greatly, at the expense of those distributed free, within the last period?—It is a continuing fight with the Stationery Office saying "Do not give them free; put them on sale." I could not tell you whether we are doing more or less. It is always there. Whenever there is a request for free distribution the matter is considered by the Publications Division as to whether it is worth putting them on sale. You probably know that we are against this business of pricing a document and giving it away wholesale. In other words we do not mind giving away a few copies, you might say sprats for mackerel, but we very much object to giving away mackerel just to get back a few sprats.

1573. Do you find that Departments tend to ask liberally for free issues?—Yes, they do because from a Department's point of view they want the work of the Department known. Again over the course of years we have had tussles with Departments in reducing free distribution.

Mr. Spearman.

1574. I suppose the proceeds from *Hansard* are very trivial, perhaps on account of its cost?—I think we lose about £40,000 a year on *Hansard*, because there again it is an expensive production as it is done overnight. We price it at sixpence. We have a *Weekly Hansard* at one shilling and sixpence. There is a loss.

1575. Are you satisfied that you have taken all reasonable steps to increase circulation?—Yes. We can say we have tried to do all we can to increase its sale because we realise how important it is that the debates in the House should be known.

1576. You do not see it on every bookstall, do you?—The bookstalls have tried the *Weekly Hansard*, and they just lose. We could not contemplate sending it out on sale or return. There is such a tremendous loss there, but when the *Weekly Hansard* was instituted it was very widely known. So many people started to subscribe to *Hansard*, and then found they had no time to read it. So the sale dropped. We did get *Hansard* up to something like 17,000 sale copies, and then it dropped and dropped to about 10,000 and 9,000. When we had the new Parliament it went up again to 11,000, and they tell me that it is just dropping again.

Mr. Diamond.

1577. Is that per day or per week?—Per day including the copies making up the weekly edition. If you make the debates more interesting we as publishers would be very pleased!

1578. Is it one of those documents which you think is worth pricing?—Yes, because otherwise there would be a lot of wasteful distribution. People would say, "Yes, we will have a copy", but when they have to pay for it they think again.

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[Continued.]

Chairman.

1579. Can we turn to paragraph eight of your memorandum*? I gather from this that the Departments are using the resources of the Stationery Office for lay-out more extensively than they were?—Yes, we are extending our services to Departments in that respect because we have developed our lay-out section since the war.

1580. Is that partly or largely due to the development of publicity, requiring more lay-out?—Yes, that is true. During the war the old Ministry of Information did have very high standards in the matter of production, and there is an increasing interest outside I think in typography, and we are trying to keep abreast of things.

1581. What are the actual resources at the moment in terms of staff?—We have a chief typographer, one artist and six office assistants.

1582. For the benefit of the Sub-Committee could you tell them exactly what the lay-out staff do?—Yes. The lay-out staff would receive copy from Departments and advise on the lay-out, the kind of type that should be used and the type for the headings. They would decide or advise on the size of the book for the particular job. Some might be represented by a pocket size; and others we might make in Crown Quarto to accommodate large tables. The lay-out section would advise on the general appearance of the publication in that it is something pleasing to read, the size of the margins, the space between paragraphs, the space at the top, the space at the bottom and that kind of thing.

1583. And the illustrations?—Where to put the illustrations, but I would say that we are not equipped as well as the C.O.I. for pictorial presentation, not picture books. We do an illustrated book, but not a picture book. We do a book where you have a few supporting illustrations, but we do not reckon that we should do pictorial books.

1584. Supposing it was suggested that you should take on all that work, what expansion of staff would be required?—I think we should say "What are the staff engaged on this work at present?", because we could not tell you what staff we should want without some knowledge of the extent of the work to be undertaken; and I have not any knowledge of that at all.

1585. Is that the governing factor then whether you receive work direct or through the Central Office of Information, whether or not it requires illustrations?—No. There is the other point that the C.O.I. are equipped to advise editorially; we are not; we are just the publishers. We are not equipped to advise on the inside of the book, so to speak the matter of the book.

1586. Are not Departments in the main equipped to advise editorially?—I would

say this: they should be. I think the C.O.I. will tell you from their experience that they are able to do quite good work editorially. We in the Stationery Office sometimes see ways in which copy from a department could be improved, but we must be very careful in what we say in that respect. It is a job which should be done, but we just have not the staff to do it.

1587. You might make unofficial suggestions?—Yes. We must take the stand as you rightly say, that Departments are responsible for their own matter.

1588. What directions do you actually issue to contractors on lay-out?—We tell contractors the size of type to be used, and give them a full specification. There is a good deal of work in advising printers what to do.

1589. Do the contractors deal entirely with you and not with the Departments at all?—No. They have the order from us; they have the copy from us. It is an advantage for contractors to deal with us generally, but we never object to a department having contact with the printers if it will help, as it does sometimes. We may arrange for a departmental representative to read the proofs at the printers, if it is an urgent job. Of course printers send proofs direct to the Department, but the Department return the proof through the Stationery Office.

1590. When something is received through the C.O.I. do you still have any say on the lay-out?—Yes, we do, but we should hesitate. We should need to have a very good case to differ from them. We can say from experience that the lay-out work received from the C.O.I. is in pretty good order. They touch very little plain matter; it is usually pictorial matter.

1591. There are no hold-ups in the Stationery Office for that reason?—There are no hold-ups in the Stationery Office for that reason. I am aware of the statement that there is delay in dealing through the C.O.I. I am not prepared to say there is undue delay any more than the delay which is inevitable when you bring in a third party. If the Department comes directly to the Stationery Office, well and good. If the Department goes through the C.O.I., and the C.O.I. to the Stationery Office, when the proofs come back they have to go to the C.O.I. and then to the Department. There must be more delay, but against that you have the advantage of the specialised service of the C.O.I.

1592. If a Department feels that it may need editorial assistance or assistance with illustrations, it will go through the C.O.I.; if not, it will normally come direct to you?—As I said in the memorandum*, if they are editorially satisfied with the matter then they come to us, but it is open, as you know, in that report on the set up of the

* Annex 19.

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[Continued.]

C.O.I. for Departments to go to the C.O.I. for advice on the matter. If Departments are satisfied "We know the Stationery Office; here is a straight job", naturally it is quicker to come to us direct.

1593. When they are planning with the C.O.I. they may agree with the Central Office of Information that this is a job which can go direct to the Stationery Office?—Yes.

Mr. Diamond.

1594. There is no overlap on publishing matter on printing, planning, lay-out and that sort of thing?—I did in my memorandum refer to the small lay-out sections in Departments, which the French Committee said should be reviewed on their merits. We thoroughly agree with that.

1595. There has been some possibility of overlapping then?—We very often find that, if there is a departmental lay-out section, they send forward copy saying they want a certain type. We might say, "No, you just cannot have this certain type because it is not available with the contractor who has the work." Our own lay-out section is able to work in close liaison with the ordering section.

1596. Do I gather then that this overlap, which has been taking place, is now ceasing?—It is ceasing. It was only a possibility that you get experts in outside departments who present copy to us with their ideas of presentation. They sometimes may do that, and sometimes they are extravagant. If copy comes to us in manuscript then we may say this will want 10-pt. type and the Department is possibly satisfied, but if they have a lay-out expert he may say, "I think we should have larger type for this", and so forth.

Chairman.

1597. Have in fact the lay-out staffs in Departments been reduced much of late?—I have no information on that. We in the Stationery Office would not know.

1598. You might know simply by the form in which copy came to you?—Yes.

1599. Is there any evidence of that?—We have evidence that our own lay-out section is being increasingly used.

1600. From your experience of Departments are people kept long enough in a job, when they are not experts, to get a working knowledge of what they have to do in their relations with the Stationery Office, or do you find a lot of unnecessary work is put on to you by inexperienced propositions?—Yes. May I qualify that by saying we find it a great advantage to deal with experienced officers in Departments.

1601. Do they in fact remain sufficiently long in one job to become experienced, or is the turnover in your experience fairly rapid?—In my experience in the Service generally there are many changes. The turnover is rather rapid.

1602. Dealing with the special position of the Ministry of Food they deal invariably direct with you, do they not?—They have their own lay-out section, and they do deal directly with us.

1603. That is the only Ministry which invariably does so?—There is the Post Office. They again have a lay-out section which is justified because of the size of their work. The National Savings people too come direct to us.

1604. Is there any difference in the quality of the propositions put up to you by those three organisations which would lead you to suppose that there is an advantage in one system or the other, going through the C.O.I. or going direct?—There is an advantage in not getting set to one artist, shall we say. There is an advantage in having a change of outlook. That is why a central control seems to be better. If you have lay-outs made by one or two people, they continue on much the same lines. It is an advantage to have a fresh artist and fresh ideas.

1605. Is it not the case that Departments place their illustration work, if not their lay-out, occasionally outside?—They do, and we in the Stationery Office also are able, if we want to, to place work outside—if we feel that our efforts are not good enough, but it is only occasionally we have done that.

1606. Do you do that to any great extent?—No. It only happens once or twice.

Mr. Spearman.

1607. Is your work confined entirely to Government Departments?—Yes.

1608. You do not do work for the nationalised industries?—No, only if it is from voted moneys, Imperial Funds.

Chairman.

1609. I understood you to say that the amount of revision in proportion to the total work is no greater than it used to be. Is that so?—That is my impression sitting in my office, because we do take up officially with Departments when we have known of cases of excessive corrections. As I said before I think Departments know that if they make a lot of corrections they have to wait much longer for their jobs. That is the way to bring it home to them really.

1610. Do you think it is satisfactory that the situation should merely be the same and not better? After all, Departments should have gained in experience over the number of years in which publicity and publications in general have been increasing?—It is very difficult for me to tell you what is the position with regard to corrections. I see so little of it, very little in fact, but the impression I have is that the corrections are certainly not more.

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[Continued.]

1611. It would only be reflected in the accounts you receive?—Yes. The accounts would be thrown up where we have had to pay additional amounts because the corrections are heavy. We provide in the contract for a certain proportion.

1612. Have you any recent evidence of that in an important case?—No, we have not had any case recently where we have gone officially to a Department and drawn their attention to what we would say was a waste of public money by excessive corrections, but I would say this, that we have had occasionally to scrap a certain amount of composition because of a change in the economic position. That is inevitable sometimes. There is a disjunction here between excessive corrections that should be foreseen, and those caused by a changed situation.

1613. One would understand a change in the situation, but has it ever arisen through a change of emphasis on the situation?—Yes, I do recall cases where through a Ministerial decision we have had to scrap type. We do not argue with that; we can see the force of it. The general economic position may have changed since we started the job. We can only say that if we have what we regard as a bad case we should take it up at a high level in the Department.

1614. Is that sort of expenditure reflected again in this margin between the gross and net expenditure?—No, it is quite apart from that. This is in the total cost of preparing.

1615. There would be no means of seeing the extent of that?—No, but I suggest that there is very little in it.

Chairman.] We are glad to hear that assurance.

Mr. Diamond.

1616. Do I gather there are no cost records kept in your Department of individual jobs?—There are.

1617. If you had excessive correction then your cost of a particular job would show up as being greater than the standard cost for that type of job?—Yes. If it is the work of a contractor we pay him so much for setting, including a certain amount of correction. If there are excessive corrections he could claim additional payment. Then our accounts people would sit up and say this is happening time and time again.

1618. That is where it is done by outside people?—If it is done by us, then our own works will point out to us the excessive cost of corrections.

Chairman.

1619. Have you any example of that?—I have not. You did not ask for examples, but that part of our regular business is watched.

1620. Could we, in conclusion turn to the question of the Government Cinematograph Adviser? Could I ask you to

give us an indication of what his functions actually are now? I ask that because it is not, if I may say so, quite clear from your memorandum* how they dovetail in with the original instructions given when this officer came into the Ministry of Information?—He advises the National Savings people. I think I have said in my memorandum that he is responsible for three cinemas—

1621. What are these three cinemas?—One in King Charles Street, one at Queen Anne's Gate and one at the Defence College. On this question there seems to be an increasing call for cinemas, and he is in close touch with the Ministry of Works. An important aspect of his duty is in connection with the provision of new cinemas.

1622. That is new Government cinemas?—Yes. In the new buildings that are going up I am glad to say he is working in close touch with the Ministry of Works, because I do feel there is economy there. It is very easy to say "We want a new cinema in this building", and the G.C.A. should be able to advise before these new cinemas are approved. He is not in control of all the cinemas, but the Ministry of Works are consulting him with regard to one in the new Government buildings on the Embankment.

1623. Is that the only one in prospect at the moment?—I think that is the only one in prospect. There is one proposed for the Ministry of Agriculture and Fisheries in Whitehall Place. That was put forward in January last. He is chairman of the Inter-Services Training Film Committee; they meet I think fortnightly; and this committee is able to recommend the award of contracts not on a competitive basis. Through their experience they are able to do it in that way.

1624. Could you say exactly how his functions are divided? I can see that they are to some extent advisory and to some extent storage?—Yes.

1625. Has he any distribution functions?—No. He has the storage of this vast quantity of films from the 1914-18 War, the War Office films of the last war and for several other Departments. He does in his own cinema screen any films that are required. We do bring in a little money in respect of selling copies for commercial purposes.

1626. Have you any figures?—I have no figures with me about that. It runs into £1,000 or so a year; it varies.

1627. Do Departments arrange for the distribution of their own films in general, or is that done through the C.O.I.?—He does not produce films at all. He will advise Departments on the companies who can produce films.

1628. Does he in fact have to do that? Do they not automatically go to the C.O.I.?

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[Continued.]

—They do for publicity films, and in the memorandum I say that the Stationery Office view is that the G.C.A.'s services should be better known to Departments. The Colonial Office have recently been consulting him with regard to films overseas. There was rather a serious fire and some lives were lost through bad storage of films, and the Colonial Office were very grateful to have the G.C.A.'s advice on it.

1629. What is the staff of his Department?—I think the staff runs to about twenty in all.

1630. Are they mainly engaged then on storage duties?—Mainly storage and showing of films. He has this pool of projectionists to serve the three cinemas.

Mr. Diamond.

1631. I do not now whether you can give us the breakdown of that staff into administrative and operational?—I believe it is in the Estimate.

Mr. Diamond.] If it is in the Estimate I will not bother you any more.

The witness withdrew.

Adjourned until Tuesday, 13th June, at 11 a.m.

TUESDAY, 13TH JUNE, 1950.

Members present:

Mr. Alexander Anderson.
Mr. Nigel Birch.
Mr. Diamond.

Major Niall Macpherson.
Mrs. Middleton.
Mr. Spearman.

In the absence of the Chairman, Major NIALL MACPHERSON was called to the Chair.

Sir ROBERT FRASER, O.B.E., Director-General, and Mr. O. C. WATSON, Director of Finance and Accounts Division, Central Office of Information, called in and examined.

Chairman.

1636. Sir Robert, I wonder if you would care to start this morning by amplifying your remarks in a general way as to the activities of the Central Office of Information?—(Sir Robert Fraser.) Yes, gladly, if that would help the Sub-Committee. Could I perhaps just refer to the outcome of one or two discussions I had with Mr. Willcox, who I understand is ill, about what might prove to be the most convenient pattern of business for you. Since you had asked for this very general memorandum* I thought perhaps it might be a convenience if I came myself to take any general questions of practice or principle which might arise from it. I thought perhaps you might also wish to ask some questions arising from the expenditure tables for which the Clerk

* Annex 21.

Chairman.

1632. It comes under Class VII, 9, A?—Twenty-one is the figure. One Government Cinematograph Adviser, one Deputy, one Higher Executive Officer, one Technical Assistant and Film Librarian, one Deputy Technical Assistant, one Woman Technical Assistant and fifteen clerical staff. That clerical staff in the main is engaged on looking after films. They are not clerical staff as we understand the term.

1633. I notice there is an increase of five?—Yes. We have recently made a reduction here. We have taken away the higher executive officer and, from memory, I think two clerks. We have reviewed that recently, and made a reduction there.

1634. On the ground that the advisory functions have been reduced, I suppose?—No, more on the ground that we felt the staff was not justified there. The advisory work is special to the adviser himself.

1635. We are very grateful for your evidence. I do not know whether you would wish to add anything?—No. I have been very pleased to come, and I hope we have been helpful.

asked, and so I have brought Mr. Watson with me. I think it was the Sub-Committee's original intention to ask some questions about publications to-day. I will try to dispose of most of those myself, because that is the detailed part of the office with which I am most familiar, having come up on that side of the Ministry. I think it was your original intention to go on to films on Thursday, and if it still seems the right thing to you after this morning then of course I can arrange for our film people to come down on Thursday and perhaps any other specialists in the Central Office whom you might want to question as a result of what is said this morning.

1637. That is roughly what we had in mind?—Will that suit you?

1638. Yes, if we can deal first perhaps with the general organisation before we get

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[Continued.]

on to any special subjects. Could we do that?—Yes.

1639. We would particularly like to have a representative of the films side next time?—Yes. I think, if it seems suitable to the Sub-Committee, perhaps I had better ask Mr. John Grierson, the Films Controller to come down himself and to bring the Director of the Films Division with him. Do you think you would like to ask on Thursday any direct questions about film production itself, that is on the Crown Film Unit at Beaconsfield, which is quite a large scale film production operation. I think the Films Controller could talk on that, unless you wanted to go into considerable detail.

1640. I think that is a matter rather for you to judge?—Yes.

1641. Undoubtedly the question of the Crown Film Unit will come up, but if you think it will be to the advantage of the Sub-Committee to have evidence from the Controller there then we would certainly be only too pleased to see him?—Yes.

1642. I wonder if we could ask, first of all, regarding the general divisions. You have indicated on page six of your memorandum* the organisation and divisional functions, but could you say why they were divided into those particular divisions, give us an indication of their general functions and their liaison with the various Government Home Departments and Overseas Departments?—Yes. You had in mind both the reason for arranging the office work in the shape of those particular divisions and also, I imagine, the reason for allocating the divisions themselves into these controllerships.

1643. Yes?—The fundamental business of the Central Office—it covers, of course, a miscellany of publicity matters—is to produce, or get produced, the whole range of publicity material. Each one of these brands of publicity material is really the product of a specialised craft. Exactly the same kind of special organisation, of course, prevails in the outside commercial world where you find groups of people specialising in films, groups of people specialising in Press advertising, groups of people specialising in market research and groups of people specialising in publishing. On the whole in the outside world one tends to find that a specialist in any one of these particular brands of production probably sticks to that type of production, and does not range into other fields. The natural arrangement, therefore, inside the Central Office is to give these various specialised crafts and specialists their institutional pattern in the form of groups of people who get themselves called, in the nomenclature of the Civil Service, a division. If you ran through these various divisions of the Central Office you would

find it possible to name outside organisations which engage in producing the same kind of thing. Does that dispose of that first point? The emphasis is on production; production divides itself down into the production of a number of different kinds of things which we employ specialists to produce. The film people do not produce exhibitions, and the exhibition people do not produce films. You get a natural grouping.

1644. I think that is clear so far as the ones on the right-hand side are concerned, the Films Controller and the Administration Controller, but it is not so clear as between Home and Overseas. It is not clear in regard to "Production Services", unless it means that only overseas production services should come into the second column. Why should there be nothing comparable in the first column?—You have put your finger on one of the internal organisation dilemmas of the Central Office. It has to be organised on the basis of expert production of different things. It happens that those things are wanted both for home information by the Home Departments and for overseas publicity and information by the Overseas Departments. Therefore it has to support, as it were, physically a home-information programme and an overseas information programme. If it were the case that the Home Departments and the Overseas Departments had anything like an equal interest in each one of these different bits of production, it would be extremely difficult to solve what you will at once see is the internal organisation dilemma—how do you provide for control of the process of supplying material for the overseas programme and for the home programme, and at the same time how do you provide for the specialised and expert control of your producers? Luckily for the Central Office it so happens that there is a group of its production divisions which are either exclusively occupied or predominantly occupied with home publicity and another group of its production divisions which are either exclusively or predominantly occupied with overseas publicity. This has made it possible, without putting too much of an organisational strain upon the Department, happily for us, to put a certain group of production divisions which lean inwards, that is to say towards home information, under the Home Controller and another group, which leans outwards, that is to say towards overseas publicity, under the Overseas Controller. You may then say to me how does the Films Division fit into this general pattern which you have tried to evolve for the control of production for home and production for overseas. The answer is that it does not fit in very neatly. It is such a large operation. I think the Central Office all-in must spend between £900,000 and £1,000,000 a year on films.

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[Continued.]

That in itself we felt made it necessary to give it senior representation in its own right, by virtue of the magnitude and expensiveness of the operations, at the controller level. You will see therefore that whoever runs the Department has of course the problem of liaison between the first three. The Controller (Administration) has a functional basis, and he has a certain functional interest in the work of the other three divisions. Whoever runs the Department must look to the Home Controller for the quality and efficiency of the home information operation, and to the Overseas Controller for the quality and efficiency of the overseas information operation. On the one hand the first two are geographically separate in their sovereignty and on the other the Films Controller, who is a production controller, is a contributor to the programmes of both home and overseas information.

1645. Are they entirely geographically separate as between home and overseas?—The Controllers are, but it happens that there are some divisions under the Home Controller which have a minority interest in the overseas operation and vice versa. Then the internal device we have is that the Home Controller specifies what is required for home and sees that what comes out is to his specification. It does not matter if it is from a division under his control or a division under the Overseas Controller. The Overseas Controller in that case is responsible for seeing that he gets it. This is not a system which could work if it were not for that happy fluke that our production divisions do tend to lean either inwards or outwards; if they did not, if each of our production divisions was an equal contributor to home and overseas we would have to have an extremely cumbrous and long controller line where we provided for production control and for home and overseas programme control as well. We would have to lengthen the line.

1646. Pursuing that, as far as the Controller (Films) is concerned have you then got within that division a system for the distribution of films both at home and overseas?—Yes, there is a distribution section in the Films Division under a chief officer who is himself supported by an officer specialising in home and, on the other side, another officer specialising in overseas distribution.

Chairman.] Has anybody any questions to ask on that particular division, first of all?

Mr. Diamond.

1647. I should like to ask whether the French Committee, which I believe did have a look at the organisation of the C.O.I., came to the conclusion that this was a satisfactory division. I refer particularly of course to the Controller (Home) and the Controller (Overseas), which at

first sight seems a rather unusual division between functions?—I do not really think it would be true to say that the French Committee considered the question in anything like a deliberate enough way to say that they issued a verdict one way or the other. They were throughout their discussions quite familiar with this fundamental distinction between home and overseas in the Central Office, but they were of course themselves instructed only to enquire into the home operation. I do not really think they regarded this as one of the questions very clearly inside their terms of reference, but from the Department's point of view what happens is that the three overseas departments, the Foreign Office, the Colonial Office and the Commonwealth Relations Office, meet together from time to time to try to decide what the general overseas publicity plan should look like, what is a reasonable sort of sum for expenditure and what kind of services they want. Many of these services of course they want in common. All of the overseas production services of the Central Office go to the three groups of territories in charge of those three Departments. That of course involves a great deal of planning between those three policy Departments who give to the Central Office its instructions on the one hand and the whole production apparatus of the Central Office which serves the demands of those three departments. The physical material which the C.O.I. produces is really only being produced in fulfilment of the overseas information programme of those three departments. It involves constant consultation with them, the day to day and week to week submission of material and the day to day posing of questions whether this is what is wanted before you know where you are, and you feel that the separateness of this overseas information is one of the significant matters which your Department has got to take into account. These three overseas departments have no interest in home information at all; that is not quite true, but it is ninety-nine per cent. true. Whatever it might be convenient for us to arrange I think they would in fact simply require for the sake of operational efficiency, some central conspicuous point in the Central Office to which they could go with their own problems and with their own requirements. Similarly the home departments tend now in a fairly co-ordinated and coherent way to consider the programme of home information as a whole, and to take a number of decisions about the scope and methods of home information collectively. The actual committee machinery, both ministerial and official, does reflect the whole way down this separateness of the home and overseas operations.

1648. I take it you are satisfied that, unusual as this type of division is, it does in fact work so far as your Department is

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[Continued.]

concerned?—Yes, I do not think any alternative would in fact work. The Ministry of Information itself observed this distinction. It had an overseas controller and it had a home controller. The case for having an overseas controller was then perhaps a good deal clearer because the Ministry of Information was itself responsible for the policy and execution of overseas information whereas the Central Office is responsible neither for policy nor for execution in the field, but only for the production of the required material. When the war finished and the Central Office of Information emerged out of the Ministry of Information we did make a start by grouping the production divisions together according to whether their practices were similar in the sense that films and photographs are roughly similar and in the sense that, let us say, journalism and publishing are roughly similar. In our first year we did not in fact use the titles home controller and overseas controller, but they were very largely forced into use because the pressure and the nature of the business were such as to require these two specialisations; and so they came about. It was only then we made this administrative discovery that in fact we had these groups of outward leaning and inward leaning divisions.

Chairman.

1649. You speak of the fundamental distinction. I am not quite clear yet whether it is a fundamental distinction in regard to the Departments with whom you are dealing, with regard to the type of work concerned or the type of information which you have to put over. There seem to be three possibilities there. Clearly it is a fundamental distinction as between the Departments with whom you are dealing?—Yes.

1650. But do the other two apply?—Perhaps one way of seeing what is involved is to imagine that through some accident all the departments interested in home information and all the bits of the C.O.I. which met their requirements disappeared to-night. To-morrow morning there are left in the information field the three overseas departments, who would find their needs and their policies entirely unaffected by the catastrophe of the night before. Those three overseas departments would still be confronting the problem of British official publicity overseas, and they would still require to be fed with the products which are the physical expression of the publicity intention. The effect upon the Central Office of the dissolution or disappearance of the home departments would be, first of all, to make the Central Office (Home Controller) a redundant position. Its impact upon the production apparatus of the Central Office would be felt differently in different parts of the office. It would wipe out altogether

campaigns and lectures, social survey and exhibitions division; it would leave totally unaffected the Reference Division and the Overseas Press Services Division which produce exclusively for overseas; it would carve about two-thirds off the films operation and leave about one-third still there. You can reverse that process, and imagine the overseas departments going out of existence with the needs of home information and publicity remaining. Of course, there are as you suggest two other fundamental differences here. One is a profound difference of policy. There is no administrative need for overseas publicity at all. It is carried out in the general interests of the nation, but it is very open to overseas departments at any time to increase or decrease its volume without any immediate and short term result upon the way things are going. At home of course the pure publicity element, that is to say the conveying of a favourable picture of Britain, publicity as against information, does not enter into it at all. At home the impulse behind the activity usually arises in one of three ways. Firstly departments are confronted with some pure problem of information as, let us say, the social service departments were in the summer of 1948 when the new social welfare schemes came into operation—simply the need to provide information. Secondly, if you actually run a comb through what goes on, you will find that a good deal of activity arises from the need to give not the sort of general information to the citizen but technical information to various specialist groups—the kind of material produced for the Ministry of Agriculture to support the National Agricultural Advisory Service, the kind of material produced for the D.S.I.R., and the kind of material produced for—though its publicity needs have now largely ceased—the industrial fuel efficiency service of the Ministry of Fuel and Power. Thirdly there will be some absolutely straightforward piece of persuasive, or what is sometimes called action, publicity, like “Keep Death off the roads” or “Immunise your child against diphtheria.” Really not one of those three happens to arise at all overseas; the need to provide information as part of a democratic process does not arise overseas; the need to give technical information to specialist groups does not arise overseas. The need for action propaganda in the sense of persuading people to go and do some specific thing, like immunising their children against diphtheria, does not arise overseas. The second distinction is one that one notices only when one is actually engaged in the craft of information. One of the troubles about conducting overseas publicity is distance. A publicity medium which is difficult to transport is usually wasteful, uneconomical and cumbrous for overseas. Exhibitions

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[Continued.]

are a case in point. Why in fact do we use them quite a lot here and why in fact do we use them hardly at all overseas? Because they are cheap to finance at home, and because they are very lamentably expensive to transport from place to place overseas. You cannot run off little miniatures of them as you can, let us say, of films. When you run through these various crafts some shift very easily, like an article for a newspaper or a film; and some things shift very cumbrously like an exhibition. In between you get, let us say, a book which can be moved fairly easily.

1651. Or, for example, the publications you have or the photographic material printed here and sent out for the text to be printed abroad?—Yes.

1652. Which means that they are very much out of date and not very topical by the time they arrive?—Yes, but in a medium of that kind, in a general magazine, you put rather long term material in it. You have an example in the magazine "Blick".

1653. Turning to the table* you have given us showing the distribution of the personnel, it is clear from that how a very high proportion of your personnel are engaged in the production of films. Would you regard that as one of your chief activities?—Yes. It is the largest single production activity. Even this year, with our greatly reduced demand and the very greatly reduced film operational subhead, out of every £ we spend we shall be spending something like six or seven shillings on films. That is a much higher figure than either press or poster advertising, but not a higher figure than press and poster advertising combined. The next highest would be press advertising, and then poster advertising. I think we have actually set them out in one of the tables.

1654. Yes?—In Table III* you will see that percentages of the gross cost have been worked out. The only point is that you have to add the home and overseas together to get the total figure, but films together give you one-third of the whole.

1655. We do not want to go too far into that to-day, but I wonder if you could say in very general terms what your policy is with regard to the making of films through the Crown Film Unit and the placing of contracts outside?—Yes, gladly. If I might, I would like to widen the question and perhaps say a little about the general principles we have in mind when we decide what we actually produce inside and what we procure from a contractor. Though perhaps it is dangerous for me to say this, I think this could be argued. I think it is very difficult to argue there is no need for a central agency

inside the information services—I think there are certain functions which it is very difficult to argue cannot be performed either expertly or economically by a central agency—but once agreed that there is need for a central agency it would still in my view be perfectly possible to argue that a central agency should not itself engage in production at all but should procure or secure the whole of the publicity material required from outside contractors.

1656. Forgive me for interrupting you there, but you said there were certain functions which would be performed by a central agency. Would you indicate those which you consider absolutely fundamental?—Yes. I think there are three which could in fact be performed without the existence of a central agency, but three which I think it can be demonstrated a central agency can perform better than thirty-five departments acting on their own. The first is the most difficult to explain. In carrying through a publicity programme or indeed a separate publicity project, there are really I think three kinds of skill required. The first is the skill of the principal in the operation who prescribes what it is that he wants publicity to accomplish for him. The second is the skill of the publicity manager who knows to what media to turn in order to secure the results required, how to work those separate media in together, which to work hard and which to work light and which not to employ at all. Thirdly there is the skill of the actual producer. These are not types invented for the purpose of this argument; they do in fact exist, and whether you are examining official or commercial publicity these three essential partners can be discovered. Incidentally one can see them also if one is examining a military operation, or indeed a business operation or any other kind of operation. From our point of view, the principal of course is the ministerial department in which the key figure is the chief information officer who, to drop into colloquial language, comes to the Central Office and says "This is the sort of thing that is worrying me; this is the sort of thing my department wishes to achieve if it can; it seems to me that we might do so-and-so; what do you think?", and at that point the Central Office starts to discharge its first cardinal function. It devises a publicity plan. It does not state the publicity objective; that is not the business of the Central Office. This function of devising a publicity plan is all important. It could be carried out in the ministerial departments themselves, but it could only be carried out in the ministerial departments themselves if they employed that particular kind of skill. It is the logic of the Central Office that the Departments do not themselves employ all that particular kind of skill, and that in fact all the skills of that particular kind

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existing inside the official information services are largely grouped, by the old argument for increasing quality and productivity, in the Central Office. That is the first—

1657. Before you leave that would it not be possible, in theory at any rate, to have the plan thrashed out between an officer of the type that has already to be employed presumably by the Department in order to have liaison with the Central Office of Information and some outside advertising agency?—Yes, indeed it would.

1658. As is done by any commercial business?—Yes. Well, there are perhaps two arguments for doing it through a central agency. I am not for a moment saying it is not impossible to make alternative arrangements; it is plainly possible to make alternative arrangements, and it is plainly extremely difficult to argue conclusively that one set of arrangements is emphatically demonstrably better than another. There are perhaps two advantages in providing this pool of advice, as it were, from inside. The first is that in the nature of things the Central Office happens to contain under one direction a much longer line of experts in their various specialisations than any outside agency does.

Mr. Nigel Birch.

1659. A longer line—what do you mean by that?—I beg your pardon. It has within it specialists in a larger number of publicity crafts, so far as I know, than any outside existing organisation. That is not because the Central Office thought it ought to provide itself with this considerable number of different specialists; it has come about simply and solely in response to the demands of the Departments to have this and that kind of material.

Chairman.

1660. Or were they already there when the Central Office of Information took over?—One cannot really examine the Central Office except against the background of its inheritance from the Ministry of Information. It had proved necessary during the war to provide within the Ministry of Information groups of specialist producers of every known kind of publicity material in fact, except broadcasting which was the only one the Ministry did not produce. Every single other known kind of publicity material it did produce, ranging right across from daily newspapers to films which might take two years to make or exhibitions which might take eighteen months. One can see, by running one's eye down the list of the Central Office Divisions, how widely those specialisations go. One of the most difficult decisions in publicity—in fact I think it is the cardinal decision—is the decision which media to employ in order to secure your results most effectively and economically. I think the biggest blunders

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in publicity are usually not the decision to employ publicity itself. There are few problems to the solution of which publicity cannot contribute at any rate just a little. The big mistakes are made in choosing the wrong way and, in particular, the wrong media. If one were to go for general publicity advice to a commercial firm, in most cases I think one would find oneself dealing with people who were experts in one particular thing, people who had an enthusiasm for one particular medium. I do not think it is *prima facie* unreasonable to suggest that there is perhaps some advantage in going to an agency which has no particular enthusiasm for any particular medium, to whom it is a matter of indifference which medium is employed and who will devise co-operatively a publicity plan on the best use and mixture of all the media available.

1661. In formulating your plans do you make the publicity plan as the Central Office of Information in conjunction with the Department or do you at that point bring in outside advertising agencies?—Will you forgive me if I answer that question in a roundabout way? Could I just perhaps conclude the previous answer? This devising of the publicity plan I think is the most important justification for having a central agency. There are two others, which I will just mention each in one sentence, if I may. The first of the other two is the supervision of production, whether you are in fact producing inside or out. There is an enormous amount of work involved in supervising production. Secondly, if one employs an outside contractor, there is the skill involved in knowing to which, amongst the many available contractors, to go. Thirdly there is the function of distribution in which about one-third of the forces of the Central Office are engaged. Some brands of publicity material are self-distributing. The press advertisement itself is self-distributing. It is very easy to arrange for the distribution of posters through contractors, but there are no means, to take two separate examples, available, except a central agency, for organising the distribution, the actual delivery, of Government information by despatch riders to newspapers, which takes place during every hour of every day.

Mr. Nigel Birch.

1662. Is that from the Department or from you?—Despatched from the Central Office.

1663. Every hour of every day?—Not during all the night, Mr. Birch—during the working hours of the newspapers. Then there is the distribution of non-theatrical films. Given that there might be something in this argument, that leaves unresolved the question of whether to produce from within

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or to produce from without. The decision is taken for you in a number of cases because there is no outside producer of that kind of material; there is no sort of established contractor or private firm to whom you can go. That would be true of the overseas work done by the Reference Division and the overseas work done by the Overseas Press Services Division. If for some reason one were suddenly instructed to abandon the activity oneself and get it done from outside, it would be impossible to get it done from outside. At the other side it is extremely easy and economic to get some publicity material produced outside. If the Central Office practice is examined it will be found that in a number of cases we produce from our own resources the whole of the publicity material required in a certain field—magazines for overseas is perhaps a case as well as the Reference Division. At the other extreme, with press and poster advertising the whole of the production of the material is secured from outside contractors. In between the two is a case like films where a mixed policy is followed. My own preference—perhaps this is no more than a personal preference—is very strongly for a mixed policy wherever it can in fact be followed. I am not attracted by the idea of a public monopoly in this particular kind of work. On the other hand it is a great advantage to a central agency to be directly engaged in production itself. There is a danger that, if it is not itself ever engaged in the process of production, it will in the course of time lose the capacity to deal sympathetically and sensibly with outside contractors who are in fact producing. It might also become less sensitive in explaining to them what is required, and in helping them to produce in fact what is required. I should be a little frightened of a central agency which was incapable itself of production in any field.

Chairman.

1664. While that indeed is obviously true in the case of films, does it not also involve the danger that the Central Office may wish to have a little of everything? For example, you said that you always left the production of posters to outside people. Have you no method of producing within the Central Office at all?—Yes, we have. We have a studio which is a common service studio to a number of divisions—exhibitions, publications, books and magazines; and indeed from time to time we do produce from our own resources a poster for general public exhibition. It really happens so rarely as not to affect the general truth of the statement that poster and press advertising is done by outside contractors.

1665. You told the Sub-Committee that one of the advantages was that you had a longer line of experts, but in that is there not the danger that that itself is liable to increase the costs of the organisation?

In other words can you keep them all fully occupied on the one hand and on the other hand, by keeping them all fully occupied, do you not run the risk of a certain stereotype kind of publicity which you might not have if your function was more purely that of an agency? Perhaps we can take the question separately. Would you agree that you get, broadly, Divisions within the Central Office of Information dealing with almost every type of publicity?—Yes.

1666. In that case is the danger that I mentioned, the two-headed danger, a real one?—It is a difficult question to answer, is it not? Once you have any group of specialists who have a craft of their own they are naturally, partly for bad reasons and partly for good, perhaps anxious to see the expansion of that particular craft. In so far as that is a danger the way in which we have tried to counter it in the Central Office is by leaving out of the original discussions with the ministerial department those members of our staff who are simply and solely specialists in the production of any particular kind of material, leaving the original discussions and the original planning to take place at the controller level where there is no recognisable special interest in any one medium as against another. But I suppose it is true to say that directly you find yourself discussing publicity with people who practise one particular form of it, the advice you will receive will be coloured by their particular knowledge of and interest in that particular type of publicity.

1667. In the information* with which you have provided us you have not given us a table indicating any division, in so far as I can see, between the different functions of the employees as opposed to the organisation. You have a division for press advertising at home; you have a division for books, magazines and so forth. There must be a number of instances where the same employee is being employed on each of these, so that you have a certain cross-division there. I think the sort of information I am trying to get at the moment could only be obtained by a division of employees almost by crafts?—Yes, and, in a way, a little more than that. We do provide in the annual report for the sort of thing you have in mind. I do not know whether you have the Report for 1948-49, but perhaps I could just point the table out to you. It is on page 43 of the Annual Report for 1948-49. In one way that gives less than you ask for, and in one way more because the total of staff entered is equal to the total staff employed by the Central Office at that time. It is of course a good deal higher than it is now. That is to say all the common service staff additions have been loaded in each case. The home and overseas distinction is maintained.

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1668. Is it not just the common service staff who are liable in the circumstances to get somewhat inflated simply by the temptation to have at your elbow someone within the Central Office of Information who can deal with every aspect of advertising, whereas you might be able to get this service more cheaply elsewhere from the specialists concerned?—You are thinking of the employment in the Central Office of production specialists, that is to say in films or exhibitions?

1669. Yes, production specialists in press advertisements and all the rest?—When some particular type of publicity material such as press or poster advertising, the actual physical thing itself, is being almost entirely secured from outside the number of publicity staff employed in the Central Office in explaining what is required, in dealing with the publicity points which arise and in keeping contact with the Department and with the agency is very small. On the other hand, when the general flow of Government advertising is concentrated in a central agency, a number of problems which lie outside the field of creative publicity or publicity planning arise. There passes through the books of the C.O.I. anything from £1,000,000 to £1,500,000 every year on press and poster advertising. Well, somebody has got to issue those contracts; somebody has to put the expert in contact with the advertising agencies; somebody has to receive and check the invoices and somebody has to authorise payment. That of course involves the employment of staff, and the number of staff employed is primarily simply related to the volume of financial business that has to be contracted.

1670. Are those all the staff you employ on those sections, or do you yourself have people capable of drawing up press advertising themselves as well as relying upon outside advertising agencies for the preparation of the advertisement?—No, we do not. I am not saying that they would not be capable of it because they are for the most part recruited from advertising agencies—but to go back to an illustration I used before they are, broadly speaking, recruited from those middle level advertising agencies where, as against top control, the actual production goes on. Most people recruited from that level of advertising agency could do fairly well if required in actually producing, at any rate in rough, a press advertisement or poster—but they are not employed by the Central Office to do that.

1671. You are satisfied that from that point of view there is no duplication?—I am quite satisfied there is no duplication in the general field of production. Where the Central Office of Information is engaged on the production of any films it is an entirely different argument whether that is the right or wrong way of going about

getting the films you want. There is such a profusion of talent available in British advertising that I think on the whole it would be impossible to defend the setting up, as it were, of a Government advertising section capable of producing press and poster advertising material under present circumstances. On the other hand I cannot help feeling that it would be a retrograde step if the precedent of press and poster advertising was followed, let us say, in film production. It is a fair point to make incidentally perhaps that all the so-called documentary film companies existing now are the children and followers-on of the Government's own original documentary film unit, the old E.M.B. Film Unit. That of course was transferred to the Post Office, and became the Post Office Film Unit. There is now quite a tradition of direct Government creative production in these various fields.

1672. We have seen that you want to have your own film unit so as to keep you in immediate touch with all the methods of film production and also to have a yardstick, but you also mentioned this long line of experts. I think the Sub-Committee wants to make certain that the line is not too long?—The only way of answering that is to ask whether there is any particular kind of production in which the Central Office is engaging which could be discarded. If we put the question of advantage on one side for the moment the answer is that there are very few forms of productions in which it is absolutely essential for the Central Office to engage because nobody else could undertake that particular form of production. I think there are one or two important ones but certainly, if it were decided not merely that Government Press and poster advertising but all Government exhibitions and all Government films should be secured from outside contractors, there would be no hindrance in the way of executing that idea. Whether there would be losses or not is another matter. Incidentally I think there is another reason which is very important, certainly to me, for retaining people permanently in the production of public information service films. I think there is much to be said for encouraging the growth of people who do find in that kind of work the sort of thing they want to do all their lives. This is rather grand language, but in films particularly there has been a genuine sense of dedication to the cause of public information, to use a horrible word. British documentary film making has won an international reputation for itself. As I say it is fair to recall that it did begin that. That is a piece of public work, and not a piece of private enterprise. I would not like to see that go from the information services, and indeed, where we have groups of specialists as, for example, in exhibitions, I like to think there are people there who

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will find in that the work they like doing because they like the kind of subjects they are given, because they have a sense of public importance and will not in fact want to move.

1673. Can we come back to this question of what is the decisive factor in deciding whether or not to ask an outside film company to produce a film or to get the Crown Film Unit to do it?—I suppose there are two answers to that question. The question is, first, how one roughly decides what proportion of one's films to do inside and what proportion outside and, secondly, how does one decide in the case of individual films. The second question is perhaps governed by the first, but in so far as it is not it is an easy one to answer because one must simply give the film to whoever one thinks is going in fact to make it best.

1674. Does cost come into it?—Oh, yes. The first question of course is one about which you could debate long. Those who took the decision to construct Beaconsfield as a Crown Film Unit had in mind I think that about half of the film production passing through the Central Office should be carried out inside and about half should be carried out outside. That is not the sum total of departmental film making because the Service Departments have quite a large programme of service training films which they have always made and do make themselves—or rather they do not make themselves; I think they almost exclusively come through these outside contractors.

1675. What do you mean by "welfare films"? You refer in your Report to service training and welfare films?—To tell you the truth I am not sure to what the phrase does refer. I could guess, if I had to guess. (Mr. Watson.) It means a Service welfare film. A film on protection against V.D. is an example of Service welfare. (Sir Robert Fraser.) Films which deal with general problems which arise within the Services, not problems of a military nature.

1676. Is it then the policy to plan the work of production of the film unit in such a way as to keep it fully occupied, at the same time bearing in mind what you consider they can produce best in comparison with outside producers?—Yes.

1677. That would broadly summarise it?—Yes, it would indeed.

Chairman.] Bearing in mind that we shall be hearing evidence from the film people has any Member any further question to ask on this.

Mrs. Middleton.

1678. I would like to put this point to Sir Robert. Would he not agree that with regard to the central agency, which he has suggested would be necessary even if all the work was done by outside firms, it is important for another reason, that the kind of advice which the Government might get

from outside firms might not have the right psychological approach for the particular type of work which is needed on behalf of Government Departments?—Yes. In answer to Mrs. Middleton's question, our relations with outside contractors are so extensive, they are so friendly and the Central Office finds so much to admire in their work that I would not want to answer that question in a way which would seem to disparage them. This follows a little from what I was saying about what I think to be the advantages of training film producers in the public service. I think there are certain distinctions between public information and commercial publicity. I would not find it very easy to define what they are, but I do not think the differences would be denied either by those who are engaged in Government information or by those who are engaged in commercial publicity. I would answer Mrs. Middleton's question by saying, yes, I think there are advantages in being able to carry a very long way a discussion on a Government publicity or information problem inside and amongst people who make it their profession to consider those particular kinds of problems.

Mr. Diamond.

1679. How many different kinds of production are there? There are the production services referred to in this document,* and we have been told about the production of films. I gather we have been told there is very little production of posters. Do I gather that the production services cover all publicity and propaganda material other than posters?—No, it is not so. "Production Services" is a misleading name for the Division. It is an internal common service division of the Central Office to supply those direct production divisions like exhibitions and like publications with the studio, printing and despatch services that they need. It is in fact our own agency within a central agency. It discharges those various ancillary duties that arise out of publicity like despatching, the actual preparation of material for the printer and general printing advice.

1680. But no actual printing?—No actual printing at all.

Chairman.

1681. Could we turn to the question of press advertising with particular reference to the plan as a whole of all the press advertising for the home services? Could you indicate how the amount to be spent on press advertising as a whole is arrived at?—I am afraid this really involves me in trying to describe how the total sort of sum which it is reasonable to have spent on home information is arrived at. When the estimates

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season begins to approach we already have in our minds at the Central Office a rough idea of the sort of sums which Ministers are going to say they think it reasonable to make available for home information.

Mr. Nigel Birch.] You say "Ministers".

Chairman.

1682. Do you mean the Cabinet, do you mean the separate partners or do you mean the Treasury?—I am in an embarrassment about the convention in regard to the disclosure of Cabinet Committees. You will remember that the French Report contains a recommendation, which did in fact operate last year, and partially operated indeed for the year before, that the Central Office should prepare for Ministers (before the estimates had gone too far) under the various categories the home information programme, which would show, broadly speaking, what the activities looked like being and what the cost looked like being. The purpose of that was to secure some joint kind of ministerial approval for the rightness of the expenditure at that sort of level. In other words, home information expenditure has been thought about collectively as well as purely in the terms of the needs of the individual departments.

1683. I wonder if I might interrupt you there. It seems very important to find out how this rightness is achieved. Is it built up from what is currently being expended or is it built up as an assessment of what the actual publicity needs of the various departments in total will be?—The two things of course tend to interact. What is being spent at the moment, unless it is being misspent, is an expression by Departments to the Central Office of what they think are the existing needs. We begin—

Mr. Nigel Birch.

1684. How would you assess a need? This is rather a fundamental question. Obviously the more money you spend the more results you are likely to get. If you like to spend another £20,000,000 on the road safety campaign you would be able to save someone's life, but someone has got to say "No" sometime. How would you assess it?—This is a most difficult question to answer in publicity because, bored as I am with saying it and bored as I am sure you are with hearing it, publicity is an art and not a science; and you are all along confronted with the problem of deciding whether to spend £100, £1,000 or £1,000,000. How do you decide? As Mr. Birch says you will get some results probably from an expenditure at all those three levels. How do you in fact calculate whether it is worth while going on from £100 to £1,000 or from £1,000 to £1,000,000? The first answer, which is no answer at all, is that this is not a problem peculiar to official publicity. There are huge fields of

publicity in which one is denied any kind of reliable yardstick.

Chairman.

1685. Except the yardstick of sales?—In some cases, and of course the classic illustration of this is mail order advertising, it is possible to establish a very close relation between expenditure and the value of having made that expenditure—but I myself would have said that there is a large field, even in direct commercial advertising, in which that kind of yardstick is not available. How does one put a value on, let us say, the activities of the Shell Film Unit or on the broad and, it seems to me, wise public relations policy of the I.C.I.? Here are two great organisations which, with their eyes open, are conducting two different kinds of publicity. Direct sales publicity on the one hand, and a more general kind of public relations work or information work on the other. The difficulty of providing a yardstick does not prevent them from engaging in those activities, and I think their judgment about whether it is worth while or not is built up from a large number of different things.

Mr. Nigel Birch.

1686. Of course the job of work which the Central Office of Information is now doing was simply not done at all before the war. It is new, is it not?—I would say a lot of it is not new. For example let us take Service recruitment which accounts for a considerable percentage of the total Central Office expenditure. I am guessing, but I suppose it is not far short of one-sixth of the whole—yes, I see it is £574,000. That went on before the war. What is new since the war is the centralisation.

1687. "Every hour of every day"?—I did not mean to use a phrase that seemed funny. Before the war the departments used to undertake the distribution of their own news to Fleet Street. That meant that at any one time there might be half a dozen messengers from half a dozen different departments walking round Fleet Street delivering departmental messages to the newspaper offices that wanted them. We now operate a simple system by which from a conveniently placed point all departmental press statements are in fact collected, and a despatch rider service makes a series of runs during the day with an obvious saving in manpower. I was only putting that forward as a simple illustration of the operational advantages which are sometimes derived from having a central agency.

Chairman.

1688. Perhaps we could get back to the more fundamental question which is being put and which I think has been exercising the Sub-Committee all along. We are trying to see how it is decided what is the

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correct amount to spend (a) for each Department and (b) in the total. If you could give us some idea as to what is the interaction on this, whether you arrive first of all at the total and then break it down between departments arriving at a proportion of the total on the basis of what is at present being spent by the department or what other method you adopt in order to decide in your recommendation what is the correct figure to spend in the year, you would be carrying the Sub-Committee a long way?—I will try. One starts from the current level of expenditure. That becomes the natural basis of ones' thinking. It is going on.

Mr. Nigel Birch.

1689. That is the current level of expenditure on publicity?—Yes. It could go on at that level, or it could be increased or decreased. The first factor which I think one takes into account is the general financial situation as a whole of the country, the Exchequer situation. Last year was a general economy year. There were injunctions to Departments to moderate their expenditure, and those injunctions were indeed observed to the extent of leaving the Central Office, and I imagine the information divisions of the departments themselves, with the strong feeling that an effort ought to be made to produce a collective information estimate for the following year that was substantially lower.

1690. That was quite a new feeling you found?—Well, Mr. Birch, if one was to examine the course of actual expenditure in 1948-49 I think one might come to the conclusion that deflationary influences did not manifest themselves in the information services last of all. No, I think an effort was made fairly early on to bring the information expenditure into line with what was thought nationally right. Well, that means that before the actual season of estimates comes near one has to form an impression of the sort of level of expenditure which Ministers are going to regard as reasonable. This is not a very easy operation because of course each Minister remains responsible for publicity and therefore, in a sense, for publicity expenditure on the subjects for which he is responsible. The next stage, so far as the Central Office is concerned, is for the Central Office to ask all the ministerial departments to let it know what their demands are likely to be for the year still to open.

1691. Who is asking this question?—The Central Office in order to get forward with the compilation of its own estimate. In approaching Departments we try to avoid inviting Departments to make their proposals to us in too cut and dried a way. There has grown up a practice of inter-departmental consultation about the kind of problem which the chief information officer of the department thinks he is going

to be dealing in the coming year. There is consultation between his Department and the Central Office. Gradually these departmental programmes take shape. Gradually it is possible to take a series of decisions on the most economical way, particularly in terms of the right selection of media, of executing those programmes. Gradually it becomes possible to have some idea of the cost of their execution in the perfectly ordinary and conventional way of forward planning. It then becomes possible to perform some addition sums and to get matters to the point where the reference to Ministers, as proposed by the French Committee, can in fact take place.

Chairman.] This is still within the global sum that has already been agreed?

Mr. Nigel Birch.

1692. There is no global sum?—There is no global sum. There is simply a figure, so far as the Central Office is concerned, in its mind for its own estimate. It knows what the current figure is going to be, and it will have a view about the kind of level at which the next estimate should be.

Mr. Nigel Birch.] It will have a view, to put it bluntly, of what it is likely to get away with from the Treasury. Is that not putting it more clearly?

Mrs. Middleton.] On a point of order, could the witness be left to give his answer without being interrupted? It is quite impossible, for those who are trying to follow, to get a consecutive picture.

Mr. Diamond.] It is quite impossible.

Mr. Nigel Birch.] Very well.

Chairman.

1693. I am sorry if we have interrupted you too much?—I am sorry I have not managed to be more consecutive. In between the time at which Departments have told us as accurately as they can what they think their needs are and what they think their programme ought to look like, which takes place in the late autumn, and the submission to Ministers of an approximate estimate of what expenditure is going to be on that basis, there has of course had to be a great deal of consultation, first internal consultation inside the Central Office about what is the best way in which to bring into play the various media of publicity to carry out programmes of this kind and, secondly, consultation with the individual departments. Similarly there has to be consultation with groups of departments if it is plainly going to be impossible to get what looks like a reasonable balance between the departments and a reasonable consistency between the sum total of departmental demands on the one hand and the kind of figure one has in mind of what is right and reasonable on

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[Continued.]

the other. There is a great deal of consultation to bring all these into shape and consistency. Once Ministers have, broadly speaking, approved the expenditure at that level, there is, as you will guess, a great deal more detailed estimating to do before the estimates are finally printed—but that, broadly speaking, is the process. If it sounds complicated it is I am afraid because the procedure itself is inevitably complicated. Here we have a common service agency compiling its estimate in accordance with and consistent with the demands which Departments are going to make upon it. It could compile its estimate, since in the end its estimate is not in any significance different from the sum total allowed for the services it is rendering to other departments at their request, in one of two ways. It could say to Departments, "How much publicity would you like for next year?", and the Department would say, "Put in £200,000". The Central Office of Information could put in £200,000, and then add all the figures together. The Departments have gone shopping and fixed their own expenditure. At the other extreme—it is not a form of extremism; it is in fact the procedure followed—the Central Office can begin, as I say, by trying to take a responsible view—after all it is a Department of State—about the level of expenditure which seems to it right in relation to the problems to be solved and the information duties to be discharged against the general national financial situation. It begins by having that in its mind. It might at the end, having that figure in its mind, find a glaring inconsistency between the sum total departmentally demanded, and the sort of figure to which it felt itself it ought to be working. If that happens one is in a situation which demands ministerial resolution; it cannot be resolved in any other way. It is not a situation which has arisen.

1694. The figure you have in mind is arrived at purely and simply by the Central Office of Information itself, but no doubt you are in constant touch with the Treasury and those contacts will influence that figure. Is it correct to say that is a figure arrived at purely and simply by yourself?—It is arrived at initially by ourselves, but we would never in fact act upon it without Treasury agreement. The figure which we feel in our minds is the one at which we ought to try to aim once we have started the process of consultation with Departments is a figure for which the Central Office would take responsibility: it is the Central Office of Information's own estimate, but it is not a figure from which the Treasury would dissent. On the other hand—

Mr. Nigel Birch.

1695. "Would dissent"?—We would not go forward with this somewhat complicated

process of finalising our estimate as a result of discussions with these thirty or forty Departments, knowing in our minds that the Treasury from the start thought the figure was a wrong one.

Chairman.

1696. At that point are you in touch with the Treasury?—Closely. Not only once a year at the time of the estimates, but much more continuously. If the Sub-Committee will forgive me for saying this, my own feeling in regard to the amount of work that is actually put into trying to arrive at a reasonable figure of expenditure is this: the process may be clumsy; it may be erratic; it may not be very inspired; but it is a responsible and laborious process; and it is a fatiguing task. The figure which is finally arrived at is not a figure which would come to you in a trance; it is a figure at which you arrive after going through the process which I cannot make sound very much more simple than I have, because it is not a simple process.

Mr. Spearman.

1697. If the Treasury said there has got to be a cut of, we will say, fifty per cent., is it primarily your responsibility—I am assuming you are satisfied you have no waste—to cut services which you offer your clients, or is it their responsibility to cut their demands on you?—It would be a joint responsibility in a financial sense since the responsibility would not primarily be that of the Central Office because here we have on your assumption really a case of the Treasury in fact saying what the Central Office estimate should be, and we would simply have to carry on our negotiations with departments on that basis. We would finally, if their demands wildly exceeded that figure, simply have to carry out a system of rationing. I was not intending to say this to the Sub-Committee, but perhaps I can bring myself to say it since the questions have taken this form. It has been the constant embarrassment of the Central Office ever since 1946 to provide departments with anything like the sum total of publicity material which they have in fact requested. We have got now, as a result of three or four years' experience of working together, a much better balance between the demands of Departments and the resources which the Central Office is able to make available to them; but throughout 1947-48 the sum total of departmental demands upon the Central Office exceeded by anything from twenty-five to fifty per cent., or even more in the case of certain media, the resources of the Central Office on the supply side.

Mr. Nigel Birch.

1698. Are people estimating for less?—The information services were undoubtedly preoccupied in 1947 and 1948 with two;

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[Continued.]

kinds of problems, both of which seem to have declined a good deal in intensity. The first was the kind of problem which arose from reconstruction and demobilisation themselves; the second was the economic crisis problem. One has passed away, and the other, at any rate as a publicity problem, even if it is still severe, has relaxed a good deal. The decline of those two pressures, plus I think a real effort to bring the information expenditure figure down, has brought about this fair sized cut of twenty per cent. both in the estimates and in the actual level of spending.

Chairman.

1699. When you start talking about publicity material from the Departments, exactly what does that include?—The Departments, of course, conduct quite a substantial part of their general information operations themselves. In particular they are entirely responsible, without the intervention of the Central Office, for their relations with the Press and with the B.B.C., and of course with all the main voluntary organisations with whom the information divisions deal. The amount of publicity material, the actual physical production for which they come to the Central Office, the whole range, is an extensive one, as I was trying to describe earlier.

1700. You include films among that?—Yes, indeed. One of the consequences of having a central agency is that it becomes of course the only institution inside the information services which can provide them with their central institutions, if you see what I mean. In so far as programmes are worked out co-operatively, written down and submitted to Ministers, it can only be a central agency which carries out those particular tasks. This puts the central agency in the position of having a very considerable influence over the general level of expenditure. Theoretically the central agency has no influence over the level of expenditure, except in so far as it can do a given thing economically or wastefully. Theoretically it is for a ministerial department to define what it is trying to do in the field of information and publicity and, in a real sense, to say how much public money can be justifiably spent in securing that end, because after all it is the ministerial department which must estimate the value of the end. In practice it has happened that the central agency, by virtue of the fact that it must discharge, in the absence of anybody else to do it, a central planning function, has, as I say, acquired a quite substantial influence over the information expenditure level.

1701. What is the actual organisation for contact? Have you got within the Central office separate offices detailed, as it were, for liaison with each separate department? Is it done in a pool or how is it done?—It

is done for the home departments by the Home Controller himself, and by the Overseas Controller himself for the three overseas departments. Indeed there the functions of the Home and Overseas Controllers are dual. They are responsible for the quality and the efficiency of the production divisions of which they are in charge and they are responsible for agreeing the home and overseas programmes with the home departments and the overseas departments respectively.

Mr. Spearman.

1702. As it would seem all your activities are on behalf of your customers, as it were, the different departments, are you your own masters as regards any of your activities? The Economic Information Unit and the Home Affairs Survey, are they done for the Treasury or are you your own masters there?—The Home Affairs Survey is not produced by the Central Office in its own right; it is produced for the three overseas departments and is supplied by them to their own overseas posts. I am afraid I did not understand the question about the Economic Information Unit.

1703. It was only whether there were any activities in which you were working for yourselves instead of for other departments?—There is none of any significance at all. It occasionally happens, let us say, in the field of distribution where common distribution services are being provided to a large number of departments that it is simplest and most convenient to regard it as an own right service. Since it could arise from one of the tables attached to our memorandum there is one activity carried out by the Central Office which we treat as an own right service, but which is not of a usual kind. The Social Survey carries out a running enquiry into certain aspects of consumer expenditure for the Central Statistical Office and the Committee of Statisticians. It is not really a publicity activity, and we have in fact in the Estimate treated it as an own right service, which explains the reference to it in the note to the second table.

1704. Is it then for the Treasury to make up their minds about the worthwhileness of a publication such as the Economic Information Unit, or is it for you?—I do not recognise the publication which you are holding in your hand, I am afraid.

1705. I only give that as an example (Booklet is handed to witness)?—I think that is a reprint of an article which the chief economic information officer contributed to the Institute of Public Administration Journal. I think that will not actually be an information service production. The pamphlet lying in front of you I think will have been published by the Institute of Public Administration.

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[Continued.]

Chairman.] Has any Member any further questions to ask on that part?

Mr. Nigel Birch.] I would like to ask a lot of questions about publications.

Chairman.

1706. It is quite clear we have had a very interesting morning on the more general aspects, but we did expect to deal more in detail with certain aspects of publication. I do not know whether it would be convenient to the Sub-Committee and to the witnesses if we adjourned now. Possibly the Members of the Sub-Committee would like to have the opportunity of looking through the very full evidence which has been given this morning and of putting further questions to Sir Robert on matters of detail and matters arising out of it at a later time, if you would be good enough to attend?—Yes, gladly.

Mrs. Middleton.

1707. Sir Robert has shown us quite clearly how the Central Office of Information acts as a kind of clearing house for Government publicity, but I wanted to ask a question looking in the other direction. In fulfilling that function have you come across instances where the establishing of public relations officers in the departments, together with some staff, alongside the Central Office of Information has led to unnecessary duplication of functions between the two bodies?—There are, of course, two outstanding Departments which do not make use of the services of the Central Office. They will be well known to the Sub-Committee. One is the National Savings Committee, and the Scottish Savings Committee, and the other is the Ministry of Food. We have with those two bodies, despite the fact that they make little or no use of our actual production or distribution services, fairly close relations, and completely close relations with them in the general home programme, the estimating of which I was describing to the Sub-Committee. That is to say both of them take their full, equal and proper part in this process of trying to arrive at what you might call a programme budget for home information activities and expenditure for the following year, so that in one important matter the co-ordination and co-operation exists. The view has always been taken that the National Savings Committee is in a special, and is likely to remain in a special, position. It is primarily a publicity organisation itself, not a Department of State with its own extensive subject matter and an information division as part of the Department. By and large it is a publicity organisation which has engaged for many years in publicity and which is perfectly capable of continuing to do its production in its own way. There is, therefore, no very positive case for inter-

fering with its own arrangements. That view has been fairly consistently taken by those who had to decide about this when the question came up, and I should have thought that view was really likely to be taken. I should have thought myself that the National Savings Committee was a rather special case. The Ministry of Food is rather a different story. The Ministry of Food was one of the few departments, perhaps the only significant department, which did not make use during the war years of the common production and distribution facilities of the Ministry of Information, so that when the war ended and the Central Office of Information was set up, the Ministry of Food was already in the position of contracting out as it were. Whenever the relations between the Ministry of Food and the Central Office have been looked at since the war, the view has been taken that at any rate, so long as particular difficulties and particular urgencies existed in the field of food demanding a very large publicity programme, there was not very much of a case for disturbing the arrangements that had existed for a number of years. You will remember, however, that the French Committee, when it took a look at the relations between the Ministry of Food and the Central Office of Information, came to the view that directly the Ministry of Food publicity had lost these particular urgencies and had diminished in scale it might perhaps be a good thing if the Ministry of Food fell into line with the other departments and used the C.O.I. services. I certainly do not think that, apart from those two cases, there is anything of any size or significance to which one ought to refer.

Chairman.] Would you necessarily call that duplication? I do not know whether that is what Mrs. Middleton meant.

Mrs. Middleton.

1708. I had in mind duplication in that way between the Ministry of Food and the Central Office of Information, and whether in the other functions that are performed in other departments there is a tendency to overlap between the Department and the Central Office of Information?—No, I should not have thought so. I mentioned those two, because if one is having a central agency then there is perhaps something to explain if one finds two large publicity using organisations not working through the central agency. No, Mrs. Middleton, I think broadly speaking the functions between the information divisions of ministerial departments and the Central Office are perfectly clearly separable, and in practice I do not think a duplication or overlap takes place. Each really have their own clear functions which can be ascribed to both—the first chapters of the two C.O.I.

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[Continued.]

annual reports try to describe the difference in functions in terms which were agreed.

Chairman.

1709. Is it convenient to Members of the Sub-Committee that we should now adjourn, and perhaps Sir Robert could come back again for any further questions? I suggest we adjourn now, and hear about films on Thursday. I do not know, Sir Robert, whether you yourself are coming then or

not?—I think I would propose not to, if the Sub-Committee would excuse me, though I will very gladly come back if I am wanted on films, and of course to take any general questions which the Sub-Committee might wish to put to me.

1710. I think we shall fully occupy the time of one session on films, and perhaps we could see you again at a later time?—Yes, gladly.

The witnesses withdrew.

Adjourned till Thursday, at 4 p.m.

THURSDAY, 15TH JUNE, 1950

Members present:

Mr. Diamond.
Major Niall Macpherson.
Mrs. Middleton.

Mr. Spearman.
Mr. West.

In the absence of the Chairman, Mr. WEST was called to the Chair.

Mr. JOHN GRIERSON, Films Controller, and Mr. N. F. MCNICOLL, Director, Films Division, Central Office of Information, called in and examined.

Chairman.

1711. We have not had the advantage of memorandum from your Division as to your functions and purposes, and I am wondering if you could first of all give us a general outline of precisely what you do in your Division?—(Mr. Grierson.) Perhaps I may be allowed to make the introductory comment, and then Mr. McNicoll can take up from that. We are a service department, that is to say we make films not on our own initiative but we make films when we are asked to do so by departments. In effect we are the producers, or the supervising producers, of programmes for some twenty-odd Government Departments. We have in the course of our production activities the facilities of our own Crown Film Unit, which, if I might say so in passing, is a very great unit with a very long history and a very notable history in the film world. We also have the facilities of outside commercial units which we use to a large extent. Altogether we make some one hundred to one hundred and twenty reels a year. On the distribution side we have first of all the facilities of theatres. By an arrangement with the Cinematograph Exhibitors' Association we put out one film per month fairly universally across the theatres of the country. We also rent films through the ordinary commercial channels. Some thirty a year I think are in that category. Over and above that we have a very large non-theatrical distribution. In fact the British Government Service has been the creator of that whole concept of specialised film

showings to specialised audiences. Non-theatrical film showing involves first of all the maintenance of a large central library here in London, which gives out these films not only to schools but to factory groups and so forth. Over and above the central library we have a service of travelling projectors. Those projectors serve in the main highly specialised audiences like factory groups, and also rural districts where normal projector facilities may not exist. We are not responsible, except technically in some ways, for the foreign service which comes under the Foreign Office. I might just say incidentally that the foreign service involves the distribution of films all over the world, both theatrically and non-theatrically. I think those are the main points of the picture, and Mr. McNicoll can take up from there.

1712. There are just one or two points on your introductory statement. Did I understand you to say that you rented some thirty films a year?—(Mr. McNicoll.) Yes.

1713. What do you mean by that?—We dispose of them just in the ordinary way.

1714. You rent them out?—To a distributor who takes them on ordinary commercial terms, and distributes them through cinemas just in the ordinary commercial way.

1715. Who gets the receipts from those films?—We share the receipts with the distributor. It is usually seventy-thirty. We get seventy per cent. of the returns, and the distributor thirty per cent.

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[Continued.]

1716. Take last year for example. On that basis did you make a profit on your thirty films?—No. Our films are not made for profit. Nobody makes a profit.

1717. Not on those rented films?—Nothing like it. (Mr. Grierson.) Not even Rank with this circuit can make a profit on "This Modern Age".

Major Niall Macpherson.

1718. Can we just clarify that point? I am not quite certain how the figure at which you rent is arrived at—is it a proportion of the total receipts of the theatre? You are not showing that film alone, are you?—(Mr. McNicoll.) No. The renter takes it either to one of the big circuits, Pathe or Odeon, or to one of the independent cinema owners, and sells the film to them. I am not sure of the precise terms; they vary very much, but the amount paid for a short film—ours are all shorts, as you know—is a very small sum. They are regarded very much by exhibitors as "fillers-in".

1719. It is a sum paid, and not the proceeds or a proportion of the takings?—No.

1720. The thirty per cent. is really a commission?—Yes.

Chairman.

1721. Could you tell us how many are employed in your Films Division at the present time?—In the Division we have one hundred and thirty-seven bodies.

1722. That covers the whole of your Division from the Controller down. How many are there in the Crown Film Unit?—At present we have one hundred and ninety-one in Crown. That is in the production unit at Beaconsfield.

1723. You have one hundred and ninety-one in the Crown Film Unit. What have you in your Division?—One hundred and thirty-seven at the moment; that is three hundred and twenty-eight together.

1724. I see that under the Ministry of Information in 1945 you had 287, did you not?—Is that including the Crown Film Unit? (Mr. Grierson.) No, that would be the central body, Headquarters.

1725. That is only the Films Division, excluding the Crown Film Unit?—(Mr. McNicoll.) Yes.

1726. Then I notice that in 1946 you had a substantial reduction to 136. Under the Ministry of Information it came down to 137, and under the Central Office of Information it came down to 136?—(Mr. Grierson.) There is a constant pruning process going on at the present time. For example, the Crown figures will go down by roughly fifty-six within two months from now.

Major Niall Macpherson.

1727. Could we just get this clear? In Table IV of the memorandum* we were given, under "Film Production Units" the number is shown as 287½. Under "Films Production Division" the figure is 131½ under the Ministry of Information in 1945, and in 1950 the figure is 137. The figure in 1950 for "Film Production Units" is 191. Could you say what "Film Production Units" include?—(Mr. McNicoll.) Just Crown.

1728. Not projector services?—No, not distribution. The figure of 139 or 137 is the Headquarters staff. It varies from day to day almost, you know. This figure of the Headquarters staff is coming down a bit. The Crown figure is coming down when we close the stage in about six weeks' time.

1729. The comparable figure to the Crown Film Unit today of 191 is this 287 under the Ministry of Information in 1945, and it must have been the Crown Film Unit then?—I assume so.

Chairman.

1730. Could you give us any idea for the reason in fluctuation between the years 1946 to 1950? I see you had gone up to 224½, and you have now come down again to 191?—I was not there during that period, but one can see that fluctuation follows from the film work or the kind of film being made. One film may require a fairly big technical floor staff, carpenters, electricians and the like; next month there will be no such film being made, and that kind of staff comes down. It fluctuates very much. For example, this figure we give of 191 for Crown at the moment includes 53 bodies whom we will dispense with within six weeks or two months' time.

1731. Can that really be the answer, because I see that in 1947 your Division had 152 when the Film Production Unit had 174½, and you had 153½ in 1948 when they had 224½?—Yes.

1732. Yours was fairly constant then, was it not?—It looks as if the Division itself had a fairly constant quota of staff.

1733. Why would that be necessary at that time if the Film Production Unit was producing more films, so necessitating an increase in their staff?—Production is one thing; control from headquarters and distribution are another. That is to say a film employing 50 people might require from headquarters in the way of organisation and distribution, arranging to show the film and so on, no more than say a film which employed only ten people. These figures are purely hypothetical.

1734. Could you tell us at the present time how your Films Division is split up, the officers who are engaged upon the work

* Annex 21.

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[Continued.]

there?—I am the Director of the Division. The Division is divided into the following sections: one, production control; two, distribution; and, three, general administration. General administration looks after the establishment, the placing of contracts, the supervision of budgets, the examination and the scrutiny of budgets for the making of films, and so on. Production control, under a chief production control officer, is responsible for the general day-to-day handling of a film project, the discussions with the departments, and in seeing that the wishes of the department are carried out in the actual making of the film. The production control officer's job really is, when it is decided to make a film, to see that the film is delivered according to schedule.

1735. Perhaps it might save your time and ours if you could let us have a list* of the officers who are engaged in your Division, setting out the duties which they perform?—Yes.

1736. That perhaps might relieve us from going into a lot of unnecessary detail on that part of it?—Yes.

1737. Then perhaps you might also give the qualifications of the individuals at the same time, could you?—Yes.

1738. Now let us assume that you are going to make a film. Can you take us through the process of what you are doing? First of all you get a department approaching you and saying they want some publicity?—The Department approach us and say they want a film on public health, or it may be a film on vocational guidance for the Ministry of Labour. The War Office might want a recruiting film, and so on and so on. We look at that proposal, and we ask ourselves—

1739. Can I stop you there?—Do Departments come to you direct?—Yes.

1740. There is no filtering, as it were, from the top. Departments have direct access to your Films Division?—Departments come to us, yes, and in examining the proposal we ask ourselves, "Is the purpose worth while? Is it a good public purpose?" If the answer is "Yes", that is one passed. "Is the film the proper medium? Could this purpose be better served by Press advertisements, by pamphlets, by platform work or by radio than by a film?" If the answer is "No, the film is the medium for getting this particular purpose across", then—

1741. If I may interrupt you again there, it is the Department that makes that decision?—It is we who make that decision in the first place.

1742. The Department come to you; you discuss with them which is the proper medium for their publicity in order to

achieve the objective they have in view; and they decide whether a film is the one they want?—Well, that is one way. They might come with the broad purpose of a campaign and put it to the Central Office. The Central Office would then discuss it with them, and decide that a certain part could be served by a film and a certain part by press advertisement and so on, but that is not the normal way in which a film is initiated. The normal way is for the Department to come to us and say "We want a film."

1743. They make the decision?—At that stage they have made the decision. It is at that stage that we expect to come in and say, "Is the purpose good? Is it a real, genuine public purpose? Is the film the proper medium? Could the purpose be better and more economically served by pamphlets or by any other publicity medium?" We often as not—perhaps that is putting it a little high; but very often we have to tell a department, "We do not think a film is the proper medium for this; we think you can better serve your purpose by some other way." Assuming that we are all agreed the film is the proper and the economic way—

1744. Before you get to the agreement, assuming you decide that a film is not the proper medium and the department wants a film, what happens then?—Well, in that case they would dispute with us. They would go to the Minister. The Minister might come in, and it might go to Ministerial level for a decision. We might be overborne, or alternatively it might go to the Treasury and the Treasury would take one view or the other. I see what you are after. We could be overborne. We are advisers, and our advice could be rejected. The Minister might press it, and we might submit it to the Treasury for decision. In any case, of course, we have to submit all our proposals to the Treasury, and it is we, the Central Office, who state the case. But I have not finished with the process. Assume we have got over the first two hurdles, first that the purpose is sound and, second, that the film is the proper medium, then the third question is what audience has to be reached and can we reach that audience?—In those preliminary discussions we have our production control people, who are experts in film making, and we have our distribution people who are experts in how to reach the audience for a particular film. Having made the decision to go on, that it is a worthwhile purpose, that a film is the proper medium and that we can reach the audience for which it is destined, we agree on a brief, what the film is to do, the general line of treatment of it, the size of it and the maximum cost. We submit a case to the Treasury on the basis of that brief. The Treasury say "Yes" or "No." If the Treasury

* Not published.

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[Continued.]

say "We agree to the expenditure of such and such a sum on such and such a film," then it is in a position to be handed over to the producers and our production control people.

1745. You estimate the cost?—Yes. (Mr. Grierson.) There is one over-riding consideration, and that is there is only so much money to be spent each year on the making of Government films, so that any project must face up to whether it deserves priority within the framework of our budget. In other words, if it were left to all the departments simply to get the films they wanted we would be faced with a requirement for hundreds and hundreds of films a year. We are faced with more requests than we can possibly meet under our budget, and so a weeding out process is necessary.

1746. From that do I understand that one of the considerations in deciding whether a film should be the proper medium for a particular department is not really whether a film is the more effective medium but whether your means will enable you to use the film for that particular department, having regard to the conflicting claims of other departments?—(Mr. McNicoll.) That is so. We have to serve some twenty departments, and we have a limited amount of money with which to do it. We have to have a certain scale of priorities in mind. There are two Government Committees which help us in that way—the Information Services Committee, and an official committee under them.

1747. Having made the agreement, having approved the necessity for a film and having Treasury sanction for it, what then do you do? How do you decide whether it is to be produced by the Crown Film Unit or by an outside contractor?—(Mr. Grierson.) Every unit has its own particular qualities and its own particular expertise. That is the first measurement. There are certain films which you just know from the beginning will best be produced by one unit or another. One unit may have scientific qualities, and they will tend to get the scientific films. Units specialising in documentary films like Crown will tend to get that type of film. You choose from all the units the one most likely to do a good job of work on that particular type.

1748. In what do the Crown Film Unit specialise?—I think they are best at documentary films. They would generally do films like the one we did recently in Nigeria, the colonial film called "Udi," the one which got an Oscar in Hollywood. They would in general do the more ambitious, the more experimental and the more difficult films.

1749. If the Crown Film Unit was capable of doing the more difficult and the more experimental type, would it not pos-

sibly do the other films which are being sent out to contractors?—Indeed, yes.

1750. Why is it decided to have outside contractors?—I think competition is a pretty vital thing in our world, and in fact units like Merton Park, Basic, Data and others have all added to our wealth of production and our quality of production.

Major Niall Macpherson.

1751. Is it anything to do with the optimum size of a unit from the point of view of the administration of a national film unit?—Indeed, yes, there is a very strict limit there.

Chairman.

1752. Do you find such a limit has affected your production, and that by the inability to produce through the Crown Film Unit you have been forced to go to outside contractors?—(Mr. McNicoll.) I think that might possibly have been a factor up to recently, not a major factor but I think certainly a factor. After the war, the Crown had to transfer from its place in Pinewood, the premises having been derequisitioned, and go to an old derelict place in Beaconsfield, which was the only place available. Film studio space was at a premium at the time, and since then it has been in the hands of the Ministry of Works who have been putting it in order, equipping it properly and so on. It is only during the past year that it has come into full working order.

1753. What would be the major factor in your decision to engage an outside factor?—I think Mr. Grierson said it. The major factor would be the particular quality of the unit. As often as not the unit would be selected on its director, the chap who would actually make the film.

Mr. Diamond.

1754. Is there any over-riding figure, a percentage, borne in mind throughout?—(Mr. Grierson.) There is no figure, but there is a feeling about it. It is about fifty-fifty. Fifty per cent. to our own, and fifty per cent. to outside contractors.

1755. I understood you to tell the Chairman that there was an estimate prepared at the beginning of the year within which you must keep?—(Mr. McNicoll.) A total.

1756. Of that total sum, when that estimate is prepared is any proportion borne in mind, such a part to the Crown Film Unit and such a part for outside contractors?—Yes. It is a very rough estimate which we have to have for our budget purposes.

1757. Would that be fifty-fifty?—It varies so much. As I say the Crown has not been fully equipped until last year. Looking at the figures there for 1948-49, the Crown produced 65 reels and outside contractors

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[Continued.]

produced 121 reels. Last year Crown produced 46 reels and outside contractors 100½ reels. One might say fifty-fifty might be a reasonable proportion, but it has not worked out anything like that so far. This year what is in hand is roughly fifty-fifty. Contractors have over 60, and the Crown has just over 70 in hand; so it looks as though it might move to fifty-fifty.

1758. I gather from what you say that there are a number of factors entering into it, but there is no major decisive one by which you are guided at the start of the year. You decide on the circumstances attaching to each particular film?—Yes.

Major Niall Macpherson.

1759. Will you not tend, if you have a unit there, to make certain the unit is working to capacity?—(Mr. Grierson.) Yes.

Chairman.

1760. Does that mean your Crown Film Unit is always working to capacity?—(Mr. McNicoll.) It has not been in the past. (Mr. Grierson.) It is certainly working to capacity now.

Mr. Diamond.

1761. It is an expandable capacity?—(Mr. McNicoll.) It has limits.

1762. If you look at the film production unit staff figures on Table IV* you find they vary between 136 and 287 in 1945 and 1946, and in more recent times 224. I understood from you that was because, in the nature of things, you had to take on and put off a number of men?—Yes. (Mr. Grierson.) I think they were very ambitious in their programme.

Chairman.

1763. The extraordinary position, as I understand it, is that now the Crown Film Unit are in fact producing a greater proportion of films and the outside contractors are producing less, your staff is in fact 191 for this year where you are budgeting to produce more than you did in previous years?—It is a matter of the studio factor which was mentioned by Mr. McNicoll. They were really tumbled around with an inequipped set up; today they are better equipped. We are getting more work from the same number of people, but apart from that other efficiencies have been introduced. (Mr. McNicoll.) There has also been a change in the style of the films. I think in past years the office has been a bit ambitious.

1764. Is the tendency now to produce more films by the Crown Film Unit and to engage outside contractors less and less?—This year that shows itself a little, does it not? They are now round about fifty-fifty, whereas before the Crown had only about one-third of what the others had. That does reflect the fact that the Crown is now fully equipped.

Major Niall Macpherson.

1765. Could we also deal with it from the financial point of view? What was the comparative expenditure on outside films and on films produced within the Crown Film Unit? What was the cost per reel? How far are those figures a relevant yardstick?—It is very difficult. Comparisons reel by reel or foot by foot are very difficult indeed, and they can be very misleading. (Mr. Grierson told you the tendency has been, I think rightly, to give the Crown the more difficult jobs. You will find in the Crown programme films which are relatively expensive in our schedule, although compared with outside films they are not expensive. Udi, involving sending a unit out to Nigeria and shaping the material to very hard public information purposes, worked out at a very high figure compared with the cost per reel of a straight film such as an instructional film on health or a recruiting film. It is very difficult to weed out from a programme of contractor films and Crown films, like with like, and to feel that you are getting a true comparison.

Chairman.

1766. The point I was wanting to make was this: as you have your established complement in the Crown Film Unit, the more films you produce through that unit surely the average cost per foot would be less?—Yes, quite, but if I might say so I was just about to come to that. When I came to this job just about a year ago it was one of the first things to which I addressed myself. I think it was true then that the Crown's costs per foot were working out more than contractors' costs. That is the problem we set ourselves to tackle. That was partly due, as I say, to the kind of film it was given, partly due to the fact that the Crown was not fully equipped, perhaps not sufficiently tightly organised and to other factors. Now that Crown is equipped, now that we have got it organised, the costs are coming down, and they are getting just now near to that of the contractors. As you know this was all brought up before the French Committee last year, and we have as recommended by that Committee, although the decision was actually made before then, instituted a trading account, a very hard matter of fact accounting. It will not be possible to speak with any precision or confidence about comparable figures until we see the first year's working under that account, but so far as they go just now they are encouraging.

Chairman.] Could you work out for us, and let us have a little statement† up to the latest date that you possibly can, the cost per foot by the Crown Film Unit and the cost per foot by contractors?

* Annex 21.

† Annex 22.

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[Continued.]

Mrs. Middleton.

1767. Could that be done for comparable films?—It is the comparable films which makes it so difficult. To compare, say, a film like one we are making just now, called "Wool Ballet", a film which is made at the request of the Board of Trade in colour in rather an individual and experimental technique, its object being to push the sales of British woollen goods overseas especially in the dollar areas, a film involving expensive dresses, expensive lighting, actors and so on—it is a costly job relatively—with a straight little recruiting film or a straight little vocational guidance film and so on is very difficult. I beg you, when you get the figures, to keep that in mind.

Chairman.

1768. We have those reservations from your statements. If we could have the information it might be of some help to us. Dealing with these contracts which you let out to outside producers, could you tell us why it is necessary they should go through your Department at all?—The Government film operations are rather immense. Nearly all the departments want films for their information purposes. The film certainly has made, and it continues to make, a very powerful contribution to keeping the public informed about what is happening, explaining to the public and so on.

1769. We recognise that. The point we want to get cleared up is this: the position having been established that a film is required, why is it necessary for the Department to come to you and for you to go to an outside contractor?—As I say partly because of the scale of it, partly because film making is a highly specialised job—somebody is needed to control the whole operation; somebody is needed to select the people who will best make that particular film. Over and above that there is this peculiar factor about film making. You set out on the instructions of a department to make a film, say, to inform doctor and nurses about the latest techniques in the handling, diagnosis and treatment of poliomyelitis; it is a very interesting film for that sort of purpose, and it seems to be particularly effective with doctor and nurses.

1770. Surely the Ministry of Health, the sponsoring department who want the film, would from their past experience know the contractors who are best capable of producing the type of film they want?—I have got that. You set out to make a film for that purpose. In the process of making it, that being a highly technical film, you see the possibility of making for a different purpose altogether another film out of the same material. It so happens—I am citing an actual case. It is because you have a central agency, having its mind covering

the whole business of the Government, that this possibility arises. You see the possibility of making a short film to carry assurance to the public about this disease, that most people recover and that most people can be helped to become normal citizens again. From out of your training film you get maybe a one-reel film to carry assurance to the general public, particularly in view of an impending epidemic as predicted by the medicals. But again in the process of making that—again because we are people who are serving all departments—we see that such a film, if it was made in a certain kind of way, would serve British overseas purposes, and the Foreign Office have agreed that a film of this sort would serve admirably, particularly in America, to enhance British prestige in the field of the British handling of the sick, the range of our health services and so on. To make it suitable for the American market you do a number of things. In this particular case what we did was to get Mrs. Roosevelt, who happened to be over here at the time, to help in the commentary with Michael Redgrave. In the end we got a film that admirably served three purposes. It was a post-graduate refresher for medicals and nurses; second, a film which went into all theatres; and, thirdly, a film which went over overseas partly because of the way it was made and partly because Mrs. Roosevelt helped in the commentary. Mr. Roosevelt was a sufferer from a disease in the same group. It accordingly admirably served British prestige overseas. If there was no central body or no group of people thinking over the whole range of public information services we could not have done that. Similarly I have one I am discussing just now. By the way this is very common; this is not uncommon. That is a very ordinary occurrence in this business of film making. We have a unit going round all the British Army posts with the object of making a short film to serve for recruiting. It is to report to our people how the boys are getting on in the various posts overseas—in Gibraltar, Malta, Cyprus, North Africa, Middle East, and out in the Far East, Hong Kong, Malaya. They are sending back the stuff now. We are seeing it, and it is going to be a very good film. It is going to be a very pleasant and interesting report to our people at home about how our boys are faring overseas, but on seeing the material and knowing what Foreign Office purposes have to be served we see the possibility of a first-class little documentary, particularly for overseas, particularly for the Continent, on some such theme as the "Frontiers of Democracy", showing what Britain is doing along these eastern frontiers of democracy. Without a central agency how could we do that?

1771. The purpose of putting my question is that I see in the evidence before the

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[Continued.]

French Committee there is a statement that you acted as a valuable cushion between official thinking and creative temperament?—(Mr. Grierson.) I think there are harder reasons! It is so complex a field; it is a very costly medium; it is very prone to over-promotion. There must inevitably be a central body with experience in costs.

1772. You think it is necessary that it should continue in this way?—(May I say this? Every country which has gone into this field has sooner or later had to set up a central organisation for this purpose.

1773. Assuming then the necessity for it, can we then deal with the method of how you enter into a contract with an outside contractor?—(Mr. McNicoll.) Yes.

1774. How do you arrive at the price which is to be paid to him for the production?—There is a long and hard experience in the office on costs and prices, and we have a rough estimate for each film of what we can afford to spend. That is our base. We start off on that. We ask a contractor, "Will you undertake the making of this film? Our rough figure is £500, £300, whatever it may be. Will you submit a budget?", and they submit a budget of the costs. It is an itemised specification, a working specification, setting out the amount of material that will be used, the cost of directors, salaries of camera men and technicians, cost of travelling and so on. That is scrutinised by our budget section. We have a highly qualified section in the office which goes over these budgets item by item, questions them, argues them with the contractor, and finally comes down on a figure. The normal form of contract entered into thereafter is a maximum price contract. That is to say there is a maximum price fixed to conform to this budget.

1775. You do not give contracts to outside contractors on a cost plus basis?—No. We are experimenting more now, within a certain range, with this sort of fixed price contract; it is more or less tendering, "Will you make this film for, we having budgeted it ourselves, £3,000?", and if he says, "Yes", we fix the contract. If he brings it home under £3,000 the profit is his; if it is over the loss is his; but the contractors are not so keen on it.

1776. We have the Crown Film Unit; we have the outside contractor. Are there any other Departments, of which you are aware, that are making films?—Yes.

Mr. Diamond.] Are you going to come back to the question of costs?

Chairman.] If you have a question on costs, perhaps you would put it now?

Mr. Diamond.

1777. I think I know what a maximum price contract is, but as I may be quite mistaken I should be much obliged if we could be told what is the difference

between a maximum price contract and a fixed price contract?—If it is a maximum price contract we budget it, we cost it, and after the job is finished the cost accountants go on to the job and go through it. If the cost comes out at something less than the maximum price that is all we pay; we pay the cost.

1778. It is a maximum price based on an agreed estimate, subject to post costing?—Precisely.

1779. The estimate is arrived at before the job is started, during the course of the job or at the end of the job—which?—Before.

1780. Before production is started?—Before production is started. It is arrived at on the scrutiny of a preliminary budget.

1781. Many of us have experience of contracts in various forms. Many price contracts, due to negotiations, are often not arrived at until a considerable way through the performance of the contract. I am just asking whether it so happens with regard to films that it is possible to agree a budget before pressure requires the performance of the contract to be commenced?—It may be so on rare occasions. I think actually we are just doing one that way now, a very low price job, a quick job that is wanted urgently by the Foreign Office for America.

Major Niall Macpherson.

1782. Having costed it and having arrived at an estimate do you then keep financial control on it during the course of the making of the film?—Yes. We pay in three instalments. We only pay the instalments on a scrutiny of the budget.

1783. How is the remuneration of the contractor calculated?—It is his profit.

1784. On an agreed basis?—Yes.

1785. Is it a fixed profit for making the film, a fee?—A fee in fact for making the film. I think it is true to say that it is rare for a contractor to make a profit, or rather I think on the whole there is little or no profit made by contractors out of making Government films. It provides for them a sort of basis, to help them to carry their overheads, but they really make their profits elsewhere.

1786. Then does it amount to this, it is a fee with a kind of penalty for overspending the cost?—That is so. That is one of the reasons why I should like to develop the fixed price contract, but we cannot agree with the contractors on the percentage which should be allowed for contingencies, some such contingency as weather which can be an awful bother to a film maker.

1787. That being so he is more of an agent than a contractor?—In a sense.

1788. What has been the experience with regard to maximum prices? Have you

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any general more or less top there or have you found that your original estimates were fairly near?—It comes out pretty well. (Mr. Grierson.) I think there is a history of growing certainty on that matter over the last two years. You must look on us as a re-organisation team. (Mr. McNicoll.) Weather is a big factor. It introduces a very big element of uncertainty for contractors, but not necessarily for the Crown.

Mr. Diamond.

1789. Is a budget prepared with regard to Crown films before they are constructed?—The Crown submit their budgets just in the ordinary way and they are scrutinised more toughly because they have their people down there. We have a double check on the Crown.

Chairman.

1790. We were then going on to the question of other departments producing films. Could you give us some information about that?—The Service Departments—the War Office, the Air Ministry and the Admiralty—under co-ordinated arrangements between them arrange for the production of all training films for the Forces, and welfare films so far as they go. We do not touch those.

1791. What about the Stationery Office and the Government's own cinematograph adviser there?—He has several functions of a quasi-legal sort. The Crown copyright, as you know, is vested in His Majesty's Stationery Office. He is a co-ordinator. He is a chairman of the committee which co-ordinates all training films.

1792. Do you have any liaison with him?—Yes, we are in frequent contact with him on the question of copyright and the like. He keeps us informed on what the Service Departments are doing. It so happens that out of some of these training films made for the Service Departments we get first-class public information films.

1793. Is it right that you have provincial offices for films?—For distribution. The Central Office of Information has an office in each region, corresponding to the old Civil Defence regions, which serves an all-over regional purpose.

1794. For the whole method of publicity?—Yes, for Press and for everything else. Each office has a films officer whose primary job is the distribution of non-theatrical films within the region.

Major Niall Macpherson.

1795. Can he make contracts with the local cinema?—There is not very much of that because that is theatrical. That is usually fixed up by us here in London.

Mrs. Middleton.

1796. I do not quite understand what their purpose is. You say corresponding

with the Civil Defence regions?—I think the regions still correspond more or less to the old Civil Defence ones.

1797. With the old local government regional organisations?—Yes. I said with the Civil Defence and health regional organisations, but I am not quite certain that our Central Office of Information regions still correspond to the old Civil Defence regions. In any case there are regional offices of the Central Office of Information, and these regional offices act within the region for, I think, the whole range of C.O.I. duties—Press and other activities, and the distribution of non-theatrical films.

Chairman.

1798. You have not a special films officer in the region?—Yes. Each regional office has a films officer whose primary job is the distribution of non-theatrical films.

1799. Do you think it is necessary to have him?—Oh, yes.

1800. Could you tell us why?—(Mr. Grierson.) The moment you adopt the principle of making specialised films for specialised audiences then the mobilisation of those special audiences becomes their prime duty.

Mrs. Middleton.

1801. I come within the south-west region where the regional centre is Bristol. The region covers the whole area from, I think, Gloucestershire and Wiltshire right down to Cornwall. What possible use can a films officer in Bristol be to people, who may be wanting the use of films from the Central Office of Information, in Penzance, Truro, Plymouth and North Devon?—(Mr. McNicoll.) May I take a case? It is a common sort of case. We have just completed a few months ago a film for the Ministry of Health called "Another case of poisoning." It is a pretty little film with certain theatrical qualities, but its purpose is to enjoin cleanliness in food handling. In rather an entertaining way it takes you through all the obvious faults, the handling of food in the kitchen, the handling of food in canteens, shops, dairies and so on. That film, if it is to do its job, should be seen by a very high proportion of those who are engaged in the food handling trades as well as by as many housewives as possible. How to get that? Keep in mind that the test of worthwhileness of any film we make must always be "Do we reach the audience for whom the film is intended?". We do a certain amount of planning at headquarters for the distribution of such films, the first kick-off with the organisations that represent the food handling traders. There are a great many of them from the fish friers upwards. Some of them have branches in the country; some have not. We approach them and say "Can we count on your co-operation?". Curiously

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enough, although this film has a good many digs at some of those trades, they are all anxious to co-operate. They will get in touch with their members throughout the country and prepare them for this. In consultation with the Ministry of Health we get their goodwill first of all in approaching medical officers of health. Having worked out a broad plan on that basis, the co-operation of the medical officers of health and the co-operation of the trades, we then hand it over to the regions, whose job it is to get in touch with local representatives of the trades and with the medical officers of health and arrange as many worthwhile shows, within their region within a specified time, of this particular film I mentioned. It is not an easy job we set these boys to do in the country. They arrange these shows in a number of ways. Wherever an organisation can provide its own projector we seize on that. We do not want to send our own mobile units unless it is absolutely necessary—we are cutting them down by the way. They get in touch with likely organisations, and if there is a projector there so much to the good; a show is arranged. The audience is collected by advertisement or other means, or more commonly by arrangement; and they come to the show. If there is no projector on the spot we will send our own projector. Each region has a number of mobile projectors at its command, with chaps who can drive and also give a show. The regional films officers with their travelling projectionists have a really tough job in organising shows for specialised films of this kind.

Chairman.

1802. The films officer is not a technical man?—No. He is one versed in publicity, and he has organising ability.

1803. I suppose organisers are composed of those who are experts in publicity. The films officer as such has no special technical qualification for his job in the region?—(Mr. Grierson.) Except that over the years they have built up—it is quite a professional job—a special knowledge of how to make contact at all kinds of levels from learned societies to stamp collectors.

Mrs. Middleton.

1804. I would like to pursue this a little further. I cannot see frankly how much a better contact a regional officer stationed in Bristol has with the far south-western towns than you could have here in London. It seems to me, therefore, inevitable that a good deal of the regional work must be largely duplication of work which could be done equally successfully, at less cost and perhaps more efficiently from London?—(Mr. McNicoll.) I wonder. How could we from London, say, get in touch with mothers' meetings and welfare clinics? The

regional officer is mobile. I agree it is a big region and that there is a lot of territory to cover. That would only mean we might have to have more vans than in another region which is more compact. A film like "Another case of poisoning" or a little one addressed to farmers on the grading and packing of apples, something like that, would be very difficult to handle from London whereas, if you have a man in Bristol covering the whole of this south-western region, he knows where the farmers' clubs are, he knows where the secretaries are, he knows where the medical officers of health are, he knows where the clinics are and so on in a way that we could not, and he could make contact in a way we could not from London.

Chairman.

1805. Surely your regional organisation has that information?—Yes.

1806. I am talking about the films officer in your organisation in the region. Why is it necessary to have a separate films officer in each of the regions? Nothing that you have said, with great respect, appears to me to have required the services of a special person employed on films. Surely the organisation as a whole could deal with it. What do you say about that?—There has got to be some chap to do it. This is not merely a vague concept of organisation. There has got to be a chap doing the job, whether you call him a films officer, a general purposes man or what not; he is the one who has got to do it.

1807. He is confined exclusively to films. Surely there are other functions which could keep him fully employed without duplication of personnel, where you might save considerably by not having a special films officer?—We find that our films officers are more than fully employed in doing this job.

1808. They cannot be more than fully employed, can they?—They say they are, and as far as we can investigate they are very hard pressed.

Mrs. Middleton.

1809. I think we have touched on a point here which concerns not only your work but the work of the region in general. There is a tendency for your regional outpost man to duplicate practically every function from the centre, with very little regard as to whether the outpost man for that particular function is really necessary in the circumstances?—If you are speaking about the whole regional organisation I must say it is a very big question. It is a question which in another capacity I have been much concerned with from time to time in the Civil Service, but I am not entitled to speak for the whole range of C.O.I. services in the region. All I can

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say is that some person or persons are absolutely essential for our job outposted in the region; what their title may be does not matter.

Major Niall Macpherson.

1810. Could we put the question in another way? Could the films officers, admitting that they are fully occupied, handle effectively other forms of publicity through much the same channels?—(Mr. Grierson.) That is a matter which has been studied very much over the last two years, a combination of forces, bringing the media together more closely. There is again much being done just now to correlate the work of the specialised officers of regions. (Mr. McNicoll.) For instance, for much of our work now we tend to use the combination of lecturer and films.

1811. Have you in each region a sort of central intelligence office where they can go and consult records to find out what contracts are the right ones for their purpose?—That is one of the primary jobs of the chief regional officer, to co-ordinate the work of his staff, to see that one man does not follow on the heels of another man. I cannot speak for the whole region. (Mr. Grierson.) There was a tendency during the war for the films officer to act very much by himself as a representative of the films department at headquarters. That has been eliminated, and the films officer has been put very closely under the general supervision of the chief regional officer. I would like to stress one or two points. There is a need to translate our headquarters work into a parochial outlook, to get it down to the small audiences. I am sure we could not do that from headquarters. My own belief is that we do not specialise enough; we are not local enough in our work. I lay the other emphasis, if I might. (Mr. McNicoll.) My own view about our distribution system is that it is good—I think there is nothing to equal it in the world—but it is not nearly good enough. It is capable of a great deal of improvement.

1812. And is improving?—Yes, I am quite confident of that.

Chairman.

1813. Do you mean you are not getting the full value of the cost you are incurring in the production of films?—Yes. (Mr. Grierson.) We have not in the past got full value. I think we are coming much closer to the proper relationship. (Mr. McNicoll.) The possibilities are almost infinite, are they not?

1814. When did it occur to you that you were not getting the full value on the money you were expending upon films?—(Mr. Grierson.) I think we were brought in because it occurred to someone else, and we came in really to deal with what was the work of re-organisation.

Major Niall Macpherson.

1815. Did you come in at much the same time as Mr. McNicoll?—I came in just over two years ago, and Mr. McNicoll came in about a year ago.

Mrs. Middleton.

1816. From your experience would you say one of the largest handicaps in the whole of this work which you have been doing, and which was carried on before you joined the organisation, is the fact that it was found to be operating on a war time basis which for peacetime purposes was not satisfactory?—(Mr. McNicoll.) It needed a lot of adjustment to peacetime conditions. (Mr. Grierson.) There was an awful sprawling during the war. (Mr. McNicoll.) I think it is true to say that the bulk of the films made during the war were for more general purposes. They were morale builders; they were appeals for co-operation by the public in this or that branch of the war effort. The films we are making now, while a lot of them are very general and intended for the population as a whole, are carrying a bigger proportion of highly specialised purposes, films designed for most specialised audiences.

Chairman.

1817. Could we pursue this a little further? It is rather a serious statement to make that we are not getting full value for the money being incurred on the production of films. Have you any ideas on how it might be improved?—Yes. "I am not getting full value" is a very relative term, and taken out of its context could mean precisely the opposite of what I intend. There is good value being obtained—I am satisfied of that, but so great is the scope for reaching audiences that I think we can get a good deal more value. At present the non-theatrical showings altogether through our mobile units and libraries reach an audience of roughly eleven million people in a year. That is the non-theatrical side. That is fairly substantial. I am much less concerned with that aggregate figure of round about eleven million than I am with making sure that the films for a specialised audience reaches that particular audience for which it was intended. That means planning. That is the kind of way in which I think we are going to get much more value than we do at present. (Mr. Grierson.) There is one aspect of that dealing with the shifting nature of supplies. During the war projectors were not available. They have become progressively more available since the war. It is up to us to re-organise the area which the new projectors have made available, to cut down the use of our own travelling units and to build up the library service. That we are doing, so that we should get more value for money because of the availability of projectors. There is

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a lot being done just now to jack up the organisation of the libraries to meet the new needs and so on. That eleven million figure has gone up by about one million in the last twelve months, all with the same staff and with the same assets.

1818. Has Organisation & Methods had a look at your organisation?—Indeed, yes. May I cite another possibility? The spread of television is going to make it possible to do a lot of our work through the television screens. It is up to us to re-organise and to economise by taking advantage of this new medium.

1819. Have you started then on this other line?—(Mr. McNicoll.) Yes.

Major Niall Macpherson.

1820. Has there been any resistance from any quarter to that development?—It is a very, very difficult problem we are tackling there. Television want our films; they want a lot of them. We can give them very few. That is our main trouble at the moment with television. Any of our films that are rented to commercial distributors for ordinary commercial cinemas are ruled out for television automatically. The cinema interests will not play. That is not our quarrel, that is between television and the cinemas. We have in the course of years built up a very powerful library at Crown upon which we can draw in the making of films. The copyright of some of that material does not reside with us, and we have to pay a royalty. More than that, if it is a film owned, shall we say, by a news reel company or by a commercial cinema company, they would not give us permission to allow that film to be televised.

Chairman.

1821. With regard to your own produced films and those which are produced for you by outside contractors, the copyright rests with you?—The copyright of our films, yes.

1822. There would be no difficulty on that account?—No.

1823. The question Major Macpherson was asking was whether you were meeting any resistance to the utilisation of your own films in that way?—No, except for films that are rented. Wherever we rent a film to a commercial distributor we cannot also give it to television.

Major Niall Macpherson.

1824. That is sensible, but you are not meeting with any opposition apart from that?—Television are very anxious indeed to have our films.

Chairman.

1825. Do they have a permanent restriction?—Yes.

1826. Suppose you rent a film out to a circuit for showing within a certain period, there would be nothing to prevent you

making an arrangement with television to show it at a later date?—After it has exhausted its theatrical usefulness, no, but that may be after the film has lost its purpose.

1827. The documentary films which you keep in your library for that purpose are always useful, because you always rent those out. You have an extensive library?—Yes.

1828. Those I gather are films which at any rate keep their usefulness for some considerable time, otherwise you would take them out of circulation, would you not?—Yes. (Mr. Grierson.) Television is very proud. It likes first go at fresh material, very properly.

Major Niall Macpherson.

1829. Might I ask a general question on that? I would like Mr. Grierson's reactions to this. The B.B.C. are a wholly independent Corporation. The Central Office of Information, on the other hand, is a Government agency, or really very nearly a Government Department. Television again is an independent agency. How does Mr. Grierson visualise the relationship between television and a Government Department with films in it, which is a department in turn of the Central Office of Information? In other words, how does he visualise the maintenance of that complete impartiality which the B.B.C. has attained for itself?—I suppose in some senses we are impartial and in some senses partial. We are working not for political ends, but we are working for specific departments and to meet specific needs. By and large I foresee no great resistance on the part of television to the main body of our material. In so far as they are objectively instructional they are objectively hortatory and so on. At least I have had no experience in the past of excessive resistance in that connection.

Chairman.

1830. Have you made use of television?—(Mr. McNicoll.) Quite a number of our films appear in television. (Mr. Grierson.) Both here and in America.

Major Niall Macpherson.

1831. I gather you lay more stress on the objectivity of our productions?—It is amazing how over the years we have been able to build that up. (Mr. McNicoll.) We would feel that we had failed if that was not so. (Mr. Grierson.) We are under very specific instructions in the matter from the Lord President. (Mr. McNicoll.) On that question of television and cinemas that is an issue which will be before the Beveridge Committee. We are submitting our views to the Beveridge Committee on it. We do not want to be involved in taking sides. Both are friends of ours.

15 June, 1950.] Mr. JOHN GRIERSON and Mr. N. F. McNICOLL.

[Continued.]

Chairman.

1832. Could you give us your views very briefly about the Colonial Film Unit which has now been taken over by the Colonial Office?—It was on our initiative that it was taken over.

1833. Why was that?—(Mr. Grierson.) We really gave it up because we did not feel familiar enough here in London to be specialists in the fundamental education of backward peoples. In other words we were horrified by our own distance from the problem, and we felt it could better be done by those who were experts or who were in the main specialists in that particular matter. Whether the Colonial Office Film Unit operation has been a successful one I am not so sure. It has been, of course, an experimental operation, involving great technical difficulties in the sense that films are shot out there in East Africa, West Africa and the like and made up here. The processing has had to be done here in most cases, and that has made it most difficult for the Colonial Film Unit.

1834. Is that processing done by another organisation?—That is always done by outside commercial laboratories, but anyway this distance has made it difficult for the Colonial Film Unit to be as expert, as technically defensible, as our own home operation. I think there is room for many more experiments before coming to any conclusion about how that particular Unit should be best worked.

1835. I rather gathered that at the present time your productions are rather better than those of the present Colonial Film Unit?—That is not for me to say, but I should think so. I think there is room—

Mr. Diamond.

1836. You would not resist that?—It is a pretty difficult operation, shooting for native audiences. (Mr. McNicoll.) I was in favour of the transfer because what offended me as an administrator was the sort of dual control between the Colonial Office and ourselves. It should come under one or the other, and I thought it was right to transfer it for that and other reasons.

1837. If it was cheaper and quite efficient, you would not object to it?—Mr. Grierson has said he thought there was room for improvement in efficiency.

1838. Up to the present time it has not realised your hopes in that direction?—(Mr. Grierson.) I think not. Personally I believe the answer is not with a London-run operation but with an indigenous operation in the various specialist fields. (Mr. McNicoll.) That is the policy of the Colonial Office, to set up units in the colonies themselves.

Major Niall Macpherson.

1839. May I ask about dual control? There is dual control through all your operations in as much as you are working for a department?—Yes, but we control the production.

1840. There was a difference. You were conscious of a difference between your relations with the Colonial Office and your relations with other Departments?—(Mr. Grierson.) In one case we knew the natives intimately, and in the other case we did not.

Chairman.

1841. Has the removal of the Colonial Film Unit reflected itself in a reduction of staff and a reduction in expenditure?—Yes. (Mr. McNicoll.) It is difficult to say to what extent. The Colonial Film Unit staff go over bodily, but it is difficult to isolate various factors which have contributed to the reduction in staff we have been able to make in the past year. We have closed down our own technical establishment at Balham, our small industrial unit which repaired and looked after projectors and so on. That has meant a reduction of 36. We have made decisions about Crown which will mean a reduction of 53 there. What they have contributed to the overall reduction in headquarters staff it is very difficult to say, but during the past year we have cut out two chief executive officers on the £1,000 to £1,200 scale; we have cut out six senior information officers on the £500 to £1,000 scale, and some executive officers and some clerks.

1842. Have they been absorbed by the Colonial Film Unit?—Those are apart from the Colonial Film Unit. The closing of Balham, the tighter control over our whole organisation and so on has all contributed to these reductions about which I have spoken.

1843. But the removal of the Colonial Film Unit to the Colonial Office would, of necessity, have resulted in a reduction of your personnel?—(Mr. Grierson.) I have not got a figure for the reduction in staff, but I have a figure for a saving of some £53,000.

1844. Did they go over to the Colonial Film Unit?—Yes.

1845. What I am rather anxious to know is whether this transfer of functions has in fact resulted in a reduction in personnel and a saving in money?—(Mr. McNicoll.) It has.

1846. Because I gather that, if there has not been that reduction, a saving in efficiency has not been made?—All I can say is that there has been. It has contributed to the reductions which we have made in the staff at headquarters, but apart from the actual Colonial Film Unit staff the other economies I have mentioned

and the tighter organisational control have all contributed to substantial economies in staff at headquarters—these people on the £1,000 a year level, the six on the £500 to £1,000 level and the clerks. Of course, as you know, our whole Films Vote has been cut by £250,000.

1847. There are just one or two general questions I would like to put. First of all, is the entire cost of films covered by the Subheads in the Estimates? There are the salaries for the Crown Film Unit in the Subhead; there are the salaries of the Films Division. Have you any expenditure which does not appear upon these Votes?—These Votes are very difficult. I think you are reading the Subhead G Vote?

1848. Yes.—Those figures, I think, amount in all to what—£497,500 do they not?

1849. Yes. £497,500 under "Subhead G. Films," and I gather £100,000 under "Salaries. Subhead A. Crown Film Unit"?—Yes.

1850. Are there any other as far as you know?—Yes. Parliament requires that all salaries should appear under a separate Subhead of the Department's Vote, so that the figure of £497,500 does not include—

1851.—your proportion of salaries paid in your organisation which might be utilised towards film production?—Yes, it does not include that.

1852. There are Appropriations-in-Aid, are there not?—Yes.

1853. What are your total Appropriations-in-Aid from films?—I am sorry, but I cannot give you that figure.

1854. Could you check it for us?—Yes.

1855. Do you recover anything from other Departments in respect of films?—Yes. There are several ways actually. There is an allied service—that is a common service, the cost of which goes on our Vote. If the film is not an information one but to serve some other purpose of a department or a public corporation then we require the department to pay for it; we take it on an agency basis.

1856. Do you make any profit on it?—No, cost, but we charge everything, every remote cost such as paper, stationery, telephone calls and that sort of thing.

1857. Then the Appropriation-in-aid expenditure incurred by your Division is substantially greater than what appears upon the Estimate, I imagine?—Yes. It appears in the Estimate, you know.

1858. But not under your Film Unit with which I am rather concerned at the moment?—Yes. The kind of film we make on an agency basis, that is on repayment, is typified perhaps by the films we make for the Ministry of Transport body, the National Society for Road Safety. We make a number of films for them on an

agency basis. The reason for that is that the publicity funds of that organisation are already provided by Parliament, and for us to do it on an allied service basis would be giving them a concealed subsidy.

1859. Could you give us over the year the sums which you have received in Appropriations-in-Aid?—Yes. I am sorry, I should have brought those with me.*

1860. I gathered from your answer to an earlier question that you do not make any profit at all upon any film production?—Some of the films have made profits, but each film is made to serve a very hard purpose. Our job is to make the film and to get it seen by the people for whom it is intended. The question of profit is quite incidental. Our job is to make films and to get them shown. It is just like buying space in a newspaper for an advertisement; some of them have made profits.

1861. How would the salaries you pay in your Unit compare with the salaries paid generally in the film industry?—(Mr. Grierson.) First of all, on the Union side, that is dealing with technicians, you are paying Trade Union rates—but not the same trade union rates as the big studios pay because we have made special arrangements for our particular documentary films; they are not so high. On the top levels, the ones you hear about, the producer levels and directorial levels, we have as a whole maintained good Civil Service levels all the way through the history of documentaries. In other words we do not pay many salaries above £1,500 a year for our top professionals. That of course is very special to our field. When we are dealing with actors, again we are buying in an open market, although on the whole when we employ actors we certainly do not pay nearly the same as they would get in an ordinary film operation. That is to say, on the salaries side, there is a very good picture to show.

1862. Do you find by reason of the salaries you are paying that you are losing any of your experts to other film production units?—Of course we were losing when the industry was flush, but I do not think we are losing any more than we want to lose at the present time. On the other hand there is a distinct tendency to apply for jobs in Crown at the moment.

1863. What about trainees? What are you doing about them?—There was a training scheme for some years. I am afraid I have not been very keen on it in the sense that we have over the years found we could get our best people fairly maturely from the Universities, and we would rather concentrate on an academic background for certain fields of film production than on an expert knowledge of techniques which can be learnt.

* Annex 22.

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[Continued.]

1864. With regard to distribution I see that in the present Estimate you have £326,000 for home and overseas £164,000?—(Mr. McNicoll.) Yes.

1865. Could you split it up a bit to show how those sums are made up? Perhaps a supplementary note* could do that?—(Mr. Grierson.) I think that would be best.

1866. You did mention that you were reducing your mobile units?—(Mr. McNicoll.) Yes.

1867. Could you tell us your present number of mobile units?—(Mr. Grierson.) I think it is about 100 just now, from some 145.

1868. What is the cost of them?—(Mr. McNicoll.) I have not got that figure.

1869. Could you let us have it?—Yes.*

1870. Then I have just one question on the utilisation of the mobile units. Are they requested by people or do you send them out?—(Mr. Grierson.) Both. We regard them as our instrument for getting to rural audiences in the first place, and they are important in that they are our instrument for doing specialised types of work in connection with campaigns. In both those cases we take a good deal of initiative. On the other hand people have got to know of their existence very widely, and they are in demand. (Mr. McNicoll.) There is a greater demand than we can meet.

1871. Why are you reducing them?—(Mr. Grierson.) Because of the answer I gave earlier that more people are getting projectors. More projectors are becoming available. It is a more costly way of distributing films compared with the sending of a film from the central library.

1872. When you say "more people" do you mean more individual people or that more organised bodies are getting projectors?—(Mr. McNicoll.) Mainly bodies.

Major Niall Macpherson.

1873. First of all, I do not know, Mr. Chairman, whether it is easy to get a division of costs between the various sections that Mr. McNicoll mentioned, production control, distribution and general administration. Is it easy to divide the costs? Is that the normal financial division which you maintain?—No, it is not. We break down our costs into departments. We split all our costs and allocate them to departments. We allocate them also to categories (four main ones) of films we make—defence, social, economic and world affairs. There are five really—films for overseas. We split our budgets into these categories, and we split them also for production and distribution theatrically and non-theatrically at home, and similarly for distribution overseas.

1874. That is a cross division; that is two separate divisions?—Yes.

Major Niall Macpherson.] Would it not be to the advantage of the Sub-Committee to have those?

Chairman.

1875. It would indeed?—That is the allocation of our costs according to categories?

Major Niall Macpherson.

1876. According to categories, and also according to the functions that you are performing?—Yes.*

1877. I am still rather puzzled in regard to two matters—first of all the method of deciding on a film and, secondly, as to the amount that is available for all your purposes during any year. On the first point, does it never occur that the initiative comes entirely—I say entirely because you have already show how in some cases it arises—from the Films Division and not from the Department?—Yes. In discussing the problem with a department it might occasionally be suggested to them that the way to do this is by a film.

1878. By and large have the Departments with whom you are dealing each got officers with sufficient general knowledge of publicity to enable them to decide—because that is the word you used—whether to have a film or not?—I did not say they decided. The decision is a complex business. It is they and ourselves.

1879. They decide they want a film?—Yes. All the Departments are now equipped with information officers.

1880. Do they remain the same people for a sufficient time for them to be sufficiently equipped to deal with the film aspect?—(Mr. Grierson.) In all cases except the Foreign Office, where the change in personnel is a big nuisance to us. No sooner have we trained them in the relevant expertise than they are promoted.

1881. They are less specialised?—Much less.

1882. With regard to the sum that is available for films in any one year how is that sum arrived at? Is it arrived at in relation to the capacity of the film industry in any way to deal with it?—(Mr. McNicoll.) No.

1883. That does not enter into it?—No.

1884. Nor the capacity of your own Unit to deal with films?—No, not in regard to any sum available for films. It is not related to the capacity of the industry or to our own capacity.

1885. Is it arrived at, so far as films are concerned, within the Films Division?—Well, the Films Division certainly makes a contribution to the decision. For instance, this year we had come to the decision that pruning would be wise.

* Annex 22.

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[Continued.]

1886. Meaning by that that you would make less films in the current year?—We would make less films in the current year and concentrate more on improving our control and our organisation. We contributed in that way, and then on top of that there came the order from the Chancellor of the Exchequer to cut.

1887. You had already appreciated that it would be desirable to cut in any case?—To give us, John Grierson and myself, time to carry through the re-organisation that we wanted.

1888. So it is related to your capacity to produce?—Not capacity to produce.

1889. To the handling of films?—(Mr. Grierson.) It was a necessary thing to maintain quality and to get the proper working of the organisation. But it does not mean that once the re-organisation is complete it could not be effectively expanded. (Mr. McNicoll.) The industry and Crown could multiply their output.

1890. What puzzles me is that I do not see how it is possible to say more or less in the abstract that, granted your capacity and your ability to handle films, such and such a sum is the right sum to spend on films and such and such a sum is the right sum to spend on Press or posters. I do not see how these figures can be arrived at until you have got down to the detail of what the Departments require?

1891. We do not make our estimates until the Departments send theirs in. This is a very old thing in the Civil Service, this business of how and when you estimate what sums should be spent under a particular service for the coming year. It is the great old trouble with the Civil Service. It is very difficult to explain. It is contributed to by so many factors. There is your expenditure last year, your net expenditure over a period of years—they all give you a rough guide. Did they make things too tight or too difficult for that year? Shall we reduce it this year, or shall we try for an increase? There is the measurement of our request for films against the request for press advertisement, for books or whatever it may be. It passes out of our hands to the Financial Division who under the Director-General keep a balance that he thinks proper between the three services which he controls.

1892. The figure is really related to the amount you feel you can effectively get over to the public in a year?—Yes. We ought not to encourage expenditure on making films—this is a rule which I am preaching now intensely in the office—unless we are very sure that we are going to reach the audience for which the films are intended, and our distribution capacity I

think must more and more be a sort of governor to our production.

1893. And the absorption capacity of the public?—That enters into the distribution capacity. If the public do not want to see our films, well,—

1894. In a sense natural factors limit you a good deal more than they do, for example, press expenditure?—(Mr. Grierson.) I think that is very true, especially in this phase.

Chairman.

1895. Have you had any films which you have started but discontinued?—(Mr. McNicoll.) Yes.

1896. What would be the reasons?—Many reasons may enter into that. One, circumstances may change. Political circumstances, general economic circumstances, may change. There was a case in point recently; devaluation for instance put a project out of date. We had to scrap it.

1897. Could you give us some idea over the last twelve months of how many films have been started but not completed?—Yes.

1898. What would you do with contractors in those circumstances, having entered into a contract with them and having agreed under the terms of the contract to pay them a maximum figure? What would be the position if you discontinued the film?—(Mr. Grierson.) You would pay them for work done, and make some settlement—then it is a question of bargaining.

1899. Because apparently they would have engaged people?—(Mr. McNicoll.) We would have to fulfil all our legal obligations under the contract.

1900. Could you give us some idea over the last twelve months of how much has been expended in films started and not completed?—That is the total of our losses, abandonments. (Mr. Grierson.) Could we give you a written list?

1901. Yes. Perhaps you would draw attention to the various items?—(Mr. McNicoll.) One of the jobs we did during last year was to make a real hard pruning of projects that were languishing and did not—

1902. Perhaps you could put in a supplementary note,* and give an explanation if you felt you wanted to give an explanation?—Of course, as in all film making as I have learnt to my pain, things happen. Our losses worry me a good deal, but I am assured that they are negligible compared with the losses incurred in commercial film production.

* Annex 22.

The witnesses withdrew.

Adjourned till Tuesday next, at 4 p.m.

TUESDAY, 20TH JUNE, 1950.

Members present:

Mr. Nigel Birch.	Mrs. Middleton.
Mr. Diamond.	Mr. Spearman.
Major Niall Macpherson.	Mr. West.

In the absence of the Chairman, Mr. WEST was called to the Chair.

Mr. T. FIFE CLARK, C.B.E., Controller (Home), Mr. F. S. HOPPÉ, Director, Campaigns and Lectures Division, Mr. L. MOSS, Director, Social Survey Division and Mr. C. R. H. WARD, Acting Director, Exhibitions Division, Central Office of Information, called in and examined.

Chairman.

1903. Could you give us briefly an outline of what your Division does?—(Mr. Fife Clark.) I am overseer, as it were, of these three Divisions, that is to say Campaigns and Lectures Division, Social Survey Division and Exhibitions Division, which are almost exclusively working on the home side, but I have rather wider responsibilities than that. I am responsible to the Director-General for the production and distribution of all home publicity material undertaken by the Central Office, except in the film medium, that is to say all material for the home departments, and that part of the overseas departments' publicity programme which is directed to audiences in this country.

1904. Do you come in at the early stages in the discussions as to whether any form of publicity is desirable or necessary?—Yes.

1905. Or are you confronted with the situation in which it is said, "We propose to have publicity along certain lines. Will you proceed with it"?—Sometimes we are confronted with that situation, but we do not of course accept propositions in those terms. We start off in the autumn by compiling programmes for each department, and it is my responsibility to discuss those with the departments—that is to say all the home departments, and overseas departments in relation to their needs for publicity addressed to the people of this country—and to compile departmental programmes which are agreed with them and which form the basis of the estimate which we put in to the Treasury, on the home side. We start off with these programmes of work which we are willing to do for the home departments, and those are our budget programmes.

1906. When you say programmes which you are willing to do, do you mean that having regard to the allocation of finances to your Department you are prepared to prune their desires or prune their own plans?—The pruning usually takes place before the stage where we agree the programme. I discuss the needs of each department in all media, bringing in the

directors at various stages, and we agree what we can do for that department. But of course what is agreed, that is to say the departmental programme, at that stage is dependent upon what the final estimate is from the Treasury. So in fact what I say at that point is, "Well, I have had these discussions, and I am happy to put in this programme for consideration in connection with the preparation of the estimate".

1907. Is the estimate fixed upon the plan which is prepared at the beginning of the year, or are the plans the result of the finances which are available?—No. The departmental programmes are the basis on which we compile the allied services schedule and the operational subheads of the estimate, but in fact the subhead totals of the three media about which I am talking at this moment are the sum total of departmental needs in those media.

1908. Are you able to make any plans for a year ahead in regard to publicity?—We are able to make plans, and we must indeed make programmes. Having made programmes which then are used for the purposes of making an estimate, we then make these departmental programmes into what we call "medium programmes." We make a working programme for each publicity medium. That programme is not, and could not be, a rigid programme, but it does provide a basis on which we can plan our year's work. On that we can plan the expenditure of the money in that sub-head.

1909. Could we be given an example of the kind of plan you would prepare for the year's publicity of any one department?—Yes. In ten seconds I could give you one, if that would help.

1910. Yes, I think it would?—I work them out at the beginning of the year on green sheets (*Specimen plans* are handed to the Chairman*). Those are two which are departmental programmes as at November last, that is to say before the estimate has been approved but just as the estimate has gone into the Treasury.

1911. Let us take press advertising on the Civil Defence autumn and winter recruiting

* Not published.

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Mr. T. FIFE CLARK, C.B.E., [Mr. F. S. HOPPÉ,
Mr. L. MOSS, and Mr. C. H. R. WARD.

[Continued.

campaign. Do you get details from the department concerned of what they require for the ensuing year, or do you come in at the early stages and say what you think they require?—They state to us what is their problem. Their problem in this case is to recruit a certain number of people for four branches of the Civil Defence Services. On that we discuss with them very fully what we would recommend as a publicity programme to meet that need, and in that case it consists largely of press advertising and poster advertising. That is almost entirely, but not wholly, in support of local campaigns, that is to say campaigns by the counties and county boroughs who are responsible for Civil Defence. In addition we recommend certain publicity, for example, exhibitions. There is a touring exhibition for use by local authorities. We also recommend a display set, which is produced by the Publications Division, for sites which are not suitable for exhibitions—sites in village halls, institutes, clubs and so on.

1912. Forgive me, but I am not really at all clear how it is possible, in the preparation of your plans from your estimate, to arrive at the kind of publicity which the various departments will require, bearing in mind the various problems which might arise in the course of the year?—We have in fact to make, for estimate purposes, a plan before the end of November. That plan cannot be a rigid plan; nor does it involve any sort of commitment on either side. We do not agree to do £20,000 worth of advertising for the Home Office: at that point we merely say, "Looking at your problem this is the sort of publicity programme in all media which we think would be right, and that is what it would cost." That is simply to produce a plan and a programme in each medium, and a programme of home publicity as a whole. That plan is essential if only for the purpose of making up the estimate. That is only the beginning. At the right stage the department will make an approach, or we will make an approach to them. We then begin to discuss it in much more detail. In the case of Civil Defence the discussions started in March. There was an interval of two or three months.

1913. Is a particular department in the course of the year restricted to the estimate which you in your plan have allocated to them, or do you take from one department and add to another department?—We can do that. In order to keep within our estimate and to keep the execution of the plan under control we have these medium programmes, and if a project comes up which is not in a medium programme it has to have special authority from the Controller, whether Home or Overseas. That is to say it is looked at particularly strictly because it is not in the plan. We do not want to

make a rigid plan because problems do not stand still. We simply want to make a plan which will enable us to work efficiently and effectively during the year. In the ordinary way the sort of question we would ask a department, if they came forward with a new project, if we were satisfied that it was a worthwhile project, would be, "What do you propose to give up in your programme in order to make room for this?" If they said, "There is nothing we can reasonably give up" and we were so satisfied, then it is for me to say, "Well, where else can I find the money necessary for this?" I would probably find it because other projects would drop out. That is the way we try to get a working plan.

1914. That is other projects of other departments?—Yes. In many cases a department will make room for this because one of its own projects does not in fact come to fruition; circumstances have changed. Unless you have such a working plan in each medium at the beginning of the financial year you have no solid basis on which to plan the operations of your Divisions.

1915. Supposing one of the departments, in accordance with your plan, wants to conduct a campaign. What exactly happens? Who initiates it?—In the case of a campaign not in the programme the ministerial department will initiate it because we would know nothing about it. In the case of a project which is in the programme we would quite often initiate it because we have to spread our work effectively over the year, and we might want to get started on this probably a little earlier than the ministerial department. In that case we would approach them and say, "You have this in your programme. Are you proceeding with it? If so, we would like to agree a working schedule for production".

1916. Does that mean that campaign is in fact embarked upon as a result of the work of your Division, and not really because a campaign is needed at that particular time?—No. The need is agreed. In the programme we agree this is a need which should be met by publicity, by this sort of publicity at that cost, but then after that we might know the campaign was in fact going to start in November. Departments have a natural habit of leaving it rather late because they do not know all our production problems; they do not know just how long it takes to get printing material. Therefore I encourage Directors to go to departments in that sort of case in order to get a working schedule which will make the best use of their resources; otherwise they would get "bumps" of work which they could not handle efficiently, and the quality of the work would suffer.

1917. Assuming then that either a campaign has already been originally planned or has been requested by a particular department, what happens then?—I ought to

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Mr. T. FIFE CLARK, C.B.E., Mr. F. S. HOPPÉ,
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[Continued.]

add, because I have not made it plain, that there is no commitment at the point where the programme is agreed. What we say to a department is this, "We have made provision in our estimate for the following work on your behalf". The next stage is that the department must formally request the Central Office to undertake the work, so that the whole project is then initiated by the department with a formal letter which asks the Central Office—

1918. You prod them to make the application so that you can get on with your job?—Sometimes we do, but not always. Quite often the department will come to us, but where it is going to be left so late that we know we cannot finish the work in the time then we would go to the department. But I would say that normally the initiative is with the ministerial department—I mean the initiative in asking for the job to be started.

1919. Having decided upon the campaign between yourselves and the department, then what is the next step? How does the campaign develop?—Having had the formal letter requesting us to undertake this work, we then have further discussions with the department because the discussions at the programme planning stage have been much more general. We discuss in detail the kind of publicity required, and that is normally a matter between the Director looking after the medium concerned and the Chief Information Officer of the Department. At that stage we put in an application to the Treasury for financial authority to undertake the campaign which is set out in detail with arguments and costs, and only then—

1920. Who works out the costs?—We work out the costs, but the department agrees usually in a formal letter saying, "We have had discussions on this work which we have asked you to do as an allied service for our Department, and we now request you to undertake this work at a cost estimated to be £20,000", or whatever the sum may be.

1921. Then do you decide the medium of publicity, or is it the Department itself which suggests the medium which should be employed?—The Department may suggest the medium, but it is our business to recommend the medium which is required.

1922. You say "recommend". Suppose you recommend and the Government Department does not like to accept your recommendation, or has no desire so to do, which of you is the over-riding authority in connection with the matter?—In that case the ministerial Department I think would have the over-riding authority, but it is the sort of case which arises astonishingly rarely in my experience. I have had 10 years' association with the Central Office of Information, first as a

customer and more recently inside it, and only once has a dispute on the method of publicity gone to Ministers. It is almost as rare as that. This case happened in the days of the Ministry of Information. Normally we do not have any difficulty in reaching agreement, but we do very often have to express very strong views and argue very strongly about the type of publicity which we would recommend to meet the particular need of a Department. There is sometimes a natural habit of Departments—I think this is much less true now than it was two years ago—to come with rather a ready-made idea of the sort of publicity they want rather than with a publicity problem.

1923. Take Press advertisements for instance. Who would decide whether or not the Press is to be the medium to be employed—you or the Government Department?—We would in fact recommend.

1924. So far as Press advertising is concerned could you give us some idea how that works? Who originates a Press advertisement? Let us assume you have a campaign, and you want to get your publicity through Press advertising?—Yes.

1925. You have to prepare the form of advertisements and so on. How does that work?—Could I take two different cases—first, let us take Colonial Weeks which is a campaign we are undertaking in provincial cities for the Colonial Office, where the amount of Press advertising is very small. It is limited to advertisements for the exhibition in local papers, covering the fortnight in which the exhibition is open. That is a proposition where you need all sorts of publicity using as many media as you can and using local resources as much as you can. At the opposite end of the scale are the Defence Departments which do require quite substantial Press advertising in order to appeal specifically for recruits for certain vacancies in the Forces.

1926. Who prepares the form of the advertisement?—We agree in November with each Defence Department broadly what the expenditure would be, what we think we ought to provide in the estimates for Press advertising for the Army, the Navy and the Air Force, and also for Civil Defence which comes in the defence group. That sum is embodied in the estimates. In February or thereabouts each Department approaches us with a formal letter asking us to undertake these campaigns. As the Forces' needs are almost entirely Press and poster advertising, at that point it passes over to the Director of Campaigns Division who will deal in detail on the type of advertising with these Service Departments and with the agents who have been appointed.

1927. I want to be quite clear about that. I asked you, and I wonder if you can help us, exactly how the form of advertisement

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first of all is prepared. Who prepares it?—It is prepared as a result of a three-party discussion between the ministerial Department, the Director or campaign manager in Campaigns Division and the advertising agency. Perhaps you may like to ask the Director the stages which would be followed from the point of the request letter arriving.

1928. I understand that there are consultations, but I really want to trace the procedure right through to the end. I want to know which of the bodies drafts the advertisement?—The agent.

1929. Why should the agent draft it?—Because the agent is in fact the expert on that, but it is a process to which all three parties make a contribution.

1930. The agent is the outside agent who is paid on contract for his work?—That is so.

1931. Have you not sufficient expert personnel in your Department to undertake that work?—No, we have not, nor departmental resources anything like as complete as the advertising agency. It would be very expensive if we had.

1932. We understand then that, having decided upon a press advertisement, it is the agent after consultation who drafts it?—Yes.

1933. Then submits it, I gather, for approval?—Yes, but first, if I may make it clear, the Campaigns Division have advised on the general strategy of the campaign including the cost. That is not a matter which would be decided by the agent.

1934. I agree?—You are talking about the lay-out of the advertisement?

1935. I am merely dealing with the campaign at the moment?—Discussions take place round a table, and then the agent goes away and brings back a new text or a new lay-out. That is submitted by Campaigns Division to the Chief Information Officer of the Department.

1936. Does Campaigns Division vet this?—Yes.

1937. Does the Division consider it and approve it?—Yes, in fact they vet it and they—

1938. The Division makes such alteration as it thinks necessary?—Yes.

1939. And then submits it to the Department concerned?—Yes, they would tell the department, "This is what the agent has put forward; this is what we suggest". They would not conceal what amendments the Central Office of Information suggested.

1940. I entirely agree. Then the department would go through the advertisement as drafted by the agent, as revised in your Division, and then I gather they themselves would make further revisions if they thought them necessary?—Sometimes, again

in consultation with Campaigns Division. Very often the campaign manager does personally advise them not to make certain alterations which they in fact want to make.

1941. Then, when it has been finally approved, it goes back to the agent?—Yes, for the final production work.

1942. Supposing the advertisement has to be illustrated, who does the illustration?—The agent would provide the illustration. It will be agreed what sort of illustration shall be provided, but the actual execution will be done by the advertising agent.

1943. How is the agent paid on that?—The agent gets a commission on the space which he buys.

1944. What sort of commission do you think he would get?—It varies from fifteen per cent. given by some newspapers to ten per cent. given by others, but I suppose an average of 12½ or 13 per cent. would be right.

1945. Apart from drafting the advertisement, the work of the illustrations or amendments and the handing of it out to the press people, he then gets a commission of fifteen per cent. Is that on the total costs involved to the Press?—That is so.

Mr. Nigel Birch.

1946. He gets it as a rake-off out of the newspapers?—The newspaper in fact pays a commission; that is common practice.

Chairman.

1947. I have no doubt it is common practice in the business, but would you not get that rake off yourself if you so arranged it?—No, because we are not approved agents. It is only approved advertising agents who get this commission from the newspapers. You would not get it if you placed an advertisement with a newspaper unless you set up as an advertising agent who was approved by the Newspaper Society and the Newspapers' Proprietors Association.

1948. If my advertisements were sufficiently extensive and sufficiently valuable I have no doubt the newspaper concerned would be quite prepared to pass the discount along to me as well as to anybody else?—I think I can say all the big commercial houses do in fact work through approved advertising agents—firms like Imperial Chemical Industries or any others which do a very large amount of advertising.

1949. That may be because they have not such an expert organisation as the Central Office of Information. If they had an expert organisation like the Central Office of Information do you think they would then go to outside agencies?—Yes, I think they would. It would not pay any commercial organisation to maintain inside its

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own premises as complete and as extensive an organisation as exists in the big advertising agencies.

1950. Yes, but you have in your organisation people who are appointed because they are experts in this kind of work. That is the reason why they are appointed surely?—Yes. Could I just give you an indication of the size of the staff? In Campaigns Division there are thirty people, of whom nine are technical people, that is to say people with advertising agency experience, of whom three are campaign managers and six assistants. They will be undertaking for ministerial departments in this current year forty-seven campaigns on behalf of seventeen different departments. As far as campaign managers are concerned that is only half an officer per ministerial department. The rest of that Division, with the technical officers, does the job of making the contracts, checking the invoices and paying the bills, which is in itself quite appreciable.

1951. That is on the administrative side?—Yes. I am just mentioning it in relation to the size of the advertising job—forty-seven campaigns, totalling £750,000, for seventeen departments. The Central Office is in fact small compared with the staff of an advertising agency.

1952. Perhaps you could help us on this. The technical staff who were recruited into your service were surely recruited from the very sources which you are now using for the purpose of getting press advertisements?—Certainly, but then the question arises that it would not be a profitable proposition for the Central Office or the Government to try to undertake out of its own resources all the work which is now done for it by the advertising agencies.

1953. Is it very much more difficult to consider, revise and amend suggestions of agents than to draft them originally?—There is an immense amount of work about which I will ask the Director to tell you a little.

1954. If we may follow up that point in regard to technical experts, how do you recruit them into your service?—They are all men and women who have had experience in advertising agencies and who worked in advertising departments, but they are not artists.

1955. They would be the very people, if you did not have them in your service, who, being employed by the advertising agency, might be doing the very work which you are now passing out to the advertising agency?—An advertising agency of course employs staff in addition to its people who would be called executives and assistant executives—it employs permanently artistic staff, studio people and technical people on all sorts of production work.

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1956. During the time you have had experience with the Central Office of Information have you ever considered placing a contract direct with the Press people?—No, not to my knowledge. We would never place a contract direct.

1957. Have you ever tried to place a contract direct?—No, we have not, for reasons which I have already said. In fact it pays us to work through an advertising agent, but if we did not, we would not as at present constituted get the commission.

1958. Have you made approaches to see if you might get the commission?—We would have to set ourselves up as a very, very large advertising agency. Our staff at the moment is very small proportionately in relation even to a single large advertising agency. We would have to show that we were in fact a bona fide organisation doing the work of an advertising agency. In order to put ourselves in that position we would have to expand our staff and resources, and to do that we think would be uneconomic.

1959. Surely a newspaper is concerned with having an organisation which regularly gives advertisements to it?—Yes, indeed.

1960. It is surely the number of advertisements, the frequency and the regularity with which they received advertisements from a particular body with which they would be concerned?—Yes.

1961. Surely the Central Office of Information has had in the past, and as I gather from your Estimates proposes in the future to continue, extensive press campaigns?—Yes; but we are in the same position as a big commercial house would be which is equally spending a very large sum of money on advertising. It would not try to deal direct.

1962. The only difference between a big business house and the Central Office of Information is that you have an organisation which is expert in this kind of publicity, and they have to pass it through an agent to do the work for them?—If in fact it was a paying proposition and a practicable proposition to cut out the agent, the big commercial houses would have done it a long time ago.

Mrs. Middleton.

1963. Some of them do, do they not?—I do not know of any. (Mr. Hoppé.) Some large companies do place direct, but they do not get commission.

1964. I believe Messrs. Lyons & Company do, do they not?—They have their own advertising staff and their own art people. I believe they do their own advertising, do they not?—Yes. They do employ some advertising agents, but they may also place some direct. (Mr. Fife Clark.) Without getting the commission.

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Chairman.

1965. How many staff did you say were employed on the press advertising side?—Thirty.

1966. I think we ought to have it somewhere in the Estimate, but could you tell me what is the annual cost of press advertising?—£763,000 is the Estimate for this current year.

Chairman.] I think perhaps it might be convenient to Members of the Sub-Committee, before we go on to any other matter, to ask any questions they may want to put on this.

Mr. Nigel Birch.

1967. Is it a fact that at the present time there is no very much pressure on newspaper advertising space and that rationing of space between departments is not now one of your essential functions?—That is so. Space is no longer a limiting factor as it was two years ago; money is the limiting factor.

1968. What happened two years ago in regard to the National Savings Committee and the Ministry of Food who did not work under your auspices? How do you allot space to them?—Space at that time was not allotted by the Central Office but by the Home Official Committee.

1969. Can you give me a few more details about that?—That is a Committee of which the Director-General of the Central Office is the Chairman, and on which the Chief Information Officers of all the major Government Departments sit. It is the official co-ordinating body for the home information services as a whole.

1970. It consists of representatives of all departments and of you—is that right?—That is so, including the Ministry of Food and the National Savings Committee. I was not then a member of the Central Office of Information staff; I was on the departmental side. Most of the business of the Home Official Committee at that time was the allocation of space.

1971. Does the Home Official Committee still sit?—Yes, regularly.

Mr. Spearman.

1972. What would happen if you did not exist at all, if departments went straight to the advertising agents?—I think it is difficult to discuss this on the basis of a single department. I think it is necessary to discuss it on the basis of thirty departments going direct to advertising agents, and if you put to me "What does a department get from the Central Office of Information by going through it?" I should say very shortly that it gets in the first place advice, which is impartial advice, on the use of a particular medium, on the

right amount to expend to meet a particular need, and whether the use of press advertising would be justified for that work. In the second place it gets a considerable amount of work in liaison between the advertising agency and the department, which would have to be carried out, were it not for the campaign managers of the Central Office, by the department itself. It also gets the placing of the contract and the control of expenditure done on its behalf. I remember, when I thought I might have to do this direct at the Ministry of Health, it did seem to me that I would need certainly some staff to do that work. In the third place it makes a contribution to a machine which does control for Government Departments as a whole the quality of the advertising and the total cost of advertising. That is to say it sustains the quality and does in fact limit the cost.

Mr. Nigel Birch.

1973. You say it limits the cost. What exactly do you mean by that?—If all departments went direct there would be no knowledge of methods and comparative costs, and no machinery, as far as I know, for cutting out overlapping and for making sure that the same standards were being broadly applied for Government Departments as a whole. One agent might advise a department quite differently from another.

1974. What do you mean by "overlapping"?—There is quite often overlapping between departments.

1975. You have got all the three Services and the Ministry of Labour wanting men; they are at present overlapping in that the same person might answer different advertisements?—You can damage your case by competitive advertising, and there is a good deal even in the co-ordination of publicity policy for the three branches of the Defence Forces. A good deal can be done to spread out advertising over the year in such a way that it does not compete—particularly is that so in the industrial effort.

1976. Might that not be done by the Home Official Committee?—It is an executive job; it simply could not be done by the Committee in my experience. It is a job involving a great deal of detail.

Mr. Diamond.

1977. Do I gather that the question of setting up yourselves as an approved advertising agency has been considered, and that it has been turned down on the ground that it would be uneconomic or on the ground that it would be against Government policy to act in that way, or both?—It has not been considered in my time. I have always understood that it was something which we felt would not be right, but

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perhaps I can ask Mr. Hoppé to answer that because he has been longer in the Campaigns Division. (Mr. Hoppé.) In my knowledge the question has never been raised at all. I have been doing this work for about three years, and within those three years the question has not arisen at all.

Mrs. Middleton.

1978. I want to go back to the disposition of your staff, your technical staff particularly. I imagine that in the staff of your Division which deals with social survey you have in fact a market research staff, have you not?—(Mr. Fife Clark.) We have indeed a social research staff.

1979. It would be comparable with an advertising agents market research staff, would it not?—We use it for similar purposes, but we also use it for other purposes which are quite different.

1980. That is not the point at which I am getting. If the Central Office of Information wanted the services of a research staff you have already that staff in your social survey staff?—We have, and we use it.

1981. That part of the advertising agent's staff is already covered by your social survey staff?—Yes.

1982. You have in addition—was it nine technical people you said?—In Campaigns Division on press and poster advertising.

1983. Can you tell me the disposition of those and what kind of experience they have had, how many of them have had art experience, how many of them have had copywriting experience and so on?—Perhaps I could ask the Director to answer that. (Mr. Hoppé.) I would say that about sixty to seventy per cent. have had the experience which you mention. The rest have had part of the experience.

Mr. Nigel Birch.

1984. There are only nine altogether, are there not?—Yes, just over half of them.

1985. About five of them in fact?—Yes.

Mrs. Middleton.

1986. Five are copywriters and four are artists?—No, they have had copywriting experience. At some time in their career they have tried to write copy.

1987. These have not been trained for copy writing?—No.

1988. They have no real art experience. They have only just tried to do it, or have they been trained for the job?—No, not as artists or as copywriters in the sense that he or she earning a living in that particular field.

1989. How many people have you who have had administrative experience in agencies?—Excluding myself, six.

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1990. What would you say would be the needs you would have to meet in the way of recruitment of staff if you were going to act as an agency and handle your own advertisements, draft your own advertisements, provide illustrations for them and negotiate direct with the Press concerned?—May I first of all exclude the research staff and just take those for whom I am responsible, and who at the present moment are concerned with press and poster advertising? Of course many agents, if I were to be in competition with other agents, have in fact a research staff as part of their organisations, but perhaps I might confine myself merely to the production, execution and the placing of press and poster advertising. Then I would require, in addition to the staff I now have, a space buying staff; I would require a full voucher checking staff; I would require a very extensive accounting staff; I would require a studio; I would require typographers, copywriters; I would require what is known as a central traffic department through which all orders for type-setting or block making and all foundry work generally has to be channelled—another term for it might be a progress chasing department. If I were asked to put a figure in terms of staff to my Division, which might then become a competitor to commercial advertising agents; I would say anything in the region of 100 to 160 people at the level of expenditure in this year's Estimates.

Mr. Nigel Birch.

1991. Do you include artists in that?—Yes.

Chairman.

1992. Then shall we deal with exhibitions. How many staff have you employed there?—(Mr. Fife Clark.) Thirty-eight.

1993. How would they be set up?—They are split up, if I can ask the Director to give you details, into two production teams, each including a designing, administrative and service section. Perhaps Mr. Ward would give you shortly the details. (Mr. Ward.) In Exhibitions Division the staff is as stated, thirty-eight. We have two posts to fill. The normal staff would be forty. Our present staff numbers thirty-four on the production and service side, that is on what you might term the mechanics of exhibitions, the making and keeping in being, and four on the administrative side.

1994. With regard to your exhibitions, in the main who would be the people requiring exhibitions?—(Mr. Fife Clark.) At the moment there are twenty departments who have exhibitions in this year's programme. That is right, is it not?—(Mr. Ward.) Yes. (Mr. Fife Clark.) As many as thirty departments have used exhibitions in the last four years.

1995. Who originates the idea of an exhibition, discusses the form it shall take and

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so on?—It may originate at the planning stage in which we discuss a department's needs in all media, and it may come from our side. We may say, "If you want a series of local campaigns for the recruitment of Civil Defence volunteers, a touring exhibition is a very useful method". If I can mention one where the campaign was to ask for public co-operation in the prevention of crime we did recommend a touring exhibition and the precise type of exhibition, and that was in the programme. At the point where the department itself wants to carry on with the project then it becomes a matter of a single medium level, and it deals direct with the Exhibitions Division on detailed discussion, and the Exhibitions Division produces a plan, with visuals, roughs and so on. The whole thing is done in conjunction with the department right through to the finished product.

1996. In this side of your work, Exhibitions Division does not engage agents at all?—No. In this side of the work Exhibitions Division plays a much fuller part than Campaigns Division, but it does not construct. It in fact designs; it does all the working drawings but it puts out the construction to contract. It then supervises the construction, and does the installation by a production team. We do in fact include designers and we do all the design work; it is only the construction which we put out to contract. It is a different system from Campaigns Division.

Mr. Diamond.

1997. Might I ask for a translation of "visuals and roughs"?—Visuals are the sketches of what the various parts of the exhibition will look like when you see it, and roughs are simply drawings not carried through to the finished stage because the client might not like them or might want to alter them.

1998. They are drawings, not models?—No. You would do the drawings of the models, Mr. Ward, but then the actual construction of the models is put out to contract. Is that not right?—(Mr. Ward.) No. We make our own models that are put up to a department to enable them to visualise what we intend doing as distinct from models which may be a mock-up of a piece of machinery which is wanted for the user department to exhibit, to stand up, in the exhibition. (Mr. Fife Clark.) A model showing what the stand would look like we do in our own Exhibitions Division.

Chairman.

1999. Who decides where it is to be exhibited?—Nearly all our work now is touring exhibitions. We not only recommend the sites but we find the sites through our regional organisation, and instal the exhibition, with one exception.

2000. Can you give us details of the regional organisation on this work?—We have a general purposes officer who looks after exhibitions and posters, that is to say free sites for posters, the distribution of leaflets, and he also looks after the arrangements for overseas visitors. He is our general purposes man.

2001. He would not have anything to do with films?—No, the films officer looks after films. He would work with the films officer on such shows as the Colonial Exhibition where films are shown in the exhibition and lectures are given. All arms are then co-ordinated.

2002. I see the French Committee reported that they thought major exhibitions were an extravagant form of publicity expenditure?—Yes. The last exhibition which was held in the permanent hall at Marble Arch was a great success. More than half a million people went to see the Colonial Exhibition, and it was regarded as a great success by the Colonial Office. It is true that on such a site the cost per head of the audience does tend to be high.

2003. Do you agree with the view they expressed?—I would agree with it in general. I think you can get more value from an exhibition which tours the country. I think London is much more blasé about exhibitions than the provinces. You get far better audiences with a touring exhibition than you get from a static exhibition at Marble Arch, where there is immense competition.

2004. What is the position with regard to the future? Are you proposing to hold major exhibitions?—As at present advised we are not proposing to hold major exhibitions, but I would not like to say—I think it would be most unwise to say—that a case for a good major exhibition will not arise, but I do not think it will arise for the Central Office in the Festival Year when there is already a major exhibition mounted.

2005. Could you give us a little information about the organisation of the regional office?—Yes, indeed. They are organised on very much the same pattern, although there is a little variation in the numbers between regions. The staff consist of a chief regional officer, four specialist officers—a Press officer, a films officer, a general purposes officer and a lectures officer—and in addition there are, in some cases only, an assistant lectures officer and an assistant films officer. There is a clerical staff totalling one hundred over the nine regions in England and Wales. There are twenty-one service engineers; they are the people who look after the film projector units. There are at this moment ninety-nine driver-projectionists, but they will be reduced to eighty at the end of this month. That is the broad set up.

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2006. Whatabout the offices and buildings?—They have small offices. The average staff, as you can see, is less than thirty. They have offices which are provided by the Ministry of Works. The cost of the regional organisation on the C.O.I. Vote is very largely salaries. It is true they do spend certain sums, for example on exhibitions and films, but those sums are carried on the Film or Exhibition Subhead so that the actual cost of the regional organisation is very largely salaries.

2007. You have about twelve regions, have you not?—We have nine regions in England, and Wales.

2008. In each of the nine regions you have an exhibitions officer?—No, Sir, we have a general purposes officer who looks after exhibitions but he also looks after the arrangements for foreign visitors, journalists and others who are sponsored by overseas departments, taking them round to factories and on visits to local authorities and so on. He also looks after the distribution of posters on free sites, the small posters and leaflets. He is the handy man of the regional office. Exhibitions are certainly within his sphere. He works broadly for Campaigns Division and for Exhibitions Division.

Chairman.] Do any Members of the Sub-Committee wish to put any questions on exhibitions?

Mr. Spearman.

2009. How do you judge the worthwhileness of any exhibition? I take it you can if there is a fee to enter it, but in any case is it a profitable undertaking?—We do in fact judge it because two years ago the demand by departments for exhibition work at the estimates stage was exactly twice what the Central Office was able to provide. Those tests are in fact applied because we did weed out half the exhibition projects which were put up to us. You were asking for the test by which that weeding out is in fact done?

2010. No, I was asking this: how do you judge an exhibition has been worth while after you have had it?—You can only judge that first by the attendance and, secondly, the evidence you have of the effect of the exhibition on the audience which, in the case of the Colonial Exhibition, appeared to be particularly good. The view taken by the sponsoring department, the Colonial Office, was that they thought it had done so much good in pursuance of their policy that they asked us to produce it again as a touring exhibition. It is going to eight cities, and it will form the nucleus of Colonial Weeks. In our view the best use of an exhibition is not in isolation, but in forming a nucleus, particularly of a local effort.

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Chairman.

2011. What would you say were the effects by which you were able to judge the success of the Colonial Exhibition, irrespective of the attendance?—Attendance is quite a fair test.

2012. You said attendance and the effects, and I want to know what were the effects by which you were able to judge it?—It is very difficult in fact to judge the impact of a single exhibition on the vast amount of ignorance in this country on colonial matters. A social survey showed that less than half the people of this country could name a colony, and therefore I do not think one exhibition would have any very big effect.

2013. In the particular case which you mentioned there were no effects by which you could say it was a success, except by the audience?—We thought it was a success because not only was it visited by half a million people but they took a very great interest in it. We watched them. The Colonial Office who also watched thought that the effect was good. I would not pretend to be able to measure accurately the effect of an exhibition on such a subject, because it is part of a long-term policy.

Mr. Nigel Birch.

2014. They would have taken a great deal of interest if you had had a waxworks exhibition of murderers as at Madame Tussaud's?—Yes, but the object would be different.

Mrs. Middleton.

2015. How many touring exhibitions do you average during the course of a year?—Last year it was eleven. This year, because we have given up our major static exhibitions at Marble Arch where we used to have two or three, it will be fourteen.

2016. How many centres does any one exhibition visit on the average?—Twelve. It is eight in the case of the Colonial Exhibition. Some visit fourteen. Broadly speaking, twelve shifts, as they are called, in a year is as much as you can do.

2017. How are the centres chosen? What are the criteria by which you judge them?—In the case of the Colonial Exhibition centres were chosen in respect of cities which were, first, important and, second, which had a particular interest or connection with colonies. That is how they were chosen. The Lord Mayor was asked by the Colonial Secretary in a personal letter if he would like to have a Colonial Week, and all eight agreed. Therefore no question about sites arose in respect of those eight. In others it is largely on the suggestion of the sponsoring Department, but subject always to the availability of sites. We have to find the sites, but we cannot always find them where we are asked to locate them.

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2018. All the local costs, whatever they may be, are included in your expenditure, are they? There are no local costs other than those shown in the Estimates?—In some cases, yes—it depends on the arrangement. In the case of Colonial Weeks it was said, “We will provide you with the exhibition and the publicity for it; we will provide you with lecturers for your voluntary bodies and so on. Will you provide the rest? Will you organise a Colonial Week?”. The cities agreed, and they set up local committees and made contributions both in money and effort. In the case of the exhibition for the prevention of burglary we provide only the exhibition; the police forces will tour it, mount it and provide the ancillary publicity. Lectures to householders and so on will be provided by the police forces themselves. We have no local costs at all.

2019. What about your Road Safety Exhibition?—There is no exhibition on road safety.

2020. The exhibitions on road safety which have been arranged locally by the Movement?—I think I am right in saying that the exhibition on road safety is provided by the Royal Society for the Prevention of Accidents, which is a body subsidised by the Home Office and the Ministry of Transport. I think in the same way they would tour an exhibition, but we do not do it.

2021. Is there any local income to offset the expenditure at any of your exhibitions?—No. We do not, by agreement with the Treasury, charge any more for exhibitions, although we have charged in the past sixpence and so on. I ought to have said, when you referred to road accidents, that we have produced an exhibition on “Accidents to Young Children in the Home” on behalf of the Inter-Departmental Committee and we will mount that exhibition locally.

2022. To how many centres will that go?—I do not think it could get round more than 14 or 15 in the year, but it would be for each local authority, which is the responsible children’s authority, to build round the exhibition with various other efforts. On its own I think it would not be very effective publicity.

Mr. Diamond.

2023. Is this decision not to charge an entrance fee for any exhibition a permanent decision which cannot be reviewed in any circumstances?—Mr. Ward will correct me if I am wrong, but it was taken on two grounds. I remember, when I sponsored at the Ministry of Health an exhibition on the centenary of the Public Health Act, that we were forced to charge sixpence entrance fee, and I was just a little disappointed that at the next exhibition, which I think was on the Territorial Army, there was no charge. Of course in the meantime the Treasury had

decided to abolish a charge on the ground of the disproportionate cost of the machinery of collection, together I think with the general point that the citizen had a right to see any exhibition of this kind. Perhaps Mr. Ward will agree with that. (Mr. Ward.) I think that is quite right. I might just add this. I think the charges for exhibitions should be looked at from two distinctive sides. We are in the first place disseminating information to the widest possible number of people it can reach, and by putting on a small charge it becomes restrictive. It keeps out a lot of the poorer people; it keeps out the children and so on—the people we want to reach. If you put on a cost of two shillings and sixpence, comparable with the Ideal Homes Exhibition then you have got to give them something more than information; you have got to dress the show accordingly and give them something for their money. On balance we feel it is best not to charge.

2024. Are you satisfied that all these arguments, which do not apply to your publications where you do charge in many cases, apply exclusively to exhibitions?—I can only speak for exhibitions. (Mr. Fife Clark.) I think it would be right to say we do think this decision not to charge is a right decision in the case of exhibitions.

Chairman.

2025. Can I ask your view about the regional organisation again? Are you satisfied that it works satisfactorily from your point of view?—We are never satisfied that our organisation works completely satisfactorily.

2026. If you are not satisfied what defects do you find in the system?—I think defects in the system arise partly from the size of the organisation. We follow the standard regions because we are a common service Department and one of the objects of our regional organisation is to provide a common publicity service for the other decentralised Departments. With the staff we have I do not think we can pretend to cover adequately the whole of the regions. I think we are bound to get fringes; although the chief regional officers try to distribute their services well the fringes are nothing like so well served as the areas closer to the regional capital. That is caused by a limitation of staff. We are satisfied, if I can answer your point, that the regional officers do a very good job for the Central Office and for the regional departments.

2027. How then were the regions decided? How were the boundaries fixed?—They are what are called standard regions. We follow the standard boundaries which most, but not all, departments now follow. We follow the Civil Defence

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boundaries, the same as the Ministry of Labour—but not the Admiralty; they are an exception.

2028. What would be the greater defects in the system if you worked from headquarters instead of having your regions? If the areas are so large that there are defects in that system, would it be very much more difficult to work from headquarters?—I would say it would not only be difficult but impossible.

2029. Why?—Because in a regional organisation, particularly in the business of publicity, the service you give to the public depends on personal and direct contact and local knowledge. Although you cannot serve Coker-mouth from Newcastle as well as you possibly could from Carlisle, you can certainly serve it much better from Newcastle than you could from London.

2030. The local knowledge must be very limited?—Indeed not. Our officers are in touch with local authorities, with factories, with voluntary bodies and with Rotary Clubs all over their regions.

Mrs. Middleton.

2031. Is it not true to say that most of them have no previous local knowledge? They are outposts of Ministries rather than people who, having worked in that area for years, know that area and the special peculiarities of that area?—I do not think that is so. All our regional officers, with two exceptions, have been five, six or more years at least in the region, and some—

2032. Do you mean before appointment or after appointment?—I was saying since appointment. Quite a number are born and bred there nevertheless, but I could not give you those offhand.

2033. That was not my point. Of course over a number of years a man, if he is doing a job, builds up contacts and gets to know the characteristics of an area. That is obvious, but surely it is also obvious that a man who comes into the organisation, having those contacts already, that knowledge and having had that experience, can from the outset do a far better job than someone who is sent out from a ministry in London or the Central Office in London?—We would agree. I do not think we have done very much of that. Our chief officer for Wales has spent all his life in Wales. Our chief regional officer in Leeds is a West Riding man from birth. Our man in Manchester has spent all his life in Lancashire. The Nottingham man it is true is new, but the officer at Cambridge although not a Cambridge man has worked for twenty years in East Anglia. Our Southern officer has been in the Southern Region almost all his life and connected with local authorities in that region. I think I can say quite honestly we try whenever we can to get a local man

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for a job which requires local knowledge and local contacts more than anything else, but it does also require some knowledge of the publicity machine and we cannot always get a man locally.

Chairman.

2034. Shall we now go to Social Survey?—Yes.

2035. How many are employed in that Division?—Eighty-eight. Mr. Moss will give you details. (Mr. Moss.) The numbers divide into research officers, people who design enquiries and who discuss with departments their needs and devise research projects to meet those needs—there are nineteen of those. Then there are people whom I might call technical officers, the people concerned with training the field workers and testing them, the Hollerith people, typists and such like, of whom there are about fifty. Then there is the staff concerned with making payments to part-time investigators and who have to carry out other normal functions, of whom there are about thirteen.

2036. Who originates the idea of a social survey?—In every case the idea comes from the department as a request to me, to the Social Survey Division, for assistance. (Mr. Fife Clark.) With possibly one or two exceptions—Civil Defence is an example where I did say during the programming discussions that we could do a much more effective publicity campaign if we could have a survey of the reactions beforehand, and the Home Office agreed.

2037. Do you make use of voluntary organisations for such work?—(Mr. Moss.) For investigation, in no case. The Social Survey's work is completely on the basis of a scientific sampling of the population, and we do not find that voluntary organisations are very useful from that point of view. We find it much better if we can keep a strict control over the data we collect, which we must do if we are to draw conclusions from it. We must know exactly what kind of people we are interviewing and how they are selected.

2038. Do you think it is a successful means of getting a cross-section of public opinion?—We know that we are able, by the methods we adopt, to get completely representative samples of population. We know that because we are able to check the samples we get. For example, if we draw a sample 2,000 we can divide them into men and women in different regions, different occupations and different spheres of life. These figures are tested against existing statistics of one sort and another of the Ministry of Labour in such a way that we can guarantee the representativeness of any sample we draw.

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Mrs. Middleton.

2039. Do you do social surveys for the Ministry of Food, or is that a separate organisation under the auspices of the Ministry of Food?—The Ministry of Food has not used our Social Survey since 1945.

2040. They are anxious, are they, to have a separate department in the Ministry of Food for this purpose, or do they in the main use an outside agency?—They use an outside commercial agency. The reason for that is that the greater part of the Ministry of Food survey work is one continuing family food budget, about which you may have heard, which involves asking the housewives to give information about the money they spend on food and the food they buy for a complete week. That has been carried out by the same commercial research agency for about seven or eight years now, and it was thought wiser in 1945 to let the matter rest rather than risk any break in the continuity of the figures by a change in organisation. That is the main reason for the Ministry of Food still keeping its own body.

Major Niall Macpherson.

2041. Are all the social survey staff kept centrally and do they travel out to various places where you want to have a social survey carried out?—These eighty-eight are the people at headquarters concerned with devising enquiries and so on. The questions are asked by local part time investigators who live in the regions, and they are people recruited locally. These people are paid only according to the amount of time they work for us; they are paid by the hour.

Chairman.

2042. Who appoints them?—They are appointed by headquarters. They are first interviewed personally, then having been trained are tested.

2043. Where are they interviewed?—They are interviewed locally, in the districts where they live.

2044. Who interviews them?—By our representatives sent to an area.

2045. From London?—From London.

Major Niall Macpherson.

2046. You have a school, have you not?—We train them, and we test them ourselves.

Mr. Diamond.

2047. Can you tell us the average rate per hour they are paid?—There are three rates. It is two shillings and fivepence an hour for beginners. After a period of training they are tested, and they are graded. If they fail to reach a certain level they are not kept at all. After they reach a certain level they are paid three shillings an hour, and then a limited number—not more than fifty throughout the country; they are our

best people—are paid at the rate of three shillings and sixpence an hour. If you want to turn that into a week's salary, at best they get about £7 a week if they work 42 or 43 hours a week.

Mrs. Middleton.

2048. Are there any expenses in addition?—They are paid travelling expenses, but no other expenses.

Major Niall Macpherson.

2049. That is hardly a part-time occupation?—I should explain that the vast majority do not work a 42-hour week; the vast majority probably do not do more than fifteen or twenty hours a week.

Mr. Nigel Birch.

2050. What type of people are these field workers?—Ninety-five per cent. are women. Most of them I would say are professional women of one sort and another. They have had a family, and on the family reaching school age they feel they want to do some practical job of work but not to give full time to it. Very many of our investigators are people of that sort.

2051. Like someone who has been a school teacher and married?—Very many of them are such people.

Mrs. Middleton.

2052. How many such surveys, and of what variety have you carried through in the past year?—We did thirty separate samples last year, but the figure does jump about from year to year because if there are two or three very large ones they take up a large part of our resources in any one year.

2053. With what kind of subjects were they dealing?—In the last twelve months we have done surveys on how people spent their money, for the Central Statistical Office. We have done surveys on what illnesses people have had and what use they have made of the medical service. We have done one on recruitment to Civil Defence. We also helped the Board of Trade to wind up clothes rationing by finding out for the Board of Trade what was happening in the last few months of clothes rationing. We helped the Ministry of Fuel and Power to make a decision that in present circumstances it would be unwise to stop fuel rationing. We helped the Department of Health for Scotland on some work which they are doing on rural de-population by interviewing a sample of people living in a rural area to find out what was the main reason for inducing people to leave the rural areas. Those were the main jobs we did.

Mr. Diamond.

2054. You have not mentioned the Election result?—So far we have not been asked to produce any information on the Election result at all.

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Major Niall Macpherson.

2055. What happens to your reports? Are they purely inter-departmental or are they published?—At least fifty per cent. are published regularly either through the Registrar-General or in the form of a White Paper on income and expenditure. Much the greater part of the rest are published by the departments, or by the Social Survey with the approval of departments.

2056. The departments for whom you have carried out the surveys?—That is so. In each case the department has the last word in making the decision whether there should be publication or not. (Mr. Fife Clark.) We are just about to publish a report on "Children in Cinemas", which was made for the Inter-Departmental Committee on Children in Cinemas.

Mrs. Middleton.

2057. If you took over the work which is at present being done for the Ministry of Food by outside agencies, what increase in staff would you suggest would be necessary, if any, to enable you to carry out that work?—(Mr. Moss.) A very small increase on the headquarters side—I would say probably about one research officer. It is quite a large scale survey, and the main increase would be among the field workers, the investigators. All our enquiry work is done by part-time people who are not Civil Servants, so that the main increase would be in field workers and not in headquarters staff.

Major Niall Macpherson.

2058. Does that mean your headquarters staff are not fully occupied so that they can absorb more work?—No. It does mean that we are continually trying, by amalgamating enquiries, to combine two enquiries into one piece of field work. There are always possibilities of that sort, and it is something for which we are always pressing as an obvious way of economising on the main expenditure. If you can get the results of two enquiries out of one interview it is obviously the kind of economic thing to do, if it can be done. We are pushing in that direction.

2059. Are you in favour then of carrying out all the surveys yourselves rather than having them placed with outside agencies?—(Mr. Fife Clark.) Yes, I will speak for that. We would be in favour of it. We have just taken over at the request of the Board of Trade some work which last year they carried out in their own way. They asked us in January if it could be transferred, with the agreement of the Treasury, from their Vote to ours, and it was. We would certainly think we could do this work more cheaply.

2060. On the grounds of economy and on the grounds of efficiency?—On the grounds

of economy and also on the grounds of efficiency.

2061. Have you ever checked any of your survey results with those of an outside survey for reliability?—(Mr. Moss.) Where the samples used are comparable I have examined one or two, but we are the only body in this country regularly using random sampling methods. That might sound a bold claim. The object of random sampling methods—

Mr. Nigel Birch.

2062. I thought they all did that?—They all claim to do so.

2063. Why are you more scientific?—We take the view that, since Government Departments are going to take action on the results of the surveys, we cannot afford to make mistakes. Therefore we cannot afford to let the people, whose opinions and facts about whom are going to be representative, be chosen by anything other than the best possible methods.

2064. I do not want to insist on this, but can we take as an example the Gallup people. They make a tremendous song and dance about random selection, and it rather looks as though they are accurate. Take, for example, the result of the Election; they were quite fantastically accurate there?—If you like I can explain it in a few short sentences.

2065. I wish you would?—We take the view that you cannot allow the interviewers, the field workers, to select their own people. Therefore, when we are devising a survey, we draw a list of names and addresses acquired from electoral registers; national registers and local rating lists. Such complete lists are available to us. Investigators are only allowed to interview people whose names and addresses are supplied on a piece of paper. That is not always the process carried out by research people. Under this alternative method investigators are told "You have twenty interviews to get, of whom some will be above a certain age and some will be between other age groups. Of that some will be in what we call the upper income group, some will be in the middle income group and the rest will be in the lower income group. You go and find people who fit into those categories". You can see, if you use that process, that the investigator can choose which individuals she happens to think fit into the particular categories—but in our view that leads to bias. We are able to demonstrate statistically that it does lead to bias. Experience in America has led us to be a bit on guard with such methods.

Mr. Nigel Birch.] But certainly not here. As far as the Election was concerned they were fantastically accurate.

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Major Niall Macpherson.

2066. Is there not a difference of treatment—take “No answers”—as between the two systems?—I think there is a very great difference in the extent to which people are pressed to give answers. We take the view that in very many cases it is not possible for people to give a clear cut decision on particular issues, and therefore we do not press people. I would say that is a difference in method.

2067. You select the people to be interviewed, and there will always be a proportion who are not prepared to be interviewed?—Yes.

2068. In the other system I take it they do go out to get answers within the limits that they are told—so many from each age group. If they do not get an answer from one person they find someone else who does give them an answer. Which of those two methods is the better?—I think certainly our own sampling method, and then you know which of the people are not co-operating and which results are not biased. On the other method the only people who come into the final result are the ones who have given answers.

2069. How do you know which people are not co-operating?—One knows very simply by comparing results. Using the other method you find that about sixty per cent. of the population had a holiday last year. If you check the results by the random sampling method you get about fifty per cent. If you use this method of allowing investigators to choose which people they care to put into the sample they will take the people who are easy to get; they will not get the people who are difficult, and they will not get the people who refuse to be interviewed. There is no record of those people. That is the amount of bias you get.

Chairman.

2070. If there are no other questions on the Social Survey Division, will you tell us how many are engaged on the poster sections?—(Mr. Fife Clark.) The campaign managers, of whom there are three with six assistants, look after both press and poster advertising. Each deals with the two together in his consultations with ministerial departments and with the agents. There is a special poster section about which perhaps I can ask Mr. Hoppé to say something to you. (Mr. Hoppé.) There are three people in that poster section, and their job, because the efficacy of the poster medium apart from the design depends on the site, is to exert constant pressure upon poster advertising agents, with whom the contract is placed, to improve such sites. Their secondary functions are to inspect at random the normal inspection reports which come in from the agents at intervals of about four weeks, and to watch such matters as the

efficacy of the printing inks used to-day, which are liable unfortunately to fade very badly, and to inspect the system of advertising agents for inspecting Government posters, frankly for accuracy.

2071. How many are engaged on that work?—Three.

2072. How many others are engaged in the section?—Only three.

2073. There are only three officers in that particular section?—(Mr. Fife Clark.) In the specialist section dealing with poster placing. The campaign managers do the work of both press and poster advertising in the one process.

(After a Division of the House.)

2074. You were dealing with the staff of the poster section?—I think Mr. Hoppé had really completed his outline of the small specialist staff which deals with poster placing and inspection, unless you had any point.

2075. Does that comprise the whole of your staff?—On posters, except that the campaign manager does handle the poster side of the campaign side by side with the press advertising.

2076. Could you tell us how a poster is originated and who designs it?—A poster can be done, if I can give you the broad outline, either by the advertising agency, or occasionally it is done direct by the Central Office using a studio artist who is mostly engaged on publications work.

Mr. Nigel Birch.

2077. Is he an outside artist or one of your regular staff?—The artist might be either an artist provided by the advertising agency or he might be an artist who is part time at any rate on the staff of the Central Office. About ten per cent. of our posters are designed inside the Central Office, and about ninety per cent. by artists commissioned by the advertising agency, not usually an artist on the staff of the advertising agency because it does not pay them always to keep full-time artists.

Chairman.

2078. To what extent do you engage the agencies, apart from the outside artists?—As to about ninety per cent. we engage advertising agencies for poster work and as to ten per cent. we do it directly, but even in the case where we design the poster ourselves, that ten per cent., the actual buying of the site on the hoarding is done through the poster agent. We do not buy space direct on hoardings any more than we buy space direct in a newspaper.

2078A. Your functions on the poster side do not appear to be very extensive?—I

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think they are quite extensive. You will notice we have reduced our Appropriation for posters very substantially in this present year, but in fact we did quite substantial campaigns for the Defence Forces, for the Navy, the R.A.F. and the Army last year. My own view about the poster is that it should be designed and placed as part of an integrated campaign. A poster can do comparatively little work on its own. It is one arm in a campaign which includes usually press advertising and other forms of publicity.

2079. I gather you are saying your function is that of an intermediary between the Government Department and the agency?—Quite, and as an intermediary we do co-ordinate the poster side of it and bring it into its proper place in a campaign, including the amount of poster space and whether we should have a poster at all. Those are matters which are decided on the advice of the Central Office.

2080. Then you would consult the agency?—We would consult certainly, but not necessarily agree with the agency on those points.

Chairman.] Are there any questions on that aspect?

Mr. Nigel Birch.

2081. I did not quite catch the drift of Mr. Hoppé's remark on printing inks. Did I understand you to say that printing inks are not what that were?—(Mr. Hoppé.) You did.

2082. Why is that?—Well, I am afraid I am not sufficiently technically versed to be able to tell you what particular constituents of the inks are not in such abundant supply as they were before the war, but it boils down to the fact that poster colours do not last as long, when displayed on hoardings, as they did before the war.

2083. They are short of some raw material?—They are lacking some essential ingredient, and that has the effect of fading.

2084. Is that one of the reasons why you are now doing less poster work or not?—No.

2085. Is that a material factor?—(Mr. Fife Clark.) It is a material factor because the impact of a poster, which does depend upon catching the eye, is very considerably reduced if the colours fade. I remember a poster on diphtheria immunisation which within a month had lost a great deal of its force because all the main colours had faded. It was a very successful campaign but we certainly did not want to be handicapped by faded posters.

Major Niall Macpherson.

2086. How exactly are the posters planned firstly, and, secondly—I am putting them together so that you can see what I am driving at—who approves them?—The

poster is planned in the first place in consultation between the ministerial department and the Central Office. The first point is, "Do you want posters at all? Is this a proposition which is suitable for the poster?" Of course the poster is the medium of publicity which can say least. It can get over only a slogan, and it attempts to get a slogan over usually pictorially with the least possible text because you do not go on reading a poster. The poster has got to catch your eye and give you a message, if it is a good poster, in not more than ten seconds which is the time you spend going by. Therefore in that way it is different from a newspaper or a film in front of which you sit for 20 minutes or so. The first point is, "Has the poster any place at all in this campaign?" Then the second point is, what is its precise place in the campaign? How much strength, at what cost? The purpose of the poster is to get over the main point which you must follow up with other forms of publicity. Having decided its place in the campaign and the cost, you get down to what sort of poster. That is a matter which you usually work at with blood and sweat round a table, with the artist and the agent. I have seen the idea of a first-class poster emerge in half an hour, but I have seen others on which we have worked for months and months.

2087. It is a sort of quadripartite discussion between the artist, the agent, the Central Office of Information and the Department?—I think most publicity is born in just that way, and the impression that a brilliant idea just comes to one's mind is usually wrong. The slogan is usually worked out over quite a long period.

2088. I think it would be an advantage to have a concrete case of a poster design? Take the case of the Territorial Army poster—the one with the man putting on his gaiters—Could I ask the Director to deal with that in detail? (Mr. Hoppé.) At the time the Territorial Army poster was designed—let me make it quite clear I was not then Director, although I am not trying to shift my ground—the problem of recruiting to the Territorial Army was put to the Central Office, together with the advertising agent appointed by the War Office, with the benefit (a) of the advice and experience of the Territorial Associations—

2089. There is just a question of interpretation there. You mean it was put to you by the War Office, not that the advertising agent was appointed by the War Office? What you actually said might be interpreted in two ways?—(Mr. Fife Clark.) All advertising agents are appointed by the Central Office on the advice of an advisory committee.

2090. I am sorry I interrupted. (Mr. Hoppé.) The advice of the Territorial

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Associations was available to the War Office at that time. In addition to that, (b), as a result of a social survey which was carried out before the campaign was launched as to the likely reactions on the part of the public to a recruiting drive, the effect that emerged was by no means as good as it ought to have been. It was complicated by the fact that we had to produce a 16-sheet poster, which is about ten feet high, in a matter of a few weeks, which debarred us from using a number of colours we wanted. I remember well that between 12 and 14 colours were originally planned, and in the end I think we were left with five or six. As the Controller has already said, the effect of colour, or the defect caused by the lack of colour, is a very material factor in detracting from the appearance.

2091. So that in a sense it was approved before ever it emerged. Who actually approved the poster in the end?—The War Office.

2092. It was the responsibility of the War Office to approve it?—(Mr. Fife Clark.) They approve the finished drawing. It is then the responsibility of the Central Office to see that the finished product is as good as you can get technically.

Chairman.

2093. I gather you seem to be quite emphatic that it is necessary for the agents to work for you in all the phases of your work?—In the phases of press advertising work.

2094. And of course with regard to posters?—With the exception which I have mentioned, because we have a studio which produces art work for publications and we occasionally use it for producing a design for a poster. In fact a quite well-known poster—you may remember the immunisation poster of a baby with a black hand behind it, which was used very widely over the country—was produced by the Central Office studio.

2095. You have ninety per cent. being produced by outside agencies?—It is the exception rather than the rule to design one ourselves.

2096. If you are so certain that you cannot dispense with the work of the outside agencies, what justification is there do you think for the work which the Central Office of Information is doing in this connection?—I think the justification is in the three elements of our contribution which I did mention in reply to a previous question. First we do in fact guide and help departments on the general strategy of a campaign, and we help them quite considerably in their dealings with the advertising agent.

2097. You have taken the War Office as an example?—Yes.

2098. They have in their Department people who are experts in this kind of thing?—No, the War Office have no experts on advertising.

2099. Surely on the strategy of advertising they have?—I should have said—

2100. They come to you with the idea, or someone in the War Office comes to the conclusion that advertising is essential for their purpose of recruitment, and they arrive at that conclusion?—Yes, but I think the War Office would say they would not regard themselves as the experts on the strategy of publicity and advertising, and that is why they come to the Central Office.

2101. That is why you want to bring in the outside agency for joint consultation?—Yes. I do not think the advertising agency is necessarily impartial on the question of whether advertising is the right method of handling the particular publicity problem or on the amount of money we should spend on it. We bring them in much more in regard to the designing and production of the advertisement once the strategy of the campaign is settled. There we do try to use to the full the very substantial creative resources of the advertising agency.

2102. Before you send it out to the advertising agency it has to go before the Advisory Committee?—They advise us on the choice of agent, but that is all.

2103. Who comprises the Advisory Committee?—That is a Committee which was set up in 1940 by the Minister of Information, consisting of representatives of the Newspaper Proprietors' Association, the Newspaper Society, and the big commercial users of advertising space. The present Chairman is Sir Edward Baron. It is a Committee which frankly protects the Central Office against any suggestion that we discriminate in the choice of agents.

2104. I gather the Advisory Committee have regard to the kind of publicity?—Very little indeed.

2105. How do they come to the conclusion on who is a suitable agent to engage?—Broadly there are agents who specialise in particular fields of advertising. It is true they would have regard to the campaign, but that would be as far as they would go. They would say, "This is quite a reputable and efficient agency for that particular work," but they would not offer any advice.

2106. I am not suggesting they offer advice, but apparently it is their decision and it is upon their decision that the outside agency is engaged?—That is so.

2107. Before they make that decision surely they must consider it?—Yes, they have a meeting. Quite a number of these appointments have extended over a con-

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siderable number of years, but where a new campaign is required, then we ask the advisory committee for the appointment of an agent. I think I am right in saying, from memory, that at this moment we employ on contract twenty-four different agencies. Those twenty-four different agencies are selected, I suppose, from a total of something like four hundred in London as a whole, if you include all agencies. That choice is made by this independent committee.

Major Niall Macpherson.

2108. Could we possibly have a list of the Advisory Committee?—Between us we could give it to you now. Sir Edward Baron, Chairman of Carreras Limited, is the Chairman. Then there are Sir Harry Hague, Managing Director of the Ovaltine Company, Mr. Millikin, who was nominated by the Newspaper Proprietors' Association, and Mr. Kinghorn, nominated by the Newspaper Society. That is the Committee.

Chairman.

2109. I think you have another section—the News Distribution Unit?—Yes.

2110. How many are engaged upon that?—Fifteen, excluding a number of despatch riders, I think about seven, whose cost falls upon the Vote of the Ministry of Supply. Our staff consists of three executive officers, and clerical officers and typists working partly on a shift system. The total is fifteen.

2111. What are the functions of this Unit?—The functions are entirely mechanical. That is to say it is a central agency which was maintained at the end of the war at the request of the newspaper offices. It distributes Press notices to the national newspapers and the London offices of the provincial newspapers. The Central Office provides the machinery for doing that, but it has no editorial functions of any sort. That is to say we have no responsibility for the Press notices, and of course no right to amend them.

2112. What would be the cost of this Unit, do you suggest, in the present Estimate?—I have not got it with me, but it must be very small for fifteen people. I should think the cost is under £5,000, and it is of course in substitute for independent circulation of Press notices by Government Departments. Before the war, departments circulated their Press notices by messenger. At the Ministry of Health we had three messengers who went by bus to Fleet Street and delivered round the offices by hand. My own view would be that the cost of the News Distribution Unit is less than the sum total of independent delivery by thirty departments. It does suit the newspapers.

2113. It was at their request that the section was maintained; it was not at the request of the departments concerned?—No, the initiative came from the newspapers, but the departments agreed. As far as I know they are all users of it.

Major Niall Macpherson.

2114. You may have dealt with this before I arrived, but how actually are these agencies remunerated?—They are remunerated by a commission which is paid by the newspaper itself. Newspapers have a list of approved agents, and each newspaper pays a commission which in fact varies between one newspaper and another. Some newspapers pay fifteen per cent. commission and others, some provincial papers, pay as low as ten per cent. Some pay twelve and a half per cent., and twelve and a half per cent. is probably as good an average as you can get. That commission is paid to the agent on the gross cost of the space.

Chairman.] I think Major Macpherson had in his mind how the agents who are dealing with posters are paid.

Major Niall Macpherson.

2115. No, I was actually asking in regard to Press at the moment?—They are remunerated by the newspapers.

Chairman.] We already had that from the witness, but that was probably before you arrived.

Major Niall Macpherson.

2116. Yes. Was the syndicate method of agents also explained to you? You deal with syndicates, do you not? You have four advisers to one department, do you not?—We do not in the Central Office. I think you are probably thinking of the Ministry of Food which has four advertising agents, and the National Savings Committee which has five. The Central Office, having tried the system of running agents in double or treble harness, prefer the single agent.

2117. Then it is quite straightforward, and he gets the remuneration?—He gets his percentage of the total cost of space.

2118. What was the disadvantage of running in double or treble harness?—I do not think you get the best out of two good agents. Their creative functions get rather blunted when they feel there is another agent in it who is going to get the credit.

2119. How were they remunerated?—They were remunerated on the same basis, on an equal division I take it. (Mr. Hoppé.) I understood that if there were two agents each had fifty per cent.

2120. No matter whose idea was accepted?—(Mr. Fife Clark.) You can work it two ways. I have worked with agents on this system. You can work it that they both make a creative contribution. It

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was not a great success. I have worked it under another system by which one agent played the creative part and the other agent played the distributive part, that is to say actually arranged for the production and distribution. I think the Director of Campaigns Division will agree with me, and our ministerial departments would agree, that by putting the responsibility on a single agent you get better work out of him. (Mr. Hoppé.) I entirely agree.

2121. Would you not agree that agents in fact have fewer functions to perform for you than when they perform them for commercial firms?—(Mr. Fife Clark.) Yes.

2122. Do they get the same remuneration?—Campaigns do in fact vary. The amount of work which arises from a campaign does vary, and one campaign will be much more difficult than another. I think agents really work it out that it evens up over their campaigns as a whole.

2123. They do not have to go out and get the business in the same way?—They go out to get business just as much from the Government as they do from a commercial firm. The only difference really is that a commercial firm will have to have advertising experts on its own staff to deal with the agent, whereas we, instead of having them in individual departments, collect them in one office because it is at any rate more economical to do that.

Chairman.

2124. How do they have to go out and get the work. I thought it was allocated by the Advisory Committee?—The agent does in fact get the work very largely on his reputation. An agent gets a reputation for doing a particular campaign well, and on that he gets his clients.

2125. I do not think that was Major Macpherson's point?—Perhaps (Mr. Hoppé will correct me if I am wrong. The agent does in fact collect business on his reputation, and he is judged by this Advisory Committee on his reputation. Sir Edward Baron is a very big buyer of advertising space, and he is a very good judge of an advertising agency.

Major Niall Macpherson.

2126. A commercial firm is not for ever changing its advertising agent?—Indeed some of them do it much more often than we do. (Mr. Hoppé.) Yes. (Mr. Fife Clark.) Changes of account are very, very common. I would not like to give names, but I could mention one or two accounts which change almost every six months—very big accounts.

Chairman.

2127. Apart from building up a reputation, which is the desire of every reputable firm or reputable society, what do you mean when you say the agent has to go out

and get the business?—What I was saying is that he does not go out any more to get business from the big commercial houses than he does to get business from the Government, as far as I can see.

Major Niall Macpherson.

2128. Surely there is a terrific difference because generally when an agent goes out after an account he has to make up plans and put suggestions of all kinds before the would-be advertiser, the possible client?—Yes, with a new advertiser.

2129. There is a tremendous amount of extra work there other than just being nominated on your reputation?—Yes. I was putting the Government in the position of established advertisers, in the same way as some of the big commercial houses—but in the case of a new advertiser I entirely agree.

2130. Are these twenty-four agents more or less static, or are there some coming on to the list and some falling out all the time?—There are changes which take place, broadly, every six months.

2131. Have the numbers on the list tended to grow greater, or has it always tended to be a list, of say, a couple of dozen on the panel?—Of that order. (Mr. Hoppé.) It is tending to grow.

2132. Quite naturally. Presumably on the whole you are more satisfied than not with the service you get?—(Mr. Fife Clark.) That is so. If we get two changes or three at the most at a meeting, out of forty-seven campaigns with twenty-four agents which is the position at the moment, that is usual; but if we are satisfied with an agent, the ministerial department are satisfied with the services they are getting and the advisory committee is also satisfied, we do not feel there would be any real value in changing.

2133. Do you tend to keep the same agent on the same type of work with the same department, or do you change agents for different campaigns?—I think I am right in saying that we have in recent years tended to make fewer changes than was so six or seven years ago. If I could speak of my own experience at the ministerial end, we had the same agent on the diphtheria immunisation campaign for seven years, and in fact we were satisfied that we could not possibly have got as good value from a new agent because the agent had steeped himself in it for five or six years. I think it is right to say that a good number of campaigns have had the same agent for four years.

2134. You are quite confident the whole matter is on a truly campaign basis and not on a patronage basis?—We are indeed confident that is so. I think the names of the

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[Continued.]

people on the advisory committee are a guarantee of that.

Chairman.

2135. Do you deal with home publications, or is that dealt with the Controller (Overseas)?—I deal with home publications in an operational sense certainly, but the Controller (Overseas) deals with Publications Division as a whole because it is ninety per cent. overseas; but I would be glad to answer any question on details of home publications.

2136. What do you do exactly in the Home Publications Branch?—We work for a limited number of departments. The difference broadly between the work we do and the work which is done direct with the Stationery Office is that we take the publications which require special illustrations, special photographic work and contribution on the editorial side. A department, if it goes to the Stationery Office, takes full editorial responsibility because the Stationery Office has no editorial staff, whereas we very often write the text completely or we suggest the author and sub-edit the text. We do the lay-out, which is the main thing, in the studio.

2137. That does not go out to agents?—No, we do it direct.

2138. What part do agents play?—Agents play no part in publications.

2139. Not even for illustrations?—No. We have a photographic library, which I think is far the best in London, and we have our own photographic staff.

2140. How many are in that section of yours?—If you could put that to the Overseas Controller I would be grateful. I could tell you very broadly, but he is responsible as to establishment questions.

2141. Could you answer a general question? Have you made any decision on how you would propose to recruit officers to the Central Office of Information?—In the past I gather they have been recruited from various agencies in respect of various departments in the ordinary way. Suppose any vacancy arises in the future, how do you propose to recruit?—Of course this raises the whole question of Treasury policy on recruitment to the information class as a whole, because in the last year there has been a very considerable measure of establishment in regard to officers in the information class. Very roughly, about half of the staff of the Central Office of Information is established. I must simplify this because it is a big point, the future of recruitment. It is not the policy of the Central Office to establish creative workers. For example, none of the staff of the Crown Film Unit is established. We do not establish artists,

journalists and so on, with a few exceptions where they are in an administrative position. Although artists or journalists by training they are administrative at the moment.

Major Niall Macpherson.

2142. Does that include editorial functions?—A book editor would not be established, but a chief editor might, if I could put it so simply. It does raise the question that in future broadly we would aim at having a temporary element of people, namely, creative people whom we would have for a short time on a temporary basis or a fixed contract, but the framework of the Central Office will consist of established officers as it does at this moment.

2143. How would you recruit the temporary?—We would recruit the temporaries in the ordinary way through the Ministry of Labour Appointments Bureau. If I could mention this, of our three campaign managers two are established and the last one is temporary. He is a former advertising manager who was recruited by public advertisement through the Ministry of Labour. That would be our normal procedure.

Chairman.

2144. I do not know how you would feel about it, but on Thursday we are dealing with publications. We shall be having the Overseas Controller. Do you think you would like to come along with him to deal with any question which may arise on the home publication side?—Yes. If I could make clear what the distinction is, I am responsible for all questions of actual production of books. Any questions on "Our Changing Schools," "Colonial Quiz," and other publications for home sale I take responsibility for, but it is a convenient arrangement that the Overseas Controller takes all questions in regard to staffing and organisation. The Overseas Controller takes responsibility for the Divisions which are primarily overseas, and I am responsible for those which are primarily home. It just happens that a very small element of the work of the Campaigns Division is advertising the British Industries Fair in the Commonwealth—it is about a few thousand pounds. It also happens that the Exhibitions Division does a small amount of work for the Foreign Office and the Colonial Office.

2145. I thought perhaps you might like to be present, and I am sure it would be of great benefit to the Sub-Committee if you could possibly manage it?—I will. If there are any particular points on home publications I would be very happy to try to deal with them.

Chairman.] We will leave those till Thursday.

The witnesses withdrew.

Adjourned till Thursday, at 4 p.m.

THURSDAY, 22ND JUNE, 1950.

Members present:

Mr. Nigel Birch.	Mrs. Middleton.
Mr. Diamond.	Mr. West.
Major Niall Macpherson.	

In the absence of the Chairman, Mr. WEST was called to the Chair.

Mr. E. C. R. HADFIELD, Overseas Controller, Mr. T. FIFE CLARK, C.B.E., Home Controller, Mr. M. H. LOVELL, C.B.E., Director, Overseas Press Services Division, Miss B. J. FELL, Director, Photographs Division and Mr. A. H. M. HARRISON, Acting Director, Publications Division, Central Office of Information, called in and examined.

Chairman.

2146. Mr. Hadfield, we have had an opportunity of glancing at the list of publications for the year 1949-50.* You seem to have had quite a large number of publications during each year, some of which were free and some of which were for sale. Could you tell us how you arrive at a decision in regard to which are to be free and which are to be sold?—(Mr. Hadfield.) You will notice that the free publications fall into two categories, those for home use and those for overseas. In the case of those for home use they are almost entirely recruiting pamphlets of one sort and another which we have been asked by the department concerned to produce, to be given away free, and we do so. In the case of one or two produced for the overseas departments there again it is at the request of the overseas department that we do produce them in that way. There is, of course, great difficulty in selling a pamphlet of that sort overseas. I do not know if the Home Controller would like to add anything.

2147. Who makes the decision whether it is to be freely distributed or whether it is to be sold?—The department for whom we work, with our advice in certain cases. They may say, "Do you see any possibility of selling this pamphlet overseas?", and we would say, "We do see a possibility and we advise you to do it that way" or "We see no possibility".

2148. I suppose there are certain considerations which you give to a publication in deciding whether it should be free or purchased, whether it is of sufficient interest that it will be purchased?—Certainly. We always like to sell a pamphlet if we possibly can, and it is only when we think it is quite impossible to sell it—I am speaking of overseas, of course—that we would give the advice that it should be distributed free.

2149. Those which are sold would reach a limited number of people. Do you make a profit on those which are sold?—In the case of overseas publications, of course any money that accrues from sale does not accrue to us but to the Stationery Office Vote, and the amount of money that would accrue from a publication sold overseas would vary almost from country to

country. It would be most unlikely that we should actually make a profit.

2150. There are some publications of course which are for the home market. That is right, is it not?—Nearly all the free pieces are for the home market and are on recruiting subjects, as you will see.

2151. I see some for the home market which are for sale. There are quite a number of them as far as I can see?—Yes. Nearly all the home market publications are for sale, with the exception of a group of recruiting pamphlets and a group of pamphlets which we produce for the Ministry of Labour as part of a campaign to help European voluntary workers to settle in this country.

2152. What control have you over the number produced, the number sold and those which are returned unsold?—In the case of sale publications we have no control over the number finally printed or the number sold. That is a matter purely for the Stationery Office. We usually discuss with the Stationery Office the number they shall print, but the final decision is in their hands. The whole arrangements for selling are also in their hands.

2153. And the arrangements for the return of those unsold, do they come under your Department at all?—No, entirely under the Stationery Office.

2154. You know nothing at all about those which are returned for pulping or anything of that sort?—No. There is an occasional case in which it is possible to use a home publication for distribution overseas, and I think there has been one case in which we took from the Stationery Office a certain number of copies which were unsold and distributed them overseas at the request of the overseas departments.

2155. Can you tell us how the publication originates? The Department I have no doubt makes a request for it, and then who does the writing of it? How are the arrangements made?—It varies to some extent of course with each department and with each type of publication, but roughly the procedure is like this: a request comes in from a department. We then meet the department and discuss first of all what

* Annex 23.

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sort of book it is likely to be, how long, whether it is going to be illustrated and if so in what way, what the proposed distribution is going to be, how it is going to be written, and whether we shall commission an outside author or whether the department is going to give us the manuscript. Let us say that an outside author is commissioned.

2156. Who makes that decision?—We would make it in consultation with the department. It is finally for the department to decide how they wish it to be written. They then request us to commission an author, and we would then write the commissioning letter, come to terms with the author and make arrangements for the manuscript to be produced. We would give the author a brief which had been provided to us by the department. From that stage the book is in our hands, but when the manuscript comes in we should, of course, show it to the department for their comments. We should also show them the other material which makes up the book—the photographs, the design of the cover and so on. Eventually we should hand it over to the Stationery Office for printing.

2157. Have you ever had occasion to refuse a department's request for a book or publication of any sort?—There have been occasions on which we have said that the sort of publication the department wanted us to produce was unlikely to sell in substantial quantities, and we have said we did not think it was worth them producing it and the pamphlet has been dropped.

2158. When you say you do not think it would sell, do you mean it would not sell profitably or that it would not sell in sufficient numbers to make it worth while to do it?—The question of whether it will sell profitably is a matter purely for the Stationery Office, but we have said we would not consider that the sale would be sufficient to justify production of a book, that is we can only see a sale of perhaps one or two thousand, and that in that case we cannot conceive the book to be of general interest; and therefore we cannot recommend its production.

2159. How do you arrive at a conclusion whether a book will have a useful market or not, because the returns apparently do not come back to you? You do not know whether your publications are going well; it is all in the hands of the Stationery Office; they receive whatever is obtained as a result of sales. How do you know whether a particular publication is successful or not?—We get the figures of sales and returns from the Stationery Office so that we know—

2160. You can tell us what profit, if any, has been made on any publication?—Well, the calculation of profit is rather different

because we do not know the printing costs, for instance, which are in the hands of the Stationery Office.

Mr. Nigel Birch.

2161. You do not know them?—No, we do not know the final printing cost that is incurred by the Stationery Office. The Stationery Office gives us an estimate of the cost of the book, and that is the estimate upon which we work. In fact the Stationery Office may print the book under a particular contract which enables them to print it cheaper than our estimate. That figure would not come back to us. We work on the original figure, the estimate which we have agreed with the Stationery Office.

Chairman.

2162. You know how many books are sold. You are informed how many books are returned?—Yes.

2163. Could you give us roughly what is the percentage of productions for sale which are sold in fact and those which are returned?—I think that is very difficult to do in general. It is possible in each separate case.

2164. You have it in each separate case. In the document which you were good enough to prepare for us I wonder if you could put in additional columns showing the number sold and the number returned?—Yes, I could put in that for you* in consultation with the Stationery Office, but of course most of them are still in print and available from the Stationery Office. Like every other publisher the Stationery Office keep their stocks. Therefore the difference between the print and the sales to date do not mean that the rest are returns. They are Stationery Office stock, some of which at any rate may still be sold.

2165. I gather that, generally speaking, your publications are directed to a certain object. Whether that object is likely to continue for twelve months or two or three years, I suppose there is a period of time when you decide that the use of the publication has passed?—When the Stationery Office decide, yes.

2166. When you prepare your plans you presumably take into consideration over what period you think the effectiveness of your publication will be continued, or do you not?—Yes, but once the book has been put on sale by the Stationery Office it is then for the Stationery Office to decide how long they consider it is profitable to them to keep it on sale. They will keep it on sale so long as there is any sale for it. That may be some years, of course.

2167. Are you in a position to say whether any of these which are set out in the list you have been good enough to supply have in fact reached the stage when the Stationery Office have said: "We do not

* Not published.

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consider there is any further useful sale for that"?—I do not think there would be any case from this list in which that has happened. We would have to go back to books published a good deal earlier to find such cases. For instance, if we take the books "Origins and Purpose", which is about tenth in that list, that is marked as a "revised reprint". That has been through three editions now. It was originally put on sale about four years ago, and it is likely to sell for a good deal longer. It is a book about the British Commonwealth.

2168. Forgive me, but I see in your document the abbreviation "B.I.S." I am afraid I do not know what that means?—British Information Services.

Mr. Nigel Birch.

2169. Do I gather from what you say that you really have no idea of what the net financial cost of any of your publications is?—The cost is made up of a number of factors. In so far as it is the printing and the binding costs we work on an estimate provided to us by the Stationery Office of what the probable printing cost will be. We do not know the actual printing cost, that is a matter for the Stationery Office, but it only varies of course by a small amount from the estimate. Any commercial publisher is in the same position; he estimates the cost of a book.

2170. What I am getting at is this: do you simply produce something because you think it would be a good thing to produce without really estimating what the net result is likely to be, or not?—No, certainly not. We take into account all the probable costs before we, in consultation with the department which wishes to produce the book, finally decide to go ahead. Those costs are spread between the C.O.I. Vote and the Stationery Office Vote, and of course where the manuscript is being provided to us by a department there is a charge on their Vote for the manuscript itself.

2171. Take a concrete example, "Recovery in Europe", which I see you produce. I see that is priced at one shilling and sixpence. It is on shiny paper, and it is a very magnificent production. Could you give us any idea of the financial results of that, for instance?—I could put in a paper which would tell you what it cost the Central Office. In that particular case the only cost on the Central Office Vote would be a certain charge for photographs and a certain charge for art editorial. The printing cost of it would be a matter for the Stationery Office, and all I could provide would be an estimate.

2172. You see at what I am trying to get? Here you produce a very magnificent book. I have some difficulty in believing, magni-

ficent as it is, that many people gave one shilling and sixpence for it. I am trying to get at what happened. You are dividing it up into a number of factors. You cannot give me any idea of what the financial result of this venture was?—(Mr. Fife Clark.) I think it may be relevant to say this, although it does not answer the point. The print of this was 20,000. It sold so well, including quite a big sale which was paid for in dollars from the American Embassy, that it had to be reprinted. The latest figures I have show a sale of 30,000. I can only assume that the Stationery Office fixed a reasonable price on a print of 20,000, so it should be doing quite well. It is still selling.

2173. The point is this: the responsibility seems to be curiously divided. Nobody seems to know what the answer is. You think really the Stationery Office are the people to know what the answer is?—(Mr. Hadfield.) It is the Stationery Office which is responsible for fixing the price in the light of the cost figure of their own expenses, and the cost figures of the lay-out and the art editorial are provided to the Stationery Office by us.

2174. Who advises them how many to print? You do, presumably?—No. The final decision of how many to print rests with the Stationery Office because they are responsible for selling it. It is in the light of their experience through their sales offices and as wholesalers that they make up their minds how many they think they are likely to sell.

2175. You do not advise them; they do it entirely on their own?—They are responsible, but they discuss it with us in case there are special factors, which we happen to know, which might increase the potential sale.

2176. Take "Survey 50". I see you printed 200,000 copies. How did that sell?—The sales are about 135,000.

2177. You have got a good stock still there?—The Stationery Office have.

2178. Can you estimate at all what the financial result of that would be?—It is extraordinarily difficult to do so without getting together the detailed figures. As an ex-commercial publisher I would guess the Stationery Office has probably not lost money on it.

2179. You cannot in fact answer it. I also understand from this that you are responsible for these continental publications?—Yes.

2180. Could you say what the objects of those publications are supposed to be?—We produce them for one or other of the three overseas departments. The purpose is to further the objects of those departments.

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2181. To further the objects of those departments. Just take one or two of the publications. Take "Neue Auslese". You know that, do you, that very beautiful one?—Yes.

2182. There is a curious list of articles in it. There is an extract called "What makes me happy?" by Mr. Priestley. "Is Science at an end?" by Julian Huxley. There is an article on the ocean voyaging of shell fish, and there is a short story by Gerald Kersh. How does that in fact forward our objects? There does not seem to be a very direct connection?—Perhaps I had better explain the way in which these magazines are edited and produced. They are sold on the Continent, and if therefore they are to carry British information material there must only be a limited amount of that material in each issue. Sometimes there is very little in one issue, and the rest must be made up by material which is likely to appeal to the reader. I think that one must look at these magazines over a period. I should be happy to put in a paper showing the contents of the main magazines over a period, and marking those articles which were considered by the departments to have an information value. The magazines are edited of course in conjunction with representatives of the overseas departments, who sit in at the editorial meetings and discuss the contents with us.

Mr. Nigel Birch.] I see that point; obviously you have got to sell the magazine. Take one of the other magazines, a German one called "Blick in die Welt", the one which you circulated to us here. Its main feature is an article on "Dancing Girls in Bali", which I have no doubt is very entertaining. Then there is something on "Paris Hats" and "How to make-up in Paris", something about the New York stage and something about a Singing Festival in Geneva. That seems to be the main weight of the magazine.

Mrs. Middleton.] You would not want to know about hats, but I might!

Mr. Nigel Birch.

2183. I have no doubt you would wish to know about hats, but what I am not so clear about is why I as a taxpayer should pay money in order that people should be informed. Mr. Hadfield, have you any idea what the financial results of "Blick in die Welt" or "Neue Auslese" are?—Perhaps the Director of Publications could deal with those in detail. (Mr. Harrison.) In answer to the last question "Blick in die Welt" is printed in Germany and sold in Germany, and up to fairly recently it made a very large profit in Deutschmarks. I could supply you with the figure.

2184. Is that counting in pay for outside articles?—No, that is purely the production costs.

2185. That is slightly different?—That is purely the production costs in paper, printing, binding and distributing in Germany.

2186. Could you give any idea of the net financial result?—Not now; I could up to about last October. Since then it has not done so well. As I think is mentioned in our document, our people have been in Germany only last week to make arrangements with a commercial publisher to publish and sell at his own risk.

2187. You say it is not making money now, but it did once make money?—It made money up to the currency reform in 1948, an enormous number of marks which did not amount to anything. Starting again from the currency reform, up to about October of last year it made very considerable profits.

Chairman.

2188. Who would be the accountable department for that? The receipts would come into whom?—The Control Commission in Germany, I think. They handle all this.

2189. Who is responsible for the preparation of the particular documents for Germany—obviously your Department?—Yes.

Mr. Nigel Birch.

2190. What can you tell us about the French edition of "Écho"?—That is selling at the rate of 35,000 copies a month.

2191. In France?—Not entirely. It sells in Belgium at the rate of about 5,000, and in other European countries, French Indo China and North Africa.

2192. Can you give us any idea of the financial results of that at all?—Yes. Again abroad there are three "Echoes"—Dutch, Italian and French. We have no costs whatever in Holland or Italy.

2193. How do you mean, "no costs"? You print them somewhere else?—We print them in Holland and we print them in Italy, but the risk is taken by commercial publishers in both cases.

2194. You pay for the material?—We provide material to these publishers free.

2195. Do you get paid anything at all for that?—There is a contract by which, when sales reach a certain figure, we receive a royalty.

2196. Do you ever receive a royalty?—We have not received a royalty.

2197. Just let us look at "Écho". I see the French edition here has some rather curious articles in it. There is an article on "Iceland" by Julian Huxley. There is one "Must one be muscular to be

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strong?”. There is an article on “Rheumatism” by Dr. Stephen Taylor. Another interesting article on epigrams by Oscar Wilde, and one on the “Beauty of Women”. There is a lot of material in it, but not material which is going to do us an awful lot of good. Who decides when you do slip in a bit of propaganda?—I think, if you examine a magazine over a year which I suggest is the only fair way, you will find a heavy percentage of propaganda material. In fact I should be happy to provide you with that list.*

2198. Perhaps I am a little unlucky in the ones at which I have looked. I have been looking through all the headings here. Do you produce these very remarkable photographs of Britain and Colonial progress?—Not Publications Division; Photographs Division produce those.

2199. What would be done with photographs like that?—(Mr. Hadfield.) Their distribution is almost entirely to information officers. He first of all shows them in his own country. He also makes arrangements for them to be shown, for instance, in schools and similar places. In some countries, especially in Commonwealth countries, he arranges a circuit of display sites, and moves them around from one site to another.

2200. They are distributed free, are they?—Yes, they are usually not given to individuals of course but shown on a display site.

2201. Can you give me any idea of the sort of size and distribution of these?—(Miss Fell.) During last year we produced forty-eight separate titles. We do one a week; four a month. The total printing order for overseas was about 80,000.

2202. Of each?—No, the total. Some of them were sold in Canada and America. The home distribution is about 16,000.

2203. Have you any idea what they cost to make?—I think the run-on cost quoted to us by the Stationery Office —

2204. The run-on cost?—The cost of all our printing, which is, roughly speaking, about 2,000 for each title. That would work out at about three shillings each. It is fairly cheap. They sell in the States for one and a half dollars; I do not know if they have changed the price.

2205. Do you sell them anywhere else except in the States?—They are beginning to consider selling them in Canada because there is a great demand from schools, and they think they should probably sell them there also. It is possible that they may be sold by the Stationery Office to schools in this country.

2206. What percentage of the copies are now sold?—I should think one per cent.

* Not published.

2207. That is at the moment?—Yes, not more.

2208. Are you also responsible for the Home Affairs Survey?—(Mr. Hadfield.) Yes. Reference Division produce that.

2209. What is really the object of that?—It is one of a series of three surveys, the other two being the International Survey and the Commonwealth Survey. It is produced by Reference Division in order to provide a reference service for the information officers at the posts overseas. The primary purpose is to enable the information officers to answer any question about this country or its affairs that he may be asked, and to provide any enquirer with the necessary information. It has secondary uses which vary from country to country. Where the information officer thinks it is useful for a University library to receive the Survey regularly, then it goes to them. In most cases the editors of prominent overseas newspapers receive it. Those are secondary uses.

2210. It seems to me that a great deal of the matter in it could quite well come out of “The Times” or Hansard?—That I think is true, but the purpose of the service is to provide a permanent cross-indexed reference service which the information officer can use when he is asked any question by an enquirer and must find the answer quickly. A good deal of the matter has in fact come from “The Times”.

2211. Why do you produce these very interesting character studies of Ministers, for instance?—Because they are the subjects about which overseas enquirers are likely to ask.

2212. Can you give me any idea at all of the cost of the three Surveys?—The per copy cost works out at about three shillings a copy. That is because it is a comparatively small print—it varies slightly. The Home Affairs Survey has a print of about 2,000. It is produced for this limited but very valuable purpose. The reference surveys are among those services which the overseas departments value most highly.

2213. What exactly is your relation with the British Council? I see a number of these documents are sponsored by the British Council?—The Central Office produces for the British Council a number of different items of material. They produce for the British Council pamphlets, booklets and also a certain small supply of feature articles and, I think, photographs.

2214. I notice one of your productions is “X-ray Analysis (Turkish edition)”, which seems an odd item to introduce. Does the British Council come to you and say “We want a Turkish edition of X-ray Analysis”? Do you publish for them anything they want published, or not?—Yes.

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2215. You produce anything they wish published?—Yes.

2216. Do they pay you for it?—Yes. We do it as an agency service, and they pay us.

2217. In fact that does not really come on your Vote at all; it is purely as an agent that you do it?—It comes on to our Vote, but it is repaid as an Appropriation-in-Aid.

2218. Therefore you really have no particular interest in how much they spend on these. It is up to them to control their expenditure?—We have to agree a programme of work each year in order to agree the amount that shall appear on our Vote for their work.

2219. I see you have produced a pamphlet called "How the C.O.I. can help you". What is the object of that?—(Mr. Fife Clark.) It is a reprint.

2220. I see you have a Cambridge reprint and a London reprint?—As you will see they are small quantities. They are given to the secretaries of Rotary Clubs, Women's Institutes and other voluntary bodies when they ask about lectures, films and so on. It is all put in one handy booklet. We use a few thousand a year. There is no mass distribution.

Major Niall Macpherson.

2221. Do you distribute them to other Government Departments?—We do not do that, only to local authorities occasionally.

2222. When you are commissioning an author to do a job for you, do all the transactions with the author take place between yourselves and the author, and not with the department that requires the publication? What is the arrangement?—(Mr. Hadfield.) It varies slightly from department to department, but the normal practice is that we and the department jointly brief the author. They would be briefing him on policy, and we would be concerned with the length, the style and the other details which come within our own scope.

2223. The department would surely have quite a lot to say about the length?—Yes, that is usually something that the department and ourselves have decided before we get to the stage of briefing an author.

2224. And the cost also?—And the cost also.

2225. Is there anything to prevent the author having direct access to the department at any time during the preparation of the document?—No, we would expect him to do so in order to get his material. If he raised with the department, for instance, that the pamphlet should be twice the length then we would expect the department to get in touch with us in order that we could discuss the matter among the three of us.

2226. What is the reason for the commissioning of an author being done through the Central Office of Information? Is there anything to prevent a department going direct to an author? Is there anything in Government instructions?—No. In some cases the department provides us with a complete manuscript which has already been written by an author.

2227. By an outside author?—By an outside author commissioned by them, but the normal practice is to come to us with the idea of a book, and they expect us to do the whole job for them.

2228. On the grounds that it is your special function to have knowledge of an appropriate author?—Yes.

2229. The sort of author that would "deliver the goods"?—Yes.

2230. Who determines the fee, and on what department does it fall?—The charge falls on the Central Office Vote. The fee is determined finally by us in consultation with the department.

2231. Again on the grounds that you are the experts on it, and you are in the best position to judge what the fee should be in accordance with the task?—In addition to commissioning authors for books we also commission them to write feature articles and so on.

2232. You said you worked on an estimate. How in fact is the estimate compared with the actual expenditure, if you never have knowledge of what the actual expenditure is? How is that dealt with in your accounts?—There are two separate sets of accounts. On those of the Central Office we make our own estimates of what the expenditure is likely to be for them on the Central Office Vote, and in due course we shall know what in fact we have spent on the Central Office Vote. But when we are considering the total cost of a book, which includes the printing cost, we work on an estimate provided by the Stationery Office of what the printing cost is likely to be. We are not concerned with the final printing cost because that is a matter which is purely the responsibility of the Stationery Office. In most cases one would assume that the final cost would not be greater than the estimate which has been provided to us.

2233. This means that, so far as the charge for the publication is concerned, the total amount of sales, so far as I can see, is set off only against the Stationery Office expenditure, and therefore, if they make a profit, that is a profit only on their account. Yours is an establishment charge permanently unmet as against sales, if you understand what I mean?—It is not quite that. We now supply to the Stationery Office the lay-out and art editorial costs.

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2234. Against payment?—And they are taken into consideration by the Stationery Office when they are fixing their price.

2235. I see that?—One assumes also that the Stationery Office do take into account the fact that there are other costs.

2236. I am looking at it at the moment from the point of view of the Stationery Office accounts. Naturally anyone enquiring into them will wish to know to what extent they recover their costs as a whole. On some publications they may make a loss even on printing and on other publications they may make a profit, but against that profit—as indeed against the overall profit—it seems to me there are a lot of charges incurred by the C.O.I. which should legitimately be added to the total costs before arriving at the financial results of the publication?—Yes. We only supply to the Stationery Office the lay-out and art editorial costs, which are the equivalent of costs which might be incurred inside the Stationery Office if the manuscript was passed direct from a department to them and did not come through the C.O.I. at all.

2237. The editorial cost, the cost of actually writing the document, does not come in at all?—No, but then of course it does not come in on any manuscript passed direct to the Stationery Office by a department either.

2238. Not even as a notional cost?—This is a question which really ought to be addressed to the Stationery Office, but one would assume that they would take into account the fact that those costs exist when they are fixing their selling price.

Mr. Nigel Birch.

2239. Do the Stationery Office ever refuse to produce anything on the ground that it is likely to be very uneconomical?—They will refer it to the Treasury.

2240. Do they often do so?—Not often, I suppose perhaps one proposal in twenty.

Major Niall Macpherson.

2241. Would you as a Department have any objection to the whole transaction in the preparation of a pamphlet being treated completely as a commercial operation, where it is intended for sale, because quite plainly that is not happening? I can understand that there is a propaganda value in it and that might be dealt with as a general charge on the taxpayer—it would be an argument for that—but when you are printing it for sale as a commercial operation I should think it would be much better to assemble all your costs and compare them with your revenue?—Yes. I do not think we as a Department should have any objection to that course of action so long

as the costs not only from the C.O.I. but of course from the department of origin of the manuscript are considered.

2242. Where would be the appropriate place to assemble the costs and do the accounting in that case? Would it appropriately be done by you as the agency, by the Stationery Office as the publisher or where?—One would assume in the Stationery Office because only there would all the publications come together. We are only responsible for a small portion of the publications of the Stationery Office.

2243. What is the reason why you only make a charge for the art editorial work and not for the other editorial work?—Because on the more straightforward type of publication the Stationery Office itself does the lay-out work, and therefore the costs which we provide to the Stationery Office are the equivalent of the work which is done in their own office when a manuscript is passed direct from a department to them.

2244. So far as you are concerned it is immaterial, I suppose, whether your services are used or not by a department. I understand there are cases where a department does go direct to the Stationery Office. Is that so?—The great majority of Government publications go direct from the department to the Stationery Office because there is nothing which we can usefully contribute to them. In the case of publicity publications where the text either requires editorial treatment or requires designing, then the manuscript would normally come to us.

2245. Normally. It is at their discretion whether they do so or not?—If it went direct to the Stationery Office the Stationery Office would act. They have sometimes diverted it to us, and told the department it should come through us.

2246. It still remains at the discretion of the department as to which it shall be?—It does remain at the discretion of the department.

2247. With regard to your budgeting I understand that the Central Office of Information has a budget which it prepares covering the whole of Press advertising, posters and films for all departments. Is there a similar budget for publications and, if so, what does it contain?—Each year we ask departments what publications they are likely to require in the next twelve months, and we discuss their requirements with each department separately. We work out roughly what the cost is likely to be for the publications required by each department.

2248. Meaning the total estimated cost, not only the cost falling on the C.O.I.?—The total estimated cost. In the case of the printing part of it those estimates are pre-

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pared from estimates supplied to us by the Stationery Office, and when we have accepted the programme of publications we then place a demand on the Stationery Office for the printing of the booklets, that demand being based on the estimates we have received.

2249. Are you not in a position to exceed that estimate without reference to the Treasury, however important a department may think it is that they should have an emergency publication?—Our own Finance Division has certain powers to authorise increases over the estimated cost, but any serious difference, due perhaps to reprinting a publication, would probably require Treasury authority.

2250. Can you really foresee requirements annually in advance? Is that not rather a long time ahead to plan all your publications?—There are bound to be urgent publications which come in during a year, and we make allowance for some of those coming. They tend to be balanced by a few projects which drop out for one reason and another.

2251. Are you quite satisfied with the system of budgeting?—I am satisfied with that portion of it which is inside the control of the Central Office.

2252. What is it that does not work then?—I think that the present system does bring together the probable costs of the books as well as it can, but I am only referring to books which pass through the Central Office. There I think we have a perfectly good idea before we start work as to what the job is going to cost, and whether it is worth that amount of money.

2253. You are also satisfied with the mass budget over the whole period?—Yes.

Mr. *Diamond*.

2254. You have just said you are satisfied with regard to the total outlay cost of the books which you publish, and that it is going to be a worthwhile project in each case?—Yes.

2255. In arriving at that decision do you take into account in each case only your gross cost, or the gross cost put together less such revenue as may come in from the sale of the publication?—In the case of the sale of a publication the Stationery Office would normally assume that the receipts would cover all the costs which they take into account. We are not responsible, as I said, for fixing the number to be printed or the price.

2256. I gather you have advisory powers on whether a particular book is a project which it is worth while for the department to undertake?—Yes.

2257. In exercising your advice, therefore, do you take into account, as I say, merely the gross cost which will be incurred or

the net outlay in which we as Members of Parliament would be interested, that is to say the gross cost less any receipts?—The net outlay because we have two figures to think of—the gross costs falling on the C.O.I. Vote and the gross costs falling on the Stationery Office Vote. We know that the Stationery Office for a normal publication—of course there are publications which ought to sell and do not—will receive back at least their own costs.

2258. Therefore do I take it that you find it necessary to estimate the probable sale of a book before giving your advice on whether it is a worth while project?—Yes, we should certainly estimate the sale, and try to agree with the Stationery Office what the probable print order would be. But of course it does happen from time to time that a change in the print order is made just before the book is printed owing to some special factor of one sort or another.

2259. I take it you do not regard yourselves as an organisation for the purpose of publishing books with a view to making a profit?—That is not the primary purpose.

2260. Therefore I imagine that the price may be fixed in certain circumstances without regarding profit-making as the prime factor. That is to say the price may be fixed at a low price, which would not permit a profit but which would not prevent too limited a sale of the book or publication?—Well, the price is finally a matter entirely for the Stationery Office.

2261. I gather that, and that is why I am back at this difficulty. I understand you have considerable responsibility in advising whether a book is a worthwhile project, and that you have no real control over the price at which it is sold—that is a matter for the Stationery Office. Therefore, in exercising your advice you have not got really in your powers and in your command all that is necessary to enable you to give that advice?—I do not think that is quite correct.

2262. I would be most pleased if you would point out that it is incorrect entirely. Do it as fully as you care to do so?—I can only advise a department that if a book is produced in a certain way there is a likelihood of a good commercial sale for it. We would then discuss with the Stationery Office right at the beginning of the book's career what the probable printing order will be and what the probable sale price will be. Therefore, before the book gets into production at all the Stationery Office has decided, in discussions with us, the price they will put upon it and the print that they will decide upon. Therefore I think all the factors, as one knows them when one puts the book into production, are there at that time.

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2263. Therefore, if the Stationery Office advised you that a certain publication, which up to that time you had thought a worthwhile project, would not sell at any price or at any reasonable price, that might cause you to change your mind with regard to the advice you ought to give that this publication was a worthwhile project?—Certainly.

2264. I gather you get returns from the Stationery Office as to the sales of these various publications?—Yes.

2265. Could we be told how often you get these returns? Are they monthly, weekly or what?—Monthly, but we can ask at any time for a figure for any particular book.

2266. Then to return to the point with which the Chairman was dealing, I should very much like to have some guide—I appreciate it is difficult—as to the number sold in relation to the number printed. If you feel that guide can best be produced in reference to the 1949-50 publications then perhaps you could obtain from the Stationery Office (a) a list of their stocks and (b) their estimate of such of those stocks which they consider dead stocks. Then perhaps you would agree that the difference, that is to say the live stocks, could be counted as sales. I would then have some idea of what was printed and what was sold?—Yes.

2267. If you would prefer to go back to the previous year, to give some similar indication with more history to support you, I myself, Mr. Chairman, would be perfectly happy, but it is for you to say?—I can certainly do it for the list in the statement for 1949-50.*

Mr. *Diamond*.] Thank you very much.

Mrs. *Middleton*.

2268. When you sell to an organisation such as an Embassy, do you sell at the usual wholesale rates or what discounts, if any, do you allow?—On publications?

2269. Yes. You remember the photographic one which Mr. Birch was showing to you, where you said a considerable quantity had been sold to the American Embassy?—Yes. The sales are not done by us, but by the Stationery Office.

2270. You cannot answer that question?—The Stationery Office have their own system of discounts, like any other publishing house, and I am afraid you would have to ask them for the details.

2271. You would however have sold at a discount—you are quite sure about that?—They would be sold to a bookseller or to a trade organisation at a discount, but I am afraid I do not know what is their practice if they sell a copy to an embassy, for instance.

* Not published.

2272. How are your publications made known, and by whom? Is the task of advertising them in the hands of the Stationery Office or have you any control over it? When you are assessing the price of a publication is there any allowance made for advertising costs?—Any publicity given to a Stationery Office publication by way of advertising is a matter for the Stationery Office, and it is on their Vote. There are occasions when the Stationery Office decide that one of our books should be advertised, and if so they take it into account, I believe, in fixing the price.

2273. You have no knowledge of what that advertising cost will be?—Not what the advertising cost will be.

2274. Not even when you discuss prices with the Stationery Office? They do not give you any indication as to what the printing cost or the publicity and advertising cost will be, and so on?—No. They would decide entirely themselves what the advertising to be given to a particular book would be and how much it would cost.

2275. When you are soliciting articles for your magazine type of publications, at what rates are the contributors paid? Are they the usual rates which are recognised in the world of journalism, or have you special rates of your own?—Perhaps I can ask the Director of Publications to answer that. (Mr. *Harrison*.) In the small magazines, the "Écho" series, the vast majority of the articles are reprinted from other papers, and we pay the second rights, the foreign language rights.

2276. The kind of "Readers' Digest" type?—Exactly, which is economical. We pay the copyright holders. We do have some original articles, and they are bought, I think, at the normal journalistic rates.

2277. When a department comes to you with a manuscript, what are your responsibilities in relation to it? In fact what work do you do on that manuscript after it has been handed to you, before it passes over to the Stationery Office for printing, other than agreeing with the Stationery Office with regard to the price and so on?—Again it would vary slightly from department to department and from magazine to magazine. Generally it is our job to edit it, that is to put it in a state for printing. Normally we would go through it and make sure it is readable. We would check the facts; we would write headlines, chapter headings and so on. We would illustrate the book.

2278. You would illustrate it?—Yes, we would. We would choose the photographs and commission the drawings. We would write captions. In general we would get the book into a presentable shape for

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printing, and we would then provide the Stationery Office with an actual printing lay-out of all the material which the department required to send the book straight to the printers.

2279. And a made-up dummy?—If it required a made-up dummy, yes, on some books. We provide the book to the Stationery Office so that it is ready to send to the printer.

2280. Just as any other firm who was responsible for publication would prepare the whole thing ready for the printer, or do you go even further than that?—We do everything that a normal commercial firm would do, but of course we are, together with the department for whom we are working, responsible for the accuracy of the book.

2281. Then do you enter into correspondence, if necessary, with the author in order to check accuracy and in order to get his agreement to any alterations which you may consider necessary?—Yes. We handle the book entirely on behalf of the department.

2282. What determines whether or not you are going to be responsible for a publication? Take a Colonial Office publication. What determines whether that publication shall be sent by the Colonial Office straight to the printers or whether it shall be handled by you?—In those cases very largely the fact that the books are heavily illustrated with pictures and maps, and in some cases drawings. As we are equipped to provide the books with those things the manuscripts are sent to us.

2283. Can you give me any information at all about the percentage of your publications which are published on the request of Members of Parliament in the House of Commons to Ministers during the course of the proceedings of the House? I do not know whether you entered into this or not but the book I have here was in the Vote Office to-day. This is a publication that was asked for in question time.

(At this point Mr. West vacated the Chair, which was taken by Major Niall Macpherson.)

Major Niall Macpherson.

2287. I want to revert to the answer you gave Mr. Birch regarding the cost of the Home Affairs Survey. I think you said it cost about three shillings per copy to produce. Is that a completely comprehensive figure? Does that include the entire cost? Does it include a charge in respect of editorial services?—Yes, it is a completely comprehensive cost.

2288. When you supply the editorial services yourselves, in what way and in what form do you make a charge for those

The Chancellor of the Exchequer was asked to produce such a booklet. Have you any idea how many of your publications come to be published because of the initiative having been taken in the House of Commons?—I could not say how many. There have been cases, but I do not know. (Mr. Fife Clark.) I cannot say, but I imagine in quite a number of cases. The Minister of Education in asking for the book "Our Changing Schools" to be published, as he did, was no doubt influenced by requests from Members of the House. We cannot identify the number of books which have arisen directly from questions asked in the House.

Mrs. Middleton.] You would not have that information.

Mr. Nigel Birch.

2284. I see you publish a Technical Press Service which appears to be extracts from a number of trade papers. Could you tell us what is the object of this?—(Mr. Hadfield.) The object is to assist export publicity on the one hand and, on the other, as part of the general work of publicising Britain's achievements overseas. They are second-right articles which are placed by the information officer in the technical press of his country.

2285. It seems to me they deal with extremely varied matters. This one deals with motors, injuries to professional footballers, various things to do with building, gas turbine engines and so on. It seems very improbable that any one person or group of persons would be interested in all of them. Would it not be better to circulate the actual trade papers, if people want to find out these things. I do not see to what public this appeals?—When it reaches the information officer he separates out each article and sends each article to that technical journal which he thinks can most usefully use it.

2286. That is a technical journal abroad somewhere?—Yes, in his own country. For instance, an article on gas turbines would probably go to an aviation journal in his country.

services? Have you an overall fee, an agency commission such as the Ministry of Works charge—I must apologise for comparing you with the Ministry of Works—or what?—The Home Affairs Survey is written inside the C.O.I. The articles are not commissioned from outside authors, and therefore all the costs of it, other than printing, are under our control. The three shillings is made up of the estimated cost of staff time and so on which is given to it, plus printing and freight costs.

2289. A certain amount of material which the C.O.I. produces or sponsors does

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appear in other forms, does it not? For example, in White Papers? What steps do you take to ensure there is no duplication?—There is a certain amount of duplication in the overseas services in this way. We would supply a copy of all the important White Papers to an information officer in a particular territory, but a certain amount of material which is in that White Paper will also be incorporated in the Home Affairs Survey in order that it can be indexed and can be in a form accessible to him.

2290. Your Department is responsible for supplying all these documents published by the Stationery Office to overseas information officers, even although you yourselves have not come into the production of them in any way?—Not for ordering them. The White Papers are ordered by the departments themselves. They will decide the quantity they require, and we obtain them from the Stationery Office and despatch them overseas.

2291. Is he then the officer who is responsible for seeing that they do go overseas? Is he in a position to advise at any point on a publication as to whether the information has already been supplied or not?—That information is available if it is wanted, and there would be consultation in any doubtful case. Reference Division would of course know, in the case of an important White Paper, that it was going overseas, and they would also know they would have to include it in their own reference service.

2292. On the number of reference documents that are produced, what is the proportion that are actually sold? Are any sold at all?—Reference documents, no, Sir. It is an entirely free service, basically to the information officer himself.

2293. What is the staff which is actually employed on the production of reference documents?—It is very difficult to separate out the staff actually employed on surveys from the staff of Reference Division which is also engaged on a number of other tasks, because Reference Division also is the central enquiry point for all the Divisions of the Central Office. It vets a great deal of material going out from other Divisions. Therefore it would be difficult to allocate staff accurately to the surveys. Each survey has an editor and an assistant, and he then draws on the general staff of Reference Division for the specialised knowledge which he requires.

2294. When you say Reference Division vets, does that mean all publications emitted by the Central Office of Information do go through Reference Division?—Not all but a very large number. For instance perhaps the Director of Overseas Press Services can explain how a large

number of the feature articles we produce go through Reference Division. (Mr. Lovell.) There are two sorts of feature articles which we produce for overseas; articles which concern a subject on which a Government Department will have a given policy and articles for which no Government Department could be held responsible for the policy. Those articles will need, however, to be checked as to their accuracy, and we put such articles to Reference Division. Altogether, in the course of a year, it would be quite a considerable number of articles which are going to the various units of Reference Division for checking purposes.

2295. I see you have a smaller number now employed in Reference Division than last year. What is the reason for that?—(Mr. Hadfield.) Because we have cut down our functions as a common service unit in providing Press cuttings to other Government Departments. We formerly provided a Press cutting service to a number of other departments, in addition to the Press cuttings that we have to maintain as part of our own reference work. That has been cut down, and as a result there was a reduction in the staff employed.

Mr. Nigel Birch.

2296. Has it been eliminated, or do you still supply them with some cuttings?—Not the other departments.

2297. You do not supply them with any cuttings now, but you did before?—Yes, it was a function inherited from the Ministry of Information.

Mrs. Middleton.

2298. How then do departments now get their Press cuttings? Have they all set up Press cutting departments of their own, or is it done through one of the commercial agencies—because they must have access to Press cuttings obviously in connection with their work?—In most cases one would imagine they would employ commercial press cutting agencies. We only provided the services to smaller departments.

Major Niall Macpherson.

2299. There is no duty on the Central Office of Information to keep Government Departments informed and supplied with Press cuttings then?—No. (Mr. Fife Clark.) Perhaps I should say it is something we do try to do for the regional offices of Government Departments, and, although it is not a comprehensive service, we provide through our regional offices, for instance, Press cuttings for the Home Office on Civil Defence activities. At least eight or nine other departments which have regional offices have a regular service covering as far as we can the local weekly papers as well as the local daily and evening papers.

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2300. Referring again to the question of the supply of articles, are the articles about which Mr. Hadfield was speaking articles which go into various different publications or are they articles which are circulated as such in the form of documents?—(Mr. Hadfield.) They are articles circulated as such in the form of a document to the overseas information office, who places them in the newspapers and magazines of his country.

2301. Is it possible to make any division at all of the Reference Service functionally? How are these seventy-one people employed?—It would be possible to do so. There are, of course, the three Surveys. There is the Annual Reference Handbook which is called "Britain—1949/50". That is the one in print now. We have just completed work on "Britain—1950/51". There is the Technical Press Service, and a rather similar but smaller affair called "Made in Britain", which are the productions of Reference Division itself. In addition it has this task of acting as a central enquiry point and vetting point for all the other Divisions of the Central Office who wish to have information, which they themselves have not got, on any subject.

2302. Does the Reference Division itself carry out any research, for example economic research?—In order to prepare the surveys and the survey supplements, which are quite considerable pieces of research, they do carry out quite a lot of economic and other research.

2303. Does that mean there are research officers within the Reference Division then, more or less wholly engaged on that?—Yes.

2304. Is that not a duplication of what other departments carry on, for example, in the Board of Trade or in the Treasury?—We make every use we possibly can of material in other departments, but that has to be found and assembled.

2305. How do you ensure that you are making full use of such material as is available in other departments?—We are in contact with them all the time, seeking for material from them.

2306. If a question comes up you simply refer to the department which is likely to give you the information—is it on that basis?—We would first of all refer to our own files which are now very comprehensive. If we had not already got the information, the next place to which we should go would automatically be the department.

2307. I wonder if we could now turn to the Photographs Division. Could Miss Fell say how that is actually organised?—(Miss Fell.) Most of our work is for overseas, though we do do some for home departments. I should say that perhaps thirty per cent. of our total work is also for the home departments. It is organised fairly simply. I have one production section

which runs, edits and produces the standard overseas services, and I have a section called "Service Section" which maintains a library and deals with most of the *ad hoc* requests which come in either from overseas departments or from home departments.

2308. Is the Service Section a kind of library section?—It is a kind of library section. It is a small library and research section which meets requests not only from home departments but from overseas departments, and a certain number of enquiries from the general public who are interested in producing books or advertisements which need official material.

2309. How does production service work?—Does it itself go out and get the photographs it requires?—Yes. We have a small team of photographers, five, and a small team of journalists who plan stories and write them. We have a dark room which prints the photographs which are taken, and of course we supplement anything we take ourselves by using pictures from agencies and from other sources. In fact our first call, when we are asked to produce anything, would be to see if there was in existence any available material from any commercial source.

2310. For example, newspapers?—Newspapers, photographic agencies, private picture libraries, and that sort of thing.

2311. We also understand that you are responsible for certain actual productions?—Yes. One of them Mr. Birch mentioned, I think the series which are called picture sets. We edit them, plan them and take the photographs, but at the printing stage, at the reproduction stage, they go to the Stationery Office for printing. That is simply because, although they are mainly photographic in character, it was much cheaper to have them printed mechanically rather than photographically.

2312. What is the reason why you yourselves should have within the Photographs Division what is virtually a publications section?—Why should it not be done by Publications Division as such?—If you examine the character of these publications I think you will find they are almost entirely purely photographic, with one simple caption. It is not a complicated text with illustrations and diagrams. It is really a series of photographs. We could easily print them in our dark rooms and send them out in the form of photographs, but it so happens it is much cheaper to get them printed in letterpress through the Stationery Office. Although it seems to overlap with Publications Division, because they are mainly photographic in character they remain with us even although they are printed by the Stationery Office.

2313. Do you find any disadvantage in the fact that you are virtually serving two departments, and yet are under the control

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of the Overseas Controller?—No, we do not find any. Although most of our work is for overseas, when our work is required for a home department our relations with the home department are just the same, perfectly straightforward. (Mr. Fife Clark.) It might help if I say there is a home publicity conference, which meets fortnightly, on which Miss Fell sits in her home capacity; and she also sits under the chairmanship of the Overseas Controller in her overseas capacity. Therefore the work is completely co-ordinated in that way.

2314. Miss Fell is really a common service?—Yes, it is a common service within a common service department.

2315. Who judges finally the advisability of putting out these purely photographic publications?—(Miss Fell.) For the standard overseas services the overseas department brief us, and we agree a programme at a series of regular editorial meetings. (Mr. Hadfield.) It might help if I explain for a moment how we organise our contacts with the overseas departments, and how they know what we are doing because on the overseas side we work for the three overseas departments jointly. We organise a series of committees on a divisional basis. On these committees representatives of the three overseas departments sit, together with representatives of the Board of Trade because of the industrial and export interest of much of our material. At those committees the programmes for the various services are presented and discussed between ourselves and the departments. Therefore they are made aware of the programmes that we suggest. They make alterations and suggestions of their own, and then we come to agreement upon what the output shall be. In that way the services for which we provide are controlled and arranged with the departments.

2316. On whose advice was this particular publication put out?—It is a photograph. Who was the moving spirit in getting it going?—(Miss Fell.) What is the title of the set?

2317. "Britain aids colonial progress"?—That would be one of a series we are preparing for the Colonial Office, but in which the other two overseas departments are also interested. It is part of the policy of the Foreign Office to spread information about the colonies in its territories, and so that particular series was, as it were, sponsored by all three departments. The Colonial Office would give us the brief, and would vet the material that was in it.

2318. To whom does this in fact go? You have told us about one per cent. are sold, but do they form part of the photographic exhibitions which you organise?—Overseas they go in the first place to the information officer, and he uses them in a number of ways. One of the ways in which he uses

them is to meet demands locally for exhibition material. He uses them for regular window displays, and on loan to schools, discussion groups and so on. In some territories they are circulated on a fairly regular basis to schools, educational authorities and so on.

2319. What reports have you had on their value for exhibition purposes and for educational purposes?—I think they are the most popular of our particular services. We are always asked to do more than we possibly could. They continue to be useful for a long time. They are quite simple long term subjects.

2320. Do you get regular reports from various information officers?—Yes, they are regularly reported upon.

2321. With requests sometimes for particular kinds of photographs?—Yes, on particular subjects. Those are then considered at the editorial committee with the departments.

2322. Are the information officers themselves responsible for collecting material of this sort and supplying it to you here at home?—The Colonial Office information officers are very helpful, and they do send us back a certain amount of material. We also once a year send a photographer to one or other of the colonies to build up our collection of colonial material.

2323. If no one has any questions to ask on the Photographs Division I would like to address a question to Mr. Hadfield. He has told us he was himself a commercial publisher. Is he satisfied from the point of view of publications in general with the present system of getting the work done whereby it is fairly clear, as Mr. Diamond has elicited, the C.O.I. have responsibility for the matter in a publication but really no responsibility for, if I may put it this way, the commercial success of a publication?—(Mr. Hadfield.) I think that is inevitable. For instance, if we take a publication which does not come through the Central Office at all, then the originating department is in exactly the same position. It wishes to have a certain publication and it approaches the Stationery Office to print and publish it, but the originating department is then in the position of not being finally responsible for the sales. We are only a common service to the originating department and, if I may put it like this, an extension of the originating department.

2324. Is there no way in which the responsibility could be more closely co-ordinated?—If each department had its own publishing section then of course the whole responsibility would be in a single pair of hands, but so long as one has a common service publishing organisation, the Stationery Office, I cannot see that the present system could be altered. (Mr. Fife Clark.)

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I wonder if I might contribute a point which is really peculiar to the home side. It arises from a question which Mrs. Middleton put on the fact that the whole of the responsibility for sales rests with the Stationery Office. It is nevertheless true that in recent times we have made suggestions in an advisory capacity to the Stationery Office on sales promotion. Since we think the sale of publications is one of the most useful things which you can do at an exhibition we now make a bookstall an integral part of every exhibition we build. For instance, at the Building Exhibition at Olympia last year, when we constructed stands for five different Government Departments almost as one unit, we built for the Stationery Office a bookstall which sold per day about £60 worth of books on building. Similarly, in the Colonial Exhibition we included a bookstall and invited the Stationery Office to staff it, which they very willingly agreed to do. Secondly—this is the only other point—we have for a forthcoming publication discussed with the sponsoring department and made suggestions, which we agreed with the Stationery Office, for the advertising of the publication in the trade journals. Those are points on which we do make a contribution to book promotional activity, although we have no responsibility for it.

Mr. Diamond.

2325. Just as an incidental question, are you liable at law for libel in the same way as an ordinary publisher would be? Has the question ever arisen?—(Mr. Hadfield.) I do not think the question has ever arisen. (Mr. Harrison.) No. We have to accept certain liability on certain of our overseas publications as we provide the material to the foreign publisher, but it has not arisen.

Major Niall Macpherson.

2326. What proportion of your functions is absorbed on home as opposed to overseas publications?—In the Division?

2327. Yes?—It is rather difficult to break down in that about half the people in the Division are concerned with magazines which are for use purely overseas. Then we have a book section. Then we have other units such as the "Target" unit, which is entirely home. The balance in total is on the overseas side because of the large amount of work done in the magazine section and the number of publications.

2328. Do you have a vast quantity of correspondence coming in to you about publications?—We get a large number of readers' letters written to the magazine which are forwarded to us, with which we cope. We have continuous correspondence with the various publishers overseas—in Paris, Milan and so on.

2329. Do you get a lot of correspondence in the way of requests for your publications? Is that dealt with in your own Department?—No, that goes to the publisher. He does all that. He does all the promotion of sales.

2330. What is the policy with regard to, say, the development of a publication like "Target"? I take it you are continually trying to increase the distribution in order to achieve the aims which you set out to achieve?—"Target" is a free publication which goes to an automatically limited number of people in that it goes to factories. (Mr. Fife Clark.) Discussions are taking place at the moment with the trade unions to get "Target" much further down the factory floor than it has gone up to the present.

2331. What is the method of distribution? Does it go to the factory manager?—Through the management, and it is at the rate of two copies per factory—to the managing director and one other.

2332. It is up to the management whether any larger use is made of it or not?—That is so.

2333. What check have you on the use which is made of it?—The Economic Information Unit have made fairly regular checks by direct approach to factory managements—whether they use it, do they wish to continue with it, and whether they wish to have the double-spread poster which is included inside. Those results have been reported to the Treasury.

2334. Just to conclude on the evidence that we have had to-day I would like to ask the Overseas Controller this question. If he was himself organising his various services at the present time, is there any suggestion that he could make for their improvement?—(Mr. Hadfield.) Do you mean on the actual material itself or in the organisation of the overseas services?

2335. The organisation of the whole of the overseas services?—I think the organisation is basically right. The main difficulty arises, I think, in that we are only in touch with the users of the material through the regular reports that we get from information officers through the world. I think it would be of value if some system could be introduced by which we should from time to time second our staff to the overseas information posts, and similarly that the overseas department should second their staff to us. In that way our staff would get practical experience of using our own material, and the staffs of departments would have experience in seeing how it was produced. I think that would certainly be an advantage.

2336. Does that not happen at all just now?—No, at the moment it does not happen at all. We do not second to overseas departments.

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2337. Have any proposals been made in that direction, that it should happen and, if so, what are the obstacles?—I think it was envisaged when the information services were first set up, but it is something which has not so far happened.

2338. Is it not essential in the overseas press service? How can that be efficiently carried out without an intimate knowledge, a first-hand knowledge, of what is required?—I think it certainly would be an advantage. At present the overseas departments are making use of a number of officers who were originally Ministry officers, but now, in the case of the Foreign Office, information officers are becoming foreign service men. The more that happens the less there is a direct exchange of experience with the Central Office.

2339. Is there a possibility of using in your service officers who have been retired either by way of health reasons or just on expiry of service? Is that done in the overseas services?—It is certainly not done. It would I think be useful to second to the Central Office anyone from the overseas services who has acted as an information officer or worked in the department of an information officer.

2340. You place more stress on the technical qualification than on general knowledge?—We are producing material for the information officers to use, and therefore I think it would be valuable to the Central Office if we had people seconded to us who had actually used the material. In the same way it would be useful if our staff, who produced it, could be seconded for a time to the information posts themselves in order that they should have the experience of using the material.

2341. When the information officers come home on leave do they invariably come and visit you?—Yes.

2342. Do they spend much time in your office during their leave, working with you?—No, usually it is a visit. In the case of the Colonial Office, however, we are at present working with them on a training scheme for some of the native information officers of the territories concerned, and we trained one public relations officer from Malaya for a period of about three months. Now we are just about to accept three more from the Colonial Office for that period of extended training—but that only applies to the Colonial Office and not to the staffs of the other two departments.

Major Niall Macpherson.] Are there any questions on that?

Mr. Diamond

2343. I gather there is very regular direct communication between information officers and yourselves?—We have regular reports from each information officer, and we are

entitled to correspond with him on technical matters which have no policy content, but in the case of matters which have a policy content, whether or not they are technical, the correspondence passes through the overseas department.

2344. Really the contact is not as direct as it might be, is that what I understand, between the consumer of your services and you, the producer of them?—It could be more direct.

Major Niall Macpherson.

2345. On the Overseas Press Service what caused you to carry on the daily service that apparently is sent out over the world? Is there not a sufficient service first in the form of the normal B.B.C. news services and, secondly, in the normal Press Association distribution? What is the cause of your maintaining this daily service?—(Mr. Lovell.) Our daily services, which consist of the one world-wide service and a range of regional services, are not hard news services in the manner that the commercial agencies operate hard news.

2346. Could you define "hard news" for the benefit of the Sub-Committee?—If the Secretary of State were to visit Washington we would not be interested in flashing any message such as "Mr. Bevin arrives in Washington". That kind of hard news is purely for the commercial agencies. The services which we operate are of a background news type and commentary type. We would on such an occasion undoubtedly carry an item on that particular day which was concerned with why a particular visit had been made to a foreign country, with the negotiations, what conference was opening and what might be expected or not expected from it according to quite close contacts which exist between our staffs and the overseas departments and, indeed, all the other Government Departments. The daily services are really complemented by the feature services which operate at slightly slower tempo. The daily services are distributed by the information officers in the field in a variety of ways according to the particular topicality of each individual item. We issue diplomatic news, industrial news and Press comment selected from the British Press.

2347. I take it that some of the information which you send out may be corrective of news that does appear in the Press. Do you regard that as part of your function, to make certain the information officers at the other end get the view which you consider is the correct view as opposed perhaps to the hard but somewhat incorrect views which may have been put out? Do you regard your functions as partially corrective?—In a sense, yes, but I would like to define that a little more. If there is an important speech, perhaps by the President of the Board of Trade, it may be desirable

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that the information officers in the field have available to them speedily either a verbatim of that text or a long and balanced summary which will have been prepared, and shortened if it is a case of having to shorten it. We would be in consultation with the Board of Trade.

2348. So as to be in a position to explain away, shall we say, quotations out of their context in the local press?—He would be in a position to do so as a result.

2349. What I have in mind is this: I take it that all these functions were largely carried out before the war through the appropriate links, whether it was the Foreign Office, the Colonial Office or whatever they might be. Was that not done? The Embassies, for example, would have their own press officers, and the various colonial headquarters would also have their own secretaries, whoever they may be, responsible for that. What is the additional function which you now conceive you are performing?—Before the war there really did not exist any official information organisation on any large scale overseas. The only service of a character similar to ours, which existed at that time, was the British Official Wireless which was operated by the Foreign Office, or under the aegis of the Foreign Office. Towards the end of the last war the British Official Wireless and the main overseas general division of the Ministry of Information fused their services into those which have developed since in the Overseas Press Services Division.

Mrs. Middleton.

2350. Would you be prepared to express a view on whether the development of the overseas service particularly has largely been occasioned by the amount of propaganda material and publicity material emanating from other countries, which it was necessary for us to some extent—I will not say counter—to parallel in order that Britain might not be left behind?—I think that in the services which we put out from day to day we very frequently carry the official view of one or other Government Department on an important matter in which our own Government finds itself at variance with another Government.

Mrs. Middleton.] I was not thinking of "at variance" however, but in order that our country might hold its own among the generality of countries. The question is prompted by the similarity between the publication of colonial photographs and a similar publication, which I have seen, emanating from the U.S.S.R. with a view to putting over what was happening in the Five Year Plan.

Major Niall Macpherson.] *Mrs. Middleton* is suggesting that it is not only informative but intimidative.

Mrs. Middleton.

2351. I am not suggesting it is intimidative at all. I am suggesting the fact that so much of this type of publicity has gone on in other countries, even before we did it on any large scale in this country, has necessitated that Great Britain, in order to hold her own, shall to some extent engage in similar activities. That is all?—I think it is important that if, for example, at a session of the Assembly of the United Nations a Minister makes a speech putting forward our view very clearly, we can be helpful in making the text of that speech available to information officers overseas speedily in order that it may get as wide an assimilation as possible. That is quite apart and independent from the coverage of that speech which may be given by the commercial agencies in the course of the daily run of news. They play a very valuable part as commercial agencies in the coverage of the ordinary run of news, but there is always a wide flow of news. Our services are perhaps rather more selective in what they carry.

Major Niall Macpherson.

2352. From what point of view—policy?—I would hope so.

2353. Who settles that policy, if they are policies, and at what interval? Perhaps I might make clear what I have in mind. You have talked about background news, but background information might just be what lies behind a current event or it might be the background to the whole period, the sort of motif running through the theme?—(*Mr. Hadfield.*) The overseas departments do explain to us their purposes in a number of different ways. We have a certain number of standard themes which are the basis of a good deal of what we send overseas. Then, in addition, we have a number of policy meetings with the overseas departments at which more detailed themes are discussed and eventually incorporated in our service, and then in addition to both those we do consult with the overseas departments and receive guidance from them daily, and in the case of wireless services probably hourly, on policy. We are in fact covering both immediate themes and true background themes at the same time.

2354. Do you seek consciously to avoid duplication, but merely to amplify or fill in gaps in the news?—Yes, we would not wish to duplicate anything which has already been provided by another service, but in the case of wireless services, as *Mr. Lovell* has said, we on the one hand try to provide the information officer, and those to whom he sends the material, with a background to the event which is taking place and on the other hand with a commentary upon it.

2355. You put it in its wider setting?—Yes.

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Major Niall Macpherson.] If there are no further questions on that note we might terminate the meeting. I should like to

express the thanks of the Sub-Committee to those who have given their evidence so clearly; we are very much obliged.

The witnesses withdrew.

Adjourned till Thursday next.

THURSDAY, 6TH JULY, 1950.

Members present:

Mr. Nigel Birch.
Major Niall Macpherson.
Mrs. Middleton.

Mr. Spearman.
Mr. West.

In the absence of the Chairman, Mr. WEST was called to the Chair.

Sir ROBERT FRASER, O.B.E., Director-General, and Mr. D. B. WOODBURN, C.B.E., Administration Controller Central Office of Information, called in and examined.

Chairman.

2356. Sir Robert, we are sorry to ask you to come back again but there are just one or two points upon which we wanted your help. First of all we would like to have your views as to the Economic Information Unit, and whether your Department could undertake the publicity duties of that Unit?—(Sir Robert Fraser.) I think the short answer to that is "No". There are at the moment two particular functions which the Information Divisions of the Ministerial Departments perform which the Central Office, as it is at present constituted and under its present terms of reference, would not be competent to perform. The first is the formulation, on behalf of the Ministerial Departments concerned, of an information programme. When I say information programme, I mean something much broader than the decision—

2357. Sir Robert, I think that if we took it step by step we might be able to get what we want?—Of course.

2358. I understand that the central planning staff of the Treasury plan what they want done, and then the Economic Information Unit really carries that into effect. That is so, is it not?—I would not have thought so. I think perhaps the name Economic Information Unit leads to a certain amount of confusion. The Department really, I think, is best regarded as the information division of the Treasury, with particular reference of course to the Treasury's new duties in the general field of economic affairs. In the old days, before the Office of Economic Affairs was amalgamated with or merged into the Treasury, the Treasury had its old classic functions, and at that time it had an extremely small public relations or Press officer staff; in fact I think it had one Press officer. When these large new duties of economic planning fell to the Treasury there was in consequence of that, a few months afterwards, set up the Economic Information Unit. In

every other Ministerial Department one finds the title "Public Relations Department" or "Information Division". It is a peculiarity of nomenclature really that this is called Economic Information Unit, so that all the questions you put to me about the relations between the Economic Information Unit and the Central Office of Information can really equally well be put to me about the relations between the Information or Public Relations Division of any Ministerial Department and the C.O.I. Have I made that clear?

Mr. Nigel Birch.

2359. I want to get this clear. As I understand it your relations, say with a Service Department, are that the Service Department knows what it wants to do and it comes to you to carry it out. Surely the Economic Information Unit is more a parallel organisation to yours. Does not the initiative come from the central planning staff? Is that not a fair parallel?—Well, it is difficult to find precise words to make this plain. Let us for the moment put aside the fact that the Information Divisions of Ministerial Departments are themselves engaged in a good deal of direct publicity work in the field of Press relations and radio relations, which the C.O.I. does not touch. It would perhaps not be desirable but it would be possible for the Central Office to take on the Press relations work and the radio relations work for the Whitehall Departments, just as it does indeed for their regional offices on a common service basis. What I think the Central Office could not do would be to define in the name of the Department what it was required to secure from the publicity.

2360. (But then you are not really asked to define it in the case of other Departments—they know what they want?—Yes, but the briefing, guidance, instruction, definition of aim in any publicity operation which we would take, let us say, from the

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Sir ROBERT FRASER, O.B.E., and
Mr. D. B. WOODBURN, C.B.E.

[Continued.]

Ministry of Health in any health publicity campaign or from the Ministry of Transport as regards road safety, or from the Board of Trade let us say in carrying out any export promotion publicity overseas—that type of guidance in relation to the subject matter is the type of guidance which we received from the Economic Information Unit so far as the Treasury subject matter is concerned.

Mrs. Middleton.

2361. Is it not a fact, however, that there are functions that are carried on through the Economic Information Unit on behalf of the Treasury, apart from the general functions which you have described, which are comparable with the functions you perform on behalf of other Ministries? For instance, certain publications published by the Economic Information Unit, if they were being produced for another Ministry would be produced by the Central Office of Information?—Perhaps the boundaries are a little different, *Mrs. Middleton*, but I do not think, Sir, that they really have any great significance. It is true that the Economic Information Unit has within it a briefing section where there are prepared documents dealing with economic subjects, and it happens that those specialists are themselves quite capable of producing texts for official publications which have the authority in the end of the Economic Information Unit behind them, such as the popular editions of the Economic Surveys, for example, *Mrs. Middleton*, but there are many other departments which do produce the texts of their publications even if those texts are then, as is customary, handed across to the Central Office for editing and for preparation, and, of course, above all for the design of the book itself, for the designing of the text into a book as it were. I do not think the Economic Information Unit is in a special position there.

Mr. Spearman.

2362. I may be going to ask a very obvious question, but I find Sir Robert is so anxious to give us all the information he can that he answers a question at such a length that it is really more than my very slow mind can absorb, and I feel it would be helpful if he could go step by step a little more, cutting it down and not giving us quite so much, remembering how limited we are. Putting it more crudely, would it be right to say that the C.O.I. acts as agent in every respect except one, and as agent it is only concerned to see that there is no inefficiency and no waste, but that as regards how much is spent that is the responsibility of the sponsoring department? That is my first question: is it a fact that you act as agent in all cases except one? My second question is this: in the Economic Information Unit are you there your own master?—I will try to answer shortly. Our

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relations with the Economic Information Unit are in all essentials precisely the same as our relations with the information or public relations division of every other Whitehall department.

Mr. Spearman.] That is very clear.

Mr. Nigel Birch.

2363. There is a sort of double sandwich, because they are put between you and the Treasury. You are one layer of the sandwich, and they appear to be another layer?—Once again that is what one would find if one examined the relations between the C.O.I. and any of the other Whitehall departments. Let us take a simple and, I hope, not too lengthy an illustration. There are specialists in the Ministry of Health concerned, let us say, with the protection of children against diphtheria. They are administrators and health people, and not publicity people. We, however, in carrying out their particular campaign for the Ministry of Health, are instructed by the Public Relations Department of the Ministry of Health, and not by its administrative specialists, in the subject matter of the publicity campaign. That is to say every department has found it essential or desirable to provide for this specialised publicity function in an institution called the "Information Division", and there really is not, as far as I can see, any distinction to be drawn between the Treasury in this matter and other departments.

2364. The Economic Information Unit is not really part of the Treasury, is it?—Yes, it is. I think it must be so.

2365. Is it not in fact controlled by the Lord President?—No, it reports directly to the Chancellor. It really is best thought of, and in no significant way inaccurately thought of, as the Information or Public Relations Section of the Treasury, remembering all the time that it really owes its origin to the conferring upon the Treasury two or three years ago of these large economic affairs responsibilities.

Chairman.] I understand that, if the Treasury desire a certain thing to be done, it goes to the central planning staff; they consider it; it then goes to the Economic Information Unit, and then they consider it and make a decision upon it; and if it is something which the C.O.I. does it then comes to you to do it?

Mr. Nigel Birch.] No, they do their own publication.

Chairman.

2366. In certain respects?—Yes, but the expression of the administrative requirement as the publicity requirement is the specific function of the Economic Information Unit or of the information divisions of any one of these departments.

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[Continued.]

2367. I can understand your desire, as it were, not to appear to want to trespass upon any other department, but is there any reason in the world why the C.O.I. could not undertake the functions of the Economic Information Unit?—Well, the first answer to that is that, without tearing up the existing structure of the information services, not merely in so far as the C.O.I. and the E.I.U. are concerned but over the whole field, there is really no way of transferring work of that kind. It would be an unprecedented and peculiar arrangement of responsibilities between a Ministerial Department and the publicity agency. The second answer is that, although it would be possible to rearrange responsibilities in that way, I am bound to say I do not think publicity work could be effectively conducted in that way because the agency itself would be so far from the source of information, guidance and expert knowledge on the actual subject. If the instructions were that the C.O.I. as a Department was to assume the responsibilities of the Economic Information Unit, to perform the Unit's work, really all that would happen would be that the people employed on this particular function at the moment inside the Treasury and on the Treasury complement would be transferred to the complement of the Central Office, left exactly where they are, left with their present duties and responsibilities really unaffected, but curiously placed because they would be a working part of the Treasury and yet at the same time not responsible to the Chancellor. Would it help, I wonder, if we took a commercial analogy? Take for a moment the case of a large business firm, a large producer of some consumer product. If it is carrying out a publicity campaign designed to stimulate the sales of that product, it is almost certain to employ somewhere an expert publicity agency, probably a press and poster advertising agency, but at the same time it must maintain its own specialised staff to decide what is required in the field of publicity in the strategic sense, and to guide, direct, instruct and approve the work of the technical publicity agency which is finally employed. Indeed you would find in all big firms their own publicity or advertising department which corresponds in a way—this is a very rough comparison—with the information or public relations division of a department or the Economic Information Unit, and you would find that firm at the same time employed through its own specialised staff the services of an outside publicity agency. Does that illuminate the relationship at all?

2368. The purpose of the Economic Information Unit, as we have it, is “to educate and inform public opinion on the gravity of the nation's economic position and to ensure as far as possible that everyone understood the need both for increased

production and for the acceptance of remedial measures involving continuing sacrifice”?—Yes.

2369. Is that a function you could perform or not, provided you have the information necessary to do it?—That is a large and essential proviso. We would continue to have to say to the department, in this case the Treasury, “What is the body of knowledge which you wish conveyed?”, and the answer to that simple question involves a great deal of elaborate thought, consultation and planning at the Ministerial Department end. Once the Economic Information Unit or any other Information Division attached to a Ministerial Department has said, “This is the body of knowledge which we wish conveyed, and this is the result we wish to achieve”, then except of course in the reserved field of press and radio relations, the whole of the work can be executed by the Central Office, and indeed is executed by the Central Office with a reference back to the Ministerial Department at appropriate stages for their approval, further guidance and verification in so far as it is necessary.

2370. Shall we take it step by step? Would the C.O.I. be able to act as a research department in preparing briefs?—It would be able to do so, but that is work which can most effectively be performed, in my view, by specialists who are actually working in the department where that information is assembled.

2371. Is the C.O.I. able to act as liaison between the European Recovery Programme Information Office and the Foreign Office or not? Could you prepare talking points and things of that sort? Are you capable of doing it?—I think the talking points are in fact prepared in the C.O.I., but I am not absolutely sure.

2372. I thought they were?—If they are, however, it will be an exception to the general rule that briefing material is produced in the department responsible for the subject matter with which the material deals. I think it would be found on examination that the talking points, for example, are probably produced in the Central Office because we have a specialist staff employed in the management of the Lecture Services with particular experience in putting material into the form most convenient and easy for speakers to use.

2373. Take this further point. Assume again that the Ministry of Labour were responsible for the productivity campaign. Could you carry it out?—Oh, yes. Our position would be absolutely unaffected by any decision, no matter which Ministerial Department was responsible for the campaign. We could carry it out equally well.

2374. Your answers seem to be in the affirmative to the three specific points I have put to you, and those really are the functions of the Economic Information

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[Continued.]

Unit, are they not?—Well, I always like to say, Sir, that there is nothing the Central Office could not do, but I do not think the efficiency of the information services would be improved by making any one of the particular transfers which you have mentioned to me from the Treasury to the C.O.I. The actual allocation of subject matter as between Ministerial Departments is not, of course, a responsibility of mine.

Major Niall Macpherson.] Could I just get clear the actual responsibility for the various documents? Take, for example, the Budget as put over in these popular publications.

Mr. Nigel Birch.] “Survey 50”.

Major Niall Macpherson.

2375. Who does that?—They are a joint enterprise between the Economic Information Unit and the Central Office of Information. What I am now about to say would not apply exactly to every case, but the rough working rule is that it is first of all for the Economic Information Unit to decide whether or not this is a subject on which more information should be given to the public. That is the fundamental function of the principal or master in publicity. Is there or is there not a publicity campaign, operation or activity at all? That is the first thing they decide. They would decide that in their own right, and perhaps without reference to the Central Office at that stage. At that point, and before they went any further, they would call the Central Office into consultation and say, “We have this in mind. Does that, roughly speaking, seem a sensible and effective sort of thing to you to do?”, and we would say “Yes” or “No”. We will suppose we say “Yes”. At that stage the Economic Information Unit prepares the text of the material, what it is actually to contain. They prepare it because they, and not the Central Office, are the experts on that subject matter. When it has been decided what it is to contain, what body of knowledge it is to convey, the Central Office takes over its physical preparation, the designing of it.

2376. The first thing is what it is to contain and the second is the text of it; you said they prepared both. If they prepare the text of it is there any reason why, once it had been decided what sort of information should be put over, the C.O.I. should not prepare the text? I should have thought the C.O.I. were better able to prepare that sort of text than the body of experts in the Economic Information Unit?—The Economic Information Unit are not merely experts on the subject matter; it is an information and publicity section of the Treasury.

Chairman.

2377. On the information and publicity side are they more efficient, do you think,
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than the C.O.I.?—It is so difficult to make a comparison because the actual duties are separate. The Economic Information Unit has a certain range of responsibilities in which the Central Office of Information does not attempt to be, and has no instructions to be, expert. The C.O.I. has a certain area of operations in which it is expert, and in which the E.I.U. does not attempt to operate. Is what is puzzling you and the Sub-Committee the point, as it were, at which the project passes from the Ministerial Department into the hands of the Central Office?

Major Niall Macpherson.

2378. What is puzzling me is that the Economic Information Unit does not appear to be an expert, after all, from what you say. Your last statement indicated that what they had prepared could perfectly well be prepared by the Central Office of Information from information made available from higher up?—I am sorry if I conveyed that impression, because I do not think that really is the effect. The Economic Information Unit is not the Central Statistical Office; it is not the central planning staff; it is not an economic section of the Treasury; it is an information division in which the main proficiency its people are supposed to have is in relation to information and not in relation to, let us say, economic planning. They are a group of information specialists with a further specialisation in a particular subject matter, that subject matter being all the things with which the Treasury deals.

Mr. Nigel Birch.

2379. Am I correct in saying that they actually publish things like “Survey 50”? Do they do the whole job?—Technically, being an official publication, it is actually published in the formal sense by the Stationery Office, but the division of responsibility on Survey 50 is that the text is written by the Economic Information Unit, the book is designed, with all that means, by the Central Office of Information, and it is manufactured and sold by the Stationery Office. Indeed as a piece of physical material it follows that course. At one moment it is a manuscript on a desk in the Economic Information Unit; at the next stage it is a dummy to guide the printer, lying on an artist or art editor's desk in the Central Office; and finally it is a bundle of proofs back from the printer lying on a desk in the Stationery Office.

Mr. Spearman.

2380. I received an answer to my particular question but not to my general question. Could I repeat it? Quite clearly, I am sure Sir Robert would agree, the Central Office of Information are responsible for seeing the job is not done wastefully, but

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[Continued.]

I am not clear how much responsibility they have for expenditure, apart from seeing there is no waste. I am not clear how far it is the responsibility of the Central Office of Information, the Colonial Office let us say, or the Treasury. Could you tell me that?—If I was merely to say that each Department has to take responsibility for the expenditure carried on its own Vote I really am in a formal way answering the question, without managing to help the Sub-Committee, because I think what you really want to know is this. Where is the spring in this matter? Where is the decisive voice? Where is the real decision taken which in the end expresses itself in a certain amount of public money spent? That is what it is, is it not? I wish this could be answered precisely, but it really is a co-operative decision. The original impulse behind the Press advertisement, the booklet or the film will have arisen in the Ministerial Department, in the Whitehall Department, responsible for the subject matter with which the particular piece of publicity material deals, following of course the post-war reservation to Ministers of responsibility for information policy about subjects for which their Departments are responsible. Once the impulse towards the production of any particular piece of publicity material had made itself felt, as it were, in the Whitehall Department, it would next become the subject of a proposal to the Central Office that this particular publicity project, or, in certain cases, this particular film or booklet should be produced. At that stage the Central Office begins to perform what I ventured to tell the Sub-Committee the last time I was here was its most important function, I thought. The Central Office gives its advice on the technical publicity side, whether or not the particular proposal is likely to be effective, the effectiveness being measured by a rough calculation of results against an estimate of costs. In most cases a department will accept the advice given by the Central Office, which may be favourable or unfavourable of course, and there are many cases, which could be related to the Sub-Committee, of proposals made to the Central Office and dropped on Central Office advice.

Chairman.

2381. If I might interrupt, I think the Sub-Committee are fully conscious of that procedure which you so fully explained on the last occasion?—Yes.

2382. What we are concerned about is this: the impulse having been felt and the project now having come into the C.O.I., why should not that impulse be so felt that the C.O.I. could put it over to the public without the intervention of the Economic Information Unit?—At that stage the impulse could express itself in a definite piece of publicity material without the

Economic Information Unit having to come back into the picture at all, except as the referee to whom the material was taken at various stages in its growth for approval, but the all-important first impulse would not have arisen in the Central Office of Information and could not, I think, effectively arise in the Central Office.

2383. It would have arisen, as we understand it, with the Treasury?—Yes.

2384. The Treasury would say, "We want this information disseminated amongst the public"; it then comes to the C.O.I.: you write up the text; you have the expert guidance. Why could not the Central Office of Information do it instead of the Economic Information Unit? That is the simple question?—But it is the Economic Information Unit which decides or suggests that this particular publicity operation shall be undertaken, and whether or not this particular publicity operation should or should not be undertaken is the sort of question which I think is best resolved inside the Ministerial Department responsible for the subject.

2385. But that, as Mr. Birch has pointed out, is the point at which we are getting. Once it has been decided in the Ministerial Department why could you not then carry it out? Anyway I do not think we need trouble you any more with that, unless Mrs. Middleton wants to ask a question?—I am sorry I have not managed to make this clear; it must be my fault.

2386. Going to another point, could you tell us what efforts are being made to develop ways of checking the effect of publicity?—They go on all the time of course, and with certain kinds of publicity operation fairly precise results can be demonstrated; and with others you find that after you have examined all the evidence you are very largely relying on your own common sense. The checking of results goes forward absolutely systematically, and results once checked become the main source of guidance in deciding what it is wise or unwise to do in the future. The simplest sort of check which can be maintained is, let us say, the coupon check in a Press advertisement. A Press advertisement contains an appeal and a coupon, and those who respond to the appeal do so by filling in the coupon. It is therefore possible to maintain a simple record of coupon replies against the volume of advertising. Secondly, it is possible to watch the relationship, even when there are no coupons, between the volume of Press advertising for Service recruiting, shall we say, and Service intake. That is done systematically as a matter of routine the whole time. Thirdly, it is in some cases possible through social survey technique to carry out a survey when a publicity campaign is concluded, reached a certain stage or is still current, and

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discover to what extent—these are different points, of course—(a) it has been noticed and (b) it has had influence.

2387. Pausing there, could you tell us how many social surveys you have carried out this year and how many are intended?—In this particular field, or altogether?

2388. So far as your department is concerned?—In the field of checking results?

2389. Yes?—We have completed one on the cotton publicity campaign. We shall carry out one later on the Civil Defence campaign. I would not be sure that we have others in mind.

Major Niall Macpherson.

2390. Is that a check afterwards, or an investigation before to assess what success the publicity will have?—I was confining myself to checks on results. In fact we find that the social survey technique is a great deal more valuable to us in illuminating the public state of mind before a publicity campaign is launched. It is more useful as a guide to the sort of decision you would be wise to take in shaping a publicity campaign, than it is as an actual measurer of results. The difficulty of measuring results is that nearly always so many factors other than publicity are operating at the same time. Take a simple illustration. As the danger of war becomes clearer or more powerful in people's minds, so recruitment goes up with publicity a constant element; and still with publicity a constant element, as the danger of war recedes, so recruitment falls. You find yourself reading through the results of a careful and systematic survey designed to tell you all that can be discovered about the results of a publicity campaign, and at the end you find that any firm conclusion has in fact eluded you. You read it through again, and still you do not find it. Very often you find yourself relying on common sense and on a simple statistical index like the number of immunisations against diphtheria. But sometimes it can be demonstrated very closely. We do know by social survey technique that about 35 per cent. of the mothers who had their children immunised against diphtheria had been influenced by the publicity to do so. They would not have done so, so they said, had it not been for the publicity. We also know that 47 per cent. of the mothers with children under five years of age, who had their children immunised against diphtheria, also said they had their children so immunised because of some piece of publicity which they had noticed. One can go on from that and compare the cost of the diphtheria immunisation campaign against the actual savings made as a result of not having to give hospital treatment to diphtheria cases. It is a sensational relationship, incidentally.

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2391. I gather you are of the opinion that your social surveys in that field are not very reliable?—I think they are extremely reliable in illuminating in advance the general attitude and the state of mind of the people to whom the publicity campaign is going to be directed, but until we have improved our techniques a good deal—I think this is equally true of everybody working in this field—I do not think we would be wise to place too much reliance on social surveys designed to check the influence of publicity. It is very easy to discover how many people have noticed a Press advertisement. You show them a dummy Press advertisement which they could not conceivably have seen, and 10 per cent. say they saw it. You show them the advertisement which they might have seen, and 50 per cent. say they saw it. You subtract the 10 per cent. from the 50 per cent., and you know that, roughly speaking, 40 per cent. did see the advertisement. But it is a very different matter when you try to discover what they did, if anything, as a result of seeing the advertisement. That is the difference between notice and influence.

2392. What is your view? Do you think that social surveys ought to be discontinued?—Certainly not in general. I think they are a most vital instrument of administration, and I think the use of social surveys leads to great savings in public expenditure; but in this particular field I think the right course is to improve our technique rather than to withdraw from the operation. I think it is generally felt amongst all the experts working in this particular field, whether in this country or in the United States, whether official or commercial, that the actual testing of publicity results has a long way to go before it becomes anything like a scientific instrument.

Mrs. Middleton.

2393. It is a fact that the United States Government do far more in the way of social survey work than we do. Can Sir Robert tell us whether they use their social surveys both in preparing any campaign and also in checking on the results?—I cannot. I think it is probable, but I could not say.

Chairman.

2394. There was one point which we noticed as we were going through the evidence. Take the Ministry of Labour, for instance. Their expenditure on publicity fell reasonably substantially, and in the same period when their expenditure fell the overheads allocated to the Ministry of Labour substantially increased. I wonder if you could give us some explanation of that?—Yes, I can. Mr. Spearman will forgive me, but I cannot do that shortly.

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[Continued.]

2395. We can give you the figures. For 1949-50—?—I have the figures in mind; I am familiar with the figures. There is a difference of about £30,000 between the two figures entered for C.O.I. charges. I must first of all explain that these C.O.I. charges are not C.O.I. overheads. They are all the C.O.I. direct salaries and the C.O.I. overheads put together in one figure; in fact they are the whole of the expenditure incurred by the Central Office in performing the service except what is generally called the operational expenditure. Every penny of C.O.I. staff salaries, whether salary paid to exhibition designers or film producers directly engaged in a specific task or whether the salary paid to common service, administrative, establishment and finance staff, is included inside that figure. It is not an overhead figure; it would be shamefully high if it were an overhead figure. That is the first matter. I am sorry the figures came before the Sub-Committee in the confusing way they did, but I am afraid the Central Office is mainly responsible for that. The next part of the explanation is that in the second of these two years the Sub-Committee will know that the Central Office cut down very drastically their Estimate. They reduced it in fact by 25 per cent. in one year. Having performed that operation we became, I confess, a little nervous about whether we had not gone too far, and we began to wonder whether there might not arise during the course of the year a number of contingencies or emergencies which we had not foreseen and which would prevent us from giving Departments the service they would be expecting. Members of the Sub-Committee have drawn the attention of C.O.I. witnesses to the difficulty of estimating as much as a year or more ahead what in fact ought to be provided for publicity in that period. So I hope very sensibly, and I hope you will agree very sensibly, we decided this year, having cut down so much, we would deliberately introduce a small contingency provision into the C.O.I. Estimate. It is in fact of the order of about £80,000, which is a very small percentage against the C.O.I. Estimate, for contingencies. It is a sum of money, not an allocation for use by a particular department for a particular operation. When we came to the problem of showing this contingency sum in the Estimate we made in my view the mistake of distributing it over the various Ministerial Departments, as it seemed to us the most sensible thing to do. I now think we should simply have left it as an unallocated contingency provision, but we spread it over the departments. Not only did we do that but we undoubtedly put far too high a proportion of it against the Ministry of Labour. We put in fact a quarter of it, £20,000, against the Ministry of Labour whereas, if we had maintained a sort of pro rata arrangement, we should

not have put more than £10,000. Of that £30,000, £20,000 is simply this contingency sum which will not of course be required to be spent in carrying out the Ministry of Labour's programme, and will only come into play if something at present not envisaged arises in that field. I am sorry that was confusing. There is still £10,000 to explain, which I can explain if you would like me to do so. That is the main part of the explanation.

2396. I gather it is not £20,000 but £33,000 which you have allocated to the Ministry of Labour?—No, I think not. I think our allied service charge to them is—

2397. Let us have the figures. There is a reduction of £61,500 from the Estimate for 1949-50 when the apportioned charge to the Ministry was £59,000, and in 1950-51 the apportioned charge is £92,000?—A difference of approximately £30,000.

2398. £33,000?—In round figures £21,000 of that is this contingency allocation, which is most misleading and has inflated that particular figure. For the £92,000 we really ought to read £71,000 straightaway, and as a result of taking that £21,000 out we still have £12,000 to explain. The explanation of the £12,000 is this. As I have explained this so-called C.O.I. charge is not an overhead but an overhead plus direct salaries, and direct salaries are much the greater part of that particular payment. The C.O.I. overheads themselves are only about 6 per cent. of the whole. You will see that on some particular kinds of operation the direct salaries form a much greater proportion of the total payment than they do in other kinds of operation. For example, a large part of the cost of a social survey is direct salaries, and that would appear in what has been called the C.O.I. charge. A very small part, an almost infinitesimal part of the cost of Press advertising, is direct salaries, so that if the internal composition of a department's programme as between social surveys, films, exhibitions and Press and poster advertising changes so as to include in it a larger proportion of the kind of operation for which direct salaries are relatively high, it follows that on the same sum of money the C.O.I. general charge will rise, and that in fact is what has happened in this particular case.

2399. Does it mean that the less work you have to do the higher your expenditure is going to be? That is what has happened in this case, is it not?—No, it really is not so.

2400. Take your own figures. There is a reduction of £61,000 on the Ministry of Labour Estimate, and even on your own basis there is an increase of £12,000 in your charge?—Yes.

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[Continued.]

2401. That rather indicates, does it not, that as your work goes down your expenditure goes up?—Our work has not necessarily gone down. May I try to make this extremely simple? Suppose in one year the Ministry of Labour has asked us to produce for them a press advertising campaign and a social survey. Suppose the total cost of carrying out the programme is £100,000 in both cases. Suppose the so-called general charge is £25,000. If in the next year the Ministry of Labour still ask for £100,000 worth of publicity, if I may put it that way, but takes the whole of it in the form of social surveys, then that part of the £100,000 which is earmarked as a C.O.I. charge will rise because that part earmarked as a C.O.I. charge includes direct salaries, and direct salaries are a higher proportion of the total expenditure on social surveys than they are on a press advertising campaign.

2402. Can you give us an explanation for this year for the case you have in point? How many social surveys are you undertaking for the Ministry of Labour which has resulted in the increase?—I do not think I can answer that without a reference back.

2403. Is it your suggestion that the increase which appears upon the apportioned charge, your figure of £12,000, is reflected in social surveys?—I was only giving it as an illustration.

2404. Could you give us some explanation, apart from an illustration, as to why the increase does arise?—It arises because of the operation of this very factor which I have tried to make clear by taking two extreme examples of publicity operations, one attended with a large direct salary cost and one attended with a very small indirect salary cost.

2405. That is an illustration. What I am rather concerned to know is this: here we have at any rate a reduction of £61,000 in the Estimate, and on your own showing there is an increase of £12,000 in the apportioned charge. Can you give us precise information on how that increased charge arises?—Could I reasonably ask to be allowed to put that into you in writing?*

2406. Certainly.—There are some six or eight different media of publicity which compose this programme, and the direct salary charge calculated as a percentage of the total charge will vary with each one.

2407. We will wait until we receive your document* in regard to that. Are there any questions on that? (After a pause.) There is one other point. Could you tell us if your Department has ever made any attempt to get special rates from newspapers for advertisements?—Not for four years. There was a special discount on press advertising maintained throughout the war.

* Annex 15.

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An attempt was made to re-negotiate it in the Spring of 1946, and it failed. Since then no effort has been made. If I may say so, I think any effort would be doomed to failure, the reason really of course being that newspapers can at the moment sell not twice over or four times over but perhaps ten times over the actual advertising space which they can make available, and they are not really going to see any good reason for giving additional discounts on any form of advertising while they can secure the full price from so many other sources.

2408. I gather they would object to giving an additional discount to you because they already give a discount, as it were, to the advertising agency whom you employ?—They did, however, give an additional discount during the war.

2409. Why could not the C.O.I. undertake the work which is now being done by the advertising agency, and get the discount direct?—It could do so, supposing always that the newspapers granted recognition to the Central Office of Information as an advertising agency.

2410. Has any application been made for it to be so recognised?—No, because it has never seemed I think necessary or perhaps even wise for the C.O.I. to attempt to equip itself as an all-round advertising agency. Of course the discount would not be allowed to the Central Office unless the Central Office were itself a fully-fledged advertising agency, producing all forms of press and poster advertising material, buying space itself and dealing directly with the newspapers. The Sub-Committee knows that at the moment there are some, I suppose, twenty-five or thirty different advertising agents employed on Government campaigns, and that when it is all added together Government advertising is quite a large operation. However, it only accounts for a small per cent. of the total advertising expenditure in this country, but taken by itself it is quite large. In order to produce the quantity of poster and press advertising material which the advertising agencies now produce under contract for the Central Office we would have to set up a very large organisation. It could be done and, as you know, there are other fields in which the Central Office does in fact produce either all or a significant part of the publicity material that is required. Neither the old Ministry of Information nor the C.O.I. however has ever gone into direct production of press and poster advertising material. I should have thought the main reason was that it is so very easy, and I think not uneconomic, to secure that material from the outside agencies.

Mrs. Middleton.

2411. Do you think any economies could be affected by the expansion of the C.O.I. so that it would be capable of taking over

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[Continued.]

this work, provided the C.O.I. was recognised by the Newspapers' Proprietors' Association as an advertising agency?—Most advertising agencies—at any rate the good ones, and I hope the C.O.I., if it were one, would be a good one—are fairly profitable, and I should have thought it was quite possible that, once the Central Office had equipped itself in this way and once the operation was a running operation, it could be conducted at slightly less charge to Public Funds—but I think it is speculative. I think one could only guess. It is a very competitive world, and London happens to be supplied by some extremely brilliant advertising agencies who of course at the moment have all their talent organised and assembled, and it really would be a gigantic operation to set up an entirely new Government advertising agency capable of handling this volume of business. It would be an immense operation, and it also would be in a sense—this is not to say it should not be done—a very disruptive operation. It is a proposal on which a number of violent opinions would be expressed.

2412. Following on the last question I would like to ask whether, apart from the other circumstances you have detailed in

The witnesses withdrew.

Mr. A. J. PLATT, O.B.E., Assistant Secretary, Government Services Division, and Mr. R. K. BACON, Deputy Head of the Economic Information Unit, Treasury, called in and examined.

Chairman.

2413. I wonder if you could help us, first of all, on this point. The Central Office of Information claim that they exercise a substantial influence on the general level of publicity expenditure. Do you agree with that?—(Mr. Platt.) From the Treasury point of view I would agree that the Central Office of Information does exercise a considerable measure of financial control over publicity expenditure for which they are responsible. They do that both in the preparation of the Estimates and during the course of the year on the actual items of expenditure.

2414. Would you regard the Central Office of Information, by reason of their functions and their duties, as a good instrument for the purposes of being watchful over expenditure?—They have a ceiling fixed for their expenditure in their Estimates, and they know they must not exceed that ceiling. They have a fair idea before the year begins of what that ceiling is likely to be from the decision of Ministers taken the previous autumn, and they see that the total estimates of departments do not exceed that ceiling beforehand. Then of course, during the course of the year, they see the expenditure does not exceed that. Perhaps I could explain that the C.O.I. acts as the second financial control. The first financial control is within the department itself, and

your reply, you would say the volume of work the C.O.I. would take over in performing that function would be sufficient to maintain an agency of that kind. Have you any idea how the volume of work which would under those conditions pass through the C.O.I., compare with one of the larger advertising agencies?—Very roughly, Sir, if we set up an organisation capable of dealing with the whole of the work it would be a little less in size than the largest existing London agency. It would be, I should think, about the third biggest agency in London. Of course one alternative possibility is that we should follow the precedent of films, if this was to be done at all. I think a Government press advertising agency would actually be unwise to try to do the whole of the work itself, simply because of the value of variety and new minds in press and poster advertising campaigns. If it were to happen at all I think it would be wiser for the new agency to say, "We will do a proportion of the work, and the rest we will continue to put outside"—but I do not know.

Chairman.] I am sorry we had to call you back, but thank you very much.

any information project has to be passed by the department's own financial division which scrutinises it in exactly the same way as it would any other activity which was going to be borne on the Department's own Vote. It then goes to the Central Office who exercise scrutiny from their own point of view.

Mr. Nigel Birch.

2415. Am I not correct in saying that the services performed by the Central Office are borne on the Vote of the Central Office and are only shown as allied services for the departments?—Yes, but what I do say is that the finance division of the particular department scrutinises any proposal for information expenditure on behalf of that department with the same scrutiny as they apply to any project which the department wishes to make on its own Vote.

Major Niall Macpherson.

2416. Before or after it goes to the C.O.I.?—Before.

Mr. Nigel Birch.

2417. Do you not think it would be a good thing if the sponsoring department bore the cost upon its own Vote?—That raises the general question of allied services. The general doctrine, where one department renders common services to all others, is

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Mr. A. J. PLATT, O.B.E., and Mr. R. K. BACON.

[Continued.]

that the department bears the cost of those services on its own Vote. Examples of that are the Stationery Office, which bears the cost of all Government printing and the supply of paper, the Ministry of Works which bears the cost of all buildings, and the Central Office of Information which bears the cost of all publicity expenditure, generally speaking, other than that borne by the Stationery Office.

Chairman.

2418. The expenditure by the Ministry of Transport is borne solely on their Vote?—No, I do not think that is quite correct.

2419. Is it not?—I presume you are referring to the White Paper which was issued this year.

2420. Yes?—Under "Transport" there is a sum of £334,800 shown as operational expenses, borne on the Department's Vote. That is on behalf of the Road Fund. The Road Fund is treated as a Grant-aided Fund and is not eligible for common services free of charge, and therefore it has to pay for them itself. Some of that £334,800 is actually incurred by the C.O.I. on a repayment basis.

2421. There was a fifty per cent. Grant to the Ministry of Transport?—Yes.

2422. Is the remaining fifty per cent. borne by the local authorities?—I think you mean the expenditure on the Road Safety Campaign?

2423. Yes?—The Ministry of Transport bears out of the Road Fund fifty per cent. of that, and the remaining fifty per cent. is borne by local authorities. It may qualify for the Exchequer Equalisation Grant to the same extent and under the same conditions as any other expenditure met out of rates, so that it is true that a proportion of that fifty per cent., if the conditions are satisfied, may come out of the Exchequer Equalisation Grant.

Major Niall Macpherson.

2424. You are speaking of a common service department. Is there an exact analogy between the Central Office of Information which, while being responsible to a Minister, is not a Ministerial Department as, for example, the Ministry of Works?—I should say there was a closer analogy to the Stationery Office, which is similarly responsible in fact to the same Minister.

2425. It is also responsible to the Lord President?—I am sorry, I beg your pardon. The Stationery Office is responsible to the Chancellor, but it is a Department which is responsible to a Minister and is somewhat analogous to the Central Office.

2426. The essential difference seems to be this, that the Stationery Office seems to be in no way a policy making, initiating or controlling Department whereas there is something still left in the Central Office of

Information of the old functions of the Ministry of Information as a policy making especially, as a controlling and also to a certain extent as an initiating Department, as far as I can see?—I would not understand that was so to any large extent. The general idea was that the Central Office of Information should not be a policy making department in the broad sense. It is a Department intended to render common services to other departments.

2427. But in so far as it fixes, in conjunction with the Treasury, the total level of advertising expenditure for all departments and indeed has a very big influence with the departments in allocating the budget as between the different media of publicity, it comes near to being a policy making department?—I would not have thought so. Of the Stationery Office much the same thing might be said; it has to meet the expenditure on printing and stationery borne by all departments.

Mrs. Middleton. Surely that is a technical and a specialist function, and not a policy making one.

Major Niall Macpherson.

2428. It has a policy of its own, but in so far as it does exercise a control over the total amount of expenditure on publicity it does seem to me very nearly a policy making department?—Perhaps we are using "policy" in different senses; it is a vague word.

2429. Yes?—I would have thought that the Ministry of Works could not really be described as a policy making department in respect of providing buildings for Government Departments, because it builds such buildings as it has funds to build. In a sense, of course, it could be said to make policy because I suppose it has a say in the allocation of the buildings between departments; but I would not have thought the Central Office of Information was more a policy making department than that.

2430. In this sense at any rate it has a dual function, has it not? On the one hand it is advising departments on their actual media of publicity, and on the other hand it is advising the Treasury on the amount of publicity Departments should have?—I do not think it does so much advice in the second sense on the overall total, except in so far as the head of the Central Office of Information is also the Chairman of the Home Information Official Committee, which submits to Ministers the general programme of publicity expenditure for the coming year.

Chairman.

2431. You have probably read the considered recommendation of the Committee on the Form of Government Accounts as to Allied Services?—Yes.

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[Continued.]

2432. Could you let us know what you think about that?—I have read it with particular reference to another Department with which I am concerned.

2433. We are dealing with the accounts of the Central Office of Information and the Departments which it serves, and the form of the accounts with regard to the sponsoring departments' responsibilities. We understand that the C.O.I. has its own Vote and that the sponsoring departments have their own Votes for publicity purposes, and we are wondering if you can let us have the benefit of your opinion on the recommendation of the Committee on the Form of Government Accounts regarding allied services?—I do not think I would be in a position to do that because the recommendations of the Committee are now under consideration by the Government, and it would be a matter for Ministers to form an opinion upon that.

Chairman.] I suppose we could, although it would be perhaps unfair, put questions to you along those lines. Does anyone else want to ask any questions with regard to that?

Mr. Spearman.

2434. I am not clear where the final responsibility for the extent of the expenditure lies? I quite see responsibility lies with the Central Office not to avoid waste, but I am concerned with the worthwhileness of a project. If the Colonial Office want to produce a film do they have the responsibility for that expenditure in regard to whether it is worth while or not; is it the responsibility of the Central Office of Information; is it the Treasury's; or is it a co-operative effort between the three so that it is very hard to tie down the responsibility to anyone?—I should think in practice it is very much a co-operative effort. From the technical point of view the Central Office of Information does have the direct responsibility within its own delegated powers. Above those delegated powers it has to seek Treasury sanction, and the responsibility in such cases is directly that of the Treasury. But that is very much more from a technical than from a practical point of view.

2435. My second point was with regard to the National Savings Committee, which I understand does not use the C.O.I. at all?—Yes.

2436. If an extensive number of meetings are arranged is that the responsibility of the National Savings Committee organisation, or is the expenditure connected with that the responsibility of the Treasury?—There again, within their delegated powers it would be the direct responsibility of the National Savings organisation, but where they propose in a particular item to exceed their delegated powers they have to get the sanction of the Treasury. The Treasury,

of course, has to accept responsibility in having sanctioned anything in excess of the department's delegated powers.

Chairman.

2437. You yourselves do not consider the result of any particular publicity campaign to see whether it has been worth while and whether it ought to be repeated in the future?—We do most certainly, in so far as it is possible to do so. Publicity expenditure is, of course, very difficult to assess by results. It is possible to assess the results of some types of publicity much more easily than others. I understand, for example, that a survey was made on the results of the Immunisation against Diphtheria campaign, and about one-third of the mothers who had their children immunised said they had done so as a result of the publicity in posters.

2438. We have had that example so many times that it seems to be the outstanding one on the benefits of publicity!—I think that is probably the most concrete example one can give, and that is probably why it is given.

2439. Could you tell us whether the services of the Central Office of Information are available to any public corporation which might seek to use them?—I am afraid I could not say that without notice; I am not aware that they are. (*Mr. Bacon.*) I think they do offer their services occasionally to outside authorities on an agency basis, but it is very rarely.

Mr. Nigel Birch.

2440. Following on Mr. Spearman's questions about responsibility, take the question of books and publications. It seems you have the sponsoring department, you have the C.O.I., you have the Stationery Office and yourselves. The Stationery Office are really actually acting as publishers, as it were. It does seem a tremendous division of responsibility. Nobody really seems to have an ultimate responsibility for everything, the paying for it?—(*Mr. Platt.*) I think that division of responsibility is an inevitable result of the allied service system, which does provide that common services rendered to a number of departments shall be borne on the Vote of one department.

2441. We come back to the method of Public Accounts which we cannot discuss here.—The general arguments made in favour of the common services system are that it is better that one Minister should be responsible for the activities of his Department, that it is more economical for one department to undertake them, and that in order to make separate provision for them on the Votes of each Department you would require a number of safety margins in each department and therefore the total provision in the Estimates would be much larger.

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Mr. A. J. PLATT, O.B.E., and Mr. R. K. BACON.

[Continued.]

Major Niall Macpherson.

2442. Do you think you would have any more substantial control over the C.O.I. if it were placed in the same position as the Stationery Office, that is to say if the responsible Minister for the C.O.I. was the Chancellor of the Exchequer?—The Lord President, as I understand the matter, is responsible for the general policy of the Central Office because he has the general responsibility for Government information.

2443. I thought there was no policy! Anyway, I think I know what you mean.—I understand him to be responsible for general Government information in a broad sense. The Chancellor has, I think, the interest which of course he has in every department from a financial aspect. I should imagine it was very largely a matter of convenience that the Central Office was put under the Lord President, but that was a decision of Ministers.

2444. I think the question though has brought out the difficulty of the extent to which it is in fact a policy-making body, because there are quite clearly two sides to it. There is one side where it is purely acting as an agency, and there is the other side where it is initiating propaganda or information?—But, if I may say so, not initiating information services on its own motion, but on the motion of the departments in the first instance. The build-up of the information programme comes in the first instance from the departments themselves.

2445. That is to say in all cases, is it?—With the exception of the small residual expenditure not allocated to any particular department, I believe that is so.

Chairman.

2446. With regard to the Economic Information Unit could you tell us what sources of information are available to your Unit which are not available to the Central Office of Information?—(Mr. Bacon.) Of course the Treasury as the Department responsible for overall economic planning and for the general direction of national economic policy has available all sources of information relating to Government economic affairs. The Treasury therefore—and the Economic Information Unit is part of the Treasury—has access to all information needed to guide the Central Office of Information in its executive function as producer of the publicity and information documents.

2447. Do I understand that the Central Office of Information could not carry out the policy of giving information on economic matters without the intervention of the Economic Information Unit?—Yes, I think that would be so. It would be extremely difficult for the C.O.I., without guidance from the department responsible for the policy.

2448. We agree the C.O.I. would require guidance from the department responsible. The Department would give the technical information which is necessary for the C.O.I. to carry out the publicity which is desired?—Yes.

2449. But is there any necessity for the intervention of the Economic Information Unit as such?—The Economic Information Unit does exist to give that guidance. It does very little producing of documents or publicity of its own, apart from certain work with the Press and overseas representatives. The Central Office of Information acts as the agent of the Economic Information Unit, as indeed it acts for all other departments, in producing documents and publicity for the Unit.

Mrs. Middleton.

2450. Would you then characterise yourselves as a research section of the Treasury?—The essence of our work I think is economic briefing, guiding the Central Office of Information in the economic content and discussing the presentation, which is also part of the economic content, of information and publicity.

Mr. Nigel Birch.

2451. Did you not yourselves entirely sponsor "Survey 50"? Was that not done entirely by you?—No. "Survey 50" was published by the Stationery Office in conjunction with the Central Office of Information. We provided the text and guidance on the content; the Central Office of Information the presentation, photographs and design; and the production was by the Stationery Office.

Chairman.

2452. With regard to publications which may be sold do you get information regarding profits, if any, which are made upon them?—No, Sir, I think that would be in the hands of the Stationery Office. The Central Office of Information and the Stationery Office consult about the price which should be charged, discuss with us, and decide upon an economic figure in the light of such evidence as is available as to the likely sale.

2453. We know that the Stationery Office receives whatever profits there are, but are you made aware of any such profits?—No, Sir.

Major Niall Macpherson.

2454. Could Mr. Platt say to what extent the detailed control of the cost of making films is done by the Treasury?—(Mr. Platt.) We would have to rely very largely on the technical expert advice of the Central Office of Information for that purpose. We could of course compare the cost of making a film in the Crown Film Unit with the cost of making a film by an outside agency, and we should certainly do so.

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2455. You do do so in fact, in all cases?
—Yes. Not all films are made by the Crown Film Unit.

Mrs. Middleton.

2456. If you have done that in the past, how have costs compared?—I think it varies with the subject matter of the film.

Major Niall Macpherson.

2457. Does the Treasury attempt to reach an opinion on the relative value of a film as compared with other media of publicity?—We certainly apply the ordinary layman's criticism to a film project, and try to decide whether a film is likely to be the best medium to use for that particular purpose as distinct from some other medium.

2458. Does that apply also to the means of distributing a film to ensure that it does reach the type of person which it is intended to reach?—It would apply but to a less extent, because the method of distribution is a much more technical subject than the question of whether there should be a film or not.

2459. Except in so far as it is actually carried out by the C.O.I. by its own direct methods, what check is there of the methods of the C.O.I. in distributing and actually showing films?—As far as possible the C.O.I. endeavour to get their films accepted by commercial film showers on a repayment basis. There are certain films which they put into theatrical showings free of charge; they have an arrangement for doing that.

2460. Those are films of general interest mainly, are they not—not the specialist films?—Specialist films may well be films which no theatrical display will show at all. (Mr. Bacon.) We have a good deal of interest in the display of non-theatrical

films, and the C.O.I. has the organisation constantly under review by means of which they reach non-theatrical audiences. They keep in constant contact with specialist bodies for parents, children, engineers, whoever they may be, who provide audiences. For these more specialised films special audiences are being steadily built up, and this autumn an attempt is being made to re-organise the whole showing of non-theatrical films.

2461. Do you think regional film officers are necessary for that purpose, or could the work be done by regional organisations in general without having a special films officer?—I do not think it could be done without a special films officer because conditions vary so much from region to region, and there are vast numbers of voluntary and specialised organisations and bodies all over the country. I think it has been found necessary to put this kind of work on a regional basis to get the most effective use of films, to make the direct approach to bodies, many of which are local.

Mr. Spearman.

2462. I think Mr. Platt said the Treasury tried, as laymen, to make up their own minds and to have an opinion. To what extent do they insist upon their opinion being accepted?—(Mr. Platt.) We always try to reach agreement with the other departments. If we cannot reach agreement we consider that our layman's opinion should override their technical opinion. We can put the matter to Ministers. The last word at the official level generally rests with the Treasury, subject to the delegated powers of departments. If beyond their delegated powers we are not convinced of the necessity for something or the suitability of something, it is for the department concerned to take it up at Ministerial level.

The witnesses withdrew.

Adjourned till Wednesday next, at 11 a.m.

ANNEX 1

TREASURY CONTROL OF INFORMATION EXPENDITURE

Memorandum by the Treasury

1. Information expenditure is usually borne partly on the Vote of the department concerned, partly on those of the Central Office of Information and H.M. Stationery Office. The Central Office of Information's specialised technical and production services are available for all departments. The expenditure falling on other departments' Votes consists of the salaries and expenses of the staff together with some operational expenditure, usually small, for projects which can more conveniently or economically be undertaken direct. Exceptionally the National Savings Committee, Scottish Savings Committee and Ministry of Food undertake most of their work direct.

2. Control of departmental staff is exercised in the ordinary way by authorisation of complements by the Treasury in so far as the department is not given delegated authority. Complements of all information divisions have within the last year been examined by the Treasury, following a decision to create an Information Officer class.

3. Operational expenditure is controlled in the ordinary way through the Estimates. The Central Office of Information Estimate is divided into sub-heads according to the medium used or the services provided. The Treasury are also informed how the expenditure is expected to be divided between the various user departments. In some other departments the expenditure appears as a distinct sub-head or a subsection of a sub-head; in other cases the figures quoted in the White Paper on Government Information Services (Cmd. 7697) are the result of picking out from several sub-heads items which can best be described as "information". In some contexts the dividing line between what is or is not information expenditure is in fact a debatable one.

4. Procedure after the Estimates have been approved varies from department to department. Particular mention may be desirable of the arrangements made with the following departments and with the two grant-aided bodies concerned:—

(a) *The Central Office of Information* has discretionary powers in regard to operational expenditure as below:—

I.—Allied and agency services to other departments and services to other bodies

(i) The Central Office is free to proceed with such services without prior consultation with the Treasury provided that there are no unusual features and that the estimated expenditure on a service does not exceed £1,000 non-recurrent or £50 a month recurrent.

(ii) Subject to the prior presentation by the Central Office to the Treasury of a copy of the request letter asking for a particular service, from the department or other body concerned, the limits of expenditure within which the Central Office may proceed as in (i) above are £2,500 non-recurrent or £100 a month recurrent. In the case of films the limit is £3,000.

(iii) In the case of all services for the British Council the Central Office is free to proceed without prior reference to the Treasury.

(iv) In all other instances the Central Office of Information seeks prior Treasury approval for proceeding with the service.

II.—Other services

The Central Office has discretionary power to authorise without prior reference to the Treasury proposed expenditure on services which for practical reasons cannot be classified as on behalf of a particular department or other body provided that the services concerned are clearly within the recognised functions of the Central Office as defined by the Official Committee on Government Information Services, subject to such amendments as may be approved from time to time, and that the estimated expenditure on any one service does not exceed £2,500 non-recurrent or £100 a month recurrent.

Beyond the limits mentioned above, the Central Office submits to the Treasury its estimate of the expenditure on each service requested by the sponsoring department. These are examined by the Treasury division concerned with

information expenditure generally in consultation where necessary with the Treasury division particularly concerned with the sponsoring department. Each proposal is examined in the Treasury not only from the point of view of the amount of expenditure involved but as regards the need for the service and the likelihood of its achieving the object desired.

To reduce the risk that junior officers in a department may request services from the Central Office of Information which would not have been approved, had they fallen on the department's own Vote, the Treasury have written to departments asking them to ensure that adequate criticism is applied. This means that requests made to the Central Office of Information have now usually to be approved by the Finance Division of the initiating department.

(b) *National Savings Committee.* Statements of proposed expenditure are submitted twice a year giving details. The Treasury also raise special questions from time to time during the half year and any variation from the programme requires their approval.

(c) *Ministry of Food.* Towards the end of the calendar year the department has preliminary discussions with the Treasury which lead up to the presentation of the Estimates. Towards the end of March they submit a more detailed programme of their information expenditure for approval. If in the course of the year any departure from this proves necessary special authority is sought.

(d) *Foreign Office.* Operational expenditure overseas is covered by annual budgets for each country which are submitted to the Treasury at intervals during the year. The Foreign Office has been given delegated authority for expenditure on new projects costing not more than £2,500 a year non-recurrent or £100 a month recurrent. Schedules of expenditure incurred under this authority are submitted to the Treasury. The amounts involved are normally very small.

(e) *Commonwealth Relations Office and Colonial Office.* These departments seek Treasury authority for their programme of operational expenditure each year and for any other projects arising during the year.

(f) *British Council.* The Council receives a grant in aid from the Foreign Office and in addition receives payment from the Commonwealth Relations Office and Colonial Office for services rendered in their territories. It uses the services of the Central Office of Information but repays the cost. Along with the annual Estimates are submitted more detailed programmes of expenditure through the year. Approval of the Estimates gives the Council authority for expenditure in accordance with these programmes, except in certain special circumstances outlined below. Treasury authority is sought by the Foreign Office and Commonwealth Relations Office for the transfer of funds arising from substantial savings in one country for use in another or for virement between sub-heads of the Council's Estimates for foreign countries and for the Commonwealth. The Council seeks Treasury authority through the Colonial Office for increased expenditure of more than 10 per cent. of any sub-head of the Estimates for any individual colonial territory. The effect of this is that control by the Colonial Office is closer than that by the other two departments, the reason being the Colonial Office's special responsibility for the colonial peoples and the need to avoid overlap with Colonial Development and Welfare funds. In addition the Foreign Office seeks Treasury approval for Council expenditure, whether or not it was included in the programme submitted at Estimate time, on such items as:—

- (i) the opening of Council activities in new countries,
- (ii) a new type of activity,
- (iii) any project costing more than £5,000 a year recurrent or £5,000 non-recurrent, whether it is provided for in the Estimates or not,
- (iv) new posts with a salary of £1,000 a year or over,
- (v) all establishment questions where comparison with Civil Service practice may arise.

(g) *B.B.C. Overseas Services.* These are financed by a grant in aid administered by the Post Office as part of the Broadcasting Vote. The scope of the services provided is decided by the overseas departments subject to Treasury approval, and the annual Estimate is scrutinised by an interdepartmental working party under Treasury chairmanship. New expenditure is subject to specific Treasury approval except for items within the B.B.C.'s delegated powers, under which they can spend up to £2,000 on new capital projects; up to £5,000

on replacements; up to £2,000 p.a. on recurring revenue projects; up to £5,000 on non-recurring revenue projects; provided that the annual total of unauthorised revenue expenditure incurred in this way does not exceed £25,000.

5. In accordance with the recommendations of the Committee on the Cost of Home Information Services, arrangements have been introduced under which in the course of the financial year statements are compiled showing how the year's publicity expenditure is proceeding and giving an indication of future trends of expenditure. This will enable Ministers to plan well in advance what sums should be provided for the information services in the following financial year.

5th April, 1950.

ANNEX 2

THE ECONOMIC INFORMATION UNIT OF THE TREASURY

Memorandum by the Treasury

The Economic Information Unit came into being after the fuel crisis of 1947, its purpose being to educate and inform public opinion on the gravity of the nation's economic position and to ensure as far as possible that everyone understood the need both for increased production and for the acceptance of remedial measures involving continuing sacrifice. The question—"Why are we exporting, and striving to increase our exports of, the goods we need so badly ourselves?"—exemplifies the kind of doubt which at that time was afflicting the public.

The immediate need was to increase public understanding of the situation and of the response necessary to deal with it. The devices employed were Ministerial press conferences and a continuance and development of the existing press and poster campaign in an all-out emergency effort. For a time, a Ministerial press conference on the economic situation was held every fortnight, the Minister speaking to a carefully prepared brief setting out the progress of the recovery drive, particularly export and production achievements, and no less the radical change in our economic fortunes wrought by such factors as the loss of an important part of our overseas investments, the growth of our external liabilities and commitments and the adverse movement in the terms of trade. Wide press publicity was secured as a result of these conferences. Similarly, in "Report to the Nation" advertisements in the daily and weekly press (with special versions for women's journals), simple accounts were given of current progress and current problems, all of which made clear the need for still greater effort if the country's problems were to be solved and its legitimate aspirations for a higher standard of life realised. The poster campaign was largely designed to identify increased output with a higher standard of living—e.g. "More from each is more for all".

In initiating this campaign of popular economic information, it became apparent that the first need was for guidance documents periodically gathering together all essential information on our current economic position. These documents provided the foundation for briefs for Ministerial press conferences and have throughout been the basis of the Unit's information and publicity work. Since they have an interdepartmental distribution, they have also played some part in keeping Departments informed on the overall economic position. The Briefing Section has also been responsible, in co-operation with the Central Office of Information, for preparing and producing popular versions of White Papers, notably "The Economic Survey" and popular accounts of the Budget and National Income White Paper.

With the gradual return of world competitive conditions, emphasis was switched from "more production" to "increased productivity" and the Unit was given responsibility for conducting a national productivity campaign, in which emphasis would be placed upon the associated problem of the dollar gap and all that it implied in the maintenance of economic stability and full employment. Here, not least among the problems was that of breaking down resistance to the belief, based on pre-war experience, that increased output could lead to unemployment. Ministerial press conferences again played an important part in popularising the concept of "productivity" and differentiating it from "production". A press advertising campaign was again employed to demonstrate in very simple terms what increased productivity meant and how it safeguarded jobs through securing the means of payment for essential imports. But, while the Unit was exploiting these methods of mass information, it was simultaneously developing approaches to special groups within the community, including representatives of both sides of industry and of women's organisations. The poster

campaign was suspended a year ago and the press advertising in July last. It is considered that that part of the Unit's output designed for direct public consumption will in future consist mainly of material especially designed to meet this "group" interest.

Among these specialised approaches is the Bulletin for Industry, a monthly document distributed, to the number of about 11,000, to leaders on both sides of industry. This document provides a survey of current industrial production, prices, exports and the dollar gap, including on occasion detailed treatment of a specific economic problem. In its preparation and distribution, we have had the co-operation of the Federation of British Industries, the British Employers' Confederation, the Trades Union Congress and a large range of trade associations.

"Target", launched in June, 1948, with the support of the F.B.I., B.E.C., T.U.C. and British Institute of Management, is prepared monthly in consultation with them. The executive work is carried out by the Central Office of Information. It goes to some 12,000 factories with accounts of methods successfully adopted to increase productivity (by technical, financial or psychological means) and to disseminate greater knowledge inside the factory about the circumstances and problems of the firm ("works information"). Popular illustrated leaflets (e.g. "Productivity Pays" and "If we can't feed our Machines") have been distributed to workers in industry, explaining in the simplest possible terms the elements of our economic problems.

A further degree of concentration, from industry in general to industry in particular, has been undertaken in co-operation with the Joint Industrial Council of the Chemical Industry, for whose use the Unit prepared a booklet setting out the special importance of increased productivity to the industry. The Joint Industrial Council has sponsored this; the employers will pay and the Union distribute. We hope to do similar jobs equally unobtrusively for other industries.

From the outset the Unit has attempted to reach the woman and particularly the woman in the home with simple explanations of economic problems as they present themselves to her in her daily round. We have worked through a Women's Organisations Information Committee, on which are represented the leading women's voluntary bodies and of which the Chairman is provided by the Unit. "Talking points" are provided each month for the leaders of these organisations and a simple illustrated leaflet ("For Women Only") has been produced for widespread dissemination.

It is hoped in the future to develop at small cost a service of economic broadsheets and bulletins for use by a wide variety of professional and industrial organisations, including such bodies as the Institutions of Electrical, Mechanical and Civil Engineers, organisations in the management association field, supervisory groups within industry and the trade unions. There is evidence that opportunities also exist for providing simple economic information to the large group of voluntary organisations associated with the National Council of Social Services.

In the past financial year a Local Production Campaign was organised by the Unit in conjunction with the Regional Offices of the Central Office of Information. This took the form of active co-operation with local authorities and other local bodies in the organisation of industrial exhibitions featuring local products and local endeavour related to the export drive, particularly in dollar markets. As a centrepiece for these exhibitions, the Unit provided small touring exhibits—one for each region—demonstrating the main aspects of our economic problems. Some 50 exhibitions were organised at industrial centres and attracted a total attendance of 1½ million people. These enabled the Central Office of Information to run economic film shows and lectures during the week or so the exhibition was open at each centre; but it was found that the crowds which flocked to the exhibition halls were much more interested in the local exhibits than in the centrepiece carrying the national message. The general aim this year will be to participate in exhibitions organised by local authorities and other bodies but not actively to initiate such activities. Unit participation will consist mainly of material available from the previous year's campaign together with some small additions.

One further aspect of the Unit's activities calls for some comment. Briefing and other material on the national economic position, prepared with the needs of the home public in mind, was found to be of great assistance to information posts overseas. Some of this work is now routine—E.I.U. documents are sent to overseas posts as they are prepared. But the Unit is frequently called upon to provide guidance on special problems, particularly in the United States and Canada, and holds regular meetings with the Foreign Office to discuss what special briefing is necessary for overseas posts in the light of current or anticipated developments. Members of the Unit's staff also give guidance on economic matters to representatives of the overseas press resident

in this country and to foreign journalists visiting this country. The Overseas Services of the B.B.C. are also given assistance, when they call for it, in the preparation of broadcasts on economic themes.

As an integral part of its organisation the Unit has attached to it an E.R.P. Information Office responsible for all Marshall Aid publicity and information work in this country and similarly for briefing overseas information posts on matters affecting Marshall Aid and European economic co-operation. This work is carried out in close association with the Foreign Office.

In all other respects, the Unit fulfils for the Treasury the normal functions of an Information Division, including responsibility for the production by the Central Office of Information of films on economic subjects and for giving guidance to C.O.I. on the content of all general economic publicity material. The Unit has thus become the central briefing agency on general economic and financial matters for all official British publicity at home, in the United States, the Commonwealth and overseas generally.^f

ESTIMATED EXPENDITURE

1949-50 and 1950-51

Following are figures showing estimated total expenditure by and on behalf of the Treasury, including the Economic Information Unit for the two years indicated above:—

	1949-50	1950-51
	£	£
Departmental salaries and expenditure	32,600*	36,100*
Provision on Stationery Office Vote (net)	20,000	19,000
Provision on Central Office of Information Vote	493,000	214,750
	<u>545,600</u>	<u>269,850</u>

* Including £350 for information work on Civil Service matters.

Details of C.O.I. expenditure are as follows:—

	1949-50	1950-51
	£	£
<i>Direct operational costs</i>		
<i>Medium</i>		
Press Advertising	170,000	37,000
Poster Advertising	60,000	1,500
Publications	578	3,055
Films	57,221	37,782
Photographs	—	2,227
Exhibitions	70,000	10,000
Lectures	31,000	35,250
Surveys	8,500	11,750
Overseas Press Services (Second rights in published articles)... ..	—	500
	<u>Total</u>	<u>139,064</u>
<i>C.O.I. administration costs</i>	95,701	61,686
		<u>200,750</u>
<i>Contingency allowance</i>	—	14,000
	<u>Total</u>	<u>214,750</u>

NOTES:

The actual out-turn for the year 1949-50 on the Central Office of Information Vote is unlikely to exceed £300,000. This is the result of substantial saving on Press and poster advertising, and to a lesser extent on films. The immediate cause of this saving was the pressing need for economy in Government expenditure, but it was also conceived as part of a long-term plan to substitute for mass information methods directed at the general public specialised material designed to appeal to particular groups within the community.

2. The further savings effected in the estimates for 1950-51 are the result of applying the policy outlined above to the full twelve months. The following observations on the estimated expenditure in 1950-51 under the various sub-heads may be of help.

Press Advertising

This has been eliminated save for productivity advertisements in Trade Union Journals, which should not require more than £4,000. Almost the whole of the £37,000 under this sub-head can thus be regarded as provision to meet expenditure that might arise if the need became apparent during the year for the quick presentation to the general public of essential economic information.

Poster Advertising

This has been eliminated altogether. The £1,500 provided is for art work for posters for use on free sites at factories or shops, etc.

Publications

The relatively large increase under this head is required to meet the cost of art work, etc., for the production of leaflets, booklets and literature designed for special groups, professional bodies, etc.

Films

The estimates provide for a considerable saving. We are concentrating upon films for wide theatrical showing and films designed for special audiences (factory workers, trade unionists, supervisory groups, etc.) but proceeding cautiously until it is evident that non-theatrical audiences can be provided in sufficient numbers to justify production.

Lectures

A programme of 11,750 lectures on economic themes in factories, clubs, and at meetings of Trade Unions and voluntary organisations is proposed. This compares with lectures numbering 11,000 in the past year, though in effect, mainly because of the General Election, only 9,000 were given.

Other figures call for no particular comment.

24th April, 1950.

ANNEX 3

ADMIRALTY PUBLICITY AND ADVERTISING

Memorandum by the Admiralty

Admiralty publicity and advertising may conveniently be considered under two principal heads:

- (a) the dissemination of information of interest to the general public which is supplied by the Admiralty without charge to the Press, B.B.C., etc.
- (b) Publicity and advertising arranged by the Admiralty primarily to get recruits.

2. *Dissemination of information*

The Admiralty has no Public Relations Officer as such. The Chief of Naval Information acts as intermediary between the Admiralty and the Press, B.B.C., news reels and commercial film companies interested in the Navy. He has a library of records and photographs from which material may be prepared. He advises the Director of Naval Recruiting on the drafting of pamphlets, booklets, etc., and organises public exhibitions. The Chief of Naval Information also scrutinizes, from the point of view of security, books and articles written by serving personnel, naval and civilian. He carries out the delicate task of ensuring, by voluntary co-operation, that the Press do not unwittingly publish matter which might be of value to an enemy. He arranges for journalists, commentators and cameramen to visit H.M. Ships and Establishments. He deals, by factual answer, with the steady volume of enquiries from the newspaper offices. He encourages film and theatre companies to seek expert naval advice on their productions: the films "In Which We Serve" and "Morning Departure" are examples of such consultation.

There are no full time Information Officers outside Admiralty Headquarters. Naval Officers within the Fleets, Squadrons, Commands and Establishments at Home and Abroad are detailed to act as local information officers: they carry out this duty in addition to their ordinary professional work.

3. *Recruiting publicity and advertising*

The responsibility for recruiting publicity for the Navy belongs to the Director of Naval Recruiting. From Headquarters he co-ordinates the recruiting efforts of the

Naval recruiting service, the W.R.N.S. Recruiting Officers, and the Commanding Officers of the R.N.V.R. Divisions and the R.M.F.V.R. Centres. His activities include exhibitions, displays, advertisements in the Local Press and sporting programmes, film shows to schools and youth organizations, and distribution of photographs and literature in recruiting areas. His Department has been represented at such gatherings as the Ideal Home Exhibition and the Model Engineering Exhibition. His work derives special importance from the fact that the Admiralty's intake of National Servicemen is very small and reliance is placed on recruiting volunteers.

The Central Office of Information can offer specialist facilities, which it has been found economical to use. It undertakes national Press display advertising, large-scale poster advertising, the layout and design of publications, and the production of films and photographs. Its distribution unit reproduces and despatches all Admiralty notices, bulletins and "hand-outs" to the Press. The cost of printing and stationery falls on the Stationery Office Vote. An actual example of the work carried out by the Central Office of Information is a film about naval aviation which is being made and will be publicly exhibited this year.

Apart from recruiting advertisements, advertising by the Admiralty is for all practical purposes confined to advertisements for posts which the Admiralty is authorised to fill, e.g. lectureships at the R.N. College, Greenwich. Such advertisements are prepared in the Establishment Branches and referred to the Stationery Office Agents for insertion in appropriate trade or other journals. The cost is eventually recovered from Navy Votes (Vote 12) by the Stationery Office. Such expenditure is very small.

4. Effect of publicity on recruiting

To assess precisely the effect of naval publicity on recruiting is not an easy matter. It is possible that the civil employment market and the international situation are the principal factors in the recruiting situation. A further complication is that modern technical training demands an increasingly higher educational level, so that the proportion of applicants who—even when allowance is made for some relaxation of standards of selection—can be accepted tends to diminish. Moreover, the field of voluntary recruitment for the Navy has been curtailed by the introduction of compulsory National Service for young men in the 18-20 age group. It has however been found that Naval publicity is sympathetically treated by the Press and it can be said that, although there have been shortages in some branches, the regular recruits required have been obtained. The following table illustrates the position over the last four years:—

					<i>Applications received</i>	<i>Men entered</i>
1946-47	...	...	...	...	58,510	19,504
1947-48	...	...	...	...	48,408	20,284
1948-49	...	...	...	...	48,835	19,170
1949-50	...	...	...	...	36,645	13,006

It is planned to obtain 11,000 entries in the current year; this cut in the programme will, it is hoped, improve the standard of recruits.

Reserves.—Apart from a national campaign which was conducted in the early months of 1949, publicity for the R.N.V.R. and R.M.F.V.R. has concentrated on stimulating local interest in particular Divisions and Centres. Commanding Officers are given complete discretion in using the money allocated to them. Recruiting for the reserves still leaves much to be desired.

5. Financial

A statement of the estimated expenditure on naval publicity and advertising for 1950-51, compared with that for the previous year is attached. It will be seen that provision has dropped from £135,700 to £112,500. The total amount of money allotted is determined by the Admiralty in relation to the funds likely to be voted to the Navy, the competing demands of other commitments, and the sums which the Central Office of Information and the Stationery Office can allow from their Votes. By a decision of the Standing Committee of Service Ministers, the expenditure of the Central Office of Information on Services recruiting publicity for 1950-51 was cut by 20 per cent. For the Admiralty this meant a cut of £22,000 on poster advertising. It will also be seen that the provision under Vote 11, Subhead R of the Navy Estimates has been cut by £4,300 or approximately 20 per cent. The cost of information services will continue to be carefully watched and every opportunity will be taken to impose economies. Adequate machinery exists to ensure close liaison between the Admiralty and the C.O.I. and that all calls on the C.O.I. have proper financial authority within the Admiralty, notwithstanding that the expenditure may not be chargeable to Navy Votes.

COST OF NAVAL INFORMATION SERVICES

Navy Votes	£	Estimates		£
		1949-50	1950-51	
	£	£	£	£
Staff	16,500			17,800
Other costs (Vote 11, Sub-head R) Recruiting publicity*	19,000			15,200
Other publicity charges ...	3,000			2,500
		38,500	35,500	
<i>Votes of other Government Departments</i>				
Central Office of Information		91,800	70,000	
Stationery Office		5,400	7,000	
Total		£135,700	£112,500	

(*) Excludes cost of maintaining recruiting offices, expenses of medical examinations and other miscellaneous expenses: these are shown under Vote 11, Subhead R and amounted to £15,500 in 1949-50, compared with £13,500 in 1950-51.

ANNEX 4

WAR OFFICE PUBLICITY AND ADVERTISING

Memorandum by the War Office

1. The appended table shows the expenditure on publicity and advertising for the Army in 1949-50 and 1950-51 provided on Army Votes, and on the Votes for the Central Office of Information and His Majesty's Stationery Office.

2. The amount to be spent year by year on publicity and advertising for the Army is considered in relation to:—

- (a) the purposes for which such services are desired;
- (b) the capacity of the available staffs to prepare the necessary matter;
- (c) other demands on:—
 - (i) Army Votes;
 - (ii) the Votes of the other Departments concerned.

The final decisions are arrived at only after full consultation between the three Departments. The amount to be provided on Army Votes is decided by the Army Council after weighing the factors set out above.

Relations with the Central Office of Information

3. Relations between the War Office and the Central Office of Information are exceedingly close and the Director of Public Relations at the War Office (as well as other members of his staff) is in almost daily consultation with the Director-General of the Central Office or one of his senior officers. Such consultation covers all publicity projects at every stage from the first conception to the inquest into the birth and its consequences. In particular:—

- (a) the Central Office of Information prepares the draft and layout of all posters and advertisements from material supplied by the War Office;
- (b) all advertising campaigns are prepared in consultation with the Central Office and the advertising agents;
- (c) other forms of publicity (e.g. recruiting marches) are fully co-ordinated with publicity run in consultation with the Central Office and Agents;
- (d) full use is made of Central Office technical and production services (e.g. films, photographs and exhibitions).

4. Expenditure in 1950-51 will be directed to the following purposes:—

- (a) Poster, newspaper advertising, etc., publicity for Regular recruits.
- (b) Poster, newspaper advertising, etc., publicity for T.A. and the Supplementary Reserve recruiting.
- (c) Conveyance of personnel and stores to and from publicity functions in connection with recruiting campaigns.
- (d) A limited sum (under £5,000) on entertainment in connection with special local publicity efforts.

In addition, there will be expenditure from the Central Office Vote on the production of films, photographs, leaflets, etc. (for the purpose of Regular and Territorial Army recruiting). The actual cost of printing of leaflets and pamphlets will, of course, fall on the Vote for His Majesty's Stationery Office.

Results.

5. It is difficult to assess accurately the results of Army publicity. The main purpose of such publicity must always be to secure recruits for the Regular and Auxiliary Forces; but to a much greater extent probably than in the case of any normal commercial advertising, the result must depend very largely on a variety of outside factors (e.g. the world political situation, conditions of employment in civil life, etc.), and perhaps most of all upon the extent that those who have served in the forces or are still serving commend them to those with whom they mix in civil life. (Moreover, the recruiting curve must always be affected by factors outside the direct control of the Army, such as the general state of international relations or the public's assessment of the need for defence preparations.) So far as advertisements are concerned, coupons and "keys" are widely employed. Those returned are carefully counted and the cost per inquiry of the separate media calculated and compared. The volume of publicity in various localities is also carefully compared with the recruiting figures. When allowance is made for factors other than publicity, it can be said that there is a broad correspondence between recruitment and expenditure in publicity and advertising; but this reflects rather in stimulating improvements due to other factors or in diminishing the effect of adverse factors. It is an interesting fact that some 90 per cent. of the recruits to the Regular Army (however the total may fluctuate) come from the civil population direct. To sum up, the major factors in recruiting must always be those tangible and intangible influences to which reference has been made above; but there is convincing statistical evidence to show that publicity and advertising does increase the number of recruits appreciably above what it would otherwise be.

6. As a result of the general review of information services, it will be observed that the expenditure on Army publicity in 1950-51 will be some £75,000 less than that in 1949-50, of which nearly £20,000 represents a reduction in public relations staffs (not merely in public relation officers) and some £43,000 (part of which also represents reductions in personnel) is on the Vote for the Central Office of Information. These economies have been achieved by limiting expenditure to what is considered the minimum necessary for the achievement of the essential tasks to be carried out by the Army P.R. Service during the current financial year.

7. All the recommendations summarised in para. 65 of the French Committee relevant to the War Office conformed to existing War Office practice.

Recommendation (xviii) has been taken as not applicable to the War Office since the issue of publicity literature is confined to recruitment literature for which it would be clearly inappropriate to charge.

Further economies

8. The War Office will continue to keep the organisation of the Directorate of Public Relations under constant review, with a view to introducing any improvements in methods or reductions in staff or expenditure which are consistent with maintaining the efficiency of the services. Whilst it is believed that all possible economies have already been achieved, the Department will not hesitate to improve on what has already been done or to take advantage of any change in the existing situation which might justify the imposition of further reductions.

EXPENDITURE ON PUBLICITY AND ADVERTISING

Financial Year (A)	Provision on the Dept's Own Vote		Provision on C.O.I. Vote (D)	H.M.S.O. (By C.O.I. on behalf of W.D.) (E)	Totals (F)
	Salaries (B)	Operational (C)			
1949/50	£ 114,500	£ 116,700	£ 220,700	£ 8,000	£ 459,900
1950/51	99,900	93,970	177,484 rounded to 177,500	13,000	384,370

ANNEX 5

PUBLIC RELATIONS STAFF

Memorandum by the War Office

The following information is given in reply to enquiries by the Sub-Committee as to the numbers of Public Relations staff employed by the War Department.

The numbers of Public Relations staff on the 1st May, 1950, in the War Office, home commands and overseas commands are shown in the following table:—

	Home			
	Military		Civilian	
	Officers	O.Rs.	Officers	Other Grades
War Office	9	—	7	10
Commands	12	1	1	6
Army Mobile Information Unit	7	18	—	—
	28	19	8	16
	—	—	—	—
	Overseas			
	Military		Civilian	
	Officers	O.Rs.	Officers	Other Grades
M.E.L.F.	8	6	—	15
B.A.O.R.	11	9	—	15
F.A.R.E.L.F.	10	4	—	2
B.E.T.FOR.	1	2	—	—
B.T.A.	1	1	—	—
	31	22	—	32
	—	—	—	—

The reductions in the authorised establishment between 1st April, 1949, and the 1st April, 1950, amount to 9 military officers (3 in the War Office, 3 in home commands and 3 overseas), 11 other ranks (2 in home commands and 9 overseas) and 3 "other grade" civilians (all in the War Office); as against this there was an increase in the War Office staff of 2 "officer grade" civilians due to the civilianisation of certain posts previously held by military personnel.

20th May, 1950.

ANNEX 6

AIR MINISTRY PUBLICITY AND ADVERTISING

Memorandum by the Air Ministry

The provision for publicity and advertising in Air Estimates, 1950-51, is as follows:—

Vote 9, Subhead F—£40,500.

In addition, Vote 2, Subhead D (Grants to Territorial and Auxiliary Forces Associations) includes £20,000 in respect of local publicity directed by the Associations.

2. The broader estimate for Air Ministry publicity in 1950-51, taking into account staff costs and money to be spent on allied services by the Central Office of Information, is:—

	Salaries and expenses of Information Staff	Air Ministry operational expenses	Provision on C.O.I. Vote	Provision on H.M.S.O. Vote	Total
1950-51	£50,525	£52,100	£185,500	£15,000	£303,125
(1949-50)	(£50,200)	(£66,200)	(£232,000)	(£10,000)	(£358,400)

Notes.

(i) In Cmd. 7697, the Air Ministry figures for 1949-50 were misprinted. The correct figures are shown in brackets above.

(ii) The sum of £50,525 for salaries and expenses of information staff, unlike the 1949-50 figure, includes an estimated amount—£1,125—for travelling and hospitality.

(iii) Air Ministry operational costs at £52,100 are less by £8,400 than the total of the two sums shown in paragraph 1. This is because the White Paper figures relate to expenditure on information services only, while the Vote 9 Subhead F figure includes some elements—e.g., the cost of advertising vacancies for civilian staff, etc.—not treated in the White Paper as being expenditure on information services.

3. *How estimates are compiled.* It is the duty of the finance division concerned with expenditure on publicity, as of other finance divisions, to make any contribution it can to the task of limiting the Estimates to the sum approved by the Government. However, publicity expenditure on Air Ministry Votes is only about one part in 4,000 of the Air Estimates, and the programme must therefore primarily be determined on its own merits. In fact, since the efficiency of the force is so largely affected by regular recruiting, it would be false economy to reduce publicity to below what produces a reasonable return. Accordingly, the programme is fixed at the level which, in the light of past experience and expert advice, seems likely to produce worthwhile results. Much the same process is followed in regard to the provision in C.O.I. estimates, with the exception that the claims of the Air Ministry on C.O.I. resources are weighed centrally against the claims of other Departments.

4. *The relation of the Air Ministry Information Division to the C.O.I.* This follows the standard pattern described in the Report of the Central Office for 1947-48 quoted in paragraph 10 of the French Report (Cmd. 7836). The Information Division is responsible for issuing material to the Press and the B.B.C., arranging Press conferences, initiating sponsored visits by journalists and others to R.A.F. stations, and so on, in addition to straightforward recruiting publicity. The expert services of the C.O.I. are used for Press and poster advertising campaigns, recruiting films, the lay-out of recruiting literature and exhibitions: mainly as allied services but to a small extent as agency services also.

5. *The objects of publicity.* There are two main objects:—

(a) To inform the public about the activities of the Royal Air Force, *i.e.*, the basic task of telling the citizen what the Government is doing in his name and with his money.

(b) To stimulate recruiting for the regular and the auxiliary and reserve forces. The first assists the second: to keep the Royal Air Force in the public eye helps to obtain recruits. Particularly now that the need for recruits is so pressing, all information services have to be examined in the light of their value for recruiting, and publicity for recruiting accounts for the great majority of expenditure.

6. *Results.* Neither of the two efforts described in the preceding paragraph throws up results that can be measured exactly. So far as the first is concerned, the amount of unpaid publicity given to the R.A.F. in the Press, the newsreels and broadcasting enables any member of the public who is so inclined to be reasonably well informed, within security limits, on the activities of the force. So far as recruiting is concerned, there is good evidence that in present circumstances recruiting is affected very considerably by publicity and that a reduction in Press advertising would be followed by a fall in recruiting. One of the Air Ministry scientific sections reported in early 1949, after a detailed study devoted specifically to R.A.F. recruiting, "The main conclusion is that no recruiting campaign should be undertaken without as much newspaper advertising as possible and that if for any reason newspaper advertising is allowed to fall we must expect a fall in recruitment." Further evidence is provided by the fact that 90 per cent. of the inquiries received in connection with recruiting for R.A.F. apprentices are in reply to Press advertisements. The true test, of course, is not the number of recruits obtained but the proportion of that number whose decision to join up was determined, or perhaps only influenced, by recruiting publicity. Press advertising is "keyed", so that results can be studied, and the serious inquiries received at any R.A.F. stand at an exhibition or outdoor show are similarly recorded. The relative value of the various media can therefore be assessed in broad terms. While no precise assessment can be made of the total volume of recruiting that is due to publicity, the indications are that recruiting publicity certainly achieves a degree of success commensurate with its cost.

7. *Economies.* A good deal has been done to reduce publicity expenditure in 1950-51, as compared with 1949-50, and to see that the most effective media are used. During the greater part of 1949-50, expenditure by C.O.I. on Air Ministry Press and poster advertising was at the annual rates of £100,000 and £95,000 respectively. For 1950-51 the total has been reduced to £157,500, of which £113,500 will be spent on Press advertising and only £44,000 on posters. So far as direct Air Ministry expenditure is concerned, the provision under Vote 9 Subhead F, has been reduced from £55,000 to £40,500. The staff of the Air Ministry Information Division has been cut during 1949-50 by more than 20 per cent., although the money saving has been offset by normal incremental progression, the payment of foreign service allowances, and similar increased costs. No further major economies are contemplated but economies in detail will continue to be sought.

8. *Recommendations of the French Committee.* The Department's policy and practice are in accord with the recommendations of the French Committee.

6th April, 1950.

ANNEX 7

EXPENDITURE ON PUBLICITY AND INFORMATION STAFF

Supplementary Memorandum by the Air Ministry

1. Air Ministry witnesses gave evidence at a meeting of Sub-Committee C of the Select Committee on Estimates, on 9th May, 1950.

2. As a result of this meeting, the Air Ministry was asked to provide further information on certain matters relating to the department's expenditure on publicity. This additional information is now submitted as follows:—

A.—Air Ministry expenditure on publicity.

I.—Operational costs.

II.—Staff costs.

B.—Variation in the staff numbers and the cost of the Air Ministry Information Division (1949-50).

A. AIR MINISTRY EXPENDITURE ON PUBLICITY

Part I—Operational costs, including those borne on the C.O.I. Vote

	1947-48	1948-49	1949-50 (In part estimated)	1950-51 (Estimate)
	£	£	£	£
Press Advertising	60,600	68,500	100,000	113,500
Poster Advertising	78,807	60,100	95,000	44,000
Films	5,800	9,692	13,460	11,845
Exhibitions	23,150	16,524	10,942	23,000
Publications	13,664	20,068	10,183	15,160
Local expenditure by Territorial and Auxiliary Forces Associations	2,100	14,000	15,000	20,000
Local expenditure by Recruiting Officers	2,605	1,314	1,560	1,600
Window Display Material	3,234	4,777	1,312	6,500
Miscellaneous		2,900	1,356	8,591
C.O.I. overheads	Not segregated	23,595	20,557	8,404
Totals	£189,960	£221,470	£269,370	£252,600

Part II—Staff costs

1. The Air Ministry Information Division is organised in two main branches, one dealing with information work, including the Press section, and one dealing with publicity work. There is also some staff—*e.g.*, the Chief Information Officer and his deputy—included in neither branch.

2. Annual costs as at 1st April, 1950, are:—

	£
Information branch	28,115
Publicity branch	14,690
Other staff	7,720
	<u>£50,525</u>

Note:

The whole of the operational costs are incurred on recruiting for the Royal Air Force and its reserve and auxiliary forces.

As regards staff costs, the activities of both branches of the Information Division are primarily directed towards the same objective, by securing paid and unpaid publicity. If the recruiting problem did not exist, the staff required for information services pure and simple would be very small.

B. AIR MINISTRY INFORMATION DIVISION—VARIATION IN STAFF NUMBERS AND COST (1949-50)

1. Numbers and cost at 1st April, 1949, and 1st April, 1950, were as follows:—

	Numbers	Annual Cost £
1st April, 1949	97	50,200
1st April, 1950	76	49,400*
Difference	-21	-£800

2. Staff reductions comprise 1 Senior Executive Officer, 6 clerical staff and 15 airmen, offset by the addition of 1 Senior Information Officer.

3. Variations in cost are:—

<i>Reductions</i>		<i>Additions</i>	
£		£	
7 Civilian Staff	1,800	1 Senior Inf. Officer ...	920
15 Airmen	4,040	Foreign Service allowances	2,755
National Insurance contributions	220	Increments, overtime and extra duty allowances ...	1,250
		Replacement of women by men	335
	<u>£6,060</u>		<u>£5,260</u>

*Note: The addition of expenditure on travelling and hospitality brings the total estimated expenditure in 1950-51 to £50,525.

25th May, 1950.

ANNEX 8

HOME OFFICE PUBLICITY AND ADVERTISING

Memorandum by the Home Office

Estimated Expenditure 1950-51

1. Details of the estimated expenditure in respect of Home Office publicity and advertising activities for the year 1950-51 are given in Appendix A.

Comparison between 1949-50 and 1950-51 Estimates

2. The following is a comparison between the 1949-50 and 1950-51 Estimates, set out in the form adopted in Cmd. 7697.

<i>Provision on Home Office Vote.</i>	1949-50 £	1950-51 £
Salaries and expenses of Public Relations Staff ...	5,700	†5,800
Operational expenses	nil	nil
Provision on C.O.I. Vote	41,500	129,500
Provision on H.M.S.O. Vote	200	8,000
	<u>£47,400</u>	<u>£143,300</u>

† Travelling and incidental expenses of Public Relations Branch staff are borne on Subhead A.2 of the Home Office Vote.

3. Of the total of £143,300 for 1950-51 Civil Defence Recruitment publicity accounts for £112,400 leaving £30,900 for other activities. As Civil Defence Recruitment was not included in the provision for 1949-50, other publicity activities have declined in 1950-51 by £10,500 as compared with £41,700 in 1949-50.

Publicity and Advertising Activities

4. The publicity and advertising activities of the Home Office cover the following subjects:—

- (a) Recruitment for Civil Defence. (Appendix B.)
- (b) Education of the public for the prevention of burglary and similar offences. (Appendix C.)
- (c) Education of the public in the prevention of fire. (Appendix D.)
- (d) Information to magistrates and others on prison and other sentences. (Appendix E.)
- (e) Information to the public about the Electoral Register. (Appendix F.)
- (f) The encouragement of foster parents for children deprived of normal care. (Appendix G.)

Details of the above subjects are set out in the appendices shown above.

Method of Estimating Publicity Requirements. Financial Procedure

5. In September of each year the Central Office of Information asks the Public Relations Branch to state what services it is likely to require from the Central Office of Information in the financial year starting in the following April. The Public Relations Branch consults the Divisions of the Home Office about their likely publicity requirements. Public Relations Branch compiles an estimate of the total Home Office requirements and after discussion with the Finance Officer and with the latter's concurrence submits it to the Permanent Under Secretary of State for agreement or decision. Public Relations Branch then sends the estimate to the Central Office of Information.

In March the following year Public Relations Branch informs the Divisions of the Home Office of the provision for their requirements included in the Central Office of Information estimates. In the absence of any change in circumstances rendering publicity unnecessary these requirements are worked out in detail with the Central Office of Information.

Public Relations Branch submits the final plans through the Permanent Under Secretary of State to the Secretary of State for his approval both of the material and the methods of publicity. Public Relations Branch then sends to the Central Office of Information formal request letters agreed with the Finance Branch. The Central Office of Information obtain Treasury authority for the particular expenditure.

6. The present organisation of the Public Relations Branch of the Home Office is shown in Appendix H.

Action taken on the French Committee Report

7. Action taken by the Home Office on the recommendations in the Report of the Committee on the Cost of Home Information Services is shown in Appendix J.

APPENDIX A

HOME OFFICE PUBLICITY AND ADVERTISING ACTIVITIES

*Home Office Vote—Class III**Salaries and Expenses* of Staff*

<i>Nature of Service</i>		<i>Estimate provision</i>
		£
A.1.	Salaries of Public Relations Branch	5,810
<i>Operational Expenses</i>	... ..	Nil
Total Estimate Provision on Home Office Vote		£5,810

* Travelling and incidental expenses of Public Relations Branch staff are included in the general provision in subhead A.2 of the Home Office Vote.

HOME OFFICE PUBLICITY ACTIVITIES BORNE ON CENTRAL OFFICE OF INFORMATION VOTE

<i>Nature of Service</i>	<i>Estimate provision</i>
	£
Press Advertising	32,000
Posters	20,400
Publications	730
Films	14,990
Photographs	821
Exhibitions	19,000
Social Surveys	2,000
Operational Total	89,941
Overheads	31,559
Contingency Provision	8,000
	£129,500

HOME OFFICE PUBLICITY ACTIVITIES BORNE ON H.M. STATIONERY OFFICE VOTE

	£
Proportion of total Home Office allied services expenditure attributable to publicity	8,000
Total	£143,330

APPENDIX B

CIVIL DEFENCE RECRUITMENT PUBLICITY

1. Civil Defence Recruitment Publicity since it started in November, 1949, falls into three distinct phases.

(a) The period between the opening of Civil Defence recruitment and the announcement of the date of the General Election. (November 15th, 1949, to January 10th, 1950.)

(b) The period from the opening of the press advertising programme on March 12th, 1950, to the present time.

(c) The autumn and winter, 1950-51

2. Commitments already undertaken

	£
(a) Enrolment forms	} 6,500
Factual leaflets	
Posters for enrolment centres and for general free display	
(b) Press advertising in National and provincial morning, evening and weekly papers	19,500
Production and printing of double crown posters for display on free sites	2,000
(c) Survey of public opinion about Civil Defence	2,000
	£30,000

Recruitment publicity already undertaken

3. (a) The Home Secretary announced the opening of recruiting for the four services concerned with Civil Defence at a general Press conference held on November 14th, 1949. On the same day he broadcast an appeal for recruits after the 9 p.m. news in the B.B.C.'s Home Service. Subsequently during the first period the Home Secretary made a number of speeches on Civil Defence. These speeches were widely reported in the national, provincial and local press.

(b) On March 12th, 1950, an interim press advertising campaign in the national and provincial press was begun. All local authorities responsible for the recruitment of divisions of the Civil Defence Corps and of Auxiliary Fire Service and also Chief Constables in respect of the Special Constabulary were asked to time their own recruiting activities to coincide with the press advertising.

The Home Secretary appealed to the members of Civil Defence Associations to re-join and to bring in at least one new recruit.

The aims of this publicity

4. During the first period the Home Office hoped without publicity expenditure to achieve a flow of recruits which would not overtax the resources of local authorities in instructors, premises and equipment. The result fell a long way short of requirements and expectations. During the second period the Home Office aimed to support the recruiting efforts by local authorities, to ensure that the general public were aware of the need for recruits for Civil Defence, and to persuade those members of the Civil Defence Associations and others who might be expected to make an early response to a call to duty to join one or other of the services concerned with Civil Defence.

5. The survey of public opinion about Civil Defence was undertaken during the period between the General Election and the start of press advertising. By this survey, which the Social Survey of the Central Office of Information carried out, the Home Office hopes not only to obtain information on which the autumn publicity efforts will be based but also a measure of public awareness of the need for Civil Defence.

Results achieved so far

6. (a) Up to January 28th, 1950, the numbers recruited to the Services concerned with Civil Defence in England and Wales were as follows:—

Civil Defence Corps	...	...	...	...	...	21,477
Auxiliary Fire Service	...	...	...	...	...	2,933
National Hospital Service Reserve	...	...	...	...	...	1,824
Special Constabulary	...	...	...	...	...	5,310

The Special Constabulary is, of course, recruiting for service now.

(b) As Press advertising started on March 12th and figures are available for the period January 28th to March 31st only, it would be difficult to detect the results of press advertising.

The figures are as follows:—

Civil Defence Corps	...	...	...	...	...	24,649
Auxiliary Fire Service	...	...	...	...	...	3,279
National Hospital Service Reserve	...	...	...	...	...	2,547
Special Constabulary	...	...	...	...	...	7,146

The Home Office aimed to get one new recruit for each member of the Civil Defence Corps on January 28th by the end of April, 1950. Alternatively the target is one per thousand of population whichever is the greater. The next recruiting return after March 31st is in respect of the position on June 30th. The full result of the March-April drive will therefore not be known until after June 30th.

Publicity planned for the future

7. The main weight of Civil Defence recruitment publicity will fall in the autumn and winter, 1950-51. The number of recruits required for the Civil Defence Services by far exceeds those already obtained. The Home Office hope that by the end of the present financial year the position will have improved substantially.

The cost of publicity borne on C.O.I. vote is estimated at:—

Press Advertising in National, Provincial and local press	...	...	...	...	...	£ 30,000
16 sheet posters for public hoardings	...	...	...	...	...	20,400
1-reel recruiting film	...	...	...	...	...	3,000
6 touring exhibitions	...	...	...	...	...	19,000
Social survey of public opinion on Civil Defence	...	...	...	...	...	2,000
						<hr/> 74,400
Plus C.O.I. overheads	...	...	...	...	...	30,000
						<hr/> 104,400
Cost of printing posters borne on H.M.S.O. vote	...	...	...	...	...	8,000
Total	...	...	...	...	...	<hr/>£112,400

The major part of this expenditure will be concentrated in support of the recruiting activities of a selected number of local authorities.

The social survey will be used as a measure of the effectiveness of publicity.

APPENDIX C

EDUCATION OF THE PUBLIC FOR THE PREVENTION OF BURGLARY AND SIMILAR OFFENCES

In view of the increase in recent years of nearly 90 per cent. in crimes of burglary and housebreaking compared with pre-war, the Home Office considered that the duty to educate the public in the elementary steps they can take to protect their property and so assist in reducing the risk of this particular branch of crime was one which the Government ought to assume.

The publicity material prepared for this purpose is:

	<i>Cost</i>
(a) Three sets of a touring exhibition for use by chief officers of police on sites selected by them.	£7,800 of which the insurance companies have contributed £2,500.
(b) 1-reel film for showing in cinemas	£4,000.
(c) Display sets for showing on Central Office of Information sites and on sites selected by chief officers of police	£600

This expenditure fell partly in the financial year 1949-50 when the sum of £2,468 was spent. New expenditure for 1950-51 will be limited to maintenance and renovation of the three sets of the touring exhibition.

APPENDIX D

EDUCATION OF THE PUBLIC IN THE PREVENTION OF FIRE

With a view to reducing the very large number of fires, 36,402 in residential premises in 1947, and the serious loss of life and property which they involve, the Home Office came to the conclusion that the best course was to draw the attention of the public to the need for greater care in their every day activities in the home and place before them the knowledge which will ensure a reasonable degree of safety from fire.

Publicity designed to attain this object consists of:

(a) A booklet containing the Fire Prevention Code to be sold by H.M. Stationery Office.	
(b) Double crown posters for display on free sites under arrangements made by Fire Prevention Officers	C.O.I. Cost £206
(c) Display set for circulation to C.O.I. sites and for use by Fire Prevention Officers	£600
(d) One-reel film for theatrical showing sponsored jointly by Home Office and Scottish Office	£2,500
(e) Touring Exhibition for use by Fire Prevention Officers and local authorities	£3,000
(f) One trailer film	£800

This publicity will begin towards the end of May, 1950. Comparatively little expenditure will be incurred after the present financial year.

APPENDIX E

INFORMATION TO MAGISTRATES AND OTHERS RESPONSIBLE FOR ADMINISTERING JUSTICE ON THE EFFECT OF PRISON SENTENCES AND PRISON CONDITIONS

The Criminal Justice Act, 1948, made far reaching changes, including the creation of completely new forms of sentence, such as corrective training. It is essential that the persons responsible for administering justice should be fully informed of the various types of sentence and the arrangements made for the treatment of those on whom the new sentences are imposed. The Lord Chief Justice and other High Court Judges have called attention to the need for explanatory material.

The Home Office have produced a four-reel film showing daily life in prison and the effect of imprisonment in four individual cases, together with a revised edition of the booklet "Prisons and Borstals" to be sold by H.M. Stationery Office.

The cost of the film which fell mainly in the financial year 1949-1950 was approximately £16,000.

No provision will be made for any other publicity until the effect of the prison film has been seen.

APPENDIX F

INFORMATION TO THE PUBLIC ABOUT THE ELECTORAL REGISTER

In view of the importance of ensuring that the lists of electors should be as complete as possible, the Home Secretary decided that, in addition to his own broadcasts and the press notices issued from time to time, advertisements should be inserted in the national and provincial newspapers telling the public that the lists were on view and reminding them of the importance of seeing that their names were included.

The cost in the financial year 1949-1950 was £3,400. As only one list of electors will be prepared in 1950-1951, the cost is estimated to be £1,700.

APPENDIX G

PUBLICITY TO OBTAIN FOSTER PARENTS FOR CHILDREN DEPRIVED OF NORMAL CARE

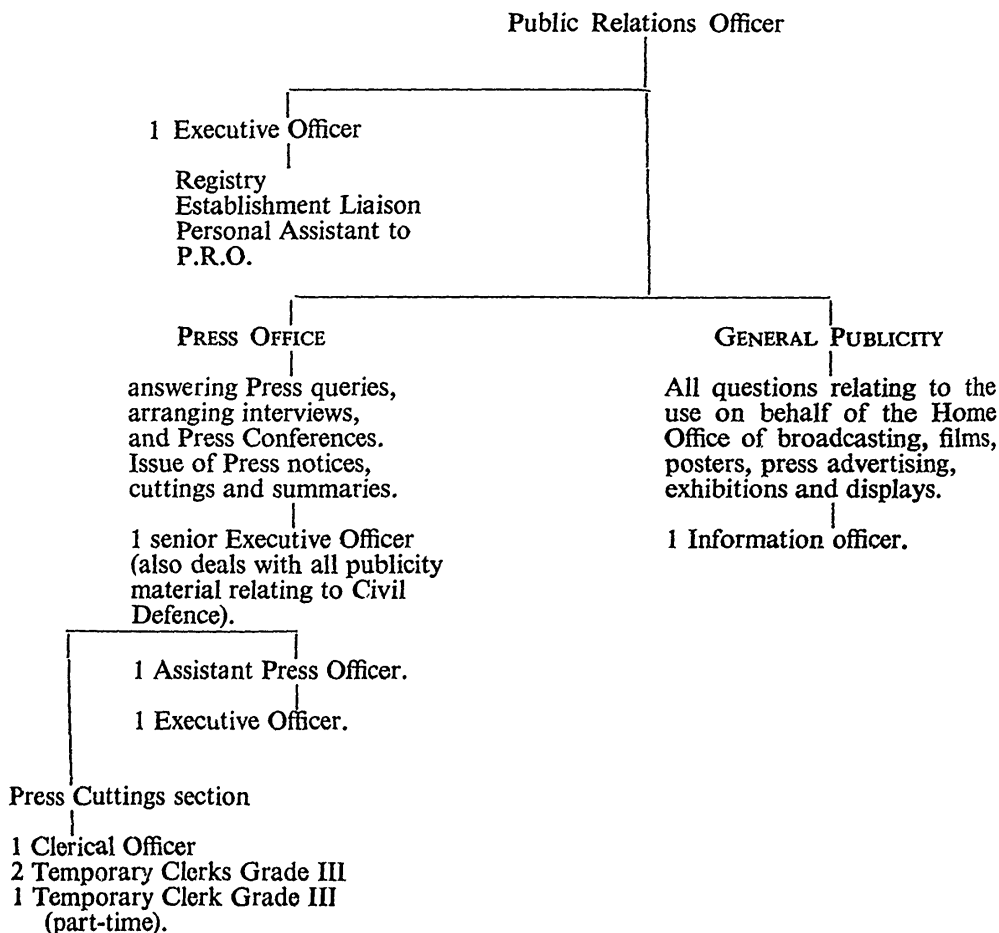
The Children Act, 1948, which was based on the recommendations of the Curtis Committee, among other provisions requires local authorities to board out any child in their care, unless it is not practicable or desirable for the time being to do so. There are some 30,000 children in the care of local authorities living in homes and nurseries. Of these, 20,000 are likely to be suitable for boarding out and for them foster parents should be found. While the most important reason for boarding out children is to provide the form of care nearest to family life, a considerable financial saving is achieved when a child is boarded out.

Publicity designed to obtain foster parents consists of:

	<i>Cost</i>
(a) A two-reel film for theatrical and non-theatrical showing ...	£5,000
(b) A display set for use by Children's Officers in W.V.S. centres, Women's Institutes etc.	£600

APPENDIX H

PUBLIC RELATIONS BRANCH. HOME OFFICE.



APPENDIX J

ACTION TAKEN ON RECOMMENDATIONS OF FRENCH COMMITTEE REPORT

Recommendation (I)—Reduction in Expenditure

With the opening of Civil Defence recruitment and the consequent need of publicity to secure recruits it was not possible to reduce expenditure on advertising and publicity. Estimated expenditure on publicity activities other than Civil Defence has been reduced by £10,500 from £41,500 to £30,930.

Recommendation (VI)—Transfer of Pockets of Publicity Work

There are no such pockets of publicity work among Home Office activities.

Recommendations (VII) (VIII) & (XI)—General Principles

These are all observed as far as practicable. The Social Survey is being used to measure the results of Civil Defence Recruitment Publicity.

Recommendation (X)—Control of Expenditure

All requests to the Central Office of Information receive the approval of the head of the Division or Branch at the Home Office and the Permanent Under Secretary of State.

Recommendations (XII) and (XIII)—Press and Poster Advertising

Poster advertising is undertaken for the Civil Defence recruitment only; Press advertising for Civil Defence Recruitment and for factual information about the Register of Electors.

Press and Poster advertising for Civil Defence will be concentrated in selected local authority areas.

Recommendation (XIV)—Films

This is a Home Office practice.

Recommendation (XVII)—Exhibitions

This is a Home Office practice.

Recommendation (XVIII)—Publications

A free issue is made of the booklet "Prisons and Borstals" to magistrates and others responsible for the administration of justice. Otherwise all Home Office publicity literature is sold.

Recommendation (XIX)—Organisation and Staffing

This has been reviewed.

Recommendation (XX)—Co-operation with non-Government Interests

With Insurance Companies co-operation has been achieved in publicity for the prevention of burglary.

26th April, 1950.

ANNEX 9

ROAD SAFETY PUBLICITY

*Memorandum by the Ministry of Transport**Preamble*

A Committee on Road Safety was set up in December, 1943, to report on matters covered by the following terms of reference:—

"To consider and frame such plans as are possible for reducing accidents on the roads and for securing improvements in the conduct of road users in the interests of safety; and to review the recommendations of the Select Committee of the House of Lords on the Prevention of Road Accidents, and to advise on those which should be adopted as measures of post-war policy for the reduction of accidents."

In their Interim Report of December, 1944, the Committee recommended that there should be a persistent and continuous road safety propaganda campaign in which the local authorities and the Royal Society for the Prevention of Accidents should play an important part. This recommendation was accepted and in November, 1945, a propaganda campaign was launched and has been continued since that date.

Character of the campaign

The campaign falls into three parts, viz. :—

1. The national publicity campaign, the cost of which is borne by central funds.
2. Local campaigns conducted by local authorities with the aid of a 50 per cent. grant from the Road Fund, and
3. The activities of the Royal Society for the Prevention of Accidents, the cost of which is assisted by a subvention from central funds.

The national campaign

The national campaign comprises Press and poster advertisements and the making of road safety films. The preparation of the Press and poster publicity material is undertaken by advertising agents appointed by Central Office of Information and there is the closest collaboration between the agents and the two Government Departments concerned. Central Office of Information are responsible for the conduct of the campaign but the material used is subject to the approval of the Ministry of Transport. These arrangements accord with the recommendations made in Cmd. 7836. The national campaign on the scale proposed is intended primarily to afford a background for the local authorities' schemes (see below). A great deal of free publicity by way of editorials and correspondence in the Press results from the national and local campaigns.

The making of films on road safety subjects is undertaken by Central Office of Information on behalf of the Ministry of Transport but here again there is the closest collaboration between the two Departments and the film producers.

Local authorities' schemes

In November, 1945, local authorities (County Councils, County Borough Councils, Borough Councils and Urban District Councils) were invited to set up local safety organisations on which as a minimum the Police, the local authority, the local education authority and the Royal Society for the Prevention of Accidents would be represented, to prepare local road safety propaganda schemes. The authorities were offered 50 per cent. grant from the Road Fund towards the cost of approved expenditure incurred on these schemes. The response of the local authorities has been excellent and there are some thousand local road safety organisations in existence.

Royal Society for the Prevention of Accidents

In order that expert advice and assistance might be available to the local authorities on the preparation and conduct of their local schemes it was decided in 1945 to expand the area organisation of the Royal Society for the Prevention of Accidents so that experienced officers could serve on the local authorities' safety organisation. The Society were also in a position to prepare and supply at reasonable charges material suitable for local publicity, National Safety Weeks, etc. The Society clearly could not undertake this work from their own resources as their funds are restricted to income from subscriptions. It was accordingly agreed that the Society's annual programme and estimates should be considered and approved by the Ministry of Transport and the Treasury and in so far as the expenditure involved could not be met from their own resources it should be found from central funds.

Effect of the campaign

The precise effect of road safety propaganda could only be determined if there were two periods in which all relevant factors were precisely the same, except that a propaganda campaign was conducted in one period and not in the other. There are no such comparable periods but an attempt has been made to assess the relation between the accident figures since the start of the propaganda campaign with those for the year 1938, the last complete year in which conditions were normal and there was no propaganda campaign of the kind conducted since November, 1945. As a result of this assessment, which necessitated estimating vehicle mileage, it was clear that the figures for road casualties since 1946 have been appreciably lower in relation to the 1938 level than have the corresponding figures in the case of vehicle mileage. While there are many factors to be taken into consideration, this is regarded as affording an indication that the propaganda campaign has had a good effect on the accident position as compared with 1938.

It may be of interest to know that a well known economist (Professor J. H. Jones of Leeds University) has estimated that road accidents cost the country £100,000,000 per annum.

Future of campaign

For the future, the Ministry of Transport is of the opinion that if the propaganda campaign was discontinued or the expenditure on it further reduced the accident figures would increase.

Expenditure

The estimated cost in 1950-51 of the three aspects of the campaign outlined in this memorandum is shown below:—

1. National Campaign

Press advertisements	...	...	...	...	...	£	50,000
Posters	...	...	...	...	...		30,000
Films and miscellaneous publicity	...	...	...	...	..		20,000
							<hr/>
							£100,000
2. Grants to local authorities	...	...	...	...	...		200,000
3. Subvention to the R.S.P.A.	...	...	...	...	...		93,000
							<hr/>
							£393,000

Every effort has been made to reduce expenditure on road safety propaganda while at the same time keeping the campaign at a level likely to maintain its efficacy. For the year 1949-50 the total estimated cost of the campaign was £483,000 as shown in Cmd. 7697.

April, 1950.

ANNEX 10

ROAD SAFETY PUBLICITY

Supplementary Memorandum by the Ministry of Transport

1. "Road Fund publicity" is restricted to road safety propaganda and details of expenditure on this work for the years 1947-48 to 1950-51 inclusive are given in paragraph 3 of this memorandum. These figures do not include the salaries of Ministry of Transport staff engaged on road safety propaganda work. Many of the officers concerned are responsible for work other than road safety propaganda and their salaries are not apportioned between their various duties. An estimate of the proportion of the time spent by each officer on road safety propaganda work is shown in paragraph 4 of this memorandum. It is estimated that in each of the four years 1947-48 to 1950-51 approximately £3,000 of the salaries of officers of the Highways (Traffic and Safety) Division and £1,000 of the salaries of the officers of the Information Division relate to road safety propaganda work.

The total salaries of the Information Division officers for each of the four years referred to is shown below:—

						£	
1947-48	...	...	...	...	...		5,754
1948-49	...	...	...	...	...		5,919
1949-50	...	...	...	...	...		6,178
1950-51	..	...	...	...	...		5,728 (estimated)

The make up of the sum of £334,800 shown in Cmd. 7949 as Road Fund operational expenses (estimated) is shown below:—

						£	
Grants to Local Authorities	...	...	...	...	...		150,000
Subvention to the Royal Society for the Prevention of Accidents	...	..	...	...	...		93,000
National Campaign	..	..	...	...	...		90,800
Highway Code	...	...	...	...	...		1,000
							<hr/>
							£334,800

The difference of £58,200 between this figure and the figure of £393,000 shown in this Department's memorandum of April, 1950, is explained as follows:—

(a) *Grants to Local Authorities*

The Ministry of Transport estimate of £200,000 shown in the Department's memorandum relates to new *commitments* in 1950-51 in respect of the programme for that year. The figure of £150,000 included in the £334,800 in Cmd. 7949 represents estimated *payments* chargeable to the Road Fund Vote for 1950-51 on account of expenditure incurred in previous years as well as in 1950-51.

(b) *Central Office of Information agency services*

The figure of £90,800 included in Cmd. 7949 is the sum provided by Central Office of Information in their current year's Vote; the £100,000 in the Department's memorandum is the Ministry's estimate of the cost of the programme for the current year.

(c) *Highway Code*

The estimates included in this Department's earlier memorandum did not include a provisional sum of £1,000 in respect of the Highway Code.

Thus the difference of £58,200 is explained by adding to the figures shown in Cmd. 7949 the amounts of £50,000 and £9,200 explained respectively at (a) and (b) above and deducting the sum of £1,000 referred to at (c) above.

2. No reliable figures of vehicle mileage for either pre-war or post-war years are available. As stated in this Department's earlier memorandum an attempt was recently made to assess the effect of the propaganda campaign and for this purpose it was necessary to make an assessment of vehicle mileage. For the year 1938 the assessment was based on estimates made in that year and for the post-war years on the vehicles licensed and the fuel issued. The result of this assessment is given below, but it must be emphasised that the figures of vehicle mileage are subject to a considerable degree of probable error. Moreover the factors which affect road accidents are so variable and to a considerable extent so interdependent that the Department does not claim that the apparent proportionate reduction in road accidents is entirely attributable to propaganda: they merely suggest that it affords an indication that propaganda has not been without effect on the road accident figures.

It is regretted that no adequate data are yet available on which an assessment of the position in 1950 could be based.

Estimated total vehicle mileage (with percentages of 1938) (Millions)

	1938	1946	1947	1948	1949
P.S.V.'s	1,500 (100%)	1,800 (120%)	1,930 (129%)	2,120 (141%)	2,290 (153%)
Goods Vehicles	8,000 (100%)	8,200 (103%)	9,800 (122%)	9,500 (119%)	10,000 (125%)
Private Cars and Motor Cycles	19,000 (100%)	9,500 (50%)	11,000 (58%)	8,500 (45%)	10,800 (57%)
Taxis	550 (100%)	750 (136%)	850 (155%)	1,050 (191%)	1,050 (191%)
Total ...	29,050	20,250	23,580	21,170	24,140
<i>Percentage of 1938 ...</i>	100%	70%	81%	73%	83%

Numbers killed and injured on roads (with percentages of 1938)

	1938	1946	1947	1948	1949
Killed	6,599 (100%)	5,062 (77%)	4,881 (74%)	4,513 (69%)	4,773 (72%)
Seriously injured	50,975 (100%)	36,588 (72%)	35,697 (70%)	33,067 (65%)	43,410 (85%)
Slightly injured	175,878 (100%)	120,896 (69%)	125,621 (72%)	115,817 (66%)	128,596 (73%)
Total ...	233,452	162,546	166,199	153,397	176,779
<i>Percentage of 1938 ...</i>	100%	70%	72%	66%	76%

Using the above figures of vehicle mileage and casualties the numbers of vehicle-miles per casualty are as follows:—

124,000 125,000 142,000 138,000 136,000

The Road Research Laboratory report on the Sample Traffic Census, August 1949, includes the following paragraph:—

“The figures show that there are now about 20 per cent. fewer casualties per vehicle-mile than there were in 1938. This change in the accident rate may be partly due to the fewer opportunities for collisions brought about by the reduced flow, but probably other factors have also been operating to contribute to the improvement.”

The number of vehicles licensed in each of the years 1937, 1938 and 1946 to 1949 are shown below. (Figures for 1950 are not yet available.)

	YEAR					
	1937	1938	1946	1947	1948	1949
Number of road vehicles (other than Agricultural Engines and Tractors) licensed in September quarter (thousands)	2,913	3,066	2,968	3,338	3,505	3,846

The figures of road casualties for the years referred to and the first quarter of 1950 are as follows:—

	1937	1938	1946	1947	1948	1949	1st Quarter 1950
Number of road casualties							
Killed—							
Under age 15	(Not available)	(Not available)	1,060	958	1,035	965	201
Over age 15	(Not available)	(Not available)	4,002	3,923	3,478	3,808	848
Total killed	6,590	6,599	5,062	4,881	4,513	4,773	1,049
Injured—							
Under age 15	(Not available)	(Not available)	29,653	29,456	29,179	37,802	17,454
Over age 15	(Not available)	(Not available)	127,831	131,862	119,705	134,204	29,437
Total injured	226,357	226,853	157,484	161,318	148,884	172,006	36,891
Killed and injured—							
Under age 15	(Not available)	(Not available)	30,713	30,414	30,214	38,767	7,655
Over age 15	(Not available)	(Not available)	131,833	135,785	123,183	138,012	30,285
Total casualties	232,947	233,452	162,546	166,199	153,397	176,779	37,940

3. Statements showing the detailed estimates of expenditure, and figures of actual expenditure so far as known, on road safety propaganda in the years 1947-48, 1948-49, 1949-50 and 1950-51 are appended.

(a) ESTIMATED COST

1947-48. 1. National Campaign:

	£
Press advertisements	150,000
Posters	220,000
Films and miscellaneous publicity	20,000
	390,000
2. Grants to local authorities	230,000
3. Subvention to the R.S.P.A.	100,000
	£720,000

1948-49.	1. National Campaign:	£
	Press advertisements	100,000
	Posters	150,000
	Films and miscellaneous publicity	20,000
		<u>270,000</u>
	2. Grants to local authorities	230,000
	3. Subvention to the R.S.P.A.	113,000
		<u>£613,000</u>
1949-50.	1. National Campaign:	
	Press advertisements	50,000
	Posters	80,000
	Films and miscellaneous publicity	20,000
		<u>150,000</u>
	2. Grants to local authorities	230,000
	3. Subvention to the R.S.P.A.	100,000
		<u>£480,000</u>
1950-51.	1. National Campaign:	
	Press advertisements	50,000
	Posters	30,000
	Films and miscellaneous publicity	20,000
		<u>100,000</u>
	2. Grants to local authorities	200,000
	3. Subvention to the R.S.P.A.	93,000
		<u>£393,000</u>

(b) (i) ACTUAL EXPENDITURE—NATIONAL CAMPAIGN

	<i>Estimate</i>	<i>Expenditure</i>	<i>Amount cancelled</i>	<i>Payments*</i>
	£	£	£	£
1947-48				
Press Advertisements ...	150,000	135,000	15,000	203,000
Posters	220,000	206,000	14,000	244,000
Films & Miscellaneous ...	20,000	9,000	11,000	43,000†
	<u>390,000</u>	<u>350,000</u>	<u>40,000</u>	<u>490,000</u>
1948-49				
Press Advertisements ...	100,000	96,000	4,000	108,000
Posters	150,000	131,000	19,000	150,000
Films & Miscellaneous ...	20,000	4,000	16,000	11,000
	<u>270,000</u>	<u>231,000</u>	<u>39,000</u>	<u>269,000</u>
1949-50				
Press Advertisements ...	50,000	46,000	4,000	32,000
Posters	80,000	79,000	1,000	84,000
Films & Miscellaneous ...	20,000	31,000‡	—	24,000
	<u>150,000</u>	<u>156,000</u>	<u>5,000</u>	<u>140,000</u>
1950-51				
Press Advertisements ...	50,000	—	—	—
Posters	30,000	—	—	—
Films & Miscellaneous ...	20,000	—	—	—
	<u>100,000</u>			91,000 (estimated)

SUMMARY

1947-48	...	...	390,000	350,000	40,000	490,000
1948-49	...	...	270,000	231,000	39,000	269,000
1949-50	...	...	150,000	156,000	5,000	140,000
			<u>810,000</u>	<u>737,000</u>	<u>84,000</u>	<u>899,000</u>
1950-51	...	...	100,000	—	—	91,000 (estimated)

* Payments include the amounts charged to the Vote on account of expenditure incurred in previous years as well as in the year indicated.

† Includes £34,000 for printing etc. of the Highway Code.

‡ Includes £21,000 for mobile film shows in 1947-48 and 1948-49 which, under Treasury ruling, was reimbursed by the Ministry to the Central Office of Information.

(b) (ii) ACTUAL EXPENDITURE—GRANTS TO LOCAL AUTHORITIES

	1	2	3	4	5	
	<i>Estimated new commitments</i>	<i>Actual new commitments</i>	<i>Amounts cancelled</i>	<i>Payments in the year</i>	<i>Commitments outstanding at end of year</i>	
	£	£	£	£	£	
1946-47	114,000	
1947-48	...	230,000	174,000	37,000	60,000	191,000
1948-49	...	230,000	178,000	59,000	98,000	212,000
1949-50	...	230,000	189,000	63,000	135,000	203,000
		<u>£690,000</u>	<u>£541,000</u>	<u>£159,000</u>	<u>£293,000</u>	<u>£203,000</u>
1950-51	...	200,000	—	—	150,000 (estimated)	—

Explanatory Notes—

(a) The “amounts cancelled” (column 3) represent savings on the approved estimates (column 2, actual new commitments) owing to underspending by local authorities, which has been substantial.

(b) “Payments in the year” (column 4) include payments on account of expenditure incurred in previous years as well as in the year indicated.

(c) There is a considerable time-lag between commitments and payments.

(d) It is not possible to state the actual expenditure in each year because of the long delay on the part of a high proportion of the local authorities in submitting final accounts.

(e) It is thought that, although the Department has lately appealed to local authorities to be “realistic” in drawing up their annual programmes, there may still be considerable cancellations of commitments during the year 1950-51.

(b) (iii) ACTUAL EXPENDITURE—SUBVENTION TO THE ROYAL SOCIETY FOR THE PREVENTION OF ACCIDENTS

		<i>Estimated subvention</i>	<i>Actual subvention</i>	<i>Amount cancelled</i>	<i>Payments in the year</i>
		£	£	£	£
1947-48	...	120,000	109,000	11,000	96,000
1948-49	...	113,000	110,000	3,000	105,000
1949-50	...	100,000	81,000	19,000	100,000
		<u>£333,000</u>	<u>£300,000</u>	<u>£33,000</u>	<u>£301,000</u>
1950-51	...	93,000	—	—	93,000 (estimated)

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NUMBER AND GRADES OF STAFF EMPLOYED ON ROAD SAFETY PROPAGANDA

4. The following is a list of the number and grades of staff employed wholly or partly on road safety propaganda work together with an estimate of the proportion of their time spent on that work.

<i>Highways (Traffic and Safety) Division.</i>		<i>Information Division.</i>	
	Per cent.		Per cent.
1 Assistant Secretary	10	1 Director	15
1 Principal	30	1 Senior Information Officer	5
1 Staff Officer	100	1 Information Officer	25
1 Executive Officer	100	2 Press Officers	5
3 Clerical Officers	100	1 Clerical Officer	10
		1 Typist	5

The staff in Highways (Traffic & Safety) Division who are employed whole time on road safety propaganda work are responsible for the examination of local authorities' estimates and proposals for local campaigns and for the issue of formal grants in respect of the approved expenditure. They are also responsible for day-to-day collaboration with the Royal Society for the Prevention of Accidents on work in connection with the local schemes. The Assistant Secretary and Principal of the Division are responsible, in collaboration with the Information Division, for road safety propaganda policy and for the planning of the national campaign and the examination of advertising material submitted by the advertising agents and Central Office of Information. They are also responsible for policy in relation to the activities of the Royal Society for the Prevention of Accidents and for the general supervision of the Society's work so far as it relates to road safety. The road safety propaganda work carried out in the Information Division of the Department is mainly related to the conduct of the national propaganda campaign.

5. Central Office of Information co-operate with the Department in the conduct of the national road safety campaign. The expenditure incurred by that Department on behalf of the Ministry of Transport is reimbursed to them and is borne by the Road Fund, i.e. Ministry of Transport.

6. When the road safety campaign was inaugurated in November, 1945, local authorities were offered 50 per cent. grants from the Road Fund towards approved expenditure incurred on local propaganda schemes. It was deemed desirable that the local authorities should have the backing of a national campaign conducted by the Ministry of Transport in collaboration with Central Office of Information and it is extremely doubtful whether the local authorities would have afforded their co-operation unless the Government did more than meet a moiety of the local expenditure. Many local authorities considered that the grant from the Road Fund should be on the basis of 75 per cent. or more of the local expenditure. It has been the Department's policy steadily to reduce the expenditure on the national campaign, but for the reasons indicated above it is thought that to dispense altogether with a central campaign would have a bad effect on the local authorities' activities. If grants towards the cost of the local activities were discontinued there is little doubt that the local activities would cease.

7. The results of concentrating posters in and around areas where traffic is heavy and risks of accidents serious cannot readily be assessed by reason of (a) the difficulty of making allowances for other factors affecting road safety and (b) the comparatively recent concentration of posters in these areas as a result of the reduction in expenditure on the national propaganda campaign.

8. The Department employes a press cutting staff, but not solely for road safety. Central Office of Information does not provide a general press cutting service.

9. The Department at present join with C.O.I. experts in discussions with commercial advertising agents. For them to deal direct with such agents without the assistance of the C.O.I. would not involve employment of any extra staff but would of course deprive the Department of expert C.O.I. assistance. Leaflets and pamphlets are not normally used for road safety propaganda purposes, but if it was decided to adopt media of this kind it is expected that the work could be handled without any increase of staff.

10. The Department does not request Central Office of Information to conduct a social survey in connection with road safety propaganda at regular intervals. The cost of such a survey is approximately £1,000. The Department has no machinery for conducting a social survey and the alternative to using the facilities available in Central Office of Information would be to employ a commercial advertising firm. The last survey was undertaken in September, 1948.

ANNEX 11

NATIONAL SAVINGS COMMITTEE PUBLICITY AND ADVERTISING

*Memorandum by the National Savings Committee*1. *For what purposes the money is spent*

The money is spent in order to support the work of the large army of voluntary workers in the National Savings Movement (about 300,000); to sell Government securities, i.e. the National Savings Certificate and the Defence Bond, to the general public, and to obtain deposits in the Post Office and in the Trustee Savings Banks.

Voluntary workers in the National Savings Movement conduct Savings Groups and serve on Local Savings Committees. There are now at work 180,000 Savings Groups in places of employment, in schools, in social organisations and in streets, etc. The total membership of these Groups, as shown by a half-yearly survey, is about 7,000,000. A Social Survey in 1948 showed that about 45 per cent. of the population either have been or are members of Savings Groups. There are 1,300 Local Savings Committees in England and Wales.

Special publicity is essential to keep this vast organisation functioning at a reasonable level of efficiency. Special posters and leaflets are required from time to time for the Savings Groups in industry, for those in schools and in social organisations etc.

There are 85 Trustee Savings Banks, with 1,100 branches, in the United Kingdom, which are served by the Publicity Division of the National Savings Committee.

Special posters and showcards relating to National Savings Certificates and Defence Bonds are provided for Joint Stock Banks and Post Offices throughout the United Kingdom

The interest of the general public in savings is aroused by various means of publicity, chiefly posters and Press advertising. Information concerning methods by which they can save is conveyed by the same means.

The volume and quality of this publicity is closely watched by the voluntary workers from whom the National Savings Committee get complaints if there is not sufficient publicity material of the right kind. The efforts of Savings Group Secretaries to recruit new members are of course helped by appeals to the general public through advertisements and posters.

The Scottish Savings Committee and the Ulster Savings Committee depend upon the Publicity Department of the National Savings Committee in London for their publicity needs.

2. *How the money is spent*

The following figures give the estimated expenditure on publicity for the financial year 1950-51, as compared with the estimated expenditure for the financial year 1949-50:—

	<i>Estimates</i> 1950-51	<i>Estimates</i> 1949-50
	£	£
Press Advertising	225,000	303,000
*Outdoor Publicity	10,000	66,100
Exhibitions and Displays	55,000	26,500
Films	25,100	19,300
Light Film Vans	19,300	9,000
Supplementation of local Publicity	7,000	5,000
Art work, etc.	4,750	450
Paid speakers for Meetings	450	1,400
Paid Speakers for B.B.C. and British Forces Network	1,300	1,000
National Savings Flags	1,000	1,500
National Savings Badges	1,500	200
Gramophone Records	700	20
Special Journalistic services	25	500
Performing Rights Society	500	7,500
Loud Speakers on Sports Grounds	NIL	4,030
Miscellaneous small items	3,875	
	£355,500	£445,500

* For several years, including the two years under review, the National Savings Committee has had the free use of poster space lent by the Imperial Tobacco Company (see *Question 637*) and valued at £140,000 yearly. This arrangement comes to an end in 1950.

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During the year 1949-50 there was an agreed reduction of £20,000 in expenditure in the last six months, and some proportion of amounts shown above were transferred from one item to another to allow for special publicity and general expenditure in connection with the National Savings Week.

3. The results achieved in the past by this expenditure

It is impossible to separate the result of 33 years' expenditure on publicity by the National Savings Committee from the results achieved by its organisation, but during that period great progress has been made. Sixty-five per cent. of adults, according to a Social Survey, are holders of National Savings. The amount standing to their credit in National Savings—all of it money at call—has increased through the years as follows:—

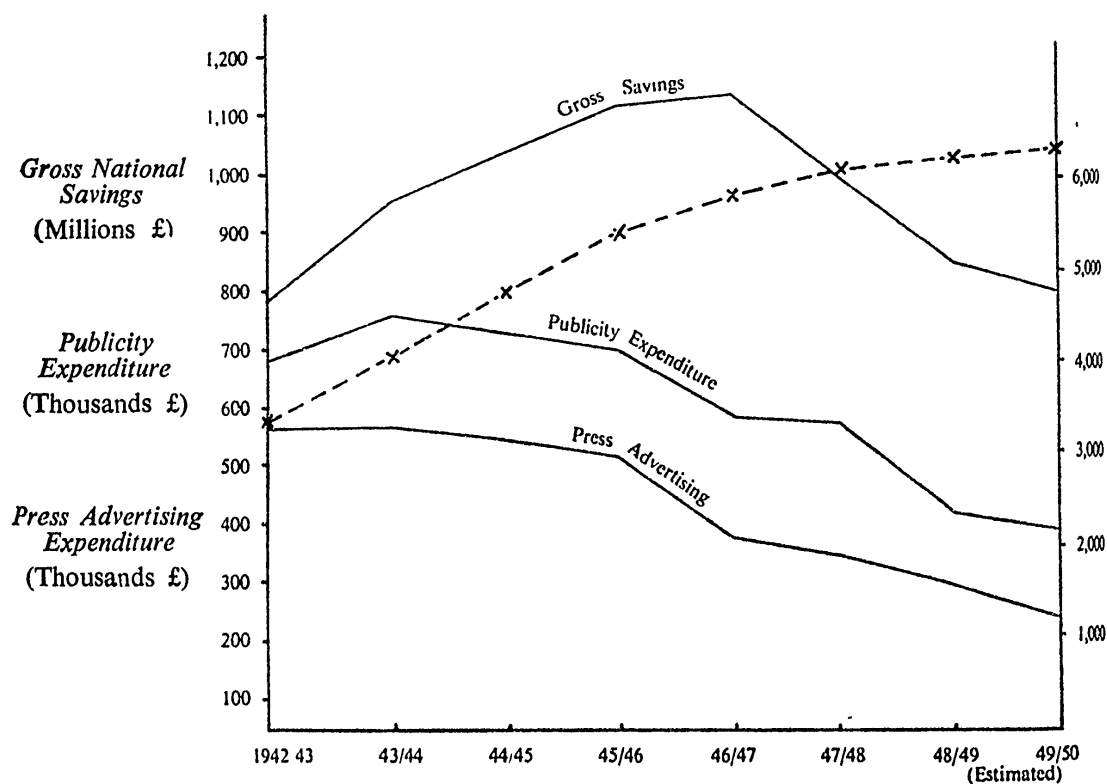
						<i>Total amount "National Savings"</i>	
						£m.	
1914	...	...	...	...	...	259	
1922	...	...	...	...	...	986	
31st March, 1939	...	...	...	...	...	1,491	
31st March, 1945	...	...	...	...	...	4,888	
31st March, 1950 (provisional)	...	...	...	...	...	6,115	

During the financial year ended March 31st 1950, the total amount of new Savings collected by the National Savings Movement was approximately £780,000,000 an average of about £15,000,000 a week—nearly four times the average amount collected immediately before the war.

4. What is expected in the future?

So long as the threat of inflation remains it is understood that the National Savings Movement is expected to increase the total amount of National Savings if at all possible. Since 1947 gross new savings have declined and withdrawals have tended to increase. This decline in National Savings was preceded by cuts in publicity expenditure and Press advertising, as shown by the following graph:—

GROSS SAVINGS AND PUBLICITY EXPENDITURE FOR EACH FINANCIAL YEAR 1942/43-49/50.



---x---
Total net National Savings (including accrued interest) remaining invested at 31 March in each year (£ million. Right hand scale).

There is no known method of scientific analysis which could relate the expenditure on publicity with the actual results in savings. The decline in saving during recent years is probably mainly due to other and more potent factors than the decrease in expenditure on publicity. But it is the opinion of experts in the six advertising firms which have been concerned with National Savings Advertising (some of these people have worked for the National Savings Committee since its inception) that the cuts in publicity and advertising since 1945 have helped to stimulate the tendency for savings to decline.

This opinion is shared by the Chairman, Lord Mackintosh, and the chief officials at the National Savings Committee's headquarters.

We are also of the opinion that the estimated expenditure on publicity for the current financial year is necessary to maintain the efficiency and buoyancy of the whole National Savings work at its present level.

Any further cuts besides reducing the weight of the appeal made by the National Savings Committee might arouse an impression, which is already noticeable, that National Savings are now of less importance than formerly. It is our experience that building up support for National Savings is a long and arduous task while on the other hand depreciation of the influence of the Savings Movement is more easily commenced and can proceed at an accelerated pace.

5. *What economies have been achieved?*

The figures quoted in Section (2) above show that the estimates for 1950-51 provide for a decrease of £90,000 in expenditure over the previous year. The following table shows the decrease in expenditure since the war:—

ACTUAL EXPENDITURE ON ADVERTISING AND OTHER PUBLICITY								£
1944	...	...	...	...	...	...	...	712,838
1945	...	...	...	...	...	...	...	698,628
1946	...	...	...	...	...	...	...	563,679
1947	...	...	...	...	...	...	...	561,439
1948	...	...	...	...	...	...	...	395,801
1949	...	...	...	...	...	...	...	445,000 (Estimates)
1950	...	...	...	...	...	...	...	355,500 (Estimates)

N.B. The reduction in expenditure during these years took place in a period when the costs of advertising space were increasing.

6. *The total expenditure on publicity*

In addition to the estimated expenditure of £355,500 for the year 1950-51 the provision on the C.O.I. vote is £110 (an increase of £10 over the previous year) and on H.M.S.O. vote £32,000 (a reduction of £1,000 over the previous year). The total cost of the National Savings Movement is only one eighth of one per cent. of the total amount of new savings in the year.

7. *Relations with the Central Office of Information*

The Director of Publicity maintains close contact with appropriate officers of the Central Office of Information and whenever possible the services of the Central Office are drawn upon. The Publicity Division of the National Savings Committee has to meet a great variety of needs, as shown in the brief survey given in section (1) of this memorandum, and because of the intimate contact of the small number of people employed in this Division with the National Savings organisation and their accumulated experience of it they are able to maintain effective service on a basis of expenditure which would probably not be possible if their work were undertaken by a body divorced from the complex organisation whose needs have to be served.

8. *The French Report*

The National Savings Committee has complied with the recommendations of the French report (Cmd. 7836).

4th April. 1950.

ANNEX 12

MINISTRY OF FOOD PUBLICITY AND ADVERTISING

Memorandum by the Ministry of Food

CLASS IX. VOTE 3, SUBHEAD D ADVERTISING AND PUBLICITY £305,250

I. Details of the items of expenditure comprised in the Estimate are given below, the figures referring to the items enumerated in Part III.

II.	1949-50	1950-51	<i>Increase or (Decrease)</i>
	£	£	£
A. Press and Magazine Advertisements	313,500	253,250	(60,250)
B. Cinema Trailer Films	—	—	—
C. Artwork and Photography	14,000	12,000	(2,000)
D. Speakers	500	500	—
E. Display Material	4,500	4,700	200
F. Miscellaneous Publicity Expenses (including installation and transport of display material)	35,000	34,800	(200)
1949-50 Original Estimate	£472,000		
less Supplementary Estimate	104,500		
	£367,500	£367,500	£305,250
			(£62,250)

III. Ministry of Food cash expenditure on advertising and publicity from 1943-4, the peak year, is shown below:—

	<i>Total.</i>	<i>General Press Advertising.</i>
	£	£
1943-4	599,153	536,246
1944-5	584,142	523,214
1945-6	520,785	449,193
1946-7	506,405	342,626
1947-8	378,347	312,002
1948-9	392,446	316,603
1949-50 (approx.)	333,700	286,850
1950-51 Estimate	305,250	253,250

IV. A brief description of each item appearing in para. II follows:—

A. Press and Magazine Advertisements

Cost of advertisement space in newspapers; of production of display advertisements, and of local administrative notices of changes of address, etc.

The Ministry's newspaper and magazine advertising is now almost completely limited to publicity for food in which the Department is interested (e.g., imported rabbits) and administrative notices (e.g., how and where to collect the new ration books). The Ministry is satisfied that for these purposes the use of newspaper advertisements is both economic and effective.

For further comments on advertising see sections VIII, IX and X below.

B. Cinema Trailer Films

Until the end of 1946 a weekly "Food Flash" giving a single item of information was produced and distributed to 4,625 cinemas throughout the country where, by the courtesy of the exhibitors, it was shown free of charge. This service is not being resumed.

C. Artwork and Photography

This covers (a) creative work, such as designs and sketches, in the production of leaflets, posters and display material and (b) photographs of Ministry activities for record and publicity purposes, and also for the use of the Ministry's Chief Scientific Adviser. In particular, photography is used extensively to secure publicity for Welfare Foods, especially the concentrated orange juice, cod liver oil and other supplements that are available to expectant mothers and children.

D. Speakers

Selected and briefed speakers are provided, occasionally and on request, for meetings of various kinds, e.g., women's organisations and exhibitions. In addition, a panel of speakers competent to deal with problems of nutrition and diet has been set up as part of the Welfare Foods Service. These speakers address meetings of Health Visitors and other professional bodies.

E. Display Material

The Ministry provides shop window displays giving information about Welfare Foods and also demonstration stands in exhibitions, electricity and gas showrooms, local department stores, food shops, etc. These demonstration stands are concerned chiefly in advertising foods in which the Ministry has a financial interest.

F. Miscellaneous Publicity Expenses (including installation and transport of display material).

This item consists of all the sundry non-establishment services ancillary to the activities of the Public Relations Division. It includes the cost of installing displays in the showrooms, shop-windows, exhibitions, etc., referred to under E above. Other expenditure comprises the hire of halls and rents of exhibition space; miscellaneous printed matter; lantern and cinema slides; the cost of provisions, etc., used at exhibitions and in Headquarters demonstration kitchens; and the minor running expenses of the Food Advice service, including the expenses of two large demonstration vans.

V. Ministry of Food Information Services

Comparative figures with those appearing in the Statement of Estimated expenditure on Government Information Services 1949-50 (Cmd. 7697) are given below.

	1949-50 (Cmd. 7697)	1950-51
	£	£
(a) Salaries and Expenses of Information Staff on Ministry of Food Vote ...	30,700	33,900
(b) Operational expenses on Ministry of Food Vote	455,500	301,135
(c) Provision on C.O.I. Vote	13,500	22,500
(d) Provision on H.M.S.O. Vote	7,500	4,000
Total	£507,200	£361,535

Note.—Item (a) 1950-51 includes travelling expenses.

VI. Central Office of Information

For publicity purposes other than those enumerated in para. II the Ministry avails itself of the services of the Central Office. Instructional films are produced by this Office, and when display postering (which does not form part of the Ministry's routine programme) has been needed for a special undertaking such as the "Save Bread" Campaign, the provision of sites has been undertaken by the Central Office. Use is also made of the machinery of this Office for the distribution of Press notices and proposals are in hand for a readership survey of the Ministry's advertising, in place of the Ministry's own surveys, now discontinued. For the reasons given in paragraph 26 of the Report of the Committee on the Cost of Home Information Services (Cmd. 7836) it is considered advantageous that the remaining publicity services should continue for the present to be handled direct by the Ministry.

VII. H.M. Stationery Office

The printing of the Ministry's periodicals, booklets, leaflets, posters, etc., is undertaken by H.M.S.O. At the beginning of 1950 the "Ministry of Food's Bulletin" was put on sale to the public. The proceeds will offset the cost of distributing free copies to the staff. The Ministry sells various H.M.S.O. publications at exhibitions and demonstrations and accounts to that department for the proceeds. As a measure of economy much of the material formerly distributed free in leaflet form has been grouped into booklets for sale. Ten booklets prepared by the Ministry have now been published by H.M.S.O. at prices from 3d. to 1s. 6d. and they have proved

exceedingly popular. More than half a million copies of the first booklet, "The ABC of Cookery", price 1s., have already been sold and the first editions of several booklets are exhausted.

VIII. *Initiation and Control of expenditure*

As stated in section IV at (A), the Ministry's expenditure on advertising, which accounts for most of the Estimate, is directed to furthering the sale of food in which the Department is financially interested and to important administrative operations, chiefly the annual distribution of new ration books. Advertising is not only the most effectual and economic means of achieving the desired objects, it is the only means.

Requests for publicity to deal with gluts and occasionally scarcities normally originate with Commodity Divisions. The form and intensity of the publicity employed is determined by the Public Relations Division, giving particular consideration to the size of the Ministry's investment in the commodity and in the light of advice by the Department's advertising agents. Expenditure is subject to detailed Treasury control. The programme of expenditure is approved in March and special applications are made when departures from the programme are needed.

IX. *Results of Publicity*

For reasons of economy the Ministry abandoned in August, 1948, the regular survey which it had conducted for some time to check with consumers the effectiveness or otherwise of each of its advertisements. Since then, the Department has had no such precise means of measurement, but other more general evidence is available. Whenever the Department employs advertising to help in a marketing problem, a direct, profitable result can usually be traced, either in the stimulation of sales or the arrest of a decline. In the annual distribution of new ration books, national and local advertising is an integral and, in the opinion of the Department, indispensable part of the operation.

The Public Relations division is engaged in discussions with the C.O.I. to see whether a new series of readership surveys can be arranged.

X. *Economies effected and proposed*

The figures in paragraph III above show that the Ministry's expenditure on Advertising and Publicity has been halved since 1943-44. It is intended to effect further reductions as supplies of food improve, controls are relaxed and commodities are returned to private trade.

XI. *French Committee on the Cost of Home Information Services*

In general the recommendations of the French Committee (Cmd. 7836) called for little change in the Ministry's publicity but a careful special examination of methods and expenditure was made in the light of the Committee's report. In particular, the report led to increased effort to make publicity and information material self-supporting. It was the conclusive consideration in the decision to reduce the cost of the "Ministry of Food Bulletin" by selling copies to the public. Steps are being taken to obtain the co-operation of non-Government interests in commodity advertising, and arrangements have been made with the National Egg Packers Association, Ltd., and the Scottish Federation of Egg Packing Stations to participate in the campaign for the improvement of the quality and grading of British eggs.

6th April, 1950.

ANNEX 13

MINISTRY OF FOOD PUBLICITY AND ADVERTISING

Supplementary Memorandum by the Ministry of Food

1. The memorandum already submitted shows that the amount of money to be spent on advertising and publicity in 1950-51 is half the amount spent in the peak year, 1943-44; that is, £305,250 compared with £599,153. The following table shows

how the total staff and the salaries of the Public Relations and Food Advice Divisions have been reduced:—

	1946-47		1950-51	
	<i>Numbers</i>	<i>Estimated Cost</i>	<i>Numbers</i>	<i>Estimated Cost</i>
Public Relations Division ...	56	£24,461	53	£29,000
Food Advice (H.Q.) ...	25	£9,031	28	£15,288
Food Advice (Divisional Staff)	242	£75,600	Nil	Nil
Total ...	267	£84,631	28	£15,288
Grand Total ...	323	£109,092	81	£44,288

2. The number of officers engaged in Food Advice work has been reduced from 267 to 28 as the supply of food has improved and there has been less need to help housewives to cope with shortages. Housewives have still to overcome a number of serious difficulties—for example, the shortage of meat and sugar—and there is a continuous demand for advice and information on these and other subjects, including the home conservation. The Food Advice service also plays an important part in publicity campaigns intended to encourage sales of food in which the Department has a financial interest.

3. No substantial reduction has been possible in the Public Relations Division, because there has been no diminution of the amount of work falling on the Division as a whole. The Ministry's responsibilities do not shrink in direct ratio with the shrinkage of the Ministry's controls and the increase of supplies of food. Indeed, the removal of controls and the possibility of gluts present problems as serious and as urgent as those which arose when controls were being imposed and food was scarce. Skilful and energetic publicity continues to play an important part in helping to solve the new problems which are facing the Ministry, as the following examples show:—

(1) During the period when the Ministry is handing over the responsibility for the import of a commodity to the private trade, advertising campaigns are needed to assist in the orderly disposal of the Ministry stocks. The cost of such campaigns is infinitely less than the cost to the revenue of the stock losses which might otherwise arise. Recent examples of such campaigns have been those on behalf of imported rabbits and Iraqi dates.

(2) Advertising helps the Ministry to fulfil its obligations under the Agriculture Act of 1947 in regard to the disposal of surpluses of home produced foods. A very recent example of this use of publicity has been the campaign to encourage the consumption of milk during the present season of record production. An earlier example was the campaign to increase the demand for potatoes during the glut season of 1948-49. Every additional ton of potatoes which could be sold on the open market at that time reduced the amount of money which the Ministry had to pay to growers to implement the guaranteed market. Consumption of carrots was also encouraged in the spring of 1949 when these were plentiful and there was a guaranteed market.

(3) When there is a glut of home produced fruit or vegetables, advertising and food advice are directed towards encouraging jam making, bottling and other forms of preserving. That a need for such advice exists is indicated by the large sales of the Ministry's recent publication "The A.B.C. of Preserving".

Other new tasks which have fallen to Public Relations since 1946 have been the organisation of a nation-wide publicity campaign in connection with the distribution of food gifts from abroad, and the organisation of publicity for arrivals of food under Marshall Aid. In addition, publicity for the Welfare Foods Service, which is a continuous charge on the resources of Public Relations, has been intensified since 1946 when the Service became a part of the permanent Social Services of the country.

Although the Ministry's direct responsibility for procurement and distribution is decreasing, it continues to be a very active Department with widespread relations with the public and the trade, not only in connection with the supply of essential foods, but also in the fields of price control, nutrition, food hygiene, and food standards and

labelling. This is indicated by the fact that it is still necessary to issue, on average, 20 Press Notices a week conveying information essential to those concerned. Newspaper inquiries arising out of the Ministry's announcements, and out of the newspapers' own information, continue to be numerous and searching. The fact that the Minister has ceased to hold regular weekly Press Conferences has tended to increase the number of *ad hoc* enquiries received from the Press.

To make up for the fact that the amount of cash which the Division may spend on direct advertising and food advice has been heavily reduced, increased co-operation must be sought, in writing and by personal approach, from the women editors of newspapers and magazines, women's voluntary organisations and the public utility boards. Several of the periodicals published by Public Relations Division are prepared specially for these audiences.

4. The Ministry's witnesses undertook to supply the following information:—

<i>No. of Question</i>	<i>Name of Branch</i>	<i>Number of Staff</i>	<i>Salary Cost per annum £</i>
1005	Press	10	6,138
1016-7	Information	12	5,553
1061	Food Advice	28	15,288

5. In reply to Questions 1028, 1080-90, the number of staff engaged in the preparation of publications is eight. They do not constitute a separate branch. Details of the publications are given on pages 221-6.

PUBLICATIONS OF THE MINISTRY OF FOOD
(In answer to Q. 1028, 1080-90)

Title	Frequency	Purpose	Distribution	Circulation	Price	Estimated cost borne on M.O.F. vote 1949-50		
						Staff	Other Expenditure	Totals
						£ s. d.	£ s. d.	£ s. d.
PERIODICALS 1. Food and Nutrition.	Every 4 weeks	To provide:— Topical information, visual aids, nutrition abstracts and original nutrition articles, background articles, linking food with history, geography, science, etc. Cookery instruction and news from Food Advice Kitchens.	At home and abroad to: Teachers, students in training colleges, school pupils (some articles), dietitians, health visitors, school inspectors, etc.	About 6,000	3d.	1,224 17 1	164 5 0	1,389 2 1
2. Notes for Cookery Demonstrators.	Every calendar month.	To provide:— Technical and topical information for specialists. A means of informing those who are doing the type of work previously carried out by Food Advice Centre.	Gas and Electricity demonstrators, Local Education Authorities (Domestic Subjects Organisers and Rural Domestic Economy Instructresses), Domestic Science Training Colleges, some Women's Organisations.	2,650	Free	368 5 1	—	368 5 1
3. Food Leader News.	Every calendar month.	To give recipes and advice on cooking and simple nutrition to housewives through the Food Leader. To serve as a link between all Food Leaders.	Food Leaders, some Health Visitors, School Meal Organisers, etc.	26,500	Free	367 2 2	26 10 2	393 12 4

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PUBLICATIONS OF THE MINISTRY OF FOOD—*continued*

Title	Frequency	Purpose	Distribution	Circulation	Price	Estimated cost borne on M.O.F. vote 1949-50		
						Staff	Other Expenditure	Totals
						£ s. d.	£ s. d.	£ s. d.
4. Monthly Bulletin to Women's Organisations.	Every calendar month.	To give up-to-date information on the Ministry's activities (incl. Parliamentary news) to the headquarters of Women's Organisations.	Main Women's Organisations, The Gas Council, British Electrical Development Association.	2,275	Free	106 0 10	—	106 0 10
5. Kitchen Notes	Every week	To give (by display on notice boards): Administrative notices of interest to housewives, recipes and cooking hints.	Visitors to Gas and Electricity showrooms, Women's Organisations, some Local Education Authorities.	2,100	Free	44 10 0	—	44 10 0
6. Keeping in Touch	Every calendar month.	To keep all distributors of Welfare Foods informed of publicity activities and of items of interest in connection with Welfare Foods (uptake figures, nutritional value, etc.).	Welfare Food Distributors (Food Office staffs and voluntary distributors, e.g., W.V.S. Welfare Clinic Staffs).	19,750	Free	236 3 4	64 2 7	300 5 11
7. Cookery Calendar	Every calendar month.	To give a regular service of recipes based on current food supplies.	Housewives	About 200,000	Free	278 14 7	18 18 0	297 12 7

8. The Ministry of Food Bulletin.	Every week ...	<p>(a) To inform staff on matters of importance to the work of the Ministry.</p> <p>(b) To give the Public regular and authentic information about food.</p> <p>(c) To explain official policy on food.</p> <p>(d) To fulfil the Government's obligation to keep the public informed about matters of national importance.</p>	<p>Ministry of Food officials at Headquarters and in the Regions, Food Trades Organisation, Universities and "higher" education bodies, Local Authorities, Women's Organisations, Medical Officers of Health, etc. Economists, public libraries and the general public, other Government Departments, research bodies, Foreign Embassies, Government Representatives overseas, etc.</p>	<p>Official copies: 3,938</p> <p>Sales: 2,013</p> <p>Total: 5,951</p>	4d.	2,144 14 0	108 15 5	2,253 9 5
<p>9. The "Our Food To-day" booklets and Supplements.</p> <p>No. 1— "Rationing in the U.K."</p> <p>No. 2— "Industrial and Agricultural Workers".</p> <p>No. 3— "Children and Young People".</p>	<p>Approximately once yearly with supplements at the beginning of each 4-week ration period. When the booklets are amalgamated the combined edition will be published every six months.</p>	<p>To provide in a convenient form an up-to-date description and historical record of the Ministry's rationing and distribution schemes.</p> <p><i>Note.</i>—It is proposed to amalgamate these three booklets after the next issue.</p>	<p>All Food Offices, some other Government Departments and Foreign Embassies, Medical Officers of Health, Day Nurseries and private individuals including overseas visitors. Used as a means of answering research enquiries.</p>	<p>Booklet No. 1: 2,250</p> <p>Booklet No. 2: 2,050</p> <p>Booklet No. 3: 2,250</p>	Free	—	295 13 0	295 13 0

PUBLICATIONS OF THE MINISTRY OF FOOD—*continued*

Title	Purpose	Distribution	Price	Estimated cost borne on M.O.F. vote 1949-50		
				Staff	Other Expenditure	Totals
				£ s. d.	£ s. d.	£ s. d.
BOOKLETS 1. ABC of Cookery ...	To give basic cookery method for all types of food.	Housewives and other members of the General Public, Gas and Electricity showrooms, Local Education Authorities, local health organisations, domestic science teachers and students.	1s.	122 12 9	—	122 12 9
2. ABC of Fish Cookery ...	To give information on types of fish, methods of cooking fish and recipes for some fish dishes.	Do. do.	6d.	401 4 5	65 17 0	467 1 5
3. ABC of Preserving ...	To give information on methods of jam making (with recipes), fruit and vegetables bottling, fruit canning, making pickles and chutneys (with recipes) and drying and salting.	Do. do.	6d.	182 0 5	3 3 0	185 3 5
4. Vegetables and Salads ...	To give information about different types of vegetables, methods of cooking them, and recipes for vegetable dishes.	Do. do.	6d.	344 15 4	—	344 15 4
5. Cakes, Puddings, Biscuits and Scones.	To give information about methods of cooking and recipes for cakes, puddings, biscuits and scones.	Do. do.	3d.	347 8 8	31 10 0	378 18 8
6. Testing of Eggs for Quality.	To give information on egg testing.	Poultry farmers and poultry farmworkers, egg packers and distributors and their employees, Agricultural Colleges.	1s.	53 6 1	17 17 0	71 3 1

7. Manual of Nutrition ...	To give the basic information about the principles of nutrition.	Domestic Science Teachers and Students, health visitors, nurses, canteen and catering management, persons concerned with public health.	1s.	28 0 8	—	28 0 8
8. The Advertising, Labelling and Composition of Food.	An account of the administration of the Defence (Sales of Foods) Regulations 1943, by the Food Standards and Labelling Division of the Ministry of Food.	Food manufacturers, Local Authorities.	1s. 6d.	49 5 8	—	49 5 8
9. Civic Restaurants ...	A list of civic restaurants throughout the U.K. for travellers.	The general public	3d.	83 16 10	—	83 16 10

PUBLICATIONS OF THE MINISTRY OF FOOD—continued

Title	Purpose	Distribution	Price	Estimated cost borne on M.O.F. vote 1949-50								
				Staff			Other Expenditure			Totals		
				£	s.	d.	£	s.	d.	£	s.	d.
<p>LEAFLETS (current): Green Vegetables. Root Vegetables. White Fish. Three Dinners. Herrings. What's in the Larder. Soups and Broths. Making the most of the Meat. How to Boil, Stew and Steam. Tomato Preservation. Fruit Bottling. How to Fry. How to Make Pastry. Potatoes. Jam Making. Suggestions for Breakfast. One Pot Meals. Right Foods to Eat. Preservation of Vitamin C (large scale). How to Feed Young Children How to Plan Meals for Children. Making the Most of the Fat. Drying and Salting. Pickling and Drying.</p>	<p>To give instructions in cookery method, recipes, nutritional information.</p>	<p>Housewives and other members of the general public, Local Education Authorities, local health authorities, women's organisations, Domestic Science Teachers and Students.</p>	Free	1,118	6	10	127	2	6	1,245	9	4
<p>Extras for the Expectant Mother. What to do before Baby is born. Now Your Baby is born.</p>	<p>To give instruction on the feeding of expectant and nursing mothers and of infants, particularly in regard to Welfare Foods.</p>	<p>Expectant and nursing mothers and the mothers of very young children.</p>	Free									

226 PAPERS ANNEXED TO THE MINUTES OF EVIDENCE TAKEN BEFORE THE

ANNEX 14

MINISTRY OF LABOUR PUBLICITY AND ADVERTISING

Memorandum by Ministry of Labour and National Service

1. The main purpose of the publicity and advertising services undertaken by, or on behalf of, the Ministry of Labour and National Service is in supplementation of the services rendered by Employment Exchanges and Appointments Offices towards securing the maintenance of a balanced labour force having regard to national needs. To meet these needs special steps, varying in emphasis according to circumstance, have to be taken to stimulate recruitment for industries of particular importance to the national economy, to guide workers, in particular youth and the disabled, to work suited to their capacity and at the same time of national value, and to encourage co-operation between management and workers for the establishment of conditions providing the best opportunity for productivity to attain its maximum. In some instances of specialist posts in the Government Service where there is a dearth of suitable persons on the registers of applicants for employment maintained in the offices of the Ministry it is necessary to advertise vacancies in the press. A notable example is the need for scientists in the Ministry of Supply.

2. The requirements of the Ministry of Labour and National Service for 1950-51 in respect of Publicity and Advertising have been provisionally fixed at the following figures:—

	Provision on the Department's own Vote		Provision on C.O.I. Vote	Provision on H.M.S.O. Vote	Total for Publicity	Advertising of specialist vacancies
	Salaries and expenses of Information Staff	Operational Expenses				
	£	£	£	£	£	£
Estimate 1950-51 ...	21,300	5,000	349,000	20,000	395,300	18,000
„ 1949-50 ...	23,100	6,700	408,000	19,000	456,300	7,800
Approximate expenditure 1949-50 ...	23,000	3,000	375,000	13,000	414,000	11,000

As the Committee are no doubt aware these provisions represent the best forecast that can be made when the Estimates are prepared of probable expenditure during the following financial year and they involve no final commitment by the Ministry to the ultimate level of expenditure. Each of various campaigns (by Press advertising, films, etc.), and other publicity efforts is considered in detail during the year, before expenditure is actually authorised, on precisely the same lines as recommended for control of expenditure by the Committee on the Cost of Home Information Services (Cmd. 7836). It will be noted that a saving of some 10 per cent. on the Estimate was effected in 1949-50.

3. As will be seen the direct expenditure of the Ministry on publicity services is relatively small. These include the preparation of pamphlets on careers, advice, etc., small numbers of posters for minor and local campaigns, and representation at local exhibitions and shows. The printing involved is done by His Majesty's Stationery Office and accounts for about £10,000 of the figures recorded as to be borne by His Majesty's Stationery Office in 1950-51, the balance representing the cost of printing by His Majesty's Stationery Office for the Central Office of Information on Ministry of Labour account.

4. In the main, publicity for the Ministry is arranged through the Central Office of Information who, as a specialised central agency, advise on the choice and use of the various available publicity media and subsequently carry out all the main services which include the use of the Press and posters, films and photographs, exhibitions (apart from rentals borne direct by the Ministry) and social surveys. The cost includes an allocation by the Central Office of Information of their own direct costs (including salaries, payments to agents, etc.).

5. As regards the figures for 1950-51 although large changes in the distribution of labour are not anticipated there is still some urgency for more workers of the right type in certain industries, notably coal mining, textiles, agriculture and pottery. The nursing profession also badly needs recruits. Furthermore, much remains to be done to secure higher levels of productivity in industry generally, as a means towards the conservation of manpower. Due regard will, of course, be paid to the interest which the industries concerned have in these publicity measures by leaving them to carry out an adequate share of such measures at their own cost.

6. Approximate details of the estimates for 1949-50 and 1950-51 of services borne on the Vote for the Central Office of Information and the approximate expenditure for 1949-50 are given in the appendix to this Memorandum. The apportioned cost of Central Office of Information overhead expenditure is shown separately from direct costs.

7. Finally, the Ministry's policy and practice is in line with the relevant recommendations of the Report of the Committee on the Cost of Home Information Services (Cmd. 7836).

April, 1950.

APPENDIX

MINISTRY OF LABOUR AND NATIONAL SERVICE

PUBLICITY AND ADVERTISING

Expenditure, as Allied Service, by Central Office of Information

Service	1949-50		1950-51 Estimate
	Estimate	Approximate Expenditure	
PRESS ADVERTISING	£	£	£
Coal Mining	—	57,000	60,000
Cotton textiles	—	16,000	10,000
Wool textiles	—	15,000	6,000
Agriculture	—	6,000	20,000
Women's Land Army	—	16,000	—
Nursing	—	42,000	35,000
Emergency Teachers Training Service	—	3,000	—
Junior Civil Service	—	6,000	—
Miscellaneous	—	4,000	15,000
Total for Press Advertising	150,000	165,000	146,000
POSTERS			
Coal Mining	—	37,000	30,000
Textiles	—	2,500	6,000
Nursing	—	2,000	15,000
Agriculture	—	—	10,000
Miscellaneous	—	500	—
Total for Posters	97,000	42,000	61,000
FILMS	80,000	80,000	31,000
EXHIBITIONS	15,000	14,000	8,000
SOCIAL SURVEYS	6,000	7,000	9,000
MISCELLANEOUS	1,000	1,000	2,000
Total Direct Services	349,000	309,000	257,000
Apportioned Charge for Overhead Expenditure of Central Office of Information	59,000	66,000	92,000*
TOTALS	£408,000	375,000	349,000

* Includes a sum of £21,000 reserved for contingencies.

ANNEX 15

CENTRAL OFFICE OF INFORMATION SERVICES FOR THE
MINISTRY OF LABOUR

Memorandum by the Central Office of Information

1. The Sub-Committee have asked (*Questions 2394-2406*) for an explanation of the make-up of the C.O.I. charges on publicity services for the Ministry of Labour, stated to amount to £59,000 in 1949-50 out of a total expenditure on Ministry of Labour publicity of £456,800 and to £92,000 in 1950-51 out of a total expenditure of £395,300.

2. The "total expenditure" figures quoted are taken from the final column of the tables in White Papers on the estimated expenditure on the Government Information Services for 1949-50 (Cmd. 7697) and 1950-51 (Cmd. 7949), and include the provision on the votes for the Ministry of Labour and H.M.S.O., as well as the provision on the C.O.I. Vote. The "charges" relate exclusively to, and are included in, the amounts provided on the C.O.I. Vote and shown in the fourth column of those tables, viz. £408,000 for 1949-50 and £349,000 in 1950-51.

3. The provision on the C.O.I. Vote for services to a particular Department is made up of three elements: (a) direct operational costs, i.e., all expenditure by the C.O.I. on services for that Department other than the salaries and wages of C.O.I. staff; (b) direct staff costs, i.e., the salaries and wages of the staff employed in the C.O.I. on work for that Department; and (c) general charges, i.e., an apportionment of the residue which cannot be directly attributed to work for that Department. The "charges" mentioned in the preceding paragraphs comprise both (b) and (c); but (b) is identified with the services to the particular Department just as closely as (a), and it is only (c) which can properly be regarded as overheads. The gross estimates for the C.O.I. for 1949-50 and 1950-51 break down on this basis as follows:

	1949-50		1950-51	
	£	Per cent.	£	Per cent.
(a) Direct Operational Costs ...	3,035,000	77	2,197,685	72
(b) Direct Salary Costs ...	710,000	18	660,045	22
(c) General Charges (overheads)	190,000	5	180,580	6
	£3,935,000	100	£3,038,310	100

4. The provision in the C.O.I. Votes for 1949-50 and 1950-51 for services to the Ministry of Labour has been analysed in the attached table (Appendix A). The 1950-51 "charges" include a contingency provision of £21,000 for expenditure on projects which could not be foreseen at the time when the Estimates were framed; there was no corresponding provision in 1949-50. In summary, the comparison of the cost of C.O.I. services to the Ministry of Labour in the two years is as follows:

	1949-50		1950-51	
	£	£	£	£
(a) Direct Operational Costs ...	340,000	256,000		
(b) Direct Staff Costs ...	53,000	56,000		
(c) General Charges ...	15,000	16,000		
Contingency ...	—	21,000		
	£408,000	£349,000		

5. The Committee will see from the figures in paragraph 3 above that over the C.O.I. Vote as a whole both (b) and (c) have fallen with the decrease in (a), but not proportionately. But when the C.O.I. services to the Ministry of Labour are considered in isolation as in paragraph 4, both (b) and (c) have slightly increased, although (a) has fallen. This is due to the fact that expenditure on publicity in some media (e.g. Press advertising and posters) is made up very largely of operational costs, with a comparatively small liability for staff costs and general charges, while in others (e.g., publications) staff costs are high; and in the provision for services to the Ministry of Labour there was a decrease in the former and an increase in the latter. The reason for the higher ratio of staff costs to operational costs in the film medium in 1950-51 as compared with 1949-50 is that a larger share of production is being done by the directly-employed Crown Film Unit, much of whose expenditure comes under (b), and a smaller share by contractors, whose receipts from the Central Office come under (a).

11th July, 1950.

APPENDIX A

ANALYSIS OF THE PROVISION IN THE C.G.I. ESTIMATES FOR
SERVICES TO THE MINISTRY OF LABOUR

	1949-50			1950-51		
	(a) Direct Operational Costs	(b) Direct Staff Costs	(c) General Charges	(a) Direct Operational Costs	(b) Direct Staff Costs	(c) General Charges
	£	£	£	£	£	£
Press advertising ...	150,000	5,500	4,000	146,000	6,800	4,600
Posters ...	97,000	9,300	3,500	61,000	7,500	2,400
Publications ...	300	700	100	800	2,000	500
Films ...	73,700	29,500	5,600	32,300	28,000	6,000
Photographs ...	1,000	600	100	1,600	900	100
Exhibitions ...	15,000	4,200	1,000	8,300	3,000	800
Social Surveys ...	3,000	3,200	700	6,000	7,800	1,600
	340,000	53,000	15,000	256,000	56,000	16,000
	£408,000			£328,000		
Contingency ...					21,000	
					£349,000	

ANNEX 16

PUBLICITY EXPENDITURE BY AND ON BEHALF OF THE
COLONIAL OFFICE*Memorandum by the Colonial Office*

The Information Department of the Colonial Office has four main functions:—

(1) to assist in the development and improvement of Public Relations Departments in the Colonies ;

(2) to create a greater interest in colonial affairs among the British public ; and to develop among the British public an appreciation of their responsibilities towards the colonial peoples ; i.e., *information work in the United Kingdom ;*

(3) to maintain and strengthen the links of friendship between the colonial people and Britain, by giving them information about British life and achievement ; by explaining to them such aspects of His Majesty's Government's policy as affect them ; and by trying to prove that the Western democratic way of life has more to offer than Communism ; i.e., *information work directed to the Colonies ;*

(4) to help the Foreign Office and Commonwealth Relations Office in the presentation of British colonial policy to foreign and Commonwealth countries, and in countering the misconceptions about this policy which exist in certain countries overseas. i.e., *information work directed to Commonwealth and foreign countries.*

Assistance to Colonial Public Relations Departments

2. Function (1)—assistance to Colonial Public Relations Departments does not call for direct expenditure by the Colonial Office save in so far as a substantial part of the time of the staff of the Information Department in the Colonial Office is occupied with this vital function. One of the greatest problems in the Colonies to-day is the problem of suspicion—suspicion by certain sections of the public of the Colonies as to the intentions of their own colonial governments ; and suspicion not only of intentions but suspicion of new methods of agriculture, public health, etc.

3. The main fields in which assistance is being given to Colonial Public Relations Departments are :—

(a) *broadcasting.* An allocation of £1,000,000 from the central reserve under the Colonial Development and Welfare Act has been earmarked to help Colonial Governments to develop broadcasting services in the Colonies. As expenditure under this heading is beyond the scope of this memorandum, no details are given here of the progress made in this connection, but a separate memorandum can be supplied if this is desired ;

(b) *the film.* An allocation of £250,000 from the central reserve under the Colonial Development and Welfare Act has been earmarked for the work of the Colonial Film Unit which has carried out pioneer work during the past ten years in the use of the film for community education, e.g., new agricultural methods etc. A separate memorandum can be supplied about the use of the film for educational purposes in the Colonies if this is desired. In this memorandum it is only necessary to state that the Colonial Office has now taken over from the Central Office of Information the administration of the Colonial Film Unit from April, 1950 ;

(c) *the Colonial Press.* In addition to the arrangements for the training of colonial journalists, and for visits by colonial journalists to the United Kingdom (which are described below), the Information Department of the Colonial Office gives advice and assistance to Colonial Governments and to individual colonial newspapers with the object of improving the standard of the Colonial Press ;

(d) *training of Colonial Public Relations Officers.* In collaboration with the Central Office of Information, with other Government Departments, and with unofficial organisations in the United Kingdom, a training scheme for Colonial-born Public Relations Officers is being launched in 1950-51. Apart from two special cases (where the cost is being met from Colonial Office funds) the cost will be met by Colonial Governments. In addition a constant flow of guidance, advice and information is sent from the Information Department in the Colonial Office to Colonial Public Relations Departments.

Information work in the United Kingdom

4. The policy of the Colonial Office is to stimulate and assist non-government organisations to undertake as much work as possible in connection with the spread of colonial information in the United Kingdom. Thus United Kingdom newspapers and press agencies are encouraged and helped to appoint representatives in the Colonies and to send visiting correspondents to the Colonies ; film companies are encouraged and helped to make documentary films about the Colonies ; writers are supplied with colonial material ; written and visual material submitted by non-government organisations is "vetted" ; and the B.B.C. are encouraged and helped to develop colonial coverage in their home programmes. No expenditure of Government funds is involved apart from the time spent by the staff of the Information Department in this work.

5. The Colonial Office has concentrated on filling the gaps which are not adequately covered by outside agencies. These gaps were numerous three years ago, and it was necessary to prepare, in collaboration with the Central Office of Information, a wide range of publicity material (intended mainly for schools) which would provide basic information about the Colonies as a whole, about the main colonial regions, and about the main colonial problems. This material comprises booklets, films, filmstrips, picture sets and display sets, particulars of which are given in the attached booklet "Britain and the Colonies". All the material, with the exception of the films, is only available on sale to the public, though there has been limited free distribution of some of the material to schools for advertisement purposes.

6. In addition, the Colonial Office has made use of lectures and exhibitions in connection with its campaign to arouse interest in colonial affairs among the public in this country. Suitable Colonial Service Officers on leave are invited to volunteer to give lectures, and about 200 such officers have been used in this way in the past two years. With the assistance of these officers among others, 9,000 lectures on colonial subjects have been given by the Central Office of Information and the Imperial Institute during the past two years.

7. In 1949 the Central Office of Information staged a "Colonial Exhibition" in London which attracted over half a million visitors, including 800 parties of school children. During the first month of the Exhibition's run, a large number of societies, organisations and shops collaborated in London's "Colonial Month" by staging displays of colonial interest. "Colonial Month" was inaugurated by His Majesty the

King in June. During 1950-51 a smaller edition of the official Colonial Exhibition is to be shown in eight cities in England, Scotland and Wales. The civic authorities of these cities have undertaken to organise "Colonial Weeks" while the Exhibition is in their cities.

8. It is estimated that expenditure in connection with the above work during 1950-51 will be:—

(a) *Colonial Office Vote.*

	£
Proportion of cost of staff of Information Department	8,155
Miscellaneous expenditure	95
	£8,250

(b) *Central Office of Information Vote.*

	£
"Colonial Weeks"	4,000
Travelling Exhibition	20,000
Lectures	12,500
Publications	690
Films	25,000
	£62,190

In respect of "Publications" there will be further expenditure on the Vote of H.M. Stationery Office which is mentioned in paragraph 9 below. £10,800 of the estimated expenditure of £25,000 here shown is in respect of the completion of eight films which are already in an advanced stage.

Information work directed to the Colonies

9. Expenditure on overseas work for the Colonial Office falls on the Votes of the Colonial Office, the Central Office of Information, His Majesty's Stationery Office, and also the Foreign Office. The estimated expenditure in 1950-51 may be summarized as follows:—

(a) *Colonial Office Vote*

	£
(i) Proportion of cost of Information Department	16,300
(ii) Miscellaneous expenditure	11,405
(iii) Special propaganda measures in Africa	38,000

(b) *Colonial and Middle Eastern Services Vote*

British Council	450,000
	£515,705

In addition the Colonial Office has an interest in the following expenditure for services incurred on behalf of the three Overseas Departments:—

	£
(c) Central Office of Information—Overseas services including demands on H.M. Stationery Office	808,000
(d) Foreign Office—grant in aid for overseas services of the B.B.C.	4,685,000

The "demands on H.M.S.O." mentioned above include the Stationery Office expenditure on Colonial Office publications intended primarily for use in the United Kingdom—paragraph 8 above.

10. The purposes for which this expenditure is required may be summarized as follows:—

(a) *Colonial Office expenditure.*

Apart from the provision of £16,310 for staff, the main purpose of the expenditure is to assist in combatting subversive propaganda in the Colonies. Thus £6,500 is needed to cover the attendance of eight colonial journalists at the London Polytechnic Journalists' Training Course, and £2,000 to cover the cost of bringing

parties of colonial journalists to this country to see something of British achievement. (The Colonial Press exercises great influence on the public in the Colonies, and one of the most profitable ways of countering the growth of subversive propaganda is by trying to develop a more responsible Press in the Colonies.) The provision of £38,000 for special propaganda measures in Africa is included to enable machinery to be established in the African Colonies for the local production of pamphlets, Press articles and broadcasts on special themes. The exact form which the machinery will take is now under discussion with the Governors concerned. (The cost of similar work in South-East Asia is met by the Foreign Office.)

(b) *British Council.*

The need for the British Council in the Colonies is set out in the attached note. The greatest importance is attached to the work which the Council can perform in the Colonies, and the Colonial Office has invited the Council to extend its activities to a number of new colonial territories during the past two years. Expenditure has accordingly risen—from estimated expenditure of £369,000 in 1948-49, to £415,000 in 1949-50, and to £450,000 in 1950-51.

(c) *Central Office of Information.*

The Colonial Office shares with the Foreign Office and the Commonwealth Relations Office a number of "standard" services carried out by the Central Office of Information, including London Press Service, and services of feature articles, photographs, ebionoids, picture sets, posters, display sets, filmstrips, films, periodicals, newspapers, pamphlets, and reference material. The object of this material is to present to the public overseas a picture of life and achievement in Britain. The preparation of the material is guided by a number of committees dealing with each of the media on which the Colonial Office is represented. The Colonial Office then selects material from the wide range available and arranges for it to be distributed in accordance with the needs and wishes of the various Colonies. In every case the cost of distribution within the Colony is met by the Colonial Government. In addition the Central Office of Information produces specifically for the Colonial Office two important items of publicity material—a weekly film newsreel "British News" (which is shown in cinemas and cinema vans all over the Colonial Empire), and a six-weekly heavily illustrated periodical "To-day" (which has a circulation of nearly 100,000 to schools, welfare centres, etc., in all Colonies, and appears in English, Swahili, Malay, Chinese and Tamil). No figures are yet available to show what proportion of the estimated overall overseas expenditure of £808,000 in 1950-51 by the Central Office of Information is attributable to Colonial Office services.

(d) *B.B.C. Overseas Services.*

The Colonial Office shares a joint responsibility with the Foreign Office and the Commonwealth Relations Office for the overseas services of the B.B.C. In so far as services directed specifically to the Colonies are concerned, the Colonial Office maintains close day-to-day liaison with the Director of Colonial Services in the B.B.C. No information is available as to the proportion of the total estimated expenditure of £4,685,000 which is attributable to services for the Colonial Office.

Information directed to Commonwealth and foreign countries

11. All expenditure in this connection is met by the Foreign and Commonwealth Relations Offices. The role of the Colonial Office is to supply adequate information to these Offices, and also to Commonwealth and foreign journalists. In addition, the publications, films, and other material prepared for use in the United Kingdom (paragraph 5 above) is used to a considerable extent in Commonwealth and foreign countries.

Results achieved in the past

(a) *In the Colonies.*

12. It is never possible to assess with certainty the results of information work. But it is perhaps not unreasonable to claim that the *machinery* for information services in the Colonies has been greatly improved during the past few years. Broadcasting services, film services, and other means of disseminating information to the colonial peoples, e.g., information rooms, demonstration teams, exist where none existed before. There is still much work to be done before it can be said that His Majesty's Government and the Colonial Governments have adequate means for communicating information to the Colonial peoples. There is, moreover, a greater need than ever before

for Britain to make the Colonial people understand that Western democracy has more to offer than Communism—the work of the British Council and of the Central Office of Information and B.B.C. is needed to this end.

(b) *In the United Kingdom.*

13. The deplorable ignorance of the British public about the Colonies which was revealed in the Social Survey in 1948 appears to be becoming less; colonial affairs are now daily in the news. Although much of this improvement is due to other causes, it is not unreasonable to claim that the information services have contributed to it. But more work needs to be done before it can be said that the British public understand their responsibilities—an understanding which is essential if the Colonial Empire is to survive.

(c) *In foreign countries.*

14. Although attacks on British Colonial policy by foreign countries in *e.g.*, the United Nations are often dictated by enmity to this country, some of Britain's friends join in the attacks. There would seem to be need for more work than has been done in the past in order to ensure that friendly nations have full information about our colonial record, and so to avoid the ill-informed criticism which has been heard in the past.

Comparison with previous years

15. The threat of anti-British propoganda in the Colonies has made it necessary to expand, rather than to contract, the colonial information services, as is shown by the following table.

	1949-50*	1950-51
	£	£
Information Department Staff	34,600	24,455
Miscellaneous expenditure	16,400	49,500
British Council	416,500	450,000
	<u>£467,500</u>	<u>£523,955</u>

Method of determining amount of expenditure

16. An inter-departmental committee representing the three overseas departments reviewed the estimates for overseas information work for 1950-51, and agreed that, having regard to the potential danger of the spread of subversive propoganda in the Colonies, the Colonial Office should be allowed to expand its work. The Foreign Office has, it is understood, effected a saving which more than compensates for this increase. In order to obtain a true picture of the cost of overseas information services it is in fact necessary to see the estimates of the three overseas departments together, particularly as the Central Office of Information has not yet been able to "break down" its estimates and apportion the appropriate amounts among the three departments concerned. Until this is done, no clear comparison with the figures in Cmd. 7697 is possible.

3rd April, 1950.

APPENDIX

THE BRITISH COUNCIL

1. Need for British Council work in the Colonies

There are two reasons why the Colonial Office requires the British Council to operate in the Colonies. In the long term the aim of British policy is to strengthen the links between Britain and the colonial peoples so that the latter, as they obtain greater control over their own affairs, will still value the British connection. This aim will of course only be achieved if British colonial policy is on the right lines and is accepted by the colonial peoples; but the British Council can render substantial help in achieving this aim by enabling the colonial peoples to understand Britain better; it can do much to promote closer relations between people of differing races in the Colonies; and it can promote friendship and mutual appreciation between Britain and the colonial peoples by activities which would be outside the scope of more official organisations.

* See Cmd. 7697.

2. The second reason for wishing to develop the work of the Council in the Colonies is of more immediate importance. The Council can do valuable positive work in countering subversive propaganda by showing that Britain, and the Western tradition for which Britain stands, has something better to offer them than the Communist way of life.

3. For these reasons the Colonial Office has been active during the past three years in encouraging the expansion of Council work in the Colonies. Provision has been made for the appointment of Council representatives in all but the smallest colonial territories, and annual estimated expenditure by the Council on work in the Colonies has risen from £369,000 in 1948-49 to £450,000 in 1950-51.

4. In response to a recent inquiry which was addressed personally to the Governors of all colonial territories where the Council is operating (or is about to commence operations), there has been unanimous agreement with the need for the British Council, and requests for the extension of its activities in all the larger territories.

II. The policy of the British Council in the Colonies

5. During the past two years every aspect of the work of the British Council in the Colonies has been carefully examined by the Colonial Office and by Colonial Governments; and a directive has been prepared defining in precise terms the functions of the British Council in the Colonies, including general policy; relationship of the British Council to the Colonial Office and to Colonial Governments; special fields of activity for the British Council including activities in the United Kingdom and in Colonial Territories.

6. As a result it can be said that the Council are now carrying out solely the functions which are considered necessary by the Colonial Office and the Colonial Governments. In particular, the Council have withdrawn from ordinary educational work (which is financed in part from other United Kingdom sources under the Colonial Development and Welfare Acts); and are devoting less attention to purely cultural matters and more to practical aspects of British life—*e.g.*, lectures and study groups on such subjects as local government. It must be appreciated, however, that conditions vary so widely from Colony to Colony that it is impossible to lay down a single pattern for Council work in the Colonies as a whole. The Colonial Office is in constant communication with the colonies and with the Council in order to ensure that the activities of the latter are designed as far as possible to meet local circumstances.

III. Welfare of Colonial Students

7. With effect from the 1st January, 1950, the British Council accepted responsibility for certain welfare arrangements for Colonial students in the United Kingdom, including accommodation and management of existing Colonial Office students' hostels; the reception of students on arrival, and settlement in their places of work. The cost of this work is met under the Development and Welfare Act; and expenditure on this work is handled separately from, and has no connection with, the expenditure of the British Council on work in the Colonies—the cost of which is met by the Colonial Office from the Colonial and Middle Eastern Services Vote.

3rd April, 1950.

ANNEX 17

COMMONWEALTH RELATIONS OFFICE INFORMATION EXPENDITURE

Memorandum by the Commonwealth Relations Office

Provision for expenditure on information work in Commonwealth countries is made in the Votes administered by the Commonwealth Relations Office on the submission of estimates by the various High Commissioners. The sphere of activity varies with the character of the country. The main purpose of the Information Services is to provide information and background about all aspects of U.K. policy and the British way of life to the Press and public of Commonwealth countries through the U.K. Information offices attached to all High Commissioners. Details of the duties undertaken are shown in *Appendix A* to this Memorandum.

2. (a) The Central Office of Information and H.M. Stationery Office are the chief sources of supply of the material to the overseas posts, such services being undertaken by these Departments on an allied service basis. Provision on their respective Votes for this work is shown in Table 2 of *Appendix B* attached.

(b) Towards the end of each financial year, this Department, in consultation with the C.O.I., determines for the following year (i) the broad lines of U.K. publicity policy to be followed in Commonwealth countries, and the practical measures to carry it out, and (ii) the cost of publicity projects to be carried out by the C.O.I. and to be borne on their Vote as allied services to the C.R.O. In addition, the cost of printing certain publicity material produced by the C.O.I. on behalf of the C.R.O. is borne on H.M.S.O. Vote as an allied service.

The policy and content of material in all media produced by the C.O.I. is decided at regular meetings between the C.R.O. and each of the Publicity Divisions of the C.O.I. Besides these meetings, there is a close day to day liaison.

(c) Efforts are being made to develop the sale (through the U.K. Information Services) in Commonwealth countries of certain types of material with a commercial appeal, i.e., H.M.S.O. publications, official films, film strips, and picture sets.

3. Periodical reports are supplied by posts on the usage of C.O.I. material in each class, supported by statistics and press cuttings. The reports are carefully studied and form a useful check on the suitability and influence of the material.

U.K. Information Services in the Commonwealth are comparatively new, but the reports reflect steady progress and marked influences of U.K. publicity on public opinion. This is evidenced, too, by the growing use made by organisations and societies, and by the general public, of the resources of the publicity organisation and reading rooms.

It should also be mentioned that in India and Pakistan the Information Services have been specially welcomed by both Central and Provincial Governments, Universities and other institutions, and by the Press. The U.K. High Commissioners attach the greatest importance to their maintenance.

4. (a) A cut of 10 per cent. in information expenditure in the old Commonwealth countries was imposed in 1947-48. This economy reduced the Information Services in these countries to the lowest level at which they could be maintained, and there has been no expansion of activities of any consequence since that date, except in Canada, where some modest increase has been provided for in the estimates in respect of publicity in support of the trade drive (which is regarded as of great importance) and to off-set devaluation of sterling.

(b) Ministers attach the greatest possible importance to the maintenance, and development, in so far as funds allow, of the Information Services in India, Pakistan and Ceylon. Such services are welcomed by the Governments and the Press of these countries and it is felt that they can play a vital part in consolidating relations with the U.K. and the rest of the Commonwealth. Small increases in the current estimates are provided for:—

- (i) the newly established post in Ceylon, where only nominal expenditure was provided for in last year's budget,
- (ii) Pakistan, due mainly to the devaluation of sterling, and
- (iii) India, where some expansion of activities on film work is contemplated to meet increasing demands.

Information expenditure in these three countries is constantly under review and minor economies are effected from time to time. No major economies can, however, be contemplated if the U.K. point of view and the British way of life are to be reflected to advantage.

5. No advertising is undertaken by the Commonwealth Relations Office or its Information posts overseas.

6. Tables 1 and 3 of *Appendix B*, showing details of the direct expenditure on the Votes administered by the C.R.O. are annexed.

APPENDIX A

INFORMATION SERVICES OVERSEAS

The Commonwealth Relations Office has Information Offices attached to the United Kingdom High Commissioners' Offices in Canada, Australia, New Zealand, South Africa, India, Pakistan and Ceylon. There are sub-offices in Australia at Melbourne and Sydney, in India at Calcutta, Bombay and Madras, and in Pakistan at Dacca and

Lahore. The Commonwealth Relations Office is also responsible for publicity in the three High Commission Territories (Basutoland, Bechuanaland Protectorate, and Swaziland), and supplies material to the Government of Southern Rhodesia.

The functions of the Information posts are, broadly speaking:—

1. To help in advising the High Commissioners on the state of local public opinion and on the effect of policy on opinion.
2. To keep in touch with and exercise influence on leaders of opinion such as local editors, radio commentators, film producers and other figures in the public eye, and supply them with basic information and material on United Kingdom affairs and policy. One of the main sources of this information is the daily service of background material and comment by wireless and cable for publication overseas.
3. To secure the publication in newspapers or magazines of articles and photographs which support the policy, action, or interests of His Majesty's Government in the United Kingdom.
4. To arrange the distribution of officially produced publications, pamphlets, etc.
5. To arrange for the showing, both theatrically and non-theatrically, of United Kingdom official films.
6. To provide and equip reading rooms, libraries, and information centres.
7. To assist correspondents, lecturers, and other visitors, and to arrange lecture tours where appropriate.
8. To maintain close liaison with the Information Sections of other Commonwealth Missions, if any, and to give them any help and facilities they may require.

April 1950.

APPENDIX B

INFORMATION EXPENDITURE

Table 1. Comparative estimates for 1949-50 and 1950-51, for which provision is included in the Commonwealth Relations Office and Commonwealth Services Vote.

	<i>Estimates 1949-50</i>		<i>Estimates 1950-51</i>		
	<i>Provision in Cmd. 7697</i>	<i>Revised estimate</i>			
	£	£	£		
Salaries	185,200	185,222	188,175	} C.R.O. Vote	
Travelling	*	9,000	15,241		
Office expenses	*	16,000	16,304		
Telegrams, etc. (including C.O.I. cable service)	*	8,000	8,072		
Information operational expenses	34,300	25,779	31,601	C.S. Vote	
	219,500	244,001	259,393		
British Council	264,500	268,000	376,450	C.S. Vote	
TOTALS	£484,000	512,001	635,843		

* Travelling expenses (£9,000), telegrams (£8,000) and a proportion of office charges (£7,500) were inadvertently omitted from the "first estimate" figures for the White Paper.

Table 2. ALLIED SERVICES

<i>C.O.I. Vote</i>		<i>H.M. Stationery Office Vote</i>	
1949-50	1950-51	1949-50	1950-51
£	£	£	£
136,500	123,000	16,000	40,000

Table 3. Estimates 1950-51. Break-down of figures in Table 1 by countries, etc.

Country	Salaries	Travelling, office expenses, telegrams, etc.	Information Expenses	Total
	£	£	£	£
Canada	22,156	1,590	14,550	38,296
Australia	9,006	2,005	2,600	13,611
New Zealand	3,755	150	730	4,635
South Africa	7,527	2,802	2,120	12,449
India	85,890	20,200	7,805	113,895
Pakistan	35,886	7,700	1,796	45,382
Ceylon	3,845	20	2,000	5,865
Irish Republic	2,143	150	—	2,293
Home staff	17,967	—	—	17,967
Outward Press Telegrams	—	5,000	—	5,000
	£188,175	39,617	31,601	259,393
British Council				376,450
TOTAL				£635,843

April, 1950.

ANNEX 18

TRAVELLING AND OFFICE EXPENSES

Supplementary Memorandum by the Commonwealth Relations Office

The Select Committee, at their meeting on 23rd May, 1950, had before them Appendix B, Table 3 of the Memorandum on Information Expenditure furnished by the Commonwealth Relations Office and they observed that the expenditure on Travelling, Office Expenses, etc., as shown in the Memorandum, was proportionately much higher in the case of India than in the case of other Commonwealth countries, and they asked the Commonwealth Relations Office Representatives for an explanation.

A Statement is accordingly annexed showing in some detail for each Commonwealth country, expenses under this Head, together with our explanatory note on certain aspects of the operational information expenses of some of the Commonwealth countries. It will be seen from this Statement that the main items of expenditure in the case of India which are proportionately high, are as follows:—

1. *Passages to and from the United Kingdom* £4,350

The high figure of £4,350 is due to the fact that of the total of 18 members of the U.K.-based staff, no less than 11 officers are due to come home on leave, or will have completed their tours of duty in India, during the current year. The provision made for these officers includes the cost of passages of wives (7) and children (9). The corresponding figure in the Estimates for 1949-50 was £1,500.

2. *Local travelling and subsistence* £4,454

It is inevitable that, owing to the long distances separating the four posts in India, (Delhi, Bombay, Madras and Calcutta) and the extensive areas which have to be traversed, travelling is much more costly than elsewhere and subsistence allowances payable over comparatively longer periods. The corresponding figure for 1949-50 was £4,546.

3. *Official transport* £5,465

Considerable use of official transport is essential in a country like India. The sum of £5,465 includes running and maintenance costs of four mobile film vans and the acquisition of four new trucks for film work expansion. Petrol, insurance, and maintenance charges at £3,000 are approximately the same as in 1949-50.

EXPLANATORY NOTE ON CERTAIN ASPECTS OF OPERATIONAL INFORMATION EXPENDITURE

	£
CANADA:	14,550
Includes provision for the following expenses peculiar to Canada:—	
	£
<i>Lecturers</i> , both local and from the United Kingdom	3,315
<i>French translations</i> of publicity material	880
<i>Publicity</i> for expansion of trade drive	550
<i>Canadian University Scheme</i> for engineering students	1,200
<i>Expenditure in U.S.A.</i> on certain publicity material prepared by the British Information Services, New York, which is also of value in Canada	940
	<u>£6,885</u>

Note: These items take account of increases due to the revaluation of the £ :

	£
CEYLON:	2,000

This is a comparatively new and important post and a provision of £2,000 has been made to cover the minimum operational expenditure of the Information Office, and the cost of establishing a Reading Room and Reference Library, and Press and Films Sections, considered to be essential.

May, 1950.

COMMONWEALTH RELATIONS OFFICE: INFORMATION SERVICES 1950-51
Details of Provision in the Estimates for Travelling, Office Expenses, Telegrams, etc.

	Passages to United Kingdom		Local Travelling Subsistence	Official cars	Medical Expenses	Office expenses:—		Telegrams and Telephones	TOTAL (See Appendix B, Table 3)
	Home leave replacements	Official visits				Total	Details		
CANADA	£ —	£ —	£ 1,000	£ —	£ —	£ (none allocated*)	—	£ 590	£ 1,590
AUSTRALIA ...	—	—	400	—	60	1,305	Rent ... 1,125 Alterations ... 80 Misc. ... 100	240	2,005
NEW ZEALAND ...	—	—	150	—	—	(none allocated †)	—	—	150
SOUTH AFRICA ...	682	—	400	—	100	1,020	Rent ... 720 Equipment, freight, etc. 300	600	2,802
INDIA	4,350	472	4,454	5,465	1,045	3,704	Premises— part rent, power, etc. 1,800 Customs, freight, etc. 800 Peons' uniforms, etc. 615 Cleaning ... 175 Miscellaneous 314	710	20,200

240 PAPERS ANNEXED TO THE MINUTES OF EVIDENCE TAKEN BEFORE THE

69010	PAKISTAN ...	611	—	2,702	713	324	2,518	Menial staff, uniforms, etc. ... 1,050 Freight, etc. 950 Rent ... 40 Miscellaneous 478	832	7,700
	CEYLON ...	—	—	20	—	—	—	—	—	20§
	IRISH REPUBLIC...	—	—	150	—	—	—	—	—	150||

* Office rent paid by Ministry of Works.

§ Accommodated in High Commissioner's Office.

‡ Accommodated in High Commissioner's Office.

|| Accommodated in Representative's Office.

SELECT COMMITTEE ON ESTIMATES (SUB-COMMITTEE C)

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ANNEX 19

THE EXPENDITURE OF H.M. STATIONERY OFFICE

*Memorandum by H.M. Stationery Office*1. *Volume of work, as shown by expenditure*

The estimated gross expenditure for 1950-51 (with 1938-9 figures in brackets) is

<i>Subhead</i>	£	£
A. Salaries	1,769,967	(450,612)
B. Carriage and Transit	145,000	(51,500)
C. Incidental Expenses	20,000	(5,300)
D. Telegrams and Telephones	—	(3,800)
E. Paper	4,225,000	(1,475,000)
F. Printing	4,358,068	(1,437,648)
G. Binding	455,000	(265,027)
H. Books and Maps	560,000	(106,400)
I. General Office supplies and machinery ...	1,925,000	(496,500)
J. Press advertisements	145,000	(100,000)
Stationery Office Printing Works		
K. Capital Expenditure on purchase of machinery	55,000	(68,000)
L. Salaries, Wages, Upkeep of machinery and Consumable Stores (Net)	100*	(110*)
GROSS TOTAL	£13,668,135	(4,459,897)
Z. APPROPRIATIONS IN AID	£3,510,000	(1,338,615)

* This token sum represents the estimated expenditure on salaries, etc. at S.O. Printing Works, less the amounts transferred to subheads F (printing) and G (Binding).

2. *Number of Staff* (as at 1.4.50, with 1938-9 figures in brackets)

Non-industrial Staff (Clerical, technical, and supervisory) ...	2,010	(1,022)
Duplicating (including supervisory grades)	1,245	(493)
Industrial { —Printing Works	2,306	(2,060)
{ —Warehouses, etc.	2,127	(961)
TOTAL	7,688	(4,536)

3. *Stationery Office Printing and Binding Works*

There are 12 separate establishments. The presses handle about one-quarter of all Stationery Office printing, the remaining three-quarters being executed by firms under contract.

Division of work:—

(a) *H.M.S.O. Presses*

Parliamentary printing, Statutory Instruments, London Gazette, Telephone Directories, secret and confidential work, Security work (Insurance and National Savings stamps, postal orders, ration books), and general work for various Departments.

Estimated expenditure on printing in Stationery Office works for 1950-51
= £1,073,068

(b) *Contractors*

General printing of forms, pamphlets, books, posters, etc. and bookbinding for various Departments. All Electoral Registers.

Estimated expenditure on printing by Contractors for 1950-51
= £3,285,000

Posters

In the main printed by Contractors; pictorial posters are not produced in Stationery Office Presses. Occasionally the Presses print plain type posters such as Proclamations and small posters for Customs and Excise required in connexion with Budget changes.

Comparison between the cost of work executed in S.O. Presses and similar work handled by contractors has shown that in general Stationery Office costs are lower than those of contractors.

4. *Gross Expenditure on Publicity (Home and Overseas) in relation to expenditure on other services.*

	1938-9	1949-50	1950-51†
	£	£	£
Publicity expenditure	80,500	562,000*	574,000
Paper and printing	2,913,000	9,003,000	8,583,000
Other subheads	1,547,000	4,988,000	5,085,000
Total Estimated Expenditure	4,460,000	13,991,000	13,668,000

Publicity

Ratio			
Paper and Printing Subhead ...	=2.8 per cent.	6.2 per cent.	6.7 per cent.

Publicity

Ratio			
Total Estimates	=1.8 per cent.	4 per cent.	4.2 per cent.

† For corrected figures see Annex 20.

* During the first half of 1949-50, the proportion of work on publicity printing executed by commercial firms and in S.O. Printing Works was as follows:

Publicity printing executed in S.O. Works	5.2 per cent.
Publicity printing executed by commercial firms under S.O. Contracts	94.8 per cent.

5. *Growth of expenditure on publicity printing since 1939*(a) *Factors affecting extent of publicity*

(i) Growth in the extent of the Social Services.

(ii) Rationing and controls.

(iii) In view of the national and international financial situation the need to explain the productivity campaign and current economic problems, and to encourage National Savings.

(iv) Extensive need for Services recruiting posts and literature.

(v) Projection abroad of Britain and British Way of Life.

(vi) Colonial and Commonwealth publicity.

(b) *Factors affecting the cost of printing*

(i) Cost of printing—including wages, cost of materials, etc. has increased by 120 per cent.

(ii) Cost of paper has increased by 130 per cent.

6. *Control of Expenditure on Publicity Printing*(a) *General financial control.*

An estimate of the expenditure required for publicity services in the year is compiled by the S.O. after consultation with the C.O.I. and Departments and submitted to the Treasury. The final estimate figures form the "limits" of provision for each Department and the primary onus is on the requesting Departments to keep within this limit. S.O. and C.O.I. supply the necessary technical assessments needed by Departments to do this.

Ad hoc Treasury authority is frequently obtained by Departments almost entirely in respect of specific schemes of publicity which were not foreseen. The Treasury usually seek the views of the S.O. before giving a decision.

(b) *Control by scrutiny of demands*

The S.O. insists that all demands are signed by an approved counter-signatory and examines every demand to ensure economy, e.g., reductions in size and number of processes needed, and scale of distribution. Recent examples of criticism are:—

A request for two million bookmarks to advertise the "Staggered Holidays" Campaign was challenged and the project was subsequently abandoned. Saving—£400.

The Stationery Office suggested a reduction in size of a form requested by the Home Office, of which 17 million copies were required. The suggestion was adopted with a resultant saving of £700.

Modification of a departmental proposal does not necessarily imply that it is ill-advised or extravagant. In general Departments readily co-operate in modifications which Stationery Office experience in printing and publishing suggests.

Demands for free distribution of publicity material, or requests for the extension of existing distributions are examined with a view to substituting sale. This transfer is in accord with the recommendations of the French Committee, though there must always be much material unsuitable for placing on sale. Recent examples of diversion from free distribution to sale are shown:

Ministry of Food free leaflets. Extensive free distribution of recipe and other leaflets has been replaced by booklets which are sold, e.g. ABC of Cookery, ABC of Preserving, ABC of Fish Cookery, which have all achieved very large sales.

Ministry of Fuel and Power. S.O. suggestion that free circulation of Fuel Efficiency News (46,500 copies monthly) and Bulletins (from 24,000 to 69,000 copies of each) should be limited to official needs and the publications placed on sale has been accepted.

7. *Distinction between material submitted directly to S.O. and that prepared by C.O.I. Proportion of total publicity work routed through C.O.I. and received direct*

1949-50

Received direct	...	...	...	£286,000 = 50.9 per cent.
via C.O.I.	...	...	...	£276,000 = 49.1 per cent.
Total	...	...	...	<u>£562,000</u>

1950-51

Received direct	...	...	...	£269,000 = 46.8 per cent.
via C.O.I.	...	...	...	£305,000 = 53.2 per cent.
Total	...	...	...	<u>£574,000</u>

Direct demand on the Stationery Office is usual for work for which editorial services are not required and which forms part of a department's general information and administration. Where publicity appeal is paramount, and considerable editorial and studio work is required, the work is channelled through the C.O.I. The series of Ministry of Agriculture Bulletins, for example, is handled directly by the Stationery Office, whereas a propaganda booklet "Prospect for the Land" now in production is designed by the C.O.I. Border-line cases occur, but the system works satisfactorily. The Central Office seeks approval of the Stationery Office before a departmental proposal is accepted and modifications to ensure economical production within a suitable selling price are mutually agreed upon.

Some lay-out and preparatory work is done by departmental information sections. Their resources are more limited than those of the Stationery Office or the Central Office, and the quality of this preparatory work varies considerably. Departments are advised to give the Stationery Office only general directions as to style and to leave the detailed specification to the professional typographer; they are in fact making increasing use of the Stationery Office for layout work. A few departments utilise the services of outside agencies*. Where departments seek Stationery Office advice on publications which require editorial and photographic services they are referred to the Central Office as the common service for this assistance.

* The reduction of pockets of lay-out staff in government departments was recommended by the French Committee, and the Stationery Office agrees with this recommendation, but there are departments, e.g. the Post Office, where the volume of work and the special requirements of the service justify retention.

8. *Government Cinematograph Adviser*

The post of Government Cinematograph Adviser was created by the Treasury in 1924 and attached to the Stationery Office with the intention that he should serve as a centre of information for the public service generally and that Departments should advise him of any film developments. In 1942 the Treasury issued the following E.O.C.:—

ESTABLISHMENT OFFICERS CIRCULAR No. 604

Film Work for Government Departments

1. From time to time the question has come under notice of the respective functions of the Government Cinematograph Adviser and of the Ministry of Information in regard to film work on behalf of Government Departments, and this circular is issued for the purpose of drawing the attention of Departments to the present position.

2. Briefly, the Ministry of Information is charged with the duty of producing and distributing propaganda films, both on its own account and on behalf of Government Departments and should be consulted in all such matters. The Government Cinematograph Adviser retains the duty of advising all Departments in regard to other films, e.g. films for training, welfare and war records.

3. This circular involves no change in the existing arrangements for the production of films on behalf of the National Savings Committee.

4. The arrangements set out in this circular amend those set out in E.O.C. 253 (35) issued on 25th May, 1939.

H.M. Treasury,

28th August, 1942.

With the setting up of the C.O.I. in 1946 the position of the G.C.A. was fully considered and the post retained. Finally in August of last year with a change of occupant of the post the spheres of activity of the C.O.I. and G.C.A. were agreed between the two Departments. In the Stationery Office view there is need to make the services of G.C.A. better known to Departments and a report by the O. & M. Division of the Treasury is being considered.

The G.C.A. advises Departments on the storage and preservation of films. On behalf of some 14 departments he holds some 30 million feet of film and deals with applications for selection and for official and commercial use of this material.

He has the central control of three departmental cinemas and the projection service for these is carried out on a pooling basis. The Ministry of Works now consult the G.C.A. on the lay-out and equipment of cinemas in course of construction.

The G.C.A. is Chairman of the Inter-Services Training Film Committee and is in close touch with the Films Division of the C.O.I. on matters of common interest but he gives no services to the Crown Film Unit.

23rd May, 1950.

ANNEX 20

WAGES, DEPRECIATION OF EQUIPMENT AND SALE OF PUBLICATIONS

*Supplementary Memorandum by H.M. Stationery Office*1. *Wages paid to Industrial Staff in Stationery Office Printing Works (Question 1534).*

Year	Number of Staff (on 1st April)	Total Wages paid	Average Wage per annum	Percentage Increase on 1938 average
1938-9	1,666	£352,990*	£212	—
1949-50	2,462	£882,213*	£358	69
1950-51	Total Provision £935,650, including overtime.			

* Amount due to overtime in 1938-39 cannot now be separated. Totals for subsequent years are therefore given inclusive of overtime payments for correct comparison.

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2. *Depreciation of Value of Equipment at Printing Works.* (Question 1532.)

Year.	Amount.
	£
1938-9	26,612
1947-8	36,053
1948-9	40,173
1949-50	Not yet available

3. *Value of Government Publications issued.* (Question 1527.)

	1947-8	1948-9
	£	£
Face Value of Copies sold	645,578	646,381
Face Value of copies issued for official use	335,052	341,522

It is not possible to separate from the total value of copies supplied for official use the value of the copies subsequently distributed for publicity purposes. Many of the publications concerned are produced primarily for administrative use—e.g., service training manuals; administrative orders, regulations and circulars; papers on scientific research. From experience of scrutiny of demands for priced publications it is known that the value of copies used for publicity purposes is a small percentage of the total.

4. *Corrections to Annex 19.*

The estimated gross expenditure on publicity printing is stated in paragraph 4 of Annex 19 to be £574,000.

Further investigation of the statistics from which this figure was obtained has shown that two items, of total value £16,000 from which there will be no revenue had been included in error, and the total should be £558,000.

The last column of the table should therefore read:

	1950-51
	£
Publicity Expenditure	558,000
Paper and Printing	8,583,000
Other subheads	5,085,000
Total Estimated Expenditure	13,668,000
Ratio	
<i>Publicity Expenditure</i>	
Paper and Printing subhead	= 6.5 per cent.
Ratio	
<i>Publicity Expenditure</i>	
Total Estimated Expenditure	= 4.1 per cent.

The relation between the estimated gross expenditure and the estimated net expenditure shown in the White Paper (Cmd. 7949) is therefore

	£
Estimated Gross Expenditure	558,000
Less Estimated Revenue from Sales:	167,000
Estimated Net Expenditure	391,000

13th June, 1950.

ANNEX 21

THE CENTRAL OFFICE OF INFORMATION

Memorandum by the Central Office

1. This memorandum sets out the aims of the Central Office as they were defined by the Government in 1946, and the activities in which it was then instructed to engage. Reference is also made to the new home information "programming" function assumed by the Office as a result of the Government acceptance of the

major recommendations of the French Committee. The main lines of the organisation are then described, and some brief notes added about the work of the various Divisions of the Office. Four tables are appended: (a) the Departmental Estimate and actual expenditure since the formation of the Central Office; the estimated expenditure in 1950-51 analysed (b) according to the Departments for which the work is to be carried out, and (c) according to the activity or service; and (d) the size and distribution of the staff since the last year of the Ministry of Information. The Annual Report of the Department for 1948-49 contains a full description of its functions and activities and is not out of date except on minor matters. Reference might be made to it on any point about which more information is required than can be given in this memorandum.

I.—THE POST-WAR ORGANISATION OF THE GOVERNMENT INFORMATION SERVICES

2. The Central Office of Information was formed on 1st April, 1946, as a part of the reorganised government information services following the termination of the war-time Ministry of Information.

3. The policy of the Government had been announced in the following terms by the Prime Minister in the House of Commons on 17th December, 1945:

“The Government have had under consideration the information services which should be maintained at home and overseas in peace. They are satisfied that, while these services should be on a substantially reduced scale as compared with wartime, they have an important and permanent part in the machinery of government under modern conditions. It is essential to good administration under a democratic system that the public shall be adequately informed about the many matters in which Government action directly impinges on their daily lives, and it is in particular important that a true and adequate picture of British policy, British institutions and the British way of life should be presented overseas.

“In the view of the Government, the responsibility for the information policy of a Department must rest with its Minister, but there are various technical functions, notably on the production side, which it would be uneconomical to organise departmentally, and which can best be performed centrally as a common service. For this purpose we propose that departmental information services shall be supplemented by a central office performing certain common technical and production functions and making specialist services available to Departments for both home and overseas purposes. To be effective, this office, like the Government information services generally, will need a highly qualified rather than a large staff. . . .”

4. Consideration of the details of the new organisation was referred by the Government to a committee of officials which reported in February, 1946. The conclusions of the Government on its recommendations were announced by the Prime Minister in the following terms on 7th March, 1946:

“I explained to the House on 17th December the general lines on which Government information services will be organised when the Ministry of Information comes to an end on 31st March, and there will no longer be a Minister exclusively concerned with information matters. Ministers will be responsible to Parliament for information policy as for the other activities of their Departments, and the functions of the Ministry of Information will be redistributed in accordance with this principle. In practice, the most important change will be in the field of overseas publicity, and as from 1st April the Foreign Office and other overseas Departments will take over the overseas services which are at present run by the Ministry of Information. . . .

“Machinery is being set up to secure the proper integration of the information policy of the various Departments and to co-ordinate inter-departmental action both at home and overseas, and this machinery will be under the general supervision of my right hon. Friend the Lord President of the Council on behalf of the Cabinet.

“Further, as I told the House in December, Departmental information services will be supplemented by a Central Office of Information, performing certain common technical and production functions and making specialist services available to Departments for both home and overseas purposes. This arrangement is designed to promote executive efficiency and should at the same time contribute to economy of staff in the Government information services generally. The Office will take over most of the common service duties now carried out by the Ministry of Information, and in the first instance it will be mainly staffed

from existing officers of the Ministry. Provision will be made for the interchange of staff between the Office and Departmental information branches, both at home and abroad, and for the secondment of Central Office of Information staff to overseas posts.

"The Office have a separate Vote, for which Treasury Ministers will be responsible to Parliament, in accordance with the usual practice in the case of non-Ministerial Departments of this kind. Treasury Ministers will also deal in Parliament with matters affecting the staffing, efficiency and methods of the Office. Publicity policy on the other hand, will, as I have said, be the responsibility of the Departmental Minister concerned in each case.

"The Central Office of Information Estimate, which will be published shortly, will show a considerable decrease on the expenditure of the Ministry of Information in the current year, but this reduction will to some extent be offset by increased expenditure on the Votes of the overseas Departments in respect of duties taken over from the Ministry and certain new temporary services for liberated territories in Europe. Further economies should, however, be possible, without prejudice to efficiency, when the full effect of the organisation is felt."

II.—THE FUNCTIONS OF THE CENTRAL OFFICE

5. The following functions were assigned to the Central Office of Information :

(a) To act (within the terms of the more detailed statement in paragraph 6) as the central Government agency for the preparation of publicity material requested by Departments, including advertisements, films, photographs, and exhibitions, except where Departments can show that they can more conveniently and economically produce such material internally ; and for the provision of a common editorial service to prepare for publication, through the Stationery Office, books and pamphlets required for general publicity purposes. The Central Office is responsible for the technical execution of Departmental requirements, and on questions of presentation should be regarded as the expert. In practice, Departments have the final right to reject material provided by the Central Office of Information to which they raise substantial objection.

(b) To maintain liaison with all Departments on their publicity requirements and the requirements of the countries or the sections of the public with which they are concerned.

(c) To provide Departments with technical advice and assistance on publicity matters.

(d) To keep in touch with developments in publicity technique and to disseminate information on such developments to Departmental Information Divisions.

(e) To provide, at the request of the Overseas Departments, the above services to the Overseas Departments' posts abroad, to distribute to those posts material prepared or commissioned by it.

(f) To undertake publicity as required on home matters which are of inter-Departmental scope or not assigned to particular Departments.

(g) To maintain a general and regionalised daily service of background information and comment by cable or wireless for the use of overseas posts.

(h) To provide the machinery for the central issue of Government news. (Contacts with the Press or radio affecting day-to-day policy and involving background guidance to newspaper correspondents at home or abroad rest, subject to sub-paragraph (g), with the individual Departments and in matters affecting Government policy as a whole, with the Public Relations Adviser to the Prime Minister.)

(i) To establish and maintain a Regional organisation to the extent that this is necessary and to carry out regionally information services for Departments which can dispense with a regional information service of their own.

(j) To give advice and assistance as appropriate to autonomous or semi-autonomous Governmental bodies.

(k) To perform any other functions which from time to time may be assigned to the Office.

6. The functions referred to in paragraph 5 (a) were more particularly described as follows :

To act as the central Government agency on behalf of the Department concerned :

(a) For the production and supply of official films and film strips other than those required for Service training and welfare purposes; for the distribution of such material at home by exhibition in the cinemas, or non-theatrically to the general public and also to selected audiences; and for advising technically on the overseas production and distribution of films, film material and film strips required for publicity purposes.

(b) For the commissioning, management and presentation of all displayed Press advertising and poster advertising on commercial sites required by the Government at home. The National Savings Committees and the Ministry of Food, however continue to place their advertising direct and to be responsible for presentation, but the Central Office acts as the central agency for the allocation of Press space for all Government advertising, including that of the National Savings Committees.

(c) For arranging the design and production of all Government posters for non-commercial sites other than those which can be produced direct by the Stationery Office from materials supplied by Departments from their own resources.

(d) For designing, producing, and managing all Government exhibitions other than trade exhibitions and art exhibitions; and for the design and production of such parts of the United Kingdom section of official International Exhibitions as are allotted to displays by United Kingdom Government Departments. (The Board of Trade remain responsible for trade exhibitions, including the British Industries Fair, and for the overall organisation and administration of the United Kingdom section of International Exhibitions and for the allocation of space.)

(e) For providing a common editorial service for books and pamphlets required for general publicity purposes, except in so far as Departments continue to publish directly through the Stationery Office all departmental publications for which they or the Stationery Office can undertake full editorial responsibility.

(f) For providing a common translation service for material required for publicity purposes.

(g) For the preparation of all books, pamphlets and periodicals in English and foreign languages officially produced in this country for overseas publicity use; and for supplying material for inclusion in such publications produced overseas.

(h) For advising technically on the overseas distribution and production of all material under (g); and for stimulating the overseas distribution for official publicity purposes of suitable commercial books, newspapers and periodicals; and arranging, if required, for the supply of these items through the Stationery Office.

(i) For commissioning or preparing feature articles for overseas distribution.

(j) For maintaining a central reference service which obtains, prepares and supplies reference material for publicity purposes at home and overseas, when requested.

(k) For supplying or producing all general publicity photographs for use overseas, for maintaining a common service for taking and issuing publicity photographs at home, and a central library of such photographs. (Departments are free to arrange to meet their own photographic requirements and to issue photographs where this can be done conveniently and economically from their own resources.)

7. The Central Office subsequently undertook production services for the British Council, subject to repayment of the cost by the Council; and the organisation known as the Social Survey, which had worked during the war years under the auspices of the Ministry of Information, though as a detached body outside the Ministry, is now maintained as a part of the Central Office.

8. The responsibilities of the Central Office in the planning and co-ordination of home information were extended in time to cover the preparation of the current Estimates as a result of Ministerial acceptance of the following recommendation of the Committee on the Cost of Home Information Services (Cmd. 7836 of November, 1949):

“We recommend that there should be a more positive and general approach to the approval of the total amount of expenditure on information in the various fields.

“We suggest that it would be valuable, not only in the interests of economy but as forming an opportunity for a periodic review of Government information policy, if Ministers were at intervals supplied with a broad picture of the work

being done and the cost of such work. We propose a procedure on the following lines. The Central Office should be required to classify expenditure, in all media, under broad general headings (we suggest that those appropriate at the present moment would be Defence, Economics, Social and World—including Commonwealth—Affairs) and in September of each year (before the Estimates for the coming financial year had reached the point of serious consideration) should, in conjunction with the Official Information Committee, provide Ministers with a statement showing the division between the various subjects of the amount provided in the Votes for the current financial year, the expenditure incurred to date and the probable actual expenditure for the year, together with such general observations as would be of value in estimating the forward trend of the expenditure.

“This would give Ministers valuable information on which they could decide what total sum they would regard as the right amount to be provided for the Information Services in the following financial year, and whether they were in general satisfied with the distribution of expenditure between the various subjects or, if not, what alteration or balance they would desire. Decision on these points would ensure that any modification of expenditure was made with full knowledge of the facts, and would give a basis on which a forward programme could be framed.”

III. ORGANISATION AND DIVISIONAL FUNCTIONS

9. Under the Director General, who is also the Accounting Officer for the Vote, there are four Controllers, each responsible for the work of a number of Divisions, etc., as shown below.

<i>Controller (Home)</i>	<i>Controller (Overseas)</i>	<i>Controller (Films)</i>	<i>Controller (Administration)</i>
Campaigns and Lectures	Photographs	Films Division	Finance and Accounts
Exhibitions	Publications	Crown Film Unit	Establishment and Organisation
Social Survey	Production Services		Secretariat
Regional Offices	Overseas Press Services		
News Distribution Unit	Reference		

10. Brief particulars of the work of each of the above Divisions are given below:

DIVISIONS UNDER THE CONTROLLER (HOME)

Campaigns and Lectures.—This Division is responsible for handling publicity in accordance with the requirements of all Government Departments (with the exception of the Ministry of Food and the National and Scottish Savings Committees) mainly in three media—Press advertising, posters, and leaflets. The Division plans the campaigns and is responsible for their general style and standards, but the full resources of the leading commercial agencies are used as required for the creation of most of the necessary materials. The Division also co-ordinates for all Government Departments the use of B.B.C. broadcasting time in the special announcement period after the 1 o'clock news on Thursdays. A Lecture Section of the Division is responsible for the supply to voluntary organisations, industrial and educational groups, of speakers briefed by the Central Office to deal with selected topics. Bookings of these lecturers are arranged mainly through the Regional Offices.

Exhibitions.—This Division is responsible for the planning, design, production and management of major exhibitions, smaller touring exhibitions, displays, etc., in this country at the request of Government Departments; and the planning, designing and production of similar exhibitions for overseas.

Social Survey.—This is a Government social research unit: its function is to provide Departments with social facts and statistics which their own organisations do not produce and which can be obtained only by direct contact with individual members of the public.

Regional Organisation.—The Central Office maintains an office in each of nine English Regions and in Wales, as follows :

Northern	...	...	Newcastle.
East and West Ridings	...	...	Leeds.
North Midland	...	...	Nottingham.
Eastern	...	...	Cambridge.
London and South Eastern	...	...	London.
Southern	...	...	Reading.
South Western	...	...	Bristol.
Wales	...	...	Cardiff.
Midland	...	...	Birmingham.
North Western	...	...	Manchester.

The functions of the Regions are two-fold. In the first place they execute in the field the publicity plans and campaigns, both national and local, directed from the headquarters of the Central Office ; and in the second place they both execute and co-ordinate publicity for the Regional Offices of Government Departments.

News Distribution Unit.—This Unit acts as the centre for the distribution of news from Government Departments and other official bodies.

DIVISIONS UNDER THE CONTROLLER (OVERSEAS)

Photographs.—The functions of this Division are to take or procure photographs for official publicity purposes at home and overseas, and to prepare them for products ranging from the single photographic print to edited film strips and sets for display. Most of the work is for oversea use. For the home services, the Central Office photographers provide a common service for all Government Departments requiring publicity photographs to be taken. The Division is also the central point through which official photographs are issued to the national, provincial and weekly Press. The Division maintains a large photographic library.

Publications.—This Division is responsible for the production of books, pamphlets and periodicals for both home and overseas ; for the production of maps and posters for overseas ; for producing picture statistical work for books, periodicals, etc. ; and for helping the sale of British commercial books and copyrights in certain countries where special efforts are needed.

Production Services.—This Division provides common technical services for other Divisions of the Central Office and for Information Departments and Information Offices overseas, especially in preparing material for Press, in making printing arrangements, and in oversea distribution. This Division handles the organisation of tours and facilities in this country for official visitors from overseas ; and helps the sale of British commercial periodicals and newspapers in certain countries where special efforts are needed.

Overseas Press Services.—This Division provides a daily world-wide wireless and airmail service of background information, comment and guidance designed to publicise overseas all aspects of British life, opinion and activity. The service is supported in certain important areas by supplementary services which carry material selected for its regional appeal. Feature articles are also produced for use in the overseas Press.

Reference.—The functions of this Division are the collection, adaptation and maintenance in accessible form of factual and statistical information on any subject required by any Division of the Central Office or overseas post ; and the maintenance of a comprehensive information service with a planned coverage designed to keep Information Officers informed of developments at home, for their reading rooms and for the answering of enquiries.

DIVISIONS UNDER THE CONTROLLER (FILMS)

Films Division and the Crown Film Unit.—The Division co-ordinates and advises on the use of the film for Government information purposes ; it makes, acquires and distributes films for other Government departments. The films are made either by the Central Office's own production unit, the Crown Film Unit, or by contractors. They are distributed at home, according to their subject and purpose, either through the commercial cinemas or through a planned system of non-theatrical distribution. Many films are televised. Distribution overseas, except for those films for which the Central Office has negotiated overseas rights with a commercial distributor, is carried out by the oversea departments, through the British Information posts.

DIVISIONS UNDER THE CONTROLLER (ADMINISTRATION)

Finance and Accounts.—This Division is responsible for ensuring regularity and economy in all financial transactions. The Finance Branch is responsible for the preparation of Estimates and briefs for the Public Accounts Committee, the examination of proposals for expenditure and the supervision of the placing of contracts. It deals with the Treasury on all financial matters. The Accounts Branch is responsible for payment and recording of all expenditure, for the collection of amounts due to the Department, and for the custody and control of official cash, stores and equipment.

Establishment and Organisation.—This Division is responsible for the organisation and staffing of the Department and for determining, with Treasury sanction, the numbers and gradings required and the conditions of service. It is responsible for recruitment, staff training and welfare and the maintenance of staff records; the provision of accommodation, furniture, stationery and office equipment; and for the Registry, Typing and Duplicating and Messenger services.

Secretariat.—The Section is responsible for secretarial services for the Official Information Committees and for interdepartmental and internal policy and production committees. It co-ordinates the preparation of programmes of work, both according to the sponsoring Department and the subject of the publicity involved, and assists in the preparation of programmes according to the media used and of reports on progress on the various programmes.

IV. STAFF

11. Following upon the recommendations of the Committee on Departmental Information Officers and Information Divisions which reported in July, 1947, a general service class for information work known as the Information Officer Class was set up with effect from 1st August, 1949. Before that date staff engaged on such work in the Central Office had been graded in the Executive Class. These have now been transferred to the new class leaving in the Executive Class only those engaged on work which is no more specialised than would generally be expected of that Class. In addition to Information Officer and Executive Class staff there are, above the clerical grades, a number in special technical grades such as photographers and technical film production staff. At 1st April, 1950, 28 per cent. of the total staff were established, the remainder being employed on a temporary basis.

5th June, 1950.

TABLE I
CENTRAL OFFICE OF INFORMATION
Estimates and Expenditure since 1946-7

		1946-47	1947-48	1948-49	1949-50	1950-51
		£	£	£	£	£
Salaries, etc.	Estimate	783,000	840,000	896,000	859,000	801,000
	Expenditure	652,171	769,770	888,959	837,000	—
Travelling and Incidental Expenses	Estimate	318,000	178,000	168,000	185,300	163,800
	Expenditure	116,022	189,624	190,291	181,000	—
Telegrams and Telephones	Estimate	136,000	102,000	101,000	—	—
	Expenditure	68,337	94,433	92,924	—	—
Oversea Press Services (Note 1)	Estimate	—	—	—	156,100	100,920
	Expenditure	—	—	—	123,000	—
Press Advertising	Estimate	900,000	850,000	870,000	867,000	763,000
	Expenditure	709,798	943,269	1,002,110	680,000	—
Other Press Publicity	Estimate	130,000	66,000	—	—	—
	Expenditure	69,101	36,134	—	—	—
Publications	Estimate	67,300	265,000	214,300	127,900	85,865
	Expenditure	20,109	109,857	121,830	107,000	—
Poster Advertising	Estimate	450,000	800,000	735,000	574,500	253,000
	Expenditure	473,768	717,898	570,454	376,000	—
Films	Estimate	681,000	849,300	782,000	748,200	497,500
	Expenditure	589,169	691,435	732,789	590,000	—
Broadcasting	Estimate	105,000	50,000	—	—	—
	Expenditure	14,688	14,394	—	—	—
Photographs	Estimate	105,000	113,000	73,485	62,400	54,000
	Expenditure	104,586	67,132	59,460	46,000	—
Exhibitions	Estimate	156,000	300,000	207,000	197,000	147,500
	Expenditure	100,437	152,126	173,657	155,000	—
Lectures (Note 2)	Estimate	—	—	—	70,000	71,000
	Expenditure	—	—	—	45,000	—
Social Surveys (Note 3)	Estimate	—	—	—	64,500	68,600
	Expenditure	—	—	—	56,000	—
Other Publicity Services	Estimate	208,000	84,500	87,700	22,850	32,125
	Expenditure	110,209	73,113	100,025	24,000	—
Losses and Compensation.	Expenditure	779	1,463	4,479	4,000	—
GROSS TOTAL (Note 4)	Estimate	4,039,300	4,498,400	4,134,485	3,934,750	3,038,310
	Expenditure	3,029,174	3,860,648	3,936,978	3,224,000	—
Appropriations in Aid (Note 5)	Estimate	1,408,000	980,700	586,285	474,900	287,310
	Realised	914,392	671,348	614,604	491,000	—
NET TOTALS	Estimate	2,631,300	3,517,700	3,548,200	3,459,850	2,751,000
	Expenditure	2,114,782	3,189,300	3,350,693	2,749,100	—

NOTE 1. The Oversea Press Services subhead represents the former subhead "Telegrams and Telephones" and also includes some expenditure formerly charged to "Publications".

NOTE 2. The Lectures subhead was formerly embraced by "Other Publicity Services".

NOTE 3. The Social Surveys subhead covers costs formerly embraced by "Salaries, etc.", "Travelling and Incidental Expenses" and "Other Publicity Services".

NOTE 4. The figures of expenditure for the year 1949-50 are provisional and approximate.

NOTE 5. Where the actual receipts exceed the Estimate, the excess is paid direct to the Exchequer and does not affect the net expenditure.

TABLE II

COST OF SERVICES FOR OTHER GOVERNMENT DEPARTMENTS 1950-51

	<i>Estimate Provision. (See Note 1)</i>
<i>1. Allied Services to Government Departments</i>	
	£
Admiralty	70,000
Agriculture	44,500
Air Ministry	185,500
Civil Aviation	19,500
Colonial Office	217,000
Commonwealth Relations Office	123,000
Defence	100
Education	23,500
Food	22,500
Foreign Office	409,000
Foreign Office (German Section)	43,000
Fuel and Power	20,000
General Register Office	52,000
Health	157,000
Home Office	129,500
Labour	349,000
National Savings Committee	100
Post Office	67,000
Scientific and Industrial Research	36,500
Scottish Home Department	50,000
Stationery Office	1,500
Supply	33,000
Town and Country Planning	35,000
Trade	84,500
Treasury (mainly E.I.U.)	214,750
War Office	177,500
Works	29,500
<i>2. Residual expenditure not allocated to any particular Department (includes C.O.I. "own right" services)</i>	<i>156,550 (See Note 2)</i>
	<u>£2,751,000</u>
<i>3. Agency Services to Government Departments and other bodies.</i>	
	£
British Council	11,000
Colonial Office	6,000
Commonwealth Relations Office	6,000
Foreign Office	7,000
Foreign Office (German Section)	18,000
Home Office	13,000
National Insurance	26,000
Trade	55,000
Transport (Road Fund)	85,000
Other Departments and organisations	13,000
	<u>£240,000</u>

Notes :

1. The amounts shown correspond with the figures given in the Home Table and Overseas Table of the White Paper on Government Information Services.

2. Net figure after setting off £47,000 estimated revenue.

TABLE III

COST OF SERVICES IN THE VARIOUS MEDIA FOR 1950-51

	<i>Estimated</i>	<i>Expenditure.</i>
	<i>Total Cost</i>	<i>Percentage of Total gross cost.</i>
<i>A.—Home</i>		
	£	
Press advertising	759,000	25.4
Post advertising	278,000	9.1
Films: production	340,000	11.6
distribution	326,000	10.8
Books	31,000	1.0
Magazines	7,000	.2
Graphics	12,000	.4
Photographs	9,000	.3
Reference material	2,000	.1
Exhibitions	194,000	6.3
Lectures	102,000	3.3
Social Surveys	128,000	4.2
Total Home Services	£2,188,000	72.7 per cent.
<i>B.—Oversea</i>		
	£	
Press advertising	38,000	1.2
Films: production	94,000	3.0
distribution	164,000	5.3
Books	13,000	.4
Magazines	62,000	2.0
Graphics	6,000	.2
Oversea Press services	190,000	6.2
Photographs	64,000	2.1
Reference material	49,000	1.6
Exhibitions	9,000	.3
Newspapers and periodicals	35,000	1.1
British Book Export	78,000	2.5
Tours and Facilities	33,000	1.0
Miscellaneous	15,000	.4
Total Oversea Services	£850,000	27.3 per cent.
	£	
TOTAL HOME AND OVERSEA SERVICES (GROSS)	3,038,000	100 per cent.
Less Receipts	287,000	—
TOTAL HOME AND OVERSEA SERVICES (NET)	£2,751,000	—

Note: In this table the estimated expenditure of the Department is analysed "objectively"—that is to say, each entry includes all the estimated costs, direct and indirect, attributable to the service or activity, and the gross total corresponds thus with the gross Estimate.

TABLE IV
MINISTRY AND CENTRAL OFFICE OF INFORMATION STAFF SINCE 1945

	Ministry of Information		Central Office of Information				
	1945	1946	1946	1947	1948	1949	1950
Administration and Common Services Divisions:							
Extra-divisional ...	20½	12	11	9	9	11	11
Secretariat ...	85	77½	79	49	39	11½	11
Finance and Accounts ...	112½	107	75	67	68	62	58
Establishments and Organisation	505½	427½	329	267	241½	249½	235½
Total ...	723½	624	494	392	357½	334	315½
Production Divisions:							
Films ...	131½	106	105	152	153½	178½	137
Campaigns and Lectures	54	43	34	43	45	42	35
Exhibitions ...	59	33	32	52	55	52	38
Social Survey ...	84	92	81	70½	93	92½	88½
Photographs ...	202	100½	95	101½	81½	73½	64
Publications ...	113½	79	88	79½	75½	87	90
Production Services ...	177	114	118	119½	121½	118½	120½
Overseas Press Services	59½	32½	33	89½	93	118	106½
Reference ...	92	79½	80	72	79	77½	71
Total ...	972½	679½	666	779½	797	839½	750½
Total at headquarters	1,696	1,303½	1,160	1,171½	1,154½	1,173½	1,066
Regional staff ...	497½	344½	305	311	319½	332½	307½
Film Production Units	287½	137	136	174½	224½	232	191
COMPARABLE TOTAL STAFF ...	2,481	1,785	1,601	1,657	1,698½	1,738	1,564½

The staff figures for the Central Office are complete, but those for the Ministry of Information exclude staff employed on work that ceased altogether (e.g. censorship) or was not transferred to C.O.I. Thus to the figure of 2,481 for the Ministry in 1945 should be added another 724½ for staff employed in this country and 3,652 for overseas staff, making a total Ministry staff at this date of 6,857½. Similarly, to the figure of 1,785 for 1946 should be added 162 and 2,854 respectively, making a total of 4,801. The date of the count for the Ministry is 31st March in each year, for the Central Office 1st April. Part-time employees are counted as halves.

CENTRAL OFFICE OF INFORMATION.

5 June, 1950.

ANNEX 22

FILMS

Memorandum by the Central Office of Information

1.—NOTE ON THE AMOUNTS OF APPROPRIATIONS IN AID INCLUDED IN THE 1950-51 ESTIMATE IN RESPECT OF FILMS

- (1) *Repayments by Government Departments, etc.* £36,650 plus £3,000 Departmental Expenses.

It is estimated that this amount will be received in respect of recoverable costs of film production and distribution undertaken by the Central Office as agency service to Government Departments and other organisations as follows:—

	£
British Council	2,500
Colonial Office (Colonial Development and Welfare Fund)	6,000
Ministry of National Insurance (National Insurance and Industrial Injuries Funds)	4,500
Ministry of Transport (Road Fund)	13,350
Foreign Office (for prints of non-C.O.I. films)	3,000
Other Departments and Organisations	10,300
	£39,650

(2) *Film Distribution at Home.* £10,000.

It is estimated that this amount will be received as revenue from the commercial distribution of Central Office films in the United Kingdom. Films found suitable and acceptable to the trade for commercial distribution to cinemas are marketed through the film renting trade on ordinary commercial terms for showing in public cinemas, the Central Office receiving a share of the net revenue.

Film prints provided to the Oversea Departments for distribution overseas are distributed by those Departments. Any revenue they receive is brought to account by them and does not enter into the Central Office's Estimate.

2.—MOBILE UNITS

PROVISION IN 1950-51 ESTIMATES

	£
Prints	20,000
Hire of Halls and Publicity	10,000
Petrol, Oil and Garage Charges for Mobile Unit Vans ...	7,000
Maintenance of Projectors, Screens and Generators ...	5,000
Consumable Stores for Projectors and Vans (Lamps, Valves, Tyres, etc.)	4,000
Spools and Cans	2,750
New Projectors	1,500
New Vans	6,500
Salaries:	
Driver Projectionists	41,000
Films Officers and Engineers	20,000
Divisional	19,000
General	15,000
Maintenance of Vans and Cars	15,000
Travel and Subsistence, Office Cleaning, etc.	10,000
Miscellaneous	830
	£177,580

Estimated audience = 3,000,000/4,000,000.

3.—COMPARATIVE COSTS: CROWN FILM UNIT AND CONTRACTORS

(1) The reorganisation of the Crown Film Unit, after the adaptation and equipment of its new premises at Beaconsfield had been completed, was carried out in 1949. It was for this reason that the French Committee recommended that comparison of Crown and contractors' costs should be postponed until 1951, when detailed figures would be available for a year when Crown had been in full working order.

(2) Even with detailed figures, such as will be available from the Crown trading account for 1950-51, comparison on the basis of average costs could be very misleading. Information films vary widely in cost, according to their purpose, scope, and treatment; a film such as is being made at present by Crown to help in the sale of British woollen goods especially in North America, involves relatively heavy charges for colour, lighting, dress designing and artists, and will cost several times what it costs to make,

say, a simple instructional film of the same length on the grading and packing of apples. In general Crown is given the more difficult and ambitious films to do (as well as those in which security is an important consideration); and it is necessary to sift the programme carefully in order to get a true comparison of like with like.

(3) To meet the request of the Select Committee, an attempt has been made to make a comparison of costs at Crown and contractors during 1949-50, eliminating from both sides colour films, cartoon films and second-feature dialogue films that require studio floor facilities, and taking no account of differences in quality. The result is as follows:—

Crown: Total footage 28,398 at average cost of £3 8s. 4d. per foot.

Contractors: Total footage 76,162 at average cost of £2 18s. 7d. per foot.

The Crown figures, it will be understood, are subject to the important reservation referred to in paragraph 1 above.

4.—FILMS ABANDONED IN THE FINANCIAL YEAR 1949-50

Attached is a list of films or proposals for films, on which expenditure was incurred, and which, for reasons stated, were abandoned during the year 1949-50. Although the decision to abandon was made in 1949-50, all the projects were started in previous years.

It will be noted that films are abandoned for two main reasons (1) changes of policy or circumstance and (2) proof from a preliminary investigation, often incurring costs, that the proposed subject is not capable of being presented adequately in a film or would involve too heavy a cost.

20th June, 1950.

FILMS ABANDONED IN THE FINANCIAL YEAR, 1949-50

Date project was started	Sponsor Department	Title of Project	Expenditure	Reason for abandonment
1. Oct. 1947	Agriculture ...	Labour Saving in Silage making	£ 1,399	Two instructional non-theatrical films on the subject of Silage making were in production by a contractor when in July 1948 the Central Office suggested to the Ministry of Agriculture that the two films should be merged. This was done. The other film was completed containing material from this film, leaving an unused residue of material. The decision was made in 1948-49 but the residuary cost was ascertained this year.
2. June 1948	Board of Trade ...	Cotton	1,378	Proposed as a second-feature theatrical film to cost £30,000. Preliminary work was done by the Crown Film Unit up to the writing of a master scene-script. After full discussion and consideration it was agreed with the Board of Trade that there was insufficient prospect of success to justify going on with the project.
3. July 1948	Foreign Office (German Section)	German Youth ...	1,097	Proposed at a cost of £3,500 as a theatrical and non-theatrical film for distribution in Germany and at home. A writer on the staff of the Crown Film Unit visited Germany to write the script but many difficulties and differing views of the subject-matter were encountered. In May 1949 on the advice of their Education Branch the Foreign Office (German Section) cancelled the project.
4. Dec. 1946	Commonwealth Relations Office	Australia (Know the Commonwealth)	1,070	Proposed as a theatrical film to cost £15,000 of which the Australian Government were to contribute £5,000. A script costing £1,000 was obtained from a contractor whose unit was in Australia making a commercial feature film. The script was approved by the sponsoring Department but the Australian Government asked for major revisions. The Commonwealth Relations Office finally agreed that this proposal be abandoned in favour of a wider scheme for a series of films on the Commonwealth, each country making its own contribution.
5. Jan. 1949	Board of Trade ...	"This is Britain" No. 36	914	This was a number of a film magazine for the Board of Trade, made for overseas distribution. Each film contains three short sections, each section dealing with a different subject. Material supplied to the Central Office by the Admiralty (pictures of under-water frogmen) was included as one of the sections of this film produced by a contractor, but on further consideration the subject was found to be appropriate for presentation at greater length in a film of its own. That film has been sponsored by the Economic Information Unit, and made by the Crown Film Unit. The contractor's film was withheld from distribution; part was used in another film. The cost of the unused portion was £914.

SELECT COMMITTEE ON ESTIMATES (SUB-COMMITTEE C) 709 259

FILMS ABANDONED IN THE FINANCIAL YEAR 1949-50—(continued)

Date project was started	Sponsor Department	Title of Project	Expenditure	Reason for abandonment
6. Mar. 1947	Health	Local Government	£ 902	Proposed as a second feature film estimated to cost £30,000 for commercial distribution. The subject was investigated and a story written. In 1949 the project was suspended in the interests of economy and after further consideration was abandoned.
7. June 1946	Supply	Jet Propulsion ...	468	This project estimated to cost £10,000 was intended for semi-scientific audiences. Delayed at the request of the Air Ministry the project in its approach to the subject was outrun by rapid technical development. It was superseded by the film "Wonder Jet" made by Crown with a less technical approach, for theatrical and non-theatrical audiences.
8. May 1947	Commonwealth Relations Office	Dominion Students in Britain	426	The project was estimated to cost £8,000. On consideration of treatments produced by the Crown Film Unit it was not clear that a successful presentation of the subject could be achieved within the estimated cost. The project was accordingly abandoned.
9. Mar. 1947	Foreign Office ...	New Agriculture ...	415	This project was estimated to cost £8,000. Investigation failed to produce a basis on which to make a successful film.
10. April 1948	Scottish Health ...	Peptic Ulcer ...	312	Intended as a non-theatrical film for medical practitioners and social workers on problems raised by the prevalence of this disease. The subject proved difficult, and furthermore an American film on the subject became available.
11. Feb. 1947	Fuel and Power ...	Operation and maintenance of fuel using equipment	289	Intended for fuel engineers. The investigation of this subject was protracted because of the technical points involved; the sponsor Department recently decided that the need for such a film has lessened.
12. Jan. 1948	Economic Information Unit	Economic Circus ...	282	An experiment with a new imaginative technique to expound economic subjects clearly. Investigation showed insufficient promise of success.
13. April 1948	Town and Country Planning	Reconstruction of Blitzed Towns	258	To illustrate reconstruction. After investigation of the subject, the proposal was dropped.
14. June 1947	Supply	Civil Uses of Radar	216	The project was delayed pending developments in telecommunications policy. The film treatment of this subject would have required the approval of several Departments. The production was estimated to cost some £10,000; it was decided that the cost would not be justified.
15. 1947 to 31st Mar. 1949	Eleven Departments	Twenty-one Projects	1,497 (from £10 to £155)	Various reasons, including the finding on investigation that the subject was unsuitable for film treatment, or the film treatment would be too costly, or the subject diminished in importance.
			£10,923	

260 PAPERS ANNEXED TO THE MINUTES OF EVIDENCE TAKEN BEFORE THE

5. ALLOCATION OF ESTIMATED FILM COSTS, 1950-51

PRODUCTION

HOME:

Theatrical:

	£
Monthly Releases	60,000
Trailers (22 trailers each about 90 ft. in length)	9,500
Other (including acquisitions) (25 reels)	59,000

Non-Theatrical:

Production (including acquisitions) (85-94 reels)	211,500
--	---------

OVERSEAS: 22-25 reels	94,000*
	434,000

DISTRIBUTION

HOME:

Theatrical:

	£
Monthly Releases	41,000
Trailers	19,000
Master material required for printing	1,000
	61,000

Non-Theatrical:

Master material required for printing	4,000
Film Libraries	75,000
Regions	182,000
	261,000

OVERSEAS:

Master material required for printing	4,000
Other printing	164,000
	168,000
	490,000

* Includes approximately £22,000 for the dubbing of existing films in foreign languages.

6. FILM PRODUCTION PROGRAMME 1950-51

NOTE: This programme comprises:

- (a) Films started before 1950-51 but not completed at the beginning of that financial year;
- (b) Films which have been/will be put into production and completed during 1950-51;
- (c) Films upon which work will be started during 1950-51 but will not necessarily be completed during that period.

Not included in this programme are some 25 "Trailers". These short one-minute films are distributed in cinemas and shown at the end of the Newsreels. These Trailers invariably carry a topical and urgent piece of information and frequently are linked with major campaigns involving the use of other media, e.g., Recruiting Drive into Industry or Services: Anti-Diphtheria Campaign, etc.

KEY: Distribution column: M.R. = Monthly Release, under arrangements made with the C.E.A. 12 one-reel films per year are distributed throughout Great Britain to some 3,000 cinemas.

N.T. = Non-Theatrical. Non-commercial cinema screenings.

T. = Theatrical. Distribution in commercial cinemas under normal contract.

Sponsor Department	Working Title	Estimated Cost	Distribution	Subject matter or purpose
ADMIRALTY	Naval Air Arm	£ 5,000	M.R. and Home and Overseas N.T.	Recruiting and public information.
MINISTRY OF AGRICULTURE	Sterilisation of Glasshouse Soils "A"	4,000	Home N.T.	Instructional for farmers.
	Soil Science Series	12,000	Home N.T.	Instructional for farmers.
	Grading and Packing of Apples	2,250	Home N.T.	Instructional for farmers.
	The Horse on the Farm	3,500	Home N.T.	For Farmers. To counter the decline of horse-breeding.
AIR MINISTRY	Air Crew Recruiting	2,500	Home N.T.	Recruiting.
	R.A.F. Auxiliary Reserve	2,750	Home N.T.	Recruiting.
	R.A.F. Volunteer Reserve	500	Home N.T.	Recruiting.
	Air Strategy	6,000	M.R. and Home and Overseas N.T.	Public information—secondary purpose, recruiting.
BRITISH COUNCIL	Cricket	5,000	Overseas T. and N.T.	British prestige.
MINISTRY OF CIVIL AVIATION	London Airport (Coverage)	—	—	Record of the building and progress at Heathrow.
	Life of an Airport	2,000	Home N.T.	Recruiting film for certain grades in civil aviation.
COLONIAL OFFICE	Introducing East Africa	5,000	Home and Overseas N.T.	Information about the Colonies.
	Malaria Cartoon	4,000	Overseas N.T.	Instructional for Colonial audiences.
	Picture of Britain (joint with C.R.O. and F.O.)	—	—	SEE COMMONWEALTH RELATIONS OFFICE.
	West Indies	19,600	Home and Overseas N.T.	Introducing the West Indies—a general survey.
	Arouca Joe	—	Home and Overseas N.T.	A day in the life of a West Indian schoolchild.

COLONIAL OFFICE —(contd.)	Hong Kong	3,500	Home and Overseas N.T.	A general survey of Hong Kong and its background.
	British Guiana	6,500	Home T. and N.T. Overseas N.T.	A general survey of British Guiana.
	Colonial Development ...	1,500	Home and Overseas N.T.	A statement of general Colonial problems.
	Soil Erosion in Cyprus ...	1,000	Home and Overseas N.T.	The problem and what is being done to overcome it.
	Cyprus Schoolchild	1,200	Home and Overseas N.T.	General picture of Cyprus emphasizing the life of a schoolchild.
	Soil Conservation. (Joint with C.R.O. and F.O.)	10,000	Home and Overseas N.T. Home T.	British contribution to the solution of the problem of soil erosion. (To be shot in East Africa.)
	King's Guard. (Joint with W.O.)	700	Overseas T. and N.T. ...	Record of Changing of the Guard.
COMMONWEALTH RELATIONS OFFICE	Introducing the Commonwealth	5,000	Home and Overseas N.T.	General account of the Commonwealth, its growth and what it stands for.
	Picture of Britain. (Joint with C.O. and F.O.)	4,000	Overseas N.T.	General picture—emphasis on present-day economic achievement.
	Village in a Wheatfield. (Joint with F.O.). Re-edit	200	Overseas and Home N.T.	The life of a farming community in East Anglia.
	Soil Conservation. (Joint with C.O. and F.O.)	—	—	SEE COLONIAL OFFICE.
ECONOMIC INFORMATION UNIT	Into the Blue	6,000	M.R. Home and Overseas N.T.	Story of British achievement and progress in civil aviation.
	Report on New Resources ...	4,500	M.R. Home and Overseas N.T.	How Britain is discovering and exploiting new raw materials.
	Report on Capital Investment	4,500	M.R. Home and Overseas N.T.	Capital investment programme in Great Britain.
	The Dollar Gap	5,000	Home N.T.	Britain's dollar problem.
	Words of Today. (Productivity)	3,200	Home N.T.	Simple explanation of the meaning and implications of "productivity."
	A Case for Productivity. (Joint E.C.A. and E.I.U.)	6,000	Home and Overseas N.T.	Examples of increased productivity.
	Productivity Team. (Joint E.C.A. and E.I.U.)	9,000	Home and Overseas N.T.	Report on the hosiery productivity team.
	British Agriculture	5,500	M.R. Home and Overseas N.T.	Drive on the land for more food production.
MINISTRY OF EDUCATION	Animals on the Farm	1,000	N.T. (Schools)	Educational.
	Instruments of the Orchestra ...	14,000	Home and Overseas N.T.	Science of music. Visual Unit for Ministry of Education.
	Victoria and Albert Museum ...	2,000	Home and Overseas N.T. Home T.	How to appreciate the art treasures in our museums.
FESTIVAL OF BRITAIN	Festival Coverage	2,000	Home and Overseas N.T. and T.	Record of preparations and later of actual activity of Festival of Britain.

Sponsor Department	Working Title	Estimated Cost	Distribution	Subject matter or purpose
MINISTRY OF FOOD ...	Body Building Foods. (a) ...	£ 2,000	Home N.T. ...	Instructional for housewives. Value of balanced diet.
	Energy Giving Foods. (b) ...	2,000	Home N.T. ...	Instructional for housewives. Value of balanced diet.
	Protective Foods. (c) ...	2,000	Home N.T. ...	Instructional for housewives. Value of balanced diet.
	Main Meals. (Cartoon) ...	3,000	Home N.T. ...	Summing up of (a), (b) and (c).
	Correct Measuring ...	1,894	Home N.T. ...	Instructional for housewives.
	Re-edits: Deep Pan Bottling ...	} 500	Home N.T. ...	Re-edits of existing films to bring up-to-date for continued use.
How to cook Fish ...				
How to Boil ...				
FOREIGN OFFICE ...	Village in a Wheatfield. (Joint with C.R.O.)	—	—	SEE COMMONWEALTH RELATIONS OFFICE.
	Picture of Britain. (Joint with C.O. and C.R.O.)	—	—	SEE COMMONWEALTH RELATIONS OFFICE.
	Antarctic Expedition ...	6,000	Home and Overseas N.T.	Record of the joint Anglo-Norwegian Expedition, Queen Maud Land.
	Soil Conservation. (Joint with C.O. and C.R.O.)	—	—	SEE COLONIAL OFFICE.
	Visual Arts ...	8,500	Home and Overseas N.T. and T.	Film on the work of Constable—British contribution to an international series of films.
	General Election ...	1,500	Overseas N.T. (North America specially)	Procedure of a General Election in Britain.
MINISTRY OF FUEL AND POWER.	NIL			
GENERAL POST OFFICE	Overhead Line Construction (Kicking Poles)	1,000	Home N.T. ...	Instructional for G.P.O. workers.
	Training film—subject to be agreed.	1,500	Home N.T. ...	Instructional for G.P.O. workers.
	Training film—subject to be agreed	1,500	Home N.T. ...	Instructional for G.P.O. workers.
GOVT. OF N. IRELAND	Agriculture in Northern Ireland	3,500	Home and Overseas N.T.	Survey of progress in agriculture in N. Ireland.
MINISTRY OF HEALTH	Cancer G.P.'s ...	24,000	Home and Overseas N.T.	Instructional for Doctors. Early diagnosis, treatment, etc.
	Mental Health ...	16,000	Home and Overseas T. and N.T.	Story film about Mental Health services in Great Britain.
	Your Children's Play ...	6,500	Home and Overseas N.T.	Instructional for Mothers.
	British Housing ...	4,500	Home and Overseas N.T.	Post-war developments in urban housing.
	Your Children Walking ...	5,000	Home and Overseas N.T.	Instructional for parents.
	A City Speaks. (Re-edit) ...	1,000	Home N.T. ...	Shortened version of the earlier film about Manchester. Local Government.

MINISTRY OF HEALTH — (contd.)	Modern Guide to Health Vol. III	5,000	Home N.T. and T. ...	General principles of good health.
	Expectant Mother	5,000	Home and Overseas N.T.	To encourage mothers to use pre-natal service.
	National Blood Transfusion Service	1,500	Home T. and N.T. ...	Appeal for blood donors.
	Defeat T.B. (Re-edit)	1,200	Home N.T.	To encourage use of mass radiography service.
	Care of the Aged	4,500	Home and Overseas N.T.	For doctors—services for care of old people.
HOME OFFICE ...	Rehabilitation	10,000	Home and Overseas N.T.	For doctors—integration of specialist medical services during convalescence, and how this can be achieved.
	Fire Prevention. (Joint with Scottish Office.)	3,500	M.R. and Home N.T. ...	Fire prevention measures and explanation of huge loss annually by fire.
	Prisons	16,000	Home N.T.	For magistrates, etc. Effect of prison sentences on different types of offenders.
	Appeal for Foster Parents	6,000	Home N.T.	Appeal for suitable foster parents.
	Civil Defence	3,000	M.R. and Home and Overseas N.T.	Public information and recruitment of civil defence volunteers.
MINISTRY OF NATIONAL INSURANCE MINISTRY OF LABOUR	Training film	3,000	Home N.T.	Subject to be discussed and agreed.
	Human Relations in Industry ...	17,500	Home and Overseas N.T.	Problems of managements and labour in industry—joint consultation, etc.
MINISTRY OF PENSIONS DEPARTMENT OF SCIENTIFIC AND INDUSTRIAL RESEARCH	Nursing	30,000	Home T. and N.T. ...	Story-film for recruitment of nurses.
	Industrial Health. Basic Principles	3,500	Home N.T.	Instructional for management and workers on factory health.
	Open-air Jobs	5,000	Home and Overseas N.T.	Vocational guidance to young pupils leaving school.
	Two further vocational guidance films—subjects to be agreed	5,000 each	Home and Overseas N.T.	Vocational guidance to young pupils leaving school.
	Nil			
SCOTTISH OFFICE ...	Housing Standards	4,800	Home N.T.	Work of the building research station and its effect on housing.
	Complete one and script one of the following:— Industrial Effluence; Preservation of Fish; Dry Rot in the House; Smoke Elimination.	—	Home N.T.	Work of D.S.I.R. in one of these fields.
SCOTTISH OFFICE ...	Fire Prevention. (Joint with Home Office)	—	—	SEE HOME OFFICE.
	Small Firm and Industrial Research	7,000	Home T. and N.T. ...	To promote the use by small firms of facilities for industrial research.
	Scottish Fisheries Research ...	6,000	M.R. Home and Overseas N.T.	Story of Torry Laboratories.
	Housing the Dairy Herd ...	900	Home N.T.	Training film for Scottish Agricultural College.

Sponsor Department	Working Title	Estimated Cost	Distribution	Subject matter or purpose
SCOTTISH OFFICE —(contd.)	Feeding Silage	£ 500	Home N.T.	Training film for Scottish Agricultural College. Progress of the Scottish Hydro-Electric Scheme.
	Highland Hydro-Electric Development County Clerk	— 5,000	Home and Overseas N.T. Home and Overseas N.T.	
	Rural Regeneration	7,500	Home N.T.	One aspect of Local Government—the work of a typical County Clerk. Economic and social regeneration of the Highlands. Structure and working of Scottish Administrative system. Administrative measures for the care of old people. Shortened version of the housing project at Inverness. Clyde Valley regional planning project.
	Scottish Administration	4,500	Home N.T.	
	Old Folk	4,500	Home N.T.	
MINISTRY OF SUPPLY	Highland Capital. (Re-edit) ...	315	Home and Overseas N.T.	For semi-specialist audiences. Design and construc- tion of Brabazon. Possibly two films for M.R. from these subjects which are filmed at important stages of their development. Development of the new town of Peterlee. A shortened version of the film on Britain's rayon industry. A film ambassador for Britain's wool trade. The weavers of the Stroud Valley—a heritage of excellence. Film material of the Fair for newsreels. Monthly film magazine to promote British trade and prestige. A record of Britain's achievements in industry.
	Report on Clydeside. (one reel) (two reels) }	7,000	M.R. Home and Overseas N.T.	
	Brabazon Instructional	2,500	Home and Overseas N.T. Home and Overseas N.T.	
	Completion of two of the follow- ing subjects from coverage: Atomic Energy; British Racing Motors; Saunders Roe; Guided Projectiles; Jet Bombers and Fighters; N.A.E. Bedford. }	14,000	M.R. and Home and Overseas N.T.	
	Peterlee. (Coverage)	—	—	
MINISTRY OF TOWN AND COUNTRY PLANNING BOARD OF TRADE ...	Rayon. (Re-edit)	1,000	Overseas and Home N.T.	
	Wool Industry	16,000	Overseas and Home N.T.	
	West of England	6,000	Overseas and Home N.T.	
	B.I.F. Coverage	379	Overseas and Home T....	
	This is Britain. (Ten issues) ...	28,450	Overseas and Home T. and N.T.	
	British Industrial Achievement	8,000	Overseas and Home T. and N.T.	

MINISTRY OF TRANSPORT	Severn Bridge. N.T. Version...	1,500	Home N.T.	Report on progress to date of the Severn Bridge plans.
MINISTRY OF TRANSPORT (ROYAL SOCIETY FOR THE PREVENTION OF ACCIDENTS)	Calling all Children	3,000	Home N.T.	Road Safety instruction to children.
	Road Safety Film	4,000	Home N.T.	Instructional.
	Road Safety Film	4,000	Home N.T.	Instructional.
WAR OFFICE	At Your Service—The Army ...	3,500	Home T. and N.T. ...	Recruiting cartoon.
	Army Travelogue	4,750	M.R. Home and Overseas N.T.	Report from Army outposts.
	The Craftsman. (Re-edit) ...	700	Home N.T.	Shortened version of existing recruiting film.
	King's Guard. (Joint with C.O.)	—	—	SEE COLONIAL OFFICE
MINISTRY OF WORKS...	Task Before the Building Indus- try	6,000	Home N.T.	Survey of problems facing the building industry and what is being done to overcome them.
	Care and Maintenance of Plant	2,500	Home N.T.	Instructional film for building operatives and manage- ments.
	Safety Regulations	2,500	Home N.T.	Instructional film for building operatives and manage- ments.
	Complete one and script another of the following: Site Organisation; Standardization of Building Materials; Concrete; Pre-and Post-Stressed Con- crete; New Mechanical Devices; Work of the "Thatched Barn"	Each 4,000	Home N.T.	An instructional film on one of these subjects.
	Total	121 projects		

June, 1950

ANNEX 23

PUBLICATIONS

Memorandum by the Central Office of Information

1. BOOKS, PAMPHLETS, ETC.

Title	Sponsor	Home/ Overseas	Sale/Free	Print	No. of pages including cover
<i>(a) Produced between April 1st, 1949, and March 31st, 1950</i>					
Britain and the Colonies Catalogue (revised reprint).	Colonial Office	Home ...	Sale and free ...	7,500 } 7,500 }	44
Introducing the Eastern Dependencies ...	Colonial Office	Home ...	Sale	15,000 } 3,000 }	86
The Colonies in Pictures	Colonial Office	Home ...	Free (B.I.S.) ...		
Introducing the Colonies	Colonial Office	Home ...	Sale and free ...	60,000 } 15,000 }	108
Britain and Malaya (revised edition) ...	Colonial Office	Home ...	Sale	50,000 reprint } 15,000 B.I.S. }	92
Britain and the South Seas (revised edition)	Colonial Office	Home ...	Sale	2,000 } 10,000 }	100
Parliamentary System of Government (revised edition).	Foreign Office	Overseas ...	Free	5,740 } 5,000 B.I.S. }	44
Parliamentary System of Government (French).	Foreign Office	Overseas ...	Free	2,618 }	44
Britain and the Commonwealth Catalogue...	Commonwealth Relations Office	Home ...	Sale and free ...	50,000	48
Britain and Australia (revised edition) ...	Commonwealth Relations Office	Home ...	Sale	3,000	72
Origins and Purpose (revised reprint) ...	Commonwealth Relations Office	Home ...	Sale	14,000	172
Our Changing Schools	M. of Education	Home ...	Sale	50,000	112
Story of a School	M. of Education	Home ...	Sale	30,000	48
Seven to Eleven	M. of Education	Home ...	Sale	20,000	40
To help you settle in Britain (German reprint)	M. of Labour	Home ...	Free	10,000	56
To help you settle in Britain (Latvian reprint)	M. of Labour	Home ...	Free	2,000	48
To help you settle in Britain (Polish reprint)	M. of Labour	Home ...	Free	4,000	48
To help you settle in Britain (Italian edition)	M. of Labour	Home ...	Free	1,000	40
Social Advance in Britain	Foreign Office	Overseas ...	Free	450	118

(multilithoed)

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How the C.O.I. Can help you (Cambridge reprint)	C.O.I.	...	Home	Free	1,000	4
How the C.O.I. Can help you (London reprint)	C.O.I.	...	Home	Free	4,000	4
Boot and Shoe Manufacture	M. of Labour	...	Home	Sale	25,000	36
					5,000 reprint	
Librarianship	M. of Labour	...	Home	Sale	10,000	28
Bespoke Tailoring	M. of Labour	...	Home	Sale	10,000	28
Floor and Wall Tiler	M. of Labour	...	Home	Sale	8,250	20
Stone masonry	M. of Labour	...	Home	Sale	10,000	28
Dressmaking	M. of Labour	...	Home	Sale	10,000	28
Dress Designer	M. of Labour	...	Home	Sale	10,000	16
Town and Country Planning Quiz	M. of T. and C.P.	...	Home	Sale	20,000	44
					10,000 reprint	
Town and Country Planning (English/Welsh)	M. of T. and C.P.	...	Home	Free	5,000	4
Royal Marine Bands	Admiralty	...	Home	Free	15,000	12
The Royal Navy Needs you in the W.R.N.S. (revised reprint)	Admiralty	...	Home	Free	35,000	12
Commissions in the Royal Navy and Royal Marines	Admiralty	...	Home	Free	30,000	28
Methods of Entry into the Royal Navy	Admiralty	...	Home	Free	20,000	4
The R.A.M.C. (booklet)	War Office	...	Home	Free	100,000	8
The Royal Signals (booklet)	War Office	...	Home	Free	100,000	8
Apprentice Tradesman booklet (revised reprint)	War Office	...	Home	Free	35,000	12
Regular Army Leaflet	War Office	...	Home	Free	100,000	16
Wings of the Phoenix	War Office	...	Home	Sale	5,000	192
					3,000 reprint	
Building in Britain To-day	Ministry of Works	...	Home	Sale	15,000	28
Thermal Insulation	Ministry of Works	...	Home	Sale	10,000	12
Berlin Airlift	Air Ministry	...	Home	Sale	85,000	64
					Free (B.I.S.)	
Prestwick Airport	M. of Civil Aviation	...	Home	Sale	15,000	36
Renfrew Airport	M. of Civil Aviation	...	Home	Sale	7,500	36
Recovery in Europe	E.I.U.	...	Home	Sale	20,000	44
					12,500 (incl. free for B.I.S.)	
Survey 50	E.I.U.	...	Home	Sale	200,000	48
The National Health Service...	M. of Health	...	Home	Free	30,000	40
Agricultural Education in Great Britain	British Council	...	Overseas	Sale	15,000	44
British Agriculture (revised edition)...	British Council	...	Overseas	Sale	20,000	68

Title	Sponsor	Home/ Overseas	Sale/Free	Print	No. of pages including cover
British contributions to Spanish and Spanish American studies	British Council	Overseas ...	Sale	5,000	104
British Education (revised edition)	British Council	Overseas ...	Sale	20,000	72
British Engineering Societies (reprint)	British Council	Overseas ...	Sale	5,000	60
British Industry (revised edition)	British Council	Overseas ...	Sale	20,000	72
British Inventions	British Council	Overseas ...	Sale	15,000	66
British Libraries (revised edition)	British Council	Overseas ...	Sale	20,000	60
British Universities (revised edition)	British Council	Overseas ...	Sale	20,000	52
Education under Eight	British Council	Overseas ...	Sale	20,000	60
Poetry Since 1939 (reprint)	British Council	Overseas ...	Sale	5,000	92
Royal Institution (reprint)	British Council	Overseas ...	Sale	5,000	76
Sea Surveys (reprint)	British Council	Overseas ...	Sale	5,000	56
This is Britain (revised edition)	British Council	Overseas ...	Sale	50,000	48
This is London (revised edition)	British Council	Overseas ...	Sale	50,000	40
Treasures in London	British Council	Overseas ...	Sale	30,000	48
James Watt (revised reprint)	British Council	Overseas ...	Sale	5,000	72
X-Ray Analysis (Turkish edition)	British Council	Overseas ...	Sale	5,000	36
The Year's Work in Music, 1948-49	British Council	Overseas ...	Sale	15,000	102
The Year's Work in the Theatre, 1948-49	British Council	Overseas ...	Sale	15,000	98
Tell the Worker Leaflet	E.I.U.	Home ...	Free	25,000	4
Formation of Public Policy (Polish)	Foreign Office	Overseas ...	Free	5,000	32
Introducing West Africa	Colonial Office	Home ...	Sale and free ...	40,000	92
Budget and Your Pocket	E.I.U.	Home ...	Sale	250,000	16
How the C.O.I. Can help you (Cambridge)... ..	C.O.I.	Home ...	Free	2,000	4
How the C.O.I. Can help you (Leeds)	C.O.I.	Home ...	Free	2,000	4
How the C.O.I. Can help you (Nottingham reprint)	C.O.I.	Home ...	Free	5,000	4
<i>(b) Books delivered between 1st April, 1950, and 22nd June, 1950</i>					
Colonial Quiz	Colonial Office	Home ...	Sale	25,000	16
British Constitutional Monarchy (revised edition)	Foreign Office	Overseas ...	Free	9,500	32
To help you settle in Britain (Italian reprint)	M. of Labour	Home ...	Free	1,900	40
Access to the Countryside	M. of T. and C.P.	Home ...	Sale	12,500	44

Machines for the Modern Builder	...	M. of Works	...	Home	...	Sale	...	10,000	20
Hampton Court	...	M. of Works	...	Home	...	Sale	...	25,000	24
								(55,000 now reprinting)	
A.T.C. Booklet	...	Air Ministry	...	Home	...	Free	...	100,000	20
Princess Mary's R.A.F. Nursing Service	...	Air Ministry	...	Home	...	Free	...	5,000	12
British Services Education	...	British Council	...	Overseas	...	Sale	...	10,000	95
The Englishman as I see him in his home (Igbo)	...	British Council	...	Overseas	...	Sale	...	5,000	28
Romanesque Architecture	...	British Council	...	Overseas	...	Sale	...	15,000	68
Britain Now	...	E.I.U.	...	Overseas	...	Free	...	10,000	52
<i>(c) Books on which work is being done, and of which delivery is expected before the end of the financial year, i.e. March 31st, 1951</i>									
Introducing the Pacific Islands	...	Colonial Office	...	Home	...	Sale	...		
Prospect for the Land	...	E.I.U.	...	Home	...	Sale	...		
Pottery	...	M. of Labour	...	Home	...	Sale	...		
Domestic Science and Diabetics	...	M. of Labour	...	Home	...	Sale	...		
Management in the Hotel and Catering Industry	...	M. of Labour	...	Home	...	Sale	...		
Civil Service (revised edition)	...	M. of Labour	...	Home	...	Sale	...		
Wholesale Clothing Manufacture, Part 1	...	M. of Labour	...	Home	...	Sale	...		
" " " Part 2	...	M. of Labour	...	Home	...	Sale	...		
Plastering	...	M. of Labour	...	Home	...	Sale	...		
Prospectus for Series	...	M. of Labour	...	Home	...	Free	...		
Your Weather Service	...	Air Ministry	...	Home	...	Sale	...		
Cranwell	...	Air Ministry	...	Home	...	Free	...		
Water Supply Handbook (visual unit)	...	M. of Education	...	Home	...	Free	...		
Welsh House (Teachers' Handbook)	...	M. of Education	...	Home	...	Free	...		
Wool Trade Leaflets (12) (visual unit)	...	M. of Education	...	Home	...	Free	...		
Moving and Growing (Part 1)	...	M. of Education	...	Home	...	Sale	...		
Fire ! Fire !	...	Home Office	...	Home	...	Sale	...		
National Physical Laboratory	...	D.S.I.R.	...	Home	...	Sale	...		
The Colonial Service as a Career	...	Colonial Office	...	Home	...	Sale	...		
Colonies in Pictures (revised edition)	...	Colonial Office	...	Home	...	Sale	...		
Printing and Paper-making handbook (visual unit)	...	M. of Education	...	Home	...	Free	...		
Printing and Paper-making (5 leaflets) (visual unit)	...	M. of Education	...	Home	...	Free	...		
Instruments of the Orchestra Teachers' Handbook (visual unit)	...	M. of Education	...	Home	...	Free	...		

Title	Sponsor	Home/ Overseas	Sale/Free	Print	No. of pages including cover
Wool Trade—Teachers' Handbook (visual unit)	M. of Education	Home ...	Free		
Planned Safety at Sea... ..	M. of Transport	Home ...	Sale		
A West Indian in England	Colonial Office	Overseas ...	Free		
British Constitutional Monarchy (French)... ..	Foreign Office	Overseas ...	Free		
Race Relations	Colonial Office	Overseas ...	Free		
Treasures in Oxford	British Council	Overseas ...	Sale		
Treasures in Cambridge	British Council	Overseas ...	Sale		
Spirit of English History (French)	British Council	Overseas ...	Sale		
British Philosophers	British Council	Overseas ...	Sale		
The Year's Work in Literature, 1949	British Council	Overseas ...	Sale		
The Year's Work in the Film, 1948-49	British Council	Overseas ...	Sale		
The Year's Work in the Theatre, 1949-50	British Council	Overseas ...	Sale		
English Literature (Igbo)	British Council	Overseas ...	Sale		
Poetry, 1945-50'	British Council	Overseas ...	Sale		
The Novel, 1945-50	British Council	Overseas ...	Sale		
Music, 1945-50	British Council	Overseas ...	Sale		
Town and Country Planning	British Council	Overseas ...	Sale		
Romanesque and Mediaeval Sculpture	British Council	Overseas ...	Sale		
Drama, 1945-50	British Council	Overseas ...	Sale		
British Farming	M. of Agriculture	Home ...	Sale		
Gothic Architecture in England	British Council	Overseas ...	Sale		
Modern Book Design... ..	British Council	Overseas ...	Sale		
Children's Books since 1900	British Council	Overseas ...	Sale		
Irrigation	British Council	Overseas ...	Sale		
The English and their Country	British Council	Overseas ...	Sale		

In addition, there are in hand about a dozen books, the texts of which are being written by outside authors, and of which the manuscripts have not yet been received. It is unlikely that more than one or two of these will be completed by the end of the financial year. Provision has also been made for a number of further books to be undertaken in 1950-51, and in some cases discussions upon these projects are already taking place. Only a few, however, are likely to be completed during the year. The principal departments concerned are Colonial Office, Commonwealth Relations Office, Economic Information Unit, Ministry of Civil Aviation, Ministry of Works, Ministry of Labour, Ministry of Town and Country Planning, Ministry of Education, and the British Council.

25 MAGAZINES

Of the Magazines produced by Publications Division, one, "Target," is prepared for the Economic Information Unit, and distributed at home. The others are all distributed overseas, though "Today" is obtainable in this country on subscription only.

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SELECT COMMITTEE ON ESTIMATES (SUB-COMMITTEE C) 723,273

Title	Sponsor	Periodicity	Pages (excl. cover)	Print Order (May, 1950)	Free or Sale	Distribution
Target	E.I.U.	Monthly	8	44,500	Free	To about 15,000 addresses in factories employing more than 50 people. France, Belgium, Switzerland, North Africa, Indo-China, Haiti, Canada, Egypt, South America and French Colonies. Holland, Indonesia, Belgium. Italy, Eritrea. Germany, Austria } These two magazines are at present published by the Control Commission, Germany. Negotiations for their transfer to a commercial publisher are taking place. Whole world (79 countries), excluding U.K. India, Pakistan, Ceylon, Malaya, Burma, Indonesia (Discussions to extend <i>Mirror's</i> sale throughout the Commonwealth are taking place, in which case the principal sponsor will be C.R.O.) All colonies: India, Pakistan, Ceylon; certain Middle and Far Eastern foreign countries.
Echo (French)	Foreign Office	Monthly	128	62,000	Sale	
Echo (Dutch)	Foreign Office	Monthly	128	19,000	Sale	
Eco del Mondo (Italian)	Foreign Office	Monthly	128	41,000	Sale	
Neue Auslese (German)	Foreign Office	Monthly	132	65,000	Sale	
Blick in Die Welt (German)	Foreign Office	Fortnightly	32	64,000	Sale	
British Books to Come	Foreign Office	Monthly	40	23,000	Sale	
Mirror	F.O., C.R.O., C.O.	Monthly	96	4,500	Sale	
Today	Colonial Office	6-weekly	24	100,000	Free	

Commonwealth Pictorial

Treasury authority has been received for a magazine similar to "Today" to be produced six-weekly for the Commonwealth Relations Office, and distributed free almost entirely in India, Pakistan and Ceylon. The print will be 40,000 to 60,000.

In addition to the preparation of these Magazines, Publications Division supplies the greater part of the contents of three independent magazines published in Japan, Greece, and Norway.

