

# GOVERNMENT INFORMATION and the RESEARCH WORKER

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HMSO · PUBLIC RECORD OFFICE · BOARD OF TRADE  
CENTRAL OFFICE OF INFORMATION · COLONIAL OFFICE  
COMMONWEALTH RELATIONS OFFICE · MINISTRY OF  
OVERSEAS DEVELOPMENT · COMMONWEALTH AGRICUL-  
TURAL BUREAUX · FOREIGN OFFICE · CUSTOMS AND  
EXCISE · TREASURY · SOCIAL AND ECONOMIC RESEARCH  
MEDICAL RESEARCH COUNCIL · MINISTRY OF  
AGRICULTURE, FISHERIES AND FOOD · MINISTRY OF  
AVIATION · MINISTRY OF HEALTH · MINISTRY OF  
HOUSING AND LOCAL GOVERNMENT · MINISTRY OF  
LABOUR · MINISTRY OF POWER · MINISTRY OF PUBLIC  
BUILDING AND WORKS · NAVAL LIBRARY · ROYAL  
COMMISSION ON HISTORICAL MONUMENTS · SOCIAL  
SURVEY · UNITED KINGDOM ATOMIC ENERGY AUTHORITY

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Edited by  
**RONALD STAVELEY**  
and **MARY PIGGOTT**

GOVERNMENT  
INFORMATION AND THE  
RESEARCH WORKER

*Second, revised, edition*

This work is an attempt at a partial solution of one of the difficult problems facing librarians—the dissemination of information available from official government sources.

Two-way traffic in research information between official and other sources is now normal but is often hampered by shortages of staff and lack of bibliographical aids. It is hoped that the present work will help to remedy the latter difficulty by providing more recent and detailed information on the various official sources available to the research worker.

The first edition consisted, for the most part, of papers read at a vacation course arranged by the University of London School of Librarianship and Archives in 1951. This edition includes welcome new contributions and other changes reflect the altered functions of some ministries.

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LONDON:  
THE LIBRARY ASSOCIATION  
1965



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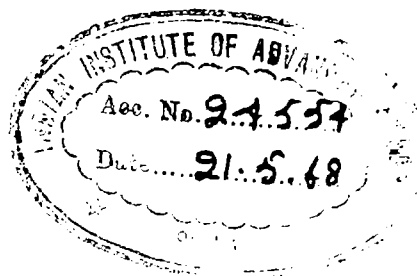
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The first edition of this work consisted, for the most part, of papers read at a vacation course arranged by the University of London School of Librarianship and Archives in 1951. There is less need now to argue the case for opening the research collections of the government service to outside research workers, and for regarding the libraries of government departments as a part, an important part, of the national library service. Two-way traffic in research information between official and other sources is now normal, and if it flows less freely than it could, the reasons have more to do with shortages of staff and lack of bibliographical aids, than with unreadiness to co-operate or inability to see why one should. Yet these difficulties are serious. Several librarians admitted to the editors that their service to outside researchers is less generous now than at the time of the first edition. The expansion of internal research in ministries, and the increasing need for information for departmental use, seem in some cases to make demands that librarians can satisfy only if they halt or reduce their services to non-official bodies and individuals. Most government library staffs are clearly too small, and currently they are failing to win their share of the best young recruits entering librarianship, because of uncompetitive starting salaries and unattractive selection procedures.

It is symptomatic of government librarians' difficulties that the present work has been in preparation for more than four years, though it needed only straightforward revision, that some contributors to the original volume were in fact unable to provide a revised text at all, and that fewer new contributions are included than had been hoped. Compared with the first edition, the main omissions are the Ministry of Education and the Central Statistical Office. There are, however, welcome new contributions from the Board of Trade, the Foreign Office, the Naval Historical Branch of the Ministry of Defence, the Royal Commission on Historical Monuments (England) and the United Kingdom Atomic Energy Authority. Other changes reflect the altered functions of some ministries, but one can do nothing about changes which, however probable, are not yet here. The implementation of the Plowden report, for instance, will affect the Commonwealth Relations

Office considerably, and the work of the Interdepartmental Committee on Social and Economic Research is at present under scrutiny. Similarly, the recent major reorganisation of governmental relationship with science and technology has necessitated the withdrawal of a chapter on the Department of Scientific and Industrial Research. Nothing can yet be offered in its place, for the consequences of the new Ministry of Technology and the reconstructed Department of Education and Science have not yet been made clear. The Department of Scientific and Industrial Research seems also destined for major changes soon.

Original contributors were asked to pay particular attention to those resources and publications of their ministries that were likeliest to be of value to the specialist worker. Apart from repeating this request, the editors have preferred to leave contributors to the new edition free to assign their own values to the sources and services they wished to include.

Sincere thanks are again offered to government departments and individual contributors for their willingness to waive royalty rights in favour of the School's Prize fund.

*University College London*  
*December, 1964*

R.S.  
M.P.

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*H.M. Stationery Office as Publisher*

By N. G. Thompson, O.B.E.

From its slow and modest beginnings in the nineteenth century, H.M.S.O. has become incomparably the largest publisher in the U.K., in terms of titles published, and one of the largest in the world. This growth and development has been conditioned by two main factors. The first is adherence to the common service principle under which a single publishing unit serves Parliament itself and all the elements of government administration. This concept of a centralised publishing service grew only slowly in the first 100 years of H.M.S.O.'s existence, beginning in 1786. The requirements of the infinitely smaller government machine in the last century and its relationship with society – its reading public – were so slight compared with the pattern as we know it today that the nature of government publishing then bears little resemblance to its present-day aspect. The resolution of the House of Commons in 1882 giving the Stationery Office full control of the printing, storing and sale of Parliamentary Papers can perhaps be taken as the biggest single step in the nineteenth century in the direction of the rationalisation of official publishing. By that time a good many government departments were using the services of the Stationery Office for their official (i.e. non-Parliamentary) publishing, but it was not until after the turn of the century that much official publishing output was discernible. The great social changes of the twentieth century and the two world wars were, in fact, the other main factor in producing a large-scale centralised government publishing organism as we now know it, with an output of over six thousand new items a year, ranging over most fields of specialisation, and thus faithfully reflecting the great breadth of the activities and cares of the modern state.

It might be thought by many librarians and research workers to be a perfect piece of rationalisation if H.M.S.O. could publish everything

produced by all government departments and by all their numerous subsidiaries which together form the national administration, but this is a simplification too remote to be contemplated. The exceptions to the rule of centralised government publishing are, in point of fact, very substantial. They include virtually the whole of the published output of the nationalised industries and services, with the important exception that where an annual report has to be made to Parliament this (as a Parliamentary Paper) is published by H.M.S.O. Admiralty charts and Ordnance and Geological Survey maps are not published by H.M.S.O., and neither are Patent Office specifications. Apart from the Science, the Victoria and Albert, the National Maritime, the Imperial War, and the London Museums, the national museums and galleries in London publish independently. The Royal Scottish Museum and the National Museum of Antiquities in Edinburgh do publish through H.M.S.O., but the National Gallery of Scotland does not. An important body of official material not published by H.M.S.O. is that issued – generally free – by other government departments. This ranges from individual leaflets and pamphlets to systematic services of information such as are issued by the Board of Inland Revenue and H.M. Customs and Excise.

It has often been urged upon H.M.S.O. that it should catalogue all official material whether it publishes it or not, but whatever the distant future may hold, there is no foreseeable prospect of this Herculean – and costly – task being undertaken. The Stationery Office is equipped to do no more than catalogue what it publishes itself (some 6,000 titles a year) and the creation of a centralised cataloguing unit for material not actually published by it would present formidable administrative difficulties. This means in practice that the user of non-H.M.S.O. material must perforce turn to the individual departments and other official organisations for information and supply. The department's library is often the best point of entry and in this connection *A Guide to Government Libraries* (H.M.S.O., 7s. 6d.) (prepared by O. & M. Division of H.M. Treasury) is a useful source of information to the researcher. It lists the state libraries, names the librarians and gives a picture, albeit a brief one, of the scope of each and the degree to which its facilities are available to the non-official user.

If there are difficulties for users due to the multiplicity of United Kingdom official publishing sources, the Stationery Office has in the years since the last war certainly made one significant contribution to rationalisation in another direction, namely, the simplification of the

supply in the United Kingdom of the publications of the principal international organisations, by acting as the United Kingdom stock-holding agent for most of these. The United Nations and its specialised agencies, and O.E.C.D., which together are responsible for an output of publications beginning to rival in size and variety that of H.M.S.O. itself, are all accessible in the U.K. through H.M.S.O. Official supranational bodies such as N.A.T.O., G.A.T.T., E.E.C. and E.C.S.C. also use H.M.S.O. as their U.K. agent. The U.S. Government Printing Office, too, sells through H.M.S.O. as its agent in this country, and of recent years the Queen's Printer in Ottawa and the Italian State Printer have also sold through the Stationery Office. Since 1957 H.M.S.O. has issued a separate annual catalogue of *International Organisations Publications* for the convenience of users in the U.K. in an effort to ease the task of threading a way through this large and growing output of a multiplicity of official publishers.

British government publishing policy is not subject to the motives and conditions that actuate private publishing. Legislative and political need, as seen by Parliament, and administrative need, as conceived by the individual Ministries, are the origin of publishing action. The published result may be a best-seller or a specialist work of which only a few hundred copies will satisfy the demand. It may be a substantial illustrated work of scholarship, such as the two-volume, five-guinea *Inventory of the City of Cambridge*, or a threepenny Statutory Instrument. Some non-Parliamentary publications are conceived and presented in terms of the broadest readership, such as *The Highway Code* or *Everybody's guide to National Insurance*, but most are in fact destined for specialists in subjects as various as aeronautical research or dairy farming, or Turkish pottery. It follows from the policy reasons from which they stem and indeed also from the great range of specialist disciplines with which they deal, that the author-departments, not the Stationery Office, must be responsible both for authorship and for the editorial preparation. H.M.S.O. has thus certain limitations in the scope of its publishing responsibilities and discretion as compared to a private publisher. However, the typographical treatment and format, the quantity printed, the pricing and the whole distributive process for every government publication are controlled by H.M.S.O.

The handling of Crown copyright questions, including the sale of foreign language rights, is also H.M.S.O.'s responsibility. Responsibility for Crown copyright in government publications is vested, under Royal Letters Patent, in the Controller of the Stationery Office, who

is empowered to administer this copyright as if it were his own. The majority of applications for permission to reproduce this material are, as might be expected, for extracts to be printed in English, but some business is also done in foreign language volume rights, and steps have been taken to increase this activity so that the more interesting and important British government publications have a better chance of appearing in other languages in other parts of the world.

Whatever Parliament requires by way of publications must be published by H.M.S.O. Even in the range of non-Parliamentary publications, as has already been indicated, the function of H.M.S.O. is to meet the administrative needs of ministers and their departments. But since the public money spent on printing and publishing is carried on the Vote of H.M.S.O., departments have to convince H.M.S.O. that a publishing proposal is necessary. New publications are planned in consultation with the author-department and the most effective and economical form of publication agreed upon. Although the departments rather than H.M.S.O. are responsible for sponsoring new publications, it is open to the latter to suggest that something brought to it by a department for printing (as distinct from publishing) will enjoy a good sale, meet a real public need and thus help to cover its costs. Quite a number of H.M.S.O. publications have their genesis in this way. They are administratively necessary, though they are not produced primarily to be sold. For example, the instruction manual of the Metropolitan Police Driving School, originally printed solely for internal use, was put on sale as an H.M.S.O. publication a few years ago and has since sold very well indeed, under the title *Roadcraft* – indication enough that it has met a real public need. *The County Court manual* produced for administrative purposes is also of great use to solicitors whose practices include County Court work, and has thus become a title of enduring value in the H.M.S.O. backlist. Textbooks on such subjects as marine engineering, radio, medicine and hygiene, produced for the armed forces, have also found good markets. *The Efficient Use of Fuel* and the three-volume *Manual of Seamanship* are others of this kind.

It is less widely realised than it might be that H.M.S.O. publishes some fifty regular periodicals. These include *Hansard*; *Soldier*, the Army's monthly magazine; *The Board of Trade Journal* and the *Ministry of Labour Gazette*; the *Meteorological Magazine*; *Economic Trends* and *Financial Statistics*. *The London Gazette*, edited and published twice weekly by H.M.S.O., which has appeared since November 1665, is the

oldest newspaper in existence in the world, if one can still apply to it the description 'newspaper' – it started as the *Oxford Gazette* when King Charles II moved his court to Oxford to avoid the Great Plague; it was the only newspaper to carry eye-witness reports of the Great Fire of London (a copy of that issue still exists). It has continued to appear through three centuries, gradually evolving into its present character of official bulletin of Court, legal and administrative announcements.

It is the H.M.S.O. view that government publications are worth buying on their merits as reliable and authoritative material. In recent years, particularly, an active sales promotion policy has been followed, seeking to ensure that potential users know what is available and can obtain their requirements easily and promptly. Apart from the very substantial press and radio coverage which many government publications receive on publication, press advertising, direct mail publicity, exhibitions and displays, and other sales promotion methods are used to exploit a market which embraces not only the United Kingdom where the writ of Her Majesty's Government runs and where the main field of users must clearly be, but also extends throughout the world, where a considerable proportion of H.M.S.O. publications sell on their merits as useful books dealing responsibly and authoritatively with their subjects. A network of bookseller-agents at home and abroad has been created to ensure good distributive facilities to support the publicity which government publications are given.

The library is a vital element in the distributive pattern, and the public and university and other specialist libraries in Britain and abroad make a large proportion of H.M.S.O. published output conveniently available to the public and more particularly to research workers and students. Indeed, half a dozen U.K. public libraries, not to mention the U.K. depository libraries, take the whole output of H.M.S.O. – an impressive feat of digestion – and an excellent piece of public service. The Stationery Office, working in conjunction with the British Museum and, where appropriate, the Foreign Office, is the British supply agency for the international exchange of official publications, an activity in which Britain has taken a positive interest for many years.

In matters of style and presentation, H.M.S.O. tries to put an attractive face on its publications in terms of visual treatment of both covers and contents, including the illustrations which are such a frequent feature of its products nowadays. Extravagance has to be avoided, since prices must be kept as low as possible for the benefit of

the public. Subject to this overriding requirement of economy, much care and attention is given to producing books and pamphlets of good typographical design and workmanship, pleasant to handle and convenient to read. Attention to good physical presentation has been much greater since the last war and the experience of producing the Ministry of Information books and pamphlets which had to appeal to a wide public. Immediately after the war the eminent designer Sir Francis Meynell was appointed honorary typographical adviser and a typographical design and layout unit was set up in H.M.S.O. at the same time. This unit has functioned under Sir Francis's general guidance and the benefits flowing from its labours will be patent to anyone who compares pre-war government publications with those produced today.

How, now, does the librarian at home or abroad inform himself on H.M.S.O. output, past and present? The first catalogues of official publications were the indexes prepared for Parliamentary Papers by the House of Commons. These were the only catalogues. They are prepared primarily as indexes to the bound sets of Parliamentary Papers. With the growth of the non-Parliamentary series it became necessary for the Stationery Office to prepare its own catalogues. These include both the Parliamentary and the non-Parliamentary series, but the growing importance of the latter has made the distinction between these two classes less important for the general public, and even for the librarian, than it was before the last war. Parliamentary Papers are classified under departments as well as being listed by number.

Most librarians would like the present departmental basis of the catalogues changed to a subject basis. This question is under review and some changes should result, but the departmental classification is unlikely to disappear completely. This classification is reflected in the *Sectional Lists*, numbering fifty-four, which are frequently revised by the author-department. These are the nearest alternative to a comprehensive catalogue and they are commended to the attention of librarians in the absence of a single comprehensive catalogue or a system of subject lists. They are available free, and standing orders may be booked for revised lists as they become available.

The other elements of the H.M.S.O. catalogue service are the duplicated *Daily List*, which is comprehensive and lists the published output as it appears as well as reprints new editions and the publications of other official bodies for which H.M.S.O. is the U.K. sales agent. It lists all Statutory Instruments as they are issued and is admissible in the courts as evidence of the publication of each Statutory Instrument.

This can be supplied daily or in weekly batches, free of charge to librarians.

The *Monthly List*, which is a cumulation of *Daily Lists* for each calendar month, except that it does not list the Statutory Instruments, is issued in printed form three to four weeks after the end of the month covered. It contains an inset selection of the more interesting and significant H.M.S.O. publications of the month, with bibliographical details and a short descriptive paragraph on each. It carries an index.

In addition to the daily list of Statutory Instruments, there is a monthly *List of Statutory Instruments*.

The *Annual Catalogue* cumulates twelve *Monthly Lists* for a calendar year and is published in the early months of the following year. There is a *Quinquennial Index of Government Publications* extending back to 1936, thus giving a consolidated index to H.M.S.O. publications over the last twenty years. It must, however, be said that the earlier quinquennial indexes, like the catalogues themselves, are out of print.

A service of Index Cards covering the whole H.M.S.O. output is available to librarians on subscription. These sets of cards are replicas of those used by the Stationery Office itself in its bookshops for record purposes and for dealing with enquiries.

The pamphlets *Government Publications Official Indexes Lists Guides Catalogues* (gratis), *Published by H.M.S.O.* (1s. od.) and *Official Publications* (1s. 6d.) each give useful bibliographical signposts to the output of government publications useful to librarians and research workers.

H.M.S.O. has, like any other publisher, its collection of archive copies, and although the long passage of time since the beginning of the nineteenth century and the depredations of war have depleted this collection, it still remains a valuable means of furnishing photocopies of out-of-print publications. A photocopying service is available from the Stationery Office in London (P.O. Box 569, London, S.E.1) under which prints may be obtained at the price of 1s. od. a page. Microfilms can also be supplied by special arrangement. It should also be mentioned in this connection that several firms specialising in the production of microcard records have from time to time put various important groups of H.M.S.O. publications on record in this way and this work continues.

# *The Public Record Office and the Problem of Elimination in Records of Public Departments*

By J. H. Collingridge, C.B.E.

This chapter replaces that contributed to the first edition by the late Sir Hilary Jenkinson entitled "The Problem of Elimination in the Records of Government Departments". It was a masterly analysis of the position, not the least notable of his great services to the cause of research. But almost simultaneously with its publication, the problem had become the subject of government action, and legislative and administrative reforms were on foot which outdated much of what he described and proposed – but were welcomed by him without reserve. The problem has therefore to be restated; though, aware from long association with Jenkinson in the Public Record Office of how much wisdom and experience went into the making of the work now superseded, the present writer cannot but feel a sense of presumption in undertaking it.

No need to control the quantity of state records arising for preservation was generally felt before the latter half of the nineteenth century. In most government offices the bulk of the papers created or received was minute by modern standards; and the customary hoard of registers, entry-books and parcelled in-letters could go on accumulating for generations without inconveniencing its custodians. If a department ceased to exist, its records would most probably be 'shovelled off', as when Trollope's Internal Navigation Office was dissolved, into 'Cimmerian darkness'. There was seldom deliberate elimination; and there was no positive legal authority for any. The question was indeed considered in 1836 by the Select Committee of the House of Commons, which recommended the establishment of the Public Record Office; but it was not thought worth while to make any provision for it when the Public Record Office Act was actually passed in 1838. It was after the opening of the present Public Record Office building in Chancery Lane

in 1856 that the need to adopt some method of eliminating material of no value from the records of state became acute. The new repository was quickly filled up by transfers from certain major departments beginning to be embarrassed by papers which had been accumulating unweeded for a century and more. The Royal Commission on Public Records in its *First Report* (1912) gives interesting details of the position in the mid-nineteenth century: the indifference with which government departments regarded the fate of papers which were not of immediate practical utility (destroying indiscriminately what they could not 'dump'); the resistance of the Treasury to enlargement of the Public Record Office until the possibilities of making more room by the destruction of worthless documents had been exhausted; and the first cautious experimentation in systematic weeding.

Legislation to provide proper sanction and safeguards for future elimination was enacted in 1877. The Public Record Office Act of that year laid down that the Master of the Rolls might, with the approval of the Treasury and the heads of departments concerned, make "rules respecting the disposal by destruction or otherwise of documents which are deposited in or can be removed to the Public Record Office and which are not of sufficient value to justify their preservation in the Public Record Office". It further provided that, before the power of disposal given by such rules was exercised as to any documents, the Master of the Rolls should cause a schedule to be prepared containing a list of the documents, or classes of similar documents, concerned, with particulars sufficient to enable Parliament to judge of the expediency of disposing of them in the proposed manner; and the power of disposal should not be exercised before the schedule had been submitted to both Houses of Parliament for not less than four weeks. No rule might provide for the disposal of any document of older date than 1715 (altered by a subsequent short Public Record Office Act of 1898 to '1660'); and every rule must be laid before Parliament for sixty days (altered by the same short Act to 'nine weeks'); after which, if no negative resolution of either House had been passed against it, it must be approved by Order in Council.

A set of rules made by the Master of the Rolls under this enactment was issued in 1882. Its salient features were: the institution of machinery for constructing schedules of documents not suitable for preservation; and a definition of what was to constitute unsuitability for preservation. There was to be in the Public Record Office a body of not less than three Inspecting Officers; the Deputy Keeper was to be one, and one

must be a barrister of not less than seven years' standing. They were to submit yearly at least one schedule to the Master of the Rolls. Departments in respect of whose records a schedule was to be made were to nominate an officer to join the Inspecting Officers in its preparation. After approval by the Master of the Rolls, the schedule was to be laid before Parliament as the Act provided. So much for the machinery. Similar care to prevent ill-considered destruction characterised the principles of appraisal which the rules laid down: the Inspecting Officers were to take every precaution against the inclusion in the schedules of any documents which could reasonably be considered of legal, historical, genealogical or antiquarian use or interest, or which gave any important information not to be obtained elsewhere.

These rules covered only documents actually transferred to the Public Record Office. But the possibility of using the new statutory machinery to provide a continuing authority for getting rid of ephemeral papers as soon as they ceased to be useful, and long before they reached the age when transfer to the archives would normally be considered, was quickly perceived by departmental administrators. In the same year, 1882, the Secretary of the Treasury procured a special additional rule for the weeding of the documents not removed to the Public Record Office but remaining in his department. Other departments subscribed to similar extensions in the next few years; and in 1890 the main rules were reissued in amended form extending their applicability to documents "in ordinary course about to exist" in government departments. With slight modifications only, these 1890 rules continued to operate until 1958.

For some eighty years, therefore, to a recent date the destruction of papers in departments was regulated by 'schedules' providing for the disposal of documents in the classes named in them on reaching a specified age. The procedure had one serious weakness: departmental documents can only partially and to a varying extent be classified for the purpose of disposal. There are many papers of which it cannot be said that a particular category should in its entirety be either preserved or destroyed; each individual document requires separate appraisal. This shortcoming was remedied by two devices which became almost standard in the making of destruction schedules. One was to include in the schedule a class comprising all miscellaneous notes, working papers and other ephemeral routine matter. The other was to preface the schedule by a proviso to the effect that all classes of documents to be destroyed must first be examined by a duly qualified officer who would withdraw

for preservation any documents containing matter of historical or legal importance, papers relating to policy or precedent, important statistics, and papers likely to be useful for social or economic research.

Several hundred schedules were laid before Parliament under these arrangements – over a score in some years; and one department made as many as twenty-four. The system operated effectively as a means of facilitating the elimination of valueless papers and at the same time preventing indiscriminate destruction. During the paper shortage period of World War II, indeed, its usefulness was well proved: on the one hand the existence of a statutory authority for destruction absolved government departments from any supposed obligation to preserve material no longer administratively useful which could be released for pulping and re-use; on the other hand the Public Record Office was in a position to represent the interests of research – and did on more than one occasion prevent the annihilation unexamined of large groups of historically valuable documents.

On the part of the departments there was no general dissatisfaction with the system; only occasional criticism of the formalities involved. The Public Record Office, however, became alive increasingly – as the bulk of records created in the work of government increased – to one serious defect in particular. As has been noticed, the proviso to which most schedules were subject stipulated examination by duly qualified officers who would extract the documents likely to be permanently valuable not only for administrative purposes but also for historical and other research. But the execution of a schedule was entirely the responsibility of the department for whom it was made, the Public Record Office having no share in it; and the identification of what might be permanently valuable for any purpose whatever had to be carried out by departmental staff who, 'duly qualified' though they might be to assess value for the administrative needs of their department, could not be expected normally to bring a wider knowledge to bear on their task. Probably the arrangement did not result in substantial losses of research material: for one thing, caution was usually the weeder's watchword; and for another, what the administrator needs to retain for its policy or precedent value is, in many cases, what the historian also would wish to see preserved. Nevertheless the Public Record Office took steps, shortly after the end of the last war, towards supplying what was lacking. An intermediate repository, or rather group of repositories, was provided: originally certain 'deep' air raid shelters in London, afterwards a group of large ex-Ordnance Factory

buildings at Hayes, Middlesex. Here departments could house records which had passed out of active use but had not reached the stage of final disposal by destruction or transfer to the Record Office proper; the departments retaining full control of their documents, and the Public Record Office being responsible only for the accommodation. The scheme's primary purpose was to secure non-current records held by departments from loss or damage arising through storage in make-shift and dangerous places – many cases of which had of late years come to light; but it had a further great value in the opportunity it provided for assistance and informal supervision by the Public Record Office over the work of reviewing records carried on there by the departments. About the same time the Office instituted a small "Modern Departmental Records Section", whose main function was to advise departments on both the preparation and the execution of destruction schedules. A further move was the circulation to departments, with a special covering leaflet, of a pamphlet entitled *Principles covering the elimination of ephemeral or unimportant documents in public or private archives*, which gave practical guidance as to both classes and types of documents which should always be preserved or be considered for preservation and those which could generally be destroyed. It was printed as an annexure to Jenkinson's article in the first edition of this book.

Such was the position in 1952, when the Treasury – alarmed by a report by its "Organisation and Methods" investigators that the quantity of records destined for preservation under the current system would require accommodation equal in size to the present Public Record Office every ten years – procured the appointment of a Committee "to review the arrangements for the preservation of the records of Government Departments . . . in the light of the rate at which they are accumulating and of the purposes which they are intended to serve; and to make recommendations as to the changes, if any, in law and practice which are required". The chairman was an eminent former civil servant and war-time Minister, Sir James Grigg; the six other members were chosen for their ability to bring an authoritative judgment to bear from the several points of view of administration, the law and academic research. Its findings after two years of investigation were published as a Command Paper (*Committee on Departmental Records: Report*. H.M.S.O., 1954, Cmd. 9163) and resulted in the reforms in the field of public records mentioned at the beginning of this paper as having necessitated a restatement of the problem of elimination. It may be remarked in passing that Jenkinson's article

formed part of the evidence submitted to the Committee by the Public Record Office.

The Grigg Committee's Report was forthright in condemning the inadequacy of what they found; the Act of 1877, they said, "makes the selection of records for preservation about as complicated as it can be"; the current arrangement "removes from those responsible for the ultimate preservation of the records a proper oversight of them". They proposed measures, machinery and procedures designed to cope both with the vast accumulation of documents (occupying some 120 miles of shelving) destined under the then existing arrangements for preservation, and with the enormously increased rate of accrual of official paper due to the wide extension of the field of government business in the twentieth century and the invention of the typewriter and duplicating machines. They proposed also a regularisation of the arrangements for public access to the records, and a stronger constitution for the Public Record Office; with a new statutory foundation for all these changes. The aim of their proposals can perhaps best be stated by their own words in the introduction to the Report:

"The effect of our recommendations should be to ensure that there is a steady flow of records from all Government Departments to the Public Record Office, and that (with the exception of any which it is necessary to treat as secret documents for a further period of years) these will be made available 50 years after their creation. The advantages of these arrangements will be felt by Government Departments, the Public Record Office, and, not least, by historians and other users of the public records. Departments will have storage space regularly released, the Public Record Office will be able to plan in advance the provision of accommodation, and historians and other users of the records will obtain a regular flow of new material. We believe that it will be possible for these advantages to be enjoyed only through the adoption of the procedure which we recommend for selecting records for preservation. We think it desirable that users of the public records should be aware of this, and should realise the administrative problems that selection must involve for Departments. We would emphasise, too, that it is of much greater advantage to the historians for records to be selected in a way which is administratively workable than by methods which, though theoretically offering every safeguard against the destruction of valuable material, in fact provide no safeguards at all because they cannot be operated properly."

Acceptance of the Grigg Report by the Government was followed by the Public Records Act, 1958, which repealed the Public Record Office Acts, 1838-1898, reconstituted the Office as a 'Ministerial Department', and *inter alia* placed on a stronger and systematic footing

the selection, transfer and availability to the public of records worthy of preservation. But further reference to these new statutory provisions must be confined in the description of the current position, which is given in the following paragraphs, to the points at which they touch on the subject of elimination.

The present-day 'problem of elimination', as the Grigg Committee saw it, centres almost entirely on the overwhelming bulk of the records. It is because of this that it is impossible to let them accumulate unsifted and to allow time to show what has enduring value for the administrator or the historian; that it is an impossibility for every individual paper to be examined by the department, or for the scrutiny to be entrusted only to experienced officers; that it is even more impracticable to provide for a direct review of them all by the Public Record Office on behalf of research interests; that the magnitude of some of the larger classes of papers recognised to be a potentially useful field for research is so great as to prohibit their preservation intact or in their present form.

The last of the difficulties mentioned – that of the very large classes of 'particular instance papers' as the Grigg Report called them – stands by itself as a special problem. For the rest, the Grigg Committee devised a simple formula – a system of double review – which forms the basis of the selection arrangements now instituted in the departments. All documents undergo a first review not more than five years after they have passed out of active use, and those no longer required for the purposes of the department are discarded. No special consideration is given to possible usefulness for research purposes, the assumption being that papers which the administrator can dispense with after so short a time will have no interest to the historian either. The responsibility for this review is left entirely to the department, and the Public Record Office takes no part in it beyond satisfying itself that the reviewing procedure – the detail of which can vary considerably – is adequate. In most departments the bulk of their documents can be got rid of at this stage; those retained are left for twenty-five years or thereabouts – by which time it should be possible to discern the permanently valuable from those with a merely long-term usefulness – and then given a second and final review. The criterion of usefulness to the historian is directly applied at this stage, as well as that of value to the administrator. The volume of paper having been reduced by the first review to a manageable compass, the P.R.O. is able to participate in the appraisal and to represent the interests of research.

The Grigg Committee laid considerable emphasis on the necessity – because of the mass of material involved – of making the reviewing as far as possible a mechanical operation which could be entrusted to junior staff. For the purpose of the first review, therefore, the records of a department are, so far as is found practicable, made disposable in accordance with the provisions of a ‘classified list’. This, resembling in form the old-style ‘destruction schedule’, sets out classes of documents which can be discarded *en bloc*, without individual scrutiny, when they reach a prescribed age. Mainly applicable to such things as accounting records, returns on printed forms and similar material of a uniform character, it should include also any series of registered files of which the contents can be depended on not to vary from file to file. Overall, the great mass of official papers can be disposed of in this summary way; the rest will have to be individually appraised under the ‘double review’ system described in the last paragraph. But of course in those departments where much of the work relates to the formation of policy, the majority of the records will have to be subjected to this double review.

A further streamlining of the selection process is effected under the new arrangements by the abandonment of any attempt to appraise the individual papers within files: the file is the unit for review purposes. Apart from the removal of obviously superfluous spare copies and the like as part of the normal registry routine of tidying up the files sent by officers to be ‘put away’, files are not normally subjected to any internal weeding unless and until they have been selected for preservation; at which stage the Public Record Office and the department may think it worth while, in order to reduce the files’ bulk, to have a further stripping off of individual papers not worth keeping. This should be confined to obviously insignificant material: a too rigorous weeding can create lacunae in the story told by the file.

Ideally it should be possible to appraise files by their title alone without any detailed examination of their contents. The Grigg Committee were insistent on the desirability of this ideal being realised and of the importance of registry work being maintained at a sufficiently high standard to make it possible. “To plead the necessity”, they said, “to scrutinise papers within files at the reviewing stage is to admit that for the duration of the period since a file was ‘put away’ the registry indexes have failed in their purpose of enabling papers to be speedily identified and traced.” At the present time, when the material coming up for final review is of pre-war or war-time vintage – much of it created under circumstances of ‘high pressure’ – experience shows that

in scrutinising a file its value cannot be estimated without looking inside the cover. But internal inspection is kept to a minimum.

'Particular instance paper' classes have been mentioned as requiring special treatment outside the normal process of selection just described. These are the series recording particular instances or cases arising from some statutory requirement or administrative routine; the subject matter of which is the same, though each relates to a different person, body or place. Censuses, personal records of servicemen, records of merchant ships and their voyages, returns by registered companies or by friendly societies are examples. If, as often, they accrue at a rate of several hundreds of feet a year, and have to be kept for administrative reference for a very long time, the standing accumulations are enormous. From the point of view of selection for permanent preservation, they present a difficult dilemma. The comprehensive store of data they often contain on a particular theme makes them an incomparable field for research. On the other hand their physical bulk is so great that preservation of every such series intact would constitute an intolerable strain on archive accommodation and would hamper rather than help research. Accordingly the Grigg Report advised that 'particular instance' paper classes should be treated as a subject of special inquiry by a committee under the auspices of the Public Record Office. The Report prescribed no formula for dealing with them, but suggested that, with the exception of the records relating to vital events in the General Register Office, no papers should be kept, which would not otherwise be preserved, solely on account of their usefulness for genealogical or biographical purposes, and only those should be preserved which were capable of being reduced to a statistical sample. Since it was set up, the Particular Instance Paper Committee has reviewed nearly all the existing large accumulations of this category of public records and has been able to pass a definitive judgment on most of them; (in a few cases where the papers concerned have to be kept a very long time by the responsible department for administrative purposes – for example, personal records of servicemen – the effect of the decision taken is provisional only). The standing members of the Committee are senior officers of the Public Record Office and a representative of the Central Statistical Office; with whom are joined representatives of the department or departments concerned with the papers under consideration.

The assembling of information for the Committee's use in some cases is a considerable operation. Other sources available for research on

the subject covered by the category of papers under discussion – summaries or printed reports and the like – have to be explored. Frequently the views of academic and other outside experts are sought; (which, it must be remarked, does not always simplify the problem, since two authorities, interested in different aspects of the same subject, are apt to offer contradictory opinions). If it is decided that partial preservation will serve the needs of research, no uniform method of selection is applied; it varies according to the circumstances of the case, the sole aim being to retain the minimum of ‘dead wood’. It may be decided that the records for one year in ten will form an adequate sample; or the entire records down the years relating to a few representative organisations; or else only certain major documents in each file will be kept. It may also be found that – because, for example, of a change in the documents’ form or the existence of an alternative source of information – the papers created over a certain period are less worth keeping than the rest.

Before leaving the subject of ‘particular instance’ papers, something must be said of a different method, often advocated, of approaching the problem they present: this is – to cut down their unwieldy bulk, not by elimination, but by reproducing the documents in microphotographic form and destroying the originals. The Grigg Committee examined this possibility with the greatest care; and their finding was that the expense of such reproduction greatly exceeded that of providing storage accommodation for the original documents. They therefore recommended against the use of microphotography as an answer at the present time to the problem of archive accommodation. Nevertheless they expressed the view that technical developments might in the future make it an economic proposition and ought to be watched; also that it was in connection with ‘particular instance’ papers that it might eventually be found worth using and not in the field of departmental files generally. The use of microphotography for archival purposes has other drawbacks beside that, noted by the Grigg Committee, of the expense of reproduction; microfilm copies are claimed, on the basis of ‘ageing tests’, to have a long life, but the prospect of recopying at an unpredictable date seems certain; and their vulnerability to wear and tear points to the necessity, if the film is likely to have frequent use, of keeping a duplicate purely for the purpose of producing new copies. Decisions, however, taken by the Particular Instance Paper Committee, since it began operating, involve the preservation entire of one or two very large series of papers. The Grigg Report’s advice to

continue investigation into the practicability of preserving microfilm copies in place of original documents is therefore, at the time of writing, being actively followed by the P.R.O. The Office is in any case committed already to a small extent to keeping departmental records which exist only in microphotographic form; and the rapidly growing practice of some departments of applying this technique to extensive collections of plans and drawings – for administrative considerations of economic storage and ease of reproduction – will lead to increasing deposits of such material in the future.

The responsibility for the work of selecting the records to be preserved rested, as has already been noticed, on the departments; and the Grigg Committee pronounced in favour of this principle being maintained. But they recommended changes which would (a) make the work an established and regular departmental activity (not, as it formerly was in many places, an occasional operation undertaken when the department considered it necessary), and (b) put the Public Record Office in a position to supervise and co-ordinate it. There was to be a 'Departmental Record Officer' in every department, who would, under the Director of Establishments or an officer of equivalent status, "control – or at least know the whereabouts of – all papers in the Department", and be responsible for carrying out the reviewing arrangements. The parallel organisation in the Public Record Office was to consist of a 'Records Administration Officer' charged with the oversight of all records before their transfer to the Public Record Office; and, under him, a small corps of 'Inspecting Officers', whose function would be to maintain liaison with the departments, assisting the Departmental Record Officer in organising his review of records and joining with him in the 'second review' described in an earlier paragraph. These appointments were made – as advised by the Report – in advance of the necessary legislation, so that the necessary preparatory work to pave the way for the new reviewing system could be put in hand without delay. The statutory foundation for it takes the form of a section in the Public Records Act, 1958, which provides that: every department<sup>1</sup> shall have a duty to make arrangements for the selection

<sup>1</sup> By departments is to be understood not only the government departments proper, but also certain other public bodies of national importance named in a schedule to the Act, such as the Crown Agents and (exceptionally among the nationalised industries) the National Coal Board and the United Kingdom Atomic Energy Authority.

and safe-keeping of records worthy of permanent preservation; these arrangements shall be made under the guidance of the Keeper of Public Records, who shall have a duty to supervise and co-ordinate them; the selected records shall thirty years from their creation be transferred to the Public Record Office, or such other place as the Lord Chancellor – made by the Act the Minister responsible for public records – shall appoint,<sup>1</sup> unless the Lord Chancellor agrees to a deferment of transfer; records rejected as unsuitable for preservation shall be destroyed or, if the Lord Chancellor approves, disposed of in some other way. The Inspecting Officers are four in number and the groups of departments for which they are generally responsible include in each case those having similar functions (e.g., one has in his group all the Service Departments, and another the Courts and Legal Departments). They form the nucleus of the Particular Instance Paper Committee; of which the Records Administration Officer is chairman. The organisational units with whom they have between them to maintain liaison number, at present, great and small, one hundred and twenty-one.

To establish a common standard of practice, and to provide advice on the application of the new reviewing procedure and on ancillary matters – such as the transfer of records and access to them by the public – a manual has been brought out by the Public Record Office. This was first issued in 1958 with the title *A Guide for departmental record officers (provisional)*; and there is a supplementary booklet on *The Preparation of records for transfer*, which goes into the rather technical matter of packing, cataloguing and so on in greater detail. This provisional *Guide* concentrated to a great extent on the special problems of transition from the old selection arrangements to the new – clearing off the backlog of reviewing and instituting new procedures. It has

<sup>1</sup> In general, the Lord Chancellor has considered it suitable to appoint such special places of deposit where (a) the records are primarily of local interest, (b) the department has a need to retain its central records indefinitely for the efficient performance of its function, or (c) the records are of a very technical nature or better entrusted to a specialist custody. Examples of (a) are records of Quarter Sessions and other local courts; and of (b) records of museums and galleries and some public registries. In the case of (c) the Meteorological Office, the Royal Greenwich Observatory and the Hydrographer's Department (Admiralty) are the places for their own records (these also come under the head of (b)); the India Office Library has been appointed to hold the records of the former India Office, and the National Maritime Museum for certain classes of records relating to ships.

now been replaced by *A Guide for departmental record officers (revised)* (1962); and a revised edition of the supplementary booklet was issued in 1964.

The salient features of the *Guide* as regards the subject of the present article are the procedure for selecting the records to be preserved and the principles on which the final selection is made. Of the first, an outline has been given above.

On the second feature mentioned – the principles to be observed at the second, and final, appraisal (when potential value for research as well as administrative purposes is directly considered) – “Appendix A” at the end of the *Guide* gives pointers for the guidance of those responsible for the review. The nature of the material to be reviewed varies so much between departments, and even between the different branches of a department, that a standard code of selection directly applicable in all is out of the question. It is generally necessary for the Departmental Record Officer and the Inspecting Officer to devise a special detailed set of selection rules for the department and often for particular series of papers. The object of “Appendix A” is to provide a canon of basic principles to which these ‘local rules’ shall conform. It is printed as an annexure to this article, as the contents of the leaflet noticed in an earlier paragraph were to the article which this replaces. That leaflet – developed from one issued during the war by the British Records Association – was designed to give advice on the reviewing of all types of records, official and private; and though superseded so far as public records are concerned, it stands as the soundest available guide in other fields, particularly (as in the days of the ‘paper salvage’ campaign) where a brake on indiscriminate destruction is needed. The aim of “Appendix A”, on the other hand, is to indicate what must be kept rather than what may safely be eliminated; and its applicability is limited to the narrower field in which reviewers of papers subject to the Public Records Act work.

What is being kept works out at about one per cent of the quantity currently being eliminated; which may well prompt the question whether the surviving selection of records will not give the historian a distorted picture of the administration of their time – policy and precedent abundantly recorded, but little or nothing to show how the resulting routine of government was carried out. There is therefore a standing direction that specimens will be kept to illustrate the form of each class of documents which will otherwise pass into oblivion. The practice of asking for such specimens was adopted by the Public Record

Office many years ago; but it was only spasmodically carried out, and under the new arrangements steps have been taken to put it on a systematic footing.

By way of conclusion, two points should perhaps be made. The first is that the underlying principle in carrying out elimination in the records of departments has changed. The net result of the present arrangements described above is, in terms of the quantity of public records which will become available in due course for research, that the Public Record Office is now taking in yearly material which occupies around 6,000 linear foot-run of shelving. There is thus a compelling need to exclude anything which is not really worth keeping for posterity if the student is not to be confronted with an unmanageable mass of material; and the charge to the State cannot be ignored, with the estimated cost of storage accommodation running at the rate of 20s. a foot. The emphasis is now on discarding, not everything that is clearly seen to be worthless, but everything that cannot be seen to have potential value. The problems involved are, indeed, problems of selection rather than of elimination.

The other point concerns the effectiveness of the new arrangements. At the present time the greater part of the papers to which the system of 'double review' is being applied were, of course, created before any steps had been taken towards the improvement of registration arrangements to facilitate review. Such difficulties as poor file titling and files covering over-long spans of years will still for a considerable time have to be contended with; and until they disappear, the new system cannot be said to have been fully tested. But experience so far gained has sufficiently proved its workability. Disposal of old records is now in general not being outpaced by the creation of new ones. The reduced quantity and higher quality of records being transferred to the Public Record Office is in some cases striking. Most important from the point of view of the ultimate use of the records for research purposes – it can be said with confidence that the material of ephemeral administrative value discarded at the 'first review' by departments, without direct application of the 'historical criterion', does not include anything which could reasonably be foreseen to have a value for the historian of the future.

## ANNEXURE

CRITERIA FOR SELECTION OF PUBLIC RECORDS FOR  
PERMANENT PRESERVATION

This note is intended to suggest a general standard for the appraisal of papers at the Second or Final Review, which should take place about twenty-five years after the papers were created, and when the perspective of time should give a clearer picture of the papers likely to have a continuing administrative significance. Those whose administrative significance is exhausted or will be exhausted after a known lapse, and whose historical value seems minimal, will then be destroyed or earmarked for destruction at a given future date.

Circumstances vary in each department and between departments; no universal rule of thumb is applicable. The sort of material which should be considered for permanent preservation is what may be valued for (I) the department's purposes, (II) research purposes, and (III) other purposes. Such values may coincide wholly or partially.

*I. Value for the department's purposes*

Papers of the following categories will normally be among those required to be kept indefinitely for the use of the department:

- (a) Evidence of rights or obligations of or against the Crown, e.g., title to property, claims for compensation not subject to a time limit, formal instruments such as awards, schemes, orders, sanctions, etc.
- (b) Major policy decisions, including papers relating to the preparation of legislation.
- (c) Set of minutes and papers of the department's more important committees, working parties, etc.
- (d) Precedents for procedure, e.g., administrative memoranda, historical reports and summaries; legal opinions, etc.
- (e) Standard set of all H.Q. guides or instructions of general application to out-stations, regional or local offices, or bodies with which the department is in regular contact.
- (f) Some evidence of organisation and staffing of the department.
- (g) Papers relating to important litigation or 'causes célèbres' in which the department was involved.

*II. Value for research purposes*

Much of the material likely to be preserved for departmental purposes will be of interest for research purposes; but papers of the following categories should be specially examined for value to historians:

- (a) Papers relating to the origins of the department; how it was organised; how it functioned; and (if defunct) how it was dissolved. In this con-

nection, office notices, organisation charts and directories may be of value.

- (b) Data about what the department accomplished. Samples by way of illustration may be enough; but the need for such samples may be reduced where a published annual report is available.
- (c) Papers relating to a change of policy. The quality is not always easy to recognise, but watch should be kept for
  - (i) a reasoned submission to a Minister or senior official;
  - (ii) the appointment of a departmental or inter-departmental committee or working party;
  - (iii) a paper to the Cabinet or to a Cabinet Committee.

Generally there should be a conscious effort to preserve such papers, including earlier drafts of memoranda and of the report, which will often show conflicting points of view. In the case of inter-departmental committees it is important that a set of papers should be kept by the department mainly concerned – usually the one which provided the secretary. If the change of policy resulted in legislation (whether by Act or statutory instrument), the relevant papers should be kept.

- (d) Papers relating to the implementation of a change of policy. These will often be embodied in an instruction of general application to outstations, regional or local offices, local authorities, etc., and a complete set of these instructions, together with any relevant forms, should be preserved.
- (e) Papers relating to a well-known public or international event or 'cause célèbre', or to other events which gave rise to interest or controversy on the national plane.
- (f) Papers containing direct reference to trends or developments in political, social, economic or other fields, particularly if they contain unpublished statistical or financial data covering a long period or a wide area.
- (g) Papers cited in, or noted as consulted in connection with, official histories.
- (h) Papers relating to the more important aspects of scientific or technical research and development.
- (i) Papers containing matters of local interest of which it is unreasonable to expect that evidence will be available locally, or comprising synopses of such information covering the whole country or a wide area.
- (j) Papers relating to obsolete activities or investigations, or to abortive schemes of the department, should be carefully noted for the historian, as they are unlikely to be valued for departmental purposes.

### III. *Value for purposes other than the department's or research requirements*

Papers valuable for other purposes are unlikely to occur frequently, but possibilities of usefulness should be borne in mind, e.g., to:

- (a) The Government as a whole or to departments other than that responsible

for the records (this will generally occur where a function has passed from one department to another, but related records have not passed with it).

- (b) Local authorities and the like, e.g., establishing a boundary.
- (c) Individuals in the isolated cases establishing some right.

Qualifying factors which should be taken into consideration include:

- (a) *The status of the department or office and the general importance of its work*

Papers not of obvious interest have a stronger claim to preservation if found among the records of certain senior departments, or in the private offices of Ministers or senior officials. *Per contra*, many papers are submitted by a department to a Minister or senior official for noting or for formal approval, which would justify preservation only if significant comment has been made.

- (b) *The bulk of the papers*

If the files in a particular series are numerous, it may be worth while considering whether the needs of research would be met adequately by the preservation of a representative selection similar to the arrangements made in the case of certain 'particular instance paper' classes.

- (c) *The length of time for which papers have been retained*

Deliberate withholding of a document from destruction for a period unexpectedly long, having regard to its subject matter, may indicate a former administrative importance justifying preservation on historical grounds.

- (d) *Genealogical and local research*

A good deal of material useful to genealogists and biographers will be preserved as a by-product of the criteria mentioned above, and it is unnecessary for any special steps to be taken for the preservation of material whose primary interest would be to these researchers. Similarly, it is unnecessary to take special steps in respect of material of which it is reasonable to expect that copies or counterparts will be preserved by local authorities or other responsible local bodies.

*The Board of Trade*

By P. R. Lewis

The Board of Trade is formally constituted as a Committee of the Privy Council, and its present form dates from 1786 when, after the appointment and dissolution from 1622 onwards of various committees to advise the Privy Council in trade matters, a permanent committee was constituted by an Order in Council which is still in force and which provides the constitutional basis of the present government department.

Up to the outbreak of World War I, the Board of Trade was almost the only department concerned with a broad range of trade and economic matters (though the Treasury and the Boards of Agriculture and Fisheries, of Inland Revenue and of Customs and Excise had some special interests in the fields). With the growth in government responsibilities after the war, new departments were created (e.g., the Ministry of Labour, the Ministry of Transport) to take over responsibility for a number of subjects formerly dealt with by the Board of Trade, while in other directions the Board's range of subjects has been added to. Thus, while it is no longer responsible for railways, shipping,<sup>1</sup> labour, coal mines and food supplies as once it was, it has taken on from time to time both existing subject interests (e.g., its absorption in 1946 of the Department of Overseas Trade) and entirely new ones (such as the question of Consumer Protection). At the present day, then, it may be said broadly that the Government's interest in trade and industry is handled by the Board of Trade unless there is some special reason why a particular interest should be handled elsewhere. (Two further examples of such special interests are the Ministry of Public Building and Works, which is the main contact between the Government and

<sup>1</sup> Since this chapter went to press, responsibility for shipping matters has reverted to the Board of Trade from the Ministry of Transport. It has not been possible in the present text to deal with the consequences of this change.

the building industry; and the Ministry of Health, which stands in a special relationship to the pharmaceutical industry.)

Within these terms of reference, the work of the Board can be summarised as falling into three main fields – Overseas Trade, Home Industry, and Commerce and Business. In each of these three fields, the Board collects a mass of information both for the formulation of policy and for the regulation of business and trade activities, and much of this information is made available to the public through regular and recognised channels. The main sources of regularly published information from the Board of Trade are listed systematically in the Appendices to this chapter. It is the intention of the chapter itself to note some of the more interesting of these publications, and to give some account of such unpublished sources and information services as may be of interest to research workers. (The numbers in square brackets after titles in the text are references to fuller particulars in the Appendices.)

#### OVERSEAS TRADE

The Board's responsibilities in the field of overseas trade are carried out mainly by its Commercial Relations and Exports Department and the Export Services Branch of its General Division, with the assistance of the overseas officers of the Diplomatic Service looking after British commercial interests and stationed in major cities throughout the world. The overseas officers are, in effect, the eyes and ears of the Board of Trade overseas and they spend much of their time supplying information to the Board, and in offering practical advice and help to British exporters. Their despatches on commercial conditions in other countries for long provided the texts of the Department of Overseas Trade's *Reports on Economic and Commercial Conditions* (published between 1919 and 1940), the interim series of *Reviews of Commercial Conditions* (1944–53) and the Board of Trade's *Overseas Economic Surveys* (1947–57). The lengthier analyses in these three series have now given place to shorter surveys in the "World Economic Comments" of the *Export Service Bulletin*, to more concise notes of basic data in the *Hints to Business Men* series and to more numerous topical articles in the *Board of Trade Journal*.

The Export Services Branch's main function is to assist and encourage the exporter to sell his goods overseas and to provide him with the background information he needs to do so. The Branch both issues publications of its own and supplies published and unpublished information from other sources. Its main publication is the *Export Service*

*Bulletin* [78], which has taken the place of the earlier *Special Register Information Service* and which disseminates to subscribers news of specific market opportunities for particular goods or markets and is supported by a quarterly supplement which publishes more general surveys of overseas markets. The Branch's main information service is in its Tariffs Section, from which the exporter can obtain the latest particulars of customs tariffs and import regulations governing the entry of goods into every country in the world to which British goods are exported. Much of this tariff information is, of course, published in such places as the *Export Service Bulletin* and the *Board of Trade Journal* – though there are also *ad hoc* publications like the translation of the *Customs Tariff of the European Communities* (H.M.S.O., 1961–62), and the *European Free Trade Association Compendium for Exporters* (H.M.S.O., 1965) – and it is usually from these (and of course the *International Customs Journal*<sup>1</sup>) that retrospective research needs to be done, since the Tariffs Section is concerned principally with providing current information and scarcely at all with historical research.

Another serial publication is the *Hints to Business Men* series [79], the issues of which – each being a booklet on an individual country or group of countries – consisted in its early days of little more than some brief directory and guide-book information. Latterly, with the death of the *Overseas Economic Surveys*, the scope has been expanded to include more information about business and economic conditions and the frequency of publication has been stepped up to improve the up-to-dateness of its information.

### *Statistics*

The main source of statistical information about British overseas trade is, of course, H.M. Customs and Excise. But the Board's Statistics Division does a great deal of work in analysing, summarising, interpreting and supplementing the data published by Customs and Excise in the *Annual Statement of Trade of the U.K.* and the *Overseas Trade and Accounts* [68] (which latter is technically a publication of the Board of Trade). Much of its work is published in the form of articles in the *Board of Trade Journal* [65–67, and 70–75] but the Division is also responsible for two separate publications in this field: they are the

<sup>1</sup> *Bulletin International des Douanes* (*The International Customs Journal*). Brussels, International Customs Tariffs Bureau, 1891–. (Available currently from H.M.S.O.)

*Report on Overseas Trade* [69], which provides a monthly account of the main trends in the context of world trade as a whole, and the *Commonwealth and the Sterling Area Statistical Abstract* [64], which in its various successive forms is one of the Board of Trade's oldest remaining publications.

Another task of the Statistics Division is the collection and compilation of data about the foreign trade and other economic activities of overseas countries. The information so collected is used for official purposes and some of it is published in the sources already referred to, but in addition to this the Division does sometimes undertake to collect data of this kind to the specifications of outside organisations, and in these circumstances a fee is charged for the service, proportionate to the amount of work involved.

#### *Statistics and Market Intelligence Library*

However, the sources on which the vast bulk of Statistics Division's work on other countries is based are available free of charge (together with many of the sources of Export Services Branch's information on outlets for exports) to any member of the public who cares to visit the Board of Trade Statistics and Market Intelligence Library (Hillgate House, 35 Old Bailey, London, E.C.4).

The Library was opened in 1962, to bring together two collections of material which, though both for some years available to the public, had previously been separately housed. The two collections were the former Statistics Library and the Overseas Directory Pool. Of these, the larger and more important was the Statistics Library, which provided a comprehensive collection of current data on trade, production, population and other economic subjects for all countries which issue official or non-official statistics; the smaller was a representative collection of trade directories and manufacturers' catalogues of overseas countries. The marriage of these two collections has permitted the revision and expansion of holdings of both, and the new library gives convenient access to a large body of published information of the greatest importance to current and retrospective commercial and economic research. The stock of some 100,000 items has statistical coverage for all countries which issue statistics, from 1946 to date (earlier years' statistics have been sent to the British Museum); and directory information is current only – and as up to date as possible. The library is open to the public with very little formality from 9 a.m. to 5.30 p.m. on five days a week.

*Other sources on overseas trade*

The Export Promotion and Fairs Branch of the Board's General Division, among other duties, makes available information about trade fairs and exhibitions throughout the world. The *Board of Trade Journal* publishes lists of forthcoming fairs [30] and reports on recent ones; and the Branch also maintains a collection of current exhibition catalogues.

On the subject of the Board's responsibilities in connection with import and export licensing and other duties connected with the U.K. tariff, the main published sources of information are the *Notices to Importers* [81], and the annual reports on the Import Duties Act of 1958 [80] and the Customs Duties (Dumping and Subsidies) Act of 1957 [76].

## HOME INDUSTRY

As we saw at the beginning of this chapter, the Board of Trade has a general responsibility for industry as a whole and specific responsibilities for those industries which are not the province of other government departments. Some help in tracing changes in these specific responsibilities is given by the Treasury's *Historical Table of Changes in Government Organisation* (1957); and an attempt has been made to clarify the current situation in the *Index of Industries and Products, with the Government Departments Principally Concerned* [9].

*Statistical information*

The policy and regulatory aspects of responsibility for industry are largely carried out by the Industries and Manufactures Department of the Board, but by far the largest producer of information for research workers is the Statistics Division. Two major series of H.M.S.O. publications provide the results of Statistics Division's surveys of the industrial scene:

(i) *The Census of Production* [46]. A detailed account, with annotated bibliographies of all publications emanating from and connected with the census, has been published by the Interdepartmental Committee on Social and Economic Research [8]. The census is not only a thorough-going source of information on the structure of manufacturing industry and the output of a large number of specific goods and services: it also provides a basis for short-term estimates and indicators such as the *Index of Industrial Production* [52]; and the use of computer techniques in data processing enables the Board's Census Office to prepare special analyses of the material collected in the census additional to those

published in the Report. This work is done for individual research workers on a repayment basis, and is subject to the provisions of the Statistics of Trade Act, 1947, concerning the disclosure of information about individual firms.

(ii) *Business Monitor Production Series*. This is a direct development from a large number of monthly and quarterly statistical series which, though not published fully, have for some years been available on enquiry to the Statistics Division. The new series is published in the form of sixty or so periodicals giving monthly or quarterly data on the output of particular products and commodities in the U.K., and the convenience of uniform presentation and recognisable format has enhanced the value of these statistics to research workers and industrialists. Some of the series were formerly published in summary form in the *Board of Trade Journal*, and not all have yet ceased in that medium [45]. A list of titles in the series is given as Appendix C.

#### *Other information*

The nearest equivalent, with regard to information on industrial structure and practices, to the *Working Party Reports* published for the Board in 1946-48 have been the reports on particular industries by the Monopolies Commission - which is not part of the Board of Trade, though it reports to Parliament through the President of the Board [60]. Nor, from this point of view, has the Board been so closely connected with certain industries as it was when responsible for the Utility schemes for textiles, clothing and furniture (the sets of specifications for which, housed in the Board's Headquarters Library, are still occasionally consulted by industrial workers of all kinds). However, there are some aspects of the Board's statutory or regulatory functions which continue to yield information other than the purely statistical:

*Industrial location and development*. Part of the work of the Distribution of Industry and Regional Division, performing its duties in respect of the Local Employment Act, 1960, is the provision of information about industrial sites and the facilities available on them, for industrial development. Data on the availability of government factories [39] and on the quantity of new industrial building [40] are published regularly and there is an account of the Board's work in this field in its annual report on the Local Employment Act [42].

*Industrial property*. Patents, registered designs and trade marks are known collectively as industrial property. They are dealt with by the Patent Office, which has been administratively part of the Board of

Trade since 1883. Apart from the annual report of the Comptroller General [83], the regular publications of the Patent Office are published from its own Sale Branch, and not by H.M.S.O. They include the *Official Journal (Patents)*, which covers patents and registered designs and has been published since 1884, and the *Trade Marks Journal*, published since 1876. The Register of Trade Marks is available in London for searches on payment of a fee. There is also the Register of Designs in London and a duplicate Register of Textile Designs in Manchester; both registers, as well as representations on registered designs, are available for inspection on payment of fees. The availability of patent specifications, and the functions and collections of the Patent Office Library (now designate as the National Reference Library of Science and Invention), have been well described in a recent account by a former Librarian,<sup>1</sup> and it is therefore not necessary to supply a description here.

#### COMMERCE AND BUSINESS

Since the Board of Trade has a number of diverse interests and special responsibilities in this part of its work, it will be most convenient to deal separately with each of the major subjects which provide sources of information for research.

##### *Distribution and service trades*

The Census Office has so far taken three censuses of distribution [88]; the first (for 1950) was a full census, being virtually the first attempt to count the total number of retail and wholesale outlets of all kinds in the country. The second (for 1957) was a sample census only, and the results of the next full census (for 1961) were published in 1963-64. A number of special analyses of the material collected for the censuses have been published, after the *Report on the Census*, in issues of the *Board of Trade Journal*; and the 1961 census returns, like those of the Census of Production (and with the same limitations on the divulgence of information about individual firms), are also available for special analyses to meet specific requirements on a repayment basis. The Census of Distribution is of value to research as providing, first, a detailed picture of the structure of the distributive trades in this country and, second, a starting point for the other statistical information on

<sup>1</sup> "The Patent Office Library" by F. W. GRAVELL. Chap. 5 of *The Libraries of London*, 2nd ed., by R. IRWIN and R. STAVELEY. Library Association, 1961, pp. 60-73.

retail and wholesale trade matters which the Board makes available. These include the monthly Index Numbers of Values of Sales for the retail trade [94], turnover in the catering trades [87], estimates of retailers' [93] and manufacturers' and distributors' [90] stocks, hire purchase business [89] and an annual inquiry into capital expenditure in the distributive and service trades [86].

### *Prices*

The calculation of monthly index numbers of wholesale prices of goods [95] is done by the Board's Statistics Division, and the results are much used as a basis for contracts and other business arrangements. There is also an article in the *Board of Trade Journal* which gives details of actual annual average wholesale prices for a number of classes of goods [85]. (The Index of Retail Prices, though published in the *Board of Trade Journal* as it is in a number of newspapers, is not the work of the Board, being compiled by the Ministry of Labour.)

### *Companies and business administration*

The Board's general responsibility for the Companies Act, the Registration of Business Names Act and other legislation in this field gives rise to a sizeable proportion of all the generally used primary source material that is available. The best known of these sources is the Register of Companies (formerly at Bush House, but now housed at Companies House, 55-71 City Road, London, E.C.1), where mechanised messenger systems now give speedy access to the files of companies incorporated since the system of registration began in 1844. The particulars filed include for each company its Memorandum and Articles of Association, lists of directors and - in the case of public companies only - its accounts for each trading year, set out in a prescribed form. The Register is open for inspection daily at a fee of a shilling for each file consulted (with special rates for wide-scale consultation by research workers).

The *Companies General Annual Report* [16] contains an account of additions and deletions in the Register of Companies and is supplemented by monthly statistics of new companies registered [22]. The Reports and Minutes of Evidence of the successive departmental committees appointed to consider questions of company law amendment have always been published very fully by the Board and they contain a considerable amount of valuable material on the economic and social history of companies; among the more important have been

the Reid Committee (1906), the Greene Committee (1925-26), the Cohen Committee (1943-45) and the Jenkins Committee (1960-62). An index to the Report and Minutes of the Jenkins Committee was published by H.M.S.O. in 1962.

*Company finance.* Since the publication of the Radcliffe report,<sup>1</sup> there has been an increased interest in gathering information about the finance of business. So far the Board has published three series of data on this subject. One is *Company Assets, Income and Finance* [17], which provides a ranking by size of assets of the biggest U.K. firms, and another is *Income and Finance of Quoted Companies* [19], a serial whose characteristic publication for some time partly as a periodical article, and partly as a separate publication (and with supplementary data in yet another periodical) illustrates the complicated routes sometimes taken by information on its way to public dissemination. The third is an analysis of property companies [20].

*Business names.* The Register of Business Names, initiated by the 1916 Act, is now housed with the Register of Companies in Companies House. In its evidence before the Jenkins Committee on Company Law, the Board of Trade spoke of the difficulties involved in the maintenance of the Register, which contains some 800,000 names: the expensiveness of enforcing registration of new names and of ensuring notification of cessation of use of old ones were considerations which weighed heavily with the Committee – which, however, in the end recommended that the Register be maintained principally because, with all its imperfections, its use by the public was so great. Statistics of new business names are published annually [15].

*Bankruptcy.* A register of all bankruptcies is maintained at Bankruptcy Buildings, Carey Street, London, W.C.2, where searches can be made for a small fee. The *Bankruptcy General Annual Report* [13] and the annual accounts [14] are the two regular publications.

### *Insurance*

Particulars of all life assurance business [58] and summary figures on other types of insurance business [59] are published annually. The Board's interest in the statistics of company finance also provides two newer series of data in this field [56, 57].

<sup>1</sup> Committee on the Working of the Monetary System. Report. H.M.S.O., 1959. (Cmnd. 827.)

*Weights and measures*

One of the earliest and most important responsibilities of government in respect of commerce (and especially of consumer protection) is the maintenance and enforcement of a standard system of weights and measures throughout the country. This task is carried out primarily by the Board's Standard Weights and Measures Department, which publishes the results of its work of verifying the Parliamentary copies of the imperial standards [99] and of examining and approving new designs for weighing and measuring instruments [100], and which also conducts examinations for the local authority posts of Inspector of Weights and Measures.

## GENERAL SOURCES OF INFORMATION

*Board of Trade Journal*

The most comprehensive single source of information about the Board's activities in relation to the subjects with which it has been concerned from time to time is the *Board of Trade Journal* [3]. The published indexes (currently running at two a year) provide a key which is often the only remaining means of access to some earlier aspects of the Board's work – to give but one example, the *Journal* is the only record of some of the Board's non-Parliamentary publications, in the days before H.M.S.O.'s catalogue services dealt adequately with this class of publication. New approaches to publication such as the *Business Monitor* series have tended to remove some of the traditional contents from the *Journal* in favour of separate publication, but even in the present day, a file of the *Journal* is the first port of call in all research enquiries about the Board's subjects. A current card index is compiled by the Board's Headquarters Library, prior to publication, and the staff is able in certain cases to answer questions from it.

*Headquarters Library*

The Statistics and Market Intelligence Library (described earlier) is open to the public with very little formality. Its 'parent', the Board's Headquarters Library, is not. It exists primarily to serve the staff of the Board in Great Britain and other parts of the world, and it is essentially a working practitioner's library of current materials whose stock-building policies pay only incidental attention to the needs of retrospective research. For the same reasons, the staff is able to spare very little time for dealing with enquiries from people outside the Board,

and the Library can only be used by advance arrangement with the Librarian. The stock consists of about 200,000 volumes and a large number of current periodicals is taken (though comparatively few are preserved permanently). The Library has an almost complete set of Parliamentary Sessional Papers from 1801 onwards, volumes from which it is willing to lend to other libraries through N.C.L. or direct, and some other good sets of official publications – including, of course, those published for the Board of Trade.

### *List of publications*

It is unnecessary to remind research workers that all Board of Trade publications published by H.M.S.O. have been entered, since 1922, in the daily list and the annual and monthly catalogues of H.M.S.O., whether Parliamentary or not. Other departmental publications are not always easily traced. Many of them are announced or mentioned on first publication in the *Board of Trade Journal*, and some (like the *Hints to Business Men* series) are regularly advertised therein. Since 1954 the Headquarters Library has published a monthly list of Board of Trade publications not sold by H.M.S.O. [4].

## APPENDICES

NOTE: In the lists of publications which constitute the Appendices the following abbreviations are used:

B.O.T. = Published directly by the Board of Trade, and not listed in H.M. Stationery Office's catalogues.

B.T.J. = Published in an article in the *Board of Trade Journal*, and listed in the volume indexes thereto.

Command = Published by H.M. Stationery Office as a Command Paper, and listed in its catalogues and the Indexes to Sessional Papers.

H.C.P. = Published by H.M. Stationery Office as a House of Commons Paper, and listed in its catalogues and the Indexes to Sessional Papers.

H.M.S.O. = Published by H.M. Stationery Office and listed in its catalogues.

DATES. The date given after the titles of serials is the date of coverage of the first volume, issue or article in the series. This is not necessarily coincidental with the date of publication; nor can it be assumed that subsequent volumes, issues or articles follow the same pattern of coverage.

## A

### SOME PUBLICATIONS ABOUT THE BOARD OF TRADE AND ITS ACTIVITIES

- [1] The Board of Trade, by Sir Frank Lee. Athlone Press, 1958, 33 pp. (Stamp Memorial Lecture, 1958).

- [2] The Board of Trade, by Sir Hubert Llewellyn Smith. Putnam, 1928, [13], 288 pp. (The Whitehall Series).
- [3] *Board of Trade Journal*. H.M.S.O., 1886-. Weekly.
- [4] *Board of Trade Publications Not Sold by H.M.S.O.* B.O.T., 1954-. Monthly. (Before July 1962 issued as Part 5 of *New Publications in the . . . Library* [10].)
- [5] *British Commercial Representatives Overseas* [Directory]. About two issues a year. (Published initially as a supplement to *B.T.J.*; also available separately from B.O.T.)
- [6] *Directory of Board of Trade Departments and Their Work*. H.M.S.O., 1960, 8 pp. (And later editions from time to time. Initially published as a supplement to *B.T.J.*)
- [7] *Government Publications Sectional List No. 51: Board of Trade*. H.M.S.O., 1932-. Published at irregular intervals.
- [8] *Guides to Official Sources*, No. 6: *Census of Production Reports*. Interdepartmental Committee on Social and Economic Research. H.M.S.O., 1961, v, 86 pp.
- [9] *Index of Industries and Products, with the Government Departments principally Concerned*. B.O.T., 1960, 34 pp. (2nd ed. in hand).
- [10] *New Publications in the Board of Trade Library*. B.O.T., 1954-. Two a month. (Before July 1962 published monthly.)
- [11] *Second Report from the Select Committee on Estimates (1959/60) . . . Board of Trade*. House of Commons. 1959/60, H.C.P.258, xxxiv, 341 pp.
- [12] *A Short Survey of the Board of Trade*. B.O.T., 1959, 21 pp.

## B

SUBJECT GUIDE TO CURRENT INFORMATION REGULARLY PUBLISHED  
BY THE BOARD OF TRADE

This Appendix lists those annuals and periodicals and those articles published regularly in the *Board of Trade Journal* which are of possible interest to research workers. It does not include minor serials, 'dead' serials or serials for which the Board, though formerly responsible, is no longer so. Changes of title have not been systematically recorded.

The date of earliest coverage given refers to that of the first formally organised and recognisable publication or article of the title cited. In many cases information has been published intermittently or informally for a period preceding that of the coverage given here; and it should not be assumed, because the regular statistics of hire purchase business, for example, have been published in *B.T.J.* only since the period Oct. 1955/Feb. 1956, that no earlier statistics of hire purchase are to be found in *B.T.J.* In fact, it was usually the gradual increase in intermittent articles of such a kind that led eventually to regular information being more formally published.

It should also be remembered that the Board contributes regular information to other agencies and publications on various subjects, and that much of its

output of information is also reprinted or summarised in other publications (e.g., *Annual Abstract of Statistics*, *Economic Trends*, *Monthly Digest of Statistics*). While some of this republication is mentioned below, no attempt has been made to cite comprehensively these extramural sources, which are often of importance particularly for information on earlier periods than the ones covered here.

#### BANKRUPTCY

- [13] *Bankruptcy General Annual Report*. H.M.S.O., 1883-. (To 1919 as Command and H.C.P. successively.)
- [14] *Bankruptcy and Companies (Winding Up) Proceedings Account*. H.C.P., 1926/27-. Annual. (1940/41-1954/55 as B.O.T.)

#### COMPANIES AND BUSINESS NAMES

- [15] *Business Names Registered [Statistics]*. B.T.J., 1917/48-. Annual.
- [16] *Companies General Annual Report*. H.M.S.O., 1891-. (To 1920 as H.C.P.)
- [17] *Company Assets, Income and Finance*. H.M.S.O., 1957-. Irregular intervals (2nd issue covers 1960; 3rd, 1963).
- [18] *Hire Purchase Finance Companies' Assets and Liabilities [Statistics]*. B.T.J., 1961-. Quarterly.
- [19] *Income and Finance of Quoted Companies*. B.T.J., 1954/55-. Quarterly. To 1960 as annual article in Central Statistical Office's *Economic Trends* (H.M.S.O.), with "Summary and Industrial Group Tables" separately issued by B.O.T. (1960 issue has data back to 1949); from 1961, the industry group tables published in the Ministry of Labour's *Statistics on Incomes, Prices, Employment and Production* (H.M.S.O.).
- [20] *Income and Finance of Quoted Property Companies*. B.T.J., 1960/2-. Annual.
- [21] *Limited Partnerships [Statistics]*. B.T.J., 1908/48-. Annual.
- [22] *New Companies Registered [Statistics]*. B.T.J., 1947-. Monthly.
- [23] *Particulars of Dealers in Securities and of Unit Trusts, under the Prevention of Frauds (Investments) Act, 1958*. H.M.S.O., 1945-. Annual.

#### ECONOMIC CONDITIONS

- [24] *The Economy - Selected Indicators*. B.T.J., 1962-. Weekly.

#### ENEMY PROPERTY ADMINISTRATION

- [25] *Accounts of the Administrator of Bulgarian Property in the U.K.* Command, 1948/57-. Annual.
- [26] *Accounts of the Administrator of Hungarian Property in the U.K.* Command, 1948/57-. Annual.
- [27] *Accounts of the Administrator of Roumanian Property in the U.K.* Command, 1948/57-. Annual.

- [28] *Distribution of German Enemy Property Acts . . . Account of the Sums Received and Paid*. H.C.P., 1951/53-. Annual.
- [29] *Japanese Treaty of Peace Act . . . Account of the Sums Received and Paid by the Administrator of Japanese Property*. H.C.P., 1952/53-. Annual.

#### EXHIBITIONS AND FAIRS

- [30] Classified List of Fairs and Exhibitions. *B.T.J.* (Such lists, of world-wide coverage, have been published at various intervals and in various forms, through the whole life of *B.T.J.*)

#### FILM INDUSTRY

- [31] *British Film Fund Agency Annual Report and Statement of Accounts*. H.C.P., 1957/58-. Supplemented by *British Film Fund Agency Returns*. *B.T.J.*, 1958-. Monthly.
- [32] *Cinema Statistics [Numbers, Earnings and Admissions]*. B.O.T., 1949-. To 1958, quarterly in *B.T.J.*; then annual in 'press release' form. Monthly summary data in *Monthly Digest of Statistics*, with a brief note on the figures in *B.T.J.* Also in *B.T.J.* from 1961, an annual *Trends in Film-Going*.
- [33] *Cinematograph Film Production (Special Loans) Acts, 1949-57, Account*. H.C.P., 1959-. Annual.
- [34] *Cinematograph Films Council Report*. H.C.P., 1938/9-. Annual.
- [35] *National Film Finance Corporation Annual Report and Statement of Accounts*. Command, 1949/50-.
- [36] *Overseas Payment and Earnings for Cinematograph Films*. *B.T.J.*, 1960-. Annual.
- [37] *Registration of Films [Statistics]*. *B.T.J.*, 1932/33-. Annual.
- [38] *Registrations of British and Foreign Films by the Board of Trade [Lists of Films]*. *B.T.J.*, 1927-. Weekly.

#### INDUSTRIAL LOCATION AND DEVELOPMENT

- [39] *Government-owned Factories for Rental [List]*. *B.T.J.*, 1962-. Irregular intervals.
- [40] *Industrial Building [Statistics]*. *B.T.J.*, 1945/54-. Quarterly.
- [41] *Local Employment Acts Accounts*, H.C.P., 1960/61-. Annual.
- [42] *Local Employment Act, 1960, Annual Report*. H.C.P., 1960/61-.

#### INDUSTRIES AND MANUFACTURES

- Business Monitor: Production Series*. H.M.S.O., 1962-. A list of the monthly and quarterly titles in this series is given as Appendix C.
- [43] *Capital Expenditure by Industry [Statistics]*. *B.T.J.*, 1955-. Quarterly.
- [44] *Capital Expenditure by Manufacturing Industry [Forecasts of Expectations]*. *B.T.J.*, 1956-. Every six months.
- [45] *Cars and Commercial Vehicles Production [Statistics]*. *B.T.J.*, 1952/56-. Monthly. (Data also published in *Business Monitor Production Series*.)

- [46] *Census of Production Report*. H.M.S.O., 1907-. A full bibliographical account of this title is given in *Guides to Official Sources*, No. 6 (see Appendix A [8]).
- [47] Chemical Industry [Statistics]. *B.T.J.*, 1950/60-. Half-yearly.
- [48] Clothing and Textile Industries, Orders and Deliveries [Statistics]. *B.T.J.*, 1959-. Monthly.
- [49] Construction Work Overseas. *B.T.J.*, 1955/6-. Annual.
- [50] Cotton Textiles Output [Statistics]. *B.T.J.*, 1940/45-. Monthly.
- [51] Engineering and Electrical Goods Production, Exports and Orders [Statistics]. *B.T.J.*, 1958/Feb. 1959-. Monthly. Also quarterly statistics of "Deliveries of Certain Products".
- [52] Index of Industrial Production. *B.T.J.*, 1927-. Monthly. This Index was compiled by the Board of Trade until 1939. Since 1948 it has been compiled by the Central Statistical Office, and published in *B.T.J.* as one of several places of publication.
- [53] Man-Made Fibres Production [Statistics]. *B.T.J.*, 1946-. Monthly. To 1954 as Rayon Production.
- [54] Northern Ireland Index of Industrial Production. *B.T.J.*, 1960-. Monthly. Compiled by the Northern Ireland Ministry of Commerce.
- [55] Wool Textiles Output [Statistics]. *B.T.J.*, 1939/46-. Monthly.

#### INSURANCE

- [56] Insurance Companies' Assets [Statistics]. *B.T.J.*, 1962-. Quarterly.
- [57] Pensions and Superannuation Funds' Assets [Statistics]. *B.T.J.*, 1962-. Quarterly.
- [58] *Life and other Long-Term Insurance Business. Statements Deposited with the Board of Trade*. H.M.S.O., 1871-. Annual. To 1918 as H.C.P. (Variations in title and coverage throughout. Before 1949 contains some information now published in the next title below [54].)
- [59] *Insurance Business. Summary of Statements Deposited with the Board of Trade*. H.M.S.O., 1949-. Annual.

#### MONOPOLIES AND RESTRICTIVE PRACTICES

- [60] *Monopolies and Restrictive Practices Acts Annual Report*. H.C.P., 1949-.
- [61] *Registrar of Restrictive Trading Agreements' Report*. Command, 1956/59-. (The Office of the Registrar is not part of the Board of Trade, but his Report is presented to Parliament by the President of the Board of Trade.)
- [62] Register of Restrictive Trading Agreements, Additions and Amendments. *B.T.J.*, 1957-. Quarterly.

#### OVERSEAS TRADE - (a) Statistics

- [63] Balance of Payments of the U.K. *B.T.J.*, 1957/59-. Quarterly. Treasury estimates, first published on a quarterly basis in *Economic Trends*, July 1959.

- Annual articles on the balance of payments were published in *B.T.J.*, 1920-38.
- [64] *Commonwealth and the Sterling Area Statistical Abstract*. H.M.S.O., 1850/63-. To 1947 as Command. (Title varies. Before 1952 mostly in the form "Statistical Abstract for the [Commonwealth].")
  - [65] *Commonwealth Trade*. *B.T.J.*, 1954/61-. Annual.
  - [66] *Direct Investment and Earnings Overseas*. *B.T.J.*, 1958/59-. Annual. Continues, in part, the Bank of England's *United Kingdom Investment Overseas*.
  - [67] *Overseas Sterling Area Trade Summary*. *B.T.J.*, 1953-. Quarterly. Also, to 1960, a half-yearly "Sterling Area Prices, Terms of Trade and Volume of Trade Index Numbers".
  - [68] *Overseas Trade Accounts of the U.K.* H.M.S.O., 1848-. Monthly. (Before 1965 as H.C.P., known as *Trade & Navigation Accounts*.)
  - [69] *Report on Overseas Trade*. H.M.S.O., 1950-. Monthly.
  - [70] *Shipping Movement at U.K. Ports*. *B.T.J.*, 1920-. Quarterly (Monthly to February 1955).
  - [71] *Trends in Exports of Manufactures*. *B.T.J.*, 1958/59-. Half-yearly.
  - [72] *U.K. Trade by Air*. *B.T.J.*, 1949/56-. Half-yearly.
  - [73] *Value of Overseas Trade of U.K.* *B.T.J.*, 1889/90-. Monthly.
  - [74] *Unit Value and Volume of Exports and Imports [Index Numbers]*. *B.T.J.*, 1919/20-. Monthly. To 1962, quarterly as "Volume of Imports and Exports".
  - [75] *World Trade and Production*. *B.T.J.*, 1953/57-. Quarterly.

#### OVERSEAS TRADE - (b) Non-statistical

- [76] *Customs Duties (Dumping and Subsidies) Act, 1957, Annual Report*. H.C.P., 1958/58-.
- [77] *Export Credits Guarantee Department Quarterly Statement of Business*. *B.T.J.*, 1920-. (E.C.G.D. is not part of the Board of Trade.)
- [78] *Export Service Bulletin*. B.O.T., 1960-. Five days a week, with a quarterly supplement "World Economic Comments". To 1963, twice a week, with a weekly "Supplement".
- [79] *Hints to Business Men Series*. B.O.T., 1945-. Irregular intervals, with amendments between each issue of each title.
- [80] *Import Duties Act, 1958, Annual Report*. H.C.P., 1958/59-.
- [81] *Notices to Importers*. B.O.T., 1939-. Irregular intervals.

#### PATENTS, INVENTIONS AND DESIGNS

(Note: Publications of the Patent Office itself are excluded. Only publications of H.M.S.O. and articles in *B.T.J.* are shown here.)

- [82] *Development of Inventions Acts Account*. H.C.P., 1949/50-. Annual.

- [83] *Patents, Designs and Trade Marks Comptroller-General's Report*. H.C.P., 1884-. Annual. (To 1896 as Command.)
- [84] *Patents Endorsed "Licences of Right"*. B.T.J., 1920-. Irregular intervals.

#### RETAIL TRADE AND WHOLESALE TRADE

- [85] *Annual Average Wholesale Prices of Selected Commodities*. B.T.J., 1931-. (Informal data on this subject intermittently in connection with the Index of Wholesale Prices in B.T.J. from 1921.)
- [86] *Annual Inquiry into the Distributive and Service Trades [Stocks and Capital Expenditure]*. B.T.J., 1956/57-. (First results published 1959.)
- [87] *Catering Trades Turnover [Statistics]*. B.T.J., 1960/62-. Monthly.
- [88] *Census of Distribution Report*. H.M.S.O., 1950-. Irregular intervals. 2nd Report covers 1957 (supplemented by additional analysis in B.T.J.); 3rd Report covers 1961.
- [89] *Hire Purchase Business [Statistics]*. B.T.J., Oct. 1955/Feb. 1956-. Monthly. (Series described and supplemented in *Economic Trends*, No. 95, Sept. 1961, pp. ii-vii.)
- [90] *Manufacturers' and Distributors' Stocks [Statistics]*. B.T.J., 1955-. Quarterly. (Distributors' Stocks not included until 1956. To 1957 as "Index Numbers" only. Series described in *Economic Trends*, No. 82, Aug. 1960, pp. ii-vi.)
- [92] *Northern Ireland Retail Trade Index Numbers of Sales Per Week*. B.T.J., 1960-. Monthly. Compiled by the Northern Ireland Ministry of Commerce.
- [93] *Retail Stocks [Index Numbers]*. B.T.J., 1956/58-. Monthly.
- [94] *Retail Trade Index Numbers of Values of Sales Per Week [U.K.]*. B.T.J., 1929/30-. Monthly.
- [95] *Wholesale Price Index Numbers*. B.T.J., 1921-. Monthly. (An earlier series in B.T.J. gives Index Numbers for 1871-.)
- [96] *Wholesale Textile Houses Index Numbers of Sales*. B.T.J., 1934/39-. Monthly.

#### TOURIST TRADE

- [97] *International Tourism*, B.T.J., 1963-.
- [98] *U.K. Tourist Traffic*. B.T.J., 1930-. Monthly.

#### WEIGHTS AND MEASURES

- [99] *Report on the Comparisons of the Parliamentary Copies of the Imperial Standards*. H.M.S.O., 1922/27-. Now published every ten years (latest for 1957); before 1922, comparisons were published in *Weights and Measures Report by the Board of Trade* (H.C.P., 1866/67-1938).
- [100] *Weights and Measures Act, 1904, Notices of Examination of Patterns*. H.M.S.O. Irregular intervals, one issue for each pattern examined. An *Index to Notices 1-1000* was published by H.M.S.O., 1950.

## C

## BUSINESS MONITOR, PRODUCTION SERIES

This series consists of twenty-five monthly periodicals and thirty-three quarterly periodicals, obtainable from H.M. Stationery Office on subscription only. A full list of titles currently being published is given below. Further titles will be issued from time to time.

M = Monthly

Q = Quarterly

## MINING AND QUARRYING

*Salt* (M)

## CHEMICALS, ETC.

*Pesticides and Allied Products* (Q)

*Toilet Preparations* (Q)

*Paint and Varnish* (Q)

*Colours* (Q)

*Soap and Synthetic Detergents* (Q)

*Synthetic Resins and Plastics Materials* (Q)

*Polishes* (Q)

## MECHANICAL AND ELECTRICAL ENGINEERING

*Agricultural Machinery* (Q)

*Engineers' Tools* (Q)

*Metal-Working Machine Tools* (Q)

*Internal Combustion Engines* (M)

*Contractors' Plant* (Q)

*Mechanical Handling Plant* (Q)

*Office Machinery* (M)

*Refrigerating Machinery* (M)

*Photographic Equipment* (Q)

*Scientific and Industrial Instruments and Apparatus* (Q)

*Watches and Clocks, etc.* (M)

*Motor Control Gear* (Q)

*Rotating Electrical Machinery* (M)

*Gramophone Records* (M)

*Electric Lamps* (M)

## VEHICLES

*Cars and Commercial Vehicles* (M)

*Wheeled Tractors* (M)

*Trailers* (M)

*Motor Cycles, Three-Wheel Vehicles, Pedal Cycles and Parts* (M)

*Industrial Fork-lift and Works Trucks and Tractors* (M)

*Locomotives (M)*  
*Railway Carriages and Wagons (M)*  
*Perambulators, Bed Folders and Push Chairs (Q)*

OTHER METAL GOODS

*Tools and Implements (M)*  
*Cutlery (Q)*  
*Jewellery (Q)*  
*Domestic Hollow-ware (Q)*

TEXTILES

*Silk Weaving and Converting (Q)*  
*Lace (Q)*  
*Linen (Q)*  
*Hosiery and Other Knitted Goods (Q)*  
*Carpets and Rugs (Q)*  
*Narrow Fabrics (Q)*  
*Processed Man-Made Continuous Filament Yarns (M)*

CLOTHING AND FOOTWEAR

*Clothing (M)*  
*Gloves and Mittens (Q)*  
*Footwear (M)*  
*Footwear Quarterly Supplement*

TIMBER, FURNITURE, ETC.

*Home Grown Timber (M)*  
*Timber – Softwood, Hardwood and Plywood (M)*  
*Wood Chipboard (M)*  
*Bedding (Q)*

OTHER PRODUCTS

*Pottery and Electrical Ware (M)*  
*Rubber (M)*  
*Floor Coverings (Q)*  
*Brushes and Brooms (Q)*  
*Paper and Paper Making Materials (M)*  
*Toys, Games and Sports Equipment (Q)*  
*Pens and Pencils (Q)*

*The Central Office of Information*

By Miss N. M. Chown, O.B.E.

*Director, Reference Division*

Every piece of work done by the Central Office of Information, and every item of publicity made, is undertaken at the request of some one or more government departments whose Ministers are responsible to Parliament. The Central Office of Information is thus an agency which provides in common for all departments certain services which otherwise would have to be provided by each separately.

Considerable research is necessary to enable the Central Office of Information to undertake its various activities both in producing individual items of publicity and in maintaining standard information services. The job of making a film on penicillin, a book on the British system of local government, even a series of posters on army recruitment, requires more than technical efficiency in the management of the chosen medium. It requires direct research. Very often this direct research is done outside the C.O.I. Even so, it must frequently be co-ordinated inside the Central Office, especially where the subject to be covered is the concern of more than one ministerial department. Local government in Britain, for example, is the concern of a number of departments, among which the Ministry of Housing and Local Government, the Home Office and the Scottish Development Department are only the most prominent.

The provision of standard services of information demands this form of research work in a high degree. It would perhaps be proper to call it secondary research, since it consists essentially in the co-ordination of matter derived from existing sources and not in original inquiry. It is the principal function of the Reference Division of the C.O.I., among whose duties are the provision of standard reference services of information to British Information Officers abroad in the Commonwealth, the dependent territories and in foreign countries. In performing this function, Reference Division assembles, collates and presents

facts derived from published sources or government departments and plans its output to give a concise picture of those developments at home or abroad in which British Government has an interest, and towards which it must adopt policies.

Two other divisions of the C.O.I. provide facilities of some interest to the research worker. The Social Survey is the only unit of the Central Office of Information which undertakes primary research. It is discussed in Ch. XXI. Photographs Division, whose chief duty is the provision of photographic material for the press services of British information posts abroad, maintains an extensive library broadly representative of British activities and British purposes at home and overseas. This library is available, in certain circumstances, for use by the general public.

In the rest of this chapter we are concerned with the organisation of a single division of the C.O.I. – Reference Division – since it is felt that the problem of organising the activities of a group of people devoted to secondary research may be of general interest to the research worker and to the librarian. The greater part of its work is undertaken to meet the specific requirements of the Foreign Office, the Commonwealth Relations Office and the Colonial Office for factual reference material for the use of their Information Officers abroad. Most of the products of Reference Division's research are also available to the public at home, though they are primarily intended for overseas use.

At the centre of Reference Division's organisation is the section dealing with common services. One of the functions of this Common Service Section is the maintenance of the library. While the library includes those reference books which are in comparatively frequent use, and an extensive collection of government publications, it is able to confine its purchases of commercially published books within modest limits. This is made possible for it, as for many other libraries in London, by the co-operation of other libraries and by the efficiency of the British National Book Centre, on which it draws and to whose resources it contributes. Periodicals are an essential source of much reference material and the Reference Library's intake of periodicals is considerable. It maintains for the use of the division and the department an index of the more important articles in the periodicals. This index is itself of more than passing interest. In Reference Division we find that matter of sufficient interest and authority for our purposes is usually to be found first in periodicals, and an index of their contents under subject heads is for us not merely useful but essential.

The specialists of the division are grouped into two sections, those dealing respectively with overseas affairs and home affairs. Between them they are expected to collate and present information upon all aspects of British affairs at home and overseas which come within the field of government policy. These two sections are broken down into smaller units, each consisting of a small group of specialists in a defined field. The Home Affairs Section contains a unit which deals with economic and scientific affairs and another which deals with administration, defence and social services. The Overseas Affairs Section, organised largely on a regional basis, is responsible for documenting Commonwealth and foreign affairs.

Much of the work of these units is devoted to seeking out, collating and filing information from a diversity of sources which bears upon the subject concerned. The work of a unit cannot be successful unless it establishes not only an adequate filing system, but also what can perhaps best be described as a kind of collective memory which will assure that the very considerable knowledge and experience possessed by the group shall be brought to bear appropriately upon the problems with which it has to deal.

The presentation of the material collected in and collated by specialist units is made in several ways. Firstly, there is a *Commonwealth Survey* which reaches each British information post fortnightly. It gives a conspectus of current events in United Kingdom, Commonwealth and international affairs, under a number of headings, and has a quarterly cumulative index which also includes references to other material issued by the Division during the period covered.

Secondly, the units produce, at the request of the departments whose information posts they are serving, reference papers and pamphlets each of which will review a whole field of themes such as "Town and Country Planning in Britain" or "Britain and the United Nations". Such papers are used by the British Information Officer both to inform himself on the current affairs which are a major aspect of his job and also to offer to serious inquirers. Many of them include short bibliographies listing sources for fuller information.

Thirdly, there is the periodic reference handbook or pocket booklet which provides a succinct presentation of facts covering a wide subject range: the most considerable product under this head is the annual *Britain: an official handbook*, a 500-600 page volume giving general background and current statistics on governmental institutions, social affairs and developments in the nation's economy. Like other Reference

Division products, it is compiled with the co-operation of other government departments and of national organisations, both official and unofficial.

The problem of staffing a secondary research organisation, such as that of Reference Division, is not an easy one. Its specialist writers and those responsible for production need a rather unusual combination of qualities.

In the first place a devotion to accuracy is essential. Members of the staff will not do their job well unless they are interested in facts for their own sake, and unless facts are sacred to them. This quality is, of course, common to workers in all fields of research, but it is not often found except in combination with an interest in experimental or academic research. Such an interest a Reference Division cannot offer. It is looking for the contributor to a section of an encyclopaedia rather than to a learned journal, for its products are addressed to the educated layman rather than to the specialist.

There is, of course, ample scope for interest in the presentation of facts in a clear, balanced, accurate and easily assimilable form. This is a difficult task calling for a special technique of writing and there are few inside or outside government service who have learned it. We need, then, collators of facts who can write ably, clearly and objectively, and write in a manner that is characteristic of first-class journalism. It might seem to be possible that these two qualities, that of assembling facts and that of presenting them, need not necessarily reside in the same person. To some extent this is so, but probably only to a limited extent. The writer must have the facts at his finger-tips, and the best way of ensuring that he has them is that he himself shall have been responsible for their collation. He who assembles the facts, on the other hand, will do it the more effectively if there is a production process associated with the assembly for which he himself is responsible. Inevitably, therefore, we find ourselves looking for colleagues among those who, in differing degrees, possess both these essential qualities.

The third requirement is imposed upon us, and one imagines on all similar organisations, by shortage of money and by shortage of suitable people. It is that we are obliged to demand a high degree of versatility. Our staff must be able to turn their minds from one subject to another with a facility which would not be expected, for example, of the university research worker. Otherwise we should be obliged to offer to the entrant to our staff high salaries and attractive career prospects in quite narrow channels of specialisation. This, of course, financial stringency forbids us to do.

Increasingly we are looking to internal training to give us what we need. The young graduate with the necessary basic qualifications can find in reference work an attractive prospect of mental activity and a form of entry into information work which gives him training of great value. We for our part can, by looking as much to his future career as to his present usefulness, do much to develop in him those qualities and aptitudes which are most likely to help us in the long run.

# *The Colonial Office, Commonwealth Relations Office and Ministry of Overseas Development .*

By B. Cheeseman

*Librarian*

and C. D. Overton

*Deputy Librarian*

## I. INTRODUCTION

### A. HISTORICAL NOTE

Other papers have dealt for the most part with the activities and research material of one department or other official body in the United Kingdom. The present paper deals not only with three active departments and with the records of a fourth (the India Office), but also with their overseas associations within the Commonwealth.

The reasons for dealing with them together are essentially historical and they must be indicated, if only briefly – because, for example, some of what is now called *Commonwealth Relations* material, and until recently was called *Dominions* material, will be found registered in earlier days as *Colonial*. It is a feature of British constitutional relationships that they are never static: and it is a feature to which we must do all honour, although as librarians we may have occasion to regret the complications in terminology and in classification of material which it entails.

This historical note will not go back farther in time than the present century, and it will not go any more deeply into constitutional developments in individual countries than is necessary to distinguish the affairs of the two older departments. It will be confined essentially to changes in administrative arrangements in Whitehall, and then only in so far as they affect the disposition of reference material.

At the beginning of this century, although the substance of self-government was not any longer in dispute, the same Office which administered the non-self-governing territories continued to look after

such of the affairs of the self-governing Dominions as remained a concern of the home government in Westminster. There had been a practical separation of business within the Office before then; but the first formal separation came about in 1907. The Colonial Office was divided in that year into two main sections – one responsible for Dominions affairs, and the other for the Crown Colonies. The Office remained more or less a unity for all that – with a third General Division, a single ministerial head, and sharing a single establishment and common services, and sharing also the same building in Downing Street.

In 1925 the division was made more complete, and a separate Dominions Office hived off, taking over from the Colonial Office responsibility for business connected with the self-governing Dominions, the Irish Free State (now Republic of Ireland), Southern Rhodesia (now Rhodesia, whose status is that of a self-governing colony) and the High Commission Territories (Basutoland, Bechuanaland Protectorate and Swaziland), together with work relating to the Imperial Conferences. Even then the two departments continued to be housed together and to be closely associated otherwise. Although a separate office of Secretary of State for Dominions Affairs was created, the two Secretaryships were in fact held together until 1930.

After the war, in July 1947, the Dominions Office was renamed Commonwealth Relations Office, as better describing the nature of its task. And in the following month responsibility for relations with India and Pakistan (just then separated under the new constitutional arrangements) was transferred to the Secretary of State for Commonwealth Relations, and the India Office ceased to exist.

Further changes took place in February 1948, when, following the constitutional changes which made Ceylon an equal member of the Commonwealth, responsibility for the conduct of relations with that country was transferred to the Secretary of State for Commonwealth Relations from the Secretary of State for the Colonies. Similarly, in March 1957, Ghana; August 1957, the Federation of Malaya; July 1960, the Federation of Nigeria (including later the Northern Cameroons); August 1960, the Republic of Cyprus; April 1961, Sierra Leone; December 1961, Tanganyika; August 1962, Jamaica and Trinidad; October 1962, Uganda; September 1963, Malaysia; December 1963, Zanzibar and Kenya; July 1964, Nyasaland renamed Malawi; and October 1964, Northern Rhodesia renamed Zambia; September 1964, Malta; and February 1965, Gambia; became independent states, electing to remain within the Commonwealth, and here again the

Commonwealth Relations Office assumed responsibility for relations with these countries.

In 1953, after a constitutional conference, the Federation of Rhodesia and Nyasaland was established, the C.R.O. becoming the office concerned with United Kingdom-Federal relations and continuing those with Southern Rhodesia, while the Colonial Office continued to be the responsible office for Northern Rhodesia and Nyasaland. In March 1962 the Central Africa Office was set up, serviced by the combined C.O. and C.R.O. Library. Its functions were to take over those duties concerning the Federation and its constituent parts which were formerly performed by the C.O. and C.R.O. By the end of 1963 the Federation ceased to exist, but the C.A.O. continued to look after the three territories until 1st April, 1964, when it was absorbed in the C.R.O. In May 1961, after a Commonwealth Prime Ministers' Conference, the Union of South Africa became a republic outside the Commonwealth, and the Foreign Office took over responsibility for our relations with this country.

These various changes in administrative arrangements must be kept in mind, as they affect the form of presentation of papers to Parliament at various dates in the past and the disposition of other official material relating to the various overseas countries. They are reflected in the reference works describing the business of the Offices. It may be useful to summarise the various issues of these:

*The Colonial Office List, 1862 to 1925.*

Published: Stanford, 1862 to 1863.

Harrison, 1864 to 1902.

Waterlow, 1903 to 1925.

*The Dominions Office and Colonial Office List, 1926 to 1940.*

Published: Waterlow.

*The Colonial Office List, 1946, 1948 (continuing).*

Published: H.M.S.O.

*The Colonial Office List Map Supplement, 1948.*

Published: H.M.S.O.

*The Commonwealth Relations Office List, 1951 to 1953, 1955 (continuing).*

Published: H.M.S.O.

*The India Office List, 1886 to 1937.*

Published: Harrison.

*The India Office and Burma Office List, 1938 to 1940, 1945, 1947.*

Published: Harrison, 1938 to 1939.

H.M.S.O., 1940, 1945, 1947.

In July 1961 a new department was formed to co-ordinate technical aid to countries overseas including the Dependent Territories. A considerable proportion of this work had been undertaken previously by the Colonial Office and Commonwealth Relations Office and it was decided that the combined Colonial Office-Commonwealth Relations Office Library should be extended to cover the needs of the Department of Technical Co-operation, later Ministry of Overseas Development (from 1964).

From this very brief review it will be evident that the historical associations between the two Offices and the Department run on into the present day. There is a further justification for bringing them together in this chapter. Although the Offices are now physically separated (the Colonial Office having moved to Sanctuary Buildings, Great Smith Street, S.W.1, and the Ministry of Overseas Development to Eland House, Stag Place, S.W.1), the Library now services the three departments.

#### B. THE WORK OF THE OFFICES

As the relationships between the two Offices and the Ministry have been indicated, it is necessary also now to emphasise that their functions and methods of operation are different.

Librarians will know how much ignorance there is in the world at large, and even among quite serious students in our own country, about the way in which the Commonwealth is knit together – and in particular how widespread still is the misconception that the independent Commonwealth countries are governed from Westminster and administered by Whitehall. We need not pause to refute that here, but it may be as well to emphasise that it is a complete misconception also even in regard to the non-self-governing territories of the Commonwealth.

That notion shows an altogether inadequate appreciation of the great and diverse constitutional developments that are going on all the time in these territories, and of the work of the Colonial Services, and of the public spirit and public service of our fellow citizens themselves in these territories. Although not fully responsible, each Dependent Territory within the Commonwealth has its own government, with its own legislature, judiciary and administration, carried on through technical and other departments. And, in the process of government, each produces very much the same range of published and other material as is described in chapters relating to the corresponding

branches of government in this country. The scale is smaller, because the populations and resources of these territories are smaller than in the United Kingdom, but the range is the same. It follows *inter alia* that, to penetrate at all deeply into the affairs of any of the overseas territories, one will have to look beyond the official papers published in this country and make oneself familiar with the products of the local Government Printer. I will indicate later what steps have been taken in the Colonial Office to facilitate this; but opportunity may be taken here to stress the point that Colonial Government publications are available from the local Government Printer and not from Her Majesty's Stationery Office.

Nevertheless it remains true that there is a mass of H.M.S.O. publications on colonial subjects, prepared in or for the Colonial Office, as a glance at H.M.S.O. *Sectional List No. 34* will testify; and there is no similar bulk of United Kingdom official material associated with the Commonwealth Relations Office (*Sectional List No. 50*). This arises from the fact that the Secretary of State for the Colonies is ultimately responsible to Parliament in a quite practical sense for the affairs of these territories – although, of course, the nature of his responsibility, and the manner in which it is exercised, varies greatly as between individual territories. The range of his concern is best indicated by the review of developments and projects in all the territories included in the Secretary of State's Annual Report to Parliament, before the main debate in June each year – the current report is entitled *Colonial Territories 1961–1962* and is issued as a Command Paper (Cmnd. 1751). In consequence, his office also has to concern itself intimately and very practically with all aspects of these activities.

The Commonwealth Relations Office, by contrast, is concerned more with the broad pattern of inter-Commonwealth arrangements and with international matters affecting Commonwealth interests; and this does not lead to anything like the plethora of constitutional, economic, scientific and technical analyses and reports of every kind that emerges from the work of the Colonial Office, and more recently from the Ministry of Overseas Development.

The work of the Ministry of Overseas Development is in general terms to co-ordinate British aid to the developing nations of the world with special reference to Commonwealth needs. The term 'aid' is used in its broadest sense and ranges from financial assistance to the supply of equipment; from sending out British experts to bringing back to Britain local staff wishing to acquire training in skills necessary for their

work; it includes surveys of local needs and problems; it covers all aspects of the life of a country from basic agricultural problems to the provision and development of libraries and adult education.

For a study of the work of the Offices, the following books may be suggested:

SETON, Sir MALCOLM C. C. *The India Office*. Putnam's Sons Ltd., 1926 (The Whitehall Series).

BLUNT, Sir EDWARD. *The I.C.S.: The Indian Civil Service*. Faber, 1937.

SUTTON, S. C. *Guide to the India Office Library*. H.M.S.O., 1952.

HALL, HENRY L. *The Colonial Office: a history*. Longmans, Green and Co., 1937.

PARKINSON, Sir COSMO. *The Colonial Office from within, 1909-1945*. Faber, 1947.

JEFFRIES, Sir CHARLES. *The Colonial Empire and its civil service*. Cambridge University Press, 1938.

———. *Partners for Progress*. Harrap, 1949.

———. *Colonial Office*. Allen and Unwin, 1956 (New Whitehall Series).

In dealing with inquiries regarding recruitment to the Oversea Service, reference may be made to:

BRADLEY, K. *Career in the Oversea Civil Service*. H.M.S.O., 1955.

*Appointments Overseas*. O.C.S.3. H.M.S.O., 1960.

FURSE, Sir RALPH. *Aucuparius, Recollections of a recruiting officer*. O.U.P., 1962.

#### C. THE RESEARCH MATERIAL AVAILABLE

The material to be reviewed in this paper may be divided into three main categories:

1. Official publications –
  - (a) United Kingdom Government publications,
  - (b) Overseas Government publications.
2. Office records, or archives.
3. Office library resources.

## II. COLONIAL OFFICE

### A. UNITED KINGDOM GOVERNMENT PUBLICATIONS

Except for maps, the Colonial Office papers follow the general pattern of other H.M.S.O. publications.

#### 1. *Numbered series*

There are, first, the main numbered series of parliamentary and

non-parliamentary papers – and for the Colonial Office in particular; (i) the *Command* series, (ii) the *Colonial No.* series, and (iii), until the inception of O.D.M., four series, for studies supported by Colonial Development and Welfare Funds, entitled (a) *Colonial research publications*, (b) *Colonial research studies*, (c) *Colonial Advisory Council of Agriculture, Animal health and forestry publications*, and (d) *Fishery publications*.

There are also certain papers with which the Colonial Office is concerned in the *House of Commons* and *House of Lords* series – notably legislation and the annual Returns of Schemes made under the Colonial Development and Welfare Acts. Other papers again relating to colonial territories appear in Departmental series, as presented by other Ministries and by the Colonial Development Corporation (now Commonwealth Development Corporation since the 1963 Act, Eliz. 2, ch. 40).

## 2. Unnumbered papers

The most important group of unnumbered papers comprises the *Colonial Reports* – until recently called *Colonial Annual Reports*, and now for some of the smaller territories they are biennial. A few of these reports are published first locally, in the territory concerned; but all are available in the H.M.S.O. series, in an attractive format with general descriptive matter, photographs, a map, and an account of current developments. Reports are available for the following territories:

|                           |                            |
|---------------------------|----------------------------|
| Aden                      | Gibraltar                  |
| Antigua                   | Gilbert and Ellice Islands |
| Bahamas                   | Grenada                    |
| Barbados                  | Hong Kong                  |
| Basutoland                | Mauritius                  |
| Bechuanaland Protectorate | Montserrat                 |
| Bermuda                   | New Hebrides               |
| British Guiana            | St. Helena                 |
| British Honduras          | St. Kitts-Nevis-Anguilla   |
| British Solomon Islands   | St. Lucia                  |
| British Virgin Islands    | St. Vincent                |
| Cayman Islands            | Seychelles                 |
| Dominica                  | Swaziland                  |
| Falkland Islands          | Tonga                      |
| Fiji                      | Turks and Caicos Islands   |
| Gambia                    |                            |

### 3. Series

One of the outstanding series produced by the Colonial Office is known as the Corona Library, also published by H.M.S.O. It was started in 1952 by W. H. Ingrams writing on Hong Kong and its purpose was to provide an up-to-date description of the life and work of the people of the territory, together with an historical introduction. Well written and produced, with extensive illustrations in black and white and colour and a series of large-scale maps, this series found a place in libraries, where they were recognised as very readable and extensive introductions to territories. Other volumes in this series are *Sierra Leone* by R. Lewis, *Nyasaland* by Frank Debenham, *British Guiana* by M. Swan, *Jamaica* by Peter Abrahams, *Uganda* by W. H. Ingrams, *North Borneo* by K. G. Treganning and *Fiji* by Sir Alan Burns.

### 4. Maps

Maps are produced by the Directorate of Colonial (Geodetic and Topographic) Surveys. They are sold through Messrs. Edward Stanford Ltd., 12 Long Acre, London, W.C.2.

The following guides may be found useful in pursuing publications associated with the Colonial Office:

*H.M.S.O. – Government Publications. Consolidated, Monthly and Daily Lists; and Sectional List No. 34.*

*The Colonial Office List, 1951, Part IV.* Parliamentary and non-Parliamentary Papers of Colonial interest published since 1925. Subsequent volumes cover a single year's publications.

*The Colonial Office List, 1948, Part V,* included a longer run of papers back to 1887.

*Monthly List of Official Colonial Publications* – a mimeographed list prepared by the Colonial Office Library until December 1963. This list included current publications, not only of the United Kingdom Government, but also of the Colonial Governments, and maps.

## B. OVERSEAS GOVERNMENT PUBLICATIONS

As noted already in the Introduction, the publications of each territory embrace all aspects of governmental action, and in general conform to the pattern that is familiar to us in United Kingdom Government publications. The main categories can be summarised:

- (i) Official, or Government, Gazettes.
- (ii) Legislation.
- (iii) Debates.
- (iv) Sessional Papers.

- (v) Departmental, annual and other, reports.
- (vi) Special reports not issued in the above series are generally unnumbered, but Mauritius has an additional numbered series.
- (vii) Periodicals are issued by some of the larger technical departments and research and other institutes supported by government funds.
- (viii) Maps, atlases and gazetteers.
- (ix) Statistical publications.

It is impossible to give an adequate, or even a usefully informative, account of Colonial Government publications as a whole in any short space.

It may be worth while dealing rather more fully with the category, *maps, atlases and gazetteers*, because these are out of the general run of publications.

Small-scale maps, produced either by the local Survey Department or by the Directorate of Overseas Surveys, are available for all territories; but the range varies considerably. For the larger territories with established Survey Departments, maps of various descriptions are available, including mounted and wall maps, general purpose maps in a range of scales and also special series illustrating particular topographical features, town plans, and sociological and economic factors (e.g., population densities, migration, races and religions, crops under cultivation, minerals, transport facilities). The Directorate of Overseas Surveys was set up in March 1946 to undertake geodetic surveys and topographical mapping, and a great deal of work is in hand – including air photography (in which the Royal Air Force as well as commercial firms are collaborating), in conjunction with field control surveys. Progress has been made also in the preparation of standard topographical series, priority being given to areas scheduled for development.

Atlases, prepared originally by the respective Colonial Government Survey Departments, are available for Ghana, Tanganyika, British Honduras, the Bahama Islands, etc. There is a set of maps also of all the territories in the *Colonial Office List Map Supplement, 1948*.

The following list of atlases, gazetteers and indexes of place names for the Dependent Territories may be useful:

#### BASUTOLAND

*Gazetteer for Basutoland*, by R. S. Webb. The first draft of a list of names, with special reference to the 1:250,000 map GS.GS.2567 of June 1911. Privately printed. Paarl, C. P., South Africa, 1950.

## BRITISH GUIANA

*Where is it? A Gazetteer of British Guiana*, compiled by Vincent Roth. Georgetown, *Daily Chronicle*, 1938.

## BRITISH HONDURAS

*Atlas of British Honduras*. Belize, Survey Department, 1939.

*British Honduras*. Gazetteer No. 16. Washington, United States Board on Geographic Names, 1956.

## EAST AFRICA

*British East Africa*. Gazetteer No. 1. Washington, United States Board on Geographic Names, 1955. Contains sections on Kenya, Uganda, Tanganyika and Zanzibar.

## FALKLAND ISLANDS DEPENDENCIES

*Gazetteer of the Falkland Islands Dependencies*, with Supplements No. 1 of 1960 and No. 2 of 1961. London, H.M.S.O., 2nd edition, 1959.

## HONG KONG

*A Gazetteer of place names in Hong Kong, Kowloon and the New Territories*. Hong Kong, Government Printer, 1960.

*Hong Kong Gazetteer*, by T. R. Tregear. Hong Kong University Press, Macmillan and Co. Ltd., 1958.

*Hong Kong, Macao, Sinkiang, Taiwan, and Tibet*. Gazetteer No. 5. Washington, United States Board on Geographic Names, 1955.

## INDIAN OCEAN

*Indian Ocean*. Gazetteer No. 32. Washington, United States Board on Geographic Names, 1957. Contains sections on Mauritius and the Seychelles.

## KENYA

*Atlas of Kenya*. Nairobi, Survey of Kenya, 1st edition, 1959.

## PACIFIC OCEAN

*Southwest Pacific*. Gazetteer No. 29. Washington, United States Board on Geographic Names, 1956. Contains sections on British Solomon Islands Protectorate, Fiji, Tonga, Gilbert and Ellice Islands, etc.

## ZAMBIA AND MALAWI

*Gazetteer of geographical names in the Barotseland Protectorate*. Lusaka, [Zambia], Government Printer for the Ministry of Land and Natural Resources, 1959.

*Rhodesia and Nyasaland*. Gazetteer No. 17. Washington, United States Board on Geographic Names, 1956. Contains sections on Zambia and Malawi.

## SOUTH ATLANTIC

*South Atlantic*. Gazetteer No. 31. Washington, United States Board on Geographic Names, 1957. Contains sections on St. Helena and dependencies and the Falkland Islands and dependencies.

## SOUTH-EASTERN ASIA

*British Borneo, Singapore, and Malaya.* Gazetteer No. 10. Washington, United States Board on Geographic Names, 1955. Contains sections on Brunei, North Borneo (now Sabah), Sarawak and Singapore.

## TANGANYIKA

*Atlas of Tanganyika.* Dar es Salaam, Department of Lands and Surveys, 3rd edition, 1956.

## UGANDA

*Index to maps of Uganda Protectorate*, by E. Richardson. Entebbe, Land and Survey Department, 1922.

## WEST INDIES AND CARIBBEAN

*British West Indies and Bermuda.* Gazetteer No. 7. Washington, United States Board on Geographic Names, 1955.

*Maps of the Bahama Islands*, with statistics and index. Nassau, Government Printer, 1926.

It is appreciated that Colonial Government publications present considerable difficulties to librarians, because they are out of the ordinary search routes; each territory has its own press and the publications are not grouped together in any way; lists are not always readily come by, and individual items, even when identified, may not be in stock in this country and may take a long time to order. The Colonial Office has tried to help in this by issuing the mimeographed *Monthly list of official colonial publications* referred to above and subsequently *Technical Co-operation*.

All Colonial Government publications, except maps but including atlases, are available from the Government Printers in the countries of origin, or photocopies or microfilm versions are available from the O.D.M. section of the Library. Maps produced by Colonial Government Survey Departments (as with those produced by the Directorate of Oversea Surveys here) are sold by Messrs. Stanford.

## III. COMMONWEALTH RELATIONS OFFICE

## A. UNITED KINGDOM GOVERNMENT PUBLICATIONS

Again, of course, as with the Colonial Office, there are certain parliamentary and non-parliamentary papers of Commonwealth interest presented by other departments and also by the Prime Minister.

*The Dominions Office and Colonial Office List, 1940*, part III, 2, lists relevant parliamentary and non-parliamentary papers back to 1887.

With effect from the 1961 *Commonwealth Relations Office List* there

is a record of United Kingdom Command Papers and non-parliamentary publications of Commonwealth interest in Chapter XII, and subsequently in Chapter XI. H.M.S.O. also issue *Sectional List No. 50* which includes Commonwealth Relations Office publications.

For publications associated with the India Office, reference may be made to *House of Commons Paper No. 89* of 1909, which lists parliamentary papers relating to India over the period 1801-1907; and, subsequently, to the annual lists included in the *India Office Lists* and the *India and Burma Office Lists* referred to above.

#### B. OVERSEAS GOVERNMENT PUBLICATIONS

For information about Commonwealth publications (and, indeed, for general information about any of these countries) reference should be made to the appropriate High Commissioner's Office in London. No more can be attempted here than to indicate the main reference lists, catalogues and guides, a special collection of which is available in the C.R.O. section of the Library. These are for:

##### AUSTRALIA

- (i) *Australian National Bibliography*. Monthly, with annual cumulations. Canberra, National Library of Australia, Jan. 1961-.
- (ii) *Australian Government Publications*. Annual. First volume of a new series covering publications of 1961, issued in 1962. Canberra, National Library of Australia.

##### CANADA

- (i) *Canadiana*. Fortnightly, then monthly 1951-. Parts II and III - publications of the Government and the Provincial Governments of Canada. Ottawa, Queen's Printer. Cumulates into annual volumes, 1952-.
- (ii) *Canadian Government Publications*. Daily, with monthly, and annual, cumulations. Ottawa, Queen's Printer, 1895 (irregular).

##### CEYLON

Catalogue of books (Books printed in Ceylon . . .). Quarterly. Section II covers government publications. Ceylon Government Press, 1960-. Formerly a quarterly supplement published as Part 5 of the Ceylon Government Gazette, 1889-1960.

##### CYPRUS

Lists appear irregularly in the official gazette.

##### GHANA

- (i) *Publications Price List*. Quarterly. Accra, Government Printer.
- (ii) *Publications issued during the Week ended . . .* Published in the Ghana Gazette.

- (iii) *Library Bulletin of the University College of Ghana*. Accra.
- (iv) *Universitas*. Three issues per year. University College of Ghana. Selective list.

## INDIA

*Indian National Bibliography*. Quarterly with annual cumulations. Part II covers government publications. Calcutta, Central Reference Library, Ministry of Scientific Research and Cultural Affairs, Oct. 1957. Annual. then monthly with effect from January 1964, vols. 1958-.

## MALAWI

Lists appear irregularly in the official gazette.

## MALAYSIA

- (i) *Register of Books under the Preservation of Books Ordinance*. Quarterly. Published in the Government Gazette.
- (ii) *Current List of Publications*. Quarterly. Kuala Lumpur, Government Printing Department, Oct. 1963-.

## MALTA

*Official Publications*. Bi-weekly list issued by the Department of Information, Malta, as part of the *Malta Government Gazette*.

## NEW ZEALAND

- (i) *Catalogue and Price List of New Zealand Government Official Publications, other than Acts and Regulations*. 1952. Wellington, Government Printer.
- (ii) *Catalogue of Price Lists of Public, Local and Private Acts of New Zealand*, 1950, and subsequent supplements. Wellington, Government Printer.
- (iii) *Copyright List*, monthly with annual cumulations. Wellington, General Assembly Library.

## NIGERIA

- (i) *Nigeria Publications*. Quarterly, with annual cumulations. Ibadan, University Press, 1960-.
- (ii) *Nigerian Official Publications, 1869-1959*. A guide compiled by Helen Conover. Washington, Library of Congress, 1959.

## PAKISTAN

- (i) *Catalogue of Government Publications, 1949*. Karachi, Manager of Government-General's Press and Publications.
- (ii) *Publications of the Government of Pakistan, 1947-1957*, by George B. Moreland and Akhtar H. Siddiqui. Karachi, Institute of Business Administration, University of Karachi, 1958.
- (iii) Lists appear in the official gazettes as follows:  
     East Pakistan: Appendix to the Dacca Gazette (quarterly).  
     West Pakistan: Supplement, Part II, to the Gazette of West Pakistan (annual).

## RHODESIA AND NYASALAND

- (i) *Catalogue of Official Publications, 1957*. Salisbury, Government Printer for Information Department.
- (ii) *Select Bibliography of Recent Publications concerning the Federation of Rhodesia and Nyasaland, 1960*. Salisbury, Federal Information Department.
- (iii) Lists appeared irregularly in the Federal Government Gazettes up to the dissolution of the Federation.
- (iv) *List of Publications deposited in the Library of the National Archives 1961–(annual) 1963–*.

## SABAH

*Publications List*. Irregular. Jesselton, State Information Office, Oct. 1964–.

## SIERRA LEONE

- (i) Lists appear irregularly in the Official Gazette.
- (ii) *Publications 1962–. Annual Catalogue*. Freetown, Sierra Leone Library Board.

## ZAMBIA

Lists appear irregularly in the Official Gazette.

In addition to the central government series for Australia, Canada, India, Pakistan, Malaysia and the Federation of Nigeria, there are state and provincial government publications. These follow the same pattern, depending upon constitutional responsibilities, and there are also some very extensive departmental series – for example, those of the Canadian Department of Mines and Resources.

Publications of the Republic of Ireland are listed in the Stationery Office, Dublin, *Catalogue of Government Publications*, six-monthly and quarterly issues, with a further monthly *List of Government Publications*.

The following list of atlases, gazetteers and indexes of place names for the self-governing Commonwealth countries may be useful:

## AUSTRALIA

*Atlas of Australian Resources*. Canberra, Department of National Development, 1953–1960.

*Australia*. Gazetteer No. 40. Washington, United States Board on Geographical Names, 1957.

*Southwest Pacific*. Gazetteer No. 29. Washington, United States Board on Geographic Names, 1956. Contains sections on Papua and New Guinea.

## CANADA

*Agriculture, Climate and Population of the Prairie Provinces of Canada: a Statistical Atlas*. Ottawa, Queen's Printer, 1931.

*Atlas of Canada*. Ottawa, Department of Mines and Technical Surveys, Geographical Branch, 1957.

*Gazetteer of Canada Series.* Ottawa, Queen's Printer for the Canadian Board on Geographical Names:

*Alberta.* 1958.

*British Columbia.* 1953.

*Manitoba.* 1955.

*New Brunswick.* 1956.

*Northwestern Territories and Yukon.* (Provisional) 1958.

*Prince Edward Island.* 1960.

*Saskatchewan.* 1957.

*Southwestern Ontario.* 1952.

*A Historical Atlas of Canada*, edited by D. G. G. Kerr. Toronto, Thomas Nelson and Sons (Canada) Ltd., 1960.

*A List of the Place Names of the Island of Newfoundland with their Geographical Positions.* Ottawa, Department of Mines and Technical Surveys, Geographical Branch, 1950.

#### CEYLON

*Ceylon.* Gazetteer No. 49. Washington, United States Board on Geographic Names, 1960.

#### GHANA

*Atlas of the Gold Coast.* Accra, Survey Departments, 1949.

*Ghana Population Atlas*, compiled by T. E. Hilton. London, Thomas Nelson and Sons Ltd., 1960.

#### INDIA

*Atlas of the Northern Frontier of India.* New Delhi, Ministry of External Affairs, 1960.

*Indian Agricultural Atlas.* New Delhi, Ministry of Food and Agriculture, Directorate of Economics and Statistics, 1952.

*National Atlas of India* (Preliminary Edition), edited by S. P. Chatterjee. Calcutta, Ministry of Education and Scientific Research, 1957.

#### MALAYA, FEDERATION OF

*British Borneo, Singapore and Malaya.* Gazetteer No. 10. Washington, United States Board on Geographic Names, 1955. Contains a section on the Federation of Malaya.

*Malayan Place Names (Port Weld to Kuantan)*, compiled by S. Durai Raja Singam. Singapore, Kwok, Yoke Weng and Co., 1957.

#### NEW ZEALAND

*A Descriptive Atlas of New Zealand*, edited by A. H. McLintock. Wellington, Government Printer, 1959.

*The New Zealand Guide*, compiled by E. S. Dollimore. Dunedin, H. Wise and Co. (N.Z.) Ltd., 1957.

*Provisional Gazetteer of the Ross Dependency*, by A. S. Helm. Wellington, Government Printer, 1958.

#### NIGERIA

*Gazetteer of Place Names on [1:500,000] Map of Nigeria*. Lagos, Director of Surveys, 1949.

#### PAKISTAN

*Oxford Economic Atlas for Pakistan*. Oxford University Press, 1955.

#### RHODESIA AND NYASALAND, FEDERATION OF

*Federal Atlas Maps*. A series of 1:2,500,000 maps of the Federation, being produced by the Federal Department of Trigonometrical and Topographical Surveys, Causeway, 1960-.

*Rhodesia and Nyasaland*. Gazetteer No. 17. Washington, United States Board on Geographic Names, 1956.

#### SIERRA LEONE

*Atlas of Sierra Leone*. Freetown, Survey and Lands Department, 1st edition, 1953.

### IV. MINISTRY OF OVERSEAS DEVELOPMENT

#### UNITED KINGDOM GOVERNMENT PUBLICATIONS

##### 1. *Numbered series*

Here again there are the main numbered series of parliamentary and non-parliamentary papers. Included in the Command Paper series are Public Officers' agreements with other countries, the annual *Technical Co-operation under the Colombo Plan*, and a number of specialist reports such as policy on the recommendations of the Bridges report of a committee on training in public administration for overseas countries, which was issued as Cmnd. 2099. A separate O.S.A.S. (Overseas Service Aid Scheme) series of agreements covers technicians and specialists on loan to Foreign and Commonwealth Governments and regulates their conditions of service. The former *Colonial Research Publications* and *Colonial Research Studies* have now been amalgamated in a new series called *Oversea Research Publications*.

##### 2. *Unnumbered publications*

The extensive post-war publishing programme of the C.O. has in fact been taken over by O.D.M., and many excellent publications have been produced.

##### 3. *Periodicals*

*Journal of Local Administration Overseas* is the successor to the Colonial

Office publication *Journal of African Administration* and is issued quarterly. A number of specialist advisers issue newsletters such as the *Agricultural Adviser's Newsletter*, the *Forestry Newsletter*, *Overseas Universities*, etc. The O.D.M. section of the Library issues a monthly bibliography of official publications from the Commonwealth as a whole, excluding Britain, and this has taken the place of the *Monthly List of Official Colonial Publications*. This bibliography, entitled *Technical Co-operation* (Vol. 1, p. 1, January 1964), is available free to any library or organisation. A photocopying and microfilm service is provided. Quarterly legal supplements are issued and cumulative indexes are proposed. This series covers the Commonwealth at present but is to be extended to cover all developing nations in due course. The Library has also issued an extensive bibliography on *Public Administration*, which is being kept up to date with six-monthly supplements and a three-yearly cumulation.

#### 4. Ancillary services

Specialist organisations linked with D.T.C. such as the Tropical Products Institute, the Overseas Geological Surveys, the Overseas Services Resettlement Bureau, the Directorate of Overseas (Geodetic and Topographic) Surveys, the Inter-University Council for Higher Education, the Anti-Locust Research Centre and many others, continue to issue their own many and varied publications. These include *Overseas Geology and Mineral Resources* (quarterly), *Pesticides Abstracts and News Summary*, *Survey Review* (published between 1931 and 1962 as *Empire Survey Review*), etc.

### V. ARCHIVES

The Office records comprise the second general category of material to which attention may be drawn. The records of the Colonial Office and the former Dominions Office are transferred at regular intervals for safe keeping to the Public Record Office, Chancery Lane, W.C.2, and the records of the Commonwealth Relations Office will follow in due course; but those of the old India Office are held, together with a rich collection of other material not wholly archival in nature, in the Commonwealth Relations Office, Record Department, King Charles Street, S.W.1, where also facilities are provided for public access.

#### A. PUBLIC RECORD OFFICE MATERIAL

The material transferred to the Public Record Office falls into the following groups:

(i) *Colonial and Commonwealth Government publications.* This will serve as a bridge between the first main category of official publications and the second category of Office records in the narrower sense of unpublished material. This intermediate group, although originating elsewhere and although already published, is quite properly to be regarded as part of the Office archives, because it has been acquired and used in the process of administration in those United Kingdom departments, and must continue to be held for official reference by them. Not all the official publications received from the overseas governments are so transferred, however – only the principal series, Gazettes, Authenticated Acts, Sessional Papers, Departmental Reports and a few other classes. All the published material in this group is fully open to public access at the Public Record Office and the later issues, in current use and pending transfer, may be consulted in the joint Colonial Office and Commonwealth Relations Office Libraries.

(ii) *Colonial Office, Dominions Office and Commonwealth Relations Office correspondence.* The Office files, comprising minutes and correspondence with the overseas governments, with government departments in this country, and with other public bodies and individuals, are weeded in accordance with an approved schedule and transferred annually to the Public Record Office. The transfers are made about fifteen years in arrears of the current date: but there is a further date limitation on access to these records, arranged in conformity with other government departments, and records now generally become available once they are fifty years old. Apart from the Public Record Office *Lists* and *Guide* to which reference will be made below, the most useful general approach to these records is through the Annual Registers of Correspondence, and R. B. Pugh's *Records of the Colonial and Dominions Offices*, Public Record Office Handbook No. 3, 1964.

(iii) *Maps.* Early Colonial Office holdings of maps and charts have also been transferred to the Public Record Office and may be consulted there.

(iv) *Special classes,* notably material transferred from the Chartered Companies when territorial responsibility was finally taken over by government, and also a few personal collections, have been transferred from time to time. These classes generally are subject to the same limitations on access as applies to the unpublished Office records.

(v) *Colonial Office prints.* This is a special class, deriving directly from the Office file material, and printed only because multiple copies were required for official purposes. Limited runs of this print series have

been transferred to the Public Record Office already; but, in view of its importance for research purposes (it is selective, and also more convenient for reference than the manuscript material), a further substantial transfer to 1902 is now being arranged.

It will be recalled from the Introduction that correspondence and other material relating to Australia, Canada, the Irish Free State, New Zealand, South Africa, Southern Rhodesia and the High Commission Territories is included in the *Colonial Office* class numbers at the Public Record Office until 1925, when the *Dominions Office* class numbers begin there; and material relating to Ceylon continued to be so included until 1947. From that year also the *Dominions Office* class numbers will end, and a new *Commonwealth Relations Office* series will begin.

The principal guides to this material are:

Public Record Office: *Guide to the contents of the Public Record Office*, revised and extended (to 1960) from the guide by the late M. S. Giuseppi, F.S.A. Vol. II. H.M.S.O., 1963.

Public Record Office: *Guide to the Public Records*, Part I, Introductory. H.M.S.O., 1949.

Public Record Office: *Lists and indexes*, No. XXXVI. *List of Colonial Office records preserved in the Public Record Office*. H.M.S.O., 1911.

Colonial Office Library: *Catalogue of the maps, plans and charts in the Library of the Colonial Office*. Colonial Office print, 1910.

#### B. COMMONWEALTH RELATIONS OFFICE RECORD DEPARTMENT MATERIAL

As the material here is specialised, it may be well to begin this time with a reference to the standard guides. These are all India Office publications.

FOSTER, Sir WM. *A Guide to the India Office Records, 1600-1858*. 1919.

HILL, S. C. *Catalogue of the Home Miscellaneous Series of the India Office Records*. 1927.

*A Catalogue of manuscript and printed Reports, Field Books, Memoirs, Maps, etc., of the Indian Surveys*. 1878.

*A Classified List . . . of Reports and other Publications in the Record Branch of the India Office*, 1892. 1894.

*List of Marine Records of the late East India Company and of subsequent date*. 1896.

*List of Factory Records of the late East India Company*. 1897.

*List of Consultations, Proceedings, etc.: Bengal, 1704-1858*. 1899.

*List of Proceedings, etc.: Bengal, 1858-1897*. 1899.

*List of Proceedings, etc.: India, 1834-1858 and 1859-1898*. 2 vols. 1900.

*List of Proceedings, etc.: Bombay, 1702-1900*. 1902.

*List of Proceedings, etc.: North-Western Provinces and other minor administrations, 1834-1899.* 1902.

*List of General Records, 1599-1879.* 1902.

*List of Proceedings, etc.: Madras, 1702-1900.* 1904.

*List of Parliamentary Collections.* Third edition. 1913.

The material itself falls into the following main classes:

- (i) East India Company's records, *circa* 1600-1858, including:
  - (a) Court Minutes, 1599-1858.
  - (b) Committees' Reports and Minutes, 1700-1859.
  - (c) Correspondence - Home Letters, 1701-1858: Letters Received, 1602-1858; Despatches, 1626-1858.
  - (d) Charters and Parchment Records.
  - (e) Factory Records, 1596-1858.
  - (f) Marine Records, 1605-1858.
  - (g) Home Miscellaneous series, 1631-1858.
  - (h) Accounts, from 1664.
- (ii) Board of Control records, 1784-1858.
  - (a) Minutes, 1784-1858.
  - (b) Correspondence, 1784-1858.
  - (c) Collections, 1796-1858.
- (iii) The Administration in India.  
 The transactions of the Central Government and local Administrations (Bengal, Madras, Bombay, etc.) embodied in the *Consultations*, afterwards known as *Proceedings*, 1702-1858.
- (iv) Indian (Legislature) Debates.
  - (a) Council of State and Legislative Assembly.
  - (b) Provincial Legislative Councils and Assemblies.
- (v) Office correspondence, 1858-.
- (vi) Military records.
- (vii) Ecclesiastical records (registers of births, baptisms, marriages and burials of Europeans in India).
- (viii) Records of wills and estates of Europeans proved in India.

These papers may be consulted on application at the Commonwealth Relations Office, Record Department, King Charles Street, S.W.1, or in the India Office Library. Fees are chargeable for searches made by officers of the department and for certified copies of entries under (vii) and (viii) above.

# *The Commonwealth Agricultural Bureaux*

By Sir Herbert Howard, *formerly Secretary*

*Lecture text brought up to date by the present Secretary to the Bureaux*

## *History*

The conception of the Commonwealth Agricultural Bureaux arose from the findings of the Imperial Agricultural Research Conference of 1927. This conference, among other things, recommended the establishment of eight bureaux in eight selected branches in agricultural science.

In 1928 the Commonwealth Governments appointed an organising committee to define the functions of these bureaux and to advise on their location, the cost, the sharing of the cost between the different countries, and laid down plans for their administration. Underlying the whole was the principle that each contributing country had an exactly equal share in the administration and control, and none was in any way subordinate to any other. This was in accordance with the principles of the status resolution of the Imperial Conference of 1926 which, speaking of the self-governing communities, said "they are autonomous communities within the British Empire equal in status, in no way subordinate one to another in any aspect of their domestic or external affairs".

This organising committee produced a document called "The Scheme" which, in addition to the various matters mentioned above, advised that the administration of the organisation should be in the hands of an Executive Council. This Executive Council came into being on 1st April, 1929, and the eight bureaux were opened during the year 1929-30. The 1st April, 1929, can, therefore, be regarded as the official birthday of the Commonwealth Agricultural Bureaux, so that it is now over thirty-five years old.

There are, however, two older bureaux, now called institutes, namely, the Institute of Entomology and the Mycological Institute.

In 1909 an Entomological Research Committee for tropical Africa

was set up. The funds of this co-operative venture were provided by the African colonies and the United Kingdom, and it financed the first systematic collection and study of insects injurious to men, animals and crops in East and West Africa. After discussion at an Imperial Conference in 1911, the Institute of Entomology was set up: (i) for the identification of injurious insects; (ii) to issue a monthly periodical summarising current literature, British and foreign.

In January 1913 the *Review of Applied Entomology* appeared and is now in its fifty-first year. This Institute of Entomology was the prototype of the institutes and bureaux of today.

After the approval of the Imperial Conference of 1918, a similar Mycological Institute was started in 1929. The *Review of Applied Mycology* first appeared in 1922.

To return to the Commonwealth Agricultural Bureaux Organisation set up in 1929. This is administered by the Executive Council, each Commonwealth contributing country having one seat on the Council irrespective of the amount of contribution, thus carrying out exactly the idea of "equal in status, in no way subordinate to one another". This Executive Council is not under any Ministry of any government but through its individual members is responsible directly and equally to all governments.

As a result of the recommendations of the Imperial Committee of Economic Consultation and Co-operation in 1933, the Institutes of Entomology and Mycology were also brought under the control of the Executive Council together with the Parasite Service which had been founded in 1927 as an offshoot of the Institute of Entomology. This 1933 Committee, usually known as the Skelton Committee, enunciated, among other things, that the Commonwealth Agricultural Bureaux must have a guaranteed income for a period of years and, what directly followed from that, that Commonwealth Conferences should periodically review the work of the organisation.

The first of these Review Conferences took place in 1936 and recommended the addition of two more bureaux to the original eight. A Review Conference should have assembled in 1941 but owing to the war this was not possible. A committee was appointed under the Rt. Hon. Lord Hankey to review the work of the institutes and bureaux and issued its report in 1943.

The next Review Conference met in 1946. Among other things it recommended the changing of the name of the Parasite Service, which had proceeded to Canada in 1940, to that of the Bureau (now Institute)

of Biological Control. The Institute was moved from Ottawa to Trinidad in June 1962. It also filled certain gaps in the information by allotting the subject of field crops to the Bureau of Pastures and Forage Crops, the name of which was changed in consequence to the Bureau of Pastures and Field Crops.

A further Review Conference met in 1950. Its recommendations were published in Command Paper 8167.

A further Review Conference was held in London in 1955. Naturally with an organisation then over a quarter of a century old, there was not any considerable change in the basis of the work. It is worth while recording the opening recommendation from that Conference, which read:

"The Conference is firmly persuaded, as a result of the inspections and discussions which have taken place during its progress, that the Commonwealth Agricultural Bureaux Organisation provides an information service on scientific work in agriculture and forestry throughout the world which is of vital importance for agricultural development and thus for the production of food and the maintenance of living standards; that such a comprehensive service is not provided anywhere else and could not be provided by either national or international organisations so cheaply or so efficiently; and that the cost of the service is very small in relation to the value of agricultural and forestry production in the contributing countries.

"The Conference has endeavoured to frame recommendations which will not only ensure the full and efficient maintenance of existing services and provide for some measure of expansion, but will also leave the door open for further enlargement of the field of activities at a later date."

The Report was published as Command Paper 9664.

The C.A.B. Review Conference, 1960, endeavoured to frame recommendations that would not only ensure the full and efficient maintenance of existing services and provide for a very small degree of expansion, but would also leave the door open for further enlargement of the field of activities at a later date. The keynote of the Conference was the careful reappraisal of C.A.B. activities, with due regard to the primary purposes for which the Organisation was set up. The Conference instituted inquiries both into the techniques of preparing the abstracts and into the production, publication and sales of the abstract journals. In view of the need for economy, no new Bureaux were to be opened, but the grants already being given to *World Agricultural Economics and Rural Sociology Abstracts* and *Agricultural and Horticultural Engineering Abstracts* were to be increased, and a small grant also made

for the continuance of *Apicultural Abstracts*. One of the conditions attaching to these grants was the supply of copies of journals under the free quota system, which was expanded to make a greater number available in future to contributing countries. The Review Conference called for an Interim Conference in 1963 which would, in turn, appoint a special committee to study the long-term problems of the Commonwealth Agricultural Bureaux, with particular reference to the method of determining the units of financial contribution to be assessed to contributing countries, the possibility of locating Bureaux and Institutes throughout the Commonwealth, the possibility of separating the research and service functions of the three Institutes from the C.A.B. Organisation and making them self-supporting, and the long-term development of the C.A.B. Organisation. The Report of the 1960 Review Conference was published in Command Paper 1322.

The Interim Review Conference, 1963, among other matters appraised the financial situation; reviewed the prices of C.A.B. publications; stressed the vital role that Liaison Officers had to play in the structure of C.A.B. and in projecting its image overseas; approved plans for the next full Review Conference in July 1965; and decided on the composition of the Special Committee which was to examine the long-term problems of C.A.B., remitting certain items for its consideration.

The Special Committee, which met towards the end of the year 1963, agreed with the Interim Review Conference that while collaboration with non-contributing user countries in particular projects should continue to be encouraged, no steps should be taken at present to invite them to become Associates of C.A.B.; at the same time, efforts should be made to get C.A.B. recognised as an inter-Commonwealth organisation with the right to be represented at international conferences. Contributions from member Governments should be assessed on the basis of the U.N./F.A.O. scale. The Committee felt that C.A.B. should do more for developing countries, including the provision of abstracts for the convenience of agricultural research workers in the tropics, and facilities for the training of Commonwealth scientists in super-numerary posts at the institutes and bureaux. Liaison Officers would play their part in making developing countries aware of the services that C.A.B. had to offer, and Directors help by making more frequent visits. On the administrative side, proposals were made to facilitate the disposal of Council's routine business; and emphasis laid on the collective responsibility of Directors and the need for closer co-operation

between the Executive Council, the Secretary and the Directors' Meeting.

In 1939 a collection of South American potatoes was made. This was housed at Cambridge, and the Commonwealth Agricultural Bureaux made taxonomic descriptions and chromosome counts of the material collected. It also undertook certain preliminary breeding tests, examined the character of the material, for example, its liability to and resistance to various types of disease, reaction to frost and drought, to photo-periodism, etc.

The stage having now been reached when the collection should be used for more practicable breeding research than falls within the field of the Commonwealth Agricultural Bureaux, the collection was handed over to the Agricultural Research Council on 1st April, 1951. The material resulting from the work will still be available for plant breeders throughout the Commonwealth.

#### *Present organisation*

The whole organisation now consists of the Institute of Entomology, the Mycological Institute, the Institute of Biological Control, and the ten purely information bureaux of Animal Breeding and Genetics, Animal Health, Animal Nutrition, Dairy Science and Technology, Forestry, Helminthology, Horticulture and Plantation Crops, Pastures and Field Crops, Plant Breeding and Genetics, and Soils.

#### *Work*

The Institutes and Bureaux act as effective clearing houses of information for scientists and research workers in agriculture and forestry throughout the world. In addition the Institutes, and latterly the Bureau of Helminthology, have their special function of identification of injurious species, and the Institute of Biological Control undertakes its special work of collection of suitable predators and parasites, and shipping them where they are needed to control pests and epidemics.

The organisation has two basic principles which are different from those of some other information services:

- (a) The bureau for each subject is situated at a research centre doing active work in the subject of that bureau. This is to keep the workers alive and to prevent general stagnation. With the same object in view, the head of the parent institute is usually made the Consultant Director of the bureau.

- (b) The collection and dissemination of the information must be done mostly by scientists trained in the subject in which the bureau gives information. This is especially true of the Director and Assistant Director.

In practice the information is collected by the scanning and indexing of a large number of journals in the subject in all languages, by scanning other abstracts and by generally keeping in touch with research in progress. To give some idea of the volume of work concerned, the Institutes and Bureaux between them scan over 12,000 journals regularly every year, and publish some 80,000 abstracts. The information is disseminated by the regular production of seventeen abstract journals, usually including a review or leading article dealing with some particular aspect of the subject, by the frequent issue of monographs on some particular subject and by answering inquiries. Further help is given by putting scientists in touch with each other, by giving information about research centres, by arranging the exchange of experimental material, by giving information on post-graduate study, etc.

The organisation issues a good many publications besides the abstract journals. Regular issues are those of the *Bulletin of Entomological Research*, the *Zoological Record*, Part *Insecta*, *Distribution Maps of Pests*, *Commonwealth Phytopathological News*, *Index of Fungi*, *Distribution Maps of Plant Diseases*, *Bibliography of Systematic Mycology*, *Index Veterinarius*, besides a considerable number of books reviewing in general various subjects within the field of the organisation.

In order further to keep a bureau in touch with its scientific audience overseas, each contributing country appoints for each bureau what are called Official Correspondents. These keep Directors of bureaux in touch with work in other countries and act as the 'general friend' of the bureau in that country. They are, in fact, the scientific link overseas.

In addition to the scientific link of the Official Correspondent, there is also an administrative link, made by the appointment of a Liaison Officer in each country overseas who is really the official correspondent of headquarters.

### *Administration*

The Executive Council is the administrative and policy-forming body within the general programme laid down by the original 'Scheme' and various Review Conferences after approval of governments. The

Council meets frequently and its decisions are communicated by each Member to his own Government. The Council has full and complete control of all staff. It appoints a Secretary who is the chief executive officer. The Directors are the heads of each individual institute or bureau, and the head of the parent institution at which a bureau is stationed is usually the Consultant Director for that bureau. Since the 1950 Review Conference, these Consultant Directors have formed a standing Scientific Advisory Committee to advise the Executive Council in scientific matters. Official Correspondents are scientists in contributing countries who deal on technical matters with the Directors of bureaux, and the Liaison Officers are the equivalent of the Official Correspondents for direct dealings with the Secretary on matters not requiring references to governments through Members of Council.

### *Finance*

Money necessary to support the organisation is contributed in an agreed proportion from the various contributing countries. For practical purposes, the only income which the organisation possesses are receipts from the sales of publications and these contributions.

At each review conference the contributions which are necessary for the next quinquennium are calculated. The average annual expenditure is first estimated and from that is deducted the average yearly receipts from sales plus other minor sources of income. What remains is the average yearly contribution required. That amount is contributed by the countries concerned in the agreed proportion.

During the present quinquennium 1962-63 to 1966-67, the total estimated average annual expenditure for the four funds, i.e., the three Institutes and the Bureaux, is approximately £600,000. Receipts from sales of publications are estimated at £137,000, other sources of income at £38,000 and the balance from contributions at £425,000.

### *Publications<sup>1</sup>*

Publications are sold, but obviously at a cost far below their real cost of production. Although contributing countries receive a certain number of free copies of the journals, based, at their own wish, on a

<sup>1</sup> *The Commonwealth Agricultural Bureaux*. This booklet, published by the Bureaux, is recommended to readers as a brief account of C.A.B. history, work, administration and finance.

quota system, they pay for any copies over and above this quota. A certain number of free copies of journals are given elsewhere for some definite purpose and a certain number of copies are exchanged, but the number is kept as low as possible. There are no free copies of publications other than published journals even to contributing countries except a very few sent to copyright libraries.

Although this is a Commonwealth organisation supported and paid for by the Commonwealth and the Republic of Ireland, it will be noted that its work covers the international field of literature. To all intents and purposes it is international, and foreign countries can benefit equally by the services provided by buying the journals and other publications. In fact, in 1963, 67 per cent of all subscribers for the journals were in foreign countries.

# *The Foreign Office as a Source of Historical Information*

By W. C. Dalgoutte and C. J. Child

The researcher is likely to be interested primarily in the publications of the Foreign Office and in the facilities offered by the Foreign Office Library. But this survey will deal also with the 'open' archives of the Foreign Office which are in the custody of the Public Record Office.

The Foreign Office was established in 1782, and its first librarian – the holder of an office which in later times was to be an important link between the Foreign Office archives and the academic world – was appointed in 1801. He was succeeded by Lewis Hertslet, Librarian of the Foreign Office for forty years – from 1810 until 1851. He was a man of indefatigable energy, and it fell to his lot to live in what has been called the 'golden age' of Foreign Office publishing.

The published source materials which we take for granted today existed only on a very circumscribed scale at the beginning of the nineteenth century. From 1758 onwards the *Annual Register* had, under a section headed "State Papers", been publishing what was at times a curious hotch-potch of treaties and declarations of British and foreign governments; while in the 1790s the French Revolutionary war had stimulated the publications of collections of "State Papers" under private auspices. There was nothing, however, of British origin to rival the *Recueil des Traités* of the German jurist Georg Friedrich von Martens and his successors, and it was in broadening the foundations of British documentation of international relations that the elder Hertslet was to play so important a part. In 1813 he began collecting newspaper clippings back to 1786 containing published British and foreign documents and important facts. These were pasted into folio volumes known as the *Public Document Book*, and when the series came to an end in 1857 there were nearly 160 volumes. At the time, they constituted an invaluable and convenient reference work, and even today the historian may still turn to their yellow pages with advantage.

## FOREIGN OFFICE PUBLICATIONS

In 1820 Hertslet began publishing the first of his monumental works – what librarians now know as *Hertslet's Commercial Treaties*. This short title, however, fails to do the work justice: it does not make it clear that the series is in fact restricted to treaties, etc., relating to the United Kingdom and that it covers a wider field than commercial treaties, being concerned also with slavery, extradition, nationality, copyright and postal matters. It fell a victim to the economy campaign in 1925.

But the series for which Lewis Hertslet is best known is *British and Foreign State Papers*. He began compiling it in 1824, and at first the volumes were printed for official use only but in 1832 they were put on sale. His purpose was to collect together the principal documents which had been made public since 1814 relating to the political and commercial affairs of nations and to their relations with one another. It is often overlooked that the series contains many documents of earlier date that were regarded as still operative in 1815; an example is the treaty between England and Portugal of 1373. The volumes in the series are less comprehensive than the title suggests, but they have a wider field than would appear from some of the guides to reference books, e.g., they are not limited to treaties or to international relations but include such domestic matters as constitutions, franchise, and nationality laws.

The nineteenth century became the age of Foreign Office publishing. Simultaneously with the above developments, the Foreign Office instituted a system of laying papers about current events before Parliament in ever-increasing numbers and with such speed that, on one occasion in 1870, a paper was laid within twenty hours of its being received in the Foreign Office. The practice has declined in more recent times, although the Berlin Blue Book of December 1961, *Selected Documents on Germany and the Question of Berlin, 1944–1961*, Cmnd. 1552, is as comprehensive as any of its nineteenth-century predecessors. Fortunately for the researcher, access to this mass of material has been greatly simplified by Temperley and Penson in their *A Century of Diplomatic Blue Books, 1814–1914*, published in 1938.

Most of the documents listed in that work were published in the *Sessional Papers* of the House of Commons and of the House of Lords and can be consulted in these series in the larger libraries. The *Sessional Papers* are not available in the Foreign Office Library, but a selection

from them has been bound up in a series of *Parliamentary Papers of Interest to the Foreign Office* which is still in progress; its title is somewhat misleading in so far as this series contains some non-parliamentary publications and even a few that were not published by the British Government. Identification of individual papers is facilitated by manuscript 'country lists' and by the ten-year and fifty-year general alphabetical indexes to the House of Commons *Sessional Papers*, and, on occasion, the catalogues of parliamentary papers issued by Messrs. P. S. King.

Since the Stationery Office became the government publisher, the publications of the Foreign Office are to be found with those of other departments in the H.M.S.O. catalogues of government publications. (There is one exception, however; the *Foreign Office List*, though compiled by the Office, is still published by Harrison and Sons, the former Foreign Office publisher.) There are two Stationery Office *Sectional Lists* concerned with publications: No. 7, which is a chronological list of the Treaty Series since 1919, and No. 58, which lists those Foreign Office non-parliamentary publications which are still available for sale. These two *Lists* cover the greater part of Foreign Office publications since World War I; but it will be noted that they exclude all parliamentary papers except treaties, and these exclusions can be traced only through the annual lists of *Government Publications* or the indexes to *Sessional Papers*.

These lists include only publications bearing the Foreign Office imprint. Occasionally, however, Foreign Office correspondence is published indirectly, in *Hansard* or in the national newspapers. For example, part of the correspondence between Prime Minister Macmillan and Mr. Khrushchev was made public in reply to a question in the House of Commons on 19th July, 1960, and the note recognising the Central People's Government of China was published in *The Times* of 7th January, 1950. Many of these indirect publications are picked up in the *Commonwealth Survey* issued fortnightly by the Central Office of Information; in this respect it has to be remembered that the title "Commonwealth" is used in its widest sense and that the *Survey* reprints much United Kingdom documentary material, especially on foreign affairs. *Keesing's Contemporary Archives* and the *Documents on International Affairs* issued annually by the Royal Institute of International Affairs (Chatham House), are also useful sources of information.

The published *Treaty Series* dates only from 1892. A nearly complete

collection has been made by the Foreign Office Library of the published treaties between 1782 and 1892. For earlier treaties (1173-1826) we have a manuscript index showing places of publication; it was compiled by Lewis Hertslet. We have a register of all treaties affecting the United Kingdom from 1835, and from 1927 a card index of treaties and other international agreements of every country in the world which have been notified to Her Majesty's Government in the United Kingdom. The most comprehensive collection of present-day treaties is the *United Nations Treaty Series*; this is true even in the case of treaties to which the United Kingdom is a party because, for example, our own *Treaty Series* does not include treaties negotiated within the Commonwealth.

The Foreign Office is currently publishing two major series of archival material. The first is *Documents on German Foreign Policy, 1918-1945*, selected from the captured archives of the German Foreign Office by a team of editors representing France, Germany, the United Kingdom and the United States. The other is *Documents on British Foreign Policy, 1919-1939*, which is the World War II counterpart of Gooch and Temperley's *British Documents on the Origins of the War*. (It may be noted here parenthetically that the scope of the latter work is much wider than its title suggests.) A certain amount of United Kingdom correspondence with the United States Government and other United Kingdom documents has been included, with the permission of the British Government, in the volumes of *Foreign Relations of the United States* published by the United States Department of State. Sir Winston Churchill's *The Second World War* and the official histories, which include Sir L. Woodward's *British Foreign Policy in the Second World War*, are also useful sources of documents and information on the conduct of British foreign relations.

#### FOREIGN OFFICE ARCHIVES IN THE PUBLIC RECORD OFFICE

In accordance with the Public Records Act, 1958, confidential Foreign Office papers are not available for public inspection until they are fifty years old. They are then in the custody of the Public Record Office, and the general arrangement of the papers is as set out in the Public Record Office's *Guide to the Public Records*. There are, however, some peculiarities of classification which may be of interest. When a topic continued for some years, or involved several countries, the papers were kept together as a 'case'. If they involved a country in Africa which did not have its own country series, the papers were

likely to be filed under the heading SLAVE TRADE up to 1892 and under ZANZIBAR for the following eight years; consequently it is often rewarding to consult these series in a matter which appears to have no logical connection with either of them.

From 1891 to 1905 the Foreign Office papers are arranged in departmental categories – i.e., Diplomatic, Commercial, Consular, Library, and Treaty – and subdivided if necessary by country; in 1906 a filing system by subject was introduced. The keys to this archival material are the registers of correspondence and the indexes. Registers are available in the Public Record Office for the whole of the ‘open period’, as are the indexes.

#### CONFIDENTIAL PRINT

It has long been the practice of the Foreign Office to print despatches and other important papers to allow of their wider distribution in official circles and to have them available in a convenient form for permanent reference. Because this material was printed for official use it is known as “Confidential Print”, no matter what its actual security grading might be. With some minor exceptions, the Confidential Print of the ‘open period’ is now available for public inspection in the Public Record Office.

At convenient intervals, the individual prints have been collected, indexed and reprinted or bound together in volumes, each dealing with a particular country or topic; one such collection is *Correspondence respecting Abyssinia, 1848–1868*. Subsequent volumes were entitled *Further Correspondence* respecting the same country or topic. In times of great military and/or diplomatic activity, like the period of the Boxer Rebellion, the volumes may each cover a few months only; at other times, several years may be run together. These volumes afford a quick review of the more important papers in the archives and are much more easily consulted than the originals. One can, for example, quickly study in sufficient detail the protracted negotiations which led to the request to Queen Victoria in 1896 to resolve the dispute over the Argentine–Chilean boundary and events leading up to King Edward’s award in 1902.

#### CONFIDENTIAL VOLUMES

The part of the Foreign Office Library concerned with archival materials is known as the Reference Room. The bound volumes of prints are kept in Reference Room in series of what are referred to as “Confidential Volumes”; most of the series are geographical (e.g.,

AMERICA and TURKEY), some are topical (e.g., SLAVE TRADE), and there is one miscellaneous category known as GENERAL. The volumes are mainly *Correspondence* and *Further Correspondence*, but a series may contain all sorts of material of a confidential nature that was originally in book form (e.g., confidential War Office surveys) or which has been bound; some of it, by the passage of time, is no longer restricted but remains nevertheless in the collection of Confidential Volumes. One item of historical interest is the cheque for \$15,500,000 which was given to the United States Government in 1873 in satisfaction and discharge of the award in the "Alabama" arbitration (Confidential Volume America 65).

Other volumes contain special collections of print and other documents, comparable to the 'case' volumes in the archives. For example, Confidential Volume Turkey 131 contains a series of documents relating to the Turco-Persian boundary which begins with an 1844 memorandum on the frontier as defined by treaty in 1639 and ending with a 1913 list of frontier maps in the Map Collection. Other special collections are the Annual Reports prepared by British Representatives abroad from 1906 on matters of political and non-political interest; these reports are also to be found in the *Correspondence*, but these special country collections provide a useful historical review with, sometimes, an interpretation of events.

Reference Room has a special collection of printed papers bearing the title "Printed Memoranda". They are mainly historical reviews of major topics, ranging from chronological lists of principal events to a detailed precis of the correspondence concerned. Their purpose is to set out the facts, usually to suggest a solution, and their value to the historian is obvious. There is a parallel series of Library Memoranda, mostly in manuscript or typescript form. (Copies of these Memoranda are usually filed with the relative archives.)

A further series of print embraces *Law Officers Reports*. These are collections of submissions made by the Foreign Office, or in some cases other government departments, to the Law Officers of the Crown on a point of law supported by suitable evidence regarding it or other cases which seem to afford precedents, and the opinions rendered by the Law Officers.

There also exists in the Reference Room a series of volumes (or 'scrap books') of miscellanea. The earliest document is dated 1799 and some of the manuscript material is illustrative of life in the Foreign Office during the nineteenth century.

All material in the Reference Room is, of course, subject to the 'fifty-year rule'.

#### THE PRINTED LIBRARY

The published book collection of the Foreign Office is housed in what is known as the Printed Library, so styled to distinguish it from the "manuscript library" of archival material. This collection is concerned principally with the politics, government, history, economic development and international relations of individual countries. Printed Library does not attempt to acquire every publication in these fields, being interested largely in those in European languages and with events since 1814. It is more catholic in acquiring publications on international law, international affairs, and such reference tools as collections of treaties, encyclopaedias, dictionaries and directories. There are a number of early books of travel, some of them rare. (A fuller description of the Printed Library will be found in the *Library World* of June 1960 and the titles of books acquired up to 1926 are listed in the *Official Catalogue* published by the Stationery Office in that year.)

The special Map Collection contains many items of historical interest, e.g., maps compiled by early travellers, maps connected with treaties and others compiled in connection with frontier disputes.

The Foreign Office Library is an outlier library of the National Central Library, but the material available in this way is largely restricted to the book-stock of the Printed Library. Though not a public library in the accepted sense, serious students unable to find certain rare publications elsewhere are granted access, but because of the lack of accommodation visits are allowed only by written appointment made well in advance. The Library is not in the Foreign Office main building but in Cornwall House, Stamford Street, S.E.1.

*H.M. Customs and Excise*

By Rupert C. Jarvis

*Librarian to the Board*

The main work of the Department is the collection and administration of the customs and excise duties (including purchase tax), together with the prevention and detection of their evasion. These 'indirect' taxes, imposed by Parliament, yield over £2,280 million per year, or over two-fifths of total revenue from central government taxation. Customs duties are taxes imposed upon imported goods, such as tobacco, rum and petrol; excise duties are taxes imposed upon native goods, services or callings (such as beer, betting and liquor licences); purchase tax is for all practical purposes an excise duty applied also to imported goods. In addition, H.M. Customs and Excise perform certain non-fiscal functions in relation to the arrival and departure of ships and aircraft, the control of imports and exports, exchange control, public health, and so forth. In the course of the performance of these various fiscal and non-fiscal functions, the Department collects certain information (and consequently has accumulated certain records), part only of which is ultimately published.

For convenience of present treatment, the subject is here dealt with under two topics – but the source material itself is not, of course, so distinguished:

- (I) Economic: being statistical and similar information, more or less current, regarding the extent, direction and nature of the trade of the U.K., and the yield of duties from the various commodities, services and callings; and
- (II) Historical: being information regarding earlier centuries, obtainable from the manuscript sources, mostly still in the Board's custody.

## I. ECONOMIC INFORMATION

In the performance of their main function, H.M. Customs and Excise have come to exercise a general oversight over foreign trade at large, and also over certain trades and callings within the United Kingdom.

*Annual reports of the Commissioners* (which appear in the form of Command papers) deal primarily with the revenue collected during the fiscal year. They contain brief but very informative commentaries upon the yield under the various heads (with explanatory comment upon increases, decreases and variations from estimate), notes upon trade trends, consumption of commodities, international co-operation, costs of administration, and the agency services performed on behalf of other government departments. There are also appendices consisting of nearly 100 tables, with sufficient legal and technical information in accompanying notes to make the whole clearly intelligible.

The Department's Statistical Office collects statistics relating to the external trade of the country:

1. for publication through H.M. Stationery Office:<sup>1</sup>
  - (a) yearly, in the *Annual Statement of the Trade of the United Kingdom with Commonwealth Countries and Foreign Countries*; and
  - (b) monthly, in the *Accounts relating to the Trade and Navigation of the United Kingdom*;
2. for publication or other use by other government departments;<sup>2</sup> and
3. for the information of private subscribers.

Details in amplification of the published *Statements* and *Accounts*, and information in advance of annual publication in respect of any of the commodity descriptions<sup>3</sup> (either for the full year or any complete

<sup>1</sup> The *Annual Statements* are published under the authority of the Commissioners of H.M. Customs and Excise. The monthly *Accounts* are 'presented' to the House of Commons by the President of the Board of Trade.

<sup>2</sup> For example, details of the tonnage and movements of shipping in the foreign trade, and total number and tonnage of vessels on the British register at the home ports.

<sup>3</sup> See below.

month) can ordinarily be obtained on payment of a fee to cover the cost of extraction.<sup>1</sup>

The preparation of the *Annual Statements of Trade* and the monthly *Accounts* necessitates the collection and analysis by the Statistical Office of about 700,000 customs documents a month, relating to the importation or exportation of all classes of goods at all the ports (including the airports) of the United Kingdom. It is itself quite a problem how to reduce this great mass of information into manageable and intelligible statistical form. To this end the whole range of commodities entering international trade has been divided, for the purpose of United Kingdom statistics, firstly into certain main classes, then through divisions and subdivisions into specific well-defined final categories, which become the most detailed headings for itemised statistical analysis. The scheme of commodity classification applied to imports is not quite the same as that applied to exports.

The great mass of information officially obtained is analysed, and digested into *Statements* published annually, showing (i) the total import, re-export and export trade in each itemised *commodity*, identified to the *countries* principally concerned; (ii) the total trade with each of the separate *countries*, identified to the *commodities* principally concerned; and (iii) the total external trade at the separate *ports* of the United Kingdom, also identified to the *commodities* principally concerned. The monthly *Accounts* contain somewhat less detailed particulars in certain only of the above tables, together with certain other details, e.g., of the tonnage and movement of British and foreign vessels in the foreign and coastwise trades.

Statistics of external trade (and shipping) based more or less upon this system have been compiled by the United Kingdom Customs for regular publication for over a century.<sup>2</sup> Although satisfactory enough in themselves, it was a disadvantage of such statistics of foreign trade that there was little uniformity in pattern and form amongst the various countries, and very little international agreement about the various respective headings for commodities or their classification and

<sup>1</sup> No information, however, is ever divulged by the Customs which would disclose the business of particular traders, or which has been obtained by the Customs in circumstances of confidentiality or implied confidentiality.

<sup>2</sup> See R. C. JARVIS, *Sources for the history of ships and shipping*, in *Journal of Transport History*, III (1957-58), 229-30, and R. G. D. ALLEN and J. E. ELY, *International trade statistics* (1953), pp. 288-93.

definition. Consequently, not only statisticians and economists but importers and exporters also found increasing inconvenience in the lack of direct comparability between the foreign-trade statistics of one country with those of another, to the considerable discouragement of exact comparative reference or study. As a result, therefore, of recommendations made by the United Nations, a Standard International Trade Classification (S.I.T.C.) was devised to be a basis for international trade returns. This S.I.T.C. divided all the commodities of international trade into ten sections according to broad economic categories; these ten sections were broken down into 52 divisions which were further divided into 150 groups of commodities, particulars of which were often sought in international trade returns; finally, these 150 groups were broken down into 570 basic items – the whole being decimalised throughout.

From 1954 (inclusive), therefore, the United Kingdom statistics of external trade have been both (i) stated in a classification based more or less directly upon the standard international trade classification, and also (ii) restated more precisely according to that classification.<sup>1</sup> Although there may have been some minor difficulties about the exact comparability of post-1953 figures with pre-1954,<sup>2</sup> there has been considerable advantage in international comparability thereafter. The officially published handbooks relating to the United Kingdom official statistical commodity classifications are the *Import List* (and from 1960 the *Statistical Classification for Imported Goods*) and the *Export List*. *Correlation keys* also, relating these *Import Lists* and *Export Lists* to the Standard International Trade Classification, are obtainable from H.M. Stationery Office. These handbooks include a numerical code associated with the itemised final categories of the official statistical classification, and other equipment, for example, a “list of recognised designations of countries”, which makes it quite clear, for instance, which exactly are “the Spanish ports in North Africa”, what “the Trucial States of the Persian Gulf” comprise, and whether (at least for the purpose of these statistics) Formosa is, or is not, China – or any part of it – or somewhere else altogether.

The United Kingdom official statistical classification reminds me, in

<sup>1</sup> *Annual Statement of Trade*, Vol. I, supplement.

<sup>2</sup> Whenever complete comparability of particular headings could not be effected within the framework of the old and new classifications, attention was drawn to the fact by appropriate footnotes.

at least two respects, of the London Zoo; firstly, although one cannot help noticing live animals at the beginning<sup>1</sup> and live animals at the end,<sup>2</sup> there is always a little of something else in between; and secondly, there really *is* some system there if only one could understand it. It consists then – the official statistical classification, that is to say – of five primary classes:

- A. – Food, beverages and tobacco;
- B. – Basic materials;
- C. – Mineral fuels and lubricants;
- D. – Manufactured goods;
- E. – Miscellaneous.

The primary class A. – food, for example, is broken down into twelve divisions:

- 1. – Live animals chiefly for food;
- 2. – Meat and meat preparations;
- 3. – Dairy products, eggs and honey;
- 4. – Fish and fish preparations;
- 5. – Cereals and cereal preparations;

and so on. The first division of that class, live animals, for example, is itemised and decimalised as follows:

|                                    |             |
|------------------------------------|-------------|
| Bulls and Bullocks –               |             |
| Fat                                | Code 10 001 |
| Other                              | 10 011      |
| Cows, including heifers –          |             |
| For breeding or for dairy purposes | 10 016      |
| Other –                            |             |
| Fat                                | 10 022      |
| Other                              | 10 032      |

and so on. All importers and exporters of merchandise are required by law to make their declarations to H.M. Customs in terms of the definitions laid down in the *Statistical Classification and Export List*, and

<sup>1</sup> A. – Food. 1. Live animals, chiefly for food –

Bulls and bullocks, fat Code 10 001

<sup>2</sup> E. – Miscellaneous. 2. Live animals of a kind not normally used for food –

Other than horses or greyhounds –

Not other quadrupeds or fish. Code 74 321

it is from this material that the statistical analyses of external trade are officially made and later published.

The printed volumes of United Kingdom customs statistics appear as Stationery Office publications, the monthly *Account* about three weeks after the end of the month to which it relates, the *Annual Statement* somewhat further in arrear. The *Annual Statement* is in four volumes. Volume I contains separate summaries of the total quantity and value of the external trade in each of the primary classes of the official statistical classification and secondary divisions (certain tertiary groups) and all final items, and an analysis of this total trade, in terms of primary classes only, in relation to the countries concerned. A supplement to the volume restates the same quantity and value of trade in terms of the Standard International Trade Classification.

Volume II of the *Annual Statement of Trade* states the quantity and value, in the order of the official statistical classification and under each item separately, of the whole of the imports of the United Kingdom and (separately) the exports of imported goods, setting out in each case the principal countries concerned. Until 1958 (inclusive) there was a supplement to this volume stating the quantity and value (and the amount of duty paid) of the principal classes of dutiable goods imported for home use. From 1959, however, a separate volume, outside the *Annual Statement of Trade* series, has been published, entitled *Protective Duties*.<sup>1</sup>

Volume III of the *Annual Statement of Trade* states the quantity and value of exports of the produce and manufactures of the United Kingdom, setting out the principal countries concerned. Volume IV states the quantity and value of our import and export trade with individual countries, setting out the description of goods principally concerned. A *Supplement* to Volume IV, now published every third year only, states the quantity and value of the trade at each separate port of the United Kingdom in respect of each of the three years concerned.

Stating it more simply, one could repeat that the three main analyses of the external trade of the United Kingdom made and published by the Customs are: the total trade in the separate commodities stated by countries; the total trade with the separate countries stated by commodities; and the oversea trade of the separate United Kingdom ports. Thus, the first of these main analyses of (1) imports, (2) re-exports, and

<sup>1</sup> See below.

(3) exports, is made under headings of the official statistical classification, and shows the total in both quantity and value in respect of each of the detailed final categories. This already quite detailed information is further detailed by the separate categories being analysed in terms of the main countries from and to. Thus: under "frozen fore-quarters of beef", students of economics will be pleased to find, to the nearest hundredweight and the nearest £1, the quantities and values imported from Australia, Argentine, New Zealand, Rhodesia and Nyasaland, and so forth. Under the item, "Candles (including tapers, night-lights and bougies)", students of English will be saddened to find that Algeria, which once enriched English with the word 'bougie', now enriches England no longer with bougies. On the export side, we find under the item "toy balloons" (for the official statistical classification is taken to sufficient detail to have a separate item, "toy balloons"), the particular Commonwealth and foreign countries to which we exported these particular toys, and in what numbers, and to what value.

The second main analysis is under the heading of countries; it is, of course, the same set of facts differently expressed. The trade between the United Kingdom and each Commonwealth and foreign country is separately stated and separately analysed in terms of the commodity list. Because in the published statements the previous years also are stated for comparison, we are able to see at a glance how much we have been spending, shall we say, on tobacco from the U.S.A. for some years past, how the boot and shoe market has been getting on in Malta and Gozo lately, and how the export drive is now faring in Liechtenstein.

The third main analysis is in terms of the ports of the United Kingdom, and this analyses the same basic facts in terms of the separate commodities passing through the separate ports. This analysis embraces not only the main ports, such as London, Liverpool, Hull, Glasgow, and so on, but also such smaller ports as King's Lynn, Great Yarmouth, Lowestoft and Ipswich.

With regard to the volume *Protective Duties - 1959* referred to above - earlier appearing in a *Supplement* to Volume II of the *Annual Statement of Trade* - its separate appearance results from the introduction in 1959 of a new system of nomenclature for dutiable articles.<sup>1</sup> Before that date the legislatures of the different states had, naturally enough, imposed taxation with various political, economic or social

<sup>1</sup> See current *H.M. Customs and Excise Tariff of the United Kingdom* (H.M.S.O.).

motives, and in the result the customs tariffs of the world had become so complicated by the lack of any comparability that not only were economists and statisticians faced with considerable inconvenience, but even the importers and exporters themselves currently found that each national tariff ordinarily required a detailed study before even they could understand it correctly. As early as 1931 a commodity schedule, known as the "draft nomenclature", was produced under the auspices of the League of Nations, which after its revision in 1937 became known as the "Geneva nomenclature". This schedule sought to provide an internationally agreed system to classify, at least for tariff purposes, all the commodities which ordinarily enter international trade. The scheme was statistical and classificatory rather than fiscal, in the sense that it had no reference to any implied commitment as to the *rates* of duty to be imposed in any particular country, but only to the precise *description* of the goods under which any given duty should be charged. In 1950 thirteen European countries,<sup>1</sup> including the United Kingdom, signed a convention<sup>2</sup> undertaking to set out their respective tariffs – and consequentially, to prepare their respective tariff statistics – in conformity with a so-called Brussels nomenclature, which had in the meantime been developed from the Geneva document by the European Customs Union Study Group.<sup>3</sup>

The revised (1955) nomenclature<sup>4</sup> which has, therefore, since 1959 been the basis of the current United Kingdom tariff and *tariff* statistics, does not coincide with the classification for *trade* statistics. It is divided into twenty-one sections but, although it begins with "animals" and ends with "works of art", it is not in fact alphabetical in character. It is an arrangement whereby all goods in international commerce are arranged, classified and decimalised in a logical sequence, commencing with live animals, proceeding through raw materials, semi-manufactured goods, and manufactured articles, and ending with a miscellaneous section including works of art, collectors' pieces and antiques,

<sup>1</sup> Belgium, Denmark, France, Germany, Greece, Iceland, Italy, Luxembourg, The Netherlands, Norway, Portugal, Sweden, and the United Kingdom. For later accessions, see CUSTOMS CO-OPERATION COUNCIL, *Bulletin*, No. 6 (Brussels, 1960), p. 21.

<sup>2</sup> *Convention on nomenclature for the classification of goods in customs tariffs*, Cmd. 8220.

<sup>3</sup> CUSTOMS CO-OPERATION COUNCIL, *Bulletin*, No. 1 (Brussels, 1955), pp. 1–2.

<sup>4</sup> *Protocol of amendment... for the classification of goods in customs tariffs*, Cmd. 127.

according to the main substance from which they are made, their distinctive trade group, or other main characteristic. Section I is animals and animal products; Section II is vegetable products; III is animal and vegetable fats and oils; IV is prepared foodstuffs; V is mineral products; VI chemicals, and so on. These twenty-one sections are further divided into a total of ninety-nine chapters. For example, Section I, animals and animal products, is divided into five chapters. 1: live animals; 2: meat; 3: fish; 4: dairy produce; and 5 (a drag-net chapter): animal products not elsewhere specified.

Each chapter is then decimalised, for example:

- 01.01 Live horses, asses, mules, and hinnies.
- 01.02 Live animals of the bovine species.
- 01.03 Live swine.
- 01.04 Live sheep and goats.
- 01.05 Live poultry,

and so on.

Authoritative and internationally agreed interpretive rules and notes on the various sections and chapters of the nomenclature are officially published, so that the various definitions are clarified and the precise scope of the different headings exactly defined. For example, the term "live animals" is stated to include "all live animals except fish, crustaceans, molluscs and microbial cultures", and where a particular genus or species is listed, it is stated to include also the young of that genus or species, except where the context otherwise requires; that is to say, the term "horses" includes foals and colts, and the term "sheep" includes lambs. The combined effect of the nomenclature rules and notes is that every commodity or article in international commerce is classified in one place and one place only, and this is therefore true of tariff statistics of every country within the Convention. The purely fiscal statistics at least, therefore, of these various convention countries are now more or less immediately comparable and directly referable, one to another.<sup>1</sup>

In the collection, analysis and publication of all this extremely useful and detailed information, the Customs (like most other government departments on some account or another) are open to attack from both

<sup>1</sup> It might perhaps be worth considering whether a contraction (or extension or other modification) of this classification could not be usefully adapted for informational or other purposes relating to commodities, altogether unconcerned with fiscal administration.

flanks. On the one flank, the merchants and shippers who have to supply the primary information complain (many of them) that it is asked for in too great a detail; whereas the economists and statisticians on the other flank complain that it is not nearly detailed enough. It is open to those responsible to come down distinctly on one side or the other, and thus escape at least one-half of the total criticism; but instead, they try to hold the balance fairly, and achieve a reasonable compromise – and thereby succeed in drawing the increased fire from both flanks.

The main point the researcher needs to remember, however, is that there is an immense wealth of detailed information relating to trade contained in the volumes of the *Annual Statement of Trade* and the *Monthly Accounts*, and that they have been published in one form or another ever since 1855. Furthermore – and this is important – if the published statements and accounts are not sufficiently detailed to throw up the information required, the researcher need not despair. It may very well be that the information is available – although not published. For example, if one finds from the *Annual Statement* that the principal foreign (i.e., non-Commonwealth) sources of halibut (shall we say) are Norway, Faroe, Iceland, Denmark and “other foreign countries”, the figures shown against “other foreign countries” can be broken down into their constituent elements – although the analysis is not published to that point of detail. Likewise, if one ascertains that the imports of basic materials from Sarawak are wood and cork, oil seeds, rubber, and “other imports”, an exact analysis of “other imports” can be obtained, although not published. Or again, if one ascertains that at the port of “Carlisle (including Silloth)” the imports are soft-sawn timber and “other imports”, the exact composition of “other” in each case can be ascertained, although not published. It is merely that there must be a limit somewhere to which published details can be carried. Enquiries for such additional information should be made to the Customs Statistical Office (the address is in every published volume), where it can be learned just what additional information can be furnished, under what terms, and at what cost.

Librarians are unlikely to require me to point out the practical as well as the academic uses to which information in this detail can be put. A firm of calculating-machine manufacturers, for example, can see almost at a glance whether British trade in this particular article is contracting or expanding in the various countries; and by comparing its own exports with the total exports can ascertain whether, and if so

to what extent, the firm itself is sharing the general contraction or expansion. The Customs furnish, subject to certain conditions, highly specialised information of this character on special subscription terms. Researchers need not be satisfied with the published information, detailed though it is.

It is a piece of very necessary advice – which ought, however, to be quite unnecessary – that the brief introductory notes to the various published volumes of statistics contain essential information about general coverage, specific inclusions and exclusions, estimated weight conversion factors, and so forth, which a researcher may – and indeed, sometimes does – overlook at his peril.

## II. HISTORICAL INFORMATION

Historically, H.M. Customs and Excise is a fusion of several tax-collecting services, the main stem of which is very old – indeed, the Customs Service was already old when Geoffrey Chaucer joined it.

Down to the sixteenth century the customs were answerable to the Exchequer; during the early seventeenth century the revenue was usually in farm, but the customs were finally taken out of farm in 1671, the excise shortly afterwards, and commissioners were appointed by the Crown for their management. It was then that the modern administration began. Most of the surviving earlier records are to be found in the Public Record Office, where they are distributed among the Exchequer, Treasury and other classes; most of the surviving later records are still in the custody of the Department; but whether they are now located in the Public Record Office or remain in the present custody of the Department, they are public records within the meaning of the Public Records Act,<sup>1</sup> and as such are the responsibility of the Lord Chancellor and through him of the Public Record Office.<sup>2</sup>

<sup>1</sup> 6–7 Eliz. II. cap. 51.

<sup>2</sup> The place of final deposit, under sections 3 or 4 (1) of the Act has not yet been determined. In the meantime the whole of the departmental archive – both headquarter and outpost – is undergoing recataloguing and reclassification in London, fully integrated into the Public Record Office system. The references cited below and marked \* have not, however, yet been renumbered in that system, but the reference cited will be directly identifiable to its definitive number. Application for access for purposes of reference or research should be addressed to the Secretary, King's Beam House, London, E.C.3.

With regard to the customs headquarter records and the records of the port of London, the London Custom House, which was also the headquarters of the Commissioners, has been four times destroyed or seriously damaged by fire; in 1666, 1715, 1814 and again in 1940, and on the three earlier occasions, doubtless many early records were lost. On the amalgamation of the Excise with the Customs in 1909 many of the earlier excise records, including some from the Restoration period, were transferred to the Custom House. In addition to these records there are also those of the various 'outports', going back (with local variations) to the eighteenth and late-seventeenth centuries.

The whole of the surviving body of records could be considered most conveniently, perhaps, for the present purpose, under the following main heads:

- (1) Administrative records of the customs headquarters.
- (2) Administrative records of the excise headquarters.
- (3) Statistics and similar records of trade and revenue.
- (4) Establishment records.
- (5) Outport records.
- (6) Statutory registers of British merchant ships.
- (7) Plantation Papers.

(1) *The Administrative Records of the Customs Headquarters.*<sup>1</sup> The successive fires in the London Custom House in the seventeenth, eighteenth and nineteenth centuries (referred to above) took their toll of the headquarter and London port records. The various series of board's minute-books, minute entry-books, out-letter books, and so forth, before 1814 are, therefore, very broken and indeed sometimes non-existent. Thereafter, however, they are usually quite complete until 1885<sup>2</sup> when a system of 'particular instance' registry was commenced. A valuable series of fifteen volumes of "Notes and extracts from minutes and orders" in respect of the period 1696 to 1869 – prepared apparently from original sources – has survived, setting out in interesting detail precise information about the earlier methods of administration.<sup>3</sup> Other early series are, for example, twenty-seven volumes of counsels' opinions from 1701 to 1841, containing informa-

<sup>1</sup> See The archival history of the customs records in *Journal of the Society of Archivists*, I, 1959, 239–50.

<sup>2</sup> Customs Library: e.g., Customs 28/1–335.

<sup>3</sup> Customs Library: Customs 29/1–15.

tive discussions and decisions not only about the narrower fiscal field, but also on wider juridical and constitutional issues.<sup>1</sup> In association, therefore, with this and similar material,<sup>2</sup> an intelligent use of the decisions, instructions and advice received by the principal officers in the outposts,<sup>3</sup> should usually succeed in reconstructing the board's administrative policy and practice even for those periods not otherwise directly documented.

(2) *Administrative Records of the Excise Headquarters.* These survive from about the time when the excise came last out of farm, namely, about 1683. A series of board's minutes (749 volumes) from 1696 to 1876, are, however, mostly establishment,<sup>4</sup> but an Excise-and-Treasury series (142 volumes) from 1668 to 1839,<sup>5</sup> provide a great deal of information about fiscal, economic, administrative and other aspects of the excise duties in relation to such trades (particularly in the eighteenth century) as brewing, distilling, malting, tanning, textile-printing, paper-making, brick-making, hop-growing, glass-making and so on. In such records, and in the 160 volumes of reports of the excise trials,<sup>6</sup> one may very well find early references to new technological processes and usual or unusual trade practices.<sup>7</sup>

(3) *Statistics and Similar Records of Trade and Revenue.* The most important source for the study of English maritime trade, both oversea and coastwise, in the sixteenth and seventeenth centuries, is the series of exchequer port-books, returned by the customs in the ports to the Court of Exchequer and now in the Public Record Office, to the number of between 14,000 and 15,000.<sup>8</sup> Part I of an official *Descriptive*

<sup>1</sup> *Ibid.*, \*200-5, 17796, 21618-30, 21632-38.

<sup>2</sup> E.g., *ibid.*, \*887-96, 1268-75, 1279-1518 and 10575-92.

<sup>3</sup> Included in (5) below.

<sup>4</sup> See below.

<sup>5</sup> Customs Library: \*1337-1478.

<sup>6</sup> *Ibid.*, \*517-676.

<sup>7</sup> For examples of the use currently made of this sort of information by recent research workers in the field of trade or business history, see, for example, D. C. COLEMAN, *The British paper industry, 1495-1860. A study in industrial growth* (1958); P. MATHIAS, *The brewing industry in England, 1700-1830* (1959); T. C. BARKER, *Pilkington Brothers and the glass industry* (1960).

<sup>8</sup> For examples of the kind of information extracted by research workers from this source, see R. W. K. HINTON, *The port books of Boston, 1601-1640* (Lincoln, 1956), and E. A. LEWIS, *Welsh port books, 1550-1603* (London, 1927).

*List* has been issued covering the period 1565 to 1700.<sup>1</sup> Thereafter, interest generally transfers to the more statistical registers of the Inspector-General of Imports and Exports,<sup>2</sup> which from 1696 record for (A) London and (B) the outports, the (i) quantity and (ii) value,<sup>3</sup> of (a) imports and (b) exports, (I) to and from certain countries and designated territories, (II) in the systematised commodity order of the contemporary "books of rates". Additionally, they cast out to the nearest penny<sup>4</sup> the annual "balance of trade" with each of the separate countries concerned.<sup>5</sup> There is a deal of other printed and manuscript material relating to oversea trade generally, exciseable home trades, revenue yields, shipping and so forth, in some cases from the late seventeenth century.<sup>6</sup>

(4) *Establishment Records*. On the customs side, there are in the Public Record Office quarterly lists of staff employed from the year 1675,<sup>7</sup> arranged in a topographical port order, and these may in some instances be supplemented by other records still in Departmental custody.<sup>8</sup> On the excise side also, quarterly salary lists survive, firstly in respect of the excises other than liquor from 1712 to 1800, secondly, the liquor excises for the same period, and thirdly, the whole excise from 1801 to 1835.<sup>9</sup> The 749 volumes of excise board's minutes, running in unbroken succession from 1696 to 1867 (referred to above) record in brief detail the decisions taken on staffing – appointments, instruction, probation, transfer, promotion, and so on.<sup>10</sup> All these are particularly

<sup>1</sup> See also N. J. WILLIAMS, *The London port-books*, in *Transactions of the London and Middlesex Archaeological Society*, XVIII, (1955), 13–26.

<sup>2</sup> See Sir G. N. CLARK, *The Inspectors-General of imports and exports*, in *Guide to English commercial statistics, 1696–1782* (London, 1938).

<sup>3</sup> As to the 'national' character of these value figures, see Clark's paper cited above.

<sup>4</sup> Other records cast it out to the nearest farthing – or occasionally, the nearest eighth of a penny – e.g., Customs Library: \*1667.

<sup>5</sup> For examples of the kind of information extracted by research workers from this source, see E. B. SCHUMPETER, *English overseas trade statistics, 1697–1808* (1960).

<sup>6</sup> See, for example, *First report of the Commissioners of Inland Revenue* (1857), appendices.

<sup>7</sup> Customs 18 and 19.

<sup>8</sup> Customs Library: \*327, 331, 10,000 and 10986.

<sup>9</sup> P.R.O.: T44/1–14, 16–37 and 39–57.

<sup>10</sup> Customs Library: \*1947–2581.

valuable to the genealogist, particularly for the eighteenth century when patronage was such a feature in both the services.<sup>1</sup>

(5) *Outport Records*. These survive, sometimes in very informative detail, from varying dates in respect of the different ports – for example, for Yarmouth from 1662, Dartmouth from 1675, Stockton 1675, Exeter 1694, Sunderland 1694, Weymouth 1694, Harwich 1699, Lynn 1700, Cowes 1701, Liverpool<sup>2</sup> 1711, and so on.<sup>3</sup> Ordinarily they consist principally of two main series of letter-books: (i) letters and reports from the local customs officials to the Board of Commissioners in London, and (ii) letters and instructions from the Board to the local officials; occasionally supplemented by miscellaneous letter-books and other forms of local record. (The ship registry is dealt with under (6) below.) This type of material provides exact and interesting information about detailed administration in the port, not only in the fiscal field but also by way of the navigation laws, the development of over-sea trade and the fisheries, the accumulating effect of industrialisation of the port's hinterland, and so forth.<sup>4</sup>

About the only places among the various books of reference where the researcher's attention is directed towards the various port records noted above are the *Second Report* of the Royal Commission on Public Records,<sup>5</sup> and the Royal Historical Society's *Repertory of British Archives*.<sup>6</sup> As to the schedule of these records contained in the appendix to the Royal Commission's *Report* (which is the primary reference), I feel bound to advise you that it is thoroughly unreliable. Apart from being now quite out of date, it was not reliable even when it was just published. Furthermore, the remarks by way of annotation, intended I have no doubt to be helpful ("Inspected, of historical value", "In-

<sup>1</sup> For examples of the kind of information to be extracted by genealogists and other research workers from this source, see The records of the customs and the excise services, in *The Genealogists' Magazine*, September 1948.

<sup>2</sup> For the general character of the information contained in these outport letter-books, see *Customs letter-books of the port of Liverpool, 1711-1813* (Chetham Society, 1954).

<sup>3</sup> The whole class has now been comprehensively recatalogued.

<sup>4</sup> For an example of the kind of information extracted by research workers from this source, see Some records of the port of Lancaster, in *Transactions of the Lancashire and Cheshire Antiquarian Society*, LVII (1945-46), 117-58.

<sup>5</sup> Appendix, vol. II, part ii (Cd. 7545, 1914), pp. 240-48.

<sup>6</sup> Part I, England (H. Hall, 1920), pp. 169 and 179-252.

spected, of slight value"; "of no value") are, in my experience, of no value whatsoever.

(6) *Statutory Registers of British Merchant Ships*. The law constitutes the chief officers of customs in the ports of the United Kingdom the statutory registrars of British merchant ships.<sup>1</sup> It could be said, at least for this present purpose, that statutory registry as at present understood was instituted by an act of general registry of 1786.<sup>2</sup> It is therefore from that date that a number of the port series of register-books commence, for example, Bideford, Colchester, Cowes, Exeter, Fowey, Lancaster, Liverpool,<sup>3</sup> London,<sup>4</sup> Newcastle, Penzance, Weymouth, Whitby and Whitehaven. This registry contains valuable information, not only about individual vessels (names, addresses and occupations of owners; description, dimensions, tonnage and characteristics of the vessel; when, where and how built, and so on) but also regarding such more general topics as the distribution of shipbuilding at particular periods, the manning of privateers, the changes in rig, the transfer from sail to steam, and the transfer from wood to iron.

Those unfamiliar with the techniques of modern research might very well be surprised at the sort of information research workers can wring from some of this material, however unpromising it may perhaps appear at first blush.<sup>5</sup>

(7) *The Plantation Papers*. The English Commissioners of Customs came to exercise certain authority over customs affairs in the plantations – that is to say, in the pre-colonial territories, particularly in America and the West Indies – before they acquired any specific authority to do so either by patent or by statute. A separate Board of Commissioners in respect of America was set up in 1767 at Boston, Massachusetts, and American Independence was, of course, recognised in 1783. Incidentally, the contemporary cash books show the remittances to the home customs breaking off in 1775 or 1776, leaving the balances merely

<sup>1</sup> Merchant Shipping Act, 1894, sec. 4 (1) (a).

<sup>2</sup> 26 Geo. III cap. 60.

<sup>3</sup> Earlier books survive in respect of Liverpool, from 1739. (See also *Transactions of the Historic Society of Lancashire and Cheshire*, vol. 105 (1953), pp. 107–22.)

<sup>4</sup> Minus 1800–14.

<sup>5</sup> For examples of the kind of information extracted by economic historians and other research workers from this source, see *Transactions of the Cumberland and Westmorland Antiquarian and Archaeological Society*, N.S. liv (1955), 212–35.

outstanding, and apparently unaccounted for.<sup>1</sup> As regards the other plantations, however, the responsibilities of the home Commissioners were transferred to the respective colonial legislatures much later, on dates varying with the different territories – Tobago in 1844, Gambia in 1845, South Australia in 1848, Newfoundland in 1849, Honduras in 1850, and so on. Thus no records of colonial customs administration accrued to the home customs after 1853, but over 800 volumes or bundles are in Departmental custody referring to administration up to about that date, including 179 Canadian, 297 West Indian, 32 African, 62 Australian and 132 other territories, and 127 volumes relating solely to general establishment matters and other head office administration.

<sup>1</sup> Customs Library: Customs 534/79.

*H.M. Treasury*

By V. M. Carruthers  
*Librarian*

In the *Dialogus de Scaccario*, 1176-77 (The Course of the Exchequer), by Richard, Son of Nigel, we read: "In the twenty-third year of the reign of King Henry II, as I was sitting at a turret window overlooking the Thames, I was addressed by someone who said, very earnestly, 'Master! Have you not read that "Wisdom that is hid and treasure that is not seen are both profitless?"' 'Yes,' said I; and he went on, 'Why, then, do you not teach others that knowledge of the Exchequer for which you are famous, and put it in writing lest it should die with you?' " The result was the practical *Dialogus de Scaccario*, which gives a complete picture of the organisation of the twelfth-century Exchequer by a Treasurer of England whose father had been responsible for devising the financial system described in this treatise on the Exchequer. A reliable English translation of it was published in 1950 in "Nelson's Medieval Classics" and students of public administration are astonished by the highly developed system of account and audit of the Medieval Exchequer, which worked efficiently in spite of the illiteracy of many of the officials at that time.

Much material illustrating the history of the Treasury is housed in the Public Record Office, the custodian of all Treasury archives earlier than the year 1935. Their scope is indicated in *Guide to the contents of the Public Record Office, revised to 1960 from the Guide by M. S. Giuseppi*, 1963 (H.M.S.O.). *A Calendar of Treasury Papers, 1557-1728* was issued by the Public Record Office in six volumes and *A Calendar of Treasury Books and Papers* covers the period from 1729 to 1745. *A Calendar of Treasury Books* from 1660 is still in progress.

The pattern of public finance originated after the Revolution of 1688 and the *Accounts relating to the public income and expenditure of Great Britain and Ireland from 1688 to 1869* have been published as parliamentary papers with historical notes.

Figures for the National Debt from 1694 have also been published. The history of Britain's system of national finance has been shaped by the struggle to meet deficiencies caused by the wars of the eighteenth, nineteenth and twentieth centuries. Financial reformers, such as Walpole, the younger Pitt, Peel and Gladstone, had to devise measures to restore the country's shattered financial position. Thus Pitt first introduced the income tax in 1798. It was later discontinued but was revived by Peel in 1842.

The Consolidated Fund was instituted in 1787 as the Exchequer Account at the Bank of England and the Bank of Ireland as a result of the recommendations of the Commissioners of Public Accounts. Important developments in the system of national finance have resulted from the Exchequer and Audit Department Acts of 1866 and 1921 which reinforced the Treasury's control of public expenditure.

The best contemporary account of the Treasury's functions as the Ministry of Finance is contained in *The British budgetary system* by the late Sir Herbert Brittain, 1959 (Allen and Unwin). The author was Second Secretary in charge of Home Finance and Supply in the Treasury and his book, like the *Dialogus de Scaccario*, is based on personal experience. He guides the reader to the various official publications which reflect the operation of our system of public finance. Thus, in Appendix K on p. 301 he lists the funds and accounts of which annual statements are presented to Parliament or published as non-parliamentary publications.

For a detailed study of the principles of public finance there is the *Epitome of the reports from the Committee of Public Accounts 1857 to 1937 and of the Treasury minutes thereon*, 1938 (H.M.S.O.). This is continued in the *Epitome . . . 1938 to 1950*, 1952 (H.M.S.O.). Together with the Treasury minutes on the later reports these Epitomes form a manual of 'case law'. The Treasury publication *Notes for the use of Accounts Branches of Government Departments*, 4th edition, 1929 (H.M.S.O., A/Cs. Gen. 18) is a practical guide to financial procedure.

The development of the economic functions of the Treasury was traced in Lord Bridges's Stamp Memorial lecture *Treasury control*, 1950 (Athlone Press). The volume on the Treasury in the New Whitehall Series by Lord Bridges, published by Allen & Unwin in 1964, explains its functions in detail.<sup>1</sup> The Chancellor of the Exchequer had a

<sup>1</sup> Thus superseding *The Treasury* in the Whitehall Series by Sir Thomas L. Heath, 1927 (Putnam).

unique position as the Minister of Finance before the Treasury acquired responsibility for the organisation of the Civil Service in the nineteenth century. The Budget or *Financial Statement* has been preceded since 1947 by the *Economic Survey*, since 1963 entitled the *Economic Report* and issued as a supplement to *Economic Trends*. In this field the Government are now issuing two new annual Command Papers: *Public Investment in Great Britain* in the autumn, and another on the annual requirements for Exchequer lending in *Government expenditure below the line* in the spring. In this category is the Command Paper *United Kingdom balance of payments* prepared by the Central Statistical Office. Since 1963 this has been combined with the *Preliminary estimates of National Income* White Paper.<sup>1</sup>

A report which had a considerable effect on the nature and pattern of the work of the Treasury is the Plowden report on *Control of public expenditure*, Cmnd. 1432, 1961. It advocates a major simplification of the form of the estimates and long-term surveys of government expenditure. This would involve forward planning over a five-year period. The report stresses that the "various official published documents should expound the facts of public expenditure as lucidly as possible". Estimates and Exchequer accounts should be related to the *National income and expenditure* Blue Book. Above all, new techniques of management and operational research should be applied to the control of public expenditure. More work should be carried out on the comparative costs of local authority expenditure.

After the outbreak of the Second World War the Treasury Investing Section, which had been set up in 1919 to assist government departments in developing the efficient use of the new range of office machines coming on to the market, and to investigate methods of improving routine procedures, was expanded into what was to become, in 1941, the Organisation and Methods Division of the Treasury, and its field of activity was considerably enlarged. The following publications issued by the O. and M. Division are on sale through H.M. Stationery Office:

*The design of forms in government departments*. New publication, 1961.

*The practice of O. and M.* New edition, 1962, incorporating the formerly separate publications: *Organisation charts* and *Procedure records*.

<sup>1</sup> The ramifications of our monetary system were explained in the Radcliffe *Report of the Committee on the working of the monetary system*, Cmnd. 827, 1959. The Treasury evidence submitted to this Committee is contained in the Appendices.

*A Guide to government libraries*, 2nd edition, 1958. Unlike the previous booklet, this revised edition has been prepared chiefly for the benefit of users outside government departments. It has therefore been divided into three sections according to the facilities which the libraries described offer to the public.

In addition, the O. and M. Division edits *The O. and M. Bulletin*, a bi-monthly magazine first published in 1945. Apart from its distribution inside the Civil Service, the *Bulletin* has a wide circulation among Commonwealth, colonial and foreign governments, international organisations, local authorities and nationalised industries, and a steadily increasing public in industry and commerce. The *Bulletin* is obtainable on a subscription basis and application should be made in the first instance to the Editor of *O. and M. Bulletin*, Treasury Chambers, Great George Street, London, S.W.1. Recently a series of articles on the functions of government departments has been appearing in the *Bulletin*.

Other useful publications have been produced by or with the help of a small branch of the O. and M. Division which is responsible for machinery of government questions. Of these booklets the following titles have been placed on sale by H.M. Stationery Office:

*Staff relations in the civil service*, 3rd edition, 1958.

*Government scientific organisation in the civilian field*, 1951.

*Government statistical services*, 2nd edition, 1962.

*Official publications*, 1958. This is an admirable summary of this difficult subject.

Other booklets which are not on sale are available from the O. and M. Division to *bona fide* enquirers. The titles of these are:

*Private Bill legislation (including Provisional Orders and special Procedure Orders)*, revised edition, 1953.

*Parliamentary supply procedure*, revised edition, 1953.

*Government contracts*, 1954.

*Lawyers in the government service*, 1956.

*Committee procedure*, 1958.

The last three booklets are also on restricted sale through H.M. Stationery Office (P.O. Box 569, London, S.E.1).

A Treasury publication of general interest is *Complete plain words* by Sir Ernest Gowers, a guide and reference book to the use of English for official and other purposes, 1954 (H.M.S.O.). This is included in *Government Publications, H.M. Treasury and allied Departments, Sectional*

*List No. 32*, obtainable from H.M.S.O., together with other Treasury publications on sale through H.M.S.O.

The official histories of the First and Second World Wars are now shown in *Sectional List No. 60. Financial policy 1939-45* by Prof. R. S. Sayers deals with financial history.

In 1958 the Treasury produced a useful booklet: *Government and the arts in Britain* (H.M.S.O.). This summarises government expenditure on the arts from 1938-39 to 1945-46 and compares it with the year 1958-59.

The Information Division of the Treasury prepares the *Bulletin for Industry*, a monthly review of the economic situation; this document is free of charge and its circulation is limited to commercial and industrial organisations, libraries, etc. *Broadsheets on Britain* are issued from time to time; they deal with a single economic topic of current importance, are free, and are suitable for use in schools, adult education, technical colleges and in similar ways. The Division prepares annually a Budget Poster setting out details of estimated current expenditure and revenue, which is displayed in many public places, e.g., libraries and schools. The Central Office of Information collaborates with the Treasury in the preparation of these documents and is responsible for their distribution.

## *The Interdepartmental Committee on Social and Economic Research*

By L. M. Feery  
*Secretary to the Committee*

A Committee appointed by the Government, under the chairmanship of the late Sir John Clapham, "to consider whether additional provision is necessary for research into social and economic questions", presented a report (Cmd. 6868) in 1946. The Clapham Committee made two recommendations. The first was that favourable consideration should be given to increases in the university grant as a means of assisting research into economic and social questions and, for this purpose, that the University Grants Committee should appoint a sub-committee to advise on matters relating to the social sciences. The other main recommendation, which led to the appointment of the Committee with which this paper is concerned, was inspired by recognition of the need to foster co-operation between government departments and those engaged outside them in social and economic research.

The appointment of the standing Interdepartmental Committee on Social and Economic Research was announced in the House of Commons by the Chancellor of the Exchequer on 21st January, 1947. The composition of the Committee reflects its purpose; members are drawn both from academic staffs of the universities and from government departments. The function of the Committee is to survey and advise upon research work in government departments, to consider the extent to which material collected by departments is of potential value to research in the social sciences, to consider new methods and areas of collection and to advise how the information gathered can be made available to research workers. The Committee has presented three reports: the first (Cmd. 7537) was published in October 1948, the second (Cmd. 8091) in December 1950 and the third (H.M.S.O.) in September 1956.

A good deal of the information collected on a wide range of subjects by government departments for purposes of administration contains material of potential value to social and economic research. This has become evident from the surveys carried out through sub-committees appointed to review material available in departments. Additional academic or other members, with special knowledge of the fields under review, are co-opted to the sub-committees. Surveys of this kind have been made of the material collected by the Ministry of Labour, the Ministry of Education, the Board of Trade, the former Ministry of Food, and the Ministry of Pensions and National Insurance. You will appreciate that these surveys take a considerable time to complete. In addition to these broad departmental surveys, the Committee has advised on specific matters, such as the tabulation of statistics relating to the census of population and to statistics of agriculture, and has had one sub-committee on a subject – local government statistics – which concerned a number of government departments.

After the survey of the Ministry of Labour, the Committee published a booklet on *Labour Statistics* as the first in a series of *Guides to official sources*. Since then five others have been added to the series. They are: No. 2, *Census reports of Great Britain, 1801–1931* (1951); No. 3, *Local government statistics* (1953); No. 4, *Agricultural and food statistics* (1958); No. 5, *Social security statistics* (1961); and No. 6, *Census of production reports* (1961). All are published by H.M.S.O.

A further aid to research workers which the Committee has developed is a scheme for placing copies of unpublished documents in university and other research libraries. The information contained in these papers, which are duplicated by departments for their own use, is usually either too detailed or too limited in interest to warrant publication. Many of the papers are, however, useful to a limited number of research workers and over 3,000 titles have been made available in this way by departments which include the Treasury, Admiralty, Air Ministry, Ministry of Agriculture, Fisheries and Food, Ministry of Civil Aviation, Ministry of Education, Registry of Friendly Societies, General Register Office, Ministry of Health, Home Office, Ministry of Housing and Local Government, Central Office of Information, Ministry of Labour, Ministry of Pensions and National Insurance, Ministry of Power, Ministry of Supply, Ministry of Transport, Ministry of Public Building and Works, Scottish Home and Health Department. The scheme works in this way. Departments are asked to inform the Committee of papers which they are prepared to

make available and lists of such papers are circulated periodically to some fifty libraries. The librarians inform the Committee of the titles they would wish to have (i.e., those dealing with subjects coming within the field covered by the library) and arrangements are made for copies to be supplied direct by the departments concerned. Some of the papers, e.g., statistical returns, are supplied annually.

It must be remembered that a good deal of information collected by government departments is obtained in confidence. When Parliament authorises a public department to collect information of a personal or private business character from individuals or groups of persons under compulsory powers, it rightly insists that the interests of those who are required to provide the information should be safeguarded. In practice this means that departments can only publish data, or make them available, in aggregated form. In addition to particulars obtained under compulsory powers, government departments are greatly assisted by information given voluntarily on the understanding that it will be treated in confidence. The same considerations of confidentiality apply to data obtained in this way.

The Committee's views on confidentiality were published in the first report. After noting that it is a recognised duty of departments towards the society of which they are the agents to make available, at least for the purposes of scientific inquiry, as much as possible of the information which they possess, the Committee expressed the opinion that a *prima facie* case exists for publishing, or making otherwise available, all information of general social utility, unless there is good reason to the contrary. There are a number of such good reasons. In the first place departments are under a strict obligation, as has already been mentioned, to observe statutory requirements. In addition, there are other considerations which departments have to bear in mind. While recognising that the requirements of security and public policy have to be met, the Committee suggested that the rules applying to them should be interpreted as liberally as possible and that departments should review their classification of documents so that information may be made available to research workers without undue delay. Information requested by research workers is frequently recorded on files which contain papers of a confidential nature or which are within the security category. While the Committee recognises that the argument of departmental inconvenience should not be pressed too far, it often happens that departments cannot spare the time of officials necessary to extract information which is tied up in this way. Reference is

also made in the report to the particular problems which arise in cases where information of a personal or individual nature is essential to research.

Another way in which the Committee endeavours to foresee the needs of research is by inviting departments to give them the opportunity of advising on the research implications of proposed new or modified statistical tables. In these days, when tabulating processes are largely done by the aid of machinery, the form in which data can be presented is very largely determined by the design of the machine card and the way in which information is recorded on it. The needs of research do not necessarily coincide with those of current administration, and, where they differ, reasonable provision for future research can often be made by small additions or modifications to a scheme designed primarily for other purposes.

The Committee is anxious to encourage co-operation between research institutions and government departments and is always prepared to act as a clearing house between official and non-official interests. It is, perhaps, in the publication of the series of *Guides to Official Sources* that the Committee is most able to help librarians, and enquirers who enlist their aid, to find sources of government material on particular subjects.

## *The Medical Research Council*

By Joan M. Faulkner

*Principal Senior Medical Officer, Medical Research Council*

The Medical Research Council is one of a number of government research organisations with responsibilities in various fields of science. Like its sister organisations, the Medical Research Council comes under the general aegis of the Department of Education and Science. The Secretary of State for Education and Science is thus responsible to Parliament for the work of all the government research councils, an arrangement which greatly assists effective co-operation between them.

In Great Britain the promotion of medical research on an organised scale has been accepted as a state responsibility for fifty years or more. The Medical Research Committee was established in 1913 to administer moneys provided for medical research under the National Health Insurance Act of 1911, and in 1920 this committee was reconstituted as the Medical Research Council, which was granted a Royal Charter of incorporation. Since that time funds for its work have been provided in the form of a grant-in-aid approved yearly by Parliament. The Council is also able to receive and administer private funds entrusted to it by grant or bequest. The provision made by the Council for research is additional to the resources of the universities and other independent foundations and institutions, but is in itself extensive, amounting in terms of money expenditure during the year 1963-64 to approximately £7,000,000. The Council's expenditure has, moreover, greatly increased over the years since its formation. For comparison, a typical year in the 'thirties may be taken when the expenditure was of the order of £190,000.

The Council's programme is very wide in scope. Research into the nature and causes of disease and into improved methods for its prevention, diagnosis and treatment naturally forms an extremely important part; but the programme deals also with the fundamental

sciences of medicine – physiology, biochemistry, genetics and the like. It is also concerned with problems of the maintenance of general human well-being, mental as well as physical, and with the normal and abnormal physiological and psychological reactions of the human being to his work and environment. It may deal, in fact, with almost any question involving the human factor.

The Council supports research in a number of ways. The greater part of the funds at the Council's disposal is devoted to the support of research by its own full-time staff working either in the National Institute for Medical Research, or in one of the Council's research units, of which there are some seventy-five.

The National Institute for Medical Research, which is housed in up-to-date and well-equipped buildings at Mill Hill, is the Council's largest establishment.<sup>1</sup> The staff numbers about 600 and the emphasis is on fundamental laboratory research. The Institute's library is recognised to be one of the outstanding medical libraries in the country.

The Council's research units are concerned with a wide variety of subjects including human nutrition, physiology of vision, toxicology, biophysics, radiobiology, pneumoconiosis of coal-miners and many others, and the Council continues to set up new units as the need arises. As a general rule these units are housed in hospital or university departments. A hospital environment is, of course, essential when clinical research is being undertaken and the reactions of patients to injury or disease or to new methods of therapy must be observed. The Council's policy regarding the siting of its units is, however, also guided by the recognition of the value of close day-to-day contact between research workers, the staff, and undergraduate and post-graduate students at academic centres.

The Council also employs on its permanent scientific staff a number of individually attached workers, known as "external staff", who undertake research in university and hospital departments which provide special opportunities for work on particular subjects.

A smaller but important part of the Council's funds is expended annually in the form of short-term grants made in aid of approved researches by independent investigators at universities, hospitals and

<sup>1</sup> At the time of writing, the establishment of another major centre is under way. This is the Clinical Research Centre which is to be incorporated in the new district hospital at Northwick Park, Middlesex. The Centre will be staffed by scientists of many different interests so that a multi-disciplinary approach can be brought to bear on current medical problems.

other institutions throughout the United Kingdom and, in some cases, overseas. These grants may be made for the personal support of a research worker or for the provision of scientific or technical assistance to senior workers, or for research expenses. They are awarded on an annual basis and are not ordinarily renewable for more than three years.

Another way in which the Council contributes to research is through its recently established system of "Research Groups". Under this system the Council gives longer-term support to research projects initiated by members of the staff of university departments.

The Council also awards travelling fellowships to enable suitably qualified persons to spend periods of study at chosen centres abroad as well as fellowships in clinical research and scholarships for training in research methods, for tenure in the United Kingdom. The latter are normally made on the recommendation of the head of the department in which the training will be given.

The Council is advised in the planning of research and the allocation of its funds by three Boards concerned with clinical research, tropical medicine research, and biological research respectively, and by a large number of expert scientific committees. Some of the latter are standing committees on a particular subject while others are appointed on a short-term basis to organise research on a single problem.

The Council submits an annual report on its general activities to Parliament; this report is published by H.M. Stationery Office and is available in many libraries or through most booksellers.

The great majority of the research carried out under the Council's auspices is reported in papers published in the ordinary way in the appropriate scientific journals. There are, however, three series of reports issued by the Council itself and published by H.M. Stationery Office. One of these is the series of *Special Reports*, of which more than 300 have been published on a diversity of medical subjects. In general, these are reports of work which represents a fundamental advance in medical knowledge. Another is the series of *Memoranda* which were started in 1940 as *War Memoranda*. These record the results of certain *ad hoc* investigations or give up-to-date advice on practical problems of medicine based on the latest results of research. Finally there is the more recently established series of *Monitoring Reports*, which publish the results of analyses (for example, of strontium-90 in human bone) made in the course of the countrywide survey of the effects of radioactive fall-out.

The Council's administrative headquarters are at 20 Park Crescent,

London, W.1. One section of that office is concerned with providing information, and inquiries are received from innumerable sources including the Press and private individuals both at home and abroad. Care is taken to provide accurate answers to all reasonable enquiries. A booklet describing the constitution and functions of the Council is also available from the office.

# *The Ministry of Agriculture, Fisheries and Food*

By F. C. Hirst  
Chief Librarian

In this chapter emphasis is laid on the published information available from the Ministry, though it should be borne in mind that a nation-wide, comprehensive service of advice and information is in operation and is designed to serve the industries of agriculture, fisheries and food in their many aspects.

Since the first edition of this work was published, the scope of this chapter has been broadened to include the Ministry of Food, which ceased to have a separate existence in April 1955. The present Ministry of Agriculture, Fisheries and Food was created at that time and is now the national source of information in these broad subject fields. Historically little has changed and what was said in the original lectures by the two librarians needs only minor amendments to bring it up to date. Without some discussion of the growth and development of each department it would be difficult to appreciate the types of source material that are available, and for a variety of reasons it seems best to consider the two departments and their publications separately until the merger.

## AGRICULTURE AND FISHERIES: 1889-1955

The history and development of this department – as a Board until 1919 and subsequently as a Ministry – was recorded by Sir Francis L. C. Floud, Permanent Secretary 1920-27, in *The Ministry of Agriculture and Fisheries*, London, Putnam, 1927, 330 pp. (Whitehall Series). This work traces development from the Privy Council and the Board of Trade and discusses the forerunner of the Board, the so-called Old Board of Agriculture, 1793-82, whose President was Sir John Sinclair

and Arthur Young its Secretary. There was, incidentally, neither direct continuity nor contact between the two Boards. Thus the library of the Old Board did not pass into the possession of the Board, but later became part of the library of the Royal Agricultural Society of England. This is a fine collection of early works on agriculture and contains probably the most complete collection of the wide range of publications of the Old Board (the County Surveys made at the turn of the eighteenth century are probably the best-known items), not that the Ministry has none of these: far from it. A new history was published in the New Whitehall Series: Winnifrith, Sir John, *The Ministry of Agriculture, Fisheries and Food*, London, Allen and Unwin, 1962, 271 pp., which continues the story of development since 1927. Additionally the volume *Agriculture*, by Sir Keith A. H. Murray, London, H.M.S.O., and Longmans, 1955, 422 pp. (*History of the Second World War*, U.K. Civil Series) is a well-documented study of the war-time and immediate post-war activities of the Ministry.

Since the mid-1940s the Ministry has, in common with others, come to play a much more fundamental part in the industries it serves. In 1946 the agricultural advisory service was taken over from the universities. This was considerably expanded and as the N.A.A.S. continues to meet the varying demands for advice and practical information made by a complex and highly mechanised industry. The origin, development and aims of this service are described in a *Report on the National Agricultural Advisory Service: the first eight years, 1946-1954*, London, H.M.S.O., 1955, 62 pp. Current work of the Advisory Service is the subject of technical articles published in the *N.A.A.S. Quarterly Review*, 1948 to date, which also contains review articles of recently published material. Since the end of 1948 the Agricultural Land Service (A.L.S.) has provided a parallel service concerned with estate management, land use and the provision and care of fixed equipment (buildings and machinery) on farms and agricultural holdings. The series of *Fixed Equipment of the Farm* leaflets – now some fifty in number – have been produced by the Service. In the special field of livestock husbandry, the Veterinary Investigation and Animal Health services throughout the country have been further developed – the complete eradication of bovine tuberculosis is evidence of their effectiveness. The study of the diseases of farm livestock is unceasing at the Central Veterinary Laboratory at Weybridge, where there is close co-operation with the Commonwealth Bureau of Animal Health.

Annual reports of the veterinary departments covering the period

from 1876 have been published by various authorities and under varying titles. Since 1950 (the 1948 report) the title has been *Report on Animal Health Services*, and until 1959 the *Return of Proceedings under the Diseases of Animals Acts* was included in this Report; from the 1958 return it has been published separately. Another important informative work in this subject field is the *Handbook of orders relating to diseases of animals*, 1951, London, H.M.S.O., 1952 (loose-leaf). Amendments are issued and in 1957 a supplementary list of orders brought into operation since 1951 was published as a new table of contents to the 1951 edition of the *Handbook*.

These three services operate on a regional basis throughout England and Wales based on eight regional centres, Animal Health extending into Scotland also. Fuller information of addresses and services available is published in the booklet *At the farmer's service: a handy reference to various services available to farmers in England and Wales*, which first appeared in 1950 and has been revised annually since 1955. It is obtainable free from any of the Ministry's offices.

Though pure research has now been taken over by the Agricultural Research Council with its own research stations, and agricultural education is now the concern of the Ministry of Education and Science, in the field of practical experimentation Husbandry Farms and Horticultural Stations have been established by the Ministry in various parts of the country. The results of the various trials are promptly disseminated to farmers, growers and research workers in these branches of agriculture through reports of experiments in progress, guides to the stations and farms, etc., and in articles in two serial publications, *Experimental Husbandry*, London, H.M.S.O., 1956 to date, and *Experimental Horticulture*, London, H.M.S.O., 1957 to date.

Plant health matters are the concern of the Plant Pathology Laboratory at Harpenden, sited conveniently near the Rothamsted Experimental Station and the Commonwealth Bureau of Soil Science. Work here includes the certification of 'safe' plant protection products and on the toxic hazards of insecticides. These aspects of the work are represented in four reports on *Toxic chemicals in agriculture* published between 1951 and 1961, while the results of day-to-day work of the Laboratory are published in articles in *Plant Pathology: a record of current work on plant diseases and pests*, London, H.M.S.O., 1952 to date, as well as in some of the Ministry's *Technical Bulletins*, and other publications.

Infestation Control Division is based on Tolworth and a field

research station near Guildford, with officers in the regions; its work has been described in two reports: *Infestation control: a service to agriculture and food storage*, London, H.M.S.O., 1958, 32 pp., and . . . 1959-61, H.M.S.O., 1962, 61 pp.; it has also been reflected in a number of *Bulletins* and *Technical Bulletins* published by the Ministry.

The Economics and Statistics Divisions are responsible for collecting and disseminating information in their respective fields. For a number of years the Ministry's so-called "Orange Books" were produced by the economists and are concerned with marketing practices and problems; after a decade of inactivity, the series of *Economic Bulletins* has recently come into issue again. The Farm Income Series, first published in 1950 (No. 1 covering the years 1944-48), makes readily available the important aspects of the information collected by the Farm Management Survey. This was started in 1936, and is operated in conjunction with the Provincial Agricultural Economics Service, based on the university departments of agricultural economics. This work, too, has its effect on the Annual Review and Determination of Guarantees, the main features of which have been published as Command Papers since 1951 (Cmd. 8239). Another co-operative publication is *The Farm as a business: a handbook of standards and statistics*, initially a domestic document and first published in 1954 as a practical guide to management improvement, with a second edition in 1957. A further revision, in eight separate booklets, each dealing with a major farming enterprise, with an introductory booklet, was published in 1963-65.

The Statistics Division is probably best known for its *Agricultural Returns for Great Britain*, published continuously since 1867 and subsequently issued as *Agricultural Statistics*, comprising two series: one covering the United Kingdom and the other England and Wales. These are based on the figures obtained from the June returns, and prior to their appearance in print, full tables may be consulted in the Ministry's Main Library. *Weekly Agricultural Market Reports* are also issued by the Division; this series dates back to 1904.

Responsibility for the country's fisheries was transferred from the Board of Trade in 1903, and an Act of that year created the Board of Agriculture and Fisheries. Research in this field is largely centred on the Fisheries Laboratory at Lowestoft and three smaller sub-laboratories concerned with shell-fish (Burnham-on-Crouch and Conway) and fresh-water fisheries in London.

Fisheries publications are listed in H.M.S.O. *Sectional List* No. 23 (latest revision to September 1961); they comprise two main types, the

monographs published as Fishery Investigations Series and leaflets issued as *Fisheries Notices*.

The Royal Botanic Gardens, Kew, are also a part of the Ministry and are a source of information of international repute in the botanical field, especially in plant taxonomy. Important publications associated with Kew are the *Kew Bulletin*, 1887 to date, *Index Kewensis*, 1893 to date, *Index Londinensis*, 1929-41, and Hooker's *Icones plantarum*, 1837 to date. The library in itself, and through such publications as its printed catalogues (*Catalogue of the Library*, London, H.M.S.O., 1899, 790 pp.; with a *Supplement . . . : 1898-1915*, London, H.M.S.O., 1919, 433 pp.) is second to none in Great Britain as a source of bibliographical reference material.

#### THE MINISTRY OF FOOD: 1916-1955

This department had its origins in the First World War, operating from 1916 to 1921; it was revived in the Food (Defence Plans) Department of the Board of Trade in 1936 and was reconstituted as a Ministry in 1939, merging into the combined M.A.F.F. in 1955.

The first stage of its existence is described in two works - one by Sir William Beveridge (later Lord Beveridge), *British food control*, O.U.P., 1928, 447 pp., and the other by E. M. H. Lloyd, *Experiments in state control at the War Office and Ministry of Food*, O.U.P., 1924, 460 pp. Between 1917 and 1921 the *National Food Journal* was issued by the Ministry notifying changes in rationing, current prices and other matters concerning food supplies. The *Food Supply Manual* - one of the series of *Manuals of Emergency Legislation* - was produced and revised regularly. The *Report of the Food (Defence Plans) Department of the Board of Trade . . . 1937*, London, H.M.S.O., 1938, 39 pp., brings the story down to that date; *How Britain was fed in wartime: food control, 1939-1945*, London, H.M.S.O., 1946, 66 pp., completes the story to the end of the war.

A comprehensive account of the work of the Department as a whole is R. J. Hammond's *Food*, London, H.M.S.O. and Longmans, 1951-56, 3 vols. (Vol. 1. The Growth of policy; Vols. 2 and 3. Studies in administration and control). Sir John Winnifrith's book mentioned on page 123 naturally includes some account of the work of the Food Ministry during this period. Several important publications were issued; among the periodicals, the *Ministry of Food Bulletin*, 1939-54, and *Food and Nutrition*, 1945-52, are the more important titles. A number of bulletins on cookery, nutrition and food consumption were

issued: the *Manual of Nutrition* and the *National Food Survey Reports* have continued publication. Three important reports on food consumption levels were issued separately in 1944, 1947 and 1949; the 1950 report was published in the *Ministry of Food Bulletin*, No. 611, August 1951; subsequent reports have been published annually in the *Board of Trade Journal*.

The food standards and labelling activities of the Ministry are covered in a report on four years' work – *The Advertising, labelling and composition of food*, London, H.M.S.O., 1949. Two reports on food hygiene are also important sources of information – *Report of the manufactured meat products working party*, London, H.M.S.O., 1950, and *Hygiene in catering establishments*, London, H.M.S.O., 1951.

#### M.A.F.F. – 1955 TO DATE

With the exception of food hygiene (including welfare foods, transferred to the Ministry of Health, and the responsibility for the purchase and control of various commodities) in the fields of nutrition, scientific investigation and advice on food and foodstuffs, and defence, the combined department continues the work of its forerunners, outlined in earlier paragraphs. The fullest account of these activities and the role of the Ministry as it is now constituted is given in Sir John Winniffrith's book mentioned on page 123, and a shorter account in *Know your ministry*, London, Europa, 1959, pp. 85–121.

Within the department all these activities call for an intensive information service: some of it purely domestic, producing memoranda, technical reports and other internal documents. Also such activities create information which is made available through the Information Division of the Ministry both in London and at each regional office, where there is an Information and Advisory Aids Officer.

Press and Broadcasting Branch feeds out current information to the agents of these media of mass dissemination; Central Branch copes with general enquiries of a non-bibliographic nature and is responsible for the production of the Ministry's wide range of publications; Technical and Visual Aids Branch organises exhibits at shows, produces films and film-strips and maintains collections of these for internal use. The Libraries in the Ministry are co-ordinated in another branch of this Division, and are responsible for acquiring all essential, relevant published information, for its processing and efficient organisation, its analysis, and the dissemination of its contents throughout the Ministry and to outside organisations. They also handle bibliographical

queries and all arrangements concerned with foreign exchange of publications.

#### PUBLICATIONS

The main guide to current publications is *Sectional List No.1* of H.M.S.O., which is revised at frequent intervals. It was last issued in 1964 and regular monthly supplements have been issued; in the monthly journal *Agriculture*, new publications are regularly reported. The *Sectional List* is arranged in broad subject groups and is available free from H.M.S.O. The details of earlier publications, no longer current, are contained in the H.M.S.O. *Annual Catalogues*, their five-yearly cumulative indexes making for ease in checking. A complete list of *Bulletins* and *Technical Bulletins* was given in M.A.F.F. Bulletin 78, *Books on agriculture and horticulture in the library of the Ministry of Agriculture, Fisheries and Food*, 4th ed., London, H.M.S.O., 1958, 96 pp. As complete a set of all editions as it has been possible to collect is maintained in the Ministry's libraries in London.

#### THE LIBRARIES

It was mentioned earlier that the department's libraries have, as their primary purpose, the function of providing and exploiting all essential publications relevant to the work of the Ministry. This includes a wide range of journals, reports and books, official and trade publications from many government departments and from numerous research organisations at home, and similar publications from abroad. Many of the latter are obtained under long-standing, regular exchange arrangements.

There are more than 100 service points in the department's libraries at headquarters, the laboratories, regional centres, county offices, experimental husbandry farms and horticultural stations. The two London libraries – Main Library (140,000 vols.) at Whitehall Place, S.W.1, and the Food and Nutrition Library (20,000 vols.) at Great Westminster House, Horseferry Road, S.W.1, – are freely available for reference use without prior arrangement. Most material of not more than 100 years old is also available on loan to any library located in Great Britain. A bibliographical information service is provided, and all important bibliographies and abstract journals are filed in the libraries; there are author and subject (Dewey/U.D.C.) card catalogues, and a ten-year author and subject (Dewey/U.D.C.) card index to journal articles is also maintained.

The intake of material (some 2,000 periodicals and serials as well as

books) is continuously analysed and its contents disseminated throughout the department and to some outside research organisations by the two-weekly *Selective Index to Current Periodicals* and the monthly *Accessions List*. An irregular publication – *Current Agricultural Literature* (three to four issues per annum) – contains details of some of the less technical titles added to the Library, books, reports and journal articles, and is available free on request to the Librarian.

In these various ways it has been shown how the Ministry of Agriculture, Fisheries and Food acquires, produces, stores and makes available a wide variety of information, and sources of information, of current and historical interest.

## *The Ministry of Aviation*

By E. Alan Baker  
*formerly Librarian*

When the first edition of this book was published in 1952 the title of this chapter was "Ministry of Supply". Since then there have been some changes, so it seems advisable to introduce this revised chapter with a short note on the history of government administration relating to the supply of equipment to the Armed Services and the responsibility for civil aviation.

Before World War I the Admiralty and the War Office were responsible for supplies to the Royal Navy and the Army respectively. In 1915 the Ministry of Munitions was formed in order to control the munitions industry; later, in 1917, its scope was widened to include the supply of aircraft. The Ministry of Munitions was abolished in 1921, some time after responsibility for supplies to the Services had been given to the Admiralty, the War Office and the Air Ministry.

The Ministry of Supply was formed in 1939 and had responsibility for the supply of munitions and other equipment for the Services. In 1940 responsibility for the supply of aircraft for the R.A.F. and R.N. Air Arm was transferred from the Air Ministry to the newly formed Ministry of Aircraft Production. In October 1945 the Ministry of Aircraft Production was merged with the Ministry of Supply.

The U.K. Civil Series in the *Official History of the Second World War* has two volumes dealing with the work of the Ministry of Supply and the Ministry of Aircraft Production.

POSTAN, M. N. *British war production*. H.M.S.O. and Longmans Green, 1952.

SCOTT, J. D., and HUGHES, R. *The Administration of British war production*. H.M.S.O. and Longmans Green, 1955.

In 1919 a Department of Civil Aviation was formed within the Air Ministry. In 1922 this became a Directorate. In 1945 the Government

established a Ministry of Civil Aviation which in 1953 was merged with the Ministry of Transport to become the Ministry of Transport and Civil Aviation.

An account of the work of this Ministry by a former Permanent Secretary has appeared in the New Whitehall Series:

JENKINS, SIR GILMOUR. *The Ministry of Transport and Civil Aviation*. Allen and Unwin, 1959.

In the government reorganisation, 4th October, 1959, the Ministry of Supply was dissolved and the Ministry of Aviation created. Most of the divisions of the Ministry of Supply which were concerned with the development and supply of equipment to the Army were transferred to the War Office. The divisions which remained, together with the divisions in the Ministry of Transport and Civil Aviation (now Ministry of Transport) concerned with civil aviation, became the Ministry of Aviation.

Briefly, the functions of the Ministry of Aviation are responsibility for:

- (a) research on, development and procurement of aircraft, guided weapons, and nuclear equipment for the Armed Forces;
- (b) research on and the development of civil aircraft in certain circumstances;
- (c) research on, development, and in certain cases procurement of electronic equipment for civil use;
- (d) organising, carrying out, and encouraging measures for the development of civil aviation, air safety, registration of aircraft, licensing, etc.

Information on military and defence work is, naturally, subject to security regulations, so that information on most of its activities is not freely available; whereas in the field of civil aviation more information can be made available.

The main source of technical information within the Ministry is the headquarters Assistant Directorate of Technical Information and Library Services consisting of T.I.L. 1 and 2 for reports on aviation and electronics and the Central Library (T.I.L. 3) for published material.

T.I.L. 1 and 2 (First Avenue House, High Holborn, London, W.C.1) are responsible for the distribution and loan of reports (including U.S. reports). Their stock is almost entirely unpublished reports, many of which are subject to military security and can only be seen on a strictly

'need to know' basis. Anyone wishing to see reports should, when writing for information, give full details of their 'need to know'. Accessions lists and bibliographies of unpublished reports are prepared and made available to organisations with the necessary 'need to know'. This section also publishes a monthly abstract journal *Index Aeronauticus* (T.I.L. 1 (b), Laysdown Road, Mottingham, London, S.E.9). This covers a wide range of both British and foreign journals. Each issue contains approximately 500 abstracts arranged in U.D.C. order with an author index. The annual subscription is £5 5s. and includes author and subject indexes.

The Ministry's Central Library, T.I.L. 3 (St. Giles Court, St. Giles High Street, London, W.C.2) is the branch of the Assistant Directorate of Technical Information and Library Services dealing with published material. The stock of the Library consists of some 45,000 books and pamphlets together with an intake of over 1,000 current periodicals. The Central Library is not open to the public but will, as far as the needs of the Department allow, give a service to the aviation and electronic industries and to others working in the field. It will lend material to any library which is willing to reciprocate.

The Central Library issues an *Accessions List*, and also the *Aviation Literature Survey*, which is a list of the more important articles in the periodicals received by the Library. Both these are issued each month and are widely circulated within the Department and to selected libraries outside. Bibliographies are issued from time to time in the Central Library Bibliographical Series. The Library's periodical holdings are included in both the *British Union-Catalogue of Periodicals* and the *World List of Scientific Periodicals*.

In addition to the Central Library at Headquarters, the Department's research establishments (the Explosives Research and Development Establishment at Waltham Abbey, the National Gas Turbine Establishment at Pyestock, the Royal Aircraft Establishments at Farnborough and Bedford, the Rocket Propulsion Establishment at Westcott, and the Royal Radar Establishment at Malvern and the Signals Research and Development Establishment at Christchurch) have their own libraries which, though not open to the public, will, as far as the needs of their own readers allow, lend material to other libraries working in their field. The library of the Royal Aircraft Establishment, Farnborough, is described in an article by R. C. Wright in *Library Association Record*, 58 (12) 1956, 464-70.

H.M.S.O. publishes large numbers of books and pamphlets for the

Ministry. These include examination papers for navigators' and pilots' licences and the rules and regulations for obtaining licences. A complete list of publications in print is in *Government Publications Sectional List No. 48, Ministry of Aviation*, which is available free from the Director of Publications (P6), H.M. Stationery Office, Atlantic House, Holborn Viaduct, London, E.C.1.

# *The Ministry of Health*

By A. E. Fountain  
*Librarian*

## INTRODUCTION

While no attempt is made to include in this paper a complete list of the publications of the Ministry of Health and its predecessors, an account is given of the most important of them and especially of the principal series. Special emphasis is laid on publications not on sale since these are not obtainable from H.M.S.O. and are sometimes difficult to trace.

For a list of Ministry of Health publications issued and on sale by H.M.S.O., reference should be made to *Sectional List No. 11*.

All publications mentioned in this paper are in the Ministry's library at Alexander Fleming House, Elephant and Castle, London, S.E.1. Permission is readily granted to research workers to consult material which is not easily accessible to them elsewhere: books are normally lent only to libraries and not to individuals. (More information about the Library will be found below: see pages 157-158.)

Much unpublished information is filed in the various divisions and branches of the Ministry: this includes detailed statistics for which there is no room in the annual report and other information which is not suitable for publication or cannot be published. It is not possible to state in general terms which of this material research workers can be given access to: so much depends on the circumstances of individual requests, but each application will be treated on its merits and given sympathetic consideration. Where possible, an indication is given in the following pages, under each subject group, of material which could be consulted by the research worker.

## HISTORY

In 1832 was set up a Commission of Inquiry into the Administration and Practical Operation of the Poor Laws: its report was issued in 1834

and led (in the same year) to the Poor Law Amendment Act and the setting up of a permanent Poor Law Commission. This became in 1847 the Poor Law Board. In 1842 the Poor Law Commission published its famous report on *The Sanitary condition of the labouring population of Great Britain*, which paved the way for the Public Health Act of 1848 and the setting up of the General Board of Health in the same year. This was the beginning of a public health service in Great Britain. After a somewhat troubled career the General Board of Health was reconstituted in 1854, on the basis of an annual review by Parliament, but it ended in 1858. From then until 1871 the Board's medical duties were carried out by the Medical Department of the Privy Council.

In 1871 the Local Government Board was formed by coalescing the Poor Law Board and the Medical Department of the Privy Council. In 1919 the new Ministry of Health took over the work of the Local Government Board plus certain other functions, including those of the National Insurance Commission (set up in 1912). Town planning functions went to the Ministry of Works in 1942 (later to the Ministry of Town and Country Planning and the Ministry of Housing and Local Government). Duties under the National Health Insurance Act (except the administration of medical benefit) were transferred to the Ministry of National Insurance in 1945. The National Health Service was launched on 5th July, 1948. In 1951 certain functions, including those relating to housing, local government, water supply and sewerage, went to what is now the Ministry of Housing and Local Government. In 1953 medical services for war pensioners were taken over from the old Ministry of Pensions. Since 1955 the Ministry has assumed responsibility for food hygiene and welfare foods (formerly in the hands of the Ministry of Agriculture). Finally, in 1957 certain aspects of the recruitment of nurses and midwives were taken over from the Ministry of Labour.

#### FUNCTIONS

The principal current functions of the Ministry of Health may be listed as follows:

- (a) Administration of the National Health Service in England and Wales.
- (b) Certain aspects of public health (e.g., prevention, notification and control of infectious diseases; appointment and duties of medical officers of health and public health inspectors; port health).
- (c) Welfare services for the handicapped, including the elderly.
- (d) Administration of the welfare foods service.

- (e) Administration (shared with the Ministry of Agriculture) of the Food and Drugs Act with primary responsibility for medical advice, food hygiene, and unsound food.
- (f) Responsibility for the Therapeutic Substances Act, 1956.
- (g) Medical advice to the Ministry of Housing and Local Government.
- (h) Control of medical and dental uses of ionising radiations.
- (i) Certain health and welfare aspects of civil defence.
- (j) Administration of the Anatomy Acts.
- (k) Liaison with the World Health Organization, the Council of Europe, and Western European Union on health matters.

#### RECORDS AND GENERAL PUBLICATIONS

*Early Records.* Correspondence and papers from 1834, when the Poor Law Commission was set up, have been preserved and those up to 1922 (later in some cases) have been transferred to the Public Record Office. The most important series are:

| <i>Class No.</i> | <i>Title</i>                                                       | <i>Dates</i> | <i>No. of vols. or boxes</i> |
|------------------|--------------------------------------------------------------------|--------------|------------------------------|
| MH 1             | Poor Law Commissioners:                                            |              |                              |
|                  | Minute books                                                       | 1834-1842    | 35                           |
| MH 2             | Rough minute books                                                 | 1834-1847    | 37                           |
| MH 3             | Appendices to minutes                                              | 1835-1846    | 3                            |
| MH 4             | Extracts from minutes                                              | 1839-1841    | 2                            |
| MH 5             | General Board of Health:                                           |              |                              |
|                  | Minute books                                                       | 1848-1856    | 12                           |
| MH 6             | Rough minute books                                                 | 1848-1858    | 20                           |
| MH 7             | Health of Towns Commission, minute book                            | 1843-1845    | 1                            |
| MH 12            | Administration of the Poor Law                                     | 1834-1900    | 16,741                       |
| MH 13            | Correspondence, General Board of Health and Government Act Office  | 1848-1871    | 272                          |
| MH 15            | Index to MH 12                                                     | 1836-1899    | 107                          |
| MH 17            | Correspondence, etc. - Asylum districts                            | 1845-1906    | 115                          |
| MH 26            | Correspondence and papers - Sanitary Inspectors' Examination Board | 1891-1907    | 5                            |
| MH 27            | Correspondence and papers - School districts                       | 1848-1910    | 143                          |
| MH 48            | Correspondence, public health and Poor Law services                | 1868-1922    | 501                          |
| MH 50            | Minutes, Lunacy Commissioners and Board of Control                 | 1845-1938    | 69                           |
| MH 51            | Correspondence, etc. - Lunacy Commissioners and Board of Control   | 1846-1934    | 235                          |

These sets of papers are reasonably complete although some volumes were destroyed and others badly damaged by enemy action during World War II. A complete list of the Ministry of Health classes of papers housed in the Public Record Office may be consulted there.

Departmental records, whether held in the Public Record Office or not, are not open to public viewing until they are fifty years old. Papers less than fifty years old can only be consulted by permission of the division concerned. As stated in the introduction, an indication will be given later in this paper, where possible, if access to this material can be granted. For other information individual application should be made to the Ministry.

*Circulars.* A complete set of circulars (or circular letters), bound in annual volumes from 1834 to 1919, can be consulted at the Public Record Office. A set from 1920 to date is in the Ministry's library and may normally be seen there. Circulars are issued for the direction or guidance of local authorities, executive councils (who run the general medical and related services under Part IV of the National Health Service Act, 1946), hospital authorities, and other bodies.

Before the National Health Service came into operation in 1948 circulars were in one main series: before 1919 they had no running numbers and were quoted by date only; from 1919 to 1943 they were numbered in a continuing series; from 1944 circulars for each year were numbered separately. This 'numbered' series is still continued for circulars aimed at local authorities: they have numbers like 8/60 or 10/62, the second component indicating the year of issue. Most of these circulars are not on sale though occasionally one is priced and can be obtained from H.M.S.O. A separate *Sectional List No. 9* used to be issued listing numbered circulars on sale issued from 1921 onwards, whether in print or not. This was discontinued in 1953 and circulars on sale and still in print are now included in *Sectional List No. 11*. An *Index to Ministry of Health Circulars* (which deals only with the local authority 'numbered' series) has been published since 1944 (covering April 1943 to March 1944); up to 1952-53 it appeared annually and since then has been published every two years. The index includes all 'numbered' circulars, whether on sale or not, and is sold by H.M.S.O.

Since the coming into force of the National Health Service Act in 1948 several other new series of circulars have been appearing. These are:

- (i) E.C.L.s [Executive Council Letters], giving direction and guidance on the general medical, pharmaceutical, dental, and supplementary ophthalmic services.
- (ii) E.C.N.s [Executive Council Notices], for passing on instructions contained in E.C.L.s to individual general practitioners, dentists, opticians, etc.
- (iii) H.M.s [Hospital Memoranda], giving guidance and direction to hospital authorities (Regional Hospital Boards, Boards of Governors of Teaching Hospitals, and Hospital Management Committees).
- (iv) H.M.(C.D.), memoranda to hospitals on civil defence matters.
- (v) Whitley Council Circulars, dealing with pay and conditions of service of National Health Service staff. There are ten separate councils, each representing a different class of officer: General Council; Administrative and Clerical Staffs; Ancillary Staffs; Medical (B & C); Nurses and Midwives; Optical; Pharmacists; Professional and Technical (A & B); and Dental. Each has its own series of circulars. For example, A.C. Circular No. 65 is the 65th circular of the Administrative and Clerical Staffs Council; P.T.A. Circular No. 43 is the 43rd circular of the Professional and Technical Staffs Council A. These circulars are issued to hospital authorities under cover of an H.M.
- (vi) M.L.s [Medical Letters], occasional letters to N.H.S. doctors on matters of medical interest.
- (vii) C.M.O. [Chief Medical Officers' Letters], letters to medical officers of health of local authorities.
- (viii) L.H.A.L.s [Local Health Authority Letters], which are directives on day-to-day matters, as opposed to the 'numbered' circulars which deal with questions of policy.
- (ix) W.F.M.s [Welfare Foods Memoranda], giving directions or guidance on the Welfare Foods Service.

There are also circular letters, unnumbered and not in any series, dealing with publicity and other miscellaneous matters.

Apart from the E.C.N.s and the Whitley Council circulars, which have one continuing series, circulars are numbered in separate series for each year.

The Ministry publishes no indexes to its series of circulars, apart from the 'numbered' series already mentioned. The *Hospitals Year Book* includes a complete numerical list of all H.M.s and Whitley Council circulars as well as a cumulative index: this is also published separately each year by the Institute of Hospital Administrators. The Birmingham Regional Hospital Board publish an annual index (not cumulated) to

H.M.s and Whitley Council circulars. The Ministry's library prepares for its own use an annual index to *all* circulars.

With the exception of an occasional issue in the 'numbered' series, Ministry of Health circulars are not on sale. They are normally only supplied to authorities on the original distribution list. Exceptions may, however, be made in special cases and any request for a copy of a particular circular would be treated on its merits. Complete sets of circulars are held in the Ministry's library, the British Museum, the Bodleian, and the National Library of Scotland.

*Memoranda.* An irregular series of memoranda was started when the Ministry of Health was set up in 1919. These were given a continuous running number followed by letters or an abbreviation to indicate the subject. We have, for example, Memo. 62/Foods, Memo. 68/Med., and Memo. 114/M.C.W. (Maternity and Child Welfare). Memoranda were revised from time to time but retained their original numbers. The last in the series is Memo. 324/B.C.G., which deals with B.C.G. anti-tuberculosis vaccination. Most of the memoranda were published by H.M.S.O. and those still in print are included in *Sectional List No. 11*.

*Annual Reports.* General annual reports of the Ministry of Health and its predecessors are detailed below:

Poor Law Commissioners. *1st annual report . . . 1835, to 14th annual report . . . with appendices, 1848.*

Poor Law Board. *1st to 23rd annual reports, 1848 to 1870/1871.*

General Board of Health. No annual reports were published. In 1854 a *Report of the General Board of Health on the administration of the Public Health Act and the Nuisances Removal and Disease Prevention Acts from 1848 to 1854* appeared which in effect reports on much of the work of the Board during that period.

Privy Council Medical Department. For annual reports see below (p. 154) under Medical Department.

Local Government Board. *[1st annual] to 48th annual report, 1871/72 to 1918/19.*

Ministry of Health. *First annual report, 1919/20 to twentieth annual report, 1938/39; summary reports, 1939/41, 1941/42, 1942/43, 1943/44, 1944/45; from 1945/46 the word 'annual' was dropped from the title and reports were no longer numbered; also from this year reports include the report of the Chief Medical Officer (for the calendar year 1945, etc.) previously published separately as a non-parliamentary publication. The report for 1949/50 was published in two parts: (i) National Health Service, housing, local government, welfare, civil defence, water; (ii) C.M.O.'s report for 1949. In order to get both parts covering the calendar year, a special report for April 1950 to December 1951 was published in three parts: (i) report of the Ministry for the whole period;*

(ii) C.M.O.'s report for 1950; (iii) C.M.O.s' report for 1951. From 1952 to 1961 the report was again published in two parts; (i) Health and welfare; (ii) C.M.O.'s report.

From 1962 the pre-war practice has been resumed. *Report of the Ministry of Health for the year ended 31st December . . . The health and welfare services* is published (as a Command Paper) in the following July. *On the state of the public health: the annual report of the Chief Medical Officer* appears in the following autumn and is a non-parliamentary publication.

*M.H. Reference Notes.* This is a numbered series of neostyled documents, revised as necessary. They cover such subjects as: nursery nursing; diphtheria immunisation; water fluoridation; blood transfusion, etc. Copies of the whole series or of individual Notes can be obtained from the Ministry on request.

#### NATIONAL HEALTH SERVICE

##### *Annual Publications*

*Annual Reports.* The annual report on the National Health Service is included in the Ministry's report (see above, p. 139). The following annual publications also cover the National Health Service as a whole:

Central Health Services Council. *Report for the period ended 31st December, 1949, etc.* This Council is the Minister's principal advisory body for the National Health Service and has set up nine Standing Committees which in their turn have set up sub-committees to report on specific subjects. This annual report is published as a House of Commons Paper and appears about six months after the end of the year to which it refers.

*Civil Estimates.* Published annually in March (House of Commons Paper). Up to 1961/62 the National Health Service estimates were included in Part V; from 1962/63 they have been in Part VI.

*Civil Appropriation Accounts.* Published annually (House of Commons Paper) about the end of the calendar year and include details of actual National Health Service expenditure for the preceding financial year.

*National Health Service. Summarised accounts of Regional Hospital Boards, Boards of Governors of Teaching Hospitals, Hospital Management Committees, Executive Councils (including Joint Pricing Committees) and the Dental Estimates Board for England and Wales.* An annual House of Commons Paper.

*General Publications.* Only those items dealing with the National Health Service as a whole will be listed here: those concerned with special aspects will be listed later.

The various reports of the Central Health Services Council, its standing committees and *ad hoc* sub-committees are too numerous to

list details of here: those still in print will be found in *Sectional List No. 11*.

There are also a number of reports on the administration and working of the National Health Service. These include:

*Seventh report of the Select Committee on Estimates, Session 1948-49. The administration of the National Health Services.* (House of Commons Paper 176,178.) H.M.S.O., 1949.

*Report of the Committee of Enquiry into the Cost of the National Health Service.* (The Guillebaud Committee) (Cmd. 9663.) H.M.S.O., 1956.

For a brief account of the National Health Service, factual and up to date, reference should be made to *Health services in Britain*, prepared by the Central Office of Information as its Reference Pamphlet No. 20 and published by H.M.S.O. It is frequently revised: the latest revision appeared at the end of 1964.

A four-page leaflet called *The National Health Service* (N.H.S. Leaflet No.2) has been prepared which outlines the main features only. The latest revision appeared in 1963. It is not on sale but can be obtained from the Ministry. The Ministry's Public Relations Division issues a series of *N.H.S. Notes* dealing with the various aspects of the National Health Service. There are twelve of these notes, which are in duplicated type-script form, and each is revised as necessary to ensure that the whole series is always up to date. They cover such topics as: the mental health services; how the doctor is paid; local and home health services; hospital and specialist services; etc. A *Summary of main figures* is produced each year giving up-to-date statistics on the National Health Service as well as the figures for all previous years: a separate *Total cost of services met from all sources of finance* is also issued annually with figures for preceding years (back to 1948/49). Any or all of these *Notes* will be supplied on request.

The Ministry's library prepares a *Selected bibliography on the National Health Service* which includes all the Ministry's publications in this field, whether on sale or not, as well as books, pamphlets and reports published non-officially: important papers published in periodicals are also noted. This bibliography includes references to all major parliamentary debates and a complete list of legislation (Acts and current Statutory Instruments). A revised edition was issued in 1963 which will be kept up to date, between complete revisions, by lists of amendments. The bibliography is not on sale but copies can be obtained from the Librarian.

*Statistics.* Statistics on the National Health Service are included in the Ministry's annual report (see above, p. 139). But there is a great mass of more detailed figures which cannot be included in the report. The Ministry's Statistics Branch is prepared to accept requests for N.H.S. statistics which are not included in the annual report and to give as full an answer as possible. While it is not feasible to give much detail here of what can be supplied – so much depends on the nature of the enquiry – a few examples are listed:

Hospital waiting list figures }  
 Average duration of stay } by regions.  
 Hospital medical and dental staffs.  
 Local health authority – maternity and child welfare, health visiting,  
 home nursing, immunisation, mental health, ambulance costs.  
 Executive councils – maternity, medical and ophthalmic services.

While telephone requests for statistics will be accepted in urgent cases, it is always better for the request to be in writing. This makes for clarity and avoids misunderstanding. Requests should be as specific as possible.

#### HOSPITALS

The hospital service in England and Wales is run by the Minister of Health under Part II of the National Health Service Act, 1946. But the Ministry of Health and its predecessors had an interest in hospitals long before the National Health Service was created and below are listed some of the important earlier reports:

Poor Law Board. The Metropolitan Asylum District. *Suggestions . . . for consideration concerning the erection of metropolitan district smallpox, fever, and imbecile asylums.* 1867.

Privy Council. Medical Department. *Report . . . on the hospitals of the United Kingdom* (6th Report of the Medical Officer of the Privy Council, 1863, Appendix 15, pp. 463–743).

Privy Council. Medical Department. *Memorandum on hospital accommodation to be given by local authorities.* 1871.

Local Government Board. Medical Department. *Memorandum on hospital accommodation to be given by local authorities.* 1872.

Hospitals Commission. *Report of the Commissioners appointed to inquire respecting smallpox and fever hospitals, with minutes of evidence and appendix* 1882.

Local Government Board. Medical Department. *On the provision of isolation hospital accommodation by local sanitary authorities.* 1888.

Local Government Board. *Return as to hospital accommodation in England and Wales*. 1915.

Ministry of Health. *Hospital survey*. 10 parts. 1945. A complete survey of the hospitals of England and Wales as they existed on the eve of the setting up of the National Health Service. Prepared in some cases with the collaboration of the Nuffield Provincial Hospitals Trust.

The following (all published by H.M.S.O. except those marked with an asterisk, which are not on sale and can only be obtained from the Ministry) are the main series on hospital matters:

*Hospital and Specialist Service Statistics*. Published annually for the years 1949 to 1953. Includes detailed statistics of beds, patients, and staff for each individual hospital in the National Health Service: each volume runs to over 300 pages and was published three years in arrears (e.g., the 1953 volume, the last of the series, appeared in 1956).

*Hospital Costing Returns*. These have been issued annually since 1950-51 and cover the period 1st April to 31st March. They show, for individual hospitals, the cost of the various services per patient week and also give averages of total cost per patient week in each type of hospital. Up to 1956-57 the returns were complete in one part. From 1957-58 they were in two parts: Part I, returns for 200 of the largest hospitals which worked the new full departmental costing system (the 'main scheme'); Part II, returns for the remaining hospitals which worked the less detailed 'alternative scheme'. Since 1959-60 only the 'main scheme' returns (which at present cover some 570 hospitals) are published: they are in three parts. 'Alternative scheme' full returns are no longer published though they can be seen within the hospital service; summaries of regional and national costs per week are given in the 'main scheme' returns.

*Hospital Abstracts*. Published monthly with the sub-title "A monthly survey of world literature": it is prepared in the Ministry's library. The first number appeared in January 1961 and each issue contains about 150 summaries of periodical articles, books, pamphlets, reports and other miscellaneous material from all parts of the world and in many languages. *Hospital Abstracts* aims to cover the whole field of hospitals and their administration with the exception of strictly medical and related professional matters. Each volume has a detailed subject index.

*Hospital Building Bulletins*. This series is being published jointly with the Scottish Home and Health Department. Each bulletin deals in detail with a particular hospital department. No. 1 (Operating theatre suites) appeared in 1957.

*Hospital Building Notes*. No. 1 was published in January 1961 and gives guidance to Regional Hospital Boards on drawing up long-term plans for the ten-year building programme. Subsequent *Notes* are intended to help in the efficient and economical planning and building of new hospitals. Each deals

with a particular department or facility but in less detail than the *Bulletins* (see preceding item). It is intended to issue some thirty or forty *Notes* and to revise them as often as may be necessary to keep them up to date.

*Hospital Technical Memoranda.* This series, No. 1 of which appeared in June 1962, is designed to help hospital authorities, and those who assist them, in dealing with some of the technical problems which arise in the running of a hospital. The memoranda deal with technical aspects of engineering and other installations in hospitals as well as other technical subjects.

*Hospital Equipment Notes.* The first number of this series appeared in October 1962. The *Notes* run parallel to the *Hospital Building Notes* (see above) and provide, for individual departments, lists of the equipment which good modern practice requires. They include cost recommendations and also deal with the relationship of equipment planning to overall project planning.

*Hospital Design Notes.* Issued to provide guidance on the problems which arise and the techniques to be used in the later stages of planning hospital projects. No. 1 appeared in February 1964.

*Hospital Equipment Information.* This series, the first number of which appeared in March 1963, is not on sale and is distributed only within the National Health Service. It is an occasional publication appearing at intervals of about six weeks. Its purpose is to keep hospital authorities in England and Wales informed of the quality, availability and performance of items of equipment in their field.

*Hospital O & M Service Reports.* The hospital O & M Service was set up experimentally in 1954 and was enlarged and made permanent in 1958; in the same year it began to publish a series of reports, each of which deals with a specific problem which had been investigated and which it was thought desirable to make generally known to hospital authorities. Eight reports have appeared so far and others are in preparation.

*Abstracts of Efficiency Studies in the Hospital Service.* These studies deal with specific problems investigated by hospital authorities and are published so that other hospitals can profit from simplifications, improvements and money-saving ideas. They are in loose-leaf form and are issued in quarterly batches of six or seven; the first were published in April 1961.

*Hospital Endowments Fund. Account of the Hospital Endowments Fund . . . together with the report of the Comptroller and Auditor General thereon.* Issued annually as a House of Commons Paper.

*Hospital Building, England and Wales: progress report.* No. 1 in this series, covering July 1948 to September 1961, appeared in January 1962. Further numbers are being published at six-monthly intervals and will furnish a running account of the progress of hospital development.

*Report on Hospital In-patient Enquiry.* Published jointly by the Ministry of Health and the General Register Office. Earlier reports in this series (which were published as supplements to the *Registrar General's Statistical Review*) did not cover all hospitals but from 1958 all except psychiatric hospitals are in-

cluded. The aim is to assist in hospital administration and to supplement national mortality and morbidity statistics. Returns are based on a 10 per cent sample of discharges and deaths. A detailed report for 1956 and 1957 was issued in 1961. From 1958 onwards each year will be dealt with in two parts: Part I (preliminary tables) published 18 months after the end of the year to which it refers; and Part II (detailed tables and commentary) published 18 months after Part I.

Apart from these series there are a great number of other reports on hospital matters prepared by the Ministry. Some are Command Papers (e.g., *The hospital plan for England and Wales* (Cmnd. 1604, 1962) ) but most are non-parliamentary publications. It is not possible to list even the most important of them here. Details of those still in print will be found in *Sectional List No. 11* and all those (by far the majority) concerned with hospitals under the National Health Service are listed in the Ministry Library's N.H.S. bibliography (see above, p. 141).

The Ministry used to publish a *Hospitals Directory* and editions appeared in 1949 and 1955. This has now been discontinued since everything it contained is also to be found in the *Hospitals Year Book* published by the Institute of Hospital Administrators.

The Ministry's O & M Unit has extended its activities to cover efficiency studies in the Health Service generally and is now called the National Health Service Central O & M Unit. It conducts investigations for hospital authorities only when the subjects are of special importance or difficulty, or are likely to produce information of general value. The Central Unit now acts as a pool for the collection and publication of information obtained from efficiency studies whether carried out by the Unit or by hospital authorities. Apart from its publications (see above), specific information about efficiency methods, including the performance of items of office equipment and other non-medical equipment, is supplied on request. The unit exchanges information with many overseas authorities and welcomes enquiries from research workers.

Another branch of the Ministry sponsors and, where appropriate, finances study, experiment and research into hospital practice with the aim of helping hospital authorities to make the most effective use of the resources available for the care of the patient. The Ministry maintains a *List of Hospital Studies* comprising the projects currently being undertaken by the Ministry, hospital authorities, and other bodies. (The first *List* was published in March 1963 in the H.M. series of circulars (see above, p. 138) as H.M. (63) 18.): it is revised annually.

## LOCAL AUTHORITY HEALTH SERVICES

Under this heading are included the services for which the Ministry of Health is responsible under Part III of the National Health Service Act, 1946. They include: health centres; maternity and child welfare; midwifery; health visiting; home nursing; vaccination and immunisation; ambulance services; prevention of illness, care and after-care; and home helps.

Important Ministry publications in this field are:

Maternity Services Committee. *Report (Cranbrook Report)*. H.M.S.O., 1957. *Memorandum on maternal care under the maternity medical services*. 1960. Not on sale.

*An inquiry into health visiting: report of a working party*. H.M.S.O., 1956. Unpublished material assembled during the preparation of this report is filed in the Ministry and could be made accessible to research workers.

*Maternity care: some advice and suggestions on the services available*. 1960. Not on sale.

*Local authority nursing services*. 1960. Not on sale.

*Memorandum on the closure of schools and exclusion from school on account of infectious illness*. 1956. H.M.S.O.

*Health and welfare: the development of community care. Plans for the health and welfare services of the local authorities in England and Wales*. (Cmd. 1973) H.M.S.O. 1963. This is the ten-year plan up to 1972 which will be revised as necessary: the first revision (to 1973-74) was published by H.M.S.O. as a non-parliamentary paper in 1964.

*Services available to the aged and chronic sick*. 1961. Not on sale.

*Ambulance services costing returns*. For the financial years 1950-51 and 1951-52 these were published separately and were on sale by H.M.S.O. For the years 1952-53 to 1957-58 the returns were included in Part I of the Ministry of Health Report and were not published separately. From 1958-59 ambulance costing returns have only been supplied to local authorities and have not been published in any form. Copies of the returns for 1958-59 and later years can be obtained from the Ministry.

*Directory of ambulance control centres in England, Wales and Scotland*. The latest revision is dated October 1964. Not on sale.

*Local authority building notes*. This series, the first number of which appeared in July 1962, is intended to help in the preparation of schemes for all the main types of buildings provided by local authorities under their health and welfare powers. The *Notes* will be revised as necessary to keep them up to date.

*Local authority schemes*. Copies of schemes prepared by local authorities for carrying out their duties under Part III of the National Health Service Act, 1946, and under Part III of the National Assistance Act, 1948 (Welfare Services)

have to be submitted to the Ministry. These are on file and may be consulted by arrangement.

The following pamphlets are not on sale:

*Haemolytic disease of the newborn.* 1962.

*Venereal diseases service.* 1962.

*Industrial health and hygiene.* 1963.

*Congenital malformations.* 1963.

*Active immunization against infectious diseases.* 1963.

*Tuberculosis: the changing epidemiological pattern and its implications.* 1964.

*Chronic bronchitis.* 1965.

#### EXECUTIVE COUNCIL HEALTH SERVICES

This section deals with services run by the National Health Service Executive Councils under Part IV of the National Health Service Act, 1946. These are: general medical services; pharmaceutical services; general dental services; and supplementary ophthalmic services.

The Ministry prepares a *Handbook for executive councils*: the latest edition (in loose-leaf form) began to appear in 1962. Amendments are issued incorporating information and instructions disseminated in E.C.L.s and E.C.N.s (see above, p. 138) and the *Handbook* functions as an expanded index to these circulars. The *Handbook* is not on sale and is only issued to Executive Councils.

#### *General Medical Services*

A number of important reports affecting the pay, conditions of service and duties of general practitioners have been published since 1946. These include the *Spens Committee report* (1946, Cmd. 6810), the *Cohen Committee report* (1954, non-parliamentary), the *Willink report on the future numbers of medical practitioners and the appropriate intake of medical students* (1957, non-parliamentary), and the *Report of the Royal Commission on Doctors' and Dentists' Remuneration* (1960, Cmnd. 939). Details of all these publications will be found in *Sectional List No. 11*.

The following publications are not on sale:

*General medical services: arrangements affecting general practitioners (National Health Service Act, 1946).* 1948.

*Compensation for the loss of the right to sell the goodwill of a medical practice.* 1948.

*Remuneration of general practitioners.* 1948.

*Handbook for general medical practitioners, up to 31st March, 1955.* 1955. (A revised edition is in preparation.)

Medical Practices Committee. *Reports*. This committee controls the setting up of new practices and keeps an eye on their geographical distribution. Four detailed reports have been issued (as neostyled documents) covering the years 1948-53. No separate reports have appeared since, but some information is included in the Ministry's annual report.

### *Pharmaceutical Services*

Important reports which come under this heading and are published by H.M.S.O. include:

*Report of the Working Party on differences in dispensing practice between England and Wales and Scotland. (Penman report) 1948.*

Central Health Services Council. Joint Committee on Prescribing. *Report*. 1954.

Committee on Cost of Prescribing. (Hinchcliffe Committee) *Interim report*. 1958. *Final report*. 1959.

Standing Joint Committee on the Classification of Proprietary Preparations. *Reports* were published in 1950, 1954, 1959 and 1961.

Central Health Services Council and Scottish Health Services Council. *Safety of drugs: final report of the Joint Sub-Committee of the Standing Medical Advisory Committees*. 1963.

The following publications are not on sale:

*Drug tariff*. Issued annually, Quarterly supplements are also issued.

*Comprehensive handbook on prescribing*. 1960. Issued only to doctors.

*Monthly report on expenditure on drugs and appliances supplied by chemists*. This includes quarterly and annual cumulations and gives the following statistics: number of prescriptions issued; total of chemists' accounts; total ingredient costs (gross and net); overall on/cost; average cost per prescription and per patient. Neostyled.

*Monthly report on expenditure on drugs and appliances supplied by dispensing doctors*. On the same lines as the preceding item.

*Prescribers' Notes*. Vol. 1-Vol. 3. No. 3. Feb. 1952-March 1961. Consists of notes on new and important drugs. It was issued quarterly and only to doctors.

*Prescribers' Journal*. Vol. 1-. March 1961-. An expanded version of the preceding item. Issued six times a year. Supplied free to all National Health Service doctors; other interested persons can buy copies at 1s. 3d. each or pay an annual subscription of 2s. 6d. *The journal is not obtainable through H.M.S.O.: copies must be bought direct from the Ministry of Health.*

### *Dental Services*

Reports on sale by H.M.S.O. include:

Interdepartmental Committee on Dentistry. *Interim report*. Cmd. 6565. 1944 (out of print); *Final report*. Cmd. 6727. 1946.

Interdepartmental Committee on the Remuneration of General Dental Practitioners (Spens Committee). *Report*. Cmd. 7402. 1948.

*Report of the Working Party on Chairsides Times . . . (Penman report)*. 1949.

Committee on Recruitment to the Dental Profession (McNair Committee). *Report*. Cmd. 9861. 1956.

Publications not on sale are:

*Handbook for general dental practitioners, revised to 1st January, 1956*. 1956.

Dental Estimates Board. *Annual reports*. 1948-. This Board carries out the professional work of examining and approving estimates for dental treatment. Its reports are detailed neostyled documents which could be consulted at the Ministry by research workers.

Central Health Services Council. Standing Dental Advisory Committee. *The scope and limitations of orthodontic treatment*. 1961.

*Dental health*. 1963.

*Fluoridation*. 1963.

*Your guide to dental treatment under the National Health Service*. 1964.

### *Supplementary Ophthalmic Services*

Among the publications on eye services published by H.M.S.O. are the following:

Three "Penman" *Working Party reports* on the average time taken (i) to test sight by ophthalmic medical practitioners, (ii) to test sight by ophthalmic opticians, and (iii) to fit and supply glasses by ophthalmic opticians and dispensing opticians. These were published separately, all in 1956.

*Statement specifying the fees and charges for the testing of sight and the supply or repair of glasses*. Revised as from 1st November, 1964. 1964.

Although not published by the Ministry of Health, the following book should be noted:

GILES, G. H. *The ophthalmic services under the National Health Service Acts, 1946-1952*. London: Hammond, 1953. 503 pp.

Two items in this field are not on sale:

*Supplementary ophthalmic services (National Health Service Act, 1946)*. 1948.

*Handbook for ophthalmic medical practitioners, ophthalmic opticians and dispensing opticians*. Revised to October 1958. 1958.

### MENTAL HEALTH

Although the earliest known statute relating to mental health belongs to the early fourteenth century, it was not until the mid-nineteenth century that our present organisation began to develop. The Minister of Health first entered this field in 1920 when an Order transferred

certain administrative functions of the Home Office relating to lunacy and mental deficiency. The National Health Service Act, 1946, lays on the Minister the duty of promoting the mental health of the people and in 1948 he took over from the Board of Control its administrative and medical functions in this field. The Board retained responsibilities for matters affecting the liberty of the subject.

In 1954 the Royal Commission on the Law relating to Mental Illness and Mental Deficiency was set up. Its report (Cmnd. 169, 1957) led to the Mental Health Act, 1959, which completely replaced earlier legislation and put the emphasis on treating mental illness as far as possible in the same way as all other illness, i.e., on an informal (voluntary) basis. This led to the abolition, in 1960, of the Board of Control. The new Act became fully operative in November 1960.

The annual reports of the Commissioners in Lunacy (who were the predecessors of the Board of Control), 1st to 68th reports, 1844-1914, and of the Board of Control, 1914-59, are in the Ministry's library. They give statistics of mental health services, although from 1948 onwards the main figures are given in the Ministry's annual report.

A number of reports and pamphlets dealing with the mental health services which were published by the Ministry before the 1959 Act are now for practical purposes obsolete but will be of interest to research workers: those still in print are included in *Sectional List No. 11*; others may be consulted in the Ministry's library.

Statistical material which has not been included in the annual reports is on file in the Ministry and requests to consult it should be made, if possible, in writing.

The following publications are not on sale but copies could be obtained from the Ministry:

*Mental Health Act, 1959: memorandum on Parts I, IV to VII, and IX.* 1962.

*The part of the family doctor in the mental health service.* Prepared by the Standing Medical Advisory Committee of the Central Health Services Council. 1961.

*Notes on the Mental Health Act, 1959, for general practitioners.* 1961.

#### INTERNATIONAL HEALTH

Under this head the Ministry is concerned with Sea and Air Port Health Administration (prevention of the introduction and spread of infectious diseases into this country from abroad). The only publication to be noted here, a weekly journal no longer in existence, is:

*Weekly Record of Quarantinable Diseases*, 1909-12th October 1956. This was issued primarily for the guidance of medical officers of health concerned with

health control at seaports and airports. It has been published under various titles (that given above being its last) from 1909 (Local Government Board). At first it was in duplicated typescript form, but from 1919 onward it was printed: it was never placed on sale. The *Weekly Record* dealt principally with the six 'convention' diseases (plague, cholera, yellow fever, typhus, smallpox, and louse-borne relapsing fever) and recorded their incidence throughout the world. The Ministry's library holds a set of the *Weekly Record* from 1919 to 1956. The figures which were recorded in this way can now be found in the World Health Organisation's *Weekly Epidemiological Record*.

Other functions of the Ministry in the field of international health are concerned with United Kingdom representation on the World Health Organisation and on the Health Committees of the Council of Europe.

#### FOOD AND NUTRITION

The central responsibility for the safety, quality and hygiene of food under the provisions of the Food and Drugs Act, 1955, is shared by the Ministry of Agriculture, Fisheries and Foods and the Ministry of Health. The Minister of Agriculture is primarily responsible for questions of composition and quality and the Minister of Health for fitness for human consumption and food hygiene. The Ministry of Health is also concerned with medical and dietary surveys and with technical investigations into the health and nutrition of various sections of the population. The results of surveys and enquiries carried out in this field by officers of the Ministry are usually published in the *Monthly Bulletin of the Ministry of Health* or in medical and scientific journals.

Other publications of the Ministry on food and nutrition placed on sale by H.M.S.O. are recorded in *Sectional List No. 11*. These include *Clean catering* (3rd edition, 1963) and a series of five *Food Hygiene Codes of Practice*.

Three publications which were not placed on sale dealt with aspects of feeding during World War II. They are:

*War-time feeding in hospitals.* 1942.

*War-time institutional dietaries.* 1943.

*The welfare and nutrition of mothers and young children as affected by war-time rationing and control of supplies.* 1944.

#### POOR LAWS, NATIONAL ASSISTANCE, WELFARE SERVICES, ETC.

The functions of the Ministry of Health and its predecessors under this head include administration of the Poor Laws (from 1834 to 1948, when the National Assistance Act finally killed the Poor Law), care of

evacuees and homeless people during World War II, and the administration of Parts 3 and 4 of the National Assistance Act.

*Poor Law.* Statistics relating to the administration of the Poor Laws (persons in receipt of poor relief, workhouse and infirmary statistics, details of casual relief, etc.) from 1834 to 1948 will be found in the various series of annual reports listed earlier in this paper. In addition, more detailed figures for some periods (particularly 1887 to 1948) are available in special series of poor relief returns. Some of these are published but others appear in duplicated typescript form. All may be consulted in the Ministry's library.

Also available are:

*Costing Returns. 1931-1938. Part I: Poor law hospitals, etc. Part II: Poor law institutions. Part III: Children's homes (Poor Law).*

Of the many special reports on Poor Law subjects issued by the Poor Law Commissioners, the Poor Law Board and the Local Government Board the following may be mentioned:

*Report from His Majesty's Commissioners for inquiring into the administration and practical operation of the Poor Laws. 1834.*

*Report . . . on the training of pauper children. 1841.*

*Reports . . . on the employment of women and children in agriculture. 1843.*

*Dietaries for the inmates of workhouses. 1866.*

*Report . . . upon the ophthalmic state of poor law children in the metropolis. 1897.*

*Report of a Committee appointed . . . to inquire as to the question of workhouse dietaries. 1898.*

*Report on dock labour in relation to poor relief. 1908.*

*Care of Evacuees and Homeless, World War II.* A full account of the work of the Ministry of Health in this field, drawn from official files and documents, will be found in *Problems of social policy* by Richard M. Titmuss (1950), and in *Studies in the social services* by Sheila Ferguson and Hilde Fitzgerald (1954). Both volumes were published by H.M.S.O. in the United Kingdom Civil Series of the History of the Second World War: they include full references to circulars, memoranda, and other publications issued by the Ministry of Health.

Publications and documents prepared by the Ministry but not on sale include:

*Handbook of billeting and welfare for the use of billeting officers. 1942.*

*Post raid services: information and administrative centres. 1943.*

*The care of the homeless.* Revised edition. 1944.

*'Difficult' children needing residential care: an analysis of cases referred to the Ministry of Health for vacancies in evacuation hostels. 1946.*

*Children and the British Government evacuation scheme. 1948.*

*National Assistance Act.* With the end of the Poor Law in 1948 the Minister of Health became responsible for the guidance of local authorities under Parts 3 and 4 of the National Assistance Act. This includes provision of residential accommodation for the aged and infirm and all who need care and attention, and the provision of welfare services for the blind, deaf, dumb and other permanently handicapped persons.

Already before 1948 local authorities had responsibilities under the Blind Persons Acts. The Advisory Committee on the Welfare of the Blind set up by the President of the Local Government Board in 1917 issued thirteen annual reports between 1919 and 1937. Its sub-committee produced reports which are detailed in *Sectional List No. 11*.

In addition to statistics and records which appear in the Ministry's annual report, the following unpublished documents have been prepared:

*The non-aged Part 3 population: a survey of persons admitted to Part 3 accommodation within the County of Stafford while still below pensionable age. October 1950.*

*A survey of persons suffering from epilepsy who were resident in accommodation provided directly by local authorities under Section 21 of the National Assistance Act, 1948. (Period of survey, sixteen months to February 1951) March 1951.*

Among the more important publications on sale by H.M.S.O. should be mentioned the *Report of the Working Party on Social Workers in the Local Authority Health and Welfare Services* (The Younghusband Report), published in 1959. In the process of preparing its report the Working Party collected a great deal of material and some of this could be made accessible to research workers.

Other publications on sale include:

*Blindness in England, 1951-54. 1956.*

*Report on the special welfare needs of deaf-blind persons. 1951.*

*National Assistance Act, 1948. I. Welfare services for handicapped persons other than the blind and partially-sighted; II. Partially-sighted persons. (Circular 32/51.) 1951.*

*Advisory Council for the Welfare of Handicapped Persons. A. Report on the special welfare needs of epileptics. B. Report on the special welfare needs of spastics. (Circular 26/53.) 1953.*

Publications not on sale, copies of which could be obtained from the Ministry, are:

*Memorandum on the prevention and alleviation of deafness.* 1957.

*A challenge: living a full life without sight.* 1958.

*Rehabilitation of the sick and injured.* 1959.

*Cerebral palsy.* 1960.

*Services available to the aged and chronic sick.* 1961.

*The prevention and alleviation of blindness.* 1962.

(the last four items here were put out by the Standing Medical Advisory Committee of the Central Health Services Council.)

#### MEDICAL DEPARTMENT

The following series of medical reports have been published by the Ministry and its predecessors:

General Board of Health. *Report . . . on a preliminary inquiry into the sewerage drains and supply of water, and the sanitary conditions of the inhabitants of . . .*, Separate reports of investigations covering 401 towns and villages in England and Wales carried out under the Public Health Act, 1848, and published during the years 1849-58. The reports include notes on the health of the people and on the incidence of disease.

Privy Council. [1st]-13th report[s] of the Medical Officer, with appendix. 1858/70.

Privy Council and Local Government Board. *Annual report of the Medical Officer.* 1873/75. (Reports for 1871/72 and for 1872/73 are in the Local Government Board's annual report, see p. 139.)

Local Government Board. *Reports of medical inspectors.* (Unnumbered) 1872-85.

— *Reports of medical inspectors.* Nos. 1-321. 1885-1909. (Reports on public health and sanitary conditions in individual towns, etc.)

— *Reports to the Local Government Board on public health and medical matters.* (N.S. Nos. 1-124) 1909-19.

Ministry of Health. *Reports on public health and medical subjects.* No. 1-. 1920-. Up to 1959 a separate *Sectional List* (No. 10) was issued which included all reports issued in this series whether in print or not: a few copies of the latest issue (revised to 30th June, 1959) remain and can be had from the Ministry's library. Reports in print are now included in *Sectional List* No. 11.

Local Government Board. *Annual report of the Medical Officer . . . for the year[s] 1876 to 1918-19.* From 1878 the report is issued as a supplement to the *Annual Report* of the Local Government Board.

Ministry of Health. *On the state of the public health: annual report of the Chief Medical Officer.* 1919-45. The first report (for 1919-20) was not given the title

*On the state of the public health.* The first two reports (1919-20 and 1920) were published as Command Papers, later ones as non-parliamentary publications. A single report in summary form was issued for the war years 1939-45. A very full account of the medical services of the Ministry of Health for the war period appears in the *History of the Second World War, United Kingdom Medical Series*, published by H.M.S.O. The volumes are: *Civilian Health and Medical Services*, Vol. I (1953), and *Emergency Medical Services*, 2 vols. (1952-55). From 1945 to 1961 the report of the Chief Medical Officer was published as part of the report of the Ministry of Health. From 1962 the pre-war practice has been resumed. The Ministry's report, entitled for 1962 and 1963 *Report of the Ministry of Health for the year ended 31st December . . . the health and welfare services* and from 1964 simply *Annual report of the Ministry of Health for the year . . .* is published (as a Command Paper) in the following July. *On the state of the public health: the annual report of the Chief Medical Officer* appears in the following autumn and is a non-parliamentary publication.

*Monthly Bulletin of the Ministry of Health and the Public Health Laboratory Service.* Vol. 1-. 1941-. Formerly *Emergency Public Health Laboratory Service, Monthly Progress Report* (April 1940 to August 1941). Conducted jointly by the Ministry of Health and the Public Health Laboratory Board. Includes original papers (usually by officers of the Ministry or of the Board), infectious diseases statistics and notes on services. Issued free to public health workers and institutions on a specified list. Others may buy single copies at a price of 1s. 6d. (post free) in the United Kingdom; prices to overseas applicants will be quoted on request. *The Monthly Bulletin can only be obtained from the Ministry: it is not on sale at H.M.S.O.*

A selection of the many publications on medical subjects issued by the General Board of Health and the Local Government Board is listed below:

#### GENERAL BOARD OF HEALTH

*Government regulations for the prevention of cholera.* 1848.

*Report . . . on the epidemic cholera of 1848 and 1849.* 1850. With appendices A to C. 1850-52.

*Report on the progress and character of the epidemic cholera prevailing in Germany in 1852,* by R. D. Grainger. 1852.

*Instructions to local authorities on preventive measures in relation to epidemic cholera under the Nuisances Removal Acts.* 1854.

*Report on the results of the different methods of treatment pursued in epidemic cholera in the provinces throughout England and Scotland in 1854.* 1855.

Medical Council. *Report of the Committee for scientific inquiries in relation to the cholera epidemic of 1854.* 1855. With appendix. 1855.

Medical Council. *Report of the Medical Council to the Rt. Hon. Sir Benjamin Hall . . . in relation to the cholera epidemic of 1854.* 1855.

*Tables illustrating the cholera epidemics of London in 1849 and 1954 as affected by the consumption of impure water.* 1856.

*Papers relating to the history and practice of vaccination.* 1857.

*Report on murrain in horned cattle, the public sale of diseased animals and the effects of the consumption of their flesh on human health.* 1857.

*Report on the pathology, therapeutics and general aetiology of the epidemic of yellow fever which prevailed at Lisbon during the latter half of the year 1857.* 1859.

#### LOCAL GOVERNMENT BOARD

*Sanitary state of Wales and Monmouthshire.* 1873.

*Reports on sanitary matters by medical officers.* 3 vols. 1895-1904. Reports for individual towns, etc., on public health, water supply, sanitation, etc.

*Precautions against the infection of cholera.* 1873. Reissued 1880.

*Medical Department. Papers submitted by the medical officer relating to the recent diffusion of cholera in Europe.* 1874.

*Medical Department. Plague. Papers relating to the modern history and recent progress of Levantine plague, etc.* 1879.

*Cholera regulations.* 1883-86.

*Medical Department. Scientific investigations. Interim report on the relations of septic to pathogenic organisms.* 1884.

*Medical Department. Milk-scarlatina. Reports, etc.* 1886.

*Hydrophobia. Report of a committee appointed by the Local Government Board to inquire into M. Pasteur's treatment of hydrophobia.* 1887.

*Hydrophobia. Return . . . of the cases of British subjects treated for hydrophobia or rabies by M. Pasteur during the last two years.* 1888.

*Report of the influenza epidemic of 1889-1890.* By Dr. Parsons, etc. 1891.

*Further report and papers on epidemic influenza, 1889-1892, etc.* 1893.

*Reports and papers on cholera in England in 1893, with an introduction by the Medical Officer of the Local Government Board.* 1894.

*Collection of reports concerning the glycerinated calf lymph establishment.* 1895-1903.

*Report . . . on the preparation and storage of glycerinated calf vaccine lymph; with an introduction by the medical officer.* 1897.

Most reports by medical officers of the Ministry of Health are now published in one or other of the series listed earlier (*Reports on public health and medical subjects*, *Monthly Bulletin of the Ministry of Health*); some appear in the medical journals. Details of those which are published separately by H.M.S.O. will be found in *Sectional List No. 11*.

*Medical History of the Second World War.* The Ministry of Health is preparing this history, which is being published by H.M.S.O. as *History of the Second World War, United Kingdom Medical Series*. The following volumes have so far been published: *Medicine and pathology* (1952); *Surgery* (1953); *The Royal Naval Medical Service*, 2 vols. (1954-

56); *The Army Medical Services: Administration*, 2 vols. (1953-55); *Campaigns*, 4 vols. so far (1956-62); *Emergency Medical Services*, 2 vols. (1952-53); *Medical Research* (1953); *Civilian Health and Medical Services*, 2 vols. (1953-55); *The Royal Air Force Medical Services*, 3 vols. (1954-58).

The final volume on *Army campaigns* (that for Burma) will appear in 1965 and the two remaining volumes (*Medical statistics*, *Medical services in war*) are in preparation.

#### LEGISLATION

Very little mention has been made in this paper of legislation sponsored by the Ministry of Health. Full details of Public General Acts, Local and Private Acts, and Statutory Instruments (and their forerunners, Statutory Rules and Orders) will be found in the various H.M.S.O. lists. A list of Acts sponsored by the Ministry and its predecessors and which are still in print will be found in *Sectional List No. 11*. The National Health Service Bibliography prepared by the Ministry's library (see above, p. 141) includes a full list of Statutory Instruments in the N.H.S. field which are still in force.

#### THE MINISTRY'S LIBRARY

The Ministry of Health Library dates from 1834, when a permanent Poor Law Commission was set up. Its history has paralleled that of the Ministry as a whole and when functions have been shed, the appropriate section of the library has usually been passed to the receiving department; when functions have been taken over from another department, the reverse process has taken place. The library retains copies of everything put out by the Ministry and its predecessors, whether published or not. It also has comprehensive stocks of non-official publications on all subjects with which the Ministry is currently concerned.

Since the launching of the National Health Service in 1948, the library has become recognised as the main centre for research on all aspects of this service and it acquires practically everything published in this field. The Hospital Abstracting Service, which was started in 1961, is run by the library: its functions include the editing of *Hospital Abstracts* (see above, p. 143) and the building up of a central cumulative index of hospital literature, including periodical articles, books, pamphlets and reports from all parts of the world. This has necessitated the formation of what has become the only comprehensive collection of hospital literature in this country.

Other special items in the library include: early poor law pamphlets (about 1,000) dating from the end of the seventeenth century; early books on vaccination, smallpox, cholera and other infectious diseases; complete sets of annual reports of local authority medical officers of health (England and Wales); annual reports and other publications of hospital authorities (England and Wales); publications of international health bodies, including those of the World Health Organisation, for which the library is a 'depository library'.

The library contains about 90,000 volumes and pamphlets and holds 950 sets of periodicals, 750 of which are current.

The primary duty of the library is to serve the Ministry's own staff, but no obstacles are placed in the way of research workers who wish to consult material which is not easily accessible to them elsewhere. The library is always willing to advise on the literature of its own special field and is widely used by hospital authorities, by those working on health, welfare and social services, and by research students. Books and journals are lent to other libraries but material is not normally lent to individuals.

All Ministry of Health publications are acquired by the library and, whether they are on sale or not, are listed in the monthly *Library Bulletin*, which is thus a useful means for hearing about unpublished Ministry documents which might otherwise be difficult to trace. The *Library Bulletin* has a very limited distribution outside the Ministry but requests for copies from anyone having a special reason for keeping in touch with new publications in the health field will be sympathetically considered.

# *The Ministry of Housing and Local Government*

## PART ONE

By W. Pearson  
*Librarian*

### I. HISTORY AND FUNCTIONS

This chapter should be read in conjunction with that of the Ministry of Health, particularly for the period prior to 1919, because of the association of that Ministry and its predecessor, the Local Government Board, with housing, environmental public health, local government (including finance, rating and valuation), town and country planning, clean air, coast protection and other functions of the Department.

In January, 1951, an Order in Council was made changing the title of the Ministry of Town and Country Planning to that of the Ministry of Local Government and Planning. Details of the changes of functions involved are given in S.I.s 142 and 753 of 1951, and from these it will be seen that the Department took over from the Ministry of Health various functions, mainly dealing with housing, local government, water supply and sewage disposal. In November, 1951, a further Order in Council changed the title of the Department to the Ministry of Housing and Local Government. The first report of the Ministry of Housing and Local Government for the period 1950/51 to 1954 was published as Command Paper 9559 in August, 1955. Subsequently the Ministry has published its report annually.

### II. PUBLICATIONS OF THE MINISTRY

The titles of the Ministry's publications are to be found in *Sectional List No. 5*, available free of charge from Her Majesty's Stationery Office. The list is revised at two-yearly intervals. There are, however, some publications not sold or distributed by Her Majesty's Stationery Office to which attention is drawn.

Each Annual Report of the Ministry contains lists of Statutory Instruments, Circulars and publications set out in appendices at the end of the report. The Statutory Instruments fill out the provisions of the Acts for which the Department is responsible by means of orders, regulations and directions. The Circulars, many of which are published as saleable documents, give more detailed guidance on procedure, particularly to local authorities. Complete sets of the Circulars of the Ministry and its predecessors are held in the library and may be consulted by research workers. The Annual Index of the Ministry of Housing Circulars ceased publication in 1956 and the Annual Report should be consulted for lists of Circulars published since that date. Copies of Circulars not on sale can normally be supplied only to authorities on the original distributions. Exceptions may, however, be made in special cases and each request will be treated on its merits.

Some Statutory Instruments of a purely local character and some Orders are not published by Her Majesty's Stationery Office as the demand is not likely to be sufficient to justify the cost of printing. Statutory Instruments not printed are listed by title in the annual volumes and can usually be obtained from the Ministry's Legal Branch on request.

Local and Private Acts are published by Her Majesty's Stationery Office, from whom a title page and index for each annual volume may also be obtained. The Statutory Publications Office has published an *Index to Local and Private Acts, 1800-1947* which is a useful guide. The Ministry's library holds complete sets of Local Acts from 1780 to the present day which may be consulted by appointment.

#### STATISTICS

The Ministry and its predecessors have made a practice of providing statistical information in their Annual Reports, Reports of Committees and in other publications. There are separate series also such as the *Housing Returns* for England and Wales, published quarterly with monthly summaries, and the *Local Government Financial Statistics* for England and Wales, which are published annually. In 1953 the Inter-departmental Committee of Social and Economic Research produced, as one of its Guides to Official Sources, No. 3 dealing with Local Government Statistics and this describes the current statistics collected by the Department as well as giving an historical review of statistics on Local Government Finance.

## HOUSING

The Ministry of Housing and its predecessors have had an interest in housing which goes back to the very early days of the Poor Law Commission and its *Report on the sanitary condition of the labouring population of Great Britain*, published in 1842. The Local Government Board had certain powers under the Artizans' Dwellings Improvement Act, 1875. The Royal Commission on Housing of the Working Classes reported in 1885 and the Act passed in the same year laid down elementary housing standards. But local authority powers to build houses were little used and it was after World War I that housing became a main function of the Ministry.

The Poor Law Commission, the Poor Law Board, the General Board of Health, the Local Government Board and the Ministry of Health each produced many reports on the sanitary aspects of housing, of which the more important are listed below:

*General Board of Health.* Warming and ventilation of dwellings . . . 1857 . . . report . . . by the commissioners appointed to inquire into the warming and ventilation of dwellings. 1857.

*Local Government Board.* Report on the Artizans' and Labourers' Dwellings Act, 1875, and amendments. 1884.

*Local Government Board.* Joint report by Dr. Barry and Mr. P. Gordon Smith on back-to-back houses. 1888.

*Local Government Board.* The Housing of the Working Classes Acts, 1890-1908, and the Housing Acts of 1914 annotated and explained. 1916.

*Local Government Boards for England and Wales and Scotland.* Report of the Committee . . . appointed to consider questions of building construction in connection with the provision of dwellings for the working classes in England and Wales, and Scotland, and report upon methods of securing economy and despatch in the provision of such dwellings. Cmd. 9191. 1918.

*Local Government Board.* Manual on the preparation of state-aided housing schemes. 1919.

*Local Government Board.* Housing by public utility societies: the government proposals. 1919.

*Ministry of Health.* Standardisation and New Methods of Construction Committee. Proposals approved. 1920.

*Ministry of Health.* Illustrations of selected non-traditional houses. 1945.

*Ministry of Health.* Housing, house production, slum clearance, etc. England and Wales. Half-yearly. 1934-39.

Statistics relating to houses in course of construction and completed; local authorities and private enterprise; loans, etc.; slum clearance; statistics relating to areas declared for clearance, houses to be demolished, etc.; new houses completed, houses made fit for habitation.

*Housing.* After World War I the Department issued a fortnightly (later monthly) journal entitled *Housing*. This ran from July 1919 to June 1921 (Vols. 1-2, Nos. 1-46) and contained notes and news on housing progress.

*Housing Returns.* Full statistics of housing development since World War II are given in *Housing Returns*, which have been issued since January 1946. Until June 1948 returns were issued monthly and from July 1948 there have been full quarterly statements with monthly summaries. Statistics given include: houses completed, under construction and in tenders approved; analysis by size; slum clearance; conversions and improvements; provision of standard amenities; loans by local authorities; housing labour force. Appendix B, issued quarterly, gives a tabular statement for each housing authority.

*The cost of house-building.* Three reports of the Committee of Enquiry (Chairman: J. G. Girdwood, C.B.E.). 1948, 1950 and 1952.

Of the recent publications of the Ministry on housing, the following are worthy of special mention:

*Housing Manual, 1949*, with technical appendices and supplements, 1951-53.

*Houses - the next step.* Cmd. 8996. 1953.

*Slum clearance (England and Wales).* Summary of returns. Cmd. 9593. 1955.

*Housing in England and Wales.* Cmnd. 1290. 1961.

*Housing.* Cmnd. 2050. 1963.

*Flats and houses.* 1958.

*Caravans as homes.* Cmnd. 872. 1959.

*Caravan Parks: location, layout, landscapes,* 1962.

Reports of Sub-Committees of the Central Housing Advisory Committee:

*Homes for today and tomorrow.* (Parker Morris Report.) 1961.

*Living in flats.* 1952.

*Transfers, exchanges and rents.* 1953.

*Moving from the slums.* 1956.

*Councils and their houses.* 1959.

*Design Bulletins*, a new series which includes such topics as designing for old people, services in flats, and space in the home. 1962-.

*Rent control.* Statistical information. Cmnd. 17. 1956.

*Rent Act, 1957.* Report of Inquiry. Cmnd. 1246. 1960.

#### LOCAL GOVERNMENT

The Ministry's responsibilities in the field of local government include environmental health and sanitary services as well as financial control.

The more important publications and reports are dealt with in the following order: (i) Annual and other statements on finance; (ii) Early reports on finance; (iii) Rating and valuation; (iv) Environmental health; (v) Local government reorganisation; (vi) Miscellaneous. Unpublished material on local government finance is being deposited in the Public Record Office (HLG Classes 32 and 33), where all except the records of the more recent years can be examined.

(i) *Annual and other statements on finance*

*Local Taxation Returns. 1871 to 1933-34.*

*Local Government Financial Statistics. 1934-35-*

This is an annual series instituted under the Local Taxation Returns Acts of 1860 and 1877. Returns before 1871 were the responsibility of the Home Office and the Treasury. Up to 1913-14 these returns were parliamentary publications; from 1914-15 onwards they have been non-parliamentary. The Goschen Report of 1870 emphasised the need for obtaining comprehensive figures in respect of local receipts and expenditure and from 1873 onwards there was a gradual expansion in their scope. By 1883-84, the accounts of a wide range of local authorities dealing with the poor; sanitation; ports, docks and harbours; highways, bridges and ferries; lighting and watching; sewers and drainage were included. For the next thirty years the annual returns continued on broadly the same scale, giving in great detail figures covering all the financial transactions of each authority. For the years covered by both world wars, summaries only were published. In 1934-35, following the passing of the Local Government Act, 1933, the name of the publication was altered to its present title.

The present annual publication is a summary based on the financial returns of all local authorities and including services such as education and police. The tabulation sheets from which the summary is prepared are preserved and access to them is available to research workers. More recently the material from which the summary is compiled has been kept for deposit in the Public Record Office.

Some of the more important recent reports on aspects of local government finance are:

*Report of the committee appointed to investigate the operation of the Exchequer Equalisation Grants in England and Wales. 1953.*

*Investigation into the operation of the Exchequer Equalisation Grants to local authorities in England and Wales. Cmd. 9270. 1954.*

*Local government finance: England and Wales. Cmnd. 209. 1957.*

In 1953, the Interdepartmental Committee on Social and Economic Research produced as one of its Guides to Official Sources, No. 3, Local Government Statistics. This describes the earlier returns as well as the current financial statistics together with information on sources and compilation. This Guide also gives details of unpublished statements and returns neostyled for use within the Ministry which can be made available to accredited research workers on application. Two examples of these are *Product of a Penny General Rate for all districts in England and Wales* and the quarterly statement of loans sanctioned by the Ministry which is issued to the Press.

(ii) *Early reports on finance*

The more important of these are:

*Local taxation (Poor Rates, County Rates, Highways, Church Rates).* 1839.

This brings together a series of returns, some of which had started with 1748, as well as explaining the limitations of the earlier returns and describing the various methods used to obtain them.

*Report of the Poor Law Commissioners on local taxation.* 1844.

A survey of the rating system, the kind of rates levied, the kind of property liable and how it was valued and the general machinery of rate collection.

*Local taxation.* Report of the Rt. Hon. George J. Goschen presented to Parliament in 1870 (House of Commons Paper 470 of 1870, reprinted as House of Commons Paper 201 of 1893).

Making use of earlier Papers and accompanied by appendices, this presented a comprehensive analysis of local finance for the year 1868 and a survey of the period since 1800. The progressive increase of local taxation were its main concerns and the burdens imposed on different classes of real property and it also criticised the shortcomings of the existing returns.

*Local Government Board.* Report of the Rt. Hon. Henry Hartly Fowler, M.P., President of the Local Government Board . . . on local taxation. 1893. (House of Commons Paper 168 of 1893.)

Accompanied by appendices, this brings the Goschen Report up to date.

*Royal Commission on Local Taxation,* 1896-1902.

Under the chairmanship of Lord Balfour of Burleigh, three reports and eight volumes of evidence and memoranda were presented.

*Departmental Committee on Local Taxation,* 1911-14.

Under the chairmanship of Sir John Kempe, two reports and four volumes of evidence and memoranda were submitted. It was mainly concerned with the financial relations between central and local government and with the possibility of new sources of local revenue.

(iii) *Rating and valuation*

The main source of information is *Rates and Rateable Values in*

*England and Wales*, published annually as a non-parliamentary publication. The object of this return is to provide an historical record from 1913-14 and, within limits, to make possible comparisons from place to place and from year to year. Publication began in 1921 with a Parliamentary Paper and it was not issued for 1939-40 to 1943-44, but the manuscript material for these years is available. In its present form, it is concerned only with rates within the meaning of the Rating and Valuation Act, 1925, water and drainage rates being excluded. A supplement showing rateable values and numbers of hereditaments on 1st April, 1956, was specially published when the new valuation lists came into force.

Rates, valuations and assessments are dealt with in the earlier reports on finance mentioned above, and in addition the annual reports of the Ministry and its predecessors have sections dealing with these and other aspects of local finance, giving both statistics and a commentary on developments during the year. Post-war publications of interest include the following:

*Rating of site values.* Report of the Committee of Enquiry. 1952.

*Distribution of rateable values between different classes of property in England and Wales.* Cmd. 9718. 1956.

*Rating of charities and kindred bodies.* Report of Committee. Cmnd. 831. 1959.

*Rating of plant and machinery.* Report of Committee. 1959.

*Rate deficiency grants in England and Wales.* Report of the Working Party. 1962.

#### (iv) *Environmental health*

These functions stem from the efforts of the Ministry's predecessors in directing local authorities to make a healthier urban environment in various ways. Significant publications are:

*Alkali Acts.* Annual reports on alkali, etc., works by the Chief Inspectors. 1864-

From 1864 to 1871 the reports were issued by the Privy Council Committee for Trade, to 1918 by the Local Government Board and from 1919 to 1951 by the Ministry of Health. The Alkali Acts are concerned with the regulation of noxious fumes from industrial works and the prevention of atmospheric pollution. Further duties were given to the Alkali Inspectors under the Clean Air Act of 1956. The Report for 1963 is the hundredth to be published.

*Public cleansing.* Refuse collection and disposal, street cleansing. Costing returns. 1925-26 to 1938, 1960-61-

Statistics which enable a comparison to be made between local authorities

as regards their costs, such as weight per 1,000 population per day, net costs per ton per 1,000 population and per 1,000 houses per annum.

*Model Byelaws.* Nos. I-XXVII. 1937-.

Published for the guidance of local authorities in framing byelaws to regulate sanitary and public health services. They are revised from time to time. An earlier series (Nos. 1-16) issued by the Local Government Board between 1877 and 1882 may be consulted in the Library, where a bibliography on model byelaws may be obtained.

*Report of the Departmental Committee on Air Pollution.* (Beaver Report.) Cmd. 9322. 1954.

This was followed by the Clean Air Act of 1956 and a number of memoranda on the provisions to be made have been published subsequently. Summaries of programmes submitted by local authorities for the establishment of smoke control areas have been published as Cmd. 1113 (1960) and Cmd. 1890 (1962).

(v) *Local government reorganisation*

Between the two world wars, there were three Royal Commissions: the first on London Government published its report in Cmd. 1830 in 1923; the second under Lord Onslow sat from 1923 to 1928 to deal with local government as a whole, whilst the third dealt with the Tyneside area. The memoranda and minutes of evidence submitted to the first and second were also published in several volumes.

Proposals for reform in local government and in the financial relations between the Exchequer and local authorities were put forward in three Command Papers (Cmd. 3134, 3227 and 3285) in 1928 and 1929.

After World War II there was a short-lived Local Government Boundary Commission whose report for 1947 (H.C. 86 of Session 1947-48) is of interest. Subsequently there were statements made on areas and status of local authorities in Cmd. 9831 in 1956 and on functions of county councils and county district councils in Cmd. 161 in 1957, and these were followed by the setting-up of Commissions.

The Royal Commission on Local Government in Greater London published its report (Cmd. 1164) in 1960 together with memoranda, minutes of evidence and written evidence from government departments, local authorities, miscellaneous bodies and private individuals in a series of volumes from 1958 to 1961. An index to the minutes of evidence was published in 1960. Other publications relating to London Government followed, including the Government Proposals for Reorganisation published in 1961 as Cmd. 1562 and accompanied by maps.

The Local Government Commission for England has been publishing its Reports and Proposals for successive areas from 1961 onwards and these also have maps published to accompany the reports. Areas such as the North-East, the East Midlands, the South-West and the West Midlands have been dealt with so far. The Local Government Commission for Wales published its Report and Proposals in 1962.

(vi) *Miscellaneous*

LOCAL GOVERNMENT BOARD

*Report on Public Health and Social Conditions.* Cd. 4671. 1909.

A survey of the period 1850 to 1908 with the figures illustrated by a number of historical charts. It deals in six sections with the trends in population; public health; occupations, wages and unemployment; poor law and pauperism; local government and local taxation; and such other social factors as education, trade unions, thrift, income tax and crime. Section V dealing with local taxation contains thirty pages of statistics and comments and eight charts.

MINISTRY OF HOUSING AND LOCAL GOVERNMENT

*Report of the Departmental Committee on Coastal Flooding.* (Waverley Report.) Cmd. 9165. 1954.

*Technical possibilities of a Thames flood barrier.* Cmnd. 956. 1960.

WALES\*

The Ministry had a special responsibility for Welsh affairs and prepared an annual *Report on developments and government action in Wales and Monmouthshire* as well as a *Digest of Welsh statistics* which is also published annually.

Other reports have appeared on such topics as the water resources of Wales, the Welsh holiday industry and the Welsh language.

WATER SUPPLY, SEWERAGE, ETC.

The Ministry of Housing and Local Government is responsible for the central administration of water supply, sewerage and the prevention of river pollution. Sanitation has been an important interest of the Department and its predecessors since the setting up of the General Board of Health in 1848. Many reports on various aspects of the subject have been issued and a few of the important earlier ones are listed below in chronological order:

*General Board of Health.* Report... on a preliminary inquiry into the sewerage, drainage and supply of water, and the sanitary conditions of the

\*These functions passed to the Secretary of State for Wales in October, 1964.

inhabitants of. . . Separate reports of investigations covering 401 towns and villages of England and Wales carried out under the Public Health Act of 1848 and published during the years 1849-58.

*General Board of Health.* Report . . . on the supply of water to the metropolis. 1850.

*General Board of Health.* Reports . . . in respect to the operation of pipe sewers. 1855.

*General Board of Health.* Report on the means of deodorising and utilising the sewage of towns. 1857.

*Poor Law Board.* Suggestion as to the preparation of plans as to main sewerage and drainage and as to water supply. 1866.

*Local Government Board.* Report . . . on certain means of preventing excrement nuisances in towns and villages. 1875.

*Local Government Board.* Report of a Committee appointed . . . to inquire into the several modes of treating town sewage. 1876.

*Ministry of Health.* Memorandum on work of flood prevention. 1930.

Of the more important recent publications issued by H.M.S.O. the following may be specially mentioned:

*A national water policy.* (Joint publication with the Ministry of Agriculture and Fisheries and the Department of Health for Scotland.) 1944.

*Prevention of river pollution.* Report of the Rivers Pollution Prevention Sub-Committee of the Central Advisory Water Committee. 1949.

*Water softening.* Report of the Water Softening Sub-Committee of the Central Advisory Water Committee. 1949.

*Departmental Committee on the Deterioration of Cast Iron and Spun Iron Pipes Interim Report.* 1950.

*Committee on Synthetic Detergents.* Report published in 1956 with Progress Reports issued almost every year since then.

*Methods of chemical analysis as applied to sewage and sewage effluents.* Committee Report. 2nd edition. 1956.

*Growing demand for water.* 1st, 2nd and final reports of the Sub-Committee. 1959, 1960 and 1962.

*Water conservation, England and Wales.* Cmnd. 1693. 1962.

*Control of radioactive wastes.* Cmnd. 884. 1959.

*Radioactivity in drinking water in the United Kingdom.* 1962 results.

*Model water byelaws.* 1963 edition.

The Surface Water Survey, which has published hydrometric statistics for British rivers in its Year Book, as well as hydrological surveys for various river basins, has now been transferred to the Water Resources Board under the Water Resources Act, 1963. The *Report of*

*the Sub-Committee on Information on Water Resources* is a useful source of reference published in 1959.

#### TOWN AND COUNTRY PLANNING

The first Act of Parliament to recognise town and country planning as a means of creating an environment which would satisfy the many and varying needs of the community was the Housing, Town Planning, etc., Act of 1909. Other Acts followed in 1919, 1923 and 1925; the latest, although a consolidating Act, was the first to establish town planning as a separate branch of legislation. The Local Government Act of 1929 gave county councils the right to participate in the preparation of planning schemes, and in 1932 the first complete code of planning law was put on the statute book with the Town and Country Planning Act of that year. The 1932 Act remained the basis of planning law for fifteen years with the help of the Restriction on Ribbon Development Act of 1935 and the Housing Act of 1936. Those who wish to trace these developments more fully will find a useful historical survey in the opening pages of the *Report of the Committee on the Qualifications of Planners*, Cmd. 8059, 1950.

By the middle 1930s deficiencies in planning led to a Royal Commission under Sir Montague Barlow, whose report in turn caused two more expert committees to be appointed. The three reports, known by the names of their chairmen as Barlow, Scott and Uthwatt, have had considerable influence on subsequent legislation and administration and the full titles are:

*Report of the Royal Commission on the Distribution of the Industrial Population.* Cmd. 6153. 1940.

*Report of the Committee on Land Utilisation in Rural Areas.* Cmd. 6378. 1942.

*Report of the Expert Committee on Compensation and Betterment.* Cmd. 6386. 1942.

Under the influence of these reports a new series of Acts culminating in the Town and Country Planning Act of 1947 was passed from 1943 onwards. In 1943 the new office of Minister of Town and Country Planning was created and he was "charged with the duty of securing consistency and continuity in the framing and execution of a national policy with respect to the use of and development of land throughout England and Wales". The general principles to guide future planning legislation were given in *The Control of Land Use* (Cmd. 6537, 1944) and another statement, *Employment Policy* (Cmd. 6527, 1944), was

followed by the Distribution of Industry Act in the next year. In 1946 the New Towns Act was passed and then the Town and Country Planning Act designed to establish the new planning system received Royal Assent in August 1947.

The system set up to deal with compensation and betterment problems did not work well in practice and a statement, *Amendment of financial provisions of Town and Country Planning Act, 1947*, was followed by the abolition of the development charges in the Town and Country Planning Act of 1953. The Central Land Board, which operated part of this system, published its final report (Cmnd. 908) in 1959. *Town and Country Planning 1943-51* (Cmd. 8204) contains information on the background to the legislation and its execution during this period and also on the work of the Ministry of Town and Country Planning which existed during these years.

To assist local planning authorities and developers the Ministry has produced advisory manuals and bulletins, of which some of the more important are:

*Advisory handbook on the redevelopment of central areas.* 1947.

*The density of residential areas.* 1952.

*Design in town and village.* Part 1: The English village, by Thomas Sharp. Part 2: The design of residential areas, by Frederick Gibberd. Part 3: Design in city centres, by Sir William G. Holford. 1953.

*Trees in town and city.* 1958.

*Caravan parks: location, layout, landscape.* 1962.

*The Green Belts.* 1962.

Planning Bulletins:

No. 1. *Town centres. Approach to renewal.* 1962.

No. 2. *Residential areas. High densities.* 1962.

No. 3. *Town centres. Cost and control of redevelopment.* 1963.

No. 4. *Town centres. Current practice.* 1963.

No. 5. *Planning for daylight and sunlight.* 1964.

No. 6. *Development plan maps.* 1964.

No. 7. *Parking in town centres.* 1965.

*Bulletin of Selected Appeals Decisions.* Nos. I-XIII. 1947-58.

*Selected Planning Appeals.* Second series, Vol. 1. 1959-.

*Statistics of decisions on planning applications.* 1962.

### *Plans and surveys*

The Town and Country Planning Act of 1947 requires local planning authorities to prepare development plans and to submit these to the Minister. The written analysis or report of the survey may be obtained

from the planning authorities and these contain sections on the natural, economic and industrial resources of a county or town together with other material of interest to the research worker. Each local planning authority is required to make copies of its development plan available for sale after the plan has received the approval of the Minister.

Prior to 1947 many local authorities had prepared plans and surveys and those published from 1943 to 1950 are listed in Bibliography No. 45 and also in Cmd. 8204. Also, planning schemes in force under pre-war planning Acts are listed in Ministry of Town and Country Planning Circular No. 60.

During the post-war years, several outline plans were commissioned by the Ministry for Greater London, Merseyside, the North-East, South Wales, West Midlands and West Cumberland and some of these have been published. Details of these are given in Cmd. Paper 8204 entitled *Town and Country Planning 1943-51*. In 1964, the Ministry produced *The South-East Study*.

### *New Towns*

A committee was set up under Lord Reith in 1946 which produced three reports in the same year. The final report (Cmd. 6876), which led to the New Towns Act of 1946, has been reprinted since. Twenty New Towns have been designated and established in England, Scotland and Wales. The annual reports of the development corporations responsible for each of these are placed before Parliament each year, giving full details of progress made in the construction and planning of them. A Commission for the New Towns was established under the New Towns Act of 1959 to deal with those New Towns which had been completed and its Annual Report is placed before Parliament. Master Plans and other publications are available from the general manager of each development corporation. A small guide to the New Towns in brochure form is available free of charge from the Central Office of Information, which has also produced an introductory Reference Pamphlet (No. 44) entitled *New Towns in Britain* for sale. The Ministry's Library has listed most of the references to published information on the New Towns in Bibliography No. 65.

### *National Parks and access to the countryside*

The growth of the idea of National Parks in this country from the first Bill introduced in 1884 is described in a pamphlet published jointly with the Central Office of Information and entitled *National Parks and*

*Access to the Countryside.* The National Parks Commission, the body responsible for the designation of the National Parks, presents an Annual Report to the Minister which is laid before Parliament.

Under the National Parks and Access to the Countryside Act of 1949, a Survey of the Public Rights of Way is in progress. A pamphlet prepared by the Commons, Open Spaces and Footpaths Preservation Society sets out the methods to be used. County councils are responsible for arranging with councils of county districts and parishes to supply the information required. The information is incorporated in a draft map, which becomes a provisional map and finally a definitive map, the latter being evidence of the existence of public rights of way. Maps are deposited locally with statements for inspection prior to approval and copies of the definitive maps and statements will remain with the surveying authority, from whom copies may be obtained. Sections 31 and 32 of the Act and M.O.T.C.P. Circulars 81 and 91 deal with this Survey in more detail.

Another type of map produced under this Act is of land subject to public access. A local planning authority affected by Section 78 of the Act is required to have copies available for inspection (M.O.T.C.P. Circular 96 also refers).

#### *Mineral working*

Mineral working as a use of land came under legislative control in 1932 but the Town and Country Planning Act of 1947 introduced more effective control. The *Control of Mineral Working* (1960) gives in a handy form the legislation and policy affecting mineral development and the planning problems associated with it. An Advisory Committee has considered the particular problems of sand and gravel and has published its report in eighteen parts covering the whole of the country, in addition to a general survey. *New Life for Dead Lands*, published in 1963, describes how derelict land can be reclaimed, and a fuller bibliography (No. 107) on this subject is available from the Library.

#### *Buildings of special architectural or historic interest*

The preservation of buildings of architectural or historic interest has been an object of official planning since 1925 but the listing of such buildings was commenced as a result of the Town and Country Planning Act, 1944. After an area has been surveyed by one of the Ministry's investigators, a provisional list of the buildings, divided into

three grades according to their importance, is sent to the local authority and interested public bodies and societies. In due course, the statutory list required by Section 30 of the 1947 Town and Country Planning Act is compiled in the light of any comments received and a copy is deposited with the local authority concerned, together with a supplementary list of the less important buildings. Copies of these lists are also available in some local public libraries and a complete set is in the British Museum State Papers Room, as well as in the Ministry's Library.

#### LIBRARY

The Ministry's Library contains over 90,000 volumes and pamphlets and receives over 700 current periodicals. It is possible for bona fide research workers and staffs of local authorities to consult material in the Ministry's Library which is not readily available to them elsewhere. The staff of the Library is willing to advise on the literature and sources of information and in this connection a cumulative Index to Periodical Articles compiled since 1946 is available. The Library holds copies of all publications of the Ministry whether placed on sale or not. It also has an extensive stock of non-official publications on the subjects with which the Ministry is concerned. Application to use the Library should normally be made by letter.

#### RECORDS

The transfer of papers to the Public Record Office has been steadily proceeding under the supervision of the Departmental Records Officer and where official papers are not yet available in the Public Record Office, application to see them should be made to this officer.

## PART TWO

## TOWARDS A NATIONAL ATLAS

• By S. W. E. Vince, revised by W. A. Payne

## THE 1/625,000 PLANNING MAPS OF BRITAIN

The most comprehensive survey ever undertaken of the national life and resources of Great Britain is being recorded on a series of maps on a scale of ten miles to an inch, in the Ministry of Local Government and Planning and the Department of Health for Scotland. The maps depict geological and physical structure, land use, mining, industry, administrative areas, population, communications, public utility undertakings and other information, much of which has never been previously published. These maps, which are the result of close collaboration between a number of government departments and various voluntary organisations, are being published by the Ordnance Survey Department.

*Origin of the survey*

A survey of this kind was advocated before the war, and in 1938 a committee appointed by the Council of the Town Planning Institute, under the chairmanship of the late Sir Leslie (Lord Justice) Scott, recommended the setting up of a Commission to carry out a national survey of the natural and economic resources of the country. The National Atlas Committee of the British Association submitted proposals to the Association in 1939 and said: "The proposed Atlas aims at a strictly objective and scientific presentation of the natural conditions, natural resources and economic development of the land – and of the distribution, occupations, movement and social conditions of the people. It is believed that the publication of such an Atlas would mark a great step forward in the dissemination of accurate knowledge of the country among the general public. It would also be of service to administrators, public men, educationists and research in many fields, since it would present in convenient form the data upon which many conclusions and decisions of national importance must be based."

In 1941, Lord Reith, as Minister of Works, set up an Advisory Committee under the chairmanship of the Director-General of the Ordnance Survey to consider the preparation and publication of maps

necessary for the wide field of planning. The services of members of the National Atlas Committee were drawn upon for expert guidance including Professor E. G. R. Taylor and Dr. L. Dudley Stamp, while Sir Edward Bailey, Director of the Geological Survey, represented the Department of Scientific and Industrial Research. Careful consideration was given to questions of scale, format and grid so that the maps to be produced should form part of the National Cartographic System, and so that they could be included in the National Atlas if this were proceeded with later. It was agreed that the Ordnance Survey should publish the maps on a scale of 1/625,000 or about 10 miles to 1 inch, and that they should all bear the National Grid, which provides a convenient system of reference and forms an index to larger-scale maps.

### *Organisation of the work*

As a result of this inquiry a Maps Office was instituted under Dr. E. C. Willatts in the Planning Branch of the Ministry of Works, which in 1943 became the Ministry of Town and Country Planning, and in 1951 the Ministry of Housing and Local Government. A similar Maps Office was opened in Edinburgh, in the Department of Health for Scotland, as it then was (now the Scottish Development Department). In these two offices intensive examination of a great amount of data has been undertaken. Sources studied included the Census Returns, Lists of Quarries and Mines, Lloyd's Register and much unpublished information. The results have been charted on large-scale maps. These form a unique library, which is maintained in a state of revision and is always available for official use. From these manuscript maps the national series has been drawn on the 10-mile scale to provide a comprehensive summary and a graphic picture which will be of great help to those concerned with the country as a whole as well as to the regional planner and research worker interested in the features of specific areas and their relation to the rest of the country.

While the majority of maps have been specially prepared in the Ministry of Housing and Local Government and the former Department of Health for Scotland, some have been compiled by other departments or other research organisations. The Ordnance Survey, in addition to undertaking publication, has also given expert guidance without which the task would have been impossible.

Each map is in two sheets which together form a convenient size for wall display (approximately 5 ft. 6 in. by 3 ft. 6 in.) and they are large enough to indicate all towns, most villages, and all railways, Class I

roads and canals. The northern sheet covers all Scotland and England north of Kendal and Northallerton, and the second sheet includes the rest of England and Wales.

### *The maps*

A complete list of the maps for the National Atlas – published, now in the press, and in preparation – is appended to this chapter (pages 181–183).

The first in the series is the topographical Base Map which serves as a standard underprint to all the other maps except one, the map of Physical Features. This shows relief by layer tints at 200, 400, 600, 800, 1,000, 1,400, 2,000 and 3,000 ft. Unlike the other maps, it does not have a standard topographical background, but the rivers and lakes are printed and named in blue, and the grid in black. The problems in connection with the preparation of this map have been both the allocation of the correct names to the various physical features and the extent of country they should cover. It has never been an official task to enquire into and standardise correct designations for the physical features of Great Britain, but clearly it would be advantageous to planners, geographers and others in any informal discussion to achieve full agreement on the extent and names of areas under consideration.

The map of Geology (Solid) has been prepared and drawn by the Geological Survey, but forms an integral part of the Ten-Mile Series as a whole. It is basic to an understanding of the physical build of the country. No geological map has previously been published on so large a scale as this covering the whole of Great Britain. The map of Annual Average Rainfall was compiled with the aid of maps and statistics supplied by the Meteorological Office; it shows the average annual rainfall for a standard thirty-five-year period (from 1881 to 1915) and has isohyets at 20, 22–25, and 25 in., and thence at intervals of 5 in. up to 50 in., and thence at 10-in. intervals. In addition to showing the distribution of annual rainfall over Great Britain, unusual features are dispersion graphs covering the whole thirty-five-year period, and showing in effect the monthly expectation of rain throughout the year for a number of representative stations in different parts of the country. It is now being supplemented by a new version for a more recent period (1916–50) which is in preparation. In addition to a greater selection of representative stations for which dispersion graphs are appended, there will be an inset map showing the seasonal distribution

of rainfall, according to the percentage occurring in the summer half-year.

The map of Administrative Areas is an important one as hitherto there has been no single map giving this information for the whole country. It shows by various colours and tints the boundaries of the administrative counties, county, municipal and metropolitan boroughs, urban and rural districts, and, in Scotland, those of large and small burghs and other district councils. The names are printed in capital letters in the appropriate colour except for rural districts and district council areas, where lower-case italic type has been employed. This map is revised at frequent intervals to take account of boundary changes and changes in the status of areas. The latest version was revised in 1962.

The Land Utilisation map was prepared by the Land Utilisation Survey of Britain. This presents a useful though necessarily generalised picture of the land use of Great Britain before war-time pressure necessitated intensive 'ploughing-up' campaigns; and hence it reflects a truer representation of farming under the normal interplay of physical and economic influences. Land use is shown by six colours – woods and forests in green; heath, moor and rough pasture in yellow; permanent grass and meadow in light green; arable land in brown and nursery gardens and orchards in purple. Chief urban areas appear in red, water in blue. For the planner, agriculturist, tourist and geographer it has many uses, one being the indication of tracts of unimproved land (shown in yellow), which may be suitable for further agricultural improvements, for recreation, afforestation or in some cases for preservation as national parks. The northern sheet shows at a glance the comparatively small proportion of cultivated land in Scotland, and reference to the physical and geological maps suggests an explanation.

Within these broad categories of land use there is a great diversity of farming enterprise. The map of Types of Farming shows 17 main types in England and Wales – 5 pasture, 6 arable and 6 intermediate or mixed types – and 13 types in Scotland – 4 arable with livestock feeding, 2 livestock rearing with arable, 4 dairying, 2 hill sheep farming and 1 crofting. The map is based on the proportions of arable and grassland and the dominance of the farming enterprise within each area. The economic pull of certain major markets is apparent, a factor which may locally be of greater force than physical influences. This map is one of a number which have been produced as a result of cordial collaboration between various organisations. For England and Wales

the map was drawn by experts of the Ministry of Agriculture, and for Scotland was prepared by the Land Utilisation Survey of Britain in conjunction with the Department of Agriculture for Scotland.

Neither the Land Utilisation nor the Types of Farming map shows the quality of land. This has become a matter of prime importance in view of the encroachment of building before the war and the war-time construction of camps, aerodromes and factories. The Land Classification map indicates inherent fertility and divides the land into ten main types according to its quality and agricultural value, whilst the key indicates the dominant utilisation in 1939. The scale runs from first-class land of fertile, deep, easily worked loams, silts and peats (intensively cultivated arable), through the areas of best fattening pastures, downland or, in Scotland, machair land, heavy land with wet soils, light sandy soils of lowland heaths and moors, to the poorest quality of shingle, sand and saltmarsh. The map demonstrates at once how little there is of the best land and how frequently it lies dangerously near to expanding urban areas. It is evident that this land of very high fertility has, by reason of its very location, been inevitably exposed to building encroachment in the past.

A map dealing with vegetation forms a most useful addition to the agricultural series. The survey of grasslands of England and Wales, conducted in 1940 for the Ministry of Agriculture by Sir R. George Stapledon and Dr. William Davies, has been published. Twenty-three types of grassland are depicted, ranging from first-class ryegrass pastures to the molinia, heather and cotton grass of mountain moorland. It illustrates where a progressive agricultural policy can effect the up-grading of pasture land in Britain. The survey did not extend beyond the Border, where there has been no recent detailed survey, but for Scotland a map of vegetation, based on a reconnaissance survey, has been published.

The subject of population is one of perpetual interest to planners, geographers, economists and statisticians. A series of maps covers this subject. The first, Population Density 1931, has since been followed by Population Density 1951. Six tints are used on both maps to represent areas of various densities: virtually uninhabited; sparse rural; dense rural; suburban and industrialised rural; urban; dense urban. The tints on the later version distinguish more clearly between the different categories. These maps give a useful picture of the general distribution of town and country and the population density. Eighty per cent of the population in England and Wales and 60 per cent of that of

Scotland is found in urban areas. The distribution of this urban population has been graphically expressed in maps of Population of Urban Areas, 1938 and 1951. The size of each town is shown by a circle proportionate to its population and its administrative status is shown by distinctive type. The conurbations, the satellites of large towns, the relatively even spacing of small market towns in southern and eastern England stand out clearly. The absence of any large centre in Wales outside the coalfields, and the concentration of Scotland's population in the Midland Valley are also very apparent.

Population problems are complex and the factors of mobility and of changes due to natural causes need to be studied. Two series of maps have been published.

One series – Population: Total Changes – shows both rate and amount of total change over a period of years, using symbols for size, and colour for rate of change. This series consists of three maps, the first covering the decade 1921–31, the second 1931–39, and a third the subsequent period 1939–47. Areas virtually unpopulated are excluded. The two first-mentioned maps show the areas of progressive decrease of population to be the South-West counties, Wales, North-East England, and the Southern Uplands and Highlands of Scotland; and the main areas of increase to be London and the South-East, the English Midlands and the Midland Valley of Scotland. All counties with a high proportion of hill land or mountain moor showed a decrease during the inter-war period, but during the war the decentralisation caused by evacuation, temporarily at least, radically reversed the former tendencies.

These maps, though illuminating, do not show whence, or whither, the population has actually moved because changes are due to two factors, migration and natural increase or decrease (i.e., excess of births over deaths or deaths over births). The second series, therefore, shows Migration of Population and is compiled for the same periods as those of total change. These reflect considerable movement; one example, from the 1921–31 map, is the marked migration from dockyard towns and to certain coastal resorts.

Suburban increases are prominent between 1931 and 1939, chiefly in new housing estates, as in the case of Liverpool, where Huyton with Roby Urban District has an annual average increase of 70 per cent. The great attraction of London is also very evident in an area of 50 miles radius from the centre. The corresponding map for 1939–47 shows much more widespread increases in Southern England, the Midlands,

West and North Lancashire and parts of Yorkshire, North-East Wales and parts of Central Scotland.

Economic resources and industry have been studied. Two important maps in the series are those of Coal and Iron and Iron and Steel, though both are now somewhat out of date and due for revision. The Coal and Iron map shows the coalfields, distinguishing the exposed fields, concealed fields where the seams dip beneath younger rocks, fields not yet worked and iron fields. Generalised geological sections appear as insets. All coal mines employing over thirty workers are shown by dots of four sizes to indicate numbers employed. All iron ore workings producing over 1,000 tons per annum are graduated according to output in tons, and the varied grades of iron ore content in the various fields are recorded. This map reflects many problems; it indicates where an extension of working must be expected, and with the map of Migration of Population shows how the newer coalfields have attracted the population to the detriment of the areas of abandoned mines. For example, there has been a progressive eastward shift of the workings of the Yorks, Notts and Derby Coalfield with an increase of population in the new mining areas. Other allied problems are those of subsidence in relation to the siting of new towns and of restoration of land from which minerals have been extracted. There are serious planning problems in the extensive iron-ore fields of the Midlands.

The Iron and Steel map also shows the coal and iron fields, and the location and capacity of all works, distinguishing blast furnaces and steel works of open hearth, Bessemer or electric types. Coke ovens and limestone quarries are shown, those owned by the iron and steel industry being distinguished in both cases. This map shows the concentration of this basic and primary industry, and, in conjunction with the Coal and Iron map, shows the sources of the necessary home-produced raw materials for the industry. Another map in the economic mineral series is that of Limestone, which shows the relevant geological outcrops, including chalk, location of quarries and an indication of output. The chief uses of products of quarries, e.g., agriculture, cement, building stone, etc., and, in Scotland, an indication of the quality of limestone, are also shown.

One of the newer maps in the series is Local Accessibility, which shows the hinterlands of towns and other centres as determined by an analysis of bus services. The 1951 populations, both of the centres and of the hinterlands which they serve, are shown by concentric circles, the inner one proportional to the population of the centre. and outer

circle representing the population of the centre and its hinterland. This is a map of great value for planning purposes, as it enables the principal service areas to be distinguished.

The Roads map shows trunk routes and all classified roads in distinctive colours. A new version which is in preparation will also show motorways. Each road bears the approved classification number of the Ministry of Transport, and the map also shows ferries and the telephone boxes of the A.A. and R.A.C. The Railway map is now out of print, and a new version must obviously be delayed until the effects of the reorganisation of British Railways are known. As on the previous version, such a map would probably show the main lines and other systems distinguished by standard colours for each railway region and the number of tracks by three thicknesses of lines, distinguishing electrified and narrow-gauge lines.

The public utilities are represented by two maps, but these are now very out of date. Gas and Coke shows gasworks by symbols graded according to maximum daily capacity, as well as coke ovens, gasholder stations, the main links between works, ovens and stations, and the approximate areas within which a supply of gas is available. In addition it shows the boundaries of the various Gas Boards, and for general reference the boundaries of the various undertakers' areas before nationalisation. The map of Electricity Statutory Supply Areas shows the boundaries and types of the various supply undertakings, and though of historic value and interest, has been rendered out of date by nationalisation.

#### NATIONAL PLANNING MAPS

National Planning Maps on the scale of 1/625,000 or approximately 10 miles to the inch; published by the Ordnance Survey and obtainable from Messrs. E. Stanford, Long Acre, W.C.2, and other Ordnance Survey Agents.

Sheet 1 covers Scotland and England north of Kendal-Northallerton. Sheet 2 covers the rest of England and Wales.

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| Types of Farming                             | " "                   | 7  | 6                           |
| Vegetation: Grasslands of England and Wales  | Sheet 2 and<br>part 1 | 7  | 6                           |
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| Population Density, 1951                     | " "                   | 7  | 6                           |
| Population of Urban Areas, 1951              | " "                   | 7  | 6                           |
| Population: Total Changes, 1921-31           | " "                   | 7  | 6                           |
| 1931-39                                      | " "                   | 7  | 6                           |
| 1939-47                                      | " "                   | 7  | 6                           |
| Changes by Migration, 1921-31                | " "                   | 7  | 6                           |
| 1931-39                                      | " "                   | 7  | 6                           |
| 1939-47                                      | " "                   | 7  | 6                           |
| Local Accessibility                          | " "                   | 7  | 6                           |

#### *In Preparation*

Igneous and Metamorphic Rocks  
Gravel and Associated Sands (Sheet 2)  
Rainfall: Average Annual, 1916-1950  
Population Changes, 1951-61  
Population Distribution, 1961

Although these maps contain enough information in their keys to be fairly self-explanatory, certain of the subjects are sufficiently technical to warrant an explanatory text or memorandum in order to make the maps fully valuable to the layman. The texts are published for the Ministry of Housing and Local Government and the Scottish Development Department by the Ordnance Survey, at a price of 1s.

Texts are available for:

1. Land Classification;

2. Average Annual Rainfall;
3. Population (covering all the Population Texts);
4. Limestone;
5. Vegetation (England and Wales);
6. Local Accessibility;
8. Vegetation (Scotland).

The Land Classification Text describes on what basis the country has been divided into ten categories, together with an estimate, county by county, of the acreage falling into each category. The categories range from first-class arable land, used for intensive cash cropping or even market gardening, to the very poorest saltings and rough marsh. The statistical tables show that Lincolnshire and Cambridgeshire and the Isle of Ely, which contain large areas of the Fenlands, have the highest total of first-class land, 530,900 and 274,300 acres respectively.

The Rainfall Text, in addition to describing very generally some of the factors behind the distribution of rainfall in Great Britain, gives a full account of the construction of the dispersion graphs, and of the ways in which they can be used to show the probable amount of rainfall month by month, and the regional differences in its distribution.

The Population Text refers to all the maps in the population series, and explains the methods used in their compilation, as well as the difficulties encountered, and gives warning of the care needed in interpreting these maps.

The Limestone Text describes the nature and origins of limestone, the more important types geologically and their distribution, and the production and uses of limestone. It is illustrated by graphs, tables and small-scale maps showing the output of limestone and chalk and the distribution of quarries producing for particular uses, such as cement and building stone, flux, lime, etc. There are also short sections on limestone landscapes and on limestone and water supply.

The Vegetation Texts both for England and Wales and for Scotland describe the basis of the classification and the distribution of pasture types, including rough pastures in Scotland.

The Local Accessibility Text describes the hierarchy of centres, and their relationship one to another is illustrated by a map. The sources of information and the method of compilation employed are also detailed, and there is a section on the interpretation of the map.

# *The Ministry of Labour*

By P. D. Ward

*formerly Deputy Director of Statistics*

May I begin by saying that the Ministry of Labour is most anxious to give research workers and the universities all possible help. If sometimes we seem unduly cautious in imparting information there is usually a very good reason for it. There are three things we have to watch all the time in deciding how much information can be made available. One is that we do not forfeit the confidence of those who have supplied us with the data. The second concerns issues of policy and the third the question of cost. The first – confidentiality – is of the utmost importance. When an employer or anyone else has given us information on the understanding that we shall regard it as confidential, he has a right to expect us to honour our undertaking to the full. Any breach of confidence might have most unfortunate results on future co-operation between employers and the Ministry and, after all, in the last resort we must rely on willing co-operation rather than compulsion to get the information we seek. But there is a stronger and even more compelling reason than this. The Statistics of Trade Act, 1947, under which we obtain much of our statistical information, is extremely strict on the question of confidentiality. It even stops us from disclosing information about individual employers' establishments to other government departments unless we have obtained a special direction from our Minister.

The second point, namely, policy, is also important. Here I would ask you not to take too narrow a view but to remember that sometimes the disclosure of information at a given moment could jeopardise the success of a particular policy. No government, of whatever political complexion, would readily agree to that, any more than a manufacturer will tell you his trade secrets.

The third point, the question of cost, is also of importance. Often it

costs a lot of staff time, and therefore money, to extract information from records which were not originally devised to provide it. And extra staff are not easy to get for such tasks! So my advice to the research worker who is seeking unpublished information from the Ministry is to arm himself with a letter from the person who is supervising or directing his studies setting out fully the reasons why the information is required.

Now to turn to the task before me. Most of what I have to tell about the Ministry of Labour statistics is to be found in a little blue booklet entitled *Guides to Official Sources – No. 1, Labour Statistics*, which was produced by the Standing Interdepartmental Committee on Social and Economic Research (and last revised in May 1958). A study of this – and of a later list of available statistics which appeared in the *Ministry of Labour Gazette* for September 1961 – will give some idea of the wide range covered by the Ministry of Labour. I have also had a list prepared of the subjects covered in our own library in the Ministry.

This is how I propose to deal with my subject. First, I will refer briefly to the main *regular* publications. Then I will try to deal with the material on a subject basis, starting with manpower, then working conditions, then industrial relations, then household expenditure, then, finally, the miscellaneous publications which do not fit in conveniently under the other headings.

First, as to publications. The publication I shall be referring to most frequently will, of course, be the *Ministry of Labour Gazette*. It has been published monthly without a break since 1893 and I think you will find it a real storehouse of knowledge on labour matters. If you study the *Gazette* from cover to cover each month, you certainly will not miss much that is going on affecting the work of the Ministry of Labour.

In 1962, in a White Paper *Incomes policy: the next step*, the Government proposed to collect and publish regularly in convenient form factual information on wage rates, earnings, hours of work and other conditions of employment, manpower, prices, production and profits and other relevant subjects, so that, as the White Paper said, “due weight can be given by all concerned to the considerations set out in this paper at all stages of negotiation and at arbitration”. From this resulted *Statistics on Incomes, Prices, Employment and Production*, a bulletin prepared at three-monthly intervals by the Ministry of Labour in collaboration with other government departments, principally the Board of Trade and the Central Statistical Office, which brings together

the latest statistical information from these sources, including some not published elsewhere: comparative movements are illustrated diagrammatically, and there is an Appendix giving some useful technical information.

Then there are the *Monthly Digest of Statistics*, the *Annual Abstract of Statistics*, and *Economic Trends* (monthly), all of which are put out by Central Statistical Office and cover a wider range. In addition to these, there are the *Ministry of Labour Annual Reports* (though these have been discontinued since 1960) and the *Annual Reports of the Chief Inspector of Factories*, issued separately; since 1957 there has also been a separate *Annual Report of the Chief Inspector of Factories on Industrial Health*. Statistics relating to the past are generally to be found in the *Ministry of Labour Gazette* and in *Abstracts of Labour Statistics of the United Kingdom*; the latter were published at intervals between 1894 and 1937. There are other regular publications which bear on manpower – like the annual *Economic Surveys* and the United Kingdom submissions to O.E.E.C. (now O.E.C.D.), but if I start talking about these there will be no end to it, and I shall be accused of stealing someone else's thunder.

Now for the material. First, manpower. Here I think I should take employment and unemployment separately. As regards employment, there are two different series and this is a point you should get quite clear if you wish to make comparisons over a number of years. The old series came to an end at the end of 1948 and was based on the administration of the Unemployment Insurance Acts. The new series started at mid-1948 with the inception of the National Insurance Schemes and is based on the administration of those schemes. Let us take the old series first. There is a more or less straight run of insured worker figures for July of each year from 1921 onwards, which you will find in the *Gazette* or (up to 1937) in the various *Abstracts of Labour Statistics*. But there were certain changes in the scope of unemployment insurance over the years which need to be taken into account. Figures of total manpower were not compiled until the war years; the scope of the figures then introduced is defined in any *Gazette* between 1945 and 1948, and further details and references are to be found in the blue booklet I have already mentioned.

In the new series, which runs from mid-1948, there are again two parallel sets of figures: those of insured employees, that is, Class I contributors under the National Insurance Acts, and those of total manpower.

The trouble is that the old series and the new are not directly com-

parable and perhaps it would be as well for me to mention very briefly the reasons why. First, there are differences in scope. The new series, which is comprehensive, includes those over pensionable age; the old series did not. The new series covers private indoor domestic servants; the old series did not. Then, secondly, there are differences of classification. When the new series was introduced, a new Standard Industrial Classification was used. The object of this new classification was to standardise the systems used by all government departments. It differed in several important respects from the old classification used by the Ministry of Labour. For example, it had considerably more headings than the old Ministry of Labour classification, and classification by function was carried much further, particularly in the case of public employees. The position was further complicated in 1959 when a revised (1958) edition of the *Standard Industrial Classification* was adopted which took into account the same general principles agreed upon by the United Nations in connection with the *International Standard Industrial Classification*.

There is a section in the blue booklet which fully explains the scope of the Unemployment Insurance Scheme and sets out the changes in scope up to 1948; the scope of the National Insurance Scheme, which came into operation in July 1948, is explained at the foot of page 7 of that booklet. If you wish to know exactly what detailed changes were made in 1948 and to see the effects of differences in scope and classification, I think you should see the article in the February 1948 issue of the *Gazette* and the tables on the new and old basis which appeared in the February and April issues of the *Gazette* for 1949. The main changes in industrial classification introduced in May 1959 are explained in an article on page 55 of the February 1959 issue of the *Gazette*; the effect of the changes on employment statistics can be seen by comparing the tables published in the March and April 1960 issues of the *Gazette*.

As is explained in the *Labour Statistics* booklet, most of our employment statistics are based on the annual counts of insurance cards which are due for exchange in one quarter of each year. For the intervening months we rely on the "L" returns. These are employment returns rendered by employers and they give us an indication of the monthly changes in the volume of employment which we can then apply to our benchmark data. These returns also yield other useful information including figures about labour turnover, the number of part-time workers, overtime and short-time working and the numbers of administrative, technical and clerical workers.

I think perhaps it might help if I were now to sum up so far and to list the principal employment statistics which we put out regularly. There is first our monthly statement on the total working population, which also contains an analysis of employment by broad industry groups. This is partly narrative and partly statistical, and appears each month in the *Gazette*. The figures are also contained in the *Monthly Digest*.

Secondly, we publish (in the *Gazette* in the early part of each year) a review of manpower changes and other labour developments during the previous year.

Thirdly, benchmark data. Before 1948 you will find the results of the annual exchange of unemployment insurance books in, usually, the October or November issues of the *Gazette*. In the *Gazette* for February 1949 we gave the results of the mid-1948 issue of National Insurance cards and also estimates of the number previously insurable under the Unemployment Insurance Acts. Then, in the February 1953 *Gazette*, we published, in the new series, revised figures for 1948, revisions to figures for 1949, 1950 and 1951 which had been published in intervening years, and new benchmark data for 1952. In each February issue of the *Gazette* from 1953 onwards you will find revised benchmark data for the preceding year. The count of National Insurance cards for dates from 1948 to 1958 was based on the 1948 edition of the *Standard Industrial Classification* and from 1959 onwards it has been based on the 1958 edition. Regional figures in total, but not classified according to industry, can be found in March issues of the *Gazette*; in May 1960 and March 1961 we published an industrial analysis by regions relating to 1959 and 1960 respectively.

Fourthly, we publish regularly each month in the *Gazette*, tables relating to the number of employed persons, that is, employees in employment for those industries for which we have information about monthly changes. This monthly data is always subject to revision when the results of the latest mid-year count of insurance cards are available. In the February and April issues of the 1960 *Gazette* we published total manpower and employee figures on the basis of the 1948 edition of the *Standard Industrial Classification*, revised to take into account the mid-1959 insurance data, and in the March 1960 *Gazette* we published revised employment figures on the basis of the 1958 edition; these required some further revision when the results of the mid-1960 insurance count were known, the further revisions being published in the February and March issues of the 1961 *Gazette*.

Fifthly, information about the numbers of operatives in manufacturing industries working overtime or short-time and the amount of overtime worked or time lost has been published in the *Gazette* at quarterly intervals since mid-1951. Additionally, the numbers on short-time only have been published monthly since 1957. Since May 1961 we have been collecting both overtime and short-time figures monthly on a new and more comprehensive basis which is fully explained in the July 1961 issue of the *Gazette*, when these figures were published for the first time.

Sixthly, there are tables of monthly labour turnover rates which we publish each month in the *Gazette*. An article describing how the figures are calculated is to be found in the October 1948 issue of the *Gazette*.

Lastly, there are monthly tables showing placings and outstanding vacancies which appear regularly in the *Gazette*.

Before I turn to figures of unemployment, I think it might perhaps be helpful if I were to mention some of the pitfalls that may trap the unwary in using the various employment figures. I have already mentioned the difference between the old and the new series, the differences in industrial classification, and the differences between total manpower figures and those which relate to insured workers only. Another possible source of confusion is in the figures for certain industries. I will mention the more important. First, agriculture. Here it is important to distinguish between the Ministry of Labour figures (which cover insured employees or the total field including employers) and the figures put out by the agricultural departments. The agricultural departments' figures relate only to persons employed on holdings of more than one acre and exclude the farmer himself. Then there are the figures for the construction industry. In addition to the Ministry of Labour figures, there are those put out by the Ministry of Works which relate only to operatives employed by contractors. The figures for non-industrial staff in the Civil Service published in the *Monthly Digest of Statistics* should not be confused with National Government Service figures, included in the distribution of manpower table published also in the *Monthly Digest* and in the *Gazette*. National Government Service excludes certain categories of non-industrial civil servants and includes certain types of industrial workers.

Now for unemployment. Here figures are given in great detail in the *Gazette*. Each month the *Gazette* contains figures of the monthly count of the unemployed register and the figures are analysed by sex,

region and industry. Figures are also given for nearly 100 of the principal towns in the country and for all areas designated as development districts under the Local Employment Act, 1960. Percentage rates of unemployment are also given for regions, principal towns and development districts. A broad analysis by duration is also given. In addition to all this, analyses in much greater detail are published periodically in the *Gazette*. Every six months, usually now in the issues for February and August, there is an age and duration analysis together with a regional analysis by main age-groups and 'duration' categories. An occupational analysis of adults wholly unemployed together with the number of vacancies outstanding is published at quarterly intervals. The method of counting the unemployed register is described in the October 1937 issue of the *Gazette*. It was at that time that an important change in the procedure was introduced.

Before we leave unemployment I should mention that estimates, both national and regional, of normal seasonal movements in the statistics of wholly unemployed persons and also of unfilled vacancies have recently been calculated and were published for the first time in the March and July 1960 issues of the *Gazette*. Later estimates taking into account additional data have been published each January since 1961 in the *Gazette*.

The estimates for unemployment relate to figures of wholly unemployed persons excluding school-leavers (for this purpose a school-leaver means a registered unemployed person under 18 years of age who has not been in insured employment). Estimates of normal seasonal movements in unemployment (as above defined) nationally are given both for the total and also for broad industrial groups.

Now for working conditions. First, let us take wage-rates. Here the important thing is, of course, not to confuse wage-rates with earnings. Wage-rates merely indicate the time-rate, usually by the hour, for the job. Earnings, on the other hand, show the actual size of the weekly pay-packet and may vary considerably according to whether overtime is being worked. We compile a monthly index of wage-rates which appears in each issue of the *Gazette*. The method of compiling the current index, which was introduced in 1957, was described in the issues of the *Gazette* for February 1957 and March 1957. Figures in the series were taken back to January 1956, and a link with the previous series based on June 1947 and described in the February 1948 issue, was provided. These index figures related to weekly rates of wages. In

February 1960 publication began also of indices of normal weekly hours and of hourly rates of wages, and these, too, are now published monthly. Descriptions of the methods used in compiling these indices were given in the *Gazette* for September 1957 and April 1958 respectively. In addition, a running record is contained in the *Gazette* of the principal changes in wage-rates and hours of work reported each month. Then we also issue annually a publication entitled *Time Rates of Wages and Hours of Work* which sets out in some detail the time-rates of wages and hours of work for the more important industries and occupations. The latest edition was issued in June 1963 and relates to the position at 1st April of that year.

May I say a word about information on average earnings and actual hours of manual workers? We carry out enquiries relating to manual workers in manufacturing industries and in a number of the principal non-manufacturing industries each April and October, and the results are published in some detail with an industrial analysis in the *Gazette* usually in the following August and February respectively. In October 1960 we carried out a special enquiry into the distribution of earnings of full-time men and women and the main results appeared in the April and June 1961 issues of the *Gazette*.

In October 1959 the Ministry carried out its first enquiry into the earnings of administrative, technical and clerical employees in the productive industries, and similar enquiries now take place each October. The results are published in the *Gazette*.

As from April 1963 the *Gazette* contains each month a new monthly index of the earnings of weekly-paid and monthly-paid employees, with much the same industrial coverage as the two earnings enquiries mentioned above. This index is based on a sample enquiry designed to supplement the more detailed enquiries and to give an up-to-date indication of trends in earnings.

In May 1963 the *Gazette* contained the first article in a new series giving earnings figures analysed by occupation. This article related to earnings in specified occupations in engineering and other metal-using industries, and is the start of a new series of statistics, which will be collected at six-monthly intervals, and which has been extended to shipbuilding, chemicals, iron and steel and construction.

We also publish (in the *Gazette*) figures of sickness absences compiled by the Ministry of Pensions and National Insurance showing, separately, absences caused by industrial injuries. Figures of industrial diseases and fatal accidents in some sectors of industry are published each month in

the *Gazette* and a more detailed analysis of fatal and non-fatal accidents reported under the Factories Acts is given once a quarter.

Now for industrial relations. The first work I should mention in this field is the *Industrial relations handbook*. You will also find in the *Gazette* each month figures showing the number of working days lost as a result of industrial disputes, and a list of the principal disputes during the month with a note of their causes.

If you want details of the membership of trade unions, you will find them given once a year in the *Gazette*, usually in the December issue. The actual text of important industrial agreements between employers and trade unions is also published periodically in the *Gazette*, and every month there appears in the *Gazette* a summary of arbitration awards made by the Industrial Court and the Civil Service Arbitration Tribunal. There is also the Ministry's loose-leaf publication *Directory of Employers' Associations, Trade Unions, Joint Organisations*, i.e., those concerned with negotiations of wages and working conditions. This *Directory* is kept up to date by means of an amendment slip service to subscribers. There are also booklets about personnel policies in industry, such as *Positive employment* (1958), *Security and change* (1961) and *Report of the Committee on the Selection and Training of Supervisors* (1962).

Now for retail prices. The current index, which is known as the *Index of Retail Prices*, takes January 1962 as base date. It replaced an earlier series, with the same title, which was based on January 1956=100. The index compiled between June 1947 and January 1956 took June 1947 as base date and was called the *Interim Index of Retail Prices*. The index figure for each month and a short account of changes in prices during the month are published in the *Gazette*. In addition there is an annual review of changes in retail prices, usually in the March issue of the *Gazette*. A full description of the index, entitled *Method of construction and calculation of the Index of Retail Prices* (No. 6 in the series *Studies in Official Statistics*), has been published by H.M.S.O.

The weighting pattern used in the calculation of the *Index of Retail Prices* is based on information obtained in surveys of household expenditure, and the Ministry is responsible for such enquiries covering the whole range of private spending. Large-scale enquiries of this type took place in 1937-38 and 1953-54. The results of the 1937-38 enquiry, which covered working-class households, were published in the *Gazette* (December 1940-February 1941) and more detailed information in the form of a duplicated report is available from Statistics Department. The results of the 1953-54 enquiry, which covered all

types of household, were published in 1957: *Report of an enquiry into household expenditure in 1953-54*, H.M.S.O., price 37s. 6d. A small-scale continuing survey commenced in 1957; the first report on this, *Family Expenditure Survey Report for 1957-59* was published in 1961, and *Family Expenditure Survey Report for 1960 and 1961* was published in 1962 (both published by H.M.S.O., price 12s. 6d.) Analyses of these surveys additional to those published can sometimes be produced. Enquiries for such material should be directed to the Statistics Department of the Ministry.

Finally, the miscellaneous publications and leaflets. There is a large assortment of leaflets we put out on the work of the Ministry of Labour. Obviously I cannot describe them all, but I would like to mention one series which may be of particular interest to librarians. This is the *Choice of Careers* series we publish, which now contains over one hundred titles.

If you want detailed information and statistics about the war years, you will probably need to refer to the various volumes of the *Official History of the War*, or to the *Ministry of Labour Report for the years 1939-46*. But there are also several White Papers published after the war, or towards the end of the war, which are useful for reference. For example, there is the White Paper on the *Strength and casualties of the Forces* (Cmd. 6832) and *Statistics relating to the war effort of the United Kingdom* (Cmd. 6564). There is another report, *The impact of the war on civilian consumption*, which some may find of special interest because it compares our consumption standards during the war with the position in the United States and Canada.

In the international field, the International Labour Office is, of course, the main source of publications, although the Statistical Office of the United Nations is also a valuable source of information on more general manpower matters. You will find, too, much useful information in the biennial *Everyman's United Nations*, which is published by the United Nations Department of Public Information and can be obtained from Her Majesty's Stationery Office. Two of the I.L.O. publications you may like to consult are the *Year Book of Labour Statistics* and the monthly *International Labour Review*.

#### MINISTRY OF LABOUR CENTRAL LIBRARY

I should like to conclude by saying that we have our own small library of about 35,000 publications at Almack House, 26-28 King Street (St. James's), S.W.1. Its resources include all United Kingdom

official publications on labour matters, a number of publications of the International Labour Office, publications by overseas countries, including Commonwealth countries, relating to labour and social matters generally, and a comprehensive collection of books and pamphlets on labour and allied subjects produced by, or on behalf of, non-official bodies and private individuals. All these publications are available for consultation by research workers. The principal subjects covered by these publications are:

|                                                                               |                                                                                                                                        |
|-------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------|
| Apprenticeship                                                                | Labour statistics                                                                                                                      |
| Careers                                                                       | Mechanisation in industry                                                                                                              |
| Casual labour                                                                 | Mobility of labour                                                                                                                     |
| Collective agreements between<br>organisations of employers<br>and workpeople | Nutrition and malnutrition                                                                                                             |
| Conciliation and arbitration                                                  | Old age pensions                                                                                                                       |
| Co-operative Societies                                                        | Poor relief                                                                                                                            |
| Cost of living                                                                | Profit-sharing and labour<br>co-partnership                                                                                            |
| Employers' associations                                                       | Publications and labour legislation<br>of oversea countries. (Some of<br>these are lodged with Overseas<br>Department of the Ministry) |
| Employment and work of employ-<br>ment exchanges                              | Rural industries                                                                                                                       |
| Factory legislation and inspection                                            | Social services                                                                                                                        |
| Family allowances                                                             | Trade boards                                                                                                                           |
| Friendly societies                                                            | Trade unions                                                                                                                           |
| Holidays with pay                                                             | Unemployment                                                                                                                           |
| Hours of work                                                                 | Welfare work and scientific<br>management                                                                                              |
| Industrial hygiene, accidents,<br>disease and fatigue                         | Work and publications of the<br>International Labour Office                                                                            |
| Industrial relations                                                          | Wages and earnings                                                                                                                     |
| Industrial surveys                                                            | Wages boards and councils                                                                                                              |
| Joint Industrial Councils                                                     |                                                                                                                                        |
| Juvenile labour                                                               |                                                                                                                                        |
| Labour legislation                                                            |                                                                                                                                        |

# *The Ministry of Power*<sup>1</sup>

By F. Hickman

*Chief Librarian*

## INTRODUCTION

The publications of the Ministry as such date from 1942. In that year the first Minister of Fuel and Power was appointed as a war-time Minister by an Order in Council of 11th June, 1942.<sup>2</sup> This Order in Council – *The Ministers of the Crown (Minister of Fuel and Power) Order, 1942* (S.R. & O. 1942, No. 1132) – transferred to the new Minister various functions previously exercisable by the Board of Trade in relation to:

- (a) coal, minerals, mines and the mining industry, quarries and petroleum, other than functions exercisable under the enactments relating to weights and measures;
- (b) gas undertakings and the supply of gas, including functions exercisable in relation to gas under the enactments relating to weights and measures;
- (c) electricity undertakings and the supply of electricity, including functions relating to the Electricity Commissioners; and
- (d) hydraulic power undertakings and the supply of hydraulic power.

This statement of functions transferred provides the initial key to the broad subject scope of the Ministry's publications. From it may be

<sup>1</sup> In January 1957 the style and title of the Minister was changed to the Minister of Power by the Minister of Power (Change of Style and Title) Order, 1957 (S.I. 1957, No. 48) and at the same time the Minister assumed functions in relation to the iron and steel industry previously carried out by the Board of Trade. Under the Nuclear Installations (Licensing and Insurance) Act, 1959, the Minister of Power, jointly with the Secretary of State for Scotland, was given powers concerned with the licensing and regulation of nuclear power installations and sites.

<sup>2</sup> The appointment and transfer of functions were made permanent by the Ministry of Fuel and Power Act, 1945.

inferred, also, that where the Ministry's publications begin, some others in the same subject field may be expected to end, or to be continued by the transferee department. The research worker, the information officer and the librarian may be assisted in tracing forerunners of the Ministry of Fuel and Power publications by study of article 2(2) of S.R. & O. 1942, No. 1132: "The Schedule to the Defence (Functions of Ministers) Regulations, 1941, shall apply in relation to any functions hereby transferred as if those functions were transferred by those Regulations, and as if in the said Schedule the expression 'the transferor' included, as well as the Board of Trade, the Secretary for Mines, the Mines Department, the Secretary for Petroleum and the Petroleum Department." The five clues contained in that extract may need to be employed in the course of bibliographical research in the field of earlier official literature relating to fuel and power. These are not the sole clues to be taken into account in the process of such research: transfers of functions affecting responsibility for certain fuel and power publications occurred before 1942; for example, the Mining Industry Act, 1920, required that arrangements should be made by Order in Council to transfer to the Board of Trade all the powers of the Home Office relating to mines and quarries, and those powers were duly transferred as from 6th December, 1920. The powers of the Minister of Munitions under the Petroleum (Production) Act, 1918,<sup>1</sup> were transferred to the Board of Trade by an Order in Council of 9th March, 1921. This matter of antecedent authorship of parliamentary and non-parliamentary publications can be of considerable importance to the student of historical bibliography and to the research worker, in view of the emphasis which is placed upon the issuing authority, as opposed to subject entry, in the official series of catalogues and indexes; the brief references made above to problems of sponsorship of earlier fuel and power official publications are designed to point the way to the Statutes and the Statutory Instruments when the more obvious bibliographical signposts fail to reveal what is required.

#### *The Ministry's publications, 1942-1962*

The attempt will now be made to provide a representative conspectus, by series and subject, of the range of publications published by the Ministry, or presented to Parliament by the Minister, since the formation of the Ministry of Fuel and Power. Notes will be appended

<sup>1</sup> This Act was repealed by the Petroleum (Production) Act, 1934.

to indicate, in particular, continuation by the Ministry of series commenced prior to 1942, and links with certain publications of other government departments.

## A. PARLIAMENTARY PUBLICATIONS

### (a) COMMAND PAPERS

#### AIR POLLUTION

*Committee on air pollution. Interim report.* Cmd. 9011. 1953.

#### CAPITAL INVESTMENT: NATIONALISED INDUSTRIES

*Capital investment in the coal, gas and electricity industries.* Cmd. 132. 1957 (presented annually).

#### COAL INDUSTRY

*Coal.* Cmd. 6364. 1942. (Following this White Paper the Government assumed control of the coal industry.)

*Coal Charges Account: financial position of the coal industry.* Cmd. 6617. 1945.

*Coal industry nationalization.*<sup>1</sup> Cmd. 6716. 1945.

*Report of the committee of inquiry into coal distribution costs in Great Britain.* Cmd. 446. 1958. (Robson report.)

*Report of the committee on coal derivatives.* Cmd. 1120. 1960. (Wilson report.)

#### COLLIERY ACCIDENTS (reports on explosions, unless otherwise indicated).

*Barnsley Main Colliery: report by J. R. Felton, H.M. Deputy Chief Inspector of Mines.* Cmd. 6387. 1942.

*Sneyd Colliery: report . . . by Sir Henry Walker.* Cmd. 6412. 1943.

*Murton Colliery: report . . . by R. Yates.* Cmd. 6413. 1943.

*Barnborough Main Colliery: report on causes of . . . upheaval of floor . . . by H. J. Humphrys.* Cmd. 6414. 1943.

*Manvers Main Colliery: report . . . by J. R. Felton, H.M. Chief Inspector of Mines.* Cmd. 6688. 1945.

*Burngrange Nos. 1 and 2 (Old Shale) Mine: report by A. M. Bryan, H.M. Chief Inspector of Mines, on . . . the explosion and fire.* Cmd. 7221. 1947.

*Harrington No. 10 Colliery: report . . . by Sir J. Felton, H.M. Chief Inspector of Mines.* Cmd. 7222. 1947.

*Whitehaven "William" Colliery: Interim report by A. M. Bryan, H.M. Chief Inspector of Mines.* Cmd 7236. 1947. (Final report. Cmd. 7410. 1948.)

*Barnsley Main Colliery: . . . report by H. J. Humphrys.* Cmd. 7300. 1948.

*Louisa (including Morrison Old) Colliery: report by R. Yates, Deputy Chief Inspector of Mines.* Cmd. 7347. 1948.

N.B. — Reports by H.M. Inspectors of Mines on mine disasters and the causes of accidents and other serious occurrences have been presented as Parliamentary Papers, in accordance with statutory requirements, since systematic safety

<sup>1</sup> See footnote, p. 198.

inspection below ground began in Great Britain at the turn of the nineteenth century. The first of these contained in the Ministry's Library is *Reports on the explosion in Darley Main Colliery*, presented to both Houses of Parliament by Command of Her Majesty in 1849. Since 1948 H.M. Inspectors of Mines' reports have been published in the Command series on colliery disasters due to explosions, fire, peat inrushes and winding.

*Colliery Accident Funds (Great Britain): return showing particulars of Colliery Accident Funds in Great Britain raised before 31st December, 1949.* Cmd. 8101. 1950.

N.B. – Published in continuation of Parliamentary Papers No. 359 of Session 1893–94, No. 155 of 30th July, 1925, and Cmd. 5167 of April 1936.

#### DOMESTIC FUEL

*Report by the Fuel and Power Advisory Council on domestic fuel policy.*<sup>1</sup> Cmd. 6762. 1946.

#### ELECTRICITY AND GAS BOARDS CO-OPERATION

*Electricity and Gas Boards. Report of the Committee on co-operation between Area and Scottish Electricity and Gas Boards.* Cmnd. 695. 1959.

#### ELECTRICITY SUPPLY

*Committee of inquiry into the electricity supply industry: report.* Cmd. 9672. 1956. (Herbert Report.)

*Proposals for reorganisation of the electricity supply industry.* Cmnd. 27. 1956. (This statement refers to the Herbert Report, Cmd. 9672.)

*Electricity (Borrowing Powers) Bill. Memorandum.* Cmnd. 618. 1958.

*Electricity supply areas.*<sup>1</sup> Cmd. 7007. 1947.

*Report of the committee to study the electricity peak load problem in relation to non-industrial consumers.* Cmd. 7464. 1948. (Clow Report.)

#### FUEL AND POWER RESOURCES

*Report of the committee on national policy for the use of fuel and power resources.* Cmd. 8647. 1952. (Ridley Report.)

#### GAS INDUSTRY

*Report of the Committee of Inquiry on the Gas Industry.* Cmd. 6699. 1945. (Heyworth Report.)

*Gas supply areas.*<sup>1</sup> Cmd. 7313. 1948.

*Gas supply areas (revised).*<sup>1</sup> Cmd. 7424. 1948.

*Memorandum on the Gas Bill.* Cmnd. 947. 1960.

#### MINERALS

*Report of the Mineral Development Committee.* Cmd. 7732. 1949. (Westwood Report.)

<sup>1</sup> These items are worthy of note as examples of Command Papers conforming to the requirements of the Treasury minute which indicates that presentation of such Papers should be "limited to the cases of documents likely to be the subject of early legislation. . . ." (c.f. Coal Industry Nationalisation Act, 1946; Electricity Act, 1947; Gas Act, 1948; Coal-Mining (Subsidence) Act, 1950; Motor Spirit (Regulation) Act, 1948.)

## MINING

*Coal mining: report of the Technical Advisory Committee.* Cmd. 6610. 1945. (Reid Report.)

*Provision of employment in South Wales for persons suspended from the mining industry on account of silicosis and pneumoconiosis.* Cmd. 6719. 1946.

*Mining Subsidence Committee report.*<sup>1</sup> Cmd. 7636. 1949. (Turner Report.)

## NUCLEAR POWER

*A programme of nuclear power.* Cmd. 9389. 1955.

*Nuclear power programme.* Cmnd. 1083. 1960.

## OIL AND PETROLEUM

*Report of the committee of inquiry on evasions of petrol rationing control.*<sup>1</sup> Cmd. 7372. 1948. (Vick Report.)

*Report of the committee on hydrocarbon oil duties.* Cmd. 6615. 1945. (Ayre Report.)

## SOLID SMOKELESS FUELS

*Report of the committee on solid smokeless fuels.* Cmnd. 999. 1960. (Peech Report.)

## STATISTICS

*Statistical digest from 1938.* Cmnd. 6538. 1944. (A statistical digest for the 2nd quarter, 1944, was published in continuation of Cmd. 6538.) (c.f. Non-Parliamentary Publications.)

N.B. – The *Statistical digest* continued publication in the Command series up to and including the volume covering 1946 and 1947. Cmd. 7548. 1948. The volumes for 1948 and subsequent years have been published as non-parliamentary publications compiled by the Ministry of Fuel and Power, now the Ministry of Power.

*Quarterly statistical statement of output and the costs of production, proceeds and profits of the coal mining industry for the first and second quarters of 1944 and 1945.* Cmd. 6777. 1946.

*Annual statistical statement of the costs of production, proceeds and profits of the coal mining industry for 1945.* Cmd. 6851. 1946.

The *Memoirs of the Geological Survey*, 1848, 2 (II), contained the first of a series of statistical returns of lead and copper, collected for the Mining Record Office. These were continued and amplified in the *Records of the School of Mines*, part IV, to the end of 1852. In 1855 *Memoirs of the Geological Survey of Great Britain. Mining Records: Mineral Statistics of the United Kingdom . . . for 1853 and 1854*, prepared by Robert Hunt, Keeper of Mining Records, was published. This included statistics relating to iron and coals and was the first of a series which was published annually until 1881. In 1882, however, it was decided that the work of preparation should be continued by the Home Office, where similar statistics had been prepared and had been incorporated in the *Annual Reports* of the Inspectors of Mines since 1872. The figures for 1882 were published in 1884 as a Command Paper, C. 3869, and this series continued

until 1896. The volume for the year 1897 bore the title *Mines and quarries: general report and statistics*, and this series continued until 1920. In that year the Mines Department of the Board of Trade was created and in 1921 a new series, *Mines Department Quarterly Statistical Summaries*, also Command Papers, began, complementing the *Annual Reports* of the Secretary of Mines and the Chief Inspector of Mines. These continued (both quarterly and annually from 1945) until 1947 (quarterly statements) and 1948 (annual statements). Thereafter these statements were continued by the National Coal Board with scope and format unchanged.

A Command Paper of complementary interest to the student of mining statistics is: *International Labour Conference: proposed action by H.M. Government in the United Kingdom . . . on the conventions concerning statistics of wages and hours of work in the principal mining and manufacturing industries. . .* Cmd. 7037. 1947.

### (b) HOUSE OF COMMONS PAPERS

#### ANNUAL REPORTS AND ACCOUNTS

*Coal Commission Accounts, 1942: accounts of the Coal Commission for the year ended 31st March, 1943; together with the report of the Comptroller and Auditor General thereon.* (In continuation of House of Commons Paper No. 31 of 1942-43.) H.C. 75. Session 1943-44.

*Coal Commission, report . . . for the year ended 31st March, 1945.* H.C. 14. Session 1945-46.

N.B. - Earlier accounts and reports for 1938 onwards, with a break in the reports during the early war years, were published as House of Commons Papers. The final report (H.C. 162. Session 1945-46) and accounts (H.C. 134. Session 1947-48) were published in 1947 and 1948, the Coal Commission being dissolved by the Coal Commission (Dissolution) Order, 1947 (S.R. & O. 1947, No. 396), made by the Minister of Fuel and Power on 4th March, 1947.

*Gas. Report of the Minister of Power for the period ended March 31st, 1950.* H.C. 70. Session 1950-51, and for subsequent years.

*Gas Council. First report and accounts, July 1948-March 1950.* H.C. 69. Session 1950-51.

*East Midland, Eastern, North Eastern, North Thames, North Western, Northern, Scottish, South Eastern, South Western, Southern, Wales, West Midlands Gas Boards: 1st report and accounts, 1949-50.* H.C. 57-68. Session 1950-51, and for subsequent years.

*Iron and Steel Board. Annual report, 1956.* H.C. 215. Session 1956-57.

N.B. - In 1957 the Minister of Power took over functions relating to the Iron and Steel industry formerly exercised by the President of the Board of Trade, and the annual reports for 1956 and subsequent years were made to the Minister.

*National Coal Board. Annual report and statement of accounts for the year ended 31st December, 1946.* H.C. 174. Session 1947-48.

*N.B.* – This report is sent to the Minister of Fuel and Power and ordered to be printed by the House of Commons for presentation to Parliament in pursuance of Sections 31(4) and 54(1) of the Coal Industry Nationalisation Act, 1946. The appendices are important for their statistical tables, copies of agreements, N.C.B. organisation charts, and maps of Divisions and coalfields. Annual reports and statements of account have been published in the House of Commons Paper series for the year ending 1946 and subsequent years to date.

Industrial Coal Consumers Council. Domestic Consumers Council. *Annual reports for the year ended 30th June, 1948*. H.C. 189. Session 1947–48.

*N.B.* – Although closely allied and printed as one H.C. Paper, these are the reports of two distinct bodies at present having the same Ministry of Fuel and Power official as their Secretary. Their reports are made to the Minister and are ordered by the House of Commons to be printed for presentation to Parliament in pursuance of Section 4(8) of the Coal Industry Nationalisation Act, 1946. Reports have been published in the House of Commons Papers series for the year ending 1949 and subsequent years to date.

British Electricity Authority. *First report and statement of accounts for the period 13th August, 1947, to 31st March, 1949*. H.C. 336. Session 1948–49.

London, South Eastern, Southern, South Western, Eastern, East Midlands, Midlands, South Wales, Merseyside and North Wales, Yorkshire, North Eastern, North Western, South East Scotland, and South West Scotland Electricity Boards: *First report and statement of accounts for the period 1st January, 1948, to 31st March, 1949*. H.C. 337 to 350. Session 1948–49, and for subsequent years, except that the S.E. Scotland report ceased following the 1953–54 report.

*N.B.* – The reports of the British Electricity Authority and of the Area Electricity Boards were sent by the Chairman of the British Electricity Authority to the Minister of Fuel and Power; they were ordered to be printed by the House of Commons for presentation to Parliament in pursuance of Sections 8(5) and 46(6) of the Electricity Act, 1947. The reports, with their maps, charts and tables, combine to present a detailed picture of the electricity supply industry in this country. With the Area Board reports were published the reports of the appropriate Electricity Consultative Councils. Complementary to this series of reports is the *Report and accounts of the North of Scotland Hydro-Electric Board*, January to December 1949. H.C. 81. Session 1950, and for subsequent years. Reports and accounts for the British Electricity Authority and the Area Electricity Boards were published as House of Commons Papers for the year ending 1949 and subsequent years up to the reports for the year ending 31st March, 1955, when the style and title of the British Electricity Authority was changed and the next (8th) annual report, for the year ending 31st March, 1956, was issued by the Central Electricity Authority. In that year, too, the Authority's functions in Scotland were taken over by the South of Scotland Electricity Board, which issued its first annual report for the period 1st April, 1955, to 31st December, 1955, as a House of Commons Paper (H.C. 223:

1955/6) and thenceforward annually, commencing with the one for the year 1956. In 1957 the electricity supply industry was reorganised and the Central Electricity Authority was replaced by the Electricity Council and the Central Electricity Generating Board, both of which have issued annual reports as House of Commons Papers from 1956 onwards.

*Electricity report of the Minister of Fuel and Power for the period ended 31st March, 1949.* H.C. 351. Session 1948-49.

N.B. - This, the first report of its kind, made under Section 8(5) of the Electricity Act, 1947, covers the period from the passing of the Electricity Act, 1947 (13th August, 1947) to 31st March, 1949. Part I of the report deals with proceedings under the Electricity (Supply) Acts, 1882 to 1936, and Part II deals with proceedings under the 1947 Act. The reports for the year 1950 and subsequent years have been published as House of Commons Papers.

(In relation to the financial matters dealt with in the foregoing annual reports, note must be taken of the Treasury statements of guarantee on loans proposed to be raised and stock issued by the National Coal Board and the British Electricity Authority. Such statements are published as House of Commons Papers.)

#### SELECT REPORTS

*Eighth report from the Select Committee on National Expenditure, Session 1942-1943: being the sixty-ninth report in the series of reports from the Select Committees on National Expenditure originally set up in Session 1939-1940: Fuel and Power.* H.C. 90. Session 1942-43.

N.B. - This report was intended to bring up to date the comprehensive review of the coal industry undertaken by a Select Committee in 1941-42 (H.C. 34. Session 1941-42). The conclusions given in this report were considered by the Committee as having an important bearing upon the war effort of the nation.

*Sixth report from the Select Committee on National Expenditure . . . Opencast coal production.* H.C. 88. Session 1943-44.

N.B. - In this preliminary examination into the operations of opencast coal production as carried out by various contractors, witnesses were examined from the Ministry of Fuel and Power and the Ministry of Works, evidence was given by American experts, and data were gathered in the process of discussions on sites. The first part of the report deals with the development of the method of opencast coal winning and treats of the preliminary operations, procedure for opening a site, how the coal seams are uncovered, how sites are restored, and the disposal of the coal. Further information on opencast coal mining in this country is contained in the *Sixth report from the Select Committee on Estimates . . . production and marketing of opencast coal* (H.C. 142. Session 1948-49); the *Eighth report from the Select Committee on Estimates . . . departmental replies to 2nd report on the Defence Estimates and to the 6th report on production and*

*marketing of opencast coal* (H.C. 221. Session 1948-49); and in the *Report of the United Kingdom Opencast Coal Mission to the United States of America*, published by the Ministry of Works, 1945.

*Report of a Court of Inquiry into a dispute between the National Coal Board and the National Union of Colliery Winding Enginemen*. H.C. 47. Session 1947-48.

*N.B.* – This report, under the Chairmanship of Sir John Forster, is listed here for the particular purpose of calling attention to the non-parliamentary series of reports and arbitration tribunal awards published by the Ministry of Labour and National Service, e.g., *Reports of the Board of Investigation into wages and machinery for determining wages and conditions of employment in the coalmining industry*. (1st and supplemental reports, 1942; 3rd, 4th and final report, 1943; award relating to national war wage additions agreement, 1943.) The Chairman of the Board of Investigation was the Rt. Hon. Lord Greene, and the series of publications just listed is sometimes referred to collectively as “The Greene Award”. In the M.L. and N.S. National Arbitration Tribunal Awards series are published such items as *Hours of duty and annual leave of members of the Colliery Fire and Rescue Brigade of the National Coal Board (Northern Division)*. No. 1478. 1950.

*Development in the iron and steel industry. Iron and Steel Board special report*. H.C. 214. Session 1956-57.

*Reports from the Select Committee on Nationalised Industries*

H.C. 304: 1956-57: Examination of government control of the industries’ finances and the annual reports of the North of Scotland Hydro-Electric Board and of the South of Scotland Electricity Board; evidence taken on the annual report and accounts of the National Coal Board; the report includes Proceedings, Minutes of Evidence and appendices.

H.C. 187: 1957-58: Reports and accounts of the National Coal Board, 1956, and the current activities and trends of the industry, examined by the Committee.

*N.B.* – H.C. 187-1: 1957-58, reprinted the report, together with the Proceedings, Minutes of Evidence and appendices.

H.C. 280: 1960-61: Report on the gas industry. Vol. I: Report and proceedings.

H.C. 280-1: 1960-61: Report on the gas industry. Vol. II: Minutes of Evidence, appendices and indexes.

H.C. 218: 1961-62: Special report, containing the observations of the Gas Council and of the Minister of Power on the Select Committee’s report on the gas industry (H.C. 280 and 280-1: 1960-61).

H.C. 269: 1961-62: 2nd Special report, containing the results of an enquiry into the reports and accounts of the Electricity Council, the Central Electricity Generating Board and the Area Electricity Boards.

H.C. 236: 1962-63: Report on the electricity supply industry. Vol. I: Report and Proceedings.

## B. NON-PARLIAMENTARY PUBLICATIONS

A high proportion of the Ministry's non-parliamentary publications have been published in continuation of series which were initiated, in many cases, well before 1942. The range of such series will be indicated first below, and this range will be followed by an outline of publications belonging to groups or series begun by the Ministry. Finally, publications which do not form part of series will be treated under broad subject or form headings.

## (a) CONTINUATION SERIES

*Coal Mines Act, 1911: Regulations and Orders relating to safety and health, 1948 edition. 1949. (Ceased publication.)*

This volume, which began publication under the Home Office, was intended primarily as a book of reference for mine officials and workmen, mining students and others connected with the working of mines under the Coal Mines Acts. Each edition contained, with few exceptions, all the Regulations and Orders in force; to facilitate reference, all amendments were incorporated in the original Orders, so that the latter read continuously in the form in which they had effect.

*Electricity (Supply) Acts, 1882 to 1936: 23rd and final report of the Electricity Commissioners, 1st April, 1947, to 31st July, 1948. 1950.*

This report is listed in H.M.S.O. catalogues for 1950 under the Ministry of Fuel and Power. This is explained by the fact that on 28th July, 1948, the Minister made the Electricity Commissioners (Dissolution) Order, 1948 (S.I. 1948, No. 1769), providing for the dissolution of the Commissioners on 1st August, 1948, and the transfer to the Minister of their property, rights, and obligations and their remaining functions under the Electricity (Supply) Acts. For similar reasons, and in order to maintain continuity of the electricity statistics previously published by the Electricity Commissioners, the *Electricity Supply 1946-1947 return of engineering and financial statistics relating to authorized undertakings in Great Britain . . .* was published by the Ministry of Fuel and Power in 1949.

*Gas Fund Accounts, 1942-1943. 1944.*

These accounts, formerly published by the Board of Trade, were last published by the Ministry of Fuel and Power in 1948 for the year 1946-47.

*Gas Undertakings: return relating to all authorized gas undertakings for the years 1938 to 1944. Part I: Particulars relating to the manufacture and supply of gas. 1946.*

These returns have a very long history and present some problems in bibliographical research. For the years 1820-65, returns were published for companies in the House of Commons Papers: for 1820-46 (H.C. 734. Session 1847); for 1846-49 (H.C. 399. Session 1850); for 1850-63 (H.C. 55. Session 1865). Returns for local authorities and for other than local authorities later appear in the House of Commons Papers up to Session 1914-15. There is then a break in

publication for the World War I years, until publication in the Command Papers of the returns for 1919 to 1921. For 1921 to 1937 the returns were published in two parts as non-parliamentary publications by the Board of Trade – Part I: *Manufacture and supply of gas*; Part II: *Finance and prices*. From 1940 to 1949 Part I returns were published for the year 1938, by the Board of Trade, for the years 1938–44, 1945–46, and for 1947 by the Ministry of Fuel and Power. Thereafter, gas statistics are covered in the Ministry's *Statistical Digest*.

*List of Mines in Great Britain and the Isle of Man, 1950. 1951.*

This annual publication goes back to 1893, and ceased publication in 1951.

*Mines and Quarries Act, 1954: the law relating to safety and health. 1957.*

Vol. I. *Mines of coal.*

„ II. *Mines of stratified ironstone, shale and fireclay.*

„ III. *Miscellaneous mines.*

„ IV. *Quarries.*

These volumes collectively supersede *Coal Mines Act, 1911: Regulations relating to safety and health, 1948 edition. 1949.*

*Mines and Quarries Forms.*

The Ministry has continued to publish reprints and revisions and to introduce new Forms as required by the development of statutory regulations governing operations in mines. The details of this working series of documents are listed in *Government Publications: Sectional List No. 54*. The Forms range from abstracts, in book form, of the Coal Mines Acts, 1887 to 1937, the Metalliferous Mines Regulations Acts, 1887 to 1937, the Quarries Act, 1894, to forms prescribing certificates to be issued in respect of horses free from glanders, first aid manuals, notices to be displayed in and about mines and quarries, log books, report books and registers. There are 148 Mines and Quarries Forms entered in the *Sectional List No. 54*, published 1950, and obtainable free of charge from H.M.S.O.; the titles alone serve to convey a useful idea of the great detail which has to be considered in the administration and operation of mines and quarries.

*Mining Qualifications Board rules.*

These rules are made under the Mines and Quarries Act, 1954, Section 191. They are listed in *Government Publications: Sectional List No. 35* (Ministry of Power S.R. & O.s and S.I.s), latest edition to date, September 1960 (obtainable free of charge from H.M.S.O.). It should be noted that these are *not* Statutory Instruments.

*Provisional statement of the number of deaths by accidents at mines and quarries in Great Britain, together with the Isle of Man, during 1941. 1942.*

This continues the Mines Department series under the same title, and has been published annually by the Ministry up to the statement for 1953. From

1954 to date these have been continued as *Accidents in mines and quarries of Great Britain*.

*Report of H.M. Chief Inspector of Mines for the years 1939-1946. 1948.*

During the years of World War II, annual publication of the Chief Inspector's report was suspended; the report published in 1948 reviews generally a number of important changes and developments which took place during the eight years indicated in the title; the statistics of deaths and injury rates, given in the appendices, cover the whole period. This report also includes a bibliography of papers read or lectures given by H.M. Inspectors, 1945-46. Further reports have been published for subsequent years. Annual Divisional reports of H.M. Inspectors of Mines resumed publication in 1949 for the year 1947. In tracing back the Inspectors' reports, it is helpful to remember that the first Commissioner or Inspector of Mines and Collieries, Mr. Seymour Tremenheere, was appointed in 1843; four district inspectors were appointed in 1850 and two more in 1852; in 1908, Professor Redmayne was appointed to the Home Office as the first Chief Inspector of Mines, and in the same year the first Electrical Inspector was appointed, with headquarters at the Home Office.<sup>1</sup>

*Safety in Mines Research Board, 19th annual report, 1940. 1942.*

The first report of the Board, for 1921-22, was submitted in 1923 to the Secretary for Mines, who appointed the Mining Dangers Research Board in 1921 "to direct generally the work of research of the Mines Department into the causes of mining dangers and the means for preventing such dangers and to undertake the reorganisation of the existing arrangements for carrying out such work at the Mines Department Experimental Station". In May 1922 the Board's title was altered, at its request, to the Safety in Mines Research Board. The Board, under the Coal Industry Nationalisation Act, 1946, became the Safety in Mines Research Establishment under the Ministry of Fuel and Power. The 28th annual report of the Establishment was published by the Ministry in 1949, and continues to be published by the Ministry of Power.

*Safety in Mines Research Papers*

This series of papers is an extensive one dealing with the investigation of

<sup>1</sup> Until 1924, H.M. Electrical Inspector of Mines' annual report was incorporated with the annual report of H.M. Chief Inspector of Mines. Commencing with the report for 1923 it was published separately "to enable Owners and Managers of mines to obtain at small cost, and to supply to their electrical staff, copies of H.M. Electrical Inspector's Report, without having to purchase the larger volume containing the Reports of the Secretary for Mines and H.M. Chief Inspector". There is a break in the publication of the report of H.M. Electrical Inspector of Mines between the report for 1938 and that for 1948, published in 1950; thereafter the report was published for each year up to 1954; from 1955 it has been included in the annual reports of H.M. Chief Inspector of Mines. Since 1959 the Chief Inspector's report has been titled *Annual report of H.M. Chief Inspector of Mines and Quarries*.

explosion phenomena, flameproofing of electrical apparatus, the problems of support of underground workings, corrosion and wear in relation to colliery haulage and winding gear, recording apparatus, etc. Details of these and other papers and reports dealing with the scientific aspects of safety in mines are to be found in the *Safety in Mines Research Establishment bibliography*, 2nd ed., 1960, obtainable on application to the Technical Information Section, Safety in Mines Research Establishment, Ministry of Power, Portobello Street, Sheffield, 1. This bibliography, prepared by the Safety in Mines Research Establishment Library, also includes details of wall charts, lantern slides, films, filmstrips and teaching notes.

#### *Safety Pamphlets*

In this series the Ministry continues publications begun under the Mines Department and consisting from 1944 very largely of memoranda and reports of district advisory committees on falls of ground, shotfiring, etc., e.g., *Support at roadheads: memorandum by the Northern Division Advisory Committee on Falls of Ground*. Safety Pamphlet No. 22. 1950.

#### *Testing Memoranda*

Items published and reprinted by the Ministry in this series continue the Mines Department Testing Memoranda dealing with the testing and certification of safety lamps, and flameproof electrical apparatus and circuits, e.g., *Test and certification of intrinsically safe electrical apparatus and circuits*. Testing Memorandum No. 10.

### (b) NEW SERIES

#### BRITISH INTELLIGENCE OBJECTIVES SUB-COMMITTEE REPORTS

More than one hundred investigations of German fuel and power industry were carried out by teams representing the Ministry of Fuel and Power during the period immediately following World War II. The reports of these investigations were published as contributions to the B.I.O.S. series.

Outstanding among them were:

- (1) *Report on the petroleum and synthetic oil industry of Germany to the Rt. Hon. Emmanuel Shinwell, M.P., by a Mission from the Ministry of Fuel and Power*. (B.I.O.S. Overall Report No. 1.) 1947.

This report was based on information obtained during visits, and from captured documents, on the technical aspects of carbonisation and gasification of coal, hydrogenation processes, the Fischer-Tropsch Process, crude oil production, petroleum refining, lubricants production, and the testing and evaluation of liquid fuels and lubricants. Appendix II of this report contains a bibliography of field teams' reports dealing with fuels and lubricants and published in the Combined Intelligence Sub-Committee (C.I.O.S.), the Field Information Agency Technical (F.I.A.T.), and the Joint Intelligence Objectives Agency kindred series of reports.

- (2) *Technical report on the Ruhr Coalfield: by a Mission from the Mechanization Advisory Committee of the Ministry of Fuel and Power.* (B.I.O.S. Final Report No. 394.) 1946.

This report was made to the Minister and to the British Intelligence Objectives Sub-Committee; published in three volumes, it describes what was considered to be the best mining practice in the Ruhr, with particular reference to methods, equipment and technical developments new, or little known, to mining engineers in this country. Volume I contains the main text, Volume II, Part I, consists of mine plans, diagrams and photographs, Volume II, Part II, takes the form of a wallet containing folded diagrams of coal strata, mine workings, machinery, etc., Volume III comprises appendices in the form of thirty monographs on Ruhr mining technology.

#### COALFIELDS REGIONAL SURVEY REPORTS

These consist of reports made to the Minister by Committees appointed in 1944 to survey the coalfields of Great Britain, with reference to measures to be taken to enable the fullest use to be made of existing and potential coal resources, and to consider the housing and welfare requirements of the mining community in the various coal regions. Reports for the Durham, Kent, Midland, North Midland, North Eastern, North Western, and the Northumberland and Cumberland Coalfields were published in 1945, and for the Bristol and Somerset, Forest of Dean, and South Wales Coalfields in 1946. The reports contain statistical tables and maps of considerable value to the research worker. Such workers will find data of complementary interest in the fifty-eight papers published by the Fuel Research Board (D.S.I.R.) in the Physical and Chemical Survey of the National Coal Resources. The Report of the Scottish Coalfields Committee (Cmd. 6576), made to the Secretary of State for Scotland, was published in 1944 as *Scottish Coalfields*, and is similar in scope to the survey reports published by the Ministry of Fuel and Power.

#### FUEL EFFICIENCY BULLETINS

These monographs began publication in 1944 with *Emergency memorandum on steam production and consumption: problems associated with the generation of steam and power in small plants*. Prepared by scientists and fuel engineers of the Fuel Efficiency Committee, fifty-three titles have been issued in this series and published by the Ministry for the guidance of industrial consumers on the efficient utilisation of fuel. The bulletins deal with steam raising, thermal insulation of buildings, furnace technology, heavy-oil engines, industrial use of gas and electricity, etc. The treatment in all cases is from the practical standpoint and many of the bulletins are useful to plant operatives as reference manuals. The series was not notified in H.M.S.O. lists until 1950, when the bulletins were placed on sale. Since 1953, no further titles have been added to the series and many of the bulletins are out of print.

MINES AND QUARRIES ACT, 1954: BOOKS PREPARED AND DESIGNATED BY THE MINISTER FOR THE PURPOSES OF SECTION 137

*Underground workmen in coal mines, including supplement for transport workers.* Book 1, 1958; 2nd ed., 1962.

*Underground workmen in mines of stratified ironstone, shale and fireclay, including supplement for transport workers.* Book 1A, 1958.

*Surface workmen at coal mines, including boiler minders, persons in charge of ventilating machines, and persons in charge of vehicles or otherwise working on main line sidings.* Book 2, 1958; 2nd ed., 1961.

*Surface workmen at mines of stratified ironstone, shale and fireclay, including boiler minders, persons in charge of ventilating machines, and persons in charge of vehicles or otherwise working on main line sidings.* Book 2A, 1958; 2nd ed., 1961.

*Winding enginemmen, banksmen, onsetters, and travelling onsetters, at mines of coal, stratified ironstone, shale and fireclay.* Book 3, 1958; 2nd ed., 1961.

*Mechanics and electricians at mines of coal, stratified ironstone, shale and fireclay.* Book 4, 1958.

*Deputies and shotfirers in coal mines.* Book 5, 1958; 2nd ed., 1962.

*Deputies and shotfirers in mines of stratified ironstone, shale and fireclay.* Book 5A, 1958.

*Workmen at miscellaneous mines, i.e., all mines other than mines of coal, stratified ironstone, shale and fireclay, including supplement for shotfirers.* Book 6, 1958; 2nd ed., 1961.

*Workmen at quarries, including supplement for shotfirers.* Book 7, 1958; 2nd ed., 1961.

N.B. – These books contain information with respect to the Act, Orders made thereunder and Regulations which appear to the Minister to affect workmen in mines and quarries. The books concentrate on the responsibilities, duties and rights of the classes of persons to whom they are particularly addressed, and their object would be defeated if they tried to deal on the same scale with the position of the owners or management, or with other classes of persons for whom there are other books in this series. Section 137 of the Mines and Quarries Act, 1954, provides that when a book has been designated by the Minister for issue to persons of any class employed at mines and quarries, it shall be the duty of the manager of every mine and the owner of every quarry – (a) to give (unless he has previously done so) a copy of that book to every person on any occasion on which, after the designation or approval of the book, he begins to be employed at that mine or quarry as a person of that class; (b) to give, as soon as it is practicable to do so, a copy of that book to every person who, at the time at which it is designated or approved, is employed at that mine or quarry as a person of that class.

MINISTRY OF POWER STATISTICAL DIGESTS

These commenced with the digest covering 1948 and 1949, published for the Ministry of Fuel and Power in 1950, and continued the Statistical Digests

published in the Command series up to 1948 for the years 1946 and 1947 (Cmd. 7548). This change from parliamentary to non-parliamentary publication, and the change in format, arose partly from the nationalisation of the coal, gas and electricity industries, which resulted in new arrangements for collecting the statistics. The data now given for coal, gas and electricity cover broadly the same total field as those given in previous Digests, except that in certain tables additional figures are given for headquarters and other staffs not previously included. Distinction is made within this field between undertakings vested in, or operated by, the national authorities and undertakings not so vested or operated. The electricity section has been expanded to give the more important national data previously published by the Electricity Commissioners. These cover the North of Scotland and railway electricity undertakings, as well as the British Electricity Authority and Area Boards. The national gas statistics formerly given in the Ministry's *Return relating to gas undertakings*, which gave particulars for each company and local authority undertaking, are now covered in the Digest. Certain statistics obtained from particular inquiries, such as the analysis of colliery working in the week ended 2nd February, 1946, given in the Digest for 1946 and 1947, are not presented in the latest issue; nor are statistics for minerals other than coal given for 1948. On the other hand, a new series of tables dealing with the use of pulverised fuel is included; these bring up to date figures last published in the pre-war *Annual reports of the Secretary for Mines*, published by the Board of Trade. Other new information given in this Digest includes data on petroleum, the use of explosives in coal mines, and area or divisional analyses of coal, gas and electricity statistics. Maps showing Ministry of Fuel and Power regional boundaries, National Coal Board divisional boundaries, boundaries of Electricity Boards and British Electricity Authority Divisions, and boundaries of Area Gas Boards are also printed in the latest Digest. The change of publication policy in respect to the Digest has to be noted in conjunction with the discontinuation of the following statistical publications: (1) Electricity Commissioners. *Annual returns of engineering and financial statistics*. (2) . . . *Annual return on generation of electricity in Great Britain*. (3) *Return relating to authorized gas undertakings*. (4) *Supplement to Statistical Digest, 1945, containing Regional and District coal production figures*.

Fuel and power statistics also appear in the *Monthly digest of statistics*, published by the Central Statistical Office, *Coal figures*, published monthly by the National Coal Board, the *Quarterly statistical statement of costs of production, proceeds and profits or loss of the coal mining industry*, published in the Command series, and the *World Power Conference Statistical Year Book*, which is not an official publication, but which obtains some of its data from official sources. The Ministry's *List of mines*, last published in 1951 for the year 1950, gave particulars of numbers employed at each mine and of the minerals and seams worked. *Digest of pneumoconiosis statistics*, first published by the Ministry of Fuel and Power in 1951, continues to be published by H.M.S.O. for the Ministry of Power from 1956.

## (c) MONOGRAPHS, PERIODICALS, ETC.

## COAL INDUSTRY

*Advisory Committee on the Treatment and Rehabilitation of Coal Miners in the Wales Region suffering from Pneumokoniosis. Report, 24th May, 1944. 1944.*

N.B. – Special arrangements are maintained by the Ministry with the Medical Research Council in relation to research into the problem of pneumoconiosis among miners. (c.f. Medical Research Council, Industrial Health Research Board reports: *Chronic pulmonary diseases in South Wales coalminers*. I and II, 1942 and 1943; III, 1945.)

*Clearances on transport roads in coal mines.* Ministry of Power. H.M.S.O., 1957. (Yates Report.)

*Committee on the Recruitment of Juveniles in the Coalmining Industry. First report, 1942; Supplemental report, 1943.*

*Departmental Committee on Apprenticeship for Coal Face Workers. Report, 1947. Future of the coal miner. 1946.*

N.B. – A brief explanation, based on the Reid Report (Cmd. 6610), of coming changes and new opportunities in the coal industry.

## ELECTRICITY SUPPLY

*Power stations. Report of the committee of enquiry into economy in the construction of power stations.* Ministry of Fuel and Power. H.M.S.O., 1953. (Beaver Report.)

## FUEL EFFICIENCY

*District heating in American housing.* (National Building Studies Special Report No. 7.) 1949.

N.B. – A technical, illustrated report, with statistical tables, prepared by a Mission which visited the U.S.A. from February to April 1947.

*Domestic heating in America.* 1946.

N.B. – The report of a joint party from the Ministry of Fuel and Power and the Department of Scientific and Industrial Research which visited the U.S.A. and Canada to study heating, cooking and hot water supply in small houses. The link between this and the foregoing publication and the D.S.I.R. series of Post-War Building Studies is worthy of note.

*Efficient use of fuel.* 2nd ed., 1958.

A textbook on fuels and their utilisation, prepared by the Ministry's Fuel Efficiency Committee for the use of students and technical men in industry.

*Efficient use of steam,* by Oliver Lyle. 6th impression with amendments, 1958.

A textbook written by the author for the Ministry's Fuel Efficiency Committee.

*Fuel and the future: the proceedings of a Conference held in London on 8th, 9th and 10th October, 1946, under the auspices of the Fuel Efficiency Committee.* 3 vols. 1948.

These volumes comprise the papers given by government and industrial experts on the state of development and the future trends of fuel utilisation in a wide variety of fields.

*Gravity warm air system: background heating in small dwelling houses.* 1947.  
(c.f. Post-War Building Studies mentioned above.)

*Stoker's manual.* Prepared under the direction of the Ministry's Fuel Efficiency Committee. 1945. (Superseded by the *New stoker's manual*, prepared by and obtainable from the National Industrial Fuel Efficiency Service, 1959.)

*Gas Arbitration Tribunal Rules, 1949.* 1949.

N.B. – These rules are *not* a statutory instrument.

#### NUCLEAR POWER STATIONS

*Nuclear power station at Trawsfynydd. Report by H. W. Grimmit, Chief Engineering Inspector, and C. D. Buchanan, Principal Inspector, of a public inquiry held on Feb. 12, 13 and 14, 1958, concerning proposals by the Central Electricity Generating Board to construct a nuclear power station at Trawsfynydd, together with certain overhead transmission lines.* Ministry of Power. H.M.S.O., 1958.

#### OIL AND PETROLEUM

*Benzole Technical Committee. Report on investigations 1942–1946 on sludging and corrosion in benzole-absorption plants.* 1947.

The Committee was set up in October 1942 by the Ministry, "to co-ordinate the technical work being carried out upon benzole recovery and refining and to advise as to the steps to be taken to increase the yields and/or quality of crude benzole and pure products by technical methods". A companion work was published in 1950 on technical work carried out between 1941 and 1945 on benzole from coal gas.

*Petrol rationing for private cars and motor cycles.* 1948.

A question-and-answer pamphlet on applications for, and allocation of, petrol for private motorists, with a foreword by Sir Stafford Cripps.

#### SAFETY IN MINES

*Beware firedamp: how it can be detected by means of the flame safety lamp.* 3rd ed., 1960.

An amended reprint of a pamphlet first published by the Mines Department in 1939 and written for the underground miner.

*Examination of colliery ropes in service.* 1947.

*Lighting performance of safety lamps in coal mines in Lancashire and North Wales.* 1946.

A report by H.M. Divisional Inspector of Mines.

*Power loading and roof control at longwall faces.* 1944.

Illustrated notes intended chiefly for the guidance of colliery managements using, or preparing to use, mechanical loaders underground.

*Report of a Committee of Inquiry into the precautions necessary to secure safety in the use of explosives in coal mines.* 1950.

The report of a committee appointed by the Minister on 12th January, 1948,

under the Chairmanship of Mr. A. M. Bryan, now Sir A. M. Bryan, H.M. Chief Inspector of Mines.

*Review of electrical research and testing with regard to flame-proof enclosure and intrinsic safety of electrical apparatus and circuits.* 1944.

This review, presented by a former H.M. Electrical Inspector of Mines and officers of the Safety in Mines Research Board, discusses the origin and future developments of research and routine testing in relation to the various descriptions of electrical apparatus used in coal mines and in other places where there is a risk of explosion.

*Review of flameproof testing, 1922-1947: an account of developments during twenty-five years of authoritative work in Great Britain,* by H. Rainford. 1948.

This review is of interest not only to the mining industry, but also to other industries where the hazard of explosions has to be taken into account.

*Trailing Cables Committee. First and second reports.* 1947.

Reports of a committee convened on the recommendation of Sir John Felton, Chief Inspector of Mines, following two explosions which occurred in February 1946 at the Barnsley Main Colliery, the first of which was considered to be due to ignition of firedamp by a flash from a coal-cutter trailing cable. The reports were published in order that the information contained in them should be available to all makers and users of the types of cable in question.

*Visual training aids for the mining industry.* 1946.

A descriptive account and a catalogue of some of the instructional aids designed for use in coalmining education, produced by the Instruction Section, Safety in Mines Research Board, under the direction of a committee representing the Ministry of Fuel and Power and the Ministry of Education.

#### PERIODICALS

*Coal.* Vol. 1, No. 1, May 1947-Vol. 14, No. 12, June 1961.

This monthly magazine for the mining industry was produced by the Central Office of Information for the National Coal Board in co-operation with the Ministry of Fuel and Power, and later by the National Coal Board alone.

*Coal News.* Vol. 1, No. 1, July 1961. (Superseded *Coal* and published by the National Coal Board.)

*Fuel Efficiency News.* Vol. 1, No. 1, September 1950.

This monthly journal, prepared by the Committee for the Efficient Use of Fuel, was originally issued by the Ministry free of charge. It was not notified in H.M.S.O. lists until it became saleable in 1950. From September 1954 the Ministry of Fuel and Power ceased to publish the journal and it was replaced by the Arrow Press Ltd. publication *Fuel Efficiency*.

*Outlook on Colliery Training.* No. 1. 1946.

The first number only of this quarterly magazine, designed primarily for the benefit of training officers, practical instructors and head colliery lampmen, was published by the Ministry. Thereafter it was published by the National Coal Board.

## THERMAL INSULATION

*Thermal Insulation (Industrial Buildings) Act, 1957. Explanatory memorandum.* Ministry of Power. H.M.S.O., 1958.

*Thermal Insulation (Industrial Buildings) Regulations, 1958. Memorandum on calculation of "U" values. Supplement to explanatory memorandum.* Ministry of Power. H.M.S.O., 1960.

## TIDAL POWER

*Report on the Severn barrage scheme*, by A. G. Vaughan-Lee, Sir William Halcrow and S. B. Donkin. 1945.

Linked with this report are the *Report of the Severn Barrage Committee, 1933* (published by the Economic Advisory Council of H.M. Treasury and reprinted in 1945), and *Construction and operation of a tidal model of the Severn Estuary*, also published under the auspices of the Economic Advisory Council in 1933. The latter publication comprises two reports by Professor A. H. Gibson and a set of diagrams and figures.

No attempt has been made to deal with the Statutory Rules and Orders and the Statutory Instruments relating to fuel and power. For an appreciation of the nature and extent of these, reference can be made to the classified index, prepared by the Ministry's library in consultation with the Parliamentary Section, and published by H.M.S.O. as *Sectional List No. 35* from 1948-1962.<sup>1</sup> Application for copies of this and *Sectional List No. 14: Ministry of Fuel and Power Electricity Division reports, returns, regulations, memoranda . . .* should be made direct to H.M. Stationery Office.

With regard to unpublished material prepared by the Ministry, mention can be made of the *Weekly statistical statement* issued by the Information Branch, the *Quarterly schedule of certificates of flameproof electrical apparatus . . .* issued by the Safety and Health Division, and the *Conditions relating to alteration of existing installation in relation to new voltage . . .* issued by the Electricity Division. Such items as these are designed for a very limited public and, in the interests of economy, the number of copies is restricted to the known demand. Where, however, published sources fail to provide what is sought by the research worker and the librarian, sympathetic consideration would be given to enquiries addressed to the Ministry.

<sup>1</sup> For reasons of economy, H.M.S.O. ceased printing and publishing *Sectional List No. 35* in 1962 and it is being replaced by *Ministry of Power Statutory Instruments & Statutory Rules & Orders* in the form of a duplicated guide compiled for internal use primarily in the Ministry of Power.

# *The Ministry of Public Building and Works*

By W. J. Reiners  
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and

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*Chief Librarian*

1. The Functions of the Ministry.
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## I. THE FUNCTIONS OF THE MINISTRY

This Ministry acts as a liaison between the Government and the Construction Industry and also undertakes a large building programme. The type of information that may be available to the research worker is indicated by the functions of the Ministry and for that reason these are briefly described. A fuller account can be read in Command Paper 2233 entitled *The reorganisation of the Ministry of Public Building and Works*.

In 1963 the Works organisations of the three Service departments and the former Ministry of Works were combined under the Ministry of Public Building and Works. This Ministry covers the whole of the United Kingdom with outposts all over the world. Its functions include:

- (1) Providing accommodation for all Civil departments, for the headquarters of Service departments and for the Post Office
- (2) Meeting the large construction needs of the armed services
- (3) Constructing and equipping scientific research stations

- (4) Building prisons and law courts provided by Central Government
- (5) Maintaining royal palaces and parks, the Houses of Parliament and a number of museums and galleries
- (6) Providing furniture and equipment for all Civil departments and partly for the Services; and
- (7) Preserving historic buildings and ancient monuments.

The Directorate General of Works is served by the various professions concerned with building. General matter, technical instructions and advice within the Ministry are dealt with by the following Central Units:

1. Building
2. Civil Engineering
3. Mechanical and Electrical Engineering
4. Quantity Surveying.

The Directorate General of Research and Development was created in order

- (1) to co-ordinate and extend the activities of the various research and development groups throughout the Government Service;
- (2) to assume direct responsibility for the work and development groups in the Ministry of Public Building and Works;
- (3) to encourage and develop generally the use of new and rapid methods of construction;
- (4) to standardise the use and production of building components to the greatest possible extent; and
- (5) to secure the widespread dissemination of the best modern practice.

In addition the Ministry has taken over responsibility from the Ministry of Housing and Local Government for building regulations and byelaws.

## 2. THE LIBRARY

The Headquarters Library in Lambeth Bridge House deals with the many aspects of recorded matter. Since 1944 it has published a fortnightly *Library Bulletin*, which lists books and pamphlets of current interest and articles selected from 640 periodicals including many from overseas. Every six months the books and pamphlets section of the Bulletin is consolidated into the *Consolidated Accessions Lists*; and

annually the periodical section is consolidated into *Building References*. All items are arranged by U.D.C. conforming to the internationally approved selection schedules for Architecture, Building and Civil Engineering.

The *Library Bulletin*, the *Consolidated Accessions Lists* and *Building References* will be supplied on request to librarians or institutions having a use for them. Additional copies of the *Bulletin* will be provided to a library which may wish to compile a subject index on cards by cutting and pasting; entries are designed to fit on to 5 × 3-inch cards.

One of the features of the library of interest to enquirers is its very complete collection of trade literature, covering most proprietary materials, equipment and installations used in buildings.

The library has a large network of subordinate libraries to serve the Directorates for the Navy, the Army and Air Force building requirements as well as other divisions of the Ministry. Libraries outside London are situated at Edinburgh (Scottish Headquarters), Leeds, Cambridge, Reading, Bristol, Cardiff, Birmingham and Manchester; each of these also has small collections in major towns within its area. Similar libraries are available overseas. Though the primary purpose of the Ministry libraries is to serve the Ministry's professional staffs, they are available to bona fide enquirers concerning architecture and building for reference or consultation. Each has a classified subject index based on Headquarters information and a basic stock of reference material and periodicals.

### 3. CHIEF INFORMATION OFFICER

The Chief Information Officer deals with all departmental information to the press, radio and television. He issues press notices and deals with press enquiries.

For rapid distribution of information, papers are sometimes prepared for the technical press by members of the Ministry and normally a limited number of reprints are available.

### 4. BRITISH STANDARDS AND CODES OF PRACTICE

This Ministry takes an active part in the preparation of British Standards and Codes of Practice concerned with building. The codes deal with good construction and represent the combined experience and informed opinion of experts in each subject. Both standards and codes are available from the British Standards Institution.

## 5. PUBLICATIONS

Government publications on building are detailed in *Sectional List No. 61*, which is obtainable free of charge from H.M.S.O. The Ministry has been concerned with the following:

(a) *Post-war Building Studies*

These studies were prepared on major problems likely to affect peacetime building in order to support the post-war plans. They were prepared by committees either appointed by a government department or convened by a professional institution, research association or trade federation.

(b) *National Building Studies*

Information issued by government departments on matters of technical interest to the building industry are contained in this series. The majority of the publications are compiled by the Building Research Station but the Ministry of Public Building and Works, the Ministry of Power and the Joint Fire Research Organisation also have contributed to this series.

The studies are of three kinds:

- (1) *Bulletins* – summaries of information on selected topics in a form suitable for practical application.
- (2) *Special Reports* – Comprehensive surveys on subjects of interest to the industry.
- (3) *Research Papers* – Descriptions of investigations, mainly for those engaged on research or development work.

(c) *Advisory Leaflets*

Advisory leaflets are designed mainly to meet the need of the small builder, clerk of works, foreman and craftsman for practical information on building methods and materials in a concise and simple form. They are constantly under review and they are revised as new information becomes available. They are in great demand and cover subjects such as dampness in buildings, house insulation, woodworm and dry rot. In practice they are also used by professional men engaged in building and by practical householders.

(d) *Technical Notes*

This series of seven technical notes was prepared to stimulate the wider use of some modern techniques and materials. One on ring circuit electrical installations for housing has been particularly useful.

(e) *Command Papers and other reports*

These include the following:

*Building research and information services*

*A National Building Agency*

*Survey of problems before the construction industries*

*The Placing and management of contracts for building and civil engineering work*

*Dimensional co-ordination for industrialised building D.C.1*

*Dimensional co-ordination for industrialised building D.C.2 (Preferred dimensions for housing)*

*Dimensional co-ordination for industrialised building D.C.3 (Preferred dimensions for educational, health and Crown Office buildings)*

*Dimensional co-ordination for Crown Office buildings*

(f) *Ancient monuments and historic buildings*

Ministry publications on ancient monuments and historic buildings are detailed in H.M.S.O. *Sectional List No. 27*. This includes official guides, regional guides and archaeological reports. Some of the publications have excellent coloured illustrations.

(g) *Future publications*

It is proposed to publish through H.M.S.O. Research and Development Bulletins and Building Management Handbooks. No doubt several other publications will be issued in the future and these will be detailed in the most recent edition of H.M.S.O. *Sectional List No. 61*.

## 6. DIRECTORATE GENERAL OF RESEARCH AND DEVELOPMENT

There are four Directorates under the Director General of Research and Development (Sir Donald Gibson, CBE, DCL, P.R.I.B.A., Dist.TP, MTPI).

The Directorate of Economic Intelligence has the task of assessing the forward load of the construction industries in relation to their capacity. To do so it collects, interprets and disseminates statistical and economic information on the construction industries by means of a monthly bulletin of statistics.

The Directorate of Development seeks to promote new and more efficient ways of building. It is concerned with industrialised building and dimensional co-ordination. It has several development groups including those concerned with offices, prisons, Post Office buildings, and houses and specialised buildings for Service departments. A Winter

Building Adviser has been appointed and a report on winter building issued.

The Directorate of Building Management is engaged on promoting improved management techniques and more effective co-ordination throughout the building process. It is concerned with the creation of conditions to bring about the optimum use of all resources available at every stage of a building project. Its tasks include developing forms of quality and cost control and techniques such as programming and network analysis, developing knowledge of communications and human relations in building and establishing good contract procedures. It also has responsibility for building regulations.

The Directorate of Research and Information reviews research in progress and formulates research needs in conjunction with industry and the professions. Research contracts are placed with universities and other agencies. It is also concerned with the improvement of technical information services and education in the construction industries. Information is spread by means of publications, exhibitions, films, lectures and conferences. A booklet entitled *Selected films in building* is available from the Ministry. A report on *Building research and information services* is available from H.M.S.O. and is a valuable reference.

#### 7. THE FUTURE

In writing this chapter it is clear that the construction industry supported by the Ministry of Public Building and Works is developing fast in order to meet the challenge for increased production. Changes are bound to occur.

What has been said is but a brief survey of information which can be of help to the research worker. If further information is required it can be obtained according to its nature and availability from the following who work in close touch with each other:

1. The Chief Librarian
2. The Chief Information Officer (for press matters)
3. The Building Information Group of the Directorate of Research and Information.

## *The Naval Library*

By Lieut.-Cdr. P. K. Kemp  
*Librarian*

The Naval Library, the largest collection of naval and maritime books of all kinds in the world, has recently been rehoused on the 25th floor of the Empress State Building, Earl's Court, S.W.6.

Although intended primarily as a reference library for the Admiralty staff, it has become the practice of late years to allow members of the public engaged in research on naval subjects to use it between the hours of 10 a.m. and 5 p.m. from Monday to Friday.

The largest sections of the library are naturally those devoted to naval history and to geographical subjects (voyages, hydrographic surveys, etc.). The latter section, in particular, contains some very old and rare charts and maps, some of the sixteenth-century Spanish charts being especially beautiful. There is also a good collection of biography and autobiography, naval subjects of course predominating.

The library contains a full set of Sea Officers Lists and Navy Lists, the earliest being the *Correct list of the Captains of His Majesty's Navy from the year 1673 to the close of the year 1777*. There is also a set of *Steel's Navy List, 1782-1815*. The earliest *Army List* possessed by the library is dated 1740, but between that date and 1860 there are a great many gaps. From 1860 onwards the set is complete. The *Air Force List* is complete from 1918. A full set of *Admiralty Weekly Orders* and *Admiralty Fleet Orders* is held. A complete file of the *London Gazette* from 1665 is held, as also is *The Times* newspaper from 1809.

There is a large periodicals section, including, amongst many others, bound sets of such publications as *The Mariner's Mirror*, the *Journal of the Royal United Service Institution*, proceedings of various learned societies, etc.

Books of reference such as the *Royal Calendar*, *Imperial Calendar*, *Annual Register*, *Who's Who*, *Whitaker's Almanac*, are also held, in some cases dating back into the eighteenth century and in complete sets.

The Naval Library contains very few up-to-date books of a scientific or technical nature. Some years ago a library was established for the Royal Naval Scientific Service, so that the collection of such books naturally became the province of the new library, and any technical or scientific books held by the Admiralty Library are kept primarily for their historical interest.

The library is catalogued under a card index system, the following being the general headings:

BIOGRAPHY: Naval, military and general. HISTORY: Naval; military; Navy Record Society publications; historical and MSS. reports; State papers; courts martial trials; Documents inédits sur l'histoire de France; U.S. Naval History Society publications; Log series; Camden Society series; general history. ADMINISTRATION: Naval; military; defence; decorations and medals; flags; uniforms; regulations and instructions; heraldry; education, management, industrial efficiency, psychology; peace, and limitation of armaments; League of Nations and United Nations; general policy and administration. ART OF WAR: Strategy; tactics; signal books and fighting instructions. MERCANTILE MARINE, COMMUNICATIONS AND COMMERCE: Mercantile Marine; fisheries; slave trade; signals; communications, wireless, radar; tables, etc.; general. NAVAL ARCHITECTURE: Historical; design and construction. ENGINEERING, MACHINERY AND BOILERS: Steam; boilers; electric; internal combustion; lubricants; heating and refrigeration; nuclear engineering; general. FUEL AND STORES: Coal and oil fuel; stores. GUNNERY: Gunnery and tanks; torpedoes and mining; explosives, atomic energy, rockets and atomic bombs; small arms; diving and salvage. AERONAUTICS: Naval; military; general. CIVIL ENGINEERING: Harbours and docks; foreshore; lighthouses, etc.; canals and rivers; railways and bridges; fortifications, boom defence; miscellaneous. PHYSICS AND MATHEMATICS: Pure mathematics; applied mathematics; light, heat, sound, photography; magnetism, electricity, radio; chemistry, plastics; metallurgy; hydraulics; general. NATURAL HISTORY: Comprehensive and general works; zoology; botany, timber. SURVEYING: Hydrography; geodesy. PHYSICAL GEOGRAPHY AND GEOLOGY: Oceanography; meteorology; geology; physical geography. GEOGRAPHY: History of geography; manuals; gazetteers; guide books. VOYAGES, TRAVELS AND DESCRIPTIVE WORKS: Collections and history of discovery; round the world; polar; Europe; Asia; Africa; America; Australasia; itineraries; Hakluyt Society publications. NAVIGATION AND ASTRONOMY: Navigation; seamanship; astronomy; tables. SAILING DIRECTIONS: Home waters; Atlantic; Mediterranean; Indian Ocean; Pacific; Hydrographic Office series; miscellaneous. CHARTS AND ATLASES: Many and various, dating from sixteenth century. MEDICAL: Various. LAW: International; maritime; martial; civil; statutes. LANGUAGE: Philology; dictionaries (general); dictionaries (technological); grammar - handbooks; encyclopaedias; nautical and military; miscellaneous.

# *The Royal Commission on Historical Monuments (England)*

By A. R. Dufty  
*Secretary to the Commission*

The Royal Commission on Historical Monuments (England) was established in October 1908 "to make an Inventory of the Ancient and Historical Monuments and Constructions connected with or illustrative of the contemporary culture, civilisation and conditions of life of the people in England, excluding Monmouthshire, from the earliest times to the year 1700 and to specify those which seem most worthy of preservation". The first Inventory (Hertfordshire) was published in 1910. In all, twenty-three volumes forming the Inventories of twelve counties or parts of counties, including the cities of Oxford and Cambridge, have been published, and work is proceeding on the completion of the Inventory of Dorset (a further three volumes), of Salisbury (the first of a series on Wiltshire), of the City of York (a further three volumes) and of West Cambridgeshire (the first of a series of four volumes planned for that county).

The manuscript survey notes with drawings and photographs additional to those published in the Inventories are available in London to students on application in writing to the Secretary to the Commission.

In 1956 the Commission undertook the survey of earthworks threatened with destruction and certain categories of buildings also threatened. The survey notes and drawings for these are also available to students. *Monuments threatened or destroyed: a select list* (of the sites and buildings surveyed under this scheme, amounting to several hundreds) was published in 1963.

In addition, the Commission has issued a guide to St. Albans Cathedral, published in 1952, a survey of the archaeology of the river gravels

published in 1960 under the title *A matter of time*, and a monograph on *Newark on Trent: the Civil War Siegeworks* (1964).

The Inventories published prior to World War II were restricted to monuments dating from before 1714. In 1946 a new Royal Warrant was issued permitting the recording of monuments after 1714, and at the same time the staff of the Commission was increased, thus enabling the Commission to work in more than one area at a time. As a matter of convenience the Commission fixed on the terminal date 1850 for monuments to be included in subsequent Inventories, the first of these being *West Dorset*.

Since 1946 regional offices of the Commission have been established at Cambridge, York and Salisbury; the addresses of these offices are obtainable from the Secretary to the Commission.

#### PUBLISHED INVENTORIES

1. Hertfordshire, one volume, 1910.
2. Buckinghamshire, two volumes, 1912 and 1913.
3. Essex, four volumes, 1916, 1921, 1922 and 1923.
4. London, five volumes (including one on Westminster Abbey and one on Roman London), 1924, 1925, 1928, 1929 and 1930.
5. Huntingdonshire, one volume, 1926.
6. Herefordshire, three volumes, 1931, 1932 and 1934.
7. Westmorland, one volume, 1936.
8. Middlesex, one volume, 1937.
9. Oxford City, one volume, 1939 (reprinted 1949).
10. Dorset West, one volume, 1952.
11. Cambridge City, two volumes, 1959.
12. Roman York, one volume, 1962.

## *The Social Survey*

By S. Witzenfeld

*Administration Officer, The Social Survey*

The Social Survey is a government social research organisation which has been in existence since 1941 and is at present organised as a division of the Central Office of Information. The Social Survey works entirely on problems which are put to it or strongly endorsed by government departments, using principally sample survey techniques. The scope of its present work falls into the following main groups:

- (a) Statistical enquiries;
- (b) Economic planning enquiries;
- (c) Enquiries made to help decisions on social policy;
- (d) Enquiries designed to aid departmental committees, Royal Commissions, etc.;
- (e) Enquiries made to help in developing information and recruitment policy and publicity and recruitment campaigns.

A report on each enquiry is compiled by the responsible Research Officer and submitted to the commissioning organisation. In the main, this is a sponsoring government department, but from time to time work is undertaken at the request of an organisation outside the government apparatus but with very strong departmental backing.

The reports describe in detail the conduct of the survey, the purpose of the enquiry, the sampling method, the design of the questionnaire, the response and co-operation achieved, and the results, conclusions and recommendations derived from the answers. The statistical data and calculations leading to the Research Officer's comments and interpretations are always presented. A simple count of the answers to a question is seldom informative in itself and it is therefore necessary to examine the relationship between the answers to a number of questions. For example, in the course of an enquiry into residential

caravan life, questions were asked which made it possible to classify into long- and short-term caravaners. These questions asked how long they expected to make a caravan their home, whether they would choose to stay in a caravan if they could rent or buy a house at a price they could afford, and how well caravan life suited them. It was then possible to study the characteristics of these long- and short-term caravaners, their caravans, and where they were to be found.

When the report is submitted, the commissioning authority then determines whether it should be made available to the public generally. In the case of government departments, if this is agreed the Social Survey arranges publication in co-operation with H.M. Stationery Office, and copies of the report are available from the Librarian of the Social Survey. On occasion, however, the results of the enquiry are included in an official publication covering a wider issue, and published by H.M. Stationery Office on behalf of the client department. Again, when a report is submitted to a non-governmental organisation, it may form the subject of, or be incorporated in, a report published commercially.

In addition to reports on individual surveys, there are also available a number of publications on general methods and reports covering a number of Social Survey studies. To summarise, the following publications dealing with the Social Survey's activities are available. (1) Reports on individual surveys: these include reports on Consumer Expenditure Surveys, a series of enquiries made for the Central Statistical Office and the Working Party on Statistics for Employment Policy in order to estimate consumer outlay on certain goods and services. The results of these enquiries are used in compiling the White Papers on National Income and Expenditure of the United Kingdom. (2) Reports on a number of Social Survey studies based on a particular subject. (3) Reports by other bodies based on, or including the results of, Social Survey work. (4) Papers by the staff of the Social Survey: (a) Methodological Series; (b) General Series.

A detailed list of all reports under each of these headings is available on application from the Librarian of the Social Survey. The materials listed under categories 1, 2 and 4 are available direct from the Social Survey. The reports listed under Section 3 are available from either H.M.S.O. or a commercial publisher.

I would like to illustrate the variety of the topics covered by the Social Survey by listing some of the recent additions to the above lists:

- The Residential use of caravans* (S.S. 299). Published by the Social Survey. This survey was made for the Ministry of Housing and Local Government in connection with Sir Arton Wilson's investigation of the use of caravans for residential purposes.
- Refuse disposal in flats* (S.S. 276). Published by the Social Survey. An enquiry undertaken for the Building Research Station into consumers' experience of the Garchey refuse disposal system.
- Survey among grassland farmers* (S.S. 274). Published by the Social Survey. A study of the methods used by farmers to obtain information with particular reference to the National Agricultural Advisory Service and to improved techniques in the use of grasslands. Made for the Ministry of Agriculture, Food and Fisheries.
- Consumer expenditure surveys, 1956-58*. Published by the Social Survey. This publication includes the results of four enquiries carried out in this period for the Central Statistical Office and investigating expenditure on Repairs and Alterations to Domestic Property, on Gardens, Removals, Domestic Service, Pets, Meals in Catering Establishments, and Cleaning Materials.
- "15-18". Volume II of this official report by the Central Advisory Council for Education and published by H.M.S.O. in February 1960, was based on the Social Survey enquiry into Further Education.
- Royal Commission on Doctors' and Dentists' Remuneration, 1957-60*. The report of this Royal Commission was published in February 1960 and included a considerable amount of data collected by the Social Survey on behalf of the Royal Commission. A technical Appendix prepared by the Social Survey gives full details of the methods used and was published by H.M.S.O. in May 1960.
- Technical information and the smaller firm*. A report published by the European Productivity Agency in October 1958, based on data collected in the course of two studies carried out by the Social Survey.
- Designing a budget survey* (M.84). A paper by W. F. F. Kemsley, originally published in *Applied Statistics* in 1959.
- The Government Social Survey: an aid to policy formation* (G.59). A lecture by Louis Moss given for the Royal Institute of Public Administration, November 1959.

The Social Survey's work covers a wide range of social and economic problems. The research staff of the department have at their disposal highly skilled technical sections embracing all phases of sample survey operations, viz., sampling, interviewing, coding and tabulation. The sections concerned have made significant contributions to the general knowledge of random sampling methods, fieldwork organisation and data processing arrangements and a number of papers based on their

experience and studies have been published. These are available from the Social Survey and include:

*Some useful data when sampling the population of England and Wales.* This publication presents data, based on the use of the Register of Electors as a sampling frame, which is useful when designing national samples covering England and Wales. The two main tables present small sampling units which in the urban stratum are mainly wards or groups of wards and in the rural stratum groups of parishes. There are 6,564 such units stratified by standard region and by conurbation, non-conurbation and rural. For each unit its electorate and 'J' index is also given – a measure of its economic status. In addition, three other main tables give (i) the parliamentary constituencies together with their electorates, 'J' index and proportions of their electorates living in rural areas; (ii) urban administrative districts giving county, 'J' index, parliamentary electorate and industrialisation index; and (iii) similar data for the rural administrative districts. There are also two summary tables and brief instructions on how to use the tables.

*Sampling for the Social Survey* (M.58)

*The Register of electors as a sampling frame* (M.59)

*A Handbook for interviewers* (M.77)

*Research on interviewing* (M.36)

*The Work of a coding section* (M.67a)

# *The United Kingdom Atomic Energy Authority*

By J. Roland Smith

## HISTORY OF THE U.K.A.E.A., AND ITS RESPONSIBILITIES

The origin of government interest in atomic energy in Britain was as a weapon of war. In 1940 a committee under the chairmanship of Sir George Thomson was set up under the Air Ministry to examine the feasibility of producing nuclear explosives. In 1941 the Committee reported favourably on the project, and later in that year the Government decided that work should go ahead under the code name "Directorate of Tube Alloys", supervised by Lord Waverley (then Sir John Anderson) within the Department of Scientific and Industrial Research. Later on the United States Government (which was independently working on a similar project) took over the whole of the research into and production of the atomic bomb, including the British workers themselves, by agreement with the Government of the United Kingdom. A full account is given in Margaret Gowing's book, *Britain and atomic energy, 1939-1945*, published by Macmillans in 1964 at 55s.

After the war, collaboration between these countries on many aspects of atomic energy virtually ceased when the McMahon Act was passed in the U.S.A. in 1946. The U.K. Government had, however, already decided to re-establish its own atomic energy organisation and in 1945 it announced that an Atomic Energy Research Establishment (A.E.R.E.) would be set up at Harwell, Berks., within the Ministry of Supply, to cover all aspects of the subject. In 1946 the formation of another organisation was announced, to be led by Lord Portal of Hungerford, to produce fissile materials "as speedily as possible", and legislation was passed to cover the responsibilities of the Minister, and the activities of the two organisations.<sup>1</sup> The A.E.R.E., retaining its title, was placed under the Directorship of Sir John (then Dr.) Cockcroft; the production organisation, named the Division of Atomic Energy (Production), with Sir Christopher (then Mr.) Hinton as Managing Director, set up headquarters at Risley, near Warrington, Lancashire.

In 1953 the Government decided that responsibility for atomic energy should be handed over to a non-departmental organisation under government control, and appointed a committee under Lord Waverley's chairmanship to recommend how this should be done. The Committee's report was not published but its main recommendations<sup>2</sup> were accepted, and on 1st January, 1954, an Order in Council<sup>3</sup> transferred the former functions of the Minister of Supply, in the field of atomic energy and radioactive substances, to the Lord President of the Council, under whom an interim Department of Atomic Energy was set up.

On 19th July, 1954, the final transfer of functions from the Department to the United Kingdom Atomic Energy Authority (U.K.A.E.A.) took place,<sup>4</sup> with the Lord President continuing as the responsible Minister (later the Prime Minister assumed responsibility, and then the Minister for Science and now the Minister of Technology.<sup>5</sup>).

The Authority are therefore a public board, but they are largely supported by Treasury funds. Under the 1954 Act,<sup>4</sup> the "Authority" – in the strict sense – were to consist of a Chairman (then Sir Edwin Plowden, now Sir William Penney) and a number of members (now limited to fifteen), some whole-time, some part-time, and all appointed by the responsible Minister. The four whole-time members (not counting the Chairman and Deputy Chairman) are scientists or technologists with responsibility for production, reactors, weapons, and research. Some of these responsibilities are reflected in the names of the five large Groups\* of laboratories, design offices and plant constituting the 'body' of the Authority: the Engineering Group, Production Group, Reactor Group, Research Group and the Weapons Group.

The U.K.A.E.A. has wide statutory powers in the field of atomic energy and radioactive substances,† covering production, use, disposal

\* From July 1954 to 30th June, 1959, there were only three Groups: Industrial, Research and Weapons. From 1st July, 1959, the Industrial Group split into two: Development and Engineering, and Production. From 1st April, 1961, these two Groups were divided into three: Engineering, Production, and Reactor.

† It is, however, subject to statutory restrictions similar to those applying to industrial firms (e.g., the Factories Acts and the Offices, Shops and Railway Premises Act, 1963), and to special restrictions contained in the Radioactive Substances Acts, 1948 and 1960 – governing, *inter alia*, transport of radioactive goods and radioactive waste disposal. It is exempted from the Nuclear Installations (Licensing and Insurance) Act, 1959.

and research, and it produces nuclear components for atomic weapons required by the Ministry of Aviation. The actual programme is largely determined by government decisions, but the principal tasks are (a) to assist in the fulfilment of the nuclear power programme which the Government first announced in February 1955, and has since amended,<sup>6</sup> (b) to develop more advanced reactors for nuclear power and to construct prototypes, (c) to carry out basic scientific research, and (d) to meet the Armed Services' requirements. The original nuclear power programme envisaged the construction, in the normal way by private industry, of twelve nuclear power stations for the Central Electricity Generating Board (then the Central Electricity Authority) and the South of Scotland Electricity Board, who would own and operate them. The U.K.A.E.A., as the only body with the necessary experience, was made responsible for technical advice, both to the contractors and the C.E.G.B. and S.S.E.B.

#### PRESENT ORGANISATION

Below the level of the Authority Members and their Executive, most of the organisation and all of the scientific and technological work is decentralised. Thus there are six main sources of information and published work: the five Groups already mentioned, the Authority Health and Safety Branch, and a London Office. The following outline of the major parts of the whole organisation shows their broad functions, and where the numerous individual establishments are.

*London Office.* Direction of policy and co-ordination of the work of the U.K.A.E.A. by the Authority Members and their Executive Committee, together with some centralised functions affecting all Groups.

Address: 11 Charles II Street, London, S.W.1.

*Authority Health and Safety Branch (AHSB).* Advice to the Authority Members on their health and safety policy, and dissemination of it; assessment and inspection of the U.K.A.E.A.'s reactors, plants and laboratories; and conduct of the Authority's external relations in health and safety matters. There are three Divisions:

Administrative Division, at London Office, Harwell and Risley.

Radiological Protection Division, Harwell, Didcot, Berks.

Safeguards Division, Risley, Warrington, Lancs.

*Engineering Group (EG).* Design and construction of plant, works and buildings for the other Groups; design of fuel-element plant; common supply service to the U.K.A.E.A.

Headquarters, Risley, Warrington, Lancs.,

with detachments at other Authority establishments.

*Production Group (PG).* Fuel-element design, production and inspection; uranium enrichment; irradiated fuel examination; irradiation of experimental fuels; irradiated fuel-element reprocessing; operation of the Group's reactors; development work connected with the Group's production activities; and sales and sales-promotion of its products.

Headquarters, Risley, Warrington, Lancs.

Capenhurst Works, Capenhurst, near Chester, Cheshire.

Chapelcross Works, Annan, Dumfriesshire.

Springfields Works, Salwick, near Preston. Lancs.

Windscale and Calder Works, Sellafield, Seascale, Cumberland.

*The Reactor Group (TRG).* Development and design of prototype nuclear reactors for industry; provision of information to industry under commercial agreements; and reactor engineering consultancy.

Headquarters, Risley, Warrington, Lancs.

Atomic Energy Establishment, Winfrith (AEEW), Dorchester, Dorset.

Dounreay Experimental Reactor Establishment, Thurso, Caithness.

Reactor Development Laboratory, Windscale Works, Sellafield, Seascale, Cumberland.

Reactor Engineering Laboratory, Risley, Warrington, Lancs.

Reactor Fuel Element Laboratory, Springfields Works, Salwick, near Preston, Lancs.

Reactor Materials Laboratory, Wigshaw Lane, Culcheth, near Warrington, Lancs.

*Research Group.* Research into all civil aspects of atomic energy, and production and sale of radioisotopes.

Headquarters, Atomic Energy Research Establishment (AERE), Harwell,

Didcot, Berks, and outstations at Bracknell, Berks; Chatham, Kent;

Wantage, Berks; and Woolwich, London.

Culham Laboratory (CLM), Culham, Berks.

*Weapons Group.* Research and development work on atomic weapons and associated problems, together with certain basic research.

Headquarters, Atomic Weapons Research Establishment (AWRE), Aldermaston, Reading, Berks, and outstations at Foulness, Essex; Orfordness, Suffolk; and Woolwich Common, London.\*

*Non-Group Establishment.* Radiochemical Centre (RCC), White Lion Road, Amersham, Bucks.

For more detail about the Authority, the Groups and some individual establishments, the reader is referred to the "Brief Bibliography" appended to this chapter.

\* To close by 1965.

## HOW INFORMATION IS MADE AVAILABLE

One of the U.K.A.E.A.'s main activities is the publication of scientific and technical information. This may be done openly, for the advancement of scientific research and technical development in general, or commercially under financial agreements with various bodies at home and abroad, thereby restricting to them the information they require. A large part of the information is either commercially valuable, or of value for national defence. There is also a good deal concerned purely with the U.K.A.E.A.'s domestic affairs. These types of information are consequently available only under restrictions. For details about access to "commercially-classified" information the reader should refer to the *Guide to U.K.A.E.A. documents*.<sup>7</sup>

The open or "unclassified" information is, wherever possible, published in the scientific and technical press, including the journals and proceedings of learned and technical societies and institutions, commercially published periodicals and books. (During the year 1961/62, 390 papers by U.K.A.E.A. staff were published.) But for practical reasons not all unclassified information can be published in this way. In the first place, most of it has to be communicated, with the least possible delay, within the U.K.A.E.A. itself. Even if destined for publication in the scientific press, it will therefore generally appear beforehand as an internal report.\* In the second place, because so much U.K.A.E.A. information is highly specialised, and because of the increasing pressure on space in periodicals, a good proportion of the information could not be accepted for publication. It is for these reasons that the U.K.A.E.A. does its own publishing through reports and similar documents in numbered series, and makes them available to the public.

In addition to these original scientific or technical documents the Groups produce departmental and operating manuals, specifications, and codes of practice such as are compiled by other large industrial concerns for their own use, or for the use of their contractors. These are only available outside the U.K.A.E.A. on a working basis. There is also much general information on the broader aspects of its work that is issued in booklets, leaflets, photographs, slides, films and through exhibitions; these facilities are centred on the Public Relations Branch at the London Office. Finally, the scientific and technical libraries and

\* Although its *contents* are unclassified, such a document is restricted, for ethical reasons, to official circles.

information services of the Groups are responsible for translations, various lists, bulletins and bibliographies, of which those that are unclassified are made publicly available. More details about the various publications and facilities are given below.

### *Reports*

Most of the unclassified reports are on sale through the agency of H.M. Stationery Office's retail shops, or from booksellers. These include documents that were originally classified, but have since been declassified and reprinted in quantity for wider distribution. A few documents are not considered suitable for sale but are listed in the *U.K.A.E.A. list of publications available to the public*<sup>8</sup> and may be requested from the appropriate Authority library (they may, however, be purchased in micro-form, referred to later).

Current U.K.A.E.A. documents can also be obtained on a subscription basis, covering either reports on particular subjects, or all of them, through the library at A.E.R.E. Subscriptions cover both the individual 'sale' copies and those not on sale (except for older declassified documents that have not been reprinted, but are available in micro-form). Subscribers, to whom bills are sent quarterly, may order documents in any or all of the following categories:

1. General
2. Biology. Medicine. Agriculture
3. Chemistry – general
4. Chemistry – radio-, radiation and nuclear
5. Chemistry – analytical
6. Chemical engineering
7. Engineering
8. Instrumentation
9. Geology. Mineralogy
10. Health and safety
11. Industrial applications of isotopes and radiations
12. Isotope separation
13. Mathematics and computers
14. Metallurgy and materials
15. Radiation effects
16. Physics – general, and solid-state
17. Physics – nuclear and theoretical
18. Plasma physics
19. Particle accelerators

20. Reactor physics
21. Reactor technology
22. Waste disposal

For those who wish to buy reports in micro-form, the Authority have a contract with Micro Methods Ltd., East Ardsley, Wakefield, Yorkshire, to produce and sell microcopies of:

- (a) all documents issued between July 1947 and December 1956, as a complete set of 1,232 cards at £120 (including declassified reports *not* reprinted, and both sale and non-sale copies of those that have been reprinted);
- (b) all such documents issued between January 1957 and June 1958 as a complete set of 143 cards at £15, and similar sets covering July 1958 to June 1959 at £35 for 331 cards; July 1959 to June 1960 at £40 for 380 cards; July 1960 to June 1961 at £10 for 63 cards; and July 1961 to June 1962 at £15 for 118 cards. Sale copies are excluded from all the above, however;
- (c) similar documents issued after June 1962.

Early microcopies, up to June 1958, are available either as opaque cards or translucent microfiches; the rest as cards only. Individual microcopies can be bought at from 2s. 6d. to 4s. per card/fiche, according to the quantity purchased (minimum charge per order 10s. 6d.).

Reports are also sent to public depository libraries where they may be seen, and in many cases borrowed, free of charge. Details of these libraries are given later in this section.

### *Public relations facilities*

Information of a general kind, complementary to that issued by the Groups in the relatively specialised scientific and technical field, is provided by the Public Relations Branch in London, mainly through the following:

*Atom*, a monthly official news bulletin, including U.K.A.E.A. Press releases, parliamentary questions and debates on atomic energy, and speeches by U.K.A.E.A. staff. This is available free to atomic energy organisations, industrial firms, the Press, and others for whom such a record may be useful.

*Booklets, leaflets, etc.* These may cover either the work of the U.K.A.E.A. as a whole (e.g., the *Annual Report*) or particular aspects of it. Some of them are on sale through H.M. Stationery Office; others

are obtainable free from Public Relations Branch. A current list will be supplied on request.

*Information Papers.* Produced mainly for convenient reference, these give the full text of speeches, lectures and selected articles by U.K.A.E.A. staff, and other miscellaneous information. They may be mailed regularly, free of charge, to enquirers on request. They are listed in *Atom* as they are published. Each has the code reference DPR/INF and a serial number.

*Public Information Centre and Isotope Information Bureau.* Situated on the ground floor of the London Office, just off Lower Regent Street, this is a convenient place where any member of the public may see unclassified publications, including reference copies of most of those discussed here. The staff are always ready to advise on sources of British atomic energy information.

*Films.* The U.K.A.E.A. produces films about its activities, and lends them free of charge to interested organisations. A catalogue is available on request.

*Photographs and slides.* A comprehensive library of 13,000 photographs of many aspects of the work of the U.K.A.E.A. is provided. Prints, both in black-and-white and in colour, may be purchased. There are also lantern slides, which may be borrowed.

Enquiries about any of the above should be addressed as follows:

|                                      |                                    |
|--------------------------------------|------------------------------------|
| <i>Publications, films, etc.</i>     | <i>Photographs and slides only</i> |
| The Distribution Section,            | The Photographic Librarian,        |
| Public Relations Branch,             |                                    |
| U.K. Atomic Energy Authority,        |                                    |
| 11 Charles II Street, London, S.W.1. |                                    |

#### *Library and information publications*

The Groups' libraries and information departments prepare select or comprehensive subject-bibliographies, many of which are on sale through H.M.S.O. and through the reports subscription service operated by A.E.R.E. A list of those at present in print will be found in Ref. 7. The Reactor and Research Groups are willing to compile bibliographies of subjects not already covered, to meet the needs of industry and research, provided that the demand is sufficient in each case, and that the library and information services have the capacity to handle them. Requests should be sent to either the Librarian, A.E.R.E., the Librarian, A.E.E., Winfrith, or the Chief of Library and Informa-

tion Services, Risley, between whom there is close collaboration, and who will pass composite requests to the appropriate establishment to deal with them.

A.E.R.E. and Risley also publish weekly *Information Bulletins*, and Culham Laboratory a *Library Bulletin*, of selected references to world periodical literature, and lists of additions to the bookstock of their libraries (Culham's as part of its *Library Bulletin*). Although designed primarily for their own Groups' staffs, the *Bulletins* and lists are available free of charge to firms and other external bodies who would find them useful. Requests should be sent to the librarian concerned.

All the Groups produce translations into English, mainly from foreign periodicals, the more important of which are printed and put on sale in the same way as reports. Except for those from West European languages, copies are sent to the National Lending Library for Science and Technology. All are sent to the U.S. Office of Technical Services for the S.L.A. Translations Pool. Translations of more limited interest are not reproduced, but may be borrowed in the original corrected typescript by other libraries.

#### *Public depository libraries*

All unclassified reports, bibliographies and translations are sent without charge to approved public depository libraries or to official atomic energy organisations in a large number of countries. There are eighteen depository libraries in the United Kingdom, all of which have undertaken either to lend the documents or to photocopy them at their usual rates. Twelve of them have also accepted from the Authority presentation sets of the card microcopies produced by Micro Methods Ltd.: these libraries are marked with a dagger (†) in the Table of Holdings overpage. Many of the British depositories also receive foreign official atomic energy documents, and holdings of these are also shown for readers' convenience.

In addition to the British depository libraries, U.K.A.E.A. documents are sent to the Patent Office Library (soon to be reconstituted as the National Reference Library for Science and Invention) and the libraries of legal deposit, including Trinity College, Dublin.

Outside the U.K. the documents are sent to the following bodies, the majority of which reciprocate with their own documents.

#### INTERNATIONAL ORGANISATIONS

Euratom, Brussels, Belgium, and Ispra, Italy

European Nuclear Energy Agency, Paris, France

TABLE OF U.K.A.E.A. BRITISH PUBLIC DEPOSITORY LIBRARIES

| Depository library<br>holding reports issued since<br>the dates shown opposite                                                                                                                                                                                                                 | UNITED KINGDOM ATOMIC ENERGY AUTHORITY              |                                                                                                                                                                                                     |                                        |                                 |                 |                            | Atomic<br>Energy of<br>Canada<br>Ltd. |
|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------|---------------------------------|-----------------|----------------------------|---------------------------------------|
|                                                                                                                                                                                                                                                                                                | Authority<br>Health &<br>Safety<br>Branch<br>(AHSB) | (Former) Industrial<br>Group and<br>Development &<br>Engineering Group<br>(Continued by)<br>Engineering Group,<br>Production Group<br>and Reactor Group<br>(IG) (DEG) (EG)<br>(PG) (TRG)<br>(AEEW)* | Research Group                         |                                 |                 | Weapons<br>Group<br>(AWRE) |                                       |
|                                                                                                                                                                                                                                                                                                |                                                     |                                                                                                                                                                                                     | Harwell<br>(AERE)<br>Amersham<br>(RCC) | Winfrith*<br>(AEEW)             | Culham<br>(CLM) |                            |                                       |
| † Science Museum Library,<br>London, S.W.7.<br>† Central Library,<br>Surrey St., Sheffield, 1.                                                                                                                                                                                                 | Sept.<br>1959                                       | November<br>1955                                                                                                                                                                                    | 1952                                   | Aug.<br>1959 to<br>1961<br>only | Apr.<br>1961    | June<br>1957               | 1952                                  |
| † Central Library,<br>Ratcliff Place, Birmingham, 1.<br>† Mitchell Library,<br>North St., Glasgow, C.3.<br>† Central Library,<br>William Brown St., Liverpool, 3.<br>† Central Library,<br>St. Peter's Square, Manchester, 2.<br>† Central Library, New Bridge St.,<br>Newcastle upon Tyne, 1. | Sept.<br>1959                                       | November<br>1955                                                                                                                                                                                    | Nov.<br>1955                           | Aug.<br>1959 to<br>1961<br>only | Apr.<br>1961    | June<br>1957               | Mar.<br>1956                          |
| † Central Library,<br>High St., Acton, London, W.3.<br>Central Library,<br>College Green, Bristol, 1.<br>† Central Library,<br>Albion St., Kingston upon Hull<br>† Central Library,<br>Calverley St., Leeds, 1.<br>† Central Library, Royal Avenue,<br>Belfast, 1, Northern Ireland.           | Sept.<br>1959                                       | July<br>1959                                                                                                                                                                                        | Nov.<br>1956                           | Aug.<br>1959 to<br>1961<br>only | Apr.<br>1961    | June<br>1957               | Jan.<br>1957                          |
| † Public Library,<br>South Sherwood St., Nottingham                                                                                                                                                                                                                                            | Sept.<br>1959                                       | July<br>1959                                                                                                                                                                                        | Dec.<br>1957                           | Aug.<br>1959 to<br>1961 only    | Apr.<br>1961    | Dec.<br>1957               | Jan.<br>1958                          |
| Central Library,<br>George IV Bridge, Edinburgh, 1.<br>Central Library,<br>The Hayes, Cardiff.<br>Reference Library,<br>Bishop St., Leicester.<br>County Library, County<br>Education Offices, Stafford.                                                                                       | Sept.<br>1959                                       | July<br>1959                                                                                                                                                                                        | Jan.<br>1958                           | Aug.<br>1959 to<br>1961<br>only | Apr.<br>1961    | July<br>1960               | —<br>—<br>—<br>—                      |
| † National Lending Library for<br>Science & Technology,<br>Boston Spa, Yorks.††                                                                                                                                                                                                                | June<br>1960                                        | June<br>1960                                                                                                                                                                                        | June<br>1960                           | June<br>1960                    | June<br>1960    | June<br>1960               | —                                     |

\*Incorporated with the Reactor Group from April 1961, retaining its original serial references.

†Liverpool has Canadian reports dating from 1952.

††The N.L.L. is taking steps to acquire current foreign reports, but details are not yet available.

## AND THEIR HOLDINGS OF ATOMIC ENERGY DOCUMENTS

[illegible]

International Atomic Energy Agency, Vienna, Austria  
United Nations Organization, Geneva, Switzerland

#### ARGENTINA

Comisión Nacional de Energía Atómica, Buenos Aires

#### AUSTRALIA

Australian Atomic Energy Commission, Sutherland, N.S.W.  
Commonwealth National Library, Canberra, A.C.T.

#### AUSTRIA

Österreichische Studiengesellschaft für Atomenergie G.m.b.H., Vienna

#### BELGIUM

Centre d'Étude de l'Énergie Nucléaire, Brussels

#### BRAZIL

Comissão Nacional de Energia Nuclear, Rio de Janeiro

#### BURMA

Union of Burma Atomic Energy Centre, Rangoon

#### CANADA

Atomic Energy of Canada Ltd., Chalk River, Ontario, and Pinawa, Manitoba  
National Research Council, Ottawa, Ontario  
University of British Columbia, Vancouver, B.C.  
McMaster University, Hamilton, Ontario

#### DENMARK

Atomenergikommissionen, Copenhagen

#### FINLAND

Teknillisen Korkeakoulun Kirjasto, Helsinki

#### FRANCE

Commissariat à l'Énergie Atomique, Paris  
Commissariat à l'Énergie Atomique, Centre d'Études Nucléaires de Saclay,  
Gif-sur-Yvette

#### GERMANY, FEDERAL REPUBLIC

Gmelin-Institut für Anorganische Chemie, Frankfurt/Main  
Gesellschaft für Kernforschung m.b.H., Karlsruhe

#### GHANA

National Research Council, Accra  
Hahn-Meitner Institut für Kernforschung

#### GREECE

Greek Atomic Energy Commission, Athens

#### GUATEMALA

Comisión Nacional de la Energía Nuclear, Guatemala

#### INDIA

Atomic Energy Establishment, Trombay, Bombay

## INDONESIA

Institut Teknologi, Bandung

## IRAQ

Iraq Atomic Energy Commission, Baghdad

## IRELAND

Atomic Energy Library, University College, Dublin

## ISRAEL

Israel Atomic Energy Commission, Tel-Aviv

## ITALY

Comitato Nazionale Energia Nucleare, Rome

Comitato Nazionale Energia Nucleare, Milan

## JAPAN

Atomic Energy Commission of Japan, Tokyo

## MEXICO

Comisión Nacional de la Energía Nuclear, Mexico, D.F.

## NETHERLANDS

Reactor Centrum Nederland, The Hague

N.V. tot Keuring van Electrotechnische Materialen, Arnheim

Nederlands Instituut voor Documentatie en Registratuur, The Hague

## NEW ZEALAND

Department of Scientific and Industrial Research, Wellington

## NORWAY

Institutt for Atomenergi, Kjeller

Norges Tekniske Høgskole, Trondheim

## PAKISTAN

Pakistan Atomic Energy Commission, Karachi and Dacca

## PHILIPPINES

Philippine Atomic Energy Commission, Manila

## POLAND

Division of Scientific and Technical Information on Nuclear Energy, Warsaw

## PORTUGAL

Junta de Energía Nuclear, Lisbon

## SOUTH AFRICA

Atomic Energy Board, Pretoria

## SOUTHERN RHODESIA

University College of Rhodesia and Nyasaland, Salisbury

## SPAIN

Junta de Energía Nuclear, Madrid

## SWEDEN

Aktiebolaget Atomenergi, Nyköping

## SWITZERLAND

Eidgenössische Technische Hochschule, Zürich

Eidgenössisches Institut für Reaktorforschung A.G., Würenlingen

## TURKEY

Atom Enerjisi Komisyonu, Istanbul

## UNITED ARAB REPUBLIC

Atomic Energy Establishment, Cairo

## UNITED STATES OF AMERICA

One copy of each document is provided for each of the numerous official public depository libraries of the U.S. Atomic Energy Commission. A list of these will be found in *Nuclear Science Abstracts*

## URUGUAY

Comisión de la Energía Atómica, Montevideo

## UNION OF SOVIET SOCIALIST REPUBLICS

State Committee of the Council of Ministers of the U.S.S.R. for the Utilization of Atomic Energy, Moscow

## VENEZUELA

Instituto Venezolano de Investigaciones Científicas, Caracas

## YUGOSLAVIA

Savezna Komisija za Nuklearnu Energiju, Belgrade

## LISTS OF DOCUMENTS

Current unclassified reports, etc., and declassified reprinted reports are listed every month in the *U.K.A.E.A. List of Publications available to the Public*,<sup>8</sup> together with references to those that have appeared in the published literature (and were therefore neither sent to depository libraries nor reproduced in microform); periodical articles and books by the staff; English translations of foreign literature; and subject bibliographies. The list is free of charge, and may be mailed regularly on request to the library at A.E.R.E., which publishes it on behalf of all the Groups. Eight annual cumulations have been issued, and are on sale from H.M.S.O.

Declassified documents considered to be of insufficiently wide interest to be reprinted, which are included in the microcopy service of Micro Methods Ltd., have been listed (a) in the *U.K.A.E.A. List* with the indication "(Mc)" against them, (b) in Micro Methods' *Catalogue of published material available on microfilm, microfiche and micro-card*.

Before the introduction of the *U.K.A.E.A. List*, A.E.R.E. produced three cumulated lists of their own reports and published papers;<sup>9</sup> these lists are also on sale through H.M.S.O.

Other reference sources, for U.K.A.E.A. documents on sale, are the daily, monthly and annual lists of government publications; H.M.S.O.'s *Sectional List on Atomic Energy* (up to March 1964);<sup>10</sup> and, on a selective basis, the *British National Bibliography*. The International Atomic Energy Agency also include the documents in their periodic *List of References on Nuclear Energy*,<sup>11</sup> as do the Gmelin-Institut in *AED Information Service, Series AB*.<sup>12</sup> Bibliographies on sale are listed in all the sources mentioned, which also cover almost all the translations. In addition, bibliographies of the Reactor Group appear in the H. W. Wilson *Bibliographic Index* (U.S.A.) and there is a complete list of all bibliographies and reading lists in the *Guide*.<sup>7</sup> All translations from non-Western languages are covered (though not identified) by the *NLL Translations Bulletin*;<sup>13</sup> by the U.S. Office of Technical Services' periodical *Technical Translations*;<sup>14</sup> by the *Translation List*<sup>15</sup> of the U.S. Atomic Energy Commission; and by the European Atomic Energy Community (Euratom) *Transatom Bulletin*.<sup>16</sup>

The U.K.A.E.A. supports established abstract journals, by sending them copies of reports, bibliographies and translations. An air-mail copy of every document is sent to *Nuclear Science Abstracts*<sup>17</sup> and a copy is also sent to *Chemical Abstracts*. Documents are sent on a subject selection basis to four British abstract journals – *Analytical Abstracts*, *Metallurgical Abstracts*, *Science Abstracts* and the *Journal of Applied Chemistry*.

To help librarians and others, who already make their own subject-indexes to literature, Universal Decimal Classification numbers are printed on all newly published unclassified reports and bibliographies.

#### CLASSIFIED DOCUMENTS

It was explained earlier that it is the Authority's policy to make the results of the research and development carried out by the Groups as widely available as possible. Part of the information has, however, a value for national defence, and this is necessarily limited to those authorised to use it. Another, much larger, part has a commercial value, because it is concerned with the development of equipment, processes etc., that could be exploited industrially either by firms or by the U.K.A.E.A. itself. With the object of reducing its own charge upon the nation, the U.K.A.E.A. treats this information as commercially

classified and withholds it from open publication, releasing it only on commercial terms that may involve either payment in cash, or exchange of information of equivalent value.

Operating – as it has done from its formation – under this commercial policy, the U.K.A.E.A. has achieved close relations with industry in both the nuclear and the non-nuclear fields, and is continuously pressing for as much as possible of its commercially valuable information to be exploited. The materials and services that are available are advertised in a variety of ways – through Press relations, lectures, films, the publication of patent specifications, and through direct approaches to likely organisations at home and abroad. The U.K.A.E.A. is always glad to hear from representatives of companies or other bodies who think that it could assist them.

#### DOCUMENT SERIES

In the Research Group, *Reports* are similar in form and standard to papers published by learned societies, and are usually of fairly permanent value. They are often, though not necessarily, accounts of work completed. *Memoranda* are interim statements, or tentative proposals circulated for comment, generally of transitory interest. Some of them are available to the public. Separate series of *Analytical Methods*, *Bibliographies*, *Lectures*, *Preprints*, *Progress Reports*, *Reading Lists* and *Translations* are provided.

In the Engineering, Production, and Reactor Groups technical writing is usually tied to applied research, development, design or construction programmes. There is consequently a large proportion of ‘rushed’ papers, as well as those of a tentative, transitory or purely domestic kind. These are generally issued as *Memoranda*, and are not available to the public. *Reports*, on the other hand, are carefully considered documents of a high standard, and usually of relatively wide interest and permanent value. Besides describing completed work, they may report interim progress, or discuss future plans; they also include methods of analysis, manuals of data, and internal conference papers. Bibliographies, reading lists and translations are issued by the Reactor Group in the TRG *Information Series*. Reading lists are not, however, made available to the public.

The Reactor Group also makes available some reports by its contractors. While these may appear over the imprint of, and in the style normally adopted by the contractor, such reports carry TRG Report references.

Documents of the Reactor Group's Atomic Energy Establishment, Winfrith (which was originally part of the Research Group) are organised and available similarly to the Research Group's – except that there is an *Information Series* for library publications other than translations.

The Authority Health and Safety Branch also issues *Reports* and *Memoranda*, of similar status and availability to those of the Engineering, Production and Reactor Groups. The Branch has special series of *Authority Codes* and *Recommendations on Safety Principles and Practice*. The *Codes* lay down basic principles that are obligatory for U.K.A.E.A. staff, and may be used by other organisations to which they are sent. The *Recommendations* are intended to help management to prepare more detailed instructions, and they are usually circulated for comment both within and outside the U.K.A.E.A. before issue.

Weapons Group documents that are available to the public are issued as *Reports*, similar in status to those of the other Groups; there are also separate series of *Library Bibliographies* and *Translations*.

All these documents are allotted code serial references and running numbers, to identify individual documents, and the references are used freely both in and outside the U.K.A.E.A. as a quick method of quoting, requesting and filing documents. The references are also a means of tracing the *origin* of an unseen document, when it is necessary to apply for a copy. For current series it is only necessary to note the initial letters, the meanings of which are given in the list of names and addresses on pages 231–232 above.

For filing large collections of unclassified reports and similar papers, both the current and the obsolete referencing systems must be known, and these are set out in the *Guide*.<sup>7</sup> However, it is proposed here to explain the most recent systems for those who are interested, dealing with each Group in turn. It should be noted that in addition to the 'official' reference, there is sometimes a second or 'sub-reference' printed on the documents: this is an internal committee file number and can be disregarded by most people outside the U.K.A.E.A. Librarians should also note that because all the series are a mixture of classified and unclassified documents, there will be gaps in the numbering of unclassified collections.

#### *Authority Health and Safety Branch system*

The style of reference for *Recommendations on Safety Principles and Practice* is simply:

## RSPP No. 1 (2, 3, 4, etc.)

The *Authority Codes* are parts of what is in effect a comprehensive manual, and the serial references are part subject, part sectional. The subjects are:

|                            |                          |
|----------------------------|--------------------------|
| A – General                | D – Materials            |
| B – Reactors               | E – Personnel protection |
| C – Laboratories and plant |                          |

and each of these 'chapters' is numerically subdivided into sections and subsections. The style of reference is:

Authority Code No. A.I.1 (A.I.2, A.I.3, A.2.1, A.2.2, etc.)

*Reports* and *Memoranda* are issued and numbered separately by the three Divisions, with their own code letters: the Administrative Division uses AHSB(A), the Radiological Protection Division uses AHSB(RP), and the Safeguards Division AHSB(S).

*Examples:*

| <i>Reports</i>               | <i>Memoranda</i>             |
|------------------------------|------------------------------|
| AHSB(S)-R 1 (or 2, 3, etc.)  | AHSB(RP)-M 1 (or 2, 3, etc.) |
| AHSB(RP)-R 1 (or 2, 3, etc.) | AHSB(A)-M 1 (or 2, 3, etc.)  |

*Engineering, Production and Reactor Group systems*

Having their origin in the old Industrial Group, the referencing systems used by these three Groups are very similar. Production Group began to issue documents after July 1959 and the other two Groups after April 1961. Each uses its initial letters as a prefix: 'EG', 'PG' and 'TRG'. *Reports* and *Memoranda* (and a *Reactor Group Information Series*) are then individually serially numbered. After the serial number, however, the originator's *location* is indicated by code letters in brackets. These letters do not affect the numbering sequence or the filing order of the documents.

*Reactor Group example:*

|                  |                      |                              |
|------------------|----------------------|------------------------------|
| TRG Report 1 (W) | TRG Memorandum 1 (S) | TRG Information Series 1 (R) |
| TRG Report 2 (D) | TRG Memorandum 2 (R) | TRG Information Series 2 (W) |
| TRG Report 3 (R) | TRG Memorandum 3 (C) | TRG Information Series 3 (D) |

The following is a key to the originators' location code letters (the full addresses appear on pages 231–232):

|    |                                     |
|----|-------------------------------------|
| CR | Calder Works (Production Group)     |
| CA | Capenhurst Works (Production Group) |

|    |                                                                 |
|----|-----------------------------------------------------------------|
| CC | Chapelcross Works (Production Group)                            |
| C  | Culcheth, Reactor Materials Laboratory (Reactor Group)          |
| D  | Dounreay Experimental Reactor Establishment (Reactor Group)     |
| R  | Risley (Engineering, Production and Reactor Groups)             |
| S  | Springfields Works (Engineering, Production and Reactor Groups) |
| W  | Windscale Works (Production Group, Reactor Group)               |

For reports of Reactor Group contractors, the code letters of the establishment employing the contractor are used, followed by an oblique stroke (/) and an 'X', e.g.

TRG Report 535 (S/X)

The A.E.E. Winfrith does not use the Reactor Group system. Instead, the initial letters 'AEEW' form the prefix, and there are *Reports, Memoranda, Lecture Notes, Information Series* and *Translations*, each individually numbered in a similar style to those of A.E.R.E.

#### *Research Group system*

The prefix in Research Group serial references depends upon which of the two main establishments issued the document. These are the A.E.R.E., Harwell (AERE), and the Culham Laboratory (CLM). However, A.E.R.E. has a number of outstations (see page 232 for a list) that do not have their own serial references, and any documents they may issue appear in A.E.R.E.'s series.

From January 1959 the A.E.R.E.'s seven series and their numbering have been as follows:

|                    |                                       |
|--------------------|---------------------------------------|
| Reports            | e.g. AERE-R 10 (11, 12, etc.)         |
| Memoranda          | „ AERE-M 10 („ „ „)                   |
| Analytical Methods | „ AERE-AM 10 („ „ „)                  |
| Lectures           | „ AERE-L 10 („ „ „)                   |
| Bibliographies     | „ AERE-Bib 10 („ „ „)                 |
| Reading Lists      | „ AERE Reading List 10 (11, 12, etc.) |
| Translations       | „ AERE-Trans 10 (11, 12, etc.)        |

The Culham Laboratory has six document series, also numbered independently:

|                  |                           |
|------------------|---------------------------|
| Reports          | e.g. CLM-R 1 (2, 3, etc.) |
| Memoranda        | „ CLM-M 1 („ „ „)         |
| Preprints        | „ CLM-P 1 („ „ „)         |
| Progress Reports | „ CLM-PR 1 („ „ „)        |
| Bibliographies   | „ CLM-Bib 1 („ „ „)       |
| Translations     | „ CLM-Trans 1 („ „ „)     |

*Weapons Group system*

The Headquarters series of the Weapons Group is used by all three of its outlying establishments; the prefix 'AWRE' therefore appears on all Weapons Group documents.

*Reports* appear in subject sub-series, each having a subject code. The chief subject-areas from which *Reports* are made publicly available at present are "Nuclear Physics and Electronics" (NR), and "General Scientific Investigations" (O). The actual numbering of these is in annual series, in which the running number comes before the last two digits of the year, separated by an oblique stroke (/) from them.

*Examples:*

AWRE NR 2/63 (3/63, 4/63, etc.)

AWRE O 2/63 (3/63, 4/63, etc.)

*Bibliographies* and *Translations* are in simple numerical series numbered independently, e.g.:

AWRE/LIB/BIB/1 (2, 3, 4, etc.)

AWRE/TRANS/1 (2, 3, 4, etc.)

*Radiochemical Centre system*

Since 1950 the Radiochemical Centre has issued *Reports* and *Memoranda* only, numbered in *one continuous series*, e.g.,

RCC-R 46,    RCC-M 47,    RCC-R 48, etc.

## ACKNOWLEDGEMENTS

The writer has contributed this chapter on behalf of the Authority's Library and Information Services Co-ordinating Committee. He has drawn heavily upon the *Guide*<sup>7</sup> and, for historical material, upon the Public Relations Branch's *The U.K.A.E.A.: its history and organisation* and the Authority's *Annual Reports*.

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