

Report to the Minister of Health by the Departmental Committee on Qualifications, Recruitment, Training and Promotion of Local Government Officers.

Contributors

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MINISTRY OF HEALTH

Report to the Minister of Health by the
Departmental Committee on

Qualifications, Recruitment,
Training and Promotion of Local
Government Officers

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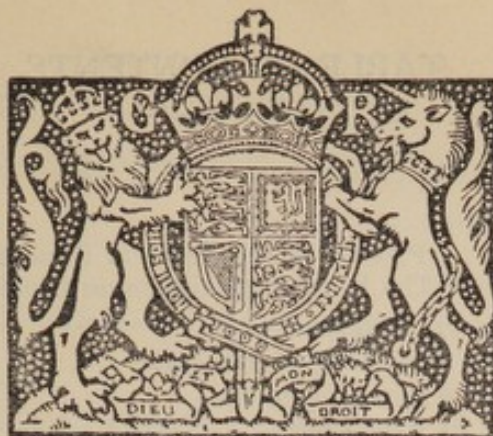
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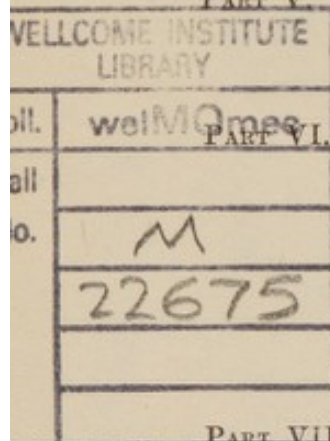
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DEPARTMENTAL COMMITTEE ON LOCAL GOVERNMENT OFFICERS

Minute of Appointment.

I hereby appoint—

Sir Henry Hadow, C.B.E., J.P.,
Sir Percival Bower, M.B.E., J.P.,
Mr. H. Darlow,
Mr. C. A. Elgood, J.P.,
Mr. I. G. Gibbon, C.B.E.,
Mr. H. M. Gibson, M.P.,
Sir Edward Holland, D.L., J.P.,
Mr. (*now* Sir) Percy Hurd, M.P.,
Alderman (*now* Sir) William Jenkins, M.P.
Professor H. J. Laski,
Lt.-Col. Sir Cecil B. Levita, C.B.E., M.V.O. (*now*
K.C.V.O.), D.L., J.P. (L.C.C.),
Mr. Frank Pick,
Mr. George Riddle,
Mrs. Eleanor Thompson

to be a Committee to inquire into and make recommendations on the qualifications, recruitment, training and promotion of Local Government Officers.

I further appoint—

Sir Henry Hadow, C.B.E., J.P.,
to be Chairman and

Miss E. Sharp of the Ministry of Health to be Secretary of the Committee.

ARTHUR GREENWOOD.

15th September, 1930.

The estimated gross cost of this Report of the Committee (including the expenses of the Committee) is £555 0s. 6d., of which £92 10s. 0d. represents the gross cost of the printing and publishing of the Report.

DEPARTMENTAL COMMITTEE ON LOCAL GOVERNMENT OFFICERS

To the Rt. Hon. Sir E. HILTON YOUNG, G.B.E., D.S.O., D.S.C.,
M.P., Minister of Health.

SIR,

We, the Committee appointed by your predecessor, the Rt. Hon. Arthur Greenwood, M.P., to inquire into and make recommendations on the recruitment, qualifications, training and promotion of local government officers, have the honour to submit our Report.

PREFACE.

1. The last twenty years have seen a great increase in the powers and duties of local authorities. Their responsibilities are now far-reaching, and the welfare of the community is largely dependent on the efficiency with which those responsibilities are discharged. Public health, education, public assistance, housing, town and country planning, road construction and maintenance—these are only some of the activities of local government bodies, but reference to them is enough to show the importance of the part played by local authorities in the modern state.

More than ever before local authorities require to have at their disposal officers on whom they can fully rely, both for advice on the many critical questions that come before them, and for execution of their decisions when taken. It has been our duty to consider whether present methods of recruitment, training and promotion are calculated to produce this result.

2. The local government service maintains to-day a high standard. We have heard little serious criticism of officers, and we have been favourably impressed by the evidence given on their behalf. The associations of officers have done a great deal to raise the standards of the service. They have consistently and, on the whole, successfully, laboured to secure the improved qualification of their members. We ourselves owe these associations our thanks for the assistance which they have given to us.

3. There is no doubt, however, that the time has come for considerable revision of the present system of recruiting and training officers. Standards are uneven, and no consistent effort is made by local authorities as a whole to secure the best persons for their service, and to make the best use of them. In view of the burdens which local authorities are carrying, this lack of a considered policy towards the local government service is short-sighted and wasteful.

4. Recruitment is, in many districts, haphazard. Local authorities are apt to recruit their officers more with a view to their immediate necessities than to their own ultimate requirements—still less to those of the service at large. Little effort is made to adjust the system of recruitment to the educational system of the country in such a way as to draw on all classes of the community, and to secure for local government a due proportion of the ablest men and women available. A closer relation between the system of recruitment and the educational system is, in our opinion, needed.

5. Training also is unsystematic. Except that officers are sometimes encouraged to study for the technical qualifications* appropriate to their particular department, little is done to fit them for positions of responsibility. We have been concerned by the comparative indifference shown towards the administrative training and qualifications of the responsible officers of local authorities, and we have made suggestions for improvement in this respect.

6. The absence of systematic training is partly due to the fact that in most local authorities responsibility for the management of the staff is not definitely assigned to any one committee. We have come to the conclusion that the appointment of establishment committees, or their equivalent, would contribute materially to the improved organisation of the service.

7. Technical qualifications, where held, are fairly high. But there is still much that remains to be done. Not all the qualifications are equally satisfactory, and some are still comparatively new and untried. The whole field of the technical qualifications of local government officers is one that requires thorough investigation.

8. Finally, we have become increasingly conscious, throughout our inquiry, that the local government service stands in need of some permanent central body, which could advise at any time on questions affecting the appointment and training of officers, could collect and disseminate the experience of individual local authorities, and could secure joint action on behalf of local authorities whenever necessary. We have, therefore, concluded our Report by recommending that local authorities should combine to set up a permanent body for this purpose.

PART I.—INTRODUCTION.

(i) Procedure and Scope of Report.

9. *Procedure.*—We have held 47 meetings. At 27 of these meetings witnesses attended to give evidence, and in all we have heard evidence from 32 groups of witnesses. We have also received written evidence from 48 societies and individuals.

* For the sake of convenience, we have throughout the Report used the expression "technical qualifications" and "technical examinations" to include qualifications and examinations which should properly be described as professional.

A list of our witnesses is given in the Appendix, together with a summary of the evidence submitted.

In September, 1931, we suspended our meetings in view of the national financial situation, and we did not resume them until April, 1932.

10. *Scope of Report.*—Our terms of reference extend only to local government officers. Persons employed by local authorities may be divided into two classes, "officers" and "servants," and the distinction is, broadly, between non-manual and manual workers. It has been estimated that the officers employed by local authorities in England and Wales, including part-time officers but excluding teachers and police, are approximately 130,000 in number. We have not considered that teachers and police are within the scope of our inquiry.

11. Certain other classes of officer, though within our terms of reference, require special and separate consideration, and have been excluded from our investigation.

Nurses.—We have received evidence with regard to the recruitment and training of nurses (see the Appendix, pages 67 and 71). The evidence suggests that present conditions are not altogether satisfactory, but the questions raised extend beyond the field of local government, and should be considered as a whole. It appears desirable that the suggestions made with regard to nurses should be laid before the General Nursing Council.

Engineers.—The Electrical Power Engineers Association submitted evidence with regard to the recruitment and training of electrical power engineers, together with a suggestion that they should be excluded from the Committee's deliberations on the ground that the requisite standard of qualifications involves an education and training of a specialised character, unaffected by the particular needs of local government. We have not thought it within our province to investigate the technical qualifications of any of the technical officers in the employment of local authorities (see paragraphs 142 to 146).

(ii) **The Royal Commission on Local Government.**

12. We were appointed following a recommendation made by the Royal Commission on Local Government (1923-1929) that a Departmental Committee should be set up to inquire into the recruitment of local government officers (paragraph 413 of their Final Report). The Royal Commission received evidence on this subject, which is summed up in Part III of their Final Report. Their conclusions and recommendations were as follows:—

408. It will be apparent from the foregoing summary of the evidence that several questions of major importance have

emerged on which there is a divergence of opinion among competent observers. The main issue is whether the present system of recruiting local government officers is satisfactory, in which connexion the following controversial questions have been raised : whether inefficient or unsuitable persons secure appointment ; whether appointments are made as the result of political, personal or sectional influences ; and whether it is necessary to impose a less personal method of selection, by providing that appointments should in future be made exclusively as the result of qualifying or competitive examinations.

409. On the subject of examinations, again, two important considerations are involved. As regards many of the technical officers, it will have been observed from the evidence that several of the vocational associations have themselves set up examinations, the passing of which indicates a standard of technical qualification of undoubted value in the selection of candidates for technical posts ; but the question arises whether the possession of such qualifications should be made a statutory requirement in connexion with such posts.

On the other hand, as regards clerical and administrative staff, the question has been raised whether there should be a minimum standard for all entrants, and, if so, what standard. It is obviously impossible to require one uniform standard for all departments and for all local authorities. In this connexion, we would again draw attention to an important difference which exists between the officers of local authorities and the civil service. The adoption of uniform standards, and of certain stereotyped forms of examination for all entrants into the civil service, is found to be desirable and practicable because there is considerable similarity in the organisation of government departments, their staffs are transferable, and the expenses of all are paid from one source, viz., the Exchequer. But in the local government service each local authority are their own paymaster ; and, therefore, each local authority claim independence in the selection of their officers.

410. On two further points there is a cleavage of opinion in regard to recruitment. The first is that of articulated pupilage, and the second the appointment of university graduates. As regards articulated pupils, we are not satisfied that it is necessary to interfere with the system, so long as the arrangements are approved by the local authority concerned.

411. As regards the appointment of university graduates, the evidence has revealed a consensus of opinion that such candidates would be valuable recruits to the local government service, but views have differed as to the need for other technical qualifications. It appears, however, that there is no organised effort to obtain such recruits, or to remove the undoubted

difficulties which exist in the way of bringing persons of 23 or 24 years of age into the service.

412. One conclusion, we think, emerges quite clearly from the evidence given by witnesses approaching this subject from very different angles: it is at least open to question whether the present methods of recruitment are calculated to ensure that local authorities shall have at their disposal officers of the type needed to assist them in the discharge of the increasing responsibilities which Parliament is year by year laying upon them. The considerations indicated in paragraph 408 above reveal some of the questions which arise; and we consider that adequate answers can only be given as the result of a much more detailed investigation than has been possible by this Commission.

Then followed the suggestion that a Departmental Committee should be appointed.

13. The Royal Commission also considered the promotion and transfer of local government officers and a summary of the evidence taken will be found in Part III of their Final Report. Here their conclusion was:—

421. As regards the promotion of officers within the service of individual authorities, we do not think that any points have emerged from the evidence which call for comment. Local authorities will not fail to realise the importance of reasonable prospects of promotion, if they are to attract and retain capable men and women in their service. The other means by which local government officers may seek to improve their position is by transfer from the service of one authority to another. The extension of this practice would result in a higher percentage of officials being men and women of varied experience; and this pooling of experience would, in our view, be of advantage both to the individual and to the authority. We are of opinion, therefore, that the local government service would benefit if the facilities for interchangeability were enlarged. This, however, depends upon the more general adoption of a uniform scheme of superannuation to which reference was made by the Departmental Committee on the Superannuation of Local Government Employees, who reported in 1928. That is a subject which, for reasons already indicated, we have not investigated, but it is not out of place to point out that since the Departmental Committee reported in favour of compulsory superannuation, the subject has become more urgent owing to the impending transfer under the Local Government Act, 1929, to the councils of counties and county boroughs, of a number of officers who are not subject to the provisions of the Poor Law Officers Superannuation Act, 1896.

14. Finally, the Royal Commission considered the office organisation of local authorities and the position of the clerk. They concluded that the clerk must be the principal officer of a

local authority and responsible for securing co-ordination between the several departments. They went on to say:—

442. The success of the clerk in discharging this function will obviously depend largely on his personality and the relations which he establishes with the other chief officers of the council. But there has been considerable discussion on the question whether the clerk should necessarily have legal qualifications. In the majority of cases local authorities select their clerks from persons so qualified. Many authorities of moderate size find it necessary to combine the duties of clerk and legal adviser; and we think that, generally speaking, the balance of convenience points to the selection of a clerk with legal qualifications. We have come to this conclusion with two reservations. In the first place, we are aware that many authorities are efficiently served by lay clerks. Secondly, very large authorities are able to provide for a qualified legal adviser on their staff other than the clerk, and therefore, need not require that the clerk should have legal qualifications. In these cases it would, in our view, be regrettable if such a requirement were maintained to the exclusion of candidates who might bring into the service of an authority administrative abilities of a high order.

PART II.—THE EXISTING SYSTEM.

CHAPTER 1.—THE PROVISIONS OF THE LAW.

15. Local authorities are in the main independent in the appointment and management of their officers. The proceedings of the old boards of guardians were for many years closely supervised by the central government in this, as in other matters relating to the poor law, but this control has been relaxed in recent years and nothing like it has ever been attempted in other departments of local government. Some control is exercised, as we shall show, in other departments, but this control is limited to certain appointments, and is exceptional. The general rule is that local authorities may appoint whom they please; and are further free to decide what salaries are to be paid provided that they exercise a reasonable discretion. Certain specified appointments must be made—e.g. every urban authority must appoint "fit and proper persons" to be medical officer of health, surveyor, sanitary inspector, clerk and treasurer; every rural authority must appoint "fit and proper persons" to be medical officer and sanitary inspector.

16. There are, however, important exceptions to the general principle of local autonomy. The qualifications which must be possessed by officers appointed to certain posts are prescribed by statute or regulation; and in some cases appointments and dismissals require the sanction of a Minister of the Crown. The details of these provisions are as follows:—

(i) *Poor Law Officers*.—As we have stated these officers were originally closely supervised by the central government, but

since the war control has been relaxed, and when by the Local Government Act of 1929 the administration of the poor law passed from the boards of guardians to the county councils and county borough councils, a new Order regulating poor law administration (the Public Assistance Order, 1930) was made by the Minister of Health.

The appointments of certain senior poor law officers (medical officers, masters, matrons, relieving officers, public assistance officers, superintendents, stewards, chaplains and senior nurses) are required to be reported to the Minister, and for the majority of these appointments, qualifications are prescribed in the Order. The Minister is empowered by the Poor Law Act, 1930, to dismiss any poor law officer. Senior poor law officers cannot be dismissed except by or with the consent of the Minister. Other poor law officers can be dismissed by the local authority without the Minister's consent.

(ii) *Medical Officers*.—Sanitary authorities have been required to appoint medical officers of health ever since 1872 (in London since 1855), and from the beginning appointments in the provinces were subject to central control where the sanitary authority were willing to accept repayment of part of their salary from exchequer funds. Similar control was applied to London appointments a little later.

The position now is that all medical officers of health are required to be legally qualified practitioners and, in most cases, to possess special qualifications in public health. The appointment of any medical officer of health, part of whose salary is repayable out of the county fund, is subject to the approval of the Minister in accordance with the Regulations made by him. Finally, medical officers appointed for certain special forms of clinical work (maternity and child welfare, tuberculosis, venereal diseases) are required by Order of the Minister to hold certain special qualifications. Generally speaking, the dismissal of full-time medical officers of health requires the Minister's approval.

(iii) *Sanitary Inspectors*.—The appointments of all metropolitan sanitary inspectors and of any other, part of whose salary is repayable out of county funds, must be approved by the Minister of Health, and they must possess a certificate of qualification. This qualification is a certificate of proficiency in the duties of a sanitary inspector issued after examination by the Royal Sanitary Institute and Sanitary Inspectors' Examination Joint Board. Generally speaking the dismissal of all senior sanitary inspectors requires the Minister's approval.

(iv) *Clerks of County Councils*.—When county councils were created in 1888, clerks of the peace became *ex officio* clerks of the county councils. As clerks of the peace they held office "during good behaviour," and their appointments and salaries

required the approval of a Secretary of State. By the Local Government (Clerks) Act, 1931, it was provided that the offices need no longer be combined, but that the salaries paid to clerks of county councils and the dismissal of a clerk should require the approval of the Minister of Health.

(v) *Health and Tuberculosis Visitors*.—Health and tuberculosis visitors are required by the Local Government (Qualifications of Medical Officers and Health Visitors) Regulations, 1930, made by the Minister of Health, either to have held a similar appointment with the approval of the Minister, or to hold the appropriate certificate issued by the Royal Sanitary Institute under conditions approved by the Minister, the diploma issued under the Board of Education (Health Visitors' Training) Regulations, 1919, or the health visitors' certificate issued by the Royal Sanitary Association of Scotland, under conditions approved by the Department of Health for Scotland, and duly endorsed by the Association as rendering the holder eligible for appointment as a whole-time health visitor in England and Wales as well as in Scotland, or (in the case of tuberculosis visitors) to be a fully trained nurse with at least three months' special experience at a sanatorium or hospital for the treatment of tuberculosis, or at a tuberculosis dispensary.

(vi) *Surveyors*.—Where the Minister of Transport agrees to defray part of the salary of the engineer or surveyor to a local authority, his appointment and dismissal are subject to the Minister's approval.

(vii) *Inspectors of Weights and Measures and Inspectors of Gas Meters*.—These officers must hold certificates of qualification issued by the Board of Trade.

17. This brief summary shows that, apart from the poor law, where control was established for special reasons, the central government have intervened in the appointment and dismissal of local government officers only in a few cases; while in the administration of the poor law, control has been much restricted of recent years. Our summary shows also that at the present time appointments are normally subject to approval by a government department (apart, that is, from qualifications being prescribed) only where a specific contribution to the officer's salary is made from external sources.

CHAPTER 2.—THE EXISTING SYSTEM.

(i) Framework.

18. *Variations in practice of individual authorities*.—There is no uniformity in the recruitment, qualifications, training and promotion of local government officers. As we explained in the preceding section, statutory requirements are few, and control by the central government exceptional. In consequence, the terms of

appointment, methods of recruitment and conditions of service of officers vary from district to district. Local authorities have not so far thought it necessary to set up common standards of qualification or to devise general rules of entry to their service. There are, it is true, three Provincial Whitley Councils in operation, the London District Council (17 local authorities), the Lancashire and Cheshire Provincial Council (134 local authorities), and the West Riding Joint Council (95 local authorities), each of which recommends to its constituent members certain rules to be observed in the recruitment and management of officers; and these three Councils have informed us that their recommendations have been accepted by a large number of their members. The Councils account, however, for a small proportion of the total number of local authorities, and the Standing Conference of Joint Councils report that the Whitley Council movement is not making progress.

19. The absence of uniformity in regard to the recruitment, etc., of officers is due partly to the wide differences to be found between the needs of local authorities. A large authority may require several hundreds of officers; a small one perhaps not more than ten.* It is important to keep this in mind. Officers bearing the same titles may have very different responsibilities according to the functions of their respective authorities. Methods of recruitment which may be desirable in the larger offices may not be practicable where few officers are employed. The small authorities necessarily offer a more limited prospect than the medium-sized and large; they can allow little specialisation; in many cases they cannot afford to employ the whole-time services of professional officers. The Local Government Act of 1929 provides for a general review by county councils of all the districts in their

* This table shows the distribution of population between local government districts, and indicates the range of local authorities. It must be remembered, however, that the number of officers employed depends more on the functions of the authority than on the population of the district.

Districts in England and Wales with populations of—

Districts of Local Authorities.	Over 500,000.	Over 250,000 and up to 500,000.	Over 100,000 and up to 250,000.	Over 50,000 and up to 100,000.	Over 20,000 and up to 50,000.	Over 10,000 and up to 20,000.	Over 5,000 and up to 10,000.	Over 1,000 and up to 5,000.	Over 500 and up to 1,000.	Not exceeding 500.	Total.
Counties	12	18	18	9	4	1	—	—	—	—	62
County Boroughs ...	4	8	30	38	3	—	—	—	—	—	83
Metropolitan Boroughs	—	4	17	6	1	1	—	—	—	—	29
Other Boroughs ...	—	—	4	13	82	52	40	64	1	—	256
Urban Districts ...	—	—	4	8	100	180	192	277	13	4	778
Rural Districts ...	—	—	—	6	92	228	198	109	3	6	642

counties, in order to see what alteration of boundaries or combination of districts is desirable; and one of the objects which county councils are bearing in mind in making their review is that each individual district should be strong enough to carry a staff adequate to discharge the essential duties of a local authority. Many district councils will, however, continue to employ comparatively small staffs.

20. *General system.*—Notwithstanding the diversity of conditions some general system is to be observed. Excepting public assistance officers, the principal officers of local authorities are nearly all persons with technical qualifications. The clerk ordinarily has a legal qualification, the principal officer of the public health department a medical qualification, the principal officer of the highways and public works department an engineering qualification, the principal officer of the finance department an accountancy qualification. The education officer has perhaps no "technical" qualification, but authorities often require that he should have had teaching experience, and he sometimes possesses a diploma in education as well.

21. Partly as a consequence of the prominence of technical qualifications, all local authorities tend to recruit their officers at two stages, either as soon as they have finished the first general stage of their education (at about fifteen or sixteen years of age), or as fully qualified lawyers, doctors, engineers, etc. After entry the junior clerical recruits ordinarily remain in the department to which they are first allotted, promotion to senior appointments being dependent on success in the appropriate technical examination. Excluding the education and public assistance services, the non-professional or non-technical officer does not as a rule rise above the rank of chief clerk or committee clerk at a salary, in a large local authority of £400 or £500 a year, in one or two of the largest perhaps £600 or £700.

22. *Staff management.*—The majority of local authorities entrust the management of the recruitment, training and promotion of their officers to the separate employing committees. Superannuation, grades, salary scales (if any), and conditions of service generally, are usually settled by a central committee of the Council, but the supervision of appointments and qualifications is in most cases left to the departments. A few local authorities have set up an establishment committee charged with the management of the Council's staff—their appointment, training and promotion, as well as the conditions of their service—but this is exceptional.

(ii) **Recruitment.**

23. *Field of recruitment.*—A certain number of appointments, such as the medical officer's, must be made from candidates of a comparatively mature age because the necessary qualification

cannot be obtained from inside the office. The great majority of local government officers, however, first enter the service as junior clerical officers at about fifteen or sixteen years of age, and are drawn by each local authority from the elementary and day secondary schools of the particular neighbourhood.

24. The main exceptions to this general rule are four:—

(i) A few recruits enter as articled pupils (or the equivalent) to certain departments, particularly the clerk's and the engineer's, at a slightly later age. Eighteen is the usual age for this type of recruit, but occasionally they come from the universities at twenty-one or twenty-two.

(ii) Some of the largest local authorities take a few recruits on to the ordinary clerical staff at about eighteen years of age. The London County Council in particular make regular arrangements for the recruitment of boys and girls of eighteen and upwards. Their "major establishment" is recruited partly from the "general grade" (entrants of sixteen to eighteen) after five years' service, and partly from candidates from outside between eighteen and twenty-one.

(iii) A few university graduates not possessing technical qualifications are recruited by other methods than articled pupilage. The main opportunity for them is in the education service. Occasionally, however, they may enter other departments. The London County Council have arranged to take one graduate on to their ordinary establishment every year.

(iv) Sometimes technical posts for which the appropriate qualifications can be obtained inside the office are filled from men who have qualified privately, e.g., solicitors, engineers.

25. *Qualifications of recruits.*—In some districts junior clerical officers may be recruited at fourteen years of age. Many local authorities, however, insist on a minimum of fifteen years, others on sixteen years.

26. The educational qualifications expected of junior recruits also vary from district to district. Some local authorities insist on certain minimum educational qualifications in all candidates for their service, others require them only for certain departments, others make no requirements at all. Where an educational qualification is demanded it is usually of the standard of the school certificate, although a few local authorities ask for London matriculation or an equivalent examination—at any rate for certain departments.

27. Senior recruits, that is men and women who first enter the service at a comparatively advanced age, are ordinarily expected to possess an appropriate technical qualification. Not all local authorities, however, insist on technical qualifications where they are not required by law.

28. *Method of recruitment.*—Junior vacancies are, as indicated, filled from local schools. Some local authorities advertise these vacancies in the local press, but others prefer to rely on arrangements with the local headmasters, or on applications made without advertisement, or on the local juvenile employment bureau, or on chance recommendations. Candidates are then interviewed, as a rule by the chief officer of the department concerned, but in some cases by the employing committee. A few local authorities set candidates a written test, and one or two of the largest, including the London County Council, hold competitive examinations. Not many local authorities recruit enough candidates annually to make the holding of a separate competitive examination practicable.

29. Senior vacancies are filled either by recruits with technical qualifications, or (more often) by promotion within the office or from the service of other local authorities, and, except where there is to be promotion within the office, these vacancies are as a rule advertised. Candidates are generally interviewed by the employing committee (possibly by the establishment committee where there is one). The appointment of principal officers is ordinarily made by the Council itself.

(iii) **Training and Promotion.**

30. *Specialisation.*—Training is mainly directed towards developing technical efficiency. Junior officers are expected to study for the technical examinations appropriate to their department if they hope for substantial promotion; and in some offices they are encouraged to do this by the offer of money grants or of increments to successful candidates. Some attempt is also made to encourage clerical officers to obtain special qualifications for clerical work. The National Association of Local Government Officers hold examinations in office practice, local government law, etc., and a number of local authorities offer grants to those of their officers who pass these examinations. Grants for passing other examinations are given in some cases.

31. *Administrative training.*—In recent years a few local authorities have taken steps to provide their officers with a broader mental training than the strictly technical or clerical courses can be expected to supply, by contributing towards the fees of selected officers taking a university course in public administration or kindred subjects. This development has, however, made little progress as yet.

32. *Promotion.*—Not all the technical qualifications ordinarily possessed by principal officers can be obtained by junior entrants. Obviously the medical qualification is not open to them. In the public health department the only technical qualifications available to clerical officers are the sanitary inspector's and health visitor's.

Most of the necessary qualifications can, however, be obtained after entry (and the accountant's, in particular, generally is), but in some cases articles have to be served, in others they may be served but are not essential. Articles usually entail the payment of a premium.

33. Among professional and technical officers transfer to the service of another local authority in response to advertisement or other notification is a common method of promotion. With clerical officers transfer is much less common. Local authorities sometimes advertise for clerical officers with experience, but promotions to the higher clerical grades are as a rule made within the office and within the department. Inter-departmental promotions are not usual.

(iv) **Technical Qualifications.**

34. Several of the technical qualifications ordinarily possessed by local government officers are not peculiar to local government. The lawyer clerk has the same qualification as a solicitor or (less often) a barrister in private practice. The engineer may have qualified by taking the examinations of the Institute of Civil Engineers. The medical officer has an ordinary medical qualification, although for certain appointments he must hold in addition a diploma in public health or other special qualification.

35. Some of the recognised qualifications have, however, been specially devised for local government—in nearly every case by the officers themselves. Thus the Institute of Municipal and County Engineers hold examinations in local government engineering, and many engineers in the service of local authorities possess this qualification. The Institution of Municipal Treasurers and Accountants hold examinations in municipal accountancy, qualification in which is usually required by local authorities instead of, or in addition to, the established general accountancy examinations. The Institute of Public Cleansing hold examinations in public cleansing, a subject which is peculiar to local government. Reference to our summary of the evidence will show that there are other local government examinations.

36. In one case the local authorities themselves have some responsibility for the examinations. The Poor Law Examinations Board, which holds examinations for relieving officers and other poor law officers, is composed of representatives of the County Councils' Association, the Association of Municipal Corporations, the Minister of Health, the Universities, and the National Association of Local Government Officers.

PART III. SURVEY OF THE EVIDENCE.

37. It will be seen from our list of witnesses that our evidence falls into three main divisions: evidence on behalf of local authorities; evidence on behalf of local government officers; and evidence

from witnesses outside the service. We propose briefly to summarise the general impression which each division of the evidence has made upon us.

38. *Local authorities.*—The associations of local authorities appeared to be fairly well satisfied with the present quality of officers, with the practice of individual local authorities as regards recruitment, and with the facilities generally available for training. They did not think it practicable to extend the field of recruitment by encouraging the increased entry of university graduates.

The associations did, however, consider that in some districts more systematic methods in recruitment would be desirable. Every local authority should, they thought, require certain general educational attainments in junior candidates for their service; and for senior posts, for which a technical qualification is appropriate, should insist on the qualification as a condition of appointment. They also considered that vacancies should as a rule be advertised. Finally, the associations recommended that in every local authority there should be definite grades and salary scales, and a superannuation scheme; and that the general management of the staff should be entrusted to a central committee.

39. The Metropolitan Boroughs Standing Joint Committee suggested that in order to encourage the growing movement towards uniformity in matters of staff among the London boroughs, and to provide that development should be along the right lines, a Joint Board should be set up to advise London authorities on the recruitment, qualifications, training and promotion of officers.

40. *Local government officers.*—The officers' representatives also appeared to be fairly content with the general scheme of recruitment, training and promotion. They were, however, anxious that there should be fixed minimum age and educational qualifications applicable throughout the service; and that the facilities for obtaining the technical qualifications necessary for promotion should be improved. The National Association of Local Government Officers urged in addition that more should be done for the encouragement of clerical officers who are not in a position to obtain a technical qualification; and they asked that the associations of local authorities should co-operate with them in the establishment of recognised qualifications for these officers. They also suggested that there should be freer movement of clerical officers between departments. Finally they proposed that every local authority should set up an establishment committee to be responsible for all matters affecting staff.

41. We have received a great deal of evidence from associations representing professional and technical officers, mostly to the effect that officers engaged on duties within the scope of the particular profession concerned ought invariably to be required to possess a specified qualification, and that this is not always done. In some cases the witnesses have suggested that the recognised qualifications are not altogether satisfactory.

42. The officers' representatives emphasised the importance of superannuation schemes.

43. Several of the associations of officers urged that the security of tenure at present enjoyed by certain limited classes of local government officers should be extended to others.

44. *Other witnesses.*—We have received evidence from a number of bodies interested in special branches of the local government service, setting out the position so far as they are concerned; and we are indebted to those bodies for their assistance. In addition, we have received several suggestions for the improvement of the service from independent persons and bodies.

45. Criticisms of the existing system of recruitment came from outside the service, and were mainly directed to the limited field of recruitment. The late Professor Graham Wallas, Sir Ernest Simon, Mr. W. A. Robson, the Institute of Public Administration and the Headmasters' Conference were all strongly of opinion that the failure of local authorities to recruit clerical and administrative officers from either of the two higher educational groups, the advanced secondary school and the university, is a serious defect in the existing system.

Sir Ernest Simon also criticised the practice of selecting senior administrative officers from persons with technical qualifications, and suggested that there ought to be a separate administrative grade.

46. We received evidence from all the universities of England and Wales suggesting that there must be a place in the local government service for the university man who does not wish to specialise either in medicine, education or engineering, and urging that opportunities should be made for recruits of this type. The Joint University Council for Social Studies for their part suggested that the service has particular need of recruits who have taken a university course in social studies.

47. The National Union of Societies for Equal Citizenship urged that local government posts should be open to women as freely as to men.

48. Criticism of methods of recruitment came from the National Federation of Property Owners and Ratepayers and from Mr. Robson. Both alleged the existence of patronage and recommended a system of competitive examination as the cure. The Institute of Public Administration also expressed the view that competitive examination is the best system of selecting recruits for the public service.

49. The Institute of Public Administration considered that more should be done for the training of officers, and suggested that the appointment of an establishment committee in each local authority is a necessary preliminary.

PART IV.—RECRUITMENT.

CHAPTER 1.—GENERAL CONSIDERATIONS AND PROPOSALS.

50. We propose to consider in this part of our Report the four main types of possible entrant to the local government service; the boys and girls who come straight from school at fifteen or sixteen years of age and enter as junior clerical officers; those who leave school at eighteen or nineteen; university graduates not possessing technical qualifications; and persons with technical qualifications. Each class has its own special problems, but there are some questions affecting recruitment which are common to all—the extent to which vacancies should be publicly notified, the principles which should govern methods of selection, the terms on which officers should be appointed—and it will be convenient to deal first with these general questions.

(i) Notification of Vacancies.

51. *Wide notification.*—Those of our witnesses who dealt with the point agreed that vacancies for senior officers should always be advertised through the press, except where the vacancy is to be filled by promotion from within the office. They were less unanimous as regards vacancies for junior recruits. Some of the witnesses favoured advertisement of these vacancies, but some, especially among the representatives of local authorities, suggested that it would be sufficient in such cases to apply to the local schools for names.

52. We fully agree that all vacancies, whether for officers with experience or for junior newcomers, which are not to be filled by promotion, ought to be made widely known. This is not always done, and we wish, therefore, to emphasize the importance of proper notification. It is essential for public authorities to avoid any suspicion that appointments are being “jobbed,” and unless vacancies are made generally known this suspicion is certain to arise.

53. *Advertisement.*—At the same time it is not clear that press advertisement is the best method of notification in every case. As regards junior clerical vacancies there is substance in the exception made by the representatives of local authorities. Advertisement of the authority's requirements in the local schools is likely to reach as wide a field as advertisement in the local press, provided that all the schools are approached. For vacancies of this character we are not able to recommend anything more explicit than comprehensive notification. But it should be comprehensive.

For senior officers we do not think that there is any satisfactory substitute for advertisement and we recommend that every senior vacancy, to which it is not intended to promote an existing officer,* should be advertised in the appropriate press.

(ii) Principles governing Selection.

54. *General principles.*—Two main principles should be observed in the selection of local government officers. First, the method should be carefully calculated to secure the ablest of the candidates who present themselves; second, and this is a consideration especially applicable to a public service, the method of selection must be strictly impartial. The Civil Service and the London County Council have gone far to solve the problem of selection by a series of competitive examinations. In the succeeding chapters we shall consider to what extent a similar arrangement is desirable and practicable in other local authorities. Meanwhile, selection by interview is the common practice in the local government service, and must continue to play a large part whatever conclusion we come to with regard to competitive examinations. We have to see how our two main principles are best reconciled with this method of selection.

55. *Selection by committee.*—The selection of officers, particularly of junior officers, is frequently left to the sole discretion of the chief officers of departments. The appointment requires confirmation, but members of the local authority take no active part in it. The arrangement is convenient, and no doubt often enough works well, but it is open to the objection that any individual exercising the power of appointment is exposed to the risk of pressure on behalf of particular candidates, with the possible result that selection ceases to be impartial. Moreover, we think that the members of local authorities should take an active interest in all appointments to their service.

56. We conclude that as a general rule the selection of officers by interview should be carried out by a committee or sub-committee of the council.† We do not rule out the delegation of this duty to an officer or, better still, group of officers, but we think that this arrangement should be exceptional, and should be carefully supervised. Where officers are authorised to select juniors for appointment, the local authority should require the submission of full reports of appointments proposed to the appropriate committee.

* We deal with the question of advertisement *versus* promotion in Part VI. See paragraph 114.

† We deal with the question of the appropriate committee in Part VIII, chapter 1.

(iii) Disqualification of Interested Persons.

57. Evidence has been submitted to us showing that in some cases persons have obtained appointment under a local authority through influence with a member or with an officer. Such appointments are indefensible. Our recommendations with regard to the selection of officers are partly directed to preventing the appointment of persons through interest but they will not wholly cure the trouble. Nothing can achieve this but the force of public opinion, and the acceptance by all local authorities of unimpeachable standards. We recommend that the following rules should be observed.

(i) *Interested persons*.—Members of local authorities who accept a paid office under the council are disqualified by law from continued membership. We came to the conclusion during the course of our discussions that they should also be disqualified from accepting the office until a fixed period after they have ceased to be members. The Local Government Act, 1933, provides for a twelve months disqualification (with certain exceptions).

The relations of members and officers may also be classed as interested persons. We have evidence of several cases in which appointments appear to have been obtained largely on account of some relationship. Patronage of this description is altogether objectionable, and local authorities should do everything in their power to avoid any suspicion of it. It is not practicable to disqualify the relations of members and officers automatically, but we recommend that local authorities should require candidates to disclose whether they are related to any member or officer; and that deliberate omission to make such a disclosure should be a cause of rejection or, in the case of subsequent discovery, of dismissal. Members and officers should also be required to disclose relationship to a candidate. Where relationship is disclosed the appointment should be closely scrutinised, the interested member or officer being as a matter of course debarred from taking any part in the discussion, and all the facts should be notified to the Council before the appointment of any person related to a member or officer is confirmed.

(ii) *Canvassing*.—We recommend that all local authorities should provide by standing order that canvassing for any appointment will disqualify the candidate; and should see that the order is observed.

(iv) Probation.

58. It is important that local authorities should appoint all newcomers to their service subject to a fixed period of probation, and should ensure that the probationers are thoroughly tested and are not subsequently appointed to established posts, unless they have shown themselves to be satisfactory. Probation is apt to degenerate into a formality, but in a public service, where it is often

difficult to dismiss officers once they are on the establishment, every effort should be made to secure effective testing during the first twelve months. Appointments of persons with no previous experience of local government should not be confirmed until the officers have served for at least that period, better still for two years; full reports on their progress should be required from the heads of departments; and local authorities should not hesitate to refuse confirmation of the appointment at the end of the probation period if the reports show that an officer is not up to standard.

(v) **Security of Tenure.**

59. At present certain limited classes of officers can be dismissed only with the consent of a government department. Some of our witnesses have suggested that this security of tenure should be extended to other officers holding important positions. It has also been suggested that for all officers dismissal should require a stipulated majority vote.

60. It is important that the principal officers of local authorities should feel free to express their opinion on all matters with which they are concerned without fear of the consequences. But we are not satisfied that there is a case for extending the security of tenure enjoyed by medical officers and certain other officers; nor do we think that the requirement of a two-thirds majority vote before an officer could be dismissed would be satisfactory. We do, however, recommend that before any principal officer is dismissed notice of the action proposed should be given to all members of the authority, and, if the officer so requests, the grounds of the dismissal should be stated in the notice.

61. Several of the witnesses drew attention to the fact that local authorities were not competent to enter into contracts with all classes of their officers providing for notice of the termination of the appointment, for the reason that in some cases the tenure of office was, by statute, during the pleasure of the authority. (*Brown v. Dagenham Urban District Council*, 1929, 1 K.B. 737; 93 J.P. 147; 98 L.J.K.B. 565). Since the evidence was submitted, however, the Local Government Act, 1933, has provided that notwithstanding any such statutory requirement provision for reasonable notice may be included in the terms of any appointment.

(vi) **Employment by the Authority.**

62. Our attention has been drawn to the fact that some clerks to councils are required by the authority to appoint and pay their own staff, themselves receiving an inclusive remuneration which they may apportion as they please.

This practice has, in our view, nothing to recommend it, and is open to serious abuse. In all cases the local authority should be directly responsible for the appointment and salary of every member of the staff.

CHAPTER 2.—JUNIOR CLERICAL OFFICERS.

(i) Minimum Qualifications.

63. *Age.*—We recommend that sixteen should be the minimum age of entry for clerical officers.

We are aware that many local authorities accept candidates of fifteen or even of fourteen years of age, but in our view this is not satisfactory. The work of a clerical officer requires a standard of education and general knowledge which is not ordinarily reached until at least the age of sixteen. We have carefully considered whether sufficient candidates of this type are likely to be forthcoming in the districts where at present boys and girls are entering the service at a lower age, and we have come to the conclusion that with the present facilities for continuing education beyond the age of fifteen there need be no fear on this score.

64. *Education.*—We further recommend that the possession of the school certificate should be a condition of appointment to the clerical grades.

Our witnesses were agreed that local authorities should insist on some minimum educational qualification, but in spite of this general agreement there are many authorities who do not in fact do so. It seems to us important to insist on this recognised certificate of educational attainment, both for its immediate value as indicating certain qualities in the recruit, and for its later use as a condition of admission to more advanced examinations. We appreciate that candidates of the school certificate standard may sometimes be hard to come by in outlying districts, but we believe that at the present day few local authorities would encounter serious difficulty if they were sufficiently persistent.

65. *Admission of women.*—It has been suggested to us that local authorities should invite applications for vacancies in the clerical grades from girls equally with boys. In principle we support this suggestion. There is no reason to suppose that girls would not be equally suitable for this work, and there would be advantage in widening the field of selection to include all persons possessing the necessary qualifications of age and education.

At the same time the difficulties must be faced. Whatever the terms on which girls are appointed, there is bound to be a risk that they will retire after a few years' service, just when their experience has made them useful officers, and local authorities, the majority of whom employ comparatively small staffs, have to bear this in mind. We do not think this difficulty sufficiently serious to justify the exclusion of girls, but there may be good reasons for limiting the proportion of women entrants.

(ii) **Recruitment from a Higher Age Group.**

66. *Attitude of local authorities.*—The London County Council apart, boys of eighteen or nineteen, that is to say from the higher forms of secondary schools, enter the local government service only exceptionally; and we have gathered that local authorities as a whole do not see any advantage in the systematic recruitment of boys of this type to the ordinary clerical grades, while they do see practical difficulties. In so far as the matter has been considered at all, the view taken appears to be that for the average clerical officer it is more valuable to spend the two years from sixteen to eighteen in the office than at school; that it is not worth while to pay an entrant of eighteen years the salary (plus perhaps an increment for higher qualifications) that a sixteen year old entrant would be earning after two years' experience; and that in any case it would be difficult to fit them in.

67. *Importance of recruiting from all educational types.*—We cannot agree with this view. It seems to us that in the local government service, as in the civil service, the system of recruitment ought to be adjusted to the educational system of the country, and that local authorities should draw regularly on each of the recognised educational classes above the minimum age we recommend—on the advanced secondary group and on the university group, that is, as well as on the boys and girls who leave at sixteen. By failing to do so, authorities are practically excluding from their service some of the ablest men and women in the country, and in view of the nature and extent of their responsibilities they cannot afford thus to narrow the field of recruitment. A large proportion of the ablest children continue their education beyond the age of sixteen, especially in these days of numerous scholarships and maintenance grants, and the loss to local government if authorities continue to ignore the university and advanced secondary groups is correspondingly heavy. It is a complete contradiction to spend money on higher education, and to refuse employment to the boys and girls who profit by it.

68. Moreover, it cannot seriously be suggested that additional education between the ages of sixteen and eighteen, or later at the university, is not valuable in the office of a local authority. We shall return to this in the succeeding chapter when dealing with university graduates. Here we are thinking particularly of the advanced secondary type of entrant. The representative of the Headmasters Conference urged that the two school years following the first general examination are especially valuable in the training and development of mind and of character, and there is substance in this contention.

69. We conclude that local authorities would do well to recruit a proportion of their officers at the ages of eighteen and nineteen.

70. *Proposals for recruitment from advanced secondary group.*—

A special grade for entrants of this type, as in the London County Council, will probably be unnecessary in offices where the staff is less numerous, and we suggest that advanced secondary candidates should be admitted to the general clerical officer grade at the point appropriate to their age; and should subsequently compete freely with the younger type of recruit for promotion. It will not be practicable to recruit many officers at eighteen (especially if, as we shall later recommend, university graduates are also introduced), for responsible positions are limited in number, and it is important that there should be opportunities of promotion for the younger entrants.

71. In recruiting a certain proportion of their junior clerical officers at the age of eighteen or nineteen years the larger local authorities should pay due regard to the interests of those who enter at sixteen. Systematic arrangements should be made wherever practicable, and the proportions of the two types of entrant carefully adjusted. In those borough and district councils in which the clerical staff employed is too small to permit allocation of a definite proportion of the vacancies to the advanced secondary group, the authorities should bear in mind that recruits of this type are available, and should invite applications from them from time to time.

(iii) **Method of Recruiting Junior Clerical Officers.**

72. *Advantages of competitive examination.*—As a general rule the best system of recruiting junior officers for clerical or administrative work in a public service is by competitive examination. We are familiar with the criticisms which can be made of examinations as an instrument in selection, and with the complaints of those who think that there are already far too many examinations; but at the present day we do not see any satisfactory alternative where a large public service is concerned. Moreover, provided that a personal interview is an essential part of the examination, and is combined with an effective period of probation, a competitive examination provides, in our view, a more discriminating method of choosing from among immature candidates than any method which depends on personal interview alone.

There is the further advantage that a system of competitive examination is in itself an advertisement of the service, and would attract good recruits. This has been demonstrated by the civil service examinations.

We have already referred to the importance of maintaining strict impartiality in the selection of officers for the service of local authorities. This is a strong reason for preferring a system of competitive examination.

73. *Application to the local government service.*—Only the largest local authorities recruit enough clerical officers to make an independent annual competitive examination practicable. The great majority could hardly hold an examination except in combination with each other. We do not, however, think that there should be serious difficulty in the regional grouping of local authorities to hold periodical competitive examinations for candidates of sixteen and eighteen respectively.

74. One of the main difficulties felt by local authorities was that any system of combination in recruitment would result in the appointment of junior officers at some distance from their homes. We agree that it is undesirable for boys and girls of sixteen to live away from home if it can be avoided, but we do not think that regional combination would necessarily have this result. Transport facilities are now such that employees can travel some distance to their work without hardship; and it would never be necessary for a local authority to appoint a candidate whom there was some good reason for not appointing.

75. A further difficulty suggested by representatives of local authorities was that combination in recruitment would constitute an unwelcome limitation on the freedom of each authority to select its own staff. We contemplate, however, that each authority should interview candidates successful in the examination, and should make their own final choice (this independently of the interview by the examining board which would help to determine the place of candidates on the list); and this would secure sufficient freedom in selection.

76. *Proposals for regional competitive examinations.*—We recommend, that neighbouring local authorities should combine to hold annual competitive examinations for junior clerical officers. The larger local authorities, particularly the county councils, should take the initiative in forming regional groups. And later the completion of groups and the establishment of examinations in every area will, we hope, be stimulated by the central committee of local authorities which we recommend.*

77. The scope of the written part of the examination will be a matter for careful consideration by local authorities (as soon as possible by the central committee) in collaboration with educational bodies. The examination should not cover the same ground as the school certificate examination (success in which would be a condition of admission to the local government competition), but should, as far as possible, be directed towards testing general ability.

* See Part VIII, chapter 2.

CHAPTER 3.—UNIVERSITY GRADUATES.

78. *Importance of recruiting graduates.*—If we exclude the medical and education services, university graduates enter local government exceptionally and with difficulty. Few local authorities expect to take graduates on to their ordinary staff, unless they possess some technical qualification.

79. We have already expressed the view that local authorities cannot afford to make so little use of the ability to be found in the universities. All that we said on the subject of natural ability when advocating recruitment from the advanced secondary group (see paragraph 67) applies equally to graduates. We are in this dilemma. Either the entire educational system of the country is mistaken, or local authorities ought to be drawing systematically on the universities.

80. Nor is it solely a question of natural ability. The value of the university education as a preparation for administrative work cannot be denied. Advanced study supplies a background of knowledge, develops powers of judgment, accustoms the student to handling documentary material, trains him in the presentation of cases. These are all necessary qualities in a public office, and make an excellent foundation on which to build the practice of administration. This has for many years been recognised in the civil service, and the bulk of their higher administrative staff is drawn from the universities. It is significant also that large business undertakings are taking graduates on to their ordinary staff.

81. *Assimilation of graduates.*—The representatives of local authorities who gave evidence before us did not consider that the increased recruitment of graduates is a practical proposition. Their objection was that even the largest authorities offer little scope, except to the officer with a technical qualification; and they did not appear to think that graduates could be expected to acquire the necessary qualifications after entry to the service.

82. We suggest that the case for bringing graduates into the local government service is so strong that the practical difficulties must be overcome. Moreover, while we appreciate that the smaller local authorities have not sufficient scope for graduates without either a technical qualification or previous experience, the larger authorities, employing some hundreds of officers, should in fact have no difficulty in placing a small number of untrained graduates.

83. We recommend that the larger local authorities should make arrangements for introducing graduates with no technical qualifications into the ordinary staff of the office. We think it neither necessary nor desirable that they should be placed on a privileged grade. They must, however, have a reasonable opportunity of rising to the highest positions if they prove suitable. In due course it must be made possible for men and women of proved ability to sit for any technical examination necessary for promotion. The

initial salary is also a problem. Authorities will have to pay for the qualification as a graduate, notwithstanding that it is not a technical qualification. This will be a matter for adjustment, regard being had to the salaries paid in comparable employments.

84. It may be argued that the introduction of graduates must diminish the chances of promotion for younger entrants. We agree. Our whole argument is that graduates if well selected will justify their right to promotion. But we cannot think this any reason for their exclusion. Here again systematic arrangements are required; and the proportion of graduate entrants to any one local authority must be carefully regulated in order that the opportunities for other officers are not unreasonably blocked. We wish further to make it clear that we do not suggest any preferential treatment for graduates, or that a proportion of the higher posts shall be reserved for them. Once in the service advancement must depend on proved practical ability in the actual performance of work, at whatever stage the officer has entered.

85. *Method of recruiting graduates.*—It is important that vacancies for graduates should be properly notified. At the present time local education authorities require a certain number of graduates for their service, but we are informed that in the absence of any systematic arrangements for bringing these vacancies to the notice of possible candidates, graduates who might have done valuable work have been discouraged from attempting to enter the service, being unable to wait until they chanced on an opening. Vacancies should be notified in the middle of each academic year to all the university appointments boards.

86. We think, indeed, that something more than this is required. We believe that if local authorities are to attract the ablest graduates they should pool their requirements, and arrange some central machinery for selection, not unlike the higher division examination for the civil service. The London County Council have recently arranged with the Civil Service Commission to take one graduate a year from this examination, subject to their right to reject any candidate considered unsuitable. As we have already said competitive examination is, in our view, the best method of choosing among candidates of this kind, and we think that other local authorities would find themselves well served if they would make similar arrangements with the Civil Service Commission.

We contemplate that ultimately arrangements will be made through the suggested central committee of local authorities. This committee will be in a position to co-ordinate the requirements of different local authorities, to confer with the appointments boards, and to advise authorities of the graduates available. We are confident that some such arrangement will go far towards securing that graduate candidates for the local government service are of the right type.

CHAPTER 4.—PROFESSIONAL AND TECHNICAL OFFICERS.

(i) Field of Recruitment.

87. *Types of qualifications.*—Some of the technical qualifications which local government officers are required to possess, for example, that of the medical officer, must be obtained before entry to the service. Others, like that of the municipal accountant, can be obtained only after entry. Many of the qualifications can, however, be obtained either inside or outside the service—for example, those of solicitors, engineers, incorporated accountants, chartered surveyors, architects. It is for consideration whether, where there is this alternative, professional and technical officers should be recruited from inside the office or from outside.

88. *Recruitment from all available sources.*—There is advantage in bringing into the service suitable professional and technical officers who have been trained in private practice. The introduction of persons with a different experience and different outlook can hardly fail to have a stimulating effect. In some cases, too, a better technical training can be had in a private than in a public office. On the other hand, a sound training in the various branches of local government is available in many municipal and county offices (together with some advantages which the private office cannot give), and it is important that junior officers should have opportunities of qualifying for promotion. Wherever facilities are sufficient local authorities should make it possible for the most promising of their junior officers to obtain any necessary technical qualifications.

89. We conclude, therefore, that in recruiting their professional and technical officers, local authorities should look to all available sources, and be prepared to take the best qualified man or woman whether from inside the service or from outside.

(ii) Articled Pupilage.

90. *Existing system.*—In certain professions the service of articles to a practising member has become a common incident of the preliminary training. In the solicitor's and incorporated accountant's professions, students are required to serve articles for a set term of years before admission, although the incorporated accountants allow exceptions. In the engineer's and chartered surveyor's professions, articles are frequently served, but they are not compulsory. When articles are served the principal is personally responsible for the training of the pupil, and the pupil ordinarily pays in return a premium—which may for a five year course be as much as £300.

With the approval of their authorities, local government solicitors, engineers and chartered surveyors frequently take articled pupils,

and where they do so they as a rule receive the premium. In some cases, however, the premium is paid over to the authority, the terms of appointment providing that no fees may be retained by the officer, and in others the premium is foregone.

91. *Application to public service.*—Pupils who receive their training in the local government service must, of course, comply with the requirements of the body which confers the qualification. From the point of view of that body, the pupil is being trained as a solicitor or accountant, etc., and that is all with which they are concerned. At the same time, pupils in local government offices are in fact being trained for positions in the service of local authorities, and are using for that purpose the offices of a local authority. The requirements of local authorities must also, therefore, be considered, and from this point of view some of the incidents to the articulated pupilage system, as ordinarily practised, are open to objection.

92. The service of articles is the gateway to some of the most responsible appointments in the local government service, and the interest of local authorities is to secure the best men available for these appointments, whether inside or outside the service. This is not compatible with insistence on the payment of a premium by pupils articulated to officers. Local authorities cannot afford that inability to pay the premium should bar from competition anyone with ability and eagerness to qualify. In fact a premium may act as a substantial bar, for the pupils are liable for other fees. The stamp duty on articles and admission to the Roll of Solicitors is, for example, £105, while, subject to certain exceptions, the law pupil must also at his own expense attend a course of legal education at an approved law school.

93. It is, incidentally, objectionable in our view that officers should be permitted to receive fees at all. Every officer should be paid a sufficient inclusive salary, and any fees necessarily received should be paid over to the authority. This is already the practice of the more progressive authorities.

94. A second difficulty is that practising solicitors, engineers, etc., taking pupils, ordinarily select them entirely at their own discretion; in the case of solicitors the principal is made directly responsible to the body conferring the qualification for the fitness of the pupil to enter the profession. Local authorities ought, however, to have some voice in the selection of the persons who are to have the privilege of qualifying for senior positions in their service, more particularly as the privilege is limited.

95. *Proposals.*—So long as the service of articles remains a necessary or usual part of the training for admission to professions within the scope of local government, the principal officers concerned will, we hope, continue to take pupils wherever the office provides adequate facilities. We recommend, however,

that the taking of pupils by officers should be permitted only subject to the following rules:—

(i) No premiums should be required. (Where necessary the terms of appointment should be amended.) Pupils should be selected (whether from inside or from outside the office) solely according to their merits. In proper cases, local authorities should make it clear to their officers, when appointing them, that, although no fees will be permitted, it is expected that they will take pupils.

(ii) The selection of the pupil by the principal officer should be subject to the authority's approval. This arrangement will maintain the authority's control over the recruitment and promotion of their staff, while not impairing the principal's responsibility to his profession.

PART V.—QUALIFICATIONS OF PRINCIPAL OFFICERS.

96. The principal officers of local authorities are the heads of the various departments. They include clerks, medical officers of health, treasurers, chief engineers, education officers, public assistance officers, surveyors, valuers, architects, directors of cleansing, sewage disposal managers, the principal officers of trading departments. Nearly all these officers are as a rule expected to possess technical qualifications of one kind or another. The question with which we are mainly concerned is whether more should be required. Many of these officers have wide administrative functions, and are responsible for the management of large departments. How should they be qualified for this side of their work? And the further question arises whether a technical qualification is in fact essential for some of these appointments.

(i) Clerks.

97. *Functions.*—The clerk is the chief administrative officer of the council. The council will look to him for advice on all major questions. He is the channel of their official correspondence, and responsible for the conduct of important negotiations on their behalf. The clerk should co-ordinate the work of the several departments, should keep in touch with the decisions of each of the committees, and should exercise a general supervision over all the work without interfering with heads of departments in strictly technical questions.

These seem to us to be the main functions of the clerk. Where he is a solicitor he is ordinarily required to be responsible, in addition, for the legal business of the authority, with competent assistance in the larger offices; but his administrative functions are the more important.

98. *Principal qualification.*—The essential qualification of the clerk is, therefore, administrative ability. He should be a person of broad and constructive outlook, interested in the wider issues

of local government, skilled in negotiation. And he should ordinarily have had experience of administrative work.

99. *Legal qualification.*—The majority of clerks are qualified solicitors, and the associations of clerks to local authorities have given evidence before us in support of this practice, the Society of Town Clerks suggesting that a legal qualification is of "major importance" and should be insisted on for every town clerk. The representatives of the Society said that in all but the largest offices it is a matter of practical necessity that the clerk should act as legal adviser as well as chief administrative officer, and that in the largest, although the clerk commonly has adequate legal assistance, his own legal training is valuable to him in advising the council and committees on their powers and duties. The Urban District and Rural District Clerks Associations on the other hand, while agreeing that a legal qualification is convenient, did not consider that it is essential.

100. We think that too much importance should not be attached to the legal qualification. We recognise its practical convenience, but we do not consider it essential where the clerk's administrative duties are sufficiently heavy to occupy practically his whole attention, and a legal staff is employed. And insistence on a legal qualification has the disadvantage that it excludes from the principal positions in local government persons of high administrative ability whose experience has been gained in other work. This disadvantage is, to our mind, serious, for high administrative ability is not plentiful.

We cannot agree, therefore, that a legal qualification should always be a condition of appointment as clerk to a local authority, particularly to a large local authority. Small and medium-sized authorities are no doubt well advised to prefer candidates possessing legal qualifications, but we think that it would be regrettable if any local authority, otherwise provided with adequate legal assistance, were to refrain from appointing as clerk a person of proved administrative ability, simply because he was not a solicitor or a barrister.

101. *Proposals.*—We recommend that when selecting their clerks, local authorities should direct their attention primarily to the administrative ability and experience of candidates. Nor is this enough in itself. Authorities must take steps to secure that junior officers have an opportunity of developing the necessary ability. We suggest three methods by which this may be done:—

(i) Recruitment should be on a wider basis than at present. Our specific recommendations for this are contained in the preceding Part.

(ii) Local authorities should arrange that promising young officers have practical training in administration and, as far as possible, variety of experience.

(iii) Officers should be encouraged to study the principles of public administration. Already some authorities are assisting selected officers to obtain university degrees or diplomas in public administration and kindred subjects, and we hope that this practice will develop. We deal with the whole question in more detail in Part VI, chapter 3.

(ii) Other Principal Officers.

102. *Administrative ability.*—The functions of other principal officers vary, of course, according to their departments; and the functions of corresponding officers vary under different authorities. It is a fair generalisation, however, that in the largest authorities the functions of any chief officer of one of the major departments are mainly administrative. Here again, therefore, it is important to secure that these officers should possess administrative ability, and should have had administrative experience before appointment to the principal positions. The technical qualification is of secondary importance (we are speaking of authorities where assistant technical staff is invariably employed); and it is arguable that here too the larger authorities would be well advised not always to insist on a technical qualification.

103. Take the medical officer of health of a large county council or county borough council. There is something to be said for the view that a layman could well undertake the management of the public health department in such authorities. The greater part of the chief officer's time is occupied with work which is administrative; indeed, some of the functions ordinarily attached to the medical officer's department are quite outside the sphere of the purely medical training. Nor is it only that administrative ability is more important than a medical qualification for a great part of the work. There is the further difficulty that a technically qualified officer spends his early years on almost entirely technical work, and that his opportunity for administrative experience whilst a junior officer are likely to be limited. Add to this the undeniable fact that specialisation is apt to give just that bias to the mind which the administrator must always be at pains to avoid, and the case against insisting on a technical qualification becomes very strong.

We have confined our argument to the medical officer of health by way of illustration, but it applies, we think, to other principal officers as well.

104. *Difficulty of dispensing with technical qualifications.*—We recognise, however, that it is much more difficult even for the largest local authorities to dispense with the technical qualification in the case of a medical officer of health, chief engineer, treasurer, etc., than in that of the clerk. It is essential that well qualified professional and technical officers of high standing should be employed, and we doubt whether authorities could in practice afford to pay two sufficiently good salaries in each department.

Further, the administrative work of all departments, though in some more than others, is closely entwined with professional duties. Although we believe that a non-qualified officer of good ability could ordinarily acquire, in the course of his experience in, for instance, a public health department, enough understanding of technical issues to deal with many of the questions which would normally be referred to the chief officer, we think he would find it easier if he were in fact qualified. There is also advantage in a technically qualified chief officer where he has to deal largely with members of the same profession.

105. *Conclusion.*—On the whole we are not prepared to say at present that any radical change in the existing system of appointing technically qualified officers to the principal positions (apart from what we said in the preceding section with regard to clerks) is desirable or practicable. We suggest, however, that the larger local authorities should not always take it for granted that the principal officers must necessarily be technically qualified (except, of course, where the qualification is required by law) or that officers well qualified technically are equally capable in administration. We are of opinion that in the past local authorities have not laid sufficient stress on the administrative qualifications. They should go carefully into the administrative record of candidates for major appointments, and they should arrange that junior professional and technical officers have reasonable opportunities of developing administrative ability. This is worth some inconvenience. A chief officer who has been trained to look all round every question that arises is likely to run a department at substantially less cost than one whose main concern has always been with purely technical issues.

(iii) **Subordinate Administrative Officers.**

106. An interesting line of experiment lies in the appointment of senior, though subordinate, lay administrative officers in the large employing departments where the principal officer is ordinarily technically qualified, but the administrative work is heavy. This has been tried recently in some public health departments. The lay administrative officers have, we understand, been made responsible for the supervision of expenditure in connection with the hospitals and institutions, and generally for the secretarial side of the work. There are possibilities of improved administrative practice and of substantial economies by the appointment of officers of this kind, and the question merits the attention of large authorities.

PART VI.—TRAINING AND PROMOTION.

CHAPTER 1.—GRADES AND SALARY SCALES.

107. *Importance of grading schemes.*—The Minister of Health has already recommended to local authorities (in his Annual Report for 1929-30, page 136) that they should adopt definite scales of

salaries, the whole staff being organised into appropriate classes; and all the official representatives of local authorities are agreed that this is desirable. Nevertheless, many local authorities still have no scheme of grading and consequently no fixed salary scales.

108. We strongly endorse the Minister's recommendation, and we urge every local authority in whose office no scheme of grading has been instituted, to give the matter immediate attention. Definite prospects cannot fail to have a beneficial effect on recruitment; while in the absence of fixed scales there is a risk that the members of local authorities will be exposed to pressure to increase the salaries of individual officers. Local authorities will find, moreover, that a scheme of grading facilitates systematic arrangements for training and promotion. Only where scales are general can the staff be readily interchangeable.

109. When instituting salary scales local authorities should bear in mind the following conditions. No one scale should be very long. Sectional scales with efficiency bars at intervals are better than long scales which operate whether the officer is satisfactory or not. Overlapping scales may sometimes be necessary, but they should be avoided as far as possible. Power should be reserved to stop increments at any time in exceptional circumstances, as it should not be assumed that increments are automatic, regardless of the ability and conduct of the officer concerned.

110. *Comparable grades in different authorities.*—We should like to see broadly similar staff grades in force throughout the local government service. This would knit the service together in a way calculated to increase its attractiveness to recruits, and to facilitate the movement of officers between authorities. We recognise that there must be local variations due to the different sizes and functions of local authorities, but apart from this difficulty we see no reason why the grades of different authorities should not, at any rate, be comparable. This has already been achieved to some extent, especially in the areas of the three Provincial Whitley Councils.

CHAPTER 2.—VARIETY OF EXPERIENCE.

111. *Experience of different departments.*—We have already had occasion when discussing the qualifications of principal officers to recommend that promising junior officers should be given experience of different branches of work in order to develop administrative capacity. We think it important that opportunities for thus broadening their outlook should be afforded to selected junior officers. There should be regular arrangements, not merely for the transfer of such officers from one section of a department to another, but for their transfer from one department to another.

112. Inter-departmental transfers are rare at present, and our local government witnesses were inclined to see difficulties in this procedure. They argued that the most junior officers soon require to

have special knowledge of the work of the department. We cannot, however, agree that this should be a ruling consideration. We recognise the practical convenience of keeping junior officers on one kind of work, but we think it short-sighted to insist on special knowledge to the exclusion of wider experience. Transfers would have to be carefully planned, and would be confined to officers showing promise; but provided that they are made with discrimination we cannot believe that any serious dislocation need result. There would, too, be the additional advantage that, with exchanges between the clerical staff, the departments would become more familiar with each other's problems and methods.

The transfer of promising junior officers from department to department requires the supervision of a central committee. Responsibility for planning the transfers must be definitely assigned, and can be undertaken only by a committee in a position to review the whole staff of the authority. We deal with this in more detail in Part VIII, chapter 1.

113. *Experience of different authorities.*—Young professional and technical officers frequently have experience of two or three authorities before they finally settle down in a comparatively senior post. Movement among young administrative and clerical officers is less common. Local authorities sometimes advertise for clerical officers with experience, but on the whole they prefer to rely on promotion inside the office; this is particularly true of the larger authorities where there is a wide choice among the existing staff.

114. There would be advantage if local authorities advertised vacancies for senior non-technical officers more freely. The circulation of young professional and technical officers has, we are satisfied, been in the best interests of the service. The recommendation made to us by the National Association of Local Government Officers is "that vacancies in all posts wherever possible should be filled from within the service of the authority; but where it is not possible adequately to fill a vacancy by such means, the position should be publicly advertised." We think that promotion from within is over emphasised in this recommendation. There is no reason why, in proper cases, candidates within the office should not be required to compete with candidates from outside for the senior positions, and the effect on the clerical grade as a whole could not fail to be stimulating. It may happen, of course, that the authority already have an officer in their service who clearly merits promotion to the vacant position, but, except where this is the case, we recommend that all senior appointments (appointments carrying salaries large enough to warrant inviting applications from other districts) should be advertised.

115. It has to be recognised that the absence of a superannuation scheme in some areas is an obstacle to the free movement of officers between authorities. Every authority employing not less than

fifty persons over eighteen years of age can adopt the Superannuation Act of 1922, and a smaller authority can arrange with an adopting authority in the same area that the latter shall admit their employees to superannuation. So far 873* authorities have availed themselves of the Act, while 25 others have schemes in force under local Acts. Compulsory superannuation for officers was recommended by the Departmental Committee on the Superannuation of Local Government Officers (1928). In our view this is essential to the welfare of the service, and we hope that the Committee's recommendations will be carried out at the earliest opportunity.

CHAPTER 3.—THE USE OF EXAMINATIONS IN TRAINING.

(i) An Examination Bar.

116. *Existing system.*—At the present time the only officers who receive any definite training are, as a rule, those who study for one of the technical examinations. A few local authorities have attempted to provide for the training of their clerical officers on similar lines by encouraging them to take examinations in the non-technical aspects of local government, but this is exceptional.

117. One or two local authorities are, however, making a systematic use of examinations in the training of officers. As already stated the London County Council divide their clerical staff into a general grade, recruited between sixteen and eighteen years of age, and a major establishment, recruited partly from outside between eighteen and twenty-one years of age, and partly from the general grade; and promotion from the general grade to the major establishment is by competitive examination, after five years' service, in general knowledge, an essay and the history of local government. No doubt the primary object of this examination is to solve the problem of promotion, but the study for the examination possesses training value. In some other authorities promotion beyond a certain point is, in one or two departments, dependent on the passing of an approved examination—particularly in finance departments.

It is for consideration whether local authorities might not as a general rule require junior officers to pass some qualifying examination before they are considered eligible for promotion to positions carrying administrative responsibility.

118. *Advantages of an examination bar.*—Assuming that suitable examinations are available (with which question we shall deal in the

* This number includes 45 county councils, 56 county borough councils, 6 metropolitan borough councils, 106 borough councils, 269 urban district councils, 224 rural district councils, 20 parish councils, 147 miscellaneous authorities. For total numbers, see note on page 12.

next section) a requirement that all junior officers should pass an approved examination before promotion beyond a certain point would, in our view, be a valuable contribution to their training. It would encourage them to study, keeping their minds active during a period when they are likely to be engaged on routine work, and developing their interest in their work by expanding their understanding of it. It is important to remember that the majority of local government officers finish their school education at sixteen years of age. The representative of the Headmasters Conference suggested to us that this is, from one point of view, an unsatisfactory age at which to leave school, as the boy has then reached the stage when he is capable of advanced study, but has not yet begun it; and while we cannot agree that in present conditions sixteen should be regarded as too young to enter the service, we do agree that a course of more advanced study is desirable.

119. The establishment of an examination bar would have the further advantage of providing local authorities with some guarantee of fitness before appointing a senior clerical or administrative officer, as they have now before appointing a professional or technical officer. An examination is not in itself a reliable test of ability, but it is some indication of capacity to concentrate, of resourcefulness, of determination to succeed. There can be no doubt that the recognition accorded to technical qualifying examinations during recent years has done a great deal to improve the quality of local government officers on the technical side; and while we recognise that examinations are less satisfactory as tests of administrative than of technical ability, we think that the example is instructive.

120. On the whole, therefore, we are of opinion that local authorities would benefit if they required their junior officers to pass a qualifying examination as a condition of promotion beyond a certain point. There will be cases, no doubt, in which it is not practicable to insist on a recognised standard in all candidates for promotion to the senior posts, and we should not wish an obviously able officer to be debarred from promotion simply because he had not passed an examination. Such cases should, however, be regarded as exceptional.

121. *Where to place the bar.*—If our recommendation that comparable staff grades should be established throughout the service is accepted, it should be possible to place the bar at a corresponding point in all local authorities. The point taken should be fairly low. Candidates for high technical appointments are ordinarily required to hold the appropriate technical qualification; while in candidates for high administrative appointments experience and personal record are more important than examination results. We have in mind for the general qualifying examination, examinations of "intermediate" standard.

In the local authorities where grading schemes are in force there is ordinarily a general grade for clerical officers from entry at sixteen to a point somewhere in the twenties, say twenty-five. We suggest that success in a qualifying examination should be expected of officers in this general grade, before they are considered eligible for transfer to any other grade which is in a line for promotion to responsible administrative positions.

(ii) **Nature of the Examinations.**

122. Two kinds of qualifying examination for promotion from the general grade are required, technical and administrative; technical for juniors proposing ultimately to become fully qualified professional or technical officers, and administrative for the remainder.

A. Technical Examinations.

123. Recognised technical examinations already exist. These as a rule involve a preliminary non-technical examination for which a general examination (either the school certificate or matriculation) is accepted, and either one or two technical parts. Where there is only one later part (as e.g. in the sanitary inspectors examination) that part would ordinarily be the examination appropriate to officers on the general grade; where there are two parts (as e.g. in accountancy and engineering examinations) the first part would be the appropriate examination.

124. Our proposal as far as technical examinations are concerned is that local authorities should utilise more systematically the existing examinations. The full technical qualification is ordinarily required as a condition of promotion to certain of the higher posts, but we would suggest that in proper cases—that is where the officer definitely proposes to become a professional or technical officer—the passing of the first part of the appropriate technical examination should be a condition of promotion from the general grade.

We shall deal with the details of technical examinations, and with the extent to which certain qualifications should be insisted on, in Part VII.

B. Administrative Examinations.

125. The chief function of the non-technical examination for officers on the general grade should be to provide a broad and appropriate mental training. It should not be directed to knowledge of departmental work. At the same time, the subjects included in the examination should be related to administration. The study of government, properly undertaken, affords an excellent mental training, and it is clearly desirable that officers should acquire some knowledge of the background of administration.

126. *Existing facilities.*—There are at present no widely recognised examinations on these lines. Examinations do, however, exist :—

Diploma of Public Administration.

The Universities of London, Manchester, Leeds, Liverpool, Sheffield and Glasgow all give courses in public administration, which are being attended by some of the local government officers within reach. A few local authorities are encouraging their officers to attend the courses by contributing towards the fees, or by allowing time off.

The subjects set for the diploma (or certificate) vary with the different universities. As an example, the course for the London diploma is :—

Compulsory subjects.

Public Administration (central and local).
Economics, including public finance.
Social and political theory.

Optional subjects (3).

(At least one subject from each group).

- (a) English constitutional law.
English economic and social history since 1760.
Constitutional history of Great Britain since 1660.
(b) Statistics.
History and principles of local government.
Social administration.

Manchester University also give a degree in public administration.

Examinations of the National Association of Local Government Officers.

The Association hold examinations expressly designed for local government clerical officers, and several local authorities make a grant to officers passing them. The Association also provide tuition by correspondence.

The subjects set are :—

Intermediate.

Office practice.
Elements of statistics.
Outlines of local government.
Elements of public administration.
Elements of economics.

Final.

Municipal organisation.
Elements of law of contract and tort.
Master and servant.
Two optional subjects to be chosen according to the department.

127. We do not think that either of these examinations is well suited to be made a condition of promotion from the general grade.

The diploma of public administration is of too high a standard for universal application. We should like to see many more local government officers studying for the diplomas—or, where practicable, the degrees—as they seem to us to afford a useful background for public servants. Representatives both of the authorities and of the officers have suggested to us that the universities should be asked to extend the facilities available to non-resident students, and we agree that, if this could be done, it would be valuable to the service. But whether the facilities are extended or not, it would not be reasonable to expect junior officers to take an examination of this standard as a matter of course.

The examinations of the National Association are, we think, too much occupied with day to day office practice to serve the purpose which we have in mind. They are designed more to test clerical efficiency, than to indicate fitness for promotion to responsible administrative positions. The Association have done much to improve the standard of clerical officers throughout the service. They have encouraged them to study and to think for themselves; they have assisted them with scholarships, they have provided lectures and classes; they hold annually an instructive summer school; they have interested officers in the wider problems of local government. But they are not an appropriate examining body for our purpose. And they have themselves asked that their examinations should be taken over by a Board composed of representatives of the local authorities and of their association, in order that the qualifications of clerical officers may command wider recognition.

129. *Proposals.*—It appears that an examination has to be devised. We should like to see for the general clerical grade an examination on the lines of the diplomas of public administration, but of a less advanced standard; a standard more suited to candidates whose school education ended with the school certificate, and who will be mainly, if not entirely, dependent on evening reading. We do not propose to make detailed suggestions for this examination ourselves, as these, we think, must be worked out in discussion between the representatives of local authorities through the suggested central committee. We should, however, make it clear that we contemplate only one stage in this examination. Officers wishing to take a more advanced course should study for one of the existing diplomas or degrees.

CHAPTER 4.—PROMOTION

(i) Method of Promotion.

130. We said above that the establishment of an examination bar would have the advantage that it would provide some guarantee of fitness before promotion. It cannot be too strongly emphasised, however, that the bar will not solve the problem of promotion. It will direct attention to certain juniors, but it will not relieve committees and principal officers of the responsibility of determining the merits of juniors as shown by their actual performance.

131. The principal officers of departments should be expected to keep in touch with the progress of individual officers. They should see that records are kept (including details of examination successes) for their own information and for reference to the appropriate committee when required. Some public authorities have found efficiency ratings (that is to say records of proved qualities rather than of qualifications) helpful in estimating the merits of officers, and the attention of local authorities is directed to the experiments which have been made with these. The important point is, however, that reports or ratings should neither be allowed to degenerate into mere formalities, nor be pigeon-holed without any attention being given to them. We suggest that in every case in which reports show that an officer is unusually promising, and in every case in which they show that he is not altogether up to standard, they should be expressly referred to the appropriate committee for information, and for any necessary action.

(ii) Grants, Increments, Special Leave.

132. It has been suggested to us that the practice of some local authorities of allowing special leave to officers studying for examinations, and of giving money grants or increments to successful candidates, should be extended.

133. *Grants and increments.*—The case for offering grants or increments is that local authorities benefit by the improvement in their officers due to the course of study; and that not only ought they to pay for the improvement, but, as promotion is limited, there is not sufficient incentive to their officers to sit for the examinations unless some financial award is promised. Against this view it may be said that the incentive to study for examinations should be the student's determination to develop his powers and his interest in the study, and that unless an officer is willing to undertake a course of reading without artificial incentive, it is probably not worth his employer's while to induce him to do so. We are certainly convinced that there is nothing whatever to be said for offering financial inducement to sit for examinations regardless of

results, although promising juniors who are unable to meet the fees for tuition and examination might be assisted by way of loan.

134. On the whole, we think that local authorities might consider making grants or increments to officers who by obtaining a qualification approved by the authority increase the value of their services. We also think that local authorities might make grants to educational institutions providing approved courses in subjects bearing on local government, on condition that selected officers are permitted to attend without charge.

135. *Special leave.*—We think that officers must ordinarily be expected to study in their own time. Where, however, it is exceptionally desirable that an officer should attend some particular course of classes or lectures which take place during office hours arrangements for special leave should be made.

PART VII.—TECHNICAL QUALIFICATIONS.

136. *Extent of the problem.*—The problem of technical qualifications covers a wide field. Local authorities require expert advice in municipal law, public health, municipal finance, building and engineering, land surveying, etc., and they must be satisfied that the appropriate officers are well qualified to give reliable advice. This is becoming increasingly difficult, for, as the responsibilities of local authorities have multiplied, specialisation has developed, and qualifications are now very numerous. Some, moreover, are of recent growth and have hardly yet been adequately tested.

137. Our evidence shows that it is open to doubt whether the officers responsible for giving technical advice to local authorities are in every case sufficiently well qualified. On the one hand, local authorities do not always insist that their officers should possess the qualifications that exist. On the other, it is not clear that all the qualifications available are entirely satisfactory. In the succeeding paragraphs we shall set out the various questions that arise in connection with each of these two main aspects of the problem.

A. *Appointments for which qualifications should be required.*

138. The representatives of local authorities agreed that as a general rule authorities, when appointing an officer to duties which require some special training and knowledge, and for which there is a recognised qualification appropriate, should insist upon the qualification as a condition of appointment. It is not, indeed, always practicable for a small local authority to require the same standard of qualification as a large; and, with this in mind, the Urban District Councils Association specifically refused to admit that any officers ordinarily employed by urban district councils, other than medical officers, sanitary inspectors and surveyors, should be

required to hold special qualifications as a condition of their appointment. In practice, however, there are not many cases in which local authorities cannot reasonably expect candidates for technical appointments to possess the appropriate qualifications, and authorities should always require to be fully satisfied that no suitable qualified person is available before appointing an unqualified one.

139. This brings us to the question whether there should not be some extension of the existing statutory control of appointments to the local government service. Representations have been made to us that qualifications should be required by statute for those sanitary inspectors who are at present outside the scope of the law, for rating and valuation officers, for such women public health officers as are not already subject to control, for public pharmacists. The ground in every case is that recognised qualifications do exist, that the possession of them is important to the efficiency of the particular service, and that in the absence of a statutory requirement that officers shall be properly qualified, unsuitable appointments have been made.

140. We are satisfied that cases have occurred in which local authorities have appointed unqualified persons to posts for which a recognised qualification should clearly have been required, and it is open to doubt whether this defect can ever be completely cured without some amendment of the law.

141. The general rule that qualifications should invariably be insisted upon where they are obviously appropriate and can be secured does not take the matter very far. The majority of local authorities recognise the importance of insisting on appropriate qualifications where they can clearly do so. Their difficulty is to know in what cases a special technical qualification is of such value that they ought to insist on it at all costs, if necessary combining with a neighbouring authority in employing the officer.

Our evidence brings out the difficulty. The Chartered Surveyors Institution think it important that rating and valuation should be kept distinct. The Institute of Public Cleansing submit that the work of public cleansing is now so important and so highly skilled that every local authority with a population of over 50,000 should appoint a specially qualified cleansing officer. The Association of Managers of Sewage Disposal Works urge that every sewage works manager should be specially qualified. The Incorporated Society of Architects and Landed Property Agents suggest that housing managers should be qualified in land surveying. The Museums Association recommend that in all towns with a population of over 75,000 the posts of librarian and museum curator should be separately held. There may be substance in all these contentions, but it is by no means clear how far the proposals made are practicable, and it is necessary to guard against the danger of carrying specialisation to excess. Certainly local authorities are in need of skilled advice both on the value of the various

qualifications and on the type of staff which it will be most economical to employ.

B.—Whether existing qualifications are satisfactory.

142. It has been suggested to us that some of the existing qualifications are not entirely satisfactory. We would draw attention particularly to the evidence of the Sanitary Inspectors Association, the Women Public Health Officers Association, the College of Nursing, the British Dental Association, and the National Veterinary Medical Association.

143. The evidence of the technical associations raises also a question of principle. Certain qualifications are partly duplicated, a municipal qualification having been set up inside the service notwithstanding that a general qualification in similar subjects already existed. Thus the Institute of Municipal Treasurers and Accountants hold examinations in local government accountancy; the Institution of Municipal and County Engineers hold examinations in local government engineering; the Rating and Valuation Officers Association hold examinations in rating and valuation. The justification put forward for these examinations is that the technical knowledge required in connection with local government accountancy, engineering, or surveying differs materially from the technical knowledge considered necessary for private practice; and that the bodies responsible for the general technical examinations have not always been willing to adapt their examinations to the purpose of local government.

144. We regard this development with some anxiety. It appears to us that there is danger of the municipal qualification being on too narrow a basis to secure a sufficiently thorough training. We are also inclined to think it wrong in principle that officers should be in sole control of their own qualifications, especially if it has the result that they obtain a monopoly of the appointments within their profession. The municipal examining bodies have done invaluable work. But it is for consideration whether it would not be preferable for local government officers to hold the general qualification, adding, where necessary, a special qualification appropriate to local government. It is also for consideration whether, where special qualifications are needed, it would not be better that they should be set up in collaboration with the main professional body. We think that the whole subject of the control of qualifications by officers requires more careful consideration than it has hitherto received.

Conclusion.

145. We have not investigated technical qualifications in detail. It will be appreciated from what we have said that the investigation would be lengthy, and that expert assistance would

be needed. But we are satisfied that the time has come when a thorough investigation is required. The questions we have outlined above raise issues of major importance. Moreover, it appears to us that local authorities are in need of some continuous direction and advice. As local government develops, existing qualifications must be reviewed, and, perhaps, new qualifications devised. As local government areas are adjusted, a greater uniformity of standard can be achieved.

146. At the conclusion of our Report we suggest the appointment of a permanent central body, composed of representatives of local authorities, whose business should be to advise local authorities at any time on matters affecting the local government service. We think it would be appropriate that the questions arising on technical qualifications should be referred to this body.

PART VIII.—GENERAL CONCLUSIONS.

CHAPTER 1.—ESTABLISHMENT COMMITTEES.

147. *Central staff management.*—One general conclusion emerges clearly from our investigation. Every local authority should entrust to one committee all questions affecting the recruitment, qualifications, training and promotion of officers. These are matters requiring more thought than the majority of local authorities have hitherto given to them, and we see no prospect of adequate consideration unless responsibility is definitely assigned. Further, the alternative method of leaving to each employing committee the control of its own staff has the obvious disadvantage that the employing committees are not in a position to review the whole of the establishment, and cannot be expected, therefore, to take the comprehensive view of the authority's requirements essential for systematic organisation. We remarked, for example, when considering the training of officers, that only a central committee can secure the exchange of officers between departments.

147. *Establishment committees.*—In the smaller local authorities it may be convenient that matters relating to staff should be referred to the general purposes committee or the finance committee. In the larger authorities, however, a committee should be directly constituted for this purpose. Recruitment, qualifications, training and promotion are in themselves sufficiently important to require the attention of a responsible committee, and there are other questions connected with staff with which an establishment committee would naturally deal.

148. Ordinarily the clerk should be the officer responsible for advising the establishment committee. But authorities employing very large staffs should consider the appointment of an officer to assist the clerk. The latter cannot, in such cases, be expected to give his full attention to all the questions that must arise.

149. *Functions of the establishment committee.*—Several authorities have already set up establishment committees, but there are wide differences between the responsibilities of committees bearing this title; and our local government witnesses, while accepting the desirability of establishment committees, were not agreed what the functions of the committees should be. Some of them contemplated that an establishment committee should be responsible only for prescribing conditions of service, and for giving general directions to the employing committees with regard to the appointment of their officers; while others went further and suggested that all matters affecting staff should be dealt with by the committee.

150. Our general proposition is that the establishment committee should be responsible for organising the recruitment, training, promotion, grading, salary scales, and conditions of service generally, of all the officers of the authority. In particular, we would suggest that, with any necessary adaptations due to local circumstances, the following matters should stand referred to the committee.

(i) *The organisation of recruitment.*—The first function of the committee should be to consider the authority's requirements as a whole, and to settle the system of recruitment appropriate; the proportion of junior officers to be recruited from the various age groups, and the method by which they should be recruited.

(ii) *The appointment of officers.*—The establishment committee should be responsible for reporting all appointments to the council, and the committee should be directly concerned in the appointment of senior officers. Any statutory provisions which form an obstacle to unified control of appointments should be abandoned. (The London County Council are already seeking amending legislation in relation to the powers and appointments of their committees.)

In our view senior appointments are best dealt with by a small joint group composed of members of the employing committee and of the establishment committee. If the actual selection of junior officers (clerical and technical) is made departmentally, all appointments should be notified to the establishment committee, and any necessary report to the council made by that committee.

(iii) *Training.*—Establishment committees should be required to consider what measures can be taken for the training of officers. It should be their duty to consider what facilities for special study should be provided; and to see that promising young officers have an opportunity of promotion as vacancies arise in higher grades. Arrangements in connection with articulated pupils should also be dealt with by the establishment committee.

(iv) *Arrangement of transfers.*—The arrangement of exchanges among junior clerical officers should be a duty of the committee.

(v) *Periodical review of the staff.*—It is important that there should be a systematic review of the staff at regular intervals. For this purpose the establishment committee should require the heads

of departments each to submit an annual general report on the staff of his department.

(vi) *Promotions*.—The committee should be informed of every proposal for promotion. The action finally taken should be reported by them to the council.

(vii) *Grading, salary scales, superannuation*.—These matters would naturally be dealt with by the establishment committee—in collaboration, of course, with the finance committee.

(viii) *Probation and discipline*.—It should be the duty of the establishment committee to see that no officer is appointed to the established staff without adequate testing and satisfactory reports. Where unsatisfactory reports are made after appointment, they should be considered by the establishment committee, who should recommend appropriate action, including termination of the appointment where circumstances justify that course.

CHAPTER 2.—A CENTRAL ADVISORY COMMITTEE.

151. *Need for a committee*.—We have made several recommendations for the future development of the local government service, and we hope that every local authority will proceed at once to experiment, so far as they have not already done so, along the lines we have suggested. A number of our recommendations, however, require the appointment of a permanent advisory body, representative of local authorities, before they can become fully effective, a body able to devote continuous consideration to the recruitment, qualifications, training and promotion of local government officers, and to investigate in greater detail some of the problems which have been before us.

152. Thus, we have recommended that entry to the service should be by competitive examinations, and that neighbouring local authorities should combine for the purpose of holding these examinations. There is no reason why groups of local authorities should not at once begin to carry this recommendation into effect by means of local conferences; but the movement towards regional combination would be much accelerated by practical suggestions for grouping, and a central representative body would render valuable service in this respect. Further, it is desirable that the various regional examinations should be of broadly similar standard, and that local authorities should have the advice of educational bodies in devising them; and a central body, in a position to review what local groups are doing and to co-ordinate discussions with educational bodies, would be of great assistance.

153. A second recommendation which would be made more effective by the existence of a central advisory committee is our proposal that university graduates should be encouraged to enter the service more freely than they do at present. We suggested, when making the recommendation, that in order to attract

the best graduates available, local authorities should pool information as to openings for this class of entrant, and should establish a definite method of selecting officers from among the candidates who present themselves; and this can best be done through some central body.

154. Another reason for urging the setting up of an advisory committee is that methods of training may be further investigated. We have recommended that local authorities should set an examination bar between the general grade of clerical officers and higher grades; and an administrative examination of appropriate standard has to be devised for this purpose. We are, too, concerned with more than the immediate future. The results of an examination bar will require to be carefully noted, and adjustments made as they become desirable. And other experiments are being made in the training of public servants, both in this and foreign countries, which should be watched on behalf of local authorities.

155. We have also recommended that local authorities should adopt grading schemes, and that grades should as far as possible be comparable. We attach great importance to this recommendation, as a proper series of grades is essential to systematic recruitment and training, and this again is a recommendation which, to become fully effective, requires the assistance of a central advisory committee.

156. We have deliberately left a number of detailed questions on technical qualifications for further consideration by the permanent committee. And these will recur. As we said in paragraph 145, local authorities need continuous direction and advice on the merits of particular qualifications, and on the standards to be required. The multiplicity of technical problems involved in local government is itself a sufficiently clear indication of the importance of a central body to the efficiency of the service.

157. *Importance attached to recommendation.*—The establishment of a central advisory committee is the chief of our recommendations. The more far-reaching of our proposals are closely bound up with it, and we feel that substantial progress depends on the setting up of such a body. Quite apart from individual recommendations, we regard the absence of a central organisation as one of the most serious defects in the existing system. It is absurdly wasteful that there should be no one body empowered to supply information regarding entry to the local government service, no one body to which suggestions, representations, criticisms can be made. Representatives of schools and universities have told us that they have known able young men who might have done well in local government, but who have been diverted to other channels simply because they did not know how to enter the service of local authorities. Nor is this all. Excellent work has been done by individual local authorities

in the recruitment and training of their officers, but the value of this work is dispersed through the lack of machinery for passing on the results to other local authorities. A central service of informed advice would be invaluable. Local authorities would find it useful to compare the practice of the civil service, of large business firms, of other countries, in the management of staff, and this would naturally be done by a central committee. We have no hesitation in saying that a central advisory body would provide one of the most effective means of securing an improved service.

158. *Functions and constitution of the committee.*—We contemplate that the committee should ordinarily act in a purely advisory capacity, except so far as they may be used as agents by authorities.

159. The committee should be composed of representatives of all types of local authorities. We suggest that it should be a standing joint committee of the associations of local authorities and of the London County Council. We think that it should contain a representative of the Ministry of Health, and that it would be reasonable for the Minister to provide it with a secretary. It would be of advantage also that the committee should contain some representatives of local government officers and of educational bodies, or should, at any rate, have systematic arrangements for consultation with them. These are, however, matters to be determined by the associations and the London County Council when constituting the committee; or, better still, by the committee of local authority representatives when constituted.

SUMMARY OF CONCLUSIONS.

RECRUITMENT.

General Considerations and Proposals.

1. *Notification of vacancies.*—All vacancies should be widely notified, except where it is intended to fill them by promotion inside the office (pars. 52-53).

2. *Selection.*—Candidates should ordinarily be interviewed by a committee of the Council; selection by an officer should be exceptional (par. 56).

3. *Disqualification of interested persons.*—The candidature of near relations of members or officers should be closely scrutinised, members, officers and candidates being required to disclose relationship (par. 57 (i)).

4. Canvassing should invariably disqualify a candidate (par. 57 (ii)).

5. *Probation.*—All newcomers to the service should be appointed on a term of probation, should be thoroughly tested, and should

be appointed to the established staff only if reports are satisfactory (par. 58).

6. *Security of tenure.*—Before a senior officer is dismissed, notice should be given to all members of the authority, and, if the officer so requests, the notice should state the grounds of the complaint (par. 60).

7. *Employment by authority.*—Local authorities should not authorise their officers to appoint and pay their own assistants, but should be directly responsible for the appointment and salary of every member of their staff (par. 62).

Junior Clerical Officers.

8. *Minimum qualifications.*—Sixteen years should be the minimum age for entry (par. 63), and a school certificate the minimum educational qualification (par. 64). Vacancies should be open to girls as well as to boys (par. 65).

9. *Recruitment from a higher age group.*—Local authorities should recruit a certain proportion of junior clerical officers at eighteen or nineteen years of age (par. 69), the larger local authorities making systematic arrangements to do so (par. 71).

10. *Method of recruiting clerical officers.*—Junior clerical officers should preferably be recruited by open competitive examination (par. 72), neighbouring local authorities combining for the purpose (par. 76).

University Graduates.

11. University graduates should be systematically recruited by the larger local authorities (par. 83); and there should be central machinery for the selection of this type of candidate. Competitive examination is recommended (par. 86).

Professional and Technical Officers.

12. *Field of recruitment.*—In recruiting their professional and technical officers, local authorities should look to all available sources, whether inside or outside the service (par. 89).

13. *Articled pupilage.*—No premium should be required from pupils articled to officers; and the selection of pupils by officers should be subject to the authority's approval (par. 95).

QUALIFICATIONS OF PRINCIPAL OFFICERS.

14. *Clerks.*—The essential qualification of a clerk is administrative ability (par. 98); a legal qualification may be convenient, but should not be insisted on to the exclusion of persons of proved administrative ability who do not possess the qualification (par. 100).

To secure that sufficient officers of administrative ability are available, local authorities should broaden the basis of recruitment, provide training in administration for junior officers, and encourage the study of the principles of administration (par. 101).

15. Other principal officers.—No radical change in the existing system of requiring principal officers to possess technical qualifications is suggested, but more attention should be paid to administrative ability and experience (par. 105).

16. Subordinate administrative officers.—Large authorities might consider the appointment of responsible administrative assistants to the principal officers (par. 106).

TRAINING AND PROMOTION.

Grades and Salary Scales

17. Every local authority should adopt a scheme of grading and salary scales (par. 108). The grades of different authorities should as far as possible be comparable (par. 110).

Variety of Experience.

18. Selected clerical officers should be given experience of different departments (par. 111). Freer movement of clerical officers between different authorities is also desirable, and senior clerical vacancies should ordinarily be advertised (par. 114). Universal superannuation schemes are required (par. 115).

The Use of Examinations.

19. An examination bar.—Local authorities should require junior officers to pass a qualifying examination before they will be considered eligible for promotion from the general grade (pars. 120-121).

20. Nature of the examinations.—The examinations qualifying officers for promotion from the general grade should be either the first part of a recognised technical examination (par. 124); or an administrative examination. Local authorities should combine to secure that an administrative examination of suitable standard is available (par. 129).

Promotion.

21. Method of promotion.—Principal officers should keep records of the progress of all officers in their department, and these records should be referred to the appropriate committee if the officer is either unusually promising, or not up to standard (par. 131).

22. Grants, increments, special leave.—Grants or increments might be made to officers obtaining approved qualifications. Grants

might also be made to educational institutions providing approved courses, on condition that selected officers are allowed to attend (par. 133). Special leave should be granted in exceptional cases (par. 135).

TECHNICAL QUALIFICATIONS.

23. Several questions arise and a thorough investigation is required (par. 145). The investigation should be carried out by a central body, representative of local authorities (par. 146).

GENERAL CONCLUSIONS.

Establishment Committees.

24. All questions affecting the recruitment, qualifications, training and promotion of officers, should be assigned to a central committee in every local authority (par. 147).

A Central Advisory Committee.

25. The principal need of the service is a standing body charged with the supervision of all questions affecting officers (par. 157). The associations of local authorities and the London County Council should combine to appoint a standing committee for this purpose (par. 159).

Before concluding our Report we desire to express our warm appreciation of the valuable services rendered by our Secretary, Miss E. A. Sharp, of the Ministry of Health. The marshalling of evidence and the preparation of the Report has been an arduous task, calling for much labour and thought, and we are greatly indebted to her for the able and ready assistance which she has given us at all stages of our work.

W. H. HADOW (*Chairman*).

PERCIVAL BOWER.
H. DARLOW.
C. A. ELGOOD.
I. G. GIBBON.
H. M. GIBSON.
EDWARD J. HOLLAND.
P. HURD.

WILLIAM JENKINS.
H. J. LASKI.
CECIL B. LEVITA.
FRANK PICK.
G. RIDDLE.
E. THOMPSON.

E. A. SHARP (*Secretary*).

10th January, 1934.

APPENDIX.

1.—LIST OF WITNESSES.

A. Witnesses who gave oral evidence.

Name.	Represented by
<i>Local Authorities.</i>	
County Councils Association, p. 57.	Sir Percy Jackson, J.P., Mr. E. S. W. Hart, M.B.E., Mr. P. E. Meadon.
Association of Municipal Corporations, p. 57.	Alderman Mitchell.
Metropolitan Boroughs Standing Joint Committee. p. 58.	Alderman (now Sir) Samuel Gluckstein, Alderman B. J. Samels, Alderman J. Tiffen, Alderman H. V. Kenyon, M.B.E., J.P., L.C.C., Councillor C. W. Key, Mr. Parker Morris, LL.B.
Urban District Councils Association, p. 59.	Mr. J. A. Cowley, M.B.E., Mr. J. A. Simpson, LL.B., Councillor R. C. Dodds.
Rural District Councils Association, p. 60.	Mr. H. Stone, M.B.E.
London County Council, p. 60.	Mr. (now Sir) Montagu Cox, LL.B., J.P.
Birmingham City Council, p. 61.	Alderman W. B. Kenrick.
<i>Local Government Officers.</i>	
National Association of Local Government Officers, p. 62.	Mr. (now Sir) Arthur Johnson, Mr. E. W. B. Abbott, Mr. Parker Morris, LL.B., Sir Tom Percival.
London County Council Staff Association, p. 64.	Mr. H. J. Allen.
City of Birmingham Municipal Officers Guild, p. 63.	Mr. F. H. Cureton.
Society of Clerks of the Peace of Counties, p. 64.	Sir George H. Etherton, O.B.E.
Society of Town Clerks, p. 64.	Sir William Hart, O.B.E., LL.D., Mr. W. J. Board, O.B.E., Mr. J. H. Rothwell, C.B.E., Mr. R. H. Jerman.
Society of Clerks to Urban District Councils, p. 65.	Mr. H. L. Porcher, Mr. E. R. Abbot, Mr. J. H. Linfield.
Union and Rural District Clerks Association, p. 66.	Mr. E. P. Everest, M.B.E.
Society of Medical Officers of Health, p. 66.	Dr. James Fenton, M.D., Ch.B., D.P.H., Dr. R. M. F. Picken, M.B., Ch.B., B.Sc., D.P.H.
Institute of Municipal Treasurers and Accountants, p. 72.	Mr. W. Bateson, F.I.M.T.A., A.C.A., F.S.A.A., Mr. J. E. Bray, F.I.M.T.A., F.S.S.

Name.	Represented by
<i>Local Government Officers—cont.</i>	
Institution of Municipal and County Engineers, p. 74.	Mr. E. J. Elford, Mr. H. H. Humphries.
Association of Directors and Secretaries for Education, p. 80.	Mr. T. Boyce, Mr. G. H. Gater, Mr. F. H. Toyne.
Sanitary Inspectors Association, p. 68.	Mr. H. H. Spears, F.S.I.A., Mr. E. Whone, F.S.I.A.
Women Public Health Officers Association, p. 71.	Miss Sayle, Miss Brown, Miss Cooper-Hodgson, Miss Wilson.
<i>Other Witnesses.</i>	
Professor Graham Wallas, p. 84.	
Sir Ernest Simon, p. 85.	
Mr. W. A. Robson, Ph.D., LL.M., B.Sc., p. 85.	
National Federation of Property Owners and Ratepayers, p. 86.	Alderman Ling.
University of Oxford, p. 86 ...	Mr. K. Bell.
University of Cambridge, p. 86.	Mr. H. A. Roberts.
University of London, p. 87 ...	Sir William Beveridge, K.C.B.
Joint University Council for Social Studies, p. 88.	Professor Tillyard, Miss Eckhard, Miss Macadam.
Headmasters Conference, p. 89.	Mr. Spencer Leeson.
Royal Sanitary Institute, p. 68.	Mr. E. Willis, M.I.C.E., F.S.I., M.I.T., Dr. James Fenton, M.D., Ch.B., D.P.H., Professor W. W. Jameson, M.A., M.D., D.P.H.
Chartered Surveyors Institution, p. 78.	Mr. F. Hunt, C.V.O., Mr. A. Goddard, C.B.E.
Institute of Public Administration, p. 89.	Sir Henry Bunbury, K.C.B., Mr. Howard Roberts.

Note.—Page numbers in left hand column refer to the summary of evidence.

B. Witnesses who gave written evidence only.

Local Authorities.

- Non-County Boroughs Association, p. 59.
- Association of Education Committees p. 80.

Local Government Officers.

- National Union of County Officers, p. 66.
- Institute of Public Cleansing, p. 75.
- Association of Managers of Sewage Disposal Works, p. 75.
- Institution of Engineers-in-Charge, p. 76.
- Incorporated Municipal Electrical Association, p. 77.
- Association of Public Lighting Engineers, p. 77.
- County Land Agents Association, p. 79.
- National Association of Cemetery Superintendents, p. 83.
- Incorporated Association of Rating and Valuation Officers, p. 79.

Local Government Officers—cont.

- Association of Juvenile Employment and Welfare Officers, p. 81.
- Incorporated Society of Inspectors of Weights and Measures, p. 83.
- Institute of Public Assistance Services, p. 81.
- National Association of Relieving Officers, p. 81.
- National Association of Masters and Matrons of Poor Law Institutions, p. 82.
- Mr. N. B. Rudd, p. 90.

Provincial Councils.

- Standing Conference of Joint Councils, p. 83.
- London District Council, p. 83.
- Lancashire and Cheshire Provincial Council, p. 84.
- West Riding Joint Council, p. 84.

Other Witnesses.

- Ministry of Labour (on staffs of Juvenile Employment Bureaux), p. 81.
- Universities of the United Constituency, p. 88.
- University of Liverpool, p. 88.
- University of Wales, p. 88.
- National Union of Societies for Equal Citizenship, p. 90.
- British Medical Association, p. 66.
- British Dental Association, p. 69.
- National Veterinary Medical Association, p. 70.
- Pharmaceutical Society, p. 70.
- Guild of Public Pharmacists, p. 70.
- Royal Sanitary Institute and Sanitary Inspectors Examination Joint Board, p. 69.
- College of Nursing, p. 71.
- Institution of Civil Engineers, p. 74.
- Institution of Mechanical Engineers, p. 76.
- Electrical Power Engineers Association, p. 76.
- Royal Institute of British Architects, p. 77.
- Incorporated Association of Architects and Surveyors, p. 78.
- Association of Architects, Surveyors and Technical Assistants, p. 78.
- Corporation of Accountants, p. 73.
- London Association of Accountants, p. 73.
- Institute of Cost and Works Accountants, p. 73.
- Land Agents Society, p. 78.
- Auctioneers and Estate Agents Institute, p. 79.
- Incorporated Society of Auctioneers and Landed Property Agents, p. 79.
- Library Association, p. 82.
- Museum Association, p. 82.
- Dr. Finer, p. 90.

2. SUMMARY OF EVIDENCE.

County Councils Association.

Recruitment.—The Association recommended that junior entrants to the service of local authorities should be required to show evidence of a good general education. What the minimum standard should be, they felt unable to say pending a settled policy with regard to central schools, which should in their view prove a source of supply. They were not in favour of a fixed minimum age for entry. Junior entrants to the service of county councils vary in age from 16 (occasionally less) to 18, according to the requirements of the authority, and this was considered satisfactory, given educational standards.

The Association saw no advantage in a competitive examination for entry. They considered that selection by the chief officer of the department from among those properly qualified is a good method of choosing junior recruits. They recommended a strict probation period.

Senior vacancies should, the Association thought, be advertised, except where promotion within the office is appropriate (as it often is in county offices). The advertisement of junior vacancies they considered unnecessary where an effective liaison exists between the authority and local schools.

The Association did not think that special steps to bring more university graduates into the service are needed. They pointed out that the county clerk, the medical officer, the director of education and the surveyor are, frequently, graduates, and said that it is difficult to fit in recruits of this type unless they have a technical qualification.

Training.—The Association thought that junior clerical officers should be interchanged between departments as often as practicable. They should also be encouraged to attend evening classes, though not by the promise of grants or increments in return for examination successes. The passing of examinations should not, it was suggested, be made a condition of promotion, although examination record should be a definite factor in assessing merit. A scheme of reasonable time facilities for study should be drawn up by the heads of departments.

For the training of senior clerical officers it would be valuable if the universities would organise courses in local government. Articled pupilage should be encouraged as it is important that this form of training should be available, and officers taking pupils should be allowed to retain the fees.

Staff management.—Recommendations were: that establishments should be fixed, promotions being made only on a vacancy; that salary increments should not be automatic; that establishment committees should be set up, their functions being carefully prescribed.

Association of Municipal Corporations.

The Association made the following general propositions. Entrants to the local government service should possess the necessary qualifications; posts not filled by promotion are better advertised; grading schemes are desirable; the question whether articled pupilage should be permitted may well be left to individual authorities; town clerks should always possess legal qualifications; committees responsible for salaries and promotion should be set up to avoid public discussion of these matters.

The Association thought that it would be impracticable to bring graduates into the junior posts; entrants of this type must, it was suggested, obtain a technical qualification before entry. The witness further expressed the opinion that no alteration of the existing system to facilitate the increased recruitment either of advanced secondary school boys, or of graduates, is particularly desirable. He considered that the training in the office which young entrants have in their first few years is probably of greater value to the office than the additional education which they would have received, had they stayed at school or passed on to the university; while to introduce older recruits would be likely to disorganise the office.

The National Association of Local Government Officers had suggested the establishment of a board, representative of local authorities and of local government officers, to hold examinations for clerical officers wishing to qualify vocationally. The Association opposed this proposal on the ground that it is better to rely on the examinations for which provision is already made.

Metropolitan Boroughs Standing Joint Committee.

A Joint Board.—The Committee considered that there should be definite conditions of entry for junior recruits to the service (the minimum age of admission being 16); that appropriate qualifications should be settled for all higher appointments; and that opportunities for acquiring the necessary training and qualifications should be provided. To secure these objects the Committee recommended the establishment of a London Joint Board to consult with and advise metropolitan boroughs on the recruitment, qualifications, training and promotion of officers.

Recruitment.—The witnesses did not think that a joint open competition for the service of London local authorities would be a practicable method of recruitment, as junior officers should not be expected to live away from home. Nor did they see advantage in a competitive system.

As regards the recruitment of advanced secondary candidates, the Committee were divided; some members preferring recruitment at 16 with good facilities for continued education after entry, while others were inclined to favour the introduction of boys from the higher forms of secondary schools. The increased recruitment of graduates was generally agreed to be undesirable, in view of the limited number of higher posts available.

Clerks.—It was considered that the clerk to an authority should possess a legal qualification.

Articled pupilage.—The Committee were of opinion that the articulated pupilage system should be developed, pupils being taken both from inside and from outside the office, under the supervision of the authority; no premium to be required of the internal pupil.

Establishment committees.—The Committee recommended that all local authorities should set up establishment committees, in order to achieve uniformity in matters affecting staff and to avoid public discussions of salaries, etc.

Superannuation.—It was suggested that the absence of a general superannuation scheme is a barrier to the free movement of officers from one authority to another, which should be removed by legislation.

Tenure.—The Committee recommended that authorities should be empowered to make valid contracts for notice of the termination of appointments with all classes of their officers. It was also considered that there might be some advantage in requiring a stipulated majority vote before the dismissal of a chief officer.

Non-County Boroughs Association.

Recruitment.—The Association recommended that junior entrants should be required to have passed either the school certificate or the matriculation examination.

They thought that there would be advantage in attracting recruits from the advanced secondary and university groups, and suggested that positions might be reserved for this type of entrant. The initial difficulties could be surmounted by making the original appointment provisional and at a nominal salary, the officers to take their proper place and salary only after satisfactory service.

Qualifications of chief officers.—These officers should, the Association suggested, invariably be required to possess a technical qualification. The clerk should always be a qualified lawyer.

Training and promotion.—The Association recommended that facilities should be provided, educational authorities establishing special classes for the purpose. Young officers should be encouraged to pass appropriate examinations by the award of some special recognition.

The transfer of officers between authorities was considered desirable, and to this end the Association recommended that a general superannuation scheme be made compulsory.

Articled pupilage.—It was considered that the taking of pupils must be left to the unfettered discretion of the chief officer concerned, and that he should be free to retain the premium.

Tenure.—The Association recommended that authorities should be empowered to enter into valid contracts for notice of the termination of appointments with all classes of their officers, and that, except in cases of grave misconduct, such notice should not be effective until confirmed by a stipulated majority vote.

Urban District Councils Association.

The Association's general view was that far-reaching new methods of recruiting officers for the service of urban district councils, or of training officers who have already entered the service, would not be practicable, largely owing to the small size of the majority of such councils.

Recruitment.—Insistence on a general standard of education was considered to be desirable, provided that the standard is not too high. Matriculation would be too high. A competitive system of entry by the combination of authorities was thought to be impracticable, as junior officers must work within reach of their homes.

The Association doubted whether urban district councils could ordinarily be expected to recruit either from the higher forms of secondary schools or from the universities (except from graduates with technical qualifications), as there is not sufficient scope. They thought, however, that the larger councils might possibly offer special facilities to a few advanced secondary school boys and graduates, by arranging that they should be articled to chief officers and receive a small salary during the training.

Qualifications of chief officers.—The only chief officers who should be required to possess a technical qualification are, the Association suggested, the medical officer, the surveyor and the sanitary inspector. It is convenient that the clerk should have a legal qualification, but not essential. Better qualified officers may be obtained by the combination of district councils.

Training.—The Association considered that junior officers should be encouraged to obtain technical qualifications. The system of articulated pupilage should be developed; no objection was seen to the retention of fees by officers.

The Association also approved the principle of qualifications for clerical officers. It was not considered that there is any scope for the exchange of clerical staff between departments.

The importance of a compulsory superannuation scheme from the point of view of increasing mobility between authorities was emphasised.

Tenure.—The Association recommended that authorities should be empowered to make valid contracts for notice of the termination of appointments with all classes of their officers. They were opposed to any further measures for security of tenure.

Other points.—The Association considered that the establishment of a general code relating to compensation for loss of office would help to attract entrants to the service. They also considered that the elimination of public discussions of salaries would improve recruitment.

Rural District Councils Association.

The Association were of opinion that on the whole existing methods of appointment to the service are satisfactory. It was suggested, however, that improvements might be brought about if a committee composed of representatives of the associations of authorities and officers were set up to consider qualifications.

Recruitment.—The Association considered that 15 or 16 is a suitable age for entry to the service; that the possession of a school certificate is desirable but not essential; that the advertisement of vacancies for junior officers is usually unnecessary, as the authority can rely on the recommendations of headmasters; that there is no scope in the service of rural district councils for the university graduate lacking a technical qualification.

Qualifications of chief officers.—It was considered that these can well be left to the authority to determine. The Association thought it convenient that the clerk should have a legal qualification, but not essential.

Tenure.—The Association suggested that other chief officers should have the same security of tenure as the medical officers and sanitary inspectors who can be dismissed only with the approval of the Minister of Health.

Superannuation.—A compulsory general scheme would improve opportunities for advancement.

London County Council.

Recruitment and qualifications.—The bulk of the County Council's administrative and clerical staff is divided into a general grade (routine and lower administrative work), and a major establishment (higher administrative and clerical work). The general grade is recruited, between the

ages of 16 and 18, by a competitive examination of matriculation standard, subject to a right of rejection by a small committee. The major establishment is recruited (a) from officers of the general grade who have had five years service, by competitive examination in general knowledge, an essay and local government, (b) from external candidates between the ages of 18 and 21, by competitive examination slightly above intermediate standard, (c) from the universities, by the competitive examination for the higher division of the civil service (subject to the Council's right of rejection) for one vacancy annually. Women are eligible.

The special provision for university graduates is new. Sir Montagu Cox did not think that there is much scope in the local government service for graduates without a technical qualification at the present time, because the system is that the technical adviser is responsible for the administration connected with his work. But he thought that the time will come when there will be a demand for administrators as such, irrespective of the technical qualifications.

Training.—Very few officers receive technical training within the Council's service, and the witness thought it preferable that professional officers should have had outside experience. No definite provision is made either for administrative training. Sir Montagu Cox suggested that senior officers are adequately trained by experience. The County Council used to include papers on municipal law and organisation in the internal examination for the major establishment, and he thought that that was valuable, but they had to give them up, mainly owing to the difficulty of finding examiners.

There is free interchange of officers between the various branches of departments in the County Council, and some (but not enough, in Sir Montagu Cox's opinion) between the departments. The witness thought that early specialisation is dangerous, and hoped that interchange between departments would increase. He did not think that interchange of non-technical officers between authorities would be practicable.

Sir Montagu Cox suggested that the study of a profession, particularly of law, is a valuable training for the local government officer. But he did not think that a legal qualification should be a condition of appointment as a clerk. Nor did he think that an authority should make grants to encourage study, as young officers should be willing to train themselves. The County Council do not make grants.

Staff management.—The number of the staff, salaries, conditions of service, and appointments of higher officials, are fixed by the Council. The number is reviewed annually with recommendations from departmental heads accompanied by a report by the clerk. The clerk is responsible for co-ordination and for keeping the staff constantly under review; he advises whether inter-departmental changes are desirable, and so on. Committees of officers review the departmental staff every few years.

Birmingham City Council.

The City Council explained their methods of recruitment. They had no proposals to make with regard to the system generally.

Recruitment.—Clerical and administrative officers are generally recruited from local boys of 16 or 17 years of age. They are as a rule required to have a minimum educational qualification, which varies with the different departments; some require the school certificate, some matriculation. Advertisement is unnecessary as each department has a waiting list.

Professional and technical officers are usually recruited from outside. The only Corporation official who takes pupils is the City Treasurer. He takes no fees.

Salaries, Wages and Labour Committee.—Each employing committee controls its own staff, but co-ordination is effected by a specially appointed committee. This Committee standardises conditions of service by issuing recommendations with regard to recruitment, grading scales, promotion, inter-change of staff, etc., for the guidance of employing committees, and receives from these committees their recommendations as to salaries. Consideration of the salaries of the principal officials, as well as of those of the rank and file, is generally speaking, delegated to the special committee, in order to avoid the public discussion which must follow a debate on salaries by the Council.

National Association of Local Government Officers.

Recruitment.—The Association recommended that vacancies for junior clerks should always be advertised, and that the conditions of appointment should be definite. The minimum age of entry should, they suggested, be 15 years, and there should be a minimum educational qualification comparable with the school certificate.

It was thought that, except in the education service, there is little scope for the university graduate who does not possess a technical qualification. The Association pointed out that, generally speaking, the highest non-technical post available is that of chief clerk, for which the maximum salary paid by any authority would probably not be more than £700. They also said that it would be objectionable to choke the avenues of promotion for younger entrants.

The Association stated that certain boards of guardians had been accustomed to fill subordinate posts on their staffs solely from persons in receipt of relief, and they urged that public assistance authorities should be advised not to countenance any such method.

Training.—The Association at present hold examinations for clerical officers wishing to qualify as such, and these examinations are recognised by a number of authorities. The Association recommended that for officers who wish to qualify vocationally, and for whom there is no appropriate technical qualification, there should be established an appropriate examination qualification (which should replace the Association's examinations), and that for this purpose the Poor Law Examinations Board (which at present conducts examinations for relieving officers and institution officers) should be reconstituted to consist of representatives of the Ministry of Health, the Association of Municipal Corporations, the County Councils' Association, the Urban District Councils' Association, the Rural District Councils' Association, the University of London and other universities, the National Association of Local Government Officers.

The Association recommended that local authorities should do more to help their officers to obtain any necessary qualifications by granting reasonable facilities for time to attend courses, financial assistance towards the cost of education and examination fees, increments of salary to officers passing the appropriate examination. The Association also pointed out that only at some universities can degrees be taken by evening students, and said that it would be valuable if this system could be extended.

Freer interchange of clerical staff between departments was recommended.

Articled pupilage.—The Association considered that the practice of taking pupils should be developed. As some qualifications can only be obtained by the service of articles, all the appropriate chief officers should take pupils, and in doing so should take a proportion from within the office.

Promotion.—The Association recommended that wherever possible vacancies should be filled by promotion from within the service of the authority; wherever that is not possible the vacant post should be advertised.

Establishment committees.—The Association recommended that every authority should appoint an establishment committee to be responsible (*inter alia*) for the appointment of all except chief officers, and for all matters relating to staff, training, conditions of service, salary scales, etc.

Salary scales.—Regional salary scales are at present operating in the areas of the three Provincial Whitley Councils. The Association considered that all authorities should adopt definite scales for juniors with a universal minimum (varied in London), and that for this end Provincial Whitley Councils should be set up throughout the country.

Tenure.—The Association recommended that authorities should be empowered to make valid contracts for notice of the termination of appointments with all classes of their officers; that all officers holding important positions should have a right of appeal against dismissal; and that for every officer notice of dismissal should be subject to a stipulated majority vote.

Superannuation.—The Association urged that superannuation should be made national and uniform, as the absence of a general scheme hampers the movement of senior officers between authorities.

Employment by authority.—It is still the practice for some authorities to appoint a chief officer on terms which require him to pay the salaries of all staff employed by him out of his remuneration. The Association recommended that all staffs should be appointed and paid by the authority.

Birmingham Municipal Officers Guild.

Recruitment.—The Guild urged that every candidate for the local government service should be required to possess a definite educational qualification appropriate to his age. The age might properly, they thought, be anything from 16 to 19. At present the majority of recruits come in at 16 plus, but the Guild thought that there should be opportunity for boys who stay at school till 19 and take the higher school certificate. Selection should be by personal interview.

The Guild were strongly opposed to the reservation of posts for university graduates as such. The opportunity for candidates of this type is, they suggested, in the professional services.

It was suggested that a probationary period not exceeding 12 months should be an important and not a perfunctory condition of engagement.

Training.—The Guild were of opinion that there should be more training within the service. There should be tuition in the work of the departments and of the Corporation. Authorities should also encourage

their officers to take approved courses and examinations by refund of fees and grants. The Guild further recommended that there should be less sectionalism; juniors should not be kept on the same work for more than 12 months. They did not think, however, that it would be possible to transfer staff from one department to another.

The Guild were opposed to the system of articulated pupilage. They thought that it led to favouritism.

Promotion.—The Guild considered that all posts in the Corporation's service should be open to the whole staff, and that grading schemes should ensure this. They considered, however, that promotions should ordinarily be made within the department, and only where that is impracticable should they be thrown open to the whole Corporation. Vacancies should be publicly advertised only in the last resort.

London County Council Staff Association.

The Association had no proposals to make, and did not seem dissatisfied in any way with the existing system.

Society of Clerks of the Peace of Counties.

Recruitment.—The Society said that county councils are able to secure a good type of junior entrant at an age of about 16 or 17, holding a school or matriculation certificate. Some counties do admit boys of 18, 19 or 20, with the higher school certificate, but the Society doubted whether it is worth while to develop this practice. The witness, Sir George Etherton, expressed a personal view that the regular entry of older recruits would be advantageous.

The Society did not think that the increased recruitment of university graduates would prove practicable.

Some county councils hold a competitive examination for junior entrants, and the witness preferred this method of selection. He did not, however, think that local authorities could usefully combine to hold examinations as junior officers must work within reach of their homes.

Qualifications of chief officers.—The Society suggested that it is essential that the heads of the various departments should hold technical qualifications; it was considered as regards the clerk that the legal and administrative work cannot conveniently be divorced.

Training and promotion.—The Society said that vacancies are frequently filled by promotion from the existing staff, and they considered that this practice should be encouraged. The witness added that non-technical officers are occasionally exchanged between departments; and that in his view this might be done more often.

Society of Town Clerks.

Clerks: qualifications and training.—The Society said that, as well as being the council's chief administrative officer, the clerk is their legal adviser. It is, they suggested, essential that he should possess a legal qualification. They referred to the many questions of law on which an authority constantly need advice.

As regards administrative qualifications, the Society said that the clerk does receive administrative training in his early years as a junior

solicitor. In addition, they were hoping that the Law Society would include a paper on local government law and practice in the final examination. The Society further suggested that after qualifying as a solicitor officers might be encouraged to obtain a degree or diploma in public administration.

The Society were satisfied with the system of articulated pupilage as the sole source of recruitment of town clerks. They agreed that solicitors articulated in private offices should be eligible for town clerkships, but considered that there are undoubted advantages in training in a town clerk's office. They thought that any question of a premium should be for the clerk to decide.

Recruitment and training of staff generally.—The Society said that the present system of entry into and training for the local government service is not entirely satisfactory. They suggested that the minimum age of entry should be 16, and that candidates should be required to show an educational standard, the standard to be agreed between local authorities. Clerks should keep a register of applicants for the service, and of recommendations by headmasters, and the heads of departments should select recruits from that register. Probation should be strict.

Junior officers should be required to continue their studies after admission, recognition being awarded to those successfully passing examinations. Transfers between departments should be arranged where possible.

The Society agrees that the introduction of non-technical university graduates into the service might be advantageous from some points of view, but they saw practical difficulties. It would be unfair, they said, to entrust to graduates work which can be done as well by non-graduates; while the number of higher posts available to non-technical officers is limited. They thought, however, that the matter should be considered further.

Establishment committees.—The Society recommended that establishment committees should be set up in order to secure the adoption of grading schemes, and to avoid public attacks on officers.

Superannuation.—The Society suggested that all local authorities should be required to adopt superannuation schemes.

Tenure.—It was urged that no resolution to dismiss an officer should be valid unless carried by two-thirds of the members of the authority present and voting; and that the law should be amended to provide that agreements stipulating for notice should be binding on the parties.

Society of Clerks to Urban District Councils.

Clerks.—The Society suggested that the essential qualifications of a clerk are personality, local government training and experience, and administrative capacity; a legal qualification is convenient, but of secondary importance.

Recruitment of staff generally.—The Society explained that conditions of appointment to the service of urban district councils vary widely. They would not favour insistence on rigid minimum qualifications.

They considered that there would be advantage in the recruitment of boys of 18 or 19, and suggested that the best way to attract better recruits was to improve conditions of service as regards superannuation, the validity of agreements for notice of the termination of appoint-

ments, and salary scales. It was thought that there is no scope for university graduates in the service of urban district councils unless they have a technical qualification.

Union and Rural District Clerks Association.

Clerks.—The Association considered that present methods of appointing rural district clerks are, on the whole, satisfactory. They said, however, that there is a tendency to combine the clerkship with the duties of rating officer and, while this may work well, care should be taken that the officer appointed has the administrative qualities and knowledge of local government necessary to the clerkship.

The Association did not think that clerks should be required in all cases to possess a legal qualification.

Public assistance officers.—The Association were divided about the proper qualifications for these officers, some members thinking that they should be required to have passed an examination in public assistance, others that experience of the work is sufficient.

Tenure.—The Association urged that clerks should have a right of appeal against dismissal to an independent authority.

National Union of County Officers.

The National Union supported the evidence submitted by the National Association of Local Government Officers.

British Medical Association.

The Association emphasised that the average period of time occupied by a medical student in obtaining the requisite qualification to enable him to engage in the practice of medicine is not less than six years, after which approximately two years is occupied in house appointments and in specialised study for the diploma in public health. A medical practitioner is thus seldom qualified for the public health service before he is 26 years old; and many do not enter until they are 28.

The Association urged that all local authorities should be required to provide superannuation for their medical officers, and that special provision securing full pension at 60 should be made for these officers, in view of their late entry to the service.

Society of Medical Officers of Health.

Medical Officers.

Qualifications.—The Society described the statutory provisions governing the appointment of medical officers, and suggested that these should be unified.

Recruitment.—The Society said that the number of entrants to the medical service in relation to the posts available is diminishing. They attributed this to three causes. (i) Prospects become less good as the proportion of intermediate to chief posts increases. (ii) The lack of a general superannuation scheme discourages possible entrants, and makes it more difficult for local authorities to select the best men for the chief posts. (iii) The fact that the local medical service is not

under one control means that loyal service is not certain to be rewarded, as not every local authority attaches sufficient weight to the testimonial of another.

The Society made the following suggestions for making the service more attractive. (i) The Society and the British Medical Association have adopted a scale of salaries approved by the Ministry of Health, which have been generally accepted by local authorities, but more should be done for assistant medical officers. (ii) Superannuation should be general, and medical officers should have the time taken to qualify (not exceeding ten years) added to their period of service for superannuation. (iii) Full-time assistant medical officers should have the same security of tenure as medical officers of health. (iv) Co-operation between local authorities in making appointments would increase recognition of meritorious service.

Training.—The witnesses said that one or two local authorities make half-time appointments of officers studying for the diploma in public health, and expressed the view that this works well in university towns.

Dental Officers.

The Society said that this is the least developed of all the activities of the school medical service. A salary scale has been framed by the British Dental Association, and is largely followed, but the Society suggested that the scale should be officially agreed by the representatives of local authorities if good recruits are to be attracted.

Veterinary Officers.

The Society suggested that the powers of these officers should be increased, and that local authorities should appoint more veterinary officers than they do at present, and should offer sufficient inducement to attract the best type of veterinary surgeon.

Candidates should be required to produce evidence of training and experience in veterinary medicine and surgery, and of special knowledge of veterinary hygiene.

Nurses.

Recruitment.—The Society were not at all satisfied with present conditions and recommended that the service should be re-organised and made more attractive in several directions.

They said that the General Nursing Council give insufficient recognition to special (as opposed to general) qualifications. On the one hand the general training is considered too narrow, and on the other recruitment to special hospitals is adversely affected. Some special training, e.g., in a tuberculosis hospital—is not recognised at all by the Council. The Society suggested that training should be re-organised to reduce the disabilities of special nurses, and to extend the training of general nurses.

In the Society's opinion, conditions of service are not of a kind to attract enough of the right women. There should be less discipline out of working hours, shorter hours, better housing, better pay, and general superannuation. Superannuation should be allowed at 60.

Training.—The Society considered that all women public health officers employed in out-work ought to have a general nursing training. They also considered that all such officers ought to have a social training on the lines of that now compulsory for health visitors, only broader. They drew attention to a scheme instituted by the City Council of Bradford for training probationers as health visitors.

Sanitary Inspectors.

The Society recommended that matriculation should be the standard of preliminary general education for sanitary inspectors, and that every inspector should be required to hold the certificate of the Royal Sanitary Institute and Sanitary Inspectors Examination Joint Board. It was suggested that local authorities do not sufficiently recognise the importance of the sanitary inspector's training, and the Society recommended that salaries should be higher, and assistance in training given on the lines of a scholarship scheme in force in Willesden. The prospects of promotion were thought to be inadequate, and the Society suggested that a scheme should be devised whereby local authorities when making appointments should have before them the names of all candidates suitable for better appointments.

Royal Sanitary Institute.

The Institute described the training and qualifying examinations required for sanitary inspectors, health visitors and other public health officers (not including medical officers). They thought that the standard of all these officers is improving, but that better conditions of service are needed in order to attract sufficient suitable candidates. There is a shortage at present. They did not consider that the salaries offered to sanitary inspectors and health visitors are adequate; and they thought that additional salary should be offered for additional qualifications—for proficiency in smoke or food inspection, etc.

It was suggested that local authorities should facilitate training by establishing scholarships to enable junior officers to attend lectures, etc., at centres of instruction, and by making arrangements for their officers to attend courses in special subjects.

Sanitary inspectors.—The Institute said that their ideal is to insist on the school certificate as a preliminary to their examination, but that this is not yet practicable.

Health visitors.—The Institute considered that health visitors should be recruited from girls leaving school at 18 or 19, who should then have two years' training as a health visitor followed by a three-year nursing course. It was agreed that this presupposed better salaries than are paid at present.

Women public health officers.—The Institute would prefer all women public health officers to go first through the course recommended for health visitors. They wanted to see a uniform standard.

Sanitary Inspectors Association.

Qualifications.—A preliminary educational qualification is required, but the Royal Sanitary Institute and Sanitary Inspectors Joint Board

allow a large number of alternatives. The Association suggested that the preliminary qualification should be strengthened, fewer alternatives being allowed to school certificate or matriculation.

As regards the main examination, the Association suggested that in no case should candidates be accepted for examination who have had less than twelve months continuous practical experience of all branches of a sanitary inspector's work (at present alternatives are allowed). They also suggested that the actual period of the examination should be lengthened to permit of more thorough testing.

The Association recommended that all appointments of sanitary inspectors, whether a grant-in-aid in respect of salary is received or not, should require the approval of the Minister of Health. And they suggested that in approving appointments the Minister should insist on the minimum salary recognised by the local Provincial Whitley Council, where there is one.

Promotion.—The Association urged that grading schemes should be applied to sanitary inspectors. To assist promotion they suggested that wherever there are two or more inspectors there should be a chief in charge of the department.

Tenure.—The Association were of opinion that the security of tenure at present afforded to single or "senior" inspectors, whose salaries are aided, should be extended to all inspectors.

Royal Sanitary Institute and Sanitary Inspectors Examination Joint Board.

The Board explained the training and examinations which must be undergone before a person can become a qualified sanitary inspector. They would prefer that all candidates should possess a general educational qualification of school certificate standard, but they had found it undesirable to exclude candidates from the building trades, and consequently certain technical certificates are accepted as alternatives. Practical training is a condition of admission to the sanitary inspector's examination, and for this candidates must obtain facilities from local authorities. These are usually given, and some authorities assist students by offering remuneration during training.

The Board considered that the type of candidate is improving. Better financial prospects, and the general adoption of the Superannuation Act, would assist in securing good inspectors. The attention of headmasters of secondary schools was directed to this career.

British Dental Association.

Dental officers in the public service are not required to hold special qualifications analogous to the diploma in public health. The Association suggested that the work of such officers calls for the possession of special knowledge in addition to that included in the ordinary curriculum of a dental student, drew attention to the diploma in public dentistry recently instituted by the University of St. Andrews, and said that if this diploma were recognised by public authorities other universities would be stimulated to provide similar facilities. with the result that it would be practicable to require candidates for senior appointments to possess a special diploma.

The Association said that it is doubtful whether the best type of dental practitioner is being attracted to the public service, mainly because salary increments are inadequate, promotion limited, and superannuation not assured. They recommended general adoption of the scale of remuneration they have drawn up, and of superannuation schemes (with due allowance for the years taken to qualify), and the appointment of a senior officer wherever more than one dentist is employed.

National Veterinary Medical Association of Great Britain and Ireland.

The Association suggested that veterinary officers should be invested with wider powers, and should be head of their department and directly responsible to the employing committee.

It would, in their opinion, be desirable that holders of veterinary public health appointments should, in addition to being a Member or Fellow of the Royal College of Veterinary Surgeons, hold at least one of the following qualifications—diploma in veterinary state medicine, diploma in veterinary hygiene, degree of bachelor in veterinary science.

Pharmaceutical Society.

The Society said that the person in charge of the pharmaceutical department of a hospital, institution or outdoor dispensary ought to be a pharmacist, and that where there is more than one dispenser the first assistant ought also to be a pharmacist; and they did not consider it satisfactory that local authorities should be left without guidance as to the qualifications they should demand for these posts. The Society emphasised the importance of the pharmacist's work, and pointed out that under the National Health Insurance Act medicines for insured persons must be dispensed by or under the direct supervision of a registered pharmacist, and that the Royal Commission on National Health Insurance refused to recommend lowering this standard of qualification.

The Society urged that pharmacists should rank as senior officers, in order to attract candidates of the right type. They also urged that pharmacists should have a right of appeal against dismissal, suggesting that unless protected these officers may find themselves in difficult positions.

Guild of Public Pharmacists.

The Guild pointed out that although the right to dispense and sell poisons by retail is restricted by law to persons qualified as pharmacists, and all medicines supplied to insured persons must, under the National Insurance Act, 1911, be dispensed by or under the direct supervision of a registered pharmacist (or by a doctor in remote rural areas), no statutory qualification is legally necessary for hospital dispensers. Many authorities do insist that their dispensers shall be qualified pharmacists, and the Guild urge that the qualification should be required for all chief and first assistant dispensers.

The Guild also urged that pharmacists in the local government service should rank as senior officers, and that their dismissal should require the approval of the Minister of Health.

Women Public Health Officers Association.

Recruitment.—The Association were strongly of opinion that a preliminary educational qualification, such as that required of candidates for the sanitary inspector's examination, should be required of all candidates for the public health service. The adoption of this standard would, they suggested, encourage recruitment from secondary schools; but they added that improvement and standardisation of salaries, of superannuation, and of other conditions of service (including a right of appeal against dismissal) were urgently required if the supply of women of the right type was to be maintained.

Qualifications.—The Association considered that all women public health officers (health visitors, tuberculosis visitors, superintendents of maternity and child welfare centres, school nurses, clinic nurses (unless employed solely for curative purposes) infant life protection visitors) should be equally well qualified. It was particularly urged that there should be a compulsory qualification for school nurses.

Training.—The Association referred to the heavy cost of the training which health visitors are required to undergo, and suggested that scholarships covering the cost might be offered to hospital probationers showing special ability. They saw dangers in the system of training which requires the student to work half time during a year's training, and preferred that by which she trains for six months and works for six months, her salary for the latter being spread over the whole year.

They suggested three alternative schemes of training, any of which would, in their view, be satisfactory: (i) three years hospital training, with a Central Midwives Board certificate, and a year's training in public health work; (ii) two years training as health visitor, and the midwives certificate, followed by at least six months in hospital; (iii) a shortened course of training for those holding a social science certificate or diploma, and the certificate and hospital training as in (ii). Candidates for training should be not less than 18 years of age and not more than 30.

It was considered that the present examination for health visitors would be improved if papers were set on definite subjects instead of covering the whole range, that alternative subjects should be allowed, and that the examination should be lengthened.

Sanitary Inspectors.—The Association urged that more women sanitary inspectors should be appointed. They suggested that there should be at least one in every large industrial area. Facilities for training as sanitary inspectors should, therefore, be offered to women. It would be advantageous if this training could be combined with study for the social science certificate or diploma.

Promotion.—The Association recommended that opportunities for promotion should be increased.

College of Nursing.

Hospital Nurses.—The College said that there is at present a shortage of suitable candidates entering the nursing service, partly because the demand has greatly increased since the war, and partly because other spheres of work offer greater attractions. It was suggested that the

chief difficulties are the long hours and the poor remuneration in the nursing profession. The College recommended the adoption of a scale of minimum salaries, compulsory pension schemes with arrangements for interchangeability with voluntary hospitals, and a 56-hour week.

Health Visitors, school and tuberculosis nurses, etc.—The College recommended that all health visitors, school nurses, tuberculosis visitors and infant life protection visitors should be general trained registered nurses, holding the certificate of the Central Midwives Board and the health visitors certificate. They suggested that a proper qualification should be a statutory requirement in cases where there is no standard qualification at present.

One of the types of qualification allowed by the Minister of Health's Regulations for health visitors is a two years' training under the Board of Education (Health Visitors' Training) Regulations, six months' hospital training, and the Central Midwives Board certificate. The College considered that this gives insufficient nursing training. They suggested that women selected for public health work should have had a good general education up to school certificate standard, and that registration on the general part of the register maintained by the General Nursing Council should be their basic qualification. The two year training required by the Board of Education Regulations, followed by the general training required for the state register, and midwifery training, would, it was suggested, be the best preparation for the public health nurse.

The College disapproved of the probationer health visitor scheme (half training, half work) on the ground that it is not fair to the students, and tends to lower the standard of public health nursing.

It was recommended that a uniform scale of salaries should be adopted, and adequate provision made for superannuation. Prospects of promotion should be improved, and a superintendent should be more highly qualified than the nurses under her supervision. She should possess the London University diploma in nursing, or other post-graduate qualification. There are various positions of administrative responsibility which should be filled by experienced nurses.

Institute of Municipal Treasurers and Accountants.

Qualifications of Treasurers.—The Institute explained that they hold a local government accountancy examination in two parts, an intermediate (average age of candidates, 23) and a final (average age of candidates, 26). The percentage of passes is low, and the Institute believed the standard of the examination to be among the highest of those conducted by professional societies. It was said that most local authorities with a finance department require candidates for the post of treasurer to have passed the Institute's final examination, and the witnesses did not consider that a general accountancy qualification alone would be sufficient for a municipal treasurer. A general qualification is sometimes held in addition to the municipal one.

In some authorities the post of treasurer is held by an official of the bank, but the Institute did not favour this practice.

Recruitment.—Officers ordinarily enter finance departments as junior clerks at about 16 years of age. The Institute considered this satisfactory, given a minimum educational requirement of school certificate

standard; but added that for a time the service should remain open to the elementary school boy, provided that he either passes an entrance examination or possesses some equivalent certificate.

The Institute thought that there would be advantage in the presence of a limited number of university graduates in the service. But they considered that it would be preferable to facilitate the training at the universities of officers already in the service where that is practicable, than to admit recruits direct from the universities.

Training.—The Institute organise students' societies to assist the technical training of junior officers by lectures, debates, discussions, etc. Also some chief financial officers conduct classes for the benefit of their staffs. The Institute were satisfied that juniors have adequate opportunities for technical training. They suggested, however, that local authorities might contribute towards the examination fees of young men who cannot afford them. They did not favour the system of articulated pupilage.

It was considered that officers receive adequate administrative training before promotion to chief posts. Senior assistants have, it was said, many opportunities of administrative experience.

Corporation of Accountants.

The Corporation conduct accountancy examinations in two parts, intermediate and final, and they suggested that the same consideration should be given to their examinations as to those of other professional bodies. They stated that some large local authorities already offer rewards to officers passing these examinations. Special classes for students are provided in some centres.

London Association of Accountants.

The Association conduct accountancy examinations in two parts, intermediate and final, similar in character to those of the Institute of Chartered Accountants and the Society of Incorporated Accountants, and they said that their examinations, like those of other professional accountancy bodies, embrace all the subjects germane to the duties of a financial officer, and that, by general agreement, the passing of these examinations increases the efficiency of the staff. They felt that if the possession of a qualification is to be made a statutory requirement, the widest possible range of selection should be given to local authorities, and all bodies whose constitution and rules provide an adequate guarantee of professional ability and competence should be recognised.

Institute of Cost and Works Accountants.

The Institute conduct examinations in cost accountancy. They emphasized the importance of proper costing, and the need for special qualifications. The Institute offer valuable opportunities for consideration and discussion of costing problems, and they submitted that municipal cost accountants who, by becoming members of the Institute, have sought to fit themselves for the better discharge of their professional duties, ought to be encouraged to take advantage of these

opportunities. They also submitted that municipal cost accountancy can be carried on satisfactorily only by men who possess the qualifications guaranteed by membership of the Institute, and that officers should be encouraged to sit for these examinations. Promotion should be made conditional on the passing of them.

Persons training for the Institute's examinations are accepted as registered students (articles are sometimes but not usually served), and it was said that this scheme affords adequate scope for the regular supply of qualified officers.

Institution of Civil Engineers.

The Institution said that the responsibilities devolving on engineers to local authorities are so great that scientific and practical engineering qualifications should be the primary test of fitness for these appointments. Recruitment should not be confined to candidates trained under local authorities, as the opportunities for obtaining good training and experience under private employers are often better than those in the public service. In small districts the work hardly affords sufficient opportunity for a broad engineering training, and even in large districts there may be little but maintenance work.

Where the opportunities for training are adequate the Institution favoured the system of pupilage. The pupil should not be taken until about 18 years of age, and the principal should have a direct personal responsibility for him.

It was emphasised that university studies cannot do away with the necessity of practical engineering training, although the period of practical training may be abridged.

In conclusion, the Institution laid stress on the importance of maintaining definite and satisfactory standards in recruitment, qualifications and remuneration, and of leaving to engineers unfettered discretion in technical matters.

Institution of Municipal and County Engineers.

Qualification of Engineers.—The Institution conduct examinations: a testamur examination in general municipal engineering, and a county and highway engineering examination, and they upheld these examinations as the most suitable and practical test of an engineer's ability to undertake municipal or county work. Membership of the Institution may also be obtained by the degree in engineering of a British university, the examination for associate membership of the Institution of Civil Engineers, and the final examination of the Chartered Surveyors Institution.

The Institution said that the majority of municipal and county engineers are members of the Institute, and that most large authorities prefer that candidates for engineering appointments should be members. It was recommended that a specific qualification should be insisted on for every engineering appointment for which the sanction of a Government Department is required.

As regards university graduates, the Institution said that candidates of this type are welcome, but suggested that they would be more useful if the training were more practical. Some local authorities take

university students in vacations and give them practical training, and the Institution have taken steps to develop this system.

The Institution agreed that chief engineers require to have administrative ability, and said that as a rule they have sufficient administrative experience while they are assistants. To supplement this, however, the syllabus of examinations has been revised to include a paper on administration.

Articled pupilage.—Pupilage is not an essential preliminary to an engineering qualification, but it was estimated that about two-thirds of municipal and county engineers have served articles. The Institution considered that the pupilage system is a good one. The pupil receives a variety of practical experience, as he is taken through the work of every section, together with the personal supervision of a qualified officer. It was thought that the officer should retain the fees.

Salaries.—The Institution urged that every local authority should adopt the scale of salaries suggested by them, and that public discussion of salaries should not be permitted.

Superannuation.—They suggested that a measure of compulsory superannuation should be treated as a matter of extreme urgency.

Tenure.—It was considered important that officers should be able to enter into contracts for notice with their authorities.

Institute of Public Cleansing.

The Institute conduct examinations in public cleansing, and said that many local authorities require candidates for the position of director or superintendent of public cleansing to possess their testamur. They explained that the public cleansing service has steadily increased in efficiency and decreased in cost, and submitted that this development is, in the main, due to public cleansing officers who are neither engineers nor surveyors, nor under the control of such officers. They recommended that every local authority with a population of 50,000 or over should appoint a properly qualified cleansing officer, and should co-ordinate the whole of the cleansing service under a public cleansing department.

For minor positions on the technical cleansing staff, the Institute recommended the examinations of the Institution of Mechanical Engineers and of the Institution of Electrical Engineers, and they are considering the extension of their own examinations to provide for qualification as a student or a graduate.

The Institution submitted a scale of salaries which should, they suggested, be adopted by all local authorities, and they further recommended that salaries should not be discussed in public, and that superannuation should be compulsory. It was also urged that local authorities should be empowered to enter into contracts for notice with their officers, and that senior officers should have a right of appeal against dismissal.

Association of Managers of Sewage Disposal Works.

The Association conduct examinations in sewage purification and disposal, and they recommended that existing sewage works managers should be required to pass these examinations, and that future managers

should be selected only from members and associates of the Association. Local authorities should grant facilities to their officers to take the course. The Association further recommended that, except in the case of very small townships, every local authority responsible for sewage works should engage a fully qualified manager, rural authorities combining to make the appointment where that is necessary. Sewage purification should be carried out as a separate department of the authority.

The Association urged that an adequate and uniform superannuation scheme should be applied to every sewage works manager.

Institution of Mechanical Engineers.

The Institution recommended that technical officers responsible for the design, construction, or maintenance of mechanical plant should possess the qualifications required of corporate members of the Institution—that is to say, should ordinarily have passed their associate membership examination and should have had satisfactory practical experience. Every technical officer should have had at least two, preferably three, years training in a commercial engineering factory.

In making promotions authorities should give due weight to membership of the Institution.

Electrical Power Engineers Association.

The Association submitted that the standard of qualifications requisite for members of the technical staffs of electricity supply undertakings involves an education and training of a specialised character, and that the needs and requirements of the local government service have no relation to these qualifications. They, therefore, suggested that these staffs should be excluded from the scope of the Committee's deliberations.

Should this suggestion not be accepted, the Association submitted that the training scheme authorised by the National Joint Board of Employers and Staff Members should be recommended for official recognition, and that any recommendations made by the Committee as regards the recruitment and promotion of other officers should not apply to the technical staffs of electricity undertakings.

Institution of Engineers-in-Charge.

The Institution stated that applicants for engineering posts attached to institutions ought to possess the Board of Trade certificate. The Institution issue in addition a certificate testifying to the possession of other mechanical and electrical accomplishments, which are considered to be indispensable. It was asserted that no one ought to be employed by local authorities in an engineering capacity, unless he has had a good practical training and has studied at an approved institution.

The Institution explained that engineers in charge of institutions are ordinarily recruited either from the engineering industry or from the engineering staff of the mercantile marine, and they considered that this is satisfactory. But the Institution did not consider that the conditions of service under local authorities are sufficiently attractive, and they feared that a shortage of suitable candidates may result. They recommended that conditions of service should be unified, rates of pay

being reviewed and a common scheme of superannuation and common rates of sick leave etc. adopted; that officers should be appointed on a permanent pensionable basis with a salary on a stable incremental scale; that higher posts should be filled, where practicable, from within the service, junior posts being advertised; and that where there is no central engineering department the engineer in charge should be directly responsible on technical matters to the person or body in charge of the institution.

Incorporated Municipal Electrical Association.

The Association recommended that junior recruits to the clerical staffs of electricity supply undertakings should have had a secondary school education, and be appointed in response to public advertisement. Sometimes it may be advisable to engage clerks who have served under private accountants and in business establishments.

The Association referred to the examinations conducted by the Institute of Municipal Treasurers and Accountants, pointing out that these are open only to persons who have held posts in finance departments, although in some offices a great deal of accountancy work is done in the electricity department. They suggested that vocational examinations should be conducted by independent bodies, and should be open to all members of the clerical staffs of local authorities.

As regards technical staff, the Association considered that conditions of service are satisfactorily dealt with by the National Joint Board of Employers and Members of Staff. It was suggested that recruitment should be from the widest field, officers being brought in from the undertakings of other local authorities and from private undertakings. Compulsory superannuation was considered most important. Chief executive officers are not dealt with by the National Board, and it was suggested that for these officers salaries and conditions of service should be drawn up. Contracts for termination of appointments should be made enforceable.

Association of Public Lighting Engineers.

The Association said that the standard of public lighting throughout the country is low, and that the official in charge of this branch of the service should be properly qualified. Officers should be encouraged to study illuminating engineering. The Association are considering setting up examinations.

Royal Institute of British Architects.

The Institute recommended that junior recruits should be required to possess a general educational qualification, and that after entry to an architectural department they should be encouraged to attend some recognised architectural school, and to pass the examinations laid down by the Institute. The passing of these examinations should be a condition of promotion to higher grades. Experience in the office of a practising architect should be part of the training. The Institute deprecated any system of pupilage in local government offices.

Incorporated Association of Architects and Surveyors.

The Association conduct examinations for architects, quantity surveyors, surveyors, and municipal and public works surveyors, and they submitted that these examinations should be recognised by local authorities.

Association of Architects, Surveyors and Technical Assistants.

The Association considered that technical officers should possess the appropriate qualifications, but were opposed to the passing of examinations being made a condition of promotion in architectural and surveying branches.

It was considered essential that there should be a uniform scheme of superannuation, a right of appeal against the dismissal of chief officers (and power to local authorities to make enforceable contracts for notice of the termination of appointments with junior officers), improvement of salaries and no discussion of salaries in public. The architect should be a senior officer and not responsible to a surveyor, nor vice versa.

Chartered Surveyors Institution.

The Institution recommended that candidates for the local government service should be required to possess a minimum educational qualification of school certificate standard; and that for technical posts a technical qualification of the kind implied in membership of one of the recognised professional societies should be expected. The field of recruitment for these posts should not be confined to persons trained in local government offices, as it was thought that, if anything, a broader training can be obtained under surveyors in private practice. For county and borough surveyors a municipal training was considered to be necessary. Where not filled by promotion vacancies should be advertised.

Three years practical training (two for graduates) should be considered a minimum.

The Institute suggested that technical officers should not be placed under the authority of officers not technically qualified to supervise their work. The valuation officer, for example, should not be subordinated to the treasurer. Valuation and rating duties should not be combined. Authorities should combine to make appointments if that is needed to secure a properly qualified officer. Officers should not be allowed to undertake private practice.

It was considered that there should be a right of appeal against dismissal. Superannuation should be uniform.

Land Agents Society.

The Society drew attention to their examinations, and suggested that they should be recognised by local authorities equally with the examinations of other professional bodies.

The Society also submitted that the salaries of county land agents and their assistants compare unfavourably with the salaries of other county officers.

County Land Agents Association.

The Association considered that recruitment should be from the pupils articled to county land agents (with a minimum educational requirement of school certificate standard) and from other qualified members of the county land agent's staff. Three years pupilage should be the minimum, during which period the pupil should be required to pass the appropriate examinations of the Chartered Land Agents Society or the Chartered Surveyors Institution.

A county land agent should be a member of one or other of these institutions, and in no circumstances should he be allowed to engage in private practice. He should report direct to his committee. Where there is a chief agricultural officer the land agent should hold the post. He should have a right of appeal against dismissal. For purposes of superannuation his years of pupilage should rank.

Auctioneers and Estate Agents Institute.

The Institute pointed out that in some cases the treasurer is made responsible for the valuation work of the authority. The treasurer's qualifications are high, but they are directed towards finance and not towards rating. The Institute considered the position unsatisfactory, but admitted that the problem is difficult, as, if a qualified surveyor is taken in to do the valuation work, his prospects in a small office are poor.

Incorporated Society of Auctioneers and Landed Property Agents.

Valuers and rating surveyors.—The Society said that valuers and rating surveyors should invariably possess full technical qualifications, and should be members of one of the professional societies. They suggested that this should be made a statutory requirement, for they considered that some unsatisfactory appointments had been made. The combination of valuation work with rate collection, and the subordination of valuers to the administrative control of treasurers, were both vigorously opposed. The Society recommended that valuers should be allowed to take pupils.

Housing managers.—The Society recommended that the managers of public housing estates should be members of one of the recognised professional bodies serving the estate profession.

Incorporated Association of Rating and Valuation Officers.

The Association considered that a statutory qualification should be required for technical appointments in the rating and valuation services of local authorities. They themselves conduct examinations. Junior entrants should be at least 16 years old, and should possess a recognised educational qualification.

Conditions of service should be made more uniform, and there should be provision for compensation on loss of office and for security of tenure. Opportunities should be afforded for as wide a training as possible, and the practice of holding office conferences on technical subjects was considered useful.

Association of Education Committees.

The Association considered that the chief education officer should possess an academic qualification and should have had teaching experience. The heads of departments in an education office should sometimes be required to have similar qualifications, but sometimes be drawn from the clerical staff, as circumstances allow. Junior recruits should be expected to possess a general educational qualification of school certificate standard. Inspectorial appointments should be filled from teaching staff.

The training of staff was thought to lie in the office. The Association could not conceive an academic training course for education administration which would be useful.

Association of Directors and Secretaries for Education.

Education officers.—The Association considered that the education officer should always be a graduate, and should normally have had teaching experience as well. They urged that in the area of every local education authority there should be a full-time officer responsible for educational administration, Part II and Part III authorities making appointments jointly where necessary.

Recruitment.—The Association considered that junior entrants to the service should not be less than 16 years of age, and should have passed the school certificate or an equivalent examination.

On the general system of recruitment, they thought that while each local authority should continue to be responsible for the recruitment of its own staff under present conditions, central recruiting schemes covering groups of authorities possess certain advantages, and may ultimately prove to be necessary in the national interest.

The Association were strongly of opinion that there is room for the university graduate who has no technical qualification in the local government service, and that he ought to be encouraged to come in. Graduates with no special experience or qualification could be placed, they suggested in all departments which have administrative posts rising to £500 a year. In the education department graduates could suitably be made heads of sub-departments. Once in, facilities should be given to them to acquire teaching experience. Vacancies for graduates should be advertised.

Training.—The Association were in general agreement with the evidence submitted by the National Association of Local Government Officers on the training of officers, except that several members were opposed to the giving of financial recognition for the acquisition of certificates.

It was considered that clerical officers should be moved about between departments to some extent.

Staff management.—The Association suggested that the co-ordination of the staffs in the various departments is frequently ill-provided for. Every local authority should appoint an establishment committee to deal with numbers, selection, qualifications and conditions of the staff; except that each employing committee should determine the qualifications necessary in its technical officers.

Ministry of Labour (staffs of juvenile employment bureaux).

The Ministry said that the work of the vocational guidance officers engaged in juvenile employment bureaux is of first-rate importance. There is at present, however, no recognised standard of qualifications, training or experience for these officers. The work calls for a good education, and for all-round knowledge of the social and industrial problems governing the employment of juveniles as a whole. Personality and sound judgment are essential.

The Ministry recommended that as a rule vocational guidance officers should be recruited at an age of not less than 25, from among persons who have had some first hand knowledge of industry and social conditions. The right type of officer may in some cases be found among the teaching profession.

The main part of the training of officers can, it was considered, be carried out in the course of the practical work of the bureau, provided that an experienced officer is in charge. This should be supplemented by study and attendance at lectures. After two years training (while on probation) officers should be eligible for certificates as vocational advisers. Officers should exchange between local education authorities, and the Ministry would be willing to arrange exchanges with the headquarters staff.

Association of Juvenile Employment and Welfare Officers.

The Association urged that definite qualifications should be established for juvenile employment officers. They must be able to understand educational, social and industrial conditions. It was urged that a suitable university course for non-graduate entrants to the service should be provided, to include the study of education, industry and psychology, and practical experience of education, administration, social work and industry.

Institute of Public Assistance Services.

The Institute hold examinations in public assistance, accountancy and law. They considered that the interests of public assistance departments will be best served by recruiting the staff straight from school, and allowing them to acquire practical experience in the office. They did not think that any central system of examination would be as satisfactory as the examinations of an organisation like the Institute which has devoted itself to a particular branch of the service.

National Association of Relieving Officers.

The Association urged that no person should be appointed as a relieving officer unless he has a satisfactory knowledge of the duties of the office. Relieving officers should be appointed from assistant relieving officers possessing the certificate of the Poor Law Examinations Board. The Association submitted that assistant officers should be persons of good education. They strongly deprecated the recruitment of assistant relieving officers from persons in receipt of relief.

The Association said that a uniform system of superannuation would be most advantageous to the recruitment and training of relieving officers.

National Association of Masters and Matrons of Poor Law Institutions.

The Association were concerned by the growing tendency to appoint medical men as the chief administrative officers of institutions. They considered that practical experience in a subordinate capacity is the best preparatory course for these duties, and that responsibility for administration should be separated from responsibility for treatment, in the interests of both.

The Association recommended that, after a period of grace, candidates for posts as master, superintendent or steward of an institution, should be required to hold the certificate issued by the Poor Law Examinations Board. The same principle was recommended for non-poor law establishments. Fees for the examination should be reimbursed by the authority, or an increment given when it is passed. Entrants to the service should be required to possess an educational qualification.

Uniform and compulsory superannuation was considered to be essential.

Library Association.

The Association hold examinations in librarianship, and candidates must be of school certificate standard. The Association, therefore, recommended that this standard should be a condition of appointment to the staffs of library departments. It was considered that there is both room and need for university graduates on the staffs of the larger public library services. Responsible positions should not be reserved for them; they should compete freely with younger entrants when seeking promotion.

It was thought that much improvement in the service would result from the general adoption of superannuation schemes. Scales of salaries should be improved.

Museum Association.

The Association said that in four cases out of five corporation museums have neither trained full-time curators nor trained full-time assistants. Frequently, the museum is placed under the care of the librarian, and this was not considered satisfactory.

The Association recommended that in all towns of over 75,000 population, the posts of librarian and curator should be distinct; and that elsewhere, if that is not possible, a member of the staff should be specially allocated to the museum. They considered that for all the more important curatorships a university degree is desirable. Junior entrants should be encouraged to matriculate in order that they may obtain university diplomas. Assistants should be given opportunities of meeting each other, of joining learned societies, of attending conferences. The Association hope to establish university training courses, and arrangements should be made enabling officers to attend these courses.

Rates of pay in the museum service were considered to be much too low, and the Association recommended the general adoption of a scale of salaries drawn up by them.

Incorporated Society of Inspectors of Weights and Measures.

Inspectors are required by statute to have passed the examination held by the Board of Trade. The Society were disturbed by the high percentage of failures at recent examinations. They attributed this to the poor financial prospects in weights and measures departments, and the fact that little regard is paid to educational qualifications when appointing juniors to the departments. The Society recommended that juniors should be required to have passed the school certificate or an equivalent examination.

National Association of Cemetery Superintendents.

The Association said that cemetery superintendents should be able to deal efficiently with clerical and administrative work, should have a thorough knowledge of the law relating to burials, and should have practical experience in the upkeep and maintenance of grounds etc. Junior recruits should have the same educational qualifications as other entrants to the service. Suitable examinations after entry would be those of the National Association of Local Government Officers, the National Association of Cemetery Superintendents, the Royal Horticultural Society, and book-keeping, accounts and land survey courses. The Association suggested that local authorities should make some recognition to officers passing an appropriate examination.

The Association recommended that definite salary scales should be adopted for all cemetery officials, and that uniform superannuation provisions should apply.

Standing Conference of Joint Councils for Local Authorities' Administrative, Technical and Clerical Services.

The Standing Conference exists to encourage the establishment of Provincial Councils and to consider general questions. They explained that efforts to extend the movement had not been successful, and they attributed this largely to the refusal of the associations of local authorities to co-operate.

The Conference considered it desirable that minimum and uniform educational qualifications should be required of entrants to the service, and that uniform salary scales should be adopted; and that these objects could best be attained through Provincial Councils. They urged that action should be taken to secure the establishment of Councils covering the whole country.

London District Council for Local Authorities' Administrative, Technical and Clerical Services.

Seventeen metropolitan borough councils are constituent members. Rates of pay and conditions of service have been recommended, and the recommendations (including an educational entrance standard) have been fairly generally adopted. The District Council supported the recommendations which had been made by the National Association of Local Government Officers with regard to the recruitment of junior officers, qualifications of clerical officers, advertisement of vacancies not filled by promotion, adoption of salary scales and superannuation.

The District Council urged that a national Whitley Council should be constituted without delay.

Lancashire and Cheshire Provincial Council for the Professional, Technical, Administrative and Clerical Services of Local Authorities.

One hundred and thirty-four local authorities are constituent members. They include the great majority of the larger authorities in the area and several of the smaller. The Council have issued recommendations dealing with service conditions. The basic principles of the scheme are (a) competitive examination for admission, (b) fixed establishments, classification of staffs and minimum scales of salaries, (c) fixing of retiral age and allowance. In the Council's view, the first need is for a uniform standard of recruitment, including advertisement of vacancies, educational qualifications, a minimum age of entry (16 years), and encouragement after entry to obtain qualifications. Their recommendations have been generally adopted by the larger authorities.

The Council emphasised the immediate necessity of compulsory superannuation. They supported most of the recommendations made by the National Association of local Government Officers.

West Riding Joint Council for Local Authorities' Administrative, Technical and Clerical Services.

Ninety-five local authorities are constituent members. They include most of the larger authorities in the area. The Council have made various suggestions to the constituent authorities with regard to recruitment, salary scales, superannuation and other conditions of service. They suggest that junior entrants should ordinarily be 16 years old and possess an educational qualification of school certificate standard. Candidates without this qualification should be eligible, but should be required to obtain it after entry. Authorities should assist their officers to do this. Vacancies should be advertised.

Authorities are recommended to afford facilities to their officers to attend lectures and classes which will enable them to qualify themselves further.

The Council urged that steps should be taken to establish provincial councils for the areas where they are not functioning at present.

Professor Graham Wallas.

Professor Graham Wallas resubmitted the memorandum of evidence which he had submitted to the Royal Commission on Local Government. In that he had emphasised the increasing need of skilled and carefully selected officials due to the development of the social services, and had suggested that present methods of recruitment are not altogether satisfactory.

In his evidence before the Committee, Professor Graham Wallas suggested that the provisions of the law with regard to local government officers should be rationalised. Regional districts covering the areas of several authorities should be constituted, and a local appointments committee should be created for each district. The committee should form plans of selection for the various posts.

Officers should be recruited in three groups:—

- (i) at 16 plus or (for a few posts in larger authorities) 20 plus. The younger entrants should be required to possess a school certificate. The committee should see that post-entry training is available to entrants in this group;
- (ii) after special training (but not including professional and technical officers). This group would include persons, for example, with special experience in education or public assistance;
- (iii) professional and technical officers.

Sir Ernest Simon.

Clerks.—Sir Ernest Simon urged that the position of town clerks should be strengthened. He pointed out that local authorities have no other permanent co-ordinating element, and that centralised informed control is the first principle of business administration. He suggested that all clerks should be made responsible (i) for seeing that the council's decisions are carried out; (ii) for advising the council of any steps required for more effective government; (iii) for supervising the appointment and promotion of all members of the staff.

Technical officers and administration.—The witness suggested that the present system of entrusting administrative responsibility to technical officers is entirely wrong. Administration by technicians is bound, he said, to be extravagant administration, and he urged that in large authorities the principal officers of departments should be chosen as administrators without regard to other qualities. If it is found impracticable in any case to appoint a lay principal officer, a responsible administrative officer should be appointed to assist the principal.

University graduates.—To produce a strong administrative class, Sir Ernest Simon suggested that a certain number of university graduates should be brought in and given the widest possible administrative training. He pointed out that the majority of business firms are taking in university graduates.

Three methods by which graduates could be introduced to the local government service were suggested: by admission as trainees to the departments of the town clerk, the director of education, and others; by transfer for a few years from the Ministry of Health after four or five years' service under the central government; by the giving of university scholarships to picked officers who had entered the local government service at 16 years of age or thereabouts.

Discussion of salaries in public.—The witness made special reference to the adverse effect on recruitment of the discussion of salaries in public and urged that discussions on this subject should always be conducted in private.

Mr. W. A. Robson.

Mr. Robson referred the Committee to his book "The Development of Local Government," part III of which deals with the municipal service. In the book he said that the present system of appointment to the local government service is highly unsatisfactory, in that no attempt is made to correlate entry into the service with the stages in the system of national education, or to draw from the universities. He further

alleged that appointment by patronage is widespread. [In oral evidence before the Committee this was emphasised and actual cases were given.] Mr. Robson also criticised the practice of recruiting the principal administrative officers almost exclusively from technically qualified men. Administrative ability of the first rank is so rare, he said, that we cannot afford to recognise it only in a particular vocational class.

The proposals made by Mr. Robson for improving the quality of officers were that a small number of graduates should be brought in, and that clerical and administrative officers should be recruited, at the ages of 16 and 18, by competitive examinations under the supervision of local personnel commissions. After entry, they should be assisted by their authorities to continue their education. Officers should be fully mobile, and there should be interchange between the national and local services.

He suggested that a legal qualification should not be insisted on for clerks; a general knowledge of the social services, of economics and statistics, of political science, and social psychology would, he thought, be an excellent background on which to graft administrative experience. It did not matter in his view where the experience was gained. The essential thing was that the chief officer should be capable of co-ordinating the work of all the departments.

Mr. Robson was strongly opposed to the practice of allowing officers to take fees for pupils. He also urged that part-time officers should be entirely eliminated.

National Federation of Property Owners and Ratepayers.

The Federation said that appointments to the local government service had on occasion been made as a result of long service, political influence, sectional influence and personal influence, and they recommended that all vacancies should be advertised, that technical qualifications should be required of candidates for senior posts, and that for junior vacancies there should be competitive examinations of school certificate standard. A central body should be entrusted with the supervision of these examinations.

The Federation further recommended that the principal officer of an authority should be a manager chosen solely for his administrative ability, and should be required to co-ordinate the work of all departments. It was considered that serious waste results from the lack of co-ordination.

Universities of Oxford and Cambridge.

The burden of this evidence was that there ought to be a place in the local government service, outside the technical posts, for the highly educated man or woman. Much of the work done by local government officers requires administrative ability, and it was suggested that a university education is calculated to give a man just the qualities which are required in administration. The universities were convinced that there would be scope for graduates once they had been admitted.

They recognised the difficulties of arranging for the entry of graduates, but it did not seem to them that these should be insuperable. Graduates could be taken on as probationers to work in conjunction with the clerical officers who had been recruited at an earlier

age, being subsequently promoted only if they proved themselves able to undertake more responsible work. The University of Oxford further suggested that, where articles are necessary to promotion, facilities should be given to graduates for serving their articles with officers.

At present little is known in the universities about the opportunities offered to graduates by the local government service, and both witnesses thought that any scheme of recruiting graduates would be greatly facilitated by a system of common entry. The University of Oxford suggested that some central authority, such as the Association of Municipal Corporations, should collect information about the vacancies available, and undertake the arrangement of candidates, whether by examination or otherwise, in order of merit. The University of Cambridge suggested as a possible method examination by the Civil Service Commission.

Both Universities were agreed that it would be highly undesirable for them to provide special courses adapted to local government, qualification in which local authorities could make a condition of appointment. (Courses in economics, public administration, etc., do, of course, already exist.) In their view, the inevitable result of such an arrangement would be to lower the quality of graduates seeking admission to the service.

University of London.

The University felt that sufficient attention has not been paid to the possibility of using graduates in the general administrative work of local government. They suggested that with the growing importance and range of this work, it is important to recruit men of the highest calibre, and proposed that the larger authorities should recruit a small number each year, preferably by joint open competition. It was considered that there are openings in the major departments for officers with high administrative ability, and, although the University recognised that the prospects of younger entrants would be adversely affected, they believed that local authorities would be well served by the introduction of the graduate type. Moreover, they pointed out that there are now good facilities for the university education of existing officers (special reference was made to the diploma in public administration recently instituted in London), and urged that officers should be encouraged to undergo this training.

The University of London Commerce Degree Bureau and Appointments Board submitted a separate memorandum emphasising the importance of recruiting from the universities and referring to a number of departments in which graduates should be valuable. They suggested that graduates should be recruited for the local government service by means of a central pool. They stressed the need of better information in schools and colleges about the requirements of local authorities. The Board also suggested that authorities who feel unable to take new graduates on to their staffs should give definite encouragement to their officers to study in their spare time, and they suggested that a suitable course would be the commerce degree of London. This can be taken by candidates in any part of the country.

Universities of the United Constituency.

The Universities drew attention to the social studies departments, which have been developing in recent years, and suggested that this form of training is especially suitable for public assistance work. They also suggested that in the architecture and library departments of local authorities good university degrees should receive more recognition than at present.

The real problem was considered, however, to centre in the administrative work of local authorities. The Universities said that if the local government service desires to attract a fair share of the best and trained brains of the young men and women of the nation, graduates must be recruited, and that on terms competitive with those offered by alternative careers, particularly in commerce and industry, where the value of a general university education is receiving increasing recognition. The Universities, therefore, submitted that the junior posts in local government, from which the higher posts will in due course be filled, should be made explicitly available to graduates.

Attention was drawn to the development of post-graduate courses in subjects relevant to local government.

University of Liverpool.

The University of Liverpool submitted a memorandum supplementary to that put in by the Universities of the United Constituency, and emphasising the suitability of graduates for local government. Attention was drawn to the course in public administration available at Liverpool University, and already being taken by a number of local government officers with the assistance of their authorities.

University of Wales.

The University suggested that, with the increasing magnitude and importance of the responsibilities of local authorities, the administrative work is steadily developing, and that university graduates are well fitted for such work. They thought that the ideal organisation of the local government service would be a national graded service to be entered by examination. Pending that organisation the University recommended that local authorities should establish a "trainee" system for graduates, and that existing officers should be given facilities to enter on a full three years course at a university. They were satisfied that nothing but a full university course would provide a satisfactory training for the higher responsibilities of local government.

Attention was drawn to the courses in economics, public finance, public administration and civic studies available at the University.

Joint University Council for Social Studies.

The Council drew attention to the great development of social services in the last 30 years, and said that the responsible officials ought to understand the social implications of the work which they carry out. Most universities have established departments of social study and training, and it was considered that those officers of local authorities who have to deal with social problems (health visitors and other

women public health officers, public assistance officers, property managers, employment officers, school attendance officers, etc.) should be required to have taken a social study course. At the same time, the importance of practical training was stressed. The Council suggested that officers might be assisted to obtain this training after appointment. Recruitment for these appointments should be up to the age of 25.

Headmasters Conference.

Age of entry.—The Conference urged that appointments should not be made at too early an age. They suggested that the minimum age of entry should be 17 plus. They pointed out that a boy does not begin to specialise until after he has taken the school certificate examination at the age of 16 plus, and that in a sense it is not until he begins this advanced work that his education really begins. Reference was made to the training in responsibility, which a boy has in his last years at school. The Conference pointed out that commercial and industrial firms do not as a rule take in boys under 17 to 18 years of age.

Recruitment.—The Conference were anxious to see greater publicity given to vacancies in the service. At present difficulty is experienced in advising boys how to set about entering the service. It was suggested that appointments should be advertised and should be made as the result of an examination (based on the normal subjects of the secondary school curriculum), together with interview and consideration of school record.

Education officers.—The Conference thought it very important that officers in the education service should be men of high qualifications and of experience in school work. They considered that valuable recruits for this work would be found at the universities.

Institute of Public Administration.

Recruitment.—The Institute recommended that vacancies should invariably be advertised, and that, so far as possible, they should be filled in regular batches at suitable intervals related as nearly as may be to the educational system. For non-technical staffs the requirements of all the departments of any one authority should be pooled. The Institute advocated that, wherever practicable, the method of recruitment should be competitive examination, subject to interview. The educational standard required should be that of the school certificate examination.

The Institute favoured in principle the recruitment of a certain proportion of entrants at 18, but thought that there would be practical difficulties. They said, however, that the larger authorities must either bring in a certain proportion direct from school at the age of 18, or for some of their vacancies advertise for officers with experience, if a high level of efficiency is to be maintained.

Training.—The Institute attached the greatest importance to a definite policy for training junior officers in their early years of service. There should be either a common establishment of all the administrative and clerical officers of the authority or, if that is not practicable,

free recognition of the principle of exchanging between departments. Periodical reports on officers should be made to the staff authority, in order to ensure that officers are not being wasted. Up to the age of 21 officers should be encouraged to continue their education on any lines likely to enhance their value to the service.

Promotion.—The Institute commended the promotion board system.

National Union of Societies for Equal Citizenship.

The Union said that there is a pressing need for the employment by local authorities of suitable women in far greater numbers than at present, bearing in mind the development of the social services. They urged that, except for the few special occupations which are clearly suited either to men or to women, all appointments should be open to both sexes, and that remuneration should be the same for both.

The Union recommended that recruitment to junior clerical grades should be by open competitive examination. Promotion to the higher posts should be open to women. This will only be satisfactory if the principle of equal pay is admitted. If it is felt that this is unfair because men have as a rule heavier family responsibilities than women, this can, it was suggested, be met by a system of family allowances.

Finally the Union urged that women should not be required to retire from the local government service on marriage. This rule results, they suggested, in the loss of much valuable service.

Mr. N. B. Rudd.

University graduates.—Mr. Rudd considered that every effort should be made to attract the university graduate into the local government service, but felt that the present lack of prospects for non-technical offices was a difficulty. In his view the value of the administrator is not being sufficiently recognised. He suggested that promotion beyond a certain stage should be dependent on the possession of a qualification in administration (such as the diploma in public administration).

Co-ordination.—Mr. Rudd emphasised the necessity of thorough co-ordination, and said that this is one of the most important duties of the clerk to an authority. He also suggested that improvements would result from the appointment of assistant non-technical officers in the major departments, who would be responsible for the co-ordination of the work of the department, the purchase of supplies, staff organisation, relations with other departments, and administration generally. These appointments should carry salaries sufficient to attract able administrative officers.

Recruits of eighteen plus.—Mr. Rudd suggested that there would be advantage in recruiting some persons of higher certificate standard.

Dr. Finer.

Dr. Finer supplied the Committee with information regarding the education and recruitment of German municipal officials. He said that definite arrangements have been evolved in Germany which offer valuable suggestions.

German local authorities are, like the English, free to determine for themselves the qualifications and method of recruitment of their officials. But in recent years the Prussian Union of Towns has laid down general regulations with a view to raising the standards of the service and to facilitating exchanges between authorities.

The regulations recognise two methods, the one stage career and the two stage career. Under the first, entrants are admitted at 15 or 16 with a school leaving certificate on a four year period of probation. The probation is taken very seriously, and consists partly of practical work, partly of lectures and classes. The probationer is given experience of all the more important departments. In the last year he must attend a prescribed course of study at an administrative school, or, if there is none available, a group of lectures in administration at a high school. He must pass an examination before being established. After a few years he takes a second course of study at an administrative school, and must then pass a second examination.

Under the two stage career some officers enter the service at 15 or 16, and take the course of training as under the one stage plan; and others may enter the senior grade direct from the higher forms of secondary schools.

At the administrative schools the teachers include men with experience in central and local government, as well as university professors. Practical classes and tours of inspection are arranged.

As regards the higher posts, some heads of departments have technical qualifications, others are purely administrators. The Burgermaster controls all departments. He is appointed for a term of years. Some of the work in the higher branches is done by probationers for the civil service. These must have practical experience of local administration before taking the final examination for the civil service.





THE ROYAL SOCIETY FOR THE PROMOTION OF HEALTH

Founded 1876

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