CABINET

COMMONWEALTH IMMIGRATION

Memorandum by the Lord President of the Council

In accordance with the Cabinet's decisions on 8th July (C. C. (65) 36th Conclusions, Minute 3) the Commonwealth Immigration Committee have prepared drafts of a White Paper (Annex A) and of a statement of Government policy (Annex B) on Commonwealth immigration.

2. **Timetable.** If the draft can be sent to the printers on the evening of 27th July it should be possible for the White Paper to be published on 2nd August. It had previously been envisaged that the statement of Government policy would be made in advance of the publication of the White Paper. We have however undertaken to discuss the Government's decisions with Commonwealth and Colonial Governments in advance of any public statement. This implies that they should not only be informed but also be given time to express their views before the Government's decisions are announced. It would therefore be convenient if the statement of Government policy were made on the same day as the publication of the White Paper. This has the additional advantage that the statement of policy can be relatively short and can refer for a more detailed explanation of the Government's decisions to the White Paper.

3. The Cabinet's attention is particularly invited to the following points in the White Paper.

(i) **Vouchers**

In summing up the discussion on the 8th July the Prime Minister suggested that the total number of vouchers should be 8,500 a year; that this would allow for 1,000 immigrants a year from Malta for the next two or three years, but that there should be no public statement to that effect nor should the total figure otherwise be divided into quotas for separate countries. It has been pointed out to the Commonwealth Immigration Committee that the arrangements to be made for Malta cannot be kept secret - the figure of 1,000 vouchers a year has already appeared in the press - and the Committee therefore recommend that the position be clearly stated in the terms proposed in paragraph 16 of the White Paper.

The Committee also recommend that it should be stated in the White Paper that no more than 15 per cent of Category A vouchers will be allotted to any one Commonwealth country. This modifies the Cabinet's view that the admission of unskilled workers should be governed by the date of their applications. It is however essential if a fair balance is to be maintained and if the interests of some of...
the smaller Commonwealth countries and dependent territories are to be safeguarded. The distribution of vouchers cannot in any case be concealed since it is the practice to publish the figures of vouchers issued, showing the countries of origin.

The Committee further recommend that the Minister of Labour should have discretion, in granting Category A vouchers, to give a measure of priority to the more essential types of employment, e.g. the hospital and transport services. This is the more important if the needs of these services are to be met within the reduced number of Category A vouchers which will in future be issued. This system of priorities would be subject to review from time to time and no publicity would be given to it. The Cabinet may wish to consider whether this would require any amendment of paragraph 17 (ii) of the White Paper which states that applications for Category A vouchers will be dealt with in the order of the date of their receipt, subject only to the provision that not more than 15 per cent will go to any one Commonwealth country.

The White Paper states that the new arrangements for the issue of vouchers will come into effect from 2nd August, i.e. simultaneously with the announcement of the Government's policy. This is desirable to prevent a flood of applications from Commonwealth immigrants who would be entitled to Category B vouchers under the existing scheme but who will no longer be so entitled under the new arrangements. This need not, however, prevent the Minister of Labour from dealing with applications already in the pipeline under the existing scheme during a short transitional period.

(ii) Aliens

At their meeting on 8th July the Cabinet invited the Home Secretary to keep under review the number of aliens accepted for permanent settlement in the United Kingdom and to bring the matter before them if it appeared that the average was likely to rise above 6,000 a year. I understand that the figures for the first six months of this year show a marked increase and that the Home Secretary is submitting a paper to Cabinet. Meanwhile, no reference to this point has been included in the White Paper or the statement of Government policy.

(iii) Dependants

The Cabinet decided that dependants should be strictly limited to wives and children under sixteen, but that there should be no change in their statutory right to accompany or follow the immigrant workers to this country. In summing up the discussion, however, the Prime Minister said that immigration officers should use their existing powers normally to refuse admission to persons of whose bona fides they were in doubt; and in exercising those powers they should take into consideration whether or not the individuals possessed a certificate of registration of their status as dependants. Paragraph 20 of the White Paper reflects these decisions. It is hoped that the scheme whereby immigrant workers would declare their dependants, so that the particulars could be checked in the country of origin and entry certificates issued, can come into force on
1st September. At present the White Paper only says that forms will be available "early in September". The Cabinet may wish to consider whether the necessary administrative arrangements can be completed in time so that a firm date of 1st September could be given in the White Paper for the introduction of the scheme. The Commonwealth Immigration Committee recognise that it will not be fully effective in preventing evasion. The possession of an entry certificate cannot be made a compulsory condition of entry and immigration officers must retain discretion to admit dependants of whose bona fides they are satisfied even in the absence of an entry certificate. It is however hoped that the scheme will to some extent act as a deterrent and prevent the influx of dependants which might otherwise follow the publication of the White Paper. Since there must be some doubt about the effectiveness of the scheme, the White Paper provides that the Home Secretary will keep under close review the administrative arrangements as to the evidence that dependants are required to furnish on arrival, and the Government will seek any necessary legal powers to make the control effective.

(iv) Conditions of Entry

The Cabinet agreed that power should be taken to require Commonwealth students whose bona fides were in doubt to register with the Police. The Cabinet also agreed however with the recommendation of the Commonwealth Immigration Committee that, in the context of a general power to impose conditions of entry on all Commonwealth citizens, the requirement to register with the Police should not be imposed unless conferred by a statutory instrument subject to the Affirmative Resolution procedure. The stage at which the requirement to register with the Police will be introduced in regard to students or other categories of Commonwealth citizens entering the United Kingdom will have to be resolved when new legislation is drafted. For the time being the Commonwealth Immigration Committee recommend that it is unnecessary to be more specific than is suggested in paragraphs 23 and 24 of the White Paper.

(v) Financial Assistance for Local Authorities

In view of the statement in the Manifesto that "a Labour Government will give special help to local authorities in areas where immigrants have settled", the Commonwealth Immigration Committee consider it essential that the White Paper should contain a pledge that financial assistance will be available in certain circumstances. This pledge is contained in paragraph 62 of the draft. The Treasury reserved their position in the Committee. They point out that although the total expenditure involved is unlikely to be large, the scope of this very special grant (which would need legislation), the way in which it would operate, and how overlapping with the existing arrangements for assisting local authorities can be avoided, have yet to be worked out. They also feel that the paragraph as drafted might encourage local authorities to expect too much so that the credit for the Government's proposals would be lost. If it is regarded as essential to enter into a commitment to financial assistance before
a detailed scheme could be worked out, they suggest that the paragraph should be amended to read:

"In some areas, the local authority may need to undertake exceptional commitments for a limited period by engaging extra staff in order to ease those pressures on the social services which arise from differences in language and cultural background and to deal with problems of transition and adjustment. The Government propose to seek powers to give special financial help towards approved expenditure in such cases where need is shown."

The Cabinet may wish to consider which of these texts should be adopted.

4. Knowledge of English. The Mountbatten Report recommended that immigrants who came to work should have to satisfy the British High Commission in the country of origin that they have sufficient English to become assimilated to the British community. The Report drew attention however (paragraph 69) to the difficulty of making such a condition effective and also to the fact that in some Commonwealth countries, above all Pakistan, it would virtually eliminate the grant of Category A vouchers. The view of the Commonwealth Immigration Committee is that this condition is desirable in principle but that arrangements to give effect to it would take time to work out. Moreover, it would involve discrimination against Commonwealth immigrants as compared with aliens, and under the new voucher arrangements the number of immigrant workers from the Commonwealth entering the United Kingdom who do not speak adequate English should be much reduced (the condition could not, in any case, be applied to dependants). The Commonwealth Immigration Committee therefore recommend that this condition of entry should not be imposed, at least for the time being, and that no reference to the matter be made in the White Paper.

5. In the Cabinet discussion of the draft White Paper on the Aid Programme on 20th July (C.C. (65) 39th Conclusions, Item 2) the point was made that the draft should be examined in parallel with the draft of the proposed White Paper on Immigration in order to ensure that there was no inconsistency between them as regards their respective treatment of such questions as oversea students. The two draft white Papers have been examined and certain amendments have been made to each in order to ensure that there is no inconsistency.

H. B.

Privy Council Office, S. W. 1.

23rd July, 1965
This paper sets out the Government's future policy on immigration to Britain from other parts of the Commonwealth and the problems to which it has given rise. This policy has two aspects: one relating to control on the entry of immigrants so that it does not outrun Britain's capacity to absorb them; the other relating to positive measures designed to secure for the immigrants and their children their rightful place in our society, and to assist local authorities and other bodies in areas of high immigration in dealing with certain problems which have arisen.

Immigration up to 1962

2. Until 1962 every Commonwealth citizen was entitled to enter the United Kingdom at will. This right had been freely exercised for many years but it was only in the ten years from 1952 onwards that a substantial number of people from the Commonwealth began to think of settling in Britain. From 1955 a rough count was kept of the number of Commonwealth citizens from the Caribbean, Asia, East and West Africa and the Mediterranean entering and leaving the country. During the period from 1st January 1955 to 30th June 1962 the net intake (that is, the total number entering during the year less the total number leaving during the same year) is estimated to have been as follows:

<table>
<thead>
<tr>
<th>Year</th>
<th>Net Intake</th>
</tr>
</thead>
<tbody>
<tr>
<td>1955</td>
<td>42,700</td>
</tr>
<tr>
<td>1956</td>
<td>46,850</td>
</tr>
<tr>
<td>1957</td>
<td>42,400</td>
</tr>
<tr>
<td>1958</td>
<td>29,850</td>
</tr>
<tr>
<td>1959</td>
<td>21,600</td>
</tr>
</tbody>
</table>
3. Britain has always been reluctant to restrict the entry of people who hope to find greater opportunities within her shores. It is only during the past 60 years that control has been continuously exercised over foreign immigration. It was with even greater reluctance that control over immigration from the Commonwealth was introduced in 1962. The operation of the Commonwealth Immigrants Act over the past three years is described in the following paragraphs.

The present control

4. Section 2 of the Act gives an immigration officer power to refuse admission or to admit subject to a condition restricting the period of stay, with or without a condition restricting freedom to take employment. People born in the United Kingdom and certain classes of people holding United Kingdom passports are, however, completely exempt from control. There is also no general power to refuse admission to people ordinarily resident here, to holders of Ministry of Labour vouchers or to wives and children under 16 accompanying or joining their husbands or parents, nor is there any power to admit them subject to conditions. Returning residents, wives and children under 16 may be refused admission only if the subject of a deportation order; voucher holders, students and persons of independent means (including visitors) may be refused admission on that ground, on medical or security grounds or on account of criminal record.

*The statistics for the period since 1st July 1962, when Commonwealth citizens became subject to immigration control, are collected on a different basis. They are summarised in paragraph 27 below.
The immigration officers' powers are exercised in accordance with published instructions (Cmnd. 1716) that were put before Parliament in draft while the Bill was being debated.

5. A Commonwealth citizen who wants to work and settle in the United Kingdom must first obtain a Ministry of Labour voucher. Applications for vouchers are placed in three categories: Category A is for applications by employers in this country who have a specific job to offer to a particular Commonwealth citizen, Category B is for applications by Commonwealth citizens without a specific job to come to but with certain special qualifications (e.g. nurses, teachers, doctors) and Category C is for all others. Applications in Categories A and B are given priority. The issue of vouchers in Category C has been subject to the condition that no country shall receive more than a quarter of the vouchers available for issue, and within Category C preference is given to applicants who have served in our Armed Forces. Vouchers have been issued to other applicants in Category C in the order in which their applications are received in London.

6. The rate at which vouchers are issued is decided by the Government and has varied from time to time. In 1962 and the first months of 1963 a high proportion of the vouchers issued were not taken up and the rate of issue was therefore increased. But as time went on a much higher proportion of the vouchers came to be used. The rate of issue was then reduced and for some time has been at the rate of 400 a week; of these about three-quarters are being used. When the scheme first started it was thought that most of the vouchers would be issued to applicants in Category C; but since September 1964 the two priority classes, Categories A and B, have taken up the whole issue of 400 vouchers a week and have left none over for applicants in Category C. A waiting list of over 300,000 applicants has grown up in this category.

7. The Act gives an absolute right of entry to the wife and any child under 16 of a Commonwealth citizen who accompanies them to the United Kingdom or is already resident here. Certain other
categories of dependants are in practice, but purely by way of discretion, also admitted without vouchers, e.g.

(a) a child under 16 coming to join a close relative other than a parent;
(b) a son or daughter aged 16 but under 18 coming with or to join a parent;
(c) the fiancee or "common law wife" of a man settled here;
(d) the widowed mother or elderly parents of a person settled here.

8. Bona fide students and visitors have been freely admitted. They have benefited by the arrangement under which any Commonwealth citizen seeking admission without a voucher may apply for an "entry certificate" before leaving home to make reasonably sure of being admitted on arrival.

Immigration since 1962

9. Statistics of the movement to and from the United Kingdom of Commonwealth citizens subject to immigration control have been published: detailed figures can be found in Cmnd. 2379 and Cmnd. 2658. The main figures are summarised below with figures for the first six months of 1965:

Citizens of Canada, Australia or New Zealand

<table>
<thead>
<tr>
<th>Categories</th>
<th>1963</th>
<th>1964</th>
<th>1965 Jan-June</th>
</tr>
</thead>
<tbody>
<tr>
<td>a. visitors</td>
<td>130,625</td>
<td>151,737</td>
<td>76,680</td>
</tr>
<tr>
<td>b. students</td>
<td>2,114</td>
<td>2,073</td>
<td>696</td>
</tr>
<tr>
<td>c. voucher-holders</td>
<td>1,447</td>
<td>817</td>
<td>321</td>
</tr>
<tr>
<td>d. others admitted for settlement (mainly dependants)</td>
<td>2,288</td>
<td>2,243</td>
<td>1,011</td>
</tr>
<tr>
<td>e. remainder (mainly &quot;returning residents&quot;)</td>
<td>51,093</td>
<td>55,869</td>
<td>25,758</td>
</tr>
</tbody>
</table>
Citizens of Canada, Australia or New Zealand

(contd.)

1. Total no. admitted 187,567 212,739 104,466
2. Total no. embarked 178,616 199,357 88,752
3. Net balance 8,951 13,582 15,714
4. Difference between net balance (3) and number deliberately admitted for settlement (c + d) 5,216 10,322 14,382

Commonwealth citizens from other Commonwealth countries and dependent territories

Numbers admitted, by categories

<table>
<thead>
<tr>
<th></th>
<th>1963</th>
<th>1964</th>
<th>1965 Jan-June</th>
</tr>
</thead>
<tbody>
<tr>
<td>a.</td>
<td>visitors</td>
<td>57,365</td>
<td>62,825 25,733</td>
</tr>
<tr>
<td>b.</td>
<td>students</td>
<td>16,370</td>
<td>13,044 4,581</td>
</tr>
<tr>
<td>c.</td>
<td>voucher-holders</td>
<td>28,678</td>
<td>13,888 6,771</td>
</tr>
<tr>
<td>d.</td>
<td>others admitted for settlement (mainly dependants)</td>
<td>27,393</td>
<td>38,952 19,049</td>
</tr>
<tr>
<td>e.</td>
<td>remainder (mainly &quot;returning residents&quot;)</td>
<td>48,364</td>
<td>60,153 27,989</td>
</tr>
<tr>
<td>1.</td>
<td>Total no. admitted</td>
<td>178,170</td>
<td>193,362 84,923</td>
</tr>
<tr>
<td>2.</td>
<td>Total no. embarked</td>
<td>121,121</td>
<td>131,745 51,540</td>
</tr>
<tr>
<td>3.</td>
<td>Net balance</td>
<td>57,049</td>
<td>62,117 33,383</td>
</tr>
<tr>
<td>4.</td>
<td>Difference between net balance (3) and number deliberately admitted for settlement (c + d)</td>
<td>978</td>
<td>9,277 6,763</td>
</tr>
</tbody>
</table>

One striking feature of these statistics is the extent to which a reduction in the number of voucher-holders admitted has been counterbalanced by an increase in the number of dependants accompanying or joining the head of the family.

10. The number of immigrants from the areas of the Commonwealth mentioned in paragraph 2 now settled in Britain, together with the children born to them here, cannot be estimated with any precision but probably lies between 750,000 and one million. The number of people overseas who have a right of entry to
this country as a result of their husbands or parents having already emigrated here is considerable; it is not possible to make any accurate assessment of the figure.

Recent developments

11. Part I of the Commonwealth Immigrants Act, which provides for control of immigration, requires annual renewal. (Part II, which relates to deportation, is permanent legislation.) Shortly after taking office in October 1954 the present Government obtained from Parliament the renewal of Part I of the Act for a further year pending consultation with other Commonwealth governments on the whole question of immigration.

12. On 4th February 1965 the Home Secretary informed the House of Commons (Official Report, cols. 1284-8) that he had found evidence that evasion of the existing control was being practised on a considerable scale.

He was therefore instructing immigration officers to scrutinise more carefully the intentions and bona fide of Commonwealth citizens who sought entry, and to make fuller use of their power to impose conditions. One effect of the latter instruction is that students, although admitted as freely as before, are now admitted only for a specified period, which is extended if necessary so long as they are genuinely pursuing their studies. The Home Secretary also announced his decision to reinforce the staffs in certain posts overseas dealing with applications for entry certificates by assigning to them experienced immigration officers.

13. On 9th March the Prime Minister announced in the House (Official Report, cols. 248-55) that a high-level mission - of which Lord Mountbatten of Burma was later named as the leader - would visit a number of Commonwealth countries and discuss with
their governments means of regulating the flow of immigrants to this country, including measures to reduce evasion of the control. The mission visited Malta, India, Nigeria, Canada, Jamaica, Trinidad and Tobago, Cyprus and Pakistan. Lord Mountbatten's report to the Prime Minister on the mission's discussions with Commonwealth governments must remain confidential; but it can be said that these discussions were most useful in promoting a genuine understanding of Britain's difficulties and of the need to control the entry of immigrants to our small and overcrowded country.
Vouchers

14. The existing system for the issue of vouchers has been described in Part I. Vouchers are currently being issued at the rate of $400 a week or $20,800 a year. Since September 1964 vouchers have only been issued for Category A (immigrants with a specific job to come to in this country) and Category B (immigrants with certain special qualifications or skills).

15. Since there is now no prospect of renewing the issue of Category C vouchers it has been decided that this category should be discontinued.

16. It has further been decided that, with effect from 2nd August 1965, the rate of issue of vouchers shall be $7,500 per year. To give effect to existing commitments entered into because of the special problems of Malta, an additional 1,000 vouchers will, as a temporary measure, be allocated to citizens of Malta who satisfy the conditions of the voucher scheme. These special arrangements for Malta will be reviewed after two years.

17. Vouchers will continue to be issued

   (1) in Category B to persons with certain special qualifications or skills, as follows:
       (a) doctors, dentists and trained nurses;
       (b) teachers who are eligible for the status of qualified teacher in this country;
(c) graduates in science or technology who have had at least two years' experience in suitable employment since graduation; and

(d) non-graduates with certain professional qualifications who have had at least two years' experience in suitable employment since qualifying; and

(ii) in Category A to applicants who have a specific job to come to in this country. These applications will be dealt with in the order of the date of their receipt, subject to the provision that not more than 15 per cent of the vouchers issued in Category A will go to any one Commonwealth country.

18. The need for immigrant workers from the Commonwealth for seasonal employment presents a special problem which will be dealt with outside the voucher scheme. A further announcement will be made about this in due course.

19. Consideration is also being given to the development of arrangements under which Commonwealth citizens come to this country for limited periods for industrial training. The Government recognise the value of these schemes for the developing countries of the Commonwealth and will do their best to promote them.
The Government propose no change in the statutory right of the wife of an immigrant and his children under 16 to accompany or follow him to this country. Immigration officers will, however, with a view to preventing evasion, be instructed to apply strict tests of eligibility, and will take into account whether the would-be entrant produces on arrival an entry certificate issued in the country of origin or other appropriate documents establishing his or her identity. An entry certificate will not be issued unless the head of the household, whether resident in this country or intending to come in the future, has furnished to the Home Office or, as the case may be, the British post in his country of origin, particulars of his dependants in time to enable the information he has given to be confirmed before the entry certificate is needed. Forms for this purpose will be available early in September. The Home Secretary will keep under close review the administrative arrangements as to the evidence that dependants are required to furnish on arrival, and the Government will seek any necessary legal powers to make the control effective.

The Government have reviewed the present practice of admitting freely children aged 16 and under 18 who are coming to join one or both parents. In its present form the concession provides a means of securing the

"Child" includes a stepchild, an adopted child and, in relation to the mother only, an illegitimate child.
admission of young immigrant workers without vouchers, and the
Government have decided that it must be withdrawn. The Home
Secretary will nevertheless be prepared to consider individual
applications for the admission of sons and daughters aged 16 and
under 18 whose exclusion would cause hardship.

22. The same considerations apply to children under 16 joining
a relative other than a parent or joining a putative father.
They have hitherto been admitted if the immigration officer is
satisfied that proper arrangements have been made for the child
to be looked after. Many have arrived, at or near school-
leaving age, simply to enter employment in this country without
having to wait for a voucher. Some immigrants have brought in
nephews or cousins of working age in preference to younger
children of their own. The Government have decided that this
concession must be withdrawn, although the Home Secretary will
use his discretion to give permission to enter in individual
cases when hardship can be shown.

Students and visitors

23. The Government will continue to welcome people who
come from other Commonwealth countries on holiday, social or
business visits or to follow a course of studies. At the same
time it is important to prevent people admitted on the pretext
of a visit or a course of study from obtaining permanent
settlement. The Government will therefore continue the present
practice of admitting students for a limited period relating to
the duration of the course of study which has been arranged, but
generally limited to a year in the first instance. It is also
proposed to impose on visits by Commonwealth citizens a time
limit of up to six months, which will be freely extended if
good cause is shown.

Evasion of the control

24. The Commonwealth Immigrants Act at present exempts certain
classes of Commonwealth citizen - returning residents, voucher
holders, and wives and dependent children – from the imposition of conditions of admission. There are some individuals claiming to fall into one of these categories – dependants, in particular – about whose bona fides the immigration officer may feel doubt without having sufficiently strong grounds to make him feel justified in refusing admission. The Government propose to seek a general power to impose conditions on the admission of any Commonwealth citizen who is subject to control. This power would be exercised with discretion and would not be used in any way to impose unnecessary restrictions on people with a clear right of admission for permanent residence.

25. If a person admitted to this country for a limited period remains here after that period has expired, it is difficult, very often impossible, to trace him. An alien admitted for a limited period longer than three months is normally required to register with the police in the area where he is going to stay, depositing a photograph, and to keep them informed of any change in his address or employment. The Government do not consider it necessary or appropriate to impose a similar obligation on all Commonwealth citizens temporarily resident in this country, or on any particular class such as visitors or students. There are, however, some individuals in these or other classes who the immigration officer has good reason to suppose are unlikely to comply with their conditions of admission unless they are subject to some further supervision. The Government propose to seek power for an immigration officer to include among the conditions on which a particular Commonwealth citizen is admitted one requiring him to register with the police. This power, again, would be exercised sparingly and with discretion; but it should be a valuable check on the minority who seek to evade the law.
26. At present a Commonwealth citizen may be deported only if a court has made a recommendation to that effect on convicting him of a crime punishable by imprisonment. This rule ensures to the person concerned the open consideration of his case by a judicial authority, with a right to be heard in his own defence; but there are disadvantages in this limitation on the Home Secretary's power. Not all the facts may be before the court, which may therefore refrain from making a recommendation in a case where it could otherwise have done so. Different courts take inconsistent views of similar cases, so that of two immigrants equally undesirable the Home Secretary may be able to repatriate one but not the other. There may be evidence - of conduct or activities falling short of criminal - which clearly points to repatriation but cannot be made the basis of a criminal charge.

27. The Government regard it as important that there should be a speedy and effective power to repatriate immigrants who in one way or another evade the stricter control over immigration that is now envisaged. Without it the effectiveness of the control would be greatly weakened. If a person has obtained entry by misrepresentation or has flouted the conditions on which he was admitted, there is little point in bringing him before a court for punishment as a criminal. To vindicate the law it is both necessary and sufficient, in all but the most exceptional circumstances, to repatriate him with the least possible delay.

28. It is therefore the Government's intention to seek for the Home Secretary a general power - in addition to his power to act on the recommendation of a court - to repatriate a Commonwealth citizen if he considers the public interest to require it. This power, like the existing power of deportation, would be limited to Commonwealth citizens resident here for less
than five years. If an alien whom the Home Secretary proposes to deport, otherwise than on the recommendation of a court or on security grounds, has been lawfully resident in the United Kingdom for more than two years, he has since 1956 been given an opportunity to make representations to the Chief Metropolitan Magistrate, who then advises the Home Secretary whether or not a deportation order should be made; the final decision rests with the Home Secretary, who has so far always acted in accordance with the Chief Magistrate's advice. The Government propose that the opportunity to make representations to the Chief Magistrate against repatriation in similar circumstances should be accorded to a Commonwealth citizen who has been lawfully resident in the United Kingdom for more than six months.

Health

29. Immigration has not created a serious public health hazard; and such problems as have arisen in the areas where immigrants have settled have been due in the main to difficulties of adaptation to new conditions, and to disease being contracted after arrival rather than brought in.

30. There have, however, been instances of infectious disease, especially pulmonary tuberculosis, being brought into the country. Where the necessary legal powers were available, the Government have tried to prevent this. In 1964, as a result of medical inspections carried out at the ports 63 persons (60 aliens and 8 from the Commonwealth) were refused entry on medical grounds. Where the power to refuse entry was not available, as in the case of the dependants of Commonwealth immigrants, the Government have sought to secure early treatment in the area of settlement. With this aim, measures have been taken, in collaboration with port and local
health authorities and general practitioners, to secure that an immigrant gets on the list of a family doctor immediately after arrival, is medically examined and has an X-ray if the doctor thinks this advisable.

31. These arrangements were improved at the beginning of this year when, among other measures, X-ray apparatus was installed at London Airport; and it is the Government's intention to make further improvements in the health checks at ports of entry.

32. It has been decided that in future an immigrant should normally be expected to produce evidence of having undergone a medical test in his own country - both as a wise precaution and because this should reduce the risk of our having to refuse the immigrant entry at our ports. Because of the absence of the necessary legal powers it has not hitherto been possible to bring dependants of Commonwealth immigrants fully within the arrangements for medical inspection at ports. The Government have now decided that an additional power should be taken so that, at the discretion of the immigration authorities, any immigrant, including dependants, may be medically examined at the port of entry and may be required as a condition of entry to this country to report to a Medical Officer of Health with a view to necessary medical treatment being arranged. There will however be no question of refusing entry on medical grounds to entitled dependants and powers will not be taken to do this.

33. Medical tests abroad will take time to organise in collaboration with the other Governments concerned, and legislation is needed before new conditions can be attached to entry. The necessary preparation will be put in hand, and the new arrangements introduced over a period.
PART III

34. The United Kingdom is already a multi-racial society and Commonwealth immigrants make a most valuable contribution to our economy. Most of them will stay and bring up their families here and there can be no question of allowing any of them to be regarded as second class citizens. At the same time it is only honest to recognise that the presence in this country of nearly one million immigrants from the Commonwealth with different social and cultural backgrounds raises a number of problems and creates various social tensions in those areas where they have concentrated. If we are to avoid the evil of racial strife and if harmonious relations between the different races who now form our community are to develop, these problems and tensions must be resolved and removed so that individual members of every racial group can mingle freely with all other citizens at school, at work and during their leisure time without any form of discrimination being exercised against them.

35. The concentration of immigrants in certain urban areas has arisen partly at least because these are the areas where most job opportunities exist. The difficulties which arise in these areas fall broadly under the four headings of housing, education, employment and health.

Housing

36. Large numbers of Commonwealth immigrants are living in conditions which are unsatisfactory, which present serious problems for the local housing authorities, and which lead to tension between the immigrants and their neighbours. The main reason for this is that the areas where Commonwealth immigrants, among others, have settled are those where the housing shortage is already most acute. Commonwealth immigrants do not cause the housing shortage. It existed before they began to arrive in large numbers.
37. The Government endorse the strongly held view of the Commonwealth Immigrants Advisory Council that it would be wrong to give special treatment to immigrants in housing matters. The sole test for action in the housing field is the quality and nature of housing need without distinctions based on the origin of those in need. The solution must lie in a determined attack on the housing shortage generally and particularly on the shortage of accommodation to rent on reasonable terms. The Government have already announced that a much larger part of the housing programme, in the form of a higher proportion of local authority building, will be devoted to providing rented accommodation for those whose housing need is most acute. This development in policy will itself benefit the immigrant section of the community.

38. The fact that in the more thickly populated parts of the country it will take many years to overhaul the housing shortage does not mean that no immediate action is possible to relieve the immigrants' housing problems and to assist in their integration into the community. Local housing authorities already have a wide range of powers, which, if judiciously used, can make a major contribution to this end. As time goes on, immigrants will qualify for rehousing by local authorities either by virtue of residential qualifications or through being displaced by slum clearance or other redevelopment. Thus it will become commonplace for Commonwealth immigrants to be rehoused by local authorities in pursuance of their normal statutory responsibilities. This in itself will tend to break up excessive and undesirable concentration.

39. More immediately, housing associations can play a part in providing accommodations for immigrants and in the process can help to promote their integration. Local authorities will, it is hoped, do their utmost to assist and promote housing associations which have integration as one of their aims.

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40. The main cause of unsatisfactory living conditions among immigrants is the multiple occupation of houses originally designed for only one family. The limited powers available under the Housing Act 1961 to improve conditions in such houses were somewhat strengthened by the Housing Act 1964. But when this legislation was framed, the gravity of the problem was not fully realised. The Minister of Housing and Local Government is therefore examining the powers with a view to making them more effective. Birmingham City Council has already taken power in local legislation to require registration of houses before multioccupation begins. The need for legislation to extend similar or additional powers to local authorities generally is now being considered.

Education

41. The educational problems in areas where there is a concentration of immigrants were considered in a circular (No. 7/65) issued by the Department of Education and Science on 14th June, 1965. The circular makes a number of suggestions which are set out in the following paragraphs.

42. Within the schools, most of the difficulties arise from the fact that numbers of immigrant children newly arrived from overseas are brought to school without previous warning, often knowing little or no English, and ignorant of the normal social habits and ways of life in this country. The main educational need of the children from the areas where English is not in common use is to learn the language quickly and effectively, so that they can join in the normal work of the school, and develop their talents and abilities to the full; at the same time, it is important that the general standards of the school should be maintained. To achieve both these aims requires teaching skill of a high order, supported by administrative and other measures designed to lessen the burden falling on the teachers.
43. In order to maintain the standard of education in schools
attended by large numbers of immigrant children with language
difficulties special arrangements must be made to teach them
English and to bring them up to the general standards achieved
by the other children. This will often mean special classes for
the immigrant children for at least part of the day, although from
the beginning they should join as far as possible in the normal
social life of the school and take their place in the ordinary
classes as their command of English allows.

44. Such arrangements can more easily be made, and the integra-
tion of the immigrants more readily achieved, if the proportion of
immigrant children in a school is not allowed to rise too high.
The circular suggests that about one-third of immigrant children
is the maximum that is normally acceptable in a school if social
strains are to be avoided and educational standards maintained.
Local education authorities are advised to arrange for the
dispersal of immigrant children over a greater number of schools
in order to avoid undue concentration in any particular school.

45. Special arrangements for the teaching of immigrant children
will often necessitate a more generous teaching staff ratio in
the schools. The Department of Education and Science is prepared
to increase the teacher quota in areas where special staffing
arrangements are required in schools with a high proportion of
immigrants. Though this may not be of much help in areas which
are already seriously short of teachers, a number of authorities
have been able to make use of the services of part-time teachers
to good effect.

46. The burden on the teachers can also be relieved by the
employment of more welfare and clerical assistants to help in
the social training of the immigrant children and to establish a
link between the school and the home.
47. Arrangements have been made or are under discussion for the provision of special courses of training, both for English teachers of immigrant children and for teachers and potential teachers among the immigrants themselves. Some of the latter, although possessing paper qualifications, are not employable as teachers here because of their inadequate English and their unfamiliarity with modern teaching methods in this country. It is proposed that the first full-time courses for immigrant teachers should begin early in 1966; provision of part-time courses is also being considered.

48. Adult immigrants, who come to this country to work in a variety of jobs, also need courses, most of all in English, so that they can learn to communicate with English people, but also in the customs, practices and traditions of this country which it would be to their advantage to adopt. Many local education authorities are already taking a keen interest in providing appropriate courses, although in some areas attendance is not always well maintained. The Department's circular suggests an intensification of these efforts by authorities, and looks to employers, trade unions and all others concerned to encourage and support them in any way they can. In particular, authorities should bring their educational facilities to the attention of immigrants by providing publicity leaflets and notices for display at local employment exchanges and in other places likely to be frequented by immigrants. They should also seek the co-operation of leaders of local immigrant communities and associations in making facilities known to their members.

49. Increasing interest is being taken in the new problems that have become evident in the teaching of immigrants, and many people feel the need for further research and for the development of new materials and teaching aids. In addition to research
which is already in progress and the experimental use in some areas of such aids as language laboratories, discussions are taking place about the possibility of using the resources of educational broadcasting both television and radio, to stimulate active interest among the immigrants themselves, and to promote their integration within the community.

50. Service by young people, not only overseas but also to the community in this country, is an accepted and growing feature of the youth service. The co-ordination of this activity is now being considered by a Committee of the Youth Service Development Council. Service with immigrant communities is already undertaken by some young people, and its development is to be encouraged.

51. As time goes on, further local and regional courses and conferences will be arranged by local education authorities to discuss all aspects of the education of immigrants, and to assist in the co-ordination of the work being done by the authorities themselves and by voluntary liaison committees and other groups on which immigrants are represented.

Employment

52. The great majority of immigrants are fully employed, working in a wide range of occupations in many industries. Nevertheless there are indications that, in certain respects, discrimination still persists.
This complex issue is being tackled in a number of effective, if unobtrusive, ways. First there is the work of the Employment Exchanges. The Government make it a rule that an employer who attaches discriminatory conditions is not to be helped by the Exchanges to fill vacancies if it appears that he is acting out of personal prejudice and that he is intransigent. But indications of discrimination in notifying vacancies also give the Exchange the chance to make a positive contribution by finding out what is at the root of the trouble so that they can try by persuasion and reasoning to ease the way to a better understanding and attempt to overcome any difficulties that may exist. In this way considerable progress has already been made and will continue to be made. The Youth Employment Service has also been making vigorous efforts to help Commonwealth immigrant school-leavers to obtain employment and training suitable to their abilities on equal terms with other young people, and these efforts have met with a welcome measure of success. The Trade Unions have declared themselves unequivocally against discriminatory practices. Many of them have promoted valuable educational activities for immigrants themselves or to help others to understand immigrant problems. There is scope for collaboration between managements and trade unionists, especially at the local level, in developing mutual understanding between immigrants and the host community at the work place and the Government intend to do everything possible to forward this process.

Health

Any discussion of immigrants and the health services must begin with a recognition of the valuable contribution made by immigrants towards the staffing of these services. The efficient running of our hospitals in particular, depends in no small measure on the service given by doctors, nurses, domestics and other staff drawn from all parts of the Commonwealth. The Government gratefully acknowledge the essential contribution they make to the well-being of the whole community, and are glad to feel that those who later return home obtain experience here which will be of value to them in their own countries.
55. This paper has already described measures which the Government propose to take to require immigrants to produce evidence of having undergone medical tests in their own country, to improve health checks at our ports of entry and, where necessary, to make reference to a Medical Officer of Health, with a view to obtaining necessary medical treatment, a condition of entry. It must, however, be recognised that even with the introduction of these measures, many immigrants will, for a variety of reasons, continue to impose a relatively heavy burden on the health services. Their needs are different in degree rather than in kind but they require the special attention of the responsible authorities even though the general objective must be to meet them in the same way as the needs of other citizens.

56. There is first of all the general problem of communication. Many immigrants speak no English and some of them are illiterate; this means the expenditure of a disproportionate amount of time by the staff who have to deal with them. Much can be done by the employment of suitable members of the immigrant communities themselves to work as health visitors, home nurses or midwives, welfare officers and home helps or to assist local authority and hospital staffs in other ways.

57. The main problem presented to local authorities is the detection and prevention of tuberculosis. The incidence of the disease has been found in several areas to be appreciably higher among Asian immigrants than in the rest of the population. To a limited extent the disease has been brought by the immigrants themselves but its incidence is for the most part the result of their living conditions in this country. Local authorities have been active in arranging for chest X-rays for adult immigrants by miniature radiography or otherwise, and for tuberculin testing.
and B.C.G. vaccination of children. Medical Officers of Health were advised in April by the Chief Medical Officer of the Ministry of Health to apply these arrangements to all immigrant children and to newly arrived adults (with X-ray and supervision if necessary for positive reactors). B.C.G. vaccine for these purposes is supplied free by the Ministry of Health.

58. One of the main pressures that Commonwealth immigrants exert on local hospital facilities arises from the fact that their poor housing conditions are unsuitable for home confinements and that this leads to a heavy demand for hospital maternity beds. The hospital building programme is currently under review by Regional Hospital Boards, and this will take account of all the factors, including the presence of immigrants, which are relevant to the provision of a hospital service. Since the resources available for hospital building are not enough to meet present needs, it will be necessary for Boards to determine priorities in order to deploy these resources in the areas of greatest medical need of the population of an area as a whole, without discrimination. The hospital building programme should thus ensure that the adequacy of the hospital service in a particular area will not depend on the country of origin of its population. It must, however, be recognised that there may be pressures on hospitals in certain areas for several years until the necessary hospital building schemes can be planned and executed.

59. A special problem is that of the care of the young children of immigrant mothers who are at work. Child-minding is sometimes arranged in unsuitable surroundings and in unsatisfactory care. Local authorities were asked in April to review their arrangements for inspection and supervision and to report to the Minister of Health by 31st July.
Information

60. The Milner Holland Committee drew attention to the unfortunate consequences of the fact that Commonwealth immigrants arrive in this country with very little knowledge of housing conditions, of the rights and duties of landlords and tenants in this country, and of the pitfalls which lie in the way of unwary house purchasers. Similarly, there are many other aspects of life in this country which immigrants have difficulty in understanding, for example their rights and responsibilities under the provisions of our various health acts. A number of local authorities already produce leaflets on various subjects in different languages and the Government are examining the need for supplementing this material by centrally-produced leaflets or in other ways.

Financial assistance for local authorities

61. At present the main local services which may be under pressure in areas where immigrants have settled (housing, education and health) are assisted either through the General Grant or by specific subsidies or grants. The formula by which the General Grant is distributed is related to the population of each local authority area and is weighted to take account, among other factors, of the proportion of old and young (including school children) in the population. Thus if the total (or the child) population in an area is increased for whatever reason, the normal machinery will take this into account in distributing the grant to local authorities for them to use according to local needs. In the case of housing, subsidies and grants from the Exchequer are directly related to specific local authority projects so that increased capital expenditure by a local authority in this field will automatically attract increased Government assistance.

62. In some areas, however, the local authority will need to undertake special commitments, for example, the employment of extra staff, in order to ease those pressures on the social services which arise from differences in language and cultural background and to deal with problems of transition and adjustment. Where need can be shown, the Government propose to give such local authorities special financial help towards expenditure incurred for these purposes.
Voluntary Liaison Committees

63. None of the difficulties referred to above will be resolved without a positive effort on the part of all concerned, especially locally in those areas where immigrants have settled in substantial numbers; but such effort needs to be properly directed. The Government are much impressed by the importance of the work being done to this end by certain voluntary committees which provide the necessary focal point in their areas for the co-ordination of effort and a channel for the exchange of information, ideas and experience. Above all they help to create a climate of mutual tolerance in which the stupidity of racial prejudice cannot survive.

64. The committees have a variety of names. Several are called "International Friendship Councils"; other names are "Commonwealth Citizens Consultative Committee", "Council for the Welfare of Coloured Citizens", "Co-ordinating Committee for Work among Commonwealth Immigrants" and so on. For the purposes of this White Paper they are described as voluntary liaison committees.

Regional Committees

65. In some areas regional committees have been formed to co-ordinate information, experience and ideas. There are at present three such regional organisations, the Immigrants Advisory Committee set up by the London Council of Social Service for the London Boroughs, the Commonwealth Welfare Council for the West Midlands, and the Yorkshire Working Group on Immigrants set up under the auspices of the Yorkshire Council of Social Service.

National Committees

66. At the national level the Commonwealth Immigrants Advisory Council under the chairmanship of Lady Reading was appointed by the Home Secretary in 1962 to advise him on any matters which he might refer to it from time to time affecting the welfare of Commonwealth immigrants in the United Kingdom and their integration into the community. On its recommendation the National Committee for Commonwealth Immigrants was set up on 1st April 1964.
67. The work of the National Committee consists largely in providing advice and information. It also has an important function in assisting in the formation of local liaison committees and regional organisations. On the 1st April, 1965, the National Committee held a meeting of representatives from the voluntary liaison committees at which there was general agreement on the need for the full exchange of information and advice and of the desirability of regular meetings of representatives of the liaison committees under the auspices of the National Committee.

**Conditions for success**

68. To be successful liaison committees must satisfy three conditions. First, the whole enterprise must be regarded as a joint project in which immigrant and host community are both fully involved. Second, although they are essentially the product of voluntary effort, the committees must have the full backing of the local authorities, who should not only support them in principle but should also take an active part in their work, give them adequate financial help and where necessary provide somewhere for them to meet. Third, the committees must be non-sectarian and non-political. They must include representatives of, or maintain close association with, all the main religious bodies and political parties and as many as possible of the various local organisations, both statutory and voluntary.

**The functions of Voluntary Liaison Committees**

69. The work of voluntary liaison committees falls under three main headings: information, education and welfare.
70. Accurate information about the situation in a particular area is necessary if effective work is to be done. Circumstances vary from place to place and it is an essential function of a voluntary liaison committee to identify accurately the main problems which exist in its own area and to propose positive measures for their solution.

71. Voluntary liaison committees should take steps to promote public education. Many of the social tensions which exist arise from ignorance and a readiness to believe unfounded rumour. A voluntary liaison committee can provide a forum in which people of different racial origins can meet to discuss their difficulties and learn to understand each other's background and traditions and where the structure of British society can be explained to the immigrants. Much can be done by sponsoring inter-racial projects of an imaginative kind and by encouraging immigrants to make full use of the vocational and educational facilities available to them and to take a full share in public life.

72. Voluntary liaison committees can also usefully help immigrants with personal welfare problems but an important principle to be borne in mind is that the object should be to help immigrants to use the ordinary facilities of social service provided for the whole community. It would be a mistake to build up any permanent form of special service for immigrants which would encourage and perpetuate separation.

73. Under the Race Relations Bill, local conciliatory committees will be set up by a central Race Relations Board to enquire into complaints of racial discrimination. Their functions must
however be distinguished from those of the voluntary liaison committees whose function is essentially the co-ordination of local effort and the positive promotion of goodwill, not the implementation of the statutory requirements of the Race Relations Bill.

The Future
74. The Government recognise that local conditions vary considerably and that complete rigidity of principle and standardisation of organisation are neither possible nor desirable. The present system is flexible and this flexibility should continue. The Government believe, however, that there is a need for closer co-ordination of effort on a national basis and in particular a need for some tangible evidence of Government support for the existing network of voluntary liaison committees and for the creation of additional committees in other areas where substantial numbers of Commonwealth immigrants have settled.

75. The Government intend to establish a new National Committee for Commonwealth Immigrants which will be composed of individuals who are able to bring special knowledge and experience to bear on the problems arising from Commonwealth immigration. This will replace the existing National Committee. Its finances and staff will be such that it will be able to expand existing services to the voluntary liaison committees and the regional organisations. The need for a wider sharing of experience has clearly been shown and it is important that the new National Committee should be able to build up a comprehensive body of doctrine which can be flexibly applied to a variety of local situations, extend the range of existing information work, organise conferences of workers in the field, arrange training courses, stimulate research and the examination by experts of particular problems, and generally promote and co-ordinate effort on a national basis.
76. The Government take the view that the work of the National Committee should not be directly under Government control since its main stimulus must come from the harnessing of voluntary effort, and a degree of autonomy is necessary if the Committee is to remain free from party political influence and other partisan pressures; but the Government propose to maintain close liaison with the work of the Committee and to associate itself fully with the Committee's efforts.

77. The Government consider it of the first importance that each voluntary liaison committee should be served by a trained, full-time, paid official who should be the direct servant of the committee. As evidence of its wish to give tangible support to the committees, the Government is prepared, on certain conditions, to make a grant towards the salary of such an official available to each voluntary liaison committee through the National Committee. The first condition will be that the voluntary liaison committee concerned can demonstrate to the satisfaction of the National Committee that the person they propose to employ is fully competent to carry out the particular work which he or she will be called upon to perform. Secondly, such a grant will be available where the local authority concerned provides adequate office accommodation and secretarial support for the official appointed. Where these conditions are satisfied, voluntary liaison committees already employing a suitable officer will be eligible to apply for the proposed grant. It will be one of the functions of the National Committee to assist in the recruitment and training of suitable officers where they are not otherwise available to the local committee.
78. The Government wish to pay tribute to the valuable work of the Commonwealth Immigrants Advisory Council since its formation in 1962. Its members, under the chairmanship of Lady Reading, have devoted much time to the study of questions affecting Commonwealth immigrants and have produced three important reports*; but with the arrangements made for co-ordinating Government activities relating to the integration of Commonwealth immigrants (Official Report: 9th March, columns 248-249), with the proposals for a new National Committee for Commonwealth Immigrants and with the general increase in the last few years of study and research into the various problems which have arisen, the role of the Council needs to be re-examined.

79. The Government consider that the advice which the Council has hitherto made available to the Government can in the future be most effectively provided as part of the work of the new National Committee and therefore intend that the functions of the Council should now be included in those of the new committee.

Conclusion

80. The good name of Britain, our relations with other members of the Commonwealth, and, above all, justice and common humanity, demand that Commonwealth immigrants in this country should be absorbed into our community without friction and with mutual understanding and tolerance. The Government believe that the good sense of the British people will prevail and that this will be achieved. The above paragraphs outline some of the steps which the Government will take to speed the process; they are sure that in this effort they will be able to rely on the full co-operation of all the national organisations, local authorities and voluntary organisations concerned and of the immigrants themselves.

* Cmd. 2119, 2256, 2458
ANNEX B

DRAFT STATEMENT OF GOVERNMENT POLICY

The Government have had under review the whole subject of Commonwealth immigration, including the control of entry into the United Kingdom and the integration of immigrants in this country into the community. A White Paper covering both these aspects is being issued this afternoon.

2. The Government have had the advantage of Lord Mountbatten's Report on his Mission to the Commonwealth countries principally concerned, and the discussions which were held with some Commonwealth Prime Ministers when they were recently in London. We recognise the very valuable contribution that workers from other parts of the Commonwealth are making to industry and the staffing of our social services; and visitors and students from other Commonwealth countries are always welcome here. But nearly everyone, both in this country and in the Commonwealth as a whole, appreciates that there is a limit to the number of immigrants that this small and overcrowded country can absorb. We have come to the conclusion that new measures are necessary if that limit is not to be exceeded.

3. The Government have decided that there must be a reduction in the rate at which vouchers are issued to enable Commonwealth citizens to come here for employment and, as from today, the rate will be reduced from 26,880 a year to 7,500 a year. In addition, however, a temporary allocation of 1,000 vouchers a year, to be reviewed after two years, will be made available for Maltese workers in view of our special obligations to Malta. Applications will continue to be entertained under Category B of the scheme for persons with certain special qualifications or skills, though on a more restricted basis than in the past. The remainder of the vouchers will be available under Category A, that is for workers who, whatever their
qualifications, have specific jobs to come to, subject to a limitation of 15 per cent on the share of those to be issued to any one Commonwealth country. No vouchers have been issued since September 1964 to applicants in Category C, i.e. the category for persons who wish to work here but do not qualify under Categories A or B, and it has now been decided that no further vouchers will be issued to applicants in this category.

4. We propose no change in the present statutory rights of wives and children under 16 to accompany Commonwealth immigrants to, or join them in, this country; but, save in exceptional circumstances, we are with drawing the present concessions enabling any child aged 16 but under 18 to join a parent, and any child under 16 to join a close relative other than a parent, in this country. With a view to preventing evasion, immigration officers will be instructed to apply strict tests of eligibility, and will take into account whether the would-be entrant produces on arrival an entry certificate issued in the country of origin.

5. It has also been decided that in future immigrants should normally be expected to produce evidence of having undergone a medical test in their own countries.

6. We shall also seek a wider power in the coming session to secure that, at the discretion of the immigration authorities, any immigrant, including dependants, may be medically examined at the port of entry and may be required as a condition of admission to report to a Medical Officer of Health with a view to medical treatment being arranged.

7. In addition, we shall seek new powers to combat evasion of the control, including an extension of the Home Secretary's power to repatriate Commonwealth citizens.

8. It is a cardinal principle of the Government's policy on Commonwealth immigration that immigrants have exactly the same rights and responsibilities as any other citizens.
9. At the same time it is only honest to recognise that the presence in this country of a number of immigrants with differing cultural and social backgrounds, and in particular their concentration in a few areas where there is already a housing shortage and pressure on the social services, has given rise to a number of difficulties. The main problems are referred to in the White Paper under the four broad headings of housing, education, employment and health. There is no dramatic short-term solution to any of them, but we are determined to do what we can to speed up the processes whereby Commonwealth immigrants are fully accepted into our community and the present difficulties are resolved.

10. We recognise that there are certain special pressures on the social services in some areas not just because of an increase in numbers but because of differences in language and cultural background. These special difficulties can require the employment of additional staff who can, for example, speak one or more of the immigrants' languages or who can do the extra work involved in providing a link between the school and the immigrants' homes. Where the need can be shown we shall be prepared to give financial assistance to local authorities who employ such staff.

11. The key to removing social tensions lies in action at the local level in which the local authority, the voluntary organisations and the immigrants themselves are all fully involved. The Government have been much impressed by the valuable contribution being made by voluntary liaison committees in certain areas. The Government hope that similar committees will now be set up in other areas where immigrants have settled but where no committees as yet exist. As evidence of our intention to encourage these committees in their work we shall be prepared, on certain conditions, to make a grant available to voluntary liaison committees towards the salary of a trained, full-time, paid official.
12. While recognising that local conditions vary, the Government consider that there is also a need for closer co-ordination of effort on a national basis. To this end we propose to establish a new National Committee for Commonwealth Immigrants which will replace the existing National Committee and which will be composed of individuals who are able to bring special knowledge and experience to bear on the problems arising from Commonwealth immigration. It will be the function of the new committee to co-ordinate the work of voluntary liaison committees, to extend the range of existing information work, to organise conferences, arrange training courses, stimulate research and the examination by experts of particular problems and generally to promote and co-ordinate effort on a national basis.

13. The Government wish to pay tribute to the valuable work of the Commonwealth Immigrants Advisory Council under the chairmanship of Lady Reading. We have, however, decided that the advice which the Council has hitherto made available to the Government can in future be most effectively provided as part of the work of the new National Committee. We therefore intend that the functions of the Council should now be included in those of the new committee.

14. The Government are determined to ensure that Commonwealth immigrants are absorbed into our community without friction and with mutual understanding and tolerance. We believe that we shall be fully supported by public opinion and can rely on the full co-operation of all the national organisations, local authorities and voluntary organisations concerned and of the immigrants themselves.