CABINET.

LONDON TRAFFIC BILL.

Memorandum for the Cabinet by the Parliamentary Secretary to the Ministry of Transport.

1. As the Cabinet is aware the question of the increasing congestion of London traffic has assumed an urgent aspect and the Government is being pressed by all parties in the House of Commons and by the Press to find some solution to the problem.

2. The subject has received consideration from a number of Commissions and Committees during the past 18 years. The Royal Commission on London Traffic, 1905, the Select Committee on Motor Traffic, 1913, and the Select Committee on Transport (Metropolitan Area), 1919, in their reports all advocated the setting up of a London Traffic Authority. Finally in 1920 the Departmental Committee on London Traffic under the Chairmanship of the late Mr. Kennedy-Jones, appointed by the then Minister of Transport, recommended the creation of an executive authority as a permanent statutory body under the Minister of Transport with power to deal with all matters connected with London Traffic. The objections to this proposal were that it would place a considerable charge on the Exchequer for what may be regarded as a local service, and would remove from the control of the local authorities an important section of the work which is included in the term "local government services". For these reasons and also in view of the general financial situation, it was decided not to proceed with this scheme at the time, and efforts were made instead to obtain an unopposed Bill of a temporary character. The difficulties in obtaining an agreed measure proved insurmountable in 1920, and in 1921 the matter was shelved pending the report of the Royal Commission on London Government presided over by Lord Ullswater as it was clear that if the
Commission reported in favour of a Greater London Authority, that body would become the required Traffic Authority.

3. Lord Ullswater's Commission has now reported and in view of their recommendations with regard to transport, I have decided not to pursue the suggestion of a Traffic Authority with executive powers, but to recommend instead that certain additional powers should be conferred upon the Minister of Transport over an area covering a radius of about 25 miles from the metropolis, and that the Minister should exercise those powers on the advice of a London & Home Counties Traffic Advisory Committee composed as follows:

A Chairman appointed by the Minister of Transport.

1 Representative of the Home Office.

1 " " London County Council.

1 " " Corporation of the City of London.

1 " " Metropolitan Borough Councils.

1 " " County Councils of Kent, Essex, Herts, Surrey, Middlesex, Bucks, and Berks.

1 " " County Borough Councils within the traffic area.

1 " " Metropolitan Police.

1 " " Labour engaged in the transport industry in the traffic area.

3 members appointed by the Minister after consultation with the interests concerned, including

(i) the associated Underground Railway and Omnibus Undertakings,

(ii) other railways in the traffic area,

(iii) users of horse and mechanical road vehicles within the traffic area.
The Committee would be unpaid and the Secretary and any necessary minor staff would be officials of the Ministry of Transport. As the Committee would only consider regulations or other matters referred to them by the Minister, the technical and administrative work in connection with those matters would be done by the ordinary staff of the Ministry. All this work is either an extension of or very closely connected with work already being done.

4. Powers of the Minister.

The powers proposed to be conferred upon the Minister are:

(1) To call for half yearly returns from the Highway Authorities of their proposed programmes for the forthcoming six months of street improvements on certain specified streets which would be the main through routes, and to make Orders specifying the times at which each of these works shall be commenced in order to avoid simultaneous blocking of alternative routes.

The major part of the programmes of the Highway Authorities already come to the Ministry in connection with the classification grant and the engineers of the Ministry already make suggestions to avoid the simultaneous blocking of alternative routes but they have no power to enforce their suggestions.

(2) To extend to all road authorities in the area the power already possessed by those in Middlesex of fixing a building line on arterial roads. This power is urgently needed to prevent the encroachment of buildings on land which will undoubtedly be required for road enlargement in the future. The assistance of the Ministry will be necessary in defining this line but this is already part of the ordinary work of planning arterial roads.
(3) To make regulations with regard to

(i) general control of traffic, e.g., prescribing the routes to be followed by particular classes of traffic, the speed of different classes of vehicles, rules as to precedence, conditions of loading and unloading, delivery of goods, collection of refuse, etc.

(ii) vehicles of special descriptions, waiting, unattended or broken-down vehicles, cab ranks, hackney carriages not hired and not on a cab rank.

(iii) obstructions to traffic, e.g., lighting and guarding of street works, erection of works likely to hinder the free circulation of traffic, queues, etc.

Each regulation would be laid before Parliament as soon as it is made, and may be annulled by His Majesty in Council if an address is presented against it within twenty-one days.

5. Other duties of the Advisory Committee.

In addition to advising the Minister in the exercise of those new powers, it will be the duty of the Committee to report to him on any matter referred to them in connection with any of his powers in relation to traffic on streets in the traffic area, and, inter alia, on Private Bills affecting traffic, including railways bills; schemes for new systems of transport and the improvement or extension of existing systems, including the power to suggest the allocation of expenditure falling on the highway authorities among all the authorities in the area. Such a suggested allocation would have no binding force but would form a basis for negotiation in the case of larger schemes requiring special legislation.
It is not anticipated that in the case of minor schemes which could be done without special statutory powers, contributions will be required from the whole area.

6. **Conditions on Licences for Stage Carriages.**

It may be that in order to cope with London Traffic with full effect there should be a power to limit the number of omnibuses on the streets. To take such a power at the moment would be to confirm definitely the monopoly of the London General Omnibus Company and would entail obvious political difficulties. After discussion with the Police Authorities it is considered that the necessary alleviation can be obtained by conferring on the licensing authorities in the area, i.e. the Metropolitan Police, the County Boroughs and other authorities having licensing powers in that part of the area not covered by the Metropolitan Police, a power to "define routes" both as regards their course and terminal points. A condition would then be attached to licences that omnibuses must run only on these defined routes (or such of them as are suitable for the type of vehicle) and if necessary further conditions may be the maintenance of a regular service and the observance of a time-table. By those means it is anticipated that undue crowding of particularly profitable central streets would in fact be avoided, and there would be free competition on equal terms.

It is proposed that the existing licensing authorities should carry out this work subject to appeal to the Minister who would refer the matter to the Advisory Committee.
At present licensing authorities, other than the Metropolitan Police, may refuse licences and an appeal lies to the Minister under Section 14 (3) of the Roads Act against any such refusal. There is no legal power to attach conditions, apart from the fitness of vehicles, to licences, though in practice the power of refusal enables conditions to be imposed. The new proposal is to confer on authorities in the traffic area a definite power to impose conditions and to give to the Metropolitan Police a similar power though not a power of refusal. It will be seen that the administrative work in connection with this proposal would fall on the licensing authorities as at present, and the duty of the Minister and the Committee would be confined to the hearing of appeals.

7. Expenses.

As previously explained many of the duties in connection with the new powers are complementary to the ordinary duties of the Roads Department. Special powers for making regulations for the London streets are required in the interests of road, and particularly mechanically-propelled, traffic, and the special circumstances in London, being the Capital and having many highway authorities who are not either the police authorities or the licensing authorities, justifies a differentiation between London and the rest of the country. The conditions are so special that I do not think the establishment of this committee could result in valid demands for similar treatment by other areas. I suggest that the expenses of the Committee including the additional staff required by the Ministry of Transport should be made a charge on the Road Fund. I do not think that this expenditure should exceed in the first instance £10,000 a year, but it must be recognised that the satisfactory solution of the problem of London traffic must involve technical
and administrative work requiring considerable special staff.

8. A scheme on these lines has been discussed with most of the important interests concerned, and a certain measure of agreement has been reached. With the permission of the Prime Minister I announced in the House that I hoped to be able to make a statement before the recess. I should be glad therefore of the approval of the Home Affairs Committee to the introduction of a Bill on these lines, and of their authority to state in the House that it will be introduced in the Autumn session.

(Initialled) W.A.

24th July, 1923.
Make further provision for the control and regulation of traffic in and near London, and for purposes connected therewith.

Be it enacted by the King's most Excellent Majesty, by and with the advice and consent of the Lords Spiritual and Temporal, and Commons, in this present Parliament assembled, and by the authority of the same, as follows:

1.—(1) For the purpose of giving advice and assistance in manner provided by this Act to the Minister of Transport (hereinafter referred to as the Minister) in connection with the exercise and performance of his powers and duties in relation to traffic within the area described in the First Schedule to this Act (hereinafter referred to as the London Traffic Area) there shall be constituted a committee, to be called the London and Home Counties Advisory Committee and hereinafter referred to as the Advisory Committee, consisting of a chairman appointed by the Minister and eleven other members appointed as follows:

One member appointed by a Secretary of State:
One member appointed by the London County Council:
One member appointed by the Corporation of the City of London:
One member appointed by the Minister from amongst nominees selected by the councils of the several metropolitan boroughs:

One member appointed by the Minister from amongst nominees selected by the councils of the administrative counties of Middlesex, Kent, Surrey, Essex, Hertfordshire and Buckinghamshire:

One member appointed by the Minister from amongst nominees selected by the councils of the several county boroughs within the London Traffic Area:

One member representative of the metropolitan police appointed by a Secretary of State:

One member representative of the interests of labour engaged in the transport industry within the London Traffic Area appointed by the Minister after consultation with such bodies representative of those interests as he may think fit:

Three members representative of the interests herein mentioned appointed by the Minister after consultation with such bodies representative of those interests as he may think desirable; and of those members one shall be representative of the Associated Underground Railway and Omnibus Undertaking within the London Traffic Area; one shall be representative of the other railway undertakings wholly or partly within the London Traffic Area; and one shall be representative of the users of mechanically propelled and horse-drawn road vehicles within the London Traffic Area.

(2) The first members of the Advisory Committee appointed shall hold office until the first day of May, nineteen hundred and twenty-five, and shall then retire, and subject to the provisions as to the term of office of persons appointed to fill casual vacancies, persons subsequently appointed shall hold office for three years and shall then go out of office; but a person going out of office may be re-appointed.

(3) On a casual vacancy occurring on the Advisory Committee by reason of death, resignation, or otherwise, the vacancy shall be filled by the appointment of a new member in like manner as the member in whose place he is appointed, and he shall hold office until the time when the member in whose place he is appointed would have gone out of office, and shall then go out of office.
(4) The Minister may place at the disposal of the Advisory Committee the services of such of his officers and servants as appear to him to be required for the purpose of the proper discharge of the duties of the Committee.

(5) The Advisory Committee shall make an annual report of their proceedings to the Minister, which shall be laid before Parliament.

(6) The proceedings of the Advisory Committee shall not be invalidated by any vacancy in their number or any defect in the appointment of any member.

2. It shall be the duty of the Advisory Committee to report to and advise the Minister upon such matters and questions as may be referred to them under this Act, or as the Minister may from time to time refer to them in connection with the establishment in the London Traffic Area of new transport systems, or the development, improvement, extension or co-ordination of existing systems, or the development, improvement or extension of the existing system of road communication in the London Traffic Area and in particular in connection with any of the matters mentioned in the Second Schedule to this Act.

3.—(1) In any case where the Advisory Committee think it desirable or expedient so to do, the Committee may, before advising and reporting to the Minister on any matter referred to them in pursuance of this Act, appoint one or more of their number to hold, or may if they think it advisable, themselves hold such public inquiry into the matter as they may think fit, and when one or more members of the Advisory Committee are appointed to hold the inquiry they shall make a report thereon to the Committee.

(2) The Minister may delegate to any one or more members of the Advisory Committee, or to the Committee themselves, the duty of holding any inquiry respecting any matter affecting traffic within the London Traffic Area which under any other Act the Minister is authorised or required to hold.

(3) Before any such inquiry is held the Advisory Committee shall give public notice of the date and place at which the inquiry will be held and of the matters to be dealt with at the inquiry, and any person affected...
may make representations to the member or members holding the inquiry, or in the case of an inquiry held by the Advisory Committee themselves to that Committee, and, unless in their discretion such member or members or the Committee consider it unnecessary, shall be heard at the inquiry.

(4) The Advisory Committee may, subject to the approval of the Minister, make rules for regulating the procedure at any such inquiry.

4.—(1) With a view that the times for the execution of works of road maintenance and improvement by various road authorities within the London Traffic Area may be so arranged as to mitigate as far as possible the congestion of traffic due to the closing of roads for the purposes of the execution of such works, it shall be the duty of every road authority within that area to submit to the Minister on or before the day of and the day of in each year a statement in such form and containing such particulars as the Minister may require of all such works of road maintenance and improvement proposed to be commenced and carried out by the authority during the periods of six months commencing on the first day of and the first day of next after the said day of and the day of respectively, as will involve the closing to vehicular traffic of the whole or any part of any of the streets to which this section applies for a longer period than at any one time, or the serious interference with traffic in any such street.

(2) The Minister shall refer all such statements to the Advisory Committee, and it shall be the duty of that Committee to consider the proposals contained in such statements in relation to one another and report to the Minister thereon; and the Minister, after considering the report, shall draw up a scheme prescribing the times during which the several works are to be commenced and the order in which they are to be executed, and if any of the road authorities refuse or fail to agree with the scheme, the Minister may, by order, confirm the scheme, either with or without modifications, and thereupon the scheme shall become final and binding on all the road authorities affected and shall not be subject to appeal to any court.
(3) With a view to securing that, so far as possible, all works involving the breaking up of streets by the Postmaster-General and water, gas, electricity, tramway and other undertakers having statutory powers to break up streets, shall be carried out at the same time as or in connection with works of repair and maintenance of streets, the Minister shall send to all such undertakers copies of the proposals of the road authorities received by him under this section so far as they relate to streets to which the powers of the undertakers extend, and of the scheme when made by the Minister; and where works of road repair or maintenance involving the closing of the whole or part of the street have been executed in accordance with any such scheme, it shall not be lawful for any such undertakers within six months of completion of those works to break up the street or part of the street so closed unless they prove to the satisfaction of the Minister that the works for the execution of which they require to break up the street could not reasonably have been executed whilst the street or part thereof was closed, and that it is essential that they should be executed or commenced within the said six months.

(4) Nothing in this section shall prevent any road authority or any such undertakers as aforesaid from carrying out works in any streets in cases of emergency.

(5) The streets to which this section applies are such streets or streets of such classes within the London Traffic Area as may be prescribed by an order made by the Minister.

5.—(1) Section sixty-four of the Middlesex County Council (General Powers) Act, 1921 (enabling a building line to be prescribed in certain cases), as set out and adapted in the Third Schedule to this Act, shall extend to the whole of the London Traffic Area except the administrative counties of London and Middlesex.

(2) The Minister before giving a certificate or consent under the said section, either as originally enacted or as extended by this section, shall refer the matter to the Advisory Committee for their report thereon.

6.—(1) Every authority having power to license omnibuses to ply for hire within the London Traffic Area or any part thereof may make regulations prescribing by reference to terminal points and to the course to be
A.D. 1923. followed between those points the routes (hereinafter called "prescribed routes") within the area of its licensing jurisdiction upon which regular services of omnibuses may be established.

(2) When licensing an omnibus to ply for hire within the London Traffic Area or any part thereof a licensing authority may, subject to the right of appeal to the Minister given by subsection (3) of section fourteen of the Roads Act, 1920, attach to any such licence a condition that the omnibus shall not ply for hire except upon prescribed routes and may also attach to such licence conditions with respect to the maintenance of a regular service and the observance of a time-table by the proprietor of the omnibus and also, but only on the ground that the omnibus is by reason of its construction or equipment unsuitable for use on such routes, a condition that the omnibus shall not ply for hire upon specified prescribed routes.

(3) If the proprietor of any omnibus to whom a licence subject to any conditions is granted fails to comply with those conditions he shall be guilty of an offence and liable on summary conviction to a fine not exceeding five pounds, and upon the conviction of the proprietor of an omnibus of a second or subsequent offence under this section the licensing authority may if they think fit revoke or suspend any licence granted subject to the condition with which the proprietor has so failed to comply.

(4) Nothing in this section shall render the proprietor of an omnibus liable to any penalty for any deviation from a prescribed route if he proves that the deviation was made in consequence of any regulation or directions made or given by a police authority.

7.—(1) For the purpose of relieving congestion and providing for the regulation of traffic in and near London, the Minister may make regulations to have effect in the London Traffic Area or any such part thereof and places and streets therein as may be specified in the regulations for any of the purposes or with reference to any of the matters set out in the Fourth Schedule to this Act.

(2) Any such regulations may provide for the repeal or suspension of any of the provisions of any local Acts,
byelaws, or regulations in force within the London Traffic Area which deal with the same subject-matters as the regulations made by the Minister.

(3) Any such regulations may provide for imposing fines recoverable summarily in respect of breaches thereof not exceeding in the case of a first offence twenty pounds, or in the case of a second or subsequent offence fifty pounds, together with, in the case of a continuing offence, a further fine not exceeding five pounds for each day the offence continues after notice of the offence has been given in such manner as may be prescribed by the regulations.

(4) Before making any regulations under this section, the Minister shall refer the matter to the Advisory Committee for their advice and support.

(5) Any regulation made under this section shall be laid before each House of Parliament as soon as may be after it is made, and if an Address is presented to His Majesty within twenty-one days on which that House has sat next after any such regulation has been laid before it praying that the regulation may be annulled, His Majesty in Council shall annul the regulation, and it shall thenceforth be void without prejudice to the validity of anything previously done thereunder.

8. The Minister may pay the reasonable travelling expenses of members of the Advisory Committee incurred in connexion with the holding of public inquiries under this Act, and those payments and all other expenses of the Minister under this Act shall be defrayed out of the road fund.

9. For the purposes of this Act unless the context otherwise requires—

The expressions "street" and "road" respectively include any highway and any bridge carrying a highway, and any lane, mews, footway, square, court, alley or passage whether a thoroughfare or not;

The expression "road authority" means in relation to any street or road the county council, borough council or district council for the time being charged with the duty of maintaining or repairing the street or road;
A.D. 1923. The expression "omnibus" includes every omnibus, char-a-banc, wagonette, brake, stage-coach, or other carriage (not being a tram car) plying for hire or used to carry passengers at settled fares.

10. This Act may be cited as the London Traffic Act, 1923, and shall come into operation on the day of
SCHEDULES.

FIRST SCHEDULE.

LONDON TRAFFIC AREA.

The Traffic Area shall include the following areas all as constituted at the date of the passing of this Act:

- The Administrative County of London;
- The Administrative County of Middlesex;
- The County Boroughs of Croydon, East Ham and West Ham;
- So much of the Administrative County of Berks as comprises:
  - The Borough of New Windsor;
  - The Parish of Old Windsor in the Rural District of Windsor;
- So much of the Administrative County of Buckingham as comprises:
  - The Urban Districts of Beaconsfield, Eton and Slough;
  - The Rural District of Eton;
  - The Parishes of Amersham, Chalfont St. Giles, Chalfont St. Peter, Chenies and Perra; Coleshill Hamlet and Soer Green Chapelry in the Rural District of Amersham;
- So much of the Administrative County of Essex as comprises:
  - The Urban Districts of Barking Town, Brentwood, Buckhurst Hill, Chingford, Epping, Grays, Thurrock, Ilford, Leyton, Loughton, Romford, Tilbury, Waltham Holy Cross, Walthamstow, Wanstead and Woodford;
- The Rural Districts of Billericay, Epping, Ongar, Orsett, and Remford;
- So much of the Administrative County of Hertford as comprises:
  - The Boroughs of St. Alban, Hertford and Watford;
A.D. 1923.

The Urban Districts of Barnet, Bushey, Cheshunt, Chorleywood, East Barnet Valley, Harpenden, Hoddesdon, Rickmansworth and Ware;
The Rural Districts of Barnet, Hatfield, Hertford, St. Alban’s, Ware, Watford and Welwyn; and the 5 detached part (lying between the Rural Districts of Ware and Epping) of the Parish of High Wych in the Rural District of Hadham;

So much of the Administrative County of Kent as comprises:
The Boroughs of Bromley and Gravesend;
The Urban Districts of Beckenham, Bexley, Chislehurst, Crayford, Dartford, Erith, Northfleet, Penge, Sevenoaks and Sidcup;
The Rural Districts of Bromley and Dartford;
The Parishes of Brasted (excluding the detached portion), Chevening, Dunton Green, Halstead, Kenting, Otford, Riverhead, Seal, Sevenoaks, Weald, Shoreham, Sundridge and Westerham in the Rural District of Sevenoaks;

So much of the Administrative County of Surrey as comprises:
The Boroughs of Guildford, Kingston-upon-Thames, Reigate, Richmond and Wimbledon;
The Urban Districts of Barnes, Beddington and 25 Wallington, Carshalton, Caterham, Chertsey, Coulsdon and Purley, Dorking, East and West Molesey, Egham, Epsom, Esher and the Dittons, Ham, Leatherhead, Merton and Morden, Mitcham, Surbiton, Sutton, The Maldons and Coombe, Walton-upon-Thames, Weybridge and Woking;
The Rural District of Epsom;
The Parishes of Bisley, Byfleet, Pyrford and Thorpe in the Rural District of Chertsey;
The Parishes of Dorking Rural, Effingham and 35 Mickleham in the Rural District of Dorking;
The Parishes of Addington, Bletchingley, Chelsham, Crowhurst, Farleigh, Godstone (except the detached portion). Limpsfield, Oxted, Tandridge (except so much of the said Parish as lies to the south of an imaginary straight line drawn from the point where the western boundary of the said Parish joins the southern boundary of the Parish of Godstone to the point where the eastern boundary of the said
Parish joins the southern boundary of the Parish of Crowhurst), Tatsfield, Warlingham and Weldingham in the Rural District of Godstone;
The Parishes of Artington, East Clandon, East Horsley, Merrow, Ockham, Pirbright, Sonad and Ripley, West Clandon, West Horsley, Wisley and Worplesdon; and part of the Parish of Compton in the Rural District of Guildford;
The Parishes of St. Martha (Chilworth) and Shalford in the Rural District of Hambledon; and
The Parishes of Betchworth, Buckland, Chaldon, Chipstead, Gatton, Merstham, Nutfield and Walton-on-the-Hill; and Kingswood Liberty in the Rural District of Reigate.

SECOND SCHEDULE.

PARTICULAR MATTERS WHICH MAY BE REFERRED TO ADVISORY COMMITTEE.

Particular matters which may be referred to Advisory Committee:

(a) The making of reports to Parliament by the Minister upon or in connection with any Private Bill which may affect traffic within the London Traffic Area or any part thereof;

(b) Schemes for new systems and means of transport or communication or for the development, improvement or extension of existing systems within the London Traffic Area;

(c) Schemes for co-operation between the same or different forms of road transport services, and between road transport and other means of transport with a view to the combined operation of all means of transport in the London Traffic Area in the best interests of the public;

(d) The fixing of building or frontage lines on roads and the provision for the future widening and realignment of roads within the London Traffic Area;

(e) The causes tending to hinder the free circulation of traffic on streets in the London Traffic Area and the measures to be adopted to remove such causes or to minimise their effects;
A.D. 1923.

(6) The desirability of the revision, simplification, codification and extension of existing enactments, orders, regulations and byelaws and of the initiation of new legislation with regard to or affecting traffic on streets in the London Traffic Area;

(7) The making of new orders, byelaws and regulations (including the fixing of speed limits) relating to traffic on streets in the London Traffic Area;

(8) The manner in which the cost of any scheme of road development improvement or extension should be apportioned amongst the various road authorities in the London Traffic Area;

(9) The exercise of any of the powers of the Minister from whatsoever source derived in relation to traffic on streets in the London Traffic Area.

THIRD SCHEDULE.

SECTION 64 OF THE MIDDLESEX COUNTY COUNCIL (GENERAL POWERS) ACT, 1921, ADAPTED.

64.—(1) If any road in any part of the London traffic area other than the administrative county of London or the administrative county of Middlesex, shall be certified by the Minister under the hand of the secretary or an assistant secretary of the Ministry of Transport, to be an arterial road, or a road as regards which such provision should be made to facilitate the future widening thereof to meet development of traffic, the Road Authority may, with the consent of the Minister, prescribe a building line (in this section called the “building line”) in such road or any part thereof.

(2) The building line which, in any case, the Road Authority propose to prescribe and define shall be distinctly marked and shown on plans to be signed by the surveyor of the road authority and deposited with the clerk of the council of the administrative county of Middlesex and the clerk to the local authority within whose area the whole or any part of such road is situated, or, if the road is situated in a county borough, with the clerk of the council of that borough, and such plans shall be at all reasonable times thereafter open for the inspection of the public without charge, and one month at least before the road authority formally prescribe and define the building line they shall cause notice in writing of the deposit of the said plans to be given to every owner of land affected whose name and address they can ascertain.
(3) It shall not be lawful to bring forward any building, construction, erection, nor any part thereof, nor any addition thereto, other than boundary walls or fences, nor to make any any permanent excavation in front of the building line.

5 (4) The road authority may at any time after the building line has been prescribed, on giving three months' notice in writing to the owner of any building or erection which, or any part of which, was beyond or in front of the building line at the date when the same was so prescribed require that such building or erection shall be pulled down set back or altered, so that the same shall not project beyond or in front of the building line.

10 (5) The Road Authority may by three months' notice in writing to all or any persons interested in all or any part of any land lying between the building line and the road require the persons to whom such notice is given to sell their respective interests in such land to the road authority and thereupon such persons shall sell and the road authority shall purchase the interests of such persons in the land in respect of which the road authority have given the notice.

15 (6) In the event of any building or erection being pulled down, set back, or altered in accordance with any requirement of the road authority under this section, or in the event of any building or erection being erected to the building line in any road (other than a street or part thereof in which at the time the building line is prescribed, there is a regular building line already defined by the character and position of the buildings erected therein), the road authority shall make compensation to the owner, lessee and tenant of any such building or erection, or to any of them for any loss or damage sustained by such owner, lessee or tenant by, or in consequence of, such building or erection being pulled down, set back or altered, or in consequence of any building or erection not being allowed to be erected in front of the building line, as the same may be.

20 (7) Any person who shall contravene any of the provisions of this section shall, for every such offence, be liable to a penalty not exceeding ten pounds and to a daily penalty not exceeding five pounds for each day on which such offence is continued after conviction in respect thereof.

25 (8) The provisions of the Acquisition of Land (Assessment of Compensation) Act, 1919, shall apply to the ascertainment of any compensation or purchase money payable under this section.

30 (9) The provisions of this section shall not extend or apply to any building, construction, erection, or lands belonging to a railway company and held by them for the purposes of the railway.
PURPOSES OR MATTERS FOR OR WITH RESPECT TO WHICH REGULATIONS MAY BE MADE BY THE MINISTER.

A.—General Control of Traffic.

(1) For prescribing the routes to be followed by all classes of traffic, or of any particular class or classes of traffic or vehicles, between any specified points, or between any specified times.

(2) For prescribing streets which are not to be used for traffic by vehicles of any specified class or classes either generally or at specified times.

(3) For prescribing the speed of vehicles, or of any class or classes of vehicles, and the relative position in the roadway of traffic of differing speeds or types.

(4) For prescribing the places where a vehicle may not turn for the purpose of proceeding in the opposite direction, or the places where a vehicle may only so turn under conditions prescribed by the regulations.

(5) For prescribing the conditions subject to which articles of unusual weight or dimensions may be carried by road, or loaded on to or unloaded from vehicles.

(6) For prescribing the conditions subject to which [sanitary vehicles, or] vehicles delivering or collecting goods or merchandise, or vehicles delivering goods or merchandise of any particular class or classes, may stand in streets, or any specified streets.

(7) For prescribing the conditions subject to which, and the times at which, vehicles may be used for collecting house and street refuse.

(8) For prescribing the rules as to precedence [or otherwise] to be observed as between vehicles proceeding in the same direction, or in opposite directions, or when crossing.

(9) For prescribing the conditions subject to which, and the times at which, horses, cattle, sheep and other animals may be led or driven on streets.

(10) As to the erection, exhibition, and removal of traffic notices, and the form, plan, and character of such notices.

B.—Vehicles of special descriptions.

(1) As to waiting vehicles.

(2) As to vehicles used for purposes of advertisement.

(3) As to broken down vehicles.
(4) As to unattended vehicles.

(5) As to cab ranks and ranks and stopping places of omnibuses, and other public conveyances.

(6) Cabs and hackney carriages not hired and being in a street elsewhere than on a cab rank.

C.—Obstructions to Traffic.

(1) As to the lighting and guarding of street works.

(2) As to the provision of sufficient headroom in the construction of new bridges over streets and the proper marking and lighting of structures across streets which do not provide sufficient headroom.

(3) As to the erection or placing or the removal of any works or objects likely to hinder the free circulation of traffic in any street.

(4) As to queues of persons waiting in streets for public vehicles or for admission to places of entertainment.
To make further provision for the control and regulation of traffic in and near London, and for purposes connected therewith.

26th July 1923.
In Paragraph 12(1) of my Memorandum CP.266(23) on the question of an Exchequer Grant for Necessitous Areas I stated my view that "no block grant from the Exchequer should be given in respect of the exceptional burdens caused by unemployment although assistance to Boards of Guardians should be continued on the lines hitherto followed, taking the risk that in certain cases it may not be possible to obtain repayment of loans to them".

Since this Memorandum was written, at the instance of the Chairman of Ways and Means and Sir Samuel Roberts, I have seen a representative deputation from Sheffield who developed with considerable cogency the arguments for exceptional treatment of their area, on the ground that while the rate burden in the district was maintained at its present level it would be next to impossible for the local industries to recover their foreign markets. It was, for instance, pointed out that according to an analysis made by Messrs. Vickers, the cost per ton of steel, after allowing for increased rateable value and reduced production, included £1.14.3 attributable to rates in the two half-years ended 30th September 1922 against 4s. in the two half-years ended 31st March, 1913. Similar evidence from other firms had been put before an Inspector of my Department last winter, when he was conducting an Inquiry into Poor Law administration.
at Sheffield. Incidentally I may remark here that this Inquiry indicated that the high expenditure on relief was not due to maladministration or unjustifiable laxity on the part of the Sheffield Board of Guardians in administering relief. I quote the Sheffield case because it is a good instance of the case of the necessitous areas which the Government have to meet from all parts of the House and not least from our own supporters from the industrial areas.

The demand for special assistance has been growing in intensity and I do not think it will be possible for the House to adjourn without the Government making some further positive statement of policy to deal with this difficult situation. Accordingly, I have put forward the following proposal for assistance along the line of policy already suggested namely of loans administered by the Goschen Committee:—it will be remembered that at present the main title to a Goschen loan is that the Guardians cannot themselves raise money except on prohibitive terms—

(a) Individual cases to be considered on their merits and save in very exceptional circumstances loan assistance not to be given in the case of any Union in which the rate in the £ for all purposes in any part of the Union is equivalent to a rate for a year of not more than 17s.6d. and the expenditure on the relief of the poor, including loan charges properly payable on loans already raised for current expenses, is equivalent to not more than a rate of 4s.6d. for a year.

(b) In any case in which there is prima facie ground for assistance under (a) the Guardians would be required to consider with the municipal authorities on whom they precept for the poor rate, what maximum rate
can reasonably be levied for the relief of the poor, having regard to the total rate burden in the area and other local circumstances.

(c) If the Ministry of Health is satisfied that the proposed rate is reasonable, as close a budget as possible would be required to be drawn for the ensuing half-year on the basis of the proceeds of the rate suggested and the estimated expenditure, after allowing for all possible economies.

(d) If this budget shows an estimated deficit the Ministry of Health would then sanction a loan for 5, 7 or 10 years, as the circumstances required, for a round sum approximately equivalent to the estimated deficit and the Guardians Committee would make advances as required during the half-year. (It is, of course, important that the loan should be fixed in amount before the expenditure is incurred).

(e) The question of terms as to payment of interest and repayment of loan would be considered in each case, the most favourable normally being postponement of payment of Interest and repayment of instalments of principal for three years from the date of the advance, though in some very special cases total remission may have to be allowed. The Guardians and local authority in an area where a loan is conceded would be informed that at the end of the period of postponement, the Ministry will review the then existing situation in consultation with them and decide what is fair and reasonable.

The above proposal is a rough and ready way of relieving the immediate rate burden in the hardest hit localities. I do not think that a strictly scientific
basis is at present attainable. The time for this will come when the question arises how far the loans are to be remitted. By that time I hope that the new Valuation and Rating proposals will be in operation since without them it is impossible to judge what the real financial burdens of the localities may be.

The above proposals are, it will be seen, simply an extension of the arrangements which have sufficed during the last two difficult years. Since the local authority will have to bear in mind the contingency of repayment, they will have an incentive to economy, the absence of which is so cogent an argument against any system of free grants in aid of poor law relief expenditure. It is probable also that no free grant which could be contemplated in present financial circumstances would afford as much assistance as can be given under these proposals or go so far in immediately relieving the rate burden on industries.

I estimate that the total cost of the scheme in the current half-year on the basis I have outlined should not exceed £1,000,000 for England and Wales. In succeeding half-years this amount will vary as conditions get better or worse, and I cannot, of course, judge when the arrangement can be brought to an end.

I ask for Cabinet sanction
(1) to the principle of the above scheme
(2) to my making a general statement on the subject including the proposals for the temporary remission of loan charges but without specifying the maximum period of three years which I have in mind in this connection. I should not, of course, at present refer to any
possibility of complete remission which may be necessary in certain cases;

(3) to the necessary amendment of the terms of reference of the Goschen Committee to be settled between the Chancellor of the Exchequer and myself.

N.C.

Ministry of Health,
Whitehall, S.W.1.

July 24th, 1923.