

Apart from its interest in relation to the review of adult education which is now going on, the report records the activities of the last session of the first post-war quinquennium, a period marked by striking advances in extra-mural work; and it appears at a time when further development has received its first check, through economies imposed by the universities themselves. The report is thus of value as a contribution to the stocktaking and reconsideration, in the light of recent experience, of possible lines of development, which are appropriate at the outset of a new quinquennium. The Council suggests that a stage of consolidation has now been reached after the rapid expansion of the post-war years; but it does not expect that consolidation will be possible at the peak of achievement. The warning that checks to the growth of adult education, mechanically applied, may have unforeseen and far-reaching consequences, and that interrupted development cannot be resumed at short notice, is the more impressive for the restraint with which it is expressed.

Nevertheless, the report points out, the universities of Great Britain are entering upon a period of great difficulty with greater strength in resources and reserves than at any previous terms. Apart from the increase in extra-mural staffs, the improvement in their conditions of service, and the greater support of the departments from their universities, grants from the Ministry of Education have increased from £71,000 in 1938-39 to £265,000 in 1951-52, an increase which reflects the encouragement given to adult education through the application of the principles of the Education Act of 1944. Much has also been due to the interest and encouragement of the Ministry of Education and its officers.

The debate on the scope, purpose and organization of liberal adult education continues unabated, and many of the reports on the session's work are marked by critical examination of the function and contribution of university adult education, having regard to the economic position of Great Britain. Generally the reports indicate an increasing concern with standards of work and an increasing response by the more serious students to the demands made upon them. While every extra-mural department has been paying increasing attention to standards of work, the figures show a slight decline, on averages, from previous levels, and it appears that here, and elsewhere, there is a greater range of performance than usual between the good and the less satisfactory students. Moreover, while the number of classes in Great Britain has greatly increased, the average enrolment in classes has decreased, and it appears to be more difficult to recruit students for long courses of study.

A distinctive feature of liberal adult education in Great Britain has been its rejection of patently utilitarian studies; but there are indications that in certain subjects—notably the social sciences and industrial relations—the offer of a qualification might stimulate demand. Examinations and qualifications, however, are exceptional features of extra-mural work, though, at least in longer courses, serious work is expected of students, and it is a tribute to their zeal that so much should have been done.

As regards present difficulties, the report suggests that conditions of full employment are not conducive to wide interest in adult education among manual workers. While radio and television are probably its strongest rivals, television is not regarded as necessarily harmful to adult class-work. More use could

probably be made of both television and sound-broadcasting as supplements to class teaching, and some questioning of the traditional methods of both organization and teaching is reported. There are signs that different approaches are already being made; but the traditional type of course is provided for the kind of student which is the particular concern of the Workers' Educational Association. The tutorial class was originally devised as a preliminary training for 'workers' deprived of any chance of more than merely elementary schooling, who wished to prepare themselves for the discipline of a course of university study. It rapidly became a substitute for both secondary and higher education for all those whose schooling had been restricted, and as such did notable work. It has now also become a course of study for those who have had reasonable educational opportunities, but who wish to take their education further or pursue some particular interest or study under guidance. The report gives no suggestion as to the Council's own views concerning the decisions which should be taken if economy enforces re-orientation or re-organization of extra-mural work. It indicates, however, that the university departments are fully alive to the issues involved, and the figures given in this report and its survey of subjects of study should materially assist an objective appraisal of the scope and functions of extra-mural work and adult education in the new context.

## CARNEGIE UNITED KINGDOM TRUST

### REPORT FOR 1952

IN spite of continuing restrictions on capital expenditure, the thirty-ninth annual report\* of the Carnegie United Kingdom Trust for 1952 reports good progress with several projects which involved building, notably for the rehousing of the Scottish Central Library and the provision or improvement of village halls. A building licence has also been granted for the Cheshire Foundation Home for the Sick, and it is hoped that the erection of a completely new home, specially designed for its purpose, and which may serve as a model for similar social enterprises elsewhere, will now proceed. A licence has also been granted for the boys' home to be provided by the West Ham Central Mission, and work started in November on this experiment with a country home for boys who had been in trouble or were likely to run into it. Grants during the year totalled £112,667, and the Trust work now appears to be proceeding on an adequate scale after the straitened years of the Second World War. In continuance of earlier surveys of juvenile delinquency, the Trustees have appointed Mr. John Mack, Stevenson lecturer in citizenship in the University of Glasgow, to make a survey of agencies active in this field and the difficulties which confront them. Mr. Mack was particularly asked to direct attention to any gaps in existing services and to indicate any effective action the Trustees might take by initiating genuinely pioneer work, whether preventive or remedial. Pending this report, the Trustees have already concluded that their most effective contributions will be found in their traditional field of practical experiment and demonstration.

\* Carnegie United Kingdom Trust: Thirty-ninth Annual Report, 1952. Pp. 32. (From the Trust, Dunfermline, Fife.)

While the Trust may plan projects and make specific assignments to selected institutions, it will not make grants to existing institutions in respect of their work as a whole, nor interest itself in purely local projects. The Trustees also conclude that juvenile delinquency is only one aspect of the much wider problem of family welfare. The term 'juvenile delinquency' will no longer be used for describing a special branch of Trust interest; any such schemes will from now onwards be included under 'Community Services and Social Welfare'.

The Trustees record that the actual expenditure on village halls increased from less than £12,000 in 1951 to more than £17,000 in 1952, and they express the hope that all the promises made, totalling £80,000 in respect of eighty-four schemes, will have been fulfilled before the end of the present quinquennium. Full reports on two experiments in rural case-work, in Oxfordshire and in parts of Northumberland and Durham, indicate the reality and urgency of problems of family welfare in the countryside and the serious lack of co-ordination of effort among the agencies concerned with welfare services. Two schemes in the programme of the Family Welfare Association are still in an early stage; but the work of the Family Service Units has now extended to Birmingham, Leicester, Sheffield and York and in cordial relations with the local authorities concerned.

Under "Education and Youth Services" a start has been made with the Taunton Museum scheme, which is distinguished for the quality of its collections and by the housing of them in a historic building. The Trust has provided £6,000, chiefly for the provision of cases and other display material, while the Pilgrim Trust has granted £3,000 for repairs to the fabric. Proposals for reorganization and improved display at thirteen other local museums have also been approved, and a grant has also been promised to the Outlook Tower Association of Edinburgh for the reorganization of the Scotland Collection in the Outlook Tower. A special and final grant of £7,500 was made to the National Central Library, and good progress was made during the year with the development of the machine designed to enable sighted people to communicate with those who are both blind and deaf. An investigation was also sponsored into the reactions of youthful audiences to films of various types.

## INSPECTORATE OF FACTORIES IN GREAT BRITAIN

### ANNUAL REPORT FOR 1951

**A** FEATURE of the annual report of the Chief Inspector of Factories for the year 1951 (Cmd. 8772; London: H.M.S.O., 1953; 6s. 6d. net) is a brief historical survey of changes in the industrial picture, so far as safety, health and welfare are concerned, during the fifty years since the consolidating Factory and Workshop Act was passed in 1901. Many changes in industrial location have taken place, and road transport has revolutionized the siting of factories, while the ever-increasing use of bicycles, omnibuses and other transport for the journey to work has made it much less essential to have the factory immediately close to the workers' homes. Many small firms have been amalgamated or swallowed up into large combines or have disappeared,

but the great bulk of premises under the Act remain small; for example, 90 per cent of the locksmith work in the Black Country is still carried on by small family businesses, only two factories employing more than a thousand and only eleven more than a hundred, most of them employing less than a dozen. Most chain-makers employ less than twenty, and in their works the only step made in mechanization is the substitution of electric for hand blowers.

The number of factories without power has declined continuously from 137,648 in 1901 to 26,464, while those with power are now 212,245 compared with 95,664 in 1901. Mechanization, moreover, has eliminated much of the grinding load of hard dirty work and heavy lifting, and the changed attitude to mechanization is illustrated by the advertisements of a large bakery, which in 1901 claimed that "all bread was made by hand" and in 1951 boasted of bread "not touched by the human hand". The external aspect of factories has changed considerably, as has the composition of the labour force; but a major contribution to the greater cleanliness of to-day has been made by the greater variety of paints available, and the use of vacuum cleaners and of more suitable floorings. The much better illumination of recent years has also been a valuable stimulus to cleanliness and good housekeeping, as have the provisions of the Factories Act, 1937, which made compulsory weekly cleaning and the daily removal of refuse.

All reports agree that improvements in lighting are among the most important benefits of the past fifty years; but although regulations made under the 1901 Act laid down a standard for sanitary accommodation, poor accommodation, badly maintained, is still found in multiple buildings in large towns. Although few local authorities carry out routine inspections, relations with the local authorities appear to be much more friendly than at the beginning of the century. The standards of air space were raised by the Act of 1937 to 400 cu. ft. per person from the 250 cu. ft. of the 1901 Act; but while much remains to be done in regard to process steam, great advances have been made in ventilation, more particularly in the application of local exhaust to remove dangerous dust or fumes. New risks, however, continually arise, and where the sanctions of the general law and voluntary action are insufficient, each new hazard has been dealt with by special regulations. Every year, too, brings fresh reports of improved methods of mitigating or eliminating high temperatures in such trades as laundries, glass works or steel works, and also of improved methods of securing adequately warm temperatures.

Already in 1901, though the steam engine was still the main driving-force in industry, in spite of considerable inroads by the gas engine, inspectors were commenting favourably on the rapid development of electric power; and during the past fifty years all other forms of motive power have gradually declined. The individual drive and the sectionalization of transmission machinery have greatly reduced the dangers from revolving transmission machinery, and during recent years much attention has been given to the spacing or re-spacing of looms. A great deal has been done since 1901 in the provision of guards; but, in spite of the further obligation of the 1937 Act in regard to fencing dangerous machinery, occupiers still complained in 1951 that they were obliged to add to the fencing of many machines. Legal provisions regarding the reporting of accidents have varied during the years so that no valid con-