Subject: FIRST REPORT OF SUB-COMMITTEE No. 1.

13th January, 1939

Immediately after the September crisis was over, we formed out of the Defence Committee a small sub-committee consisting of A.C.(E) (Chairman), A.C.(P), A.C.(PR), A.C.(R), D.P.A. and Mr. Stafford (Secretary). The duty of this sub-committee was to draw up a report based on the experience of the crisis which would make recommendations for procedure in future emergencies. This sub-committee presented its Report last week, and it was considered by C.(E) and myself last Wednesday. Certain small modifications were made, and I now submit the Report to Control Board with the recommendation that it should be accepted. I am very anxious that this Report, with any modifications which Control Board care to make, should be approved as soon as possible so that the sub-committee may work out details, particularly the final division of staff into lists. I should like to see this work completed at the end of January, and I should be grateful if we might devote time to a discussion of the Report at Controller's Board Meeting next Tuesday.

GHS/ARL
WAR TIME PROGRAMMES

FIRST REPORT OF DEFENCE SUB-COMMITTEE
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Members of Committee: A.C.(E)  A.C.(F)  A.C.(PR)  (represented at all meetings by P.R. Ex.)  A.C.(R)  D.P.A.  Defence Ex.

1. We were appointed by Minute No. 352 of the Defence Committee with the following terms of reference:

   (a) What programme units are required for a twenty-four hour single home service, an extended Empire and a new European Service on the basis that live programmes should be provided as soon as possible.

   (b) What staff is needed for these units.

   (c) That Staff List "A" should be drawn up to meet the needs of the first week of war; List "B" to cover staff who would stand by; List "C" those who definitely could be released in war time.

   (d) That this Committee should formulate its recommendations by as early a date as possible.

2. The most important and urgent part of our work was the division of the whole Corporation staff into three categories in accordance with para. 1(c) above. List "A" is intended to cover those staff who will be required for immediate duty at the beginning of war but they will not all, of course, be on duty at the same time, being divided into two or three shifts according to circumstances. List "B" refers to staff who are not required during the initial stages of an emergency but who are allowed to volunteer for those forms of National Service from which they can secure release at short notice in the event of the Corporation requiring their services. List "C" is clear from para. 1(c). A necessary preliminary to this division of staff is a decision as to the nature and extent of war time programmes.

Nature of War Time Programmes

3. The principal objects of war time broadcasting are:

   (a) the maintenance of public morale

   (b) the vehicle for official announcements and the radiation of reliable news.
The period immediately following the outbreak of war would be concerned primarily with (b). It is impossible to say how long this period would last, but a change over to complete war time programme planning could only come gradually over a period of some weeks.

The maintenance of public morale should be the principal aim of war time programmes and for this the continuance of a reliable news service is obviously of first importance. It will be necessary, however, to be in a position to provide with few exceptions, all the types of material which are found in our ordinary programmes. It should be noted that this view of the importance of our entertainment programmes is strongly held by the Home Office.

4. It is clear, however, that while the need for good entertainment is accepted, a point of fundamental importance is whether it will be necessary to maintain the same programme standard in war time as in peace time. It may be agreed that this is essential if the aim of broadcasting is to help maintain the morale of the public who has become used to well finished, and often elaborate, programmes and that the value of broadcasting in war time will be diminished, both inside and outside this country, if there is to be much reduction in the programme standard.

If a lowering of standard is allowed, then there might have to be a reduction in the number of that type of programme which requires considerable programme staff hours to write, prepare and produce. The effect of such a reduction both on the number of programme staff retained in war time and on the studio accommodation required is obvious.

We sought guidance on this question from Control Board who decided that we should submit proposals on the basis of good simple programmes without elaborations.

Extent of Home Programmes in War Time

5. The engineering plant could be operated for twenty-four hours out of twenty-four hours for a limited period, but this would be a heavy strain on the equipment and should be avoided if possible. We believe, however, that there will be need for night broadcasting for the benefit of night workers and for urgent news and announcements. We recommend, therefore, that there should be a single programme service for twenty-two hours, allowing two hours in the middle of the night (preferably not split up) for adjustments and maintenance. It will not be possible to institute such a service immediately on the outbreak of war because of the unavoidable short delay in arranging programme material and in drafting additional engineering staff to the transmitters. During this period of a few days while the necessary arrangements are being made we recommend a service from 7.00 a.m. to midnight with announcements every hour between midnight and 7.00 a.m. if these are asked for by the Government.
Extent of Empire and Foreign Programmes in War Time

6. At Daventry there are at present three high power, one medium power and two low power transmitters. Two more high power transmitters are being installed for Foreign Language broadcasts. When these are in operation it is the intention for peace time Empire and Foreign Language programmes to run the five high power and the one medium power transmitters, the two low power transmitters remaining idle. At present the transmission schedule extends from 0757 GMT to 0430 GMT. In our Summer, Transmission I begins earlier and there is a corresponding gap between Transmission I and Transmission II. The total hours of transmission per day are about 19, thus leaving 5 hours for engineering maintenance. This maintenance period should not be reduced to less than two hours and transmission hours would be adjusted accordingly.

7. It may, however, be desirable to bring back into service the two low power transmitters, rearranging both the Empire and Foreign Language (including European) programme schedules, to make the best use of eight transmitters retaining the two-hour maintenance period. There may be considerable difficulty in dovetailing the conflicting requirements of the Empire and Foreign Language Services, but there is a propaganda value in giving the widest coverage to bulletins in foreign languages. Two channels to Daventry will continue to exist and it will, therefore, be possible at any time to run the services separately.

Programme Material in War Time

8. We have found considerable difficulty in assessing the extent of programme simplification to conform with Control Board’s ruling, and the effect of this simplification on staff and accommodation. At the beginning of hostilities programmes will have to be of a simple character, but their scope and entertainment value should be gradually increased as circumstances permit. We think that all the programme producing departments should be kept in being, but in view of the uncertainty as to the severity and effect of a war, it is undesirable to attempt to lay down any cut-and-dried plan for the transfer of particular programme departments to the provinces, since it might well happen that having regard to the programme material normally available in and around London it might be easier to run the reduced programme service from London or some place near it than from any provincial centre. In this regard, we draw particular attention to the strong recommendation in para.16 concerning the setting-up of a “battle headquarters”. Nevertheless experience may show that a central staff pool should be maintained from which assistance would be available for the production of programmes from any centre, since although conditions in London are unpredictable, it is likely that quite apart from anything that may happen in the shape of air-raids, the dislocation of London’s transport will be so severe as to make it difficult for anyone not living in the immediate neighbourhood to reach Broadcasting House.
9. We endorse the importance of providing live programmes, but, of course, it will always be necessary to have ready emergency standby programmes of recorded material. It is desirable to maintain as far as possible some semblance of the present programme timings, and as a step towards relieving the programmes from the monotony and unreality of hours of recordings, as much as possible should be done by tapping O.B. programmes round London and other studio centres, but it is difficult to forecast the amount of available material of this kind. There are, for example, many cinema organs available, including, of course, our own, and a list of suitable halls some 20 or 30 miles round London and provincial centres is being prepared from which live programmes with our own orchestras and artists can be presented. These facilities can be used in the event of it becoming impractical to radiate programmes from Broadcasting House.

10. On the assumption that there will be a "battle headquarters", no big step in the way of transferring London staff, orchestras or artists to the provinces should be undertaken. These transfers would give rise to staff difficulties and might not help the service, having regard to the fact that all our important studio centres in the provinces are in places which we understand are likely to suffer from air-raids, although perhaps not to the same degree as will London.

11. In any event there will be a substantial use of recordings, and we urge that the negotiations now in progress to allow the recording of our musical programmes should be completed with all speed. An agreement has already been reached with British Equity to allow the recording of plays for subsequent broadcast performance. If agreement with the several interests concerned is unduly delayed, we suggest that outstandingly suitable material should be recorded without permission, in order that we may build up without further delay a substantial reserve of emergency programmes.

12. The present orchestral resources of the Corporation will, of course, not be necessary in war time, and in any case will be much reduced by many of the personnel volunteering for other forms of National Service. There should be available for use in or near London an orchestra of about 50 players for serious music, the theatre orchestra, and the Variety orchestra. It will be desirable also to retain the B.B.C. singers, or as many of them as possible. A nucleus of our contract orchestras in Glasgow and Manchester should be retained as a necessary reserve, but the situation at the time will, of course, guide the Corporation as to whether these contracts should be renewed.

13. We do not think it is likely that there will be any difficulty in obtaining artists apart from the difficulties of transport to and from studios. Careful consideration should be given to the formation of nucleus repertory companies for dramatic and variety work.
14. No attempt has been made to prepare a specimen week's programme, such as may be expected to operate a month or so after the outbreak of war. We feel that this work is of little value in view of the uncertainty of the conditions at the time. However, later in this report we have indicated the probable increases or reductions in each type of programme under war time conditions as compared with the present day.

15. We have discussed with A.R.F.D. the effect of interruptions to live programmes during air-raids. The first difficulty is that the sound of air-raid sirens may penetrate into the studio to be heard by everyone listening all over the country. In view of the Home Office system of localised air-raid warnings, this would be highly undesirable, but it can be avoided by prior telephone warning - already arranged for - enabling the transmission to be faded out before the sirens are operated. It will not be possible, however, to avoid a gap in the programme while arrangements are being made to continue from the emergency accommodation or from some other centre. The Deputy Inspector-General of the A.R.F.D. has taken note of this point.

Studio Accommodation for War Time Programmes in London and the Provinces

16. No place is safe from air-raids, and any live programmes will be subject to interruptions. The provision of "battle headquarters" some 30 or 40 miles outside London with accommodation for studios and offices, has been approved in principle by Control Board, and possible sites are already under consideration. We regard this as the essential basis of war time broadcasting, and we strongly urge that the acquisition of suitable premises should not be delayed. In addition to staff we envisage that artists and members of orchestras would be billeted near these premises, and in due course it will be necessary to make preparations accordingly. We do not think it is essential that these premises should be in the same district as Government headquarters if these are moved from London, although they should be in the same direction from London and not more than perhaps 40 miles away from the Government headquarters. At least 50 rooms will be required, and there should be existing accommodation or space for building two or three studios of average size. Attention should be paid to O.B. material and halls available within a reasonable distance of the "battle headquarters".

17. It seems likely that news and talks will continue to be produced in Broadcasting House, unless the Government and/or the Ministry of Information move from London. The talks studios in the sub-basement prepared in September, 1938, are available for this purpose. For transport reasons as explained in para.8, it does not seem safe to rely on being able to produce other types of programmes from other studios either in Broadcasting House or in Maida Vale.
18. All our studio centres will not be required in war time and we suggest that the more vulnerable and/or less important of them should be closed down. We recommend that the studio centres at Belfast, Glasgow, Manchester, Bristol and Cardiff should be kept open, and that all the other centres should be closed down except for S.B. duties and emergency programme work.

Programme Staff Required for War Time Programmes

19. Having regard to the uncertainty of the programme arrangements the list of staff to be retained must be rather arbitrary. It is likely that all staff under 25 will be conscripted. For the others we suggest that the guiding principle should be that as few staff as possible under thirty years of age should be retained on the "B" list, even if this means releasing the best man for a particular job, and using an older man who may be less satisfactory.

20. The hours of programme material per week in London and the Regions in present-day programmes is approximately 277 (excluding Empire and Foreign Language programmes). In war time this figure would be reduced to 154 (7 days of 22 hours). The approximate allocation at present and proposed is as follows:

<table>
<thead>
<tr>
<th></th>
<th>At present</th>
<th>In War Time</th>
<th>Increase or Reduction</th>
</tr>
</thead>
<tbody>
<tr>
<td>News</td>
<td>12</td>
<td>21</td>
<td>+80%</td>
</tr>
<tr>
<td>Talks</td>
<td>30</td>
<td>7</td>
<td>-77%</td>
</tr>
<tr>
<td>Music (serious and light and records)</td>
<td>110</td>
<td>70</td>
<td>-36%</td>
</tr>
<tr>
<td>Variety (including variety O.B.s and records)</td>
<td>60</td>
<td>24</td>
<td>-60%</td>
</tr>
<tr>
<td>Schools</td>
<td>13</td>
<td>10</td>
<td>-23%</td>
</tr>
<tr>
<td>Religion</td>
<td>16</td>
<td>6</td>
<td>-62%</td>
</tr>
<tr>
<td>O.B.s (commentaries etc.)</td>
<td>4</td>
<td>1</td>
<td>-75%</td>
</tr>
<tr>
<td>Drama and Features</td>
<td>16</td>
<td>4</td>
<td>-75%</td>
</tr>
<tr>
<td>Children's Hour</td>
<td>16</td>
<td>4</td>
<td>-75%</td>
</tr>
<tr>
<td>Special Announcements</td>
<td>-</td>
<td>7</td>
<td>+</td>
</tr>
</tbody>
</table>

**NOTE:** This shows actual hours of programme production from Head Office and all Regions. Of course programmes are taken by other places, e.g. a London programme may be taken by several Regions, and a Regional programme by London as well as by other Regions.
We have taken the increase or reduction in each type of programme as an indication of the change in the number of staff engaged throughout the country on that class of work. There are, of course, several exceptions to this proportional relationship, for example, allowance must be made for the proposed reduction or otherwise in standard quite apart from a change in the number of hours.

21. On this basis, we propose that the war time programme staff shall bear the following very approximate relationship to the peace time establishments.

<table>
<thead>
<tr>
<th>Programme</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>News</td>
<td>+150%</td>
</tr>
<tr>
<td>Talks</td>
<td>- 75%</td>
</tr>
<tr>
<td>Music</td>
<td>- 50%</td>
</tr>
<tr>
<td>Variety</td>
<td>- 50%</td>
</tr>
<tr>
<td>Schools</td>
<td>No change at present</td>
</tr>
<tr>
<td>Religion</td>
<td>No change</td>
</tr>
<tr>
<td>O.B.s</td>
<td>- 50%</td>
</tr>
<tr>
<td>Drama and Features</td>
<td>- 60%</td>
</tr>
<tr>
<td>Children's Hour</td>
<td>- 60%</td>
</tr>
</tbody>
</table>

On the basis of these percentages, of the approximate total of 340 monthly paid programme staff in London and the Regions (including Television, but excluding contract and part time staff), about 170 will not be required in war time (list "C"). The remainder are divided into 100 on list "A" and 70 on list "B". The weekly paid staff, male and female, number 270 who will be divided as follows: 70 on list "A", 40 on list "B" and 160 on list "C".

22. In view of the importance of Empire and Foreign broadcasts, and in particular the fact that programme hours are not to be reduced, it will be necessary to retain the whole of the headquarters staff of the Overseas Department as shown in the staff list with the exception of a few of the Empire producers' assistants.

Public Relations Staff

23. A number of the senior members of this Division will, we understand, be transferred to the Ministry of Information. Others will form part of a Telephone Inquiries Section, or be transferred to News Department. It is intended to continue the publication of the Radio Times and the Listener, but to stop World-Radio.

We estimate that of the present London and Regional monthly paid staff of 80, about 30 can be placed on list "C", this number including those to be seconded to the Ministry of Information. Of the remaining 50, 30 will be on list "A" and 20 on list "B".
With regard to the Regional P.R.O.s and Press Officers (included in the above numbers), some are likely to be wanted for censorship duties, the others can, we think, be released. Of the total weekly paid staff of 80, 16 will be on list "A", 24 on list "B" and 40 on list "C".

Administration Staff

24. The total London and Regional monthly paid Administration staff is 230, of whom 70 will be released (list "C"). Of the remainder, 100 will be on list "A" and 60 on list "B". The total weekly paid Administration staff is 1,270, not including 317 charwomen. Of the 1,270, approximately 570 will be on list "A", 280 on list "B", and 620 on list "C".

Administration staff of all grades in the Regions totals 260, (included in the above totals). Of these, 180 will be on list "C", the remainder (100) being on list "A".

Engineering Staff

25. In the Engineering Division there is a greater proportion of men with prior commitments and under 25 than in any other Division. Approximately 345 will have to be released for these reasons, and will, therefore, be placed on list "C". Transmitting Stations will require more staff to allow for 24 hour shifts, but there will be a saving of staff at the stations and studio centres to be closed down. Of a total monthly and weekly paid staff of 1,510 (including 44 women), 1,060 will be on list "A" and the remainder (450 including the 345 mentioned above) will be on list "C".

Regional Staffs

26. As stated in para.18, we recommend that the following Regional Centres shall remain open for programme production, viz: Bristol, Cardiff, Manchester, Glasgow and Belfast. Other centres must also be manned by a skeleton programme staff for emergency programmes and by a skeleton engineering staff principally for S.B. duties, viz: Birmingham, Leeds, Newcastle, Edinburgh and Aberdeen.

Regional staffs have already been dealt with in paras.21, 23, 24 and 25, but we give below the suggested staffs (a) for those studio centres remaining open, and (b) for those virtually closed on which the figures previously given are based:
(a) **Bristol, Cardiff, Manchester, Glasgow and Belfast**

1 Regional Director
1 Regional Executive
1 Announcer
1 General Programme Assistant
1 Music Director (or conductor) except Bristol, Cardiff and Belfast
1 O.B. Assistant
1 Studio Assistant
2 Commissionaires

2 Office boys

11

16

*One of these should be capable of programme Executive work

*The most versatile should be selected.

(b) **Birmingham, Leeds, Newcastle, Edinburgh and Aberdeen**

1 Regional Director, Executive or Representative
1 Commissioner
1 Night Watchman

3

2 Telephoneists
2 Cleaners

27. We recommend that all other centres, viz; Bangor, Swansea, and Plymouth should be closed down entirely.

**Television**

28. We have not previously mentioned Television as it has already been decided to close down the service at the beginning of the war. All the staff of all Divisions normally engaged on Television will, therefore, be
available for other duties within the Corporation, or alternatively will be placed on List "C", apart, of course, from a 'skeleton staff temporarily needed to clear up, and a still smaller number (principally engineers) to remain permanently on duty to safeguard the plant. The figures given in paras. 21, 23 and 24 take account of the staffs of all Divisions released from Alexandra Palace.

Summary of Staff Position

29. Taking the staff as a whole, but excluding "non-Divisional" staff numbering 48, the allocation to lists "A", "B" and "C" is approximately as follows:

<p>| | |</p>
<table>
<thead>
<tr>
<th></th>
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<tbody>
<tr>
<td>Total</td>
<td>3,780</td>
</tr>
<tr>
<td>List &quot;A&quot;</td>
<td>1,746</td>
</tr>
<tr>
<td>List &quot;B&quot;</td>
<td>494</td>
</tr>
<tr>
<td>List &quot;C&quot;</td>
<td>1,540</td>
</tr>
</tbody>
</table>

These figures do not include 317 charwomen.

We have provisionally listed every member of the staff. This list is still subject to minor alterations, but if the principles on which the work has been done are approved, the list can be completed within one week and made available to the Staff Administration Department. Owing to the possibility of changes we do not think it is desirable for the staff to be informed immediately in which lists they have been placed, but we suggest the memoranda should be prepared, kept up-to-date and held until an emergency arises. A member of the staff should, however, be told if he or she seeks permission to volunteer for some other form of National Service. This recommendation may need modification in the light of the Government's plans for the National Register, which may make it necessary for the Corporation to inform all staff of the categories in which they have been placed.
Summary of Recommendations

(1) Programmes requiring considerable programme staff hours to write, prepare and produce might have to be reduced to a minimum (para.4).

(2) After the first few days of war, there should be a single home programme service for twenty-two hours per day. For the first few days the service hours should be from 7.00 a.m. to midnight, with announcements every hour between midnight and 7.00 a.m. if necessary (para.5).

(3) The Empire and Foreign (including European) programme schedule should be adjusted to employ up to eight transmitters to the best advantage not increasing the over-all transmission hours beyond 22 per day (paras.6 and 7).

(4) The Empire and Foreign programmes can be kept separate and distinct from each other if required (para.7).

(5) On the assumption that there will be a "battle headquarters" there should be no general exodus of programme departments from London at the beginning of the war (para.8).

(6) The availability in time of war of O.B. programmes outside London and other studio centres should be investigated (para.9).

(7) A substantial reserve of emergency recorded programmes should be built up immediately (para.11).

(8) Orchestras should be retained in London, Glasgow and Manchester (para.12).

(9) Careful consideration should be given to the formation of nucleus repertory companies for dramatic and variety work (para.13).

(10) A "battle headquarters" outside London is essential and should be obtained as soon as possible (para.16).

(11) Belfast, Glasgow, Manchester, Bristol and Cardiff should be kept open but all other centres should be closed down except for S.B. duties and emergency programme work (paras.18, 26 and 27).

(12) All programme producing departments should be kept in being, but should be reduced in numbers (paras.8, 19, 20, 21 and 22).

(13) The staffs of the Public Relations, Administration and Engineering Divisions should be reduced in numbers (paras.23, 24 and 25).

(14) Regional staffs should be reduced to very small numbers (para.28).
(15) The staff should not be told individually now in which lists they have been placed, unless the Government's plans for the National Register make it desirable to do so. The information should be kept ready for issue in the Staff Administration Department (para. 29).

11th January, 1939