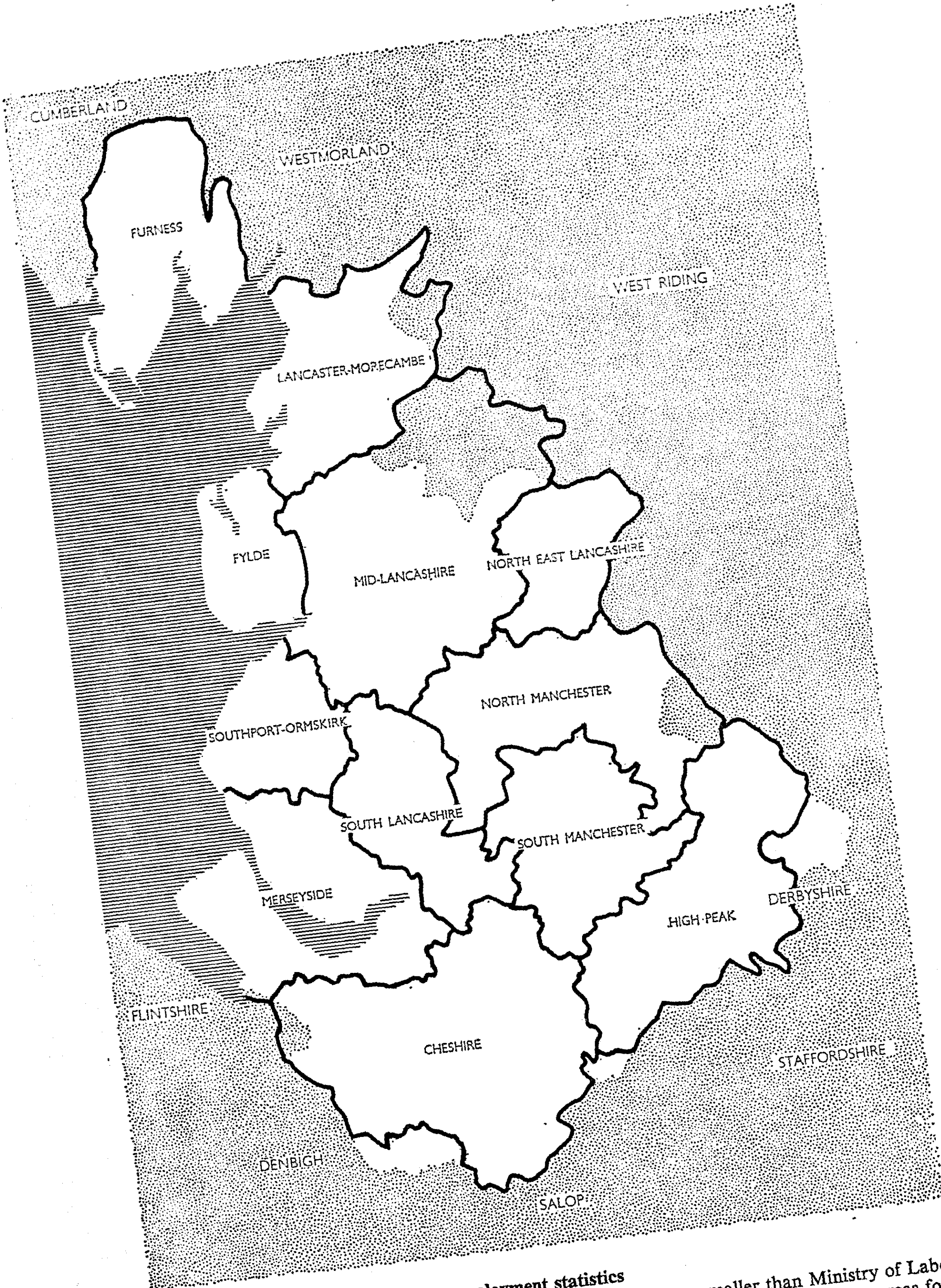

Fig. 17. Sub-divisions of the North West for employment statistics
Comprehensive employment statistics are not available for areas smaller than Ministry of Labour regions. The sub-divisions shown are aggregations of Ministry of Labour local office areas for which some estimates have been specially prepared for Study purposes

conurbation and in the towns to the north and east, especially in North East Lancashire; and here the number of jobs has also fallen. In Furness, there has been little or no employment growth and population has fallen slightly. There are a few marginal cases where population and employment trends seem to diverge—for example the Preston area has experienced rapid population growth, but is included in the Mid-Lancashire sub-region, where employment has declined—but most of these are probably more apparent than real and merely reflect the different bases on which the two sets of statistics have been collected.

46. On Merseyside, however, although employment growth has been very rapid by North West standards, it has not been able to keep pace with the even faster rate of increase in the area's labour force. Despite substantial outward migration, there has been a persistent problem of high unemployment and the area is currently listed as a development district under the Local Employment Acts. (The situation on Merseyside is examined in detail in an appendix to this report and only a brief summary is given here.)

47. Manufacturing industry which was already established on Merseyside before 1953 provided hardly any additional employment in the following ten years, and if no new industry had come into the area during this period, there might have been a fall of 13,000 jobs in the manufacturing sector. As it was, rather more than 30,000 new jobs were provided, mainly in engineering and in the motor, food and paper industries; and over the decade as a whole manufacturing employment grew by 7 per cent. However, there was a slight fall in 1959-63, mainly because of a sharp contraction in ship-repairing. Meanwhile, the rate of growth of employment in the service industries (which as a group provide over 60 per cent of the area's jobs) was well below the national average between 1953 and 1963 and was particularly low in 1959-63. Much of the explanation for this slow growth is to be found in the important part which the transport and communications industry plays in the economy of Merseyside, where the industry's labour force has declined faster than has been the case nationally. But employment in construction also declined sharply between 1953 and 1959; and its rate of growth subsequently was below the national average and did not quite make good the earlier losses. In total, employment on Merseyside expanded almost as rapidly as in Great Britain as a whole between 1953 and 1959, but its rate of growth was less than half the national average between 1959 and 1963.

48. The rate of unemployment remained at around two and a half times the national average rate throughout the decade. Heavy and persistent male unemployment was the crux of the problem, but unemployment amongst women was also serious. The unemployed on Merseyside tend to be younger than in the country generally and to take longer to find a fresh job. The proportion of labourers amongst them is about the same as the national average, but of the skilled labour available a higher than average proportion is accounted for by men with specialised shipyard skills.

49. By contrast with Merseyside, those parts of the region which have been most affected by the decline of the cotton industry have not suffered from persistently high unemployment in recent years. But their populations have continued to fall, with outward migration in some places reinforcing a tendency for deaths to exceed births because age structures have become unbalanced. North East Lancashire lost nearly 19,000 jobs in textiles between 1953 and 1963, Mid-Lancashire over 23,000 and the northern part of the Manchester conurbation[1] nearly 62,000. In all three areas there was considerable growth in other industries and services, but this was insufficient to offset the decline in employment in textiles. In the High Peak area, the loss of jobs in textiles amounted to about 4,000 and this virtually matched the growth in other employment. If these four sub-regions are set on one side, the decline in textiles between 1953 and 1963 cost the remainder of the North West less than 30,000 jobs altogether.

50. The textile industry is a major employer of female labour, and, except in the High Peak area, women have been much more seriously affected than men by the changes of the past decade. In North East Lancashire, the number of women in employment fell by almost 13½ per cent and of men by only just over 7½ per cent; in Northern Manchester[1] the comparable figures were nearly 6½ per cent for women and little

[1] This sub-region includes towns like Bolton, Bury, Rochdale and Oldham as well as some of the northern suburbs of Manchester itself.

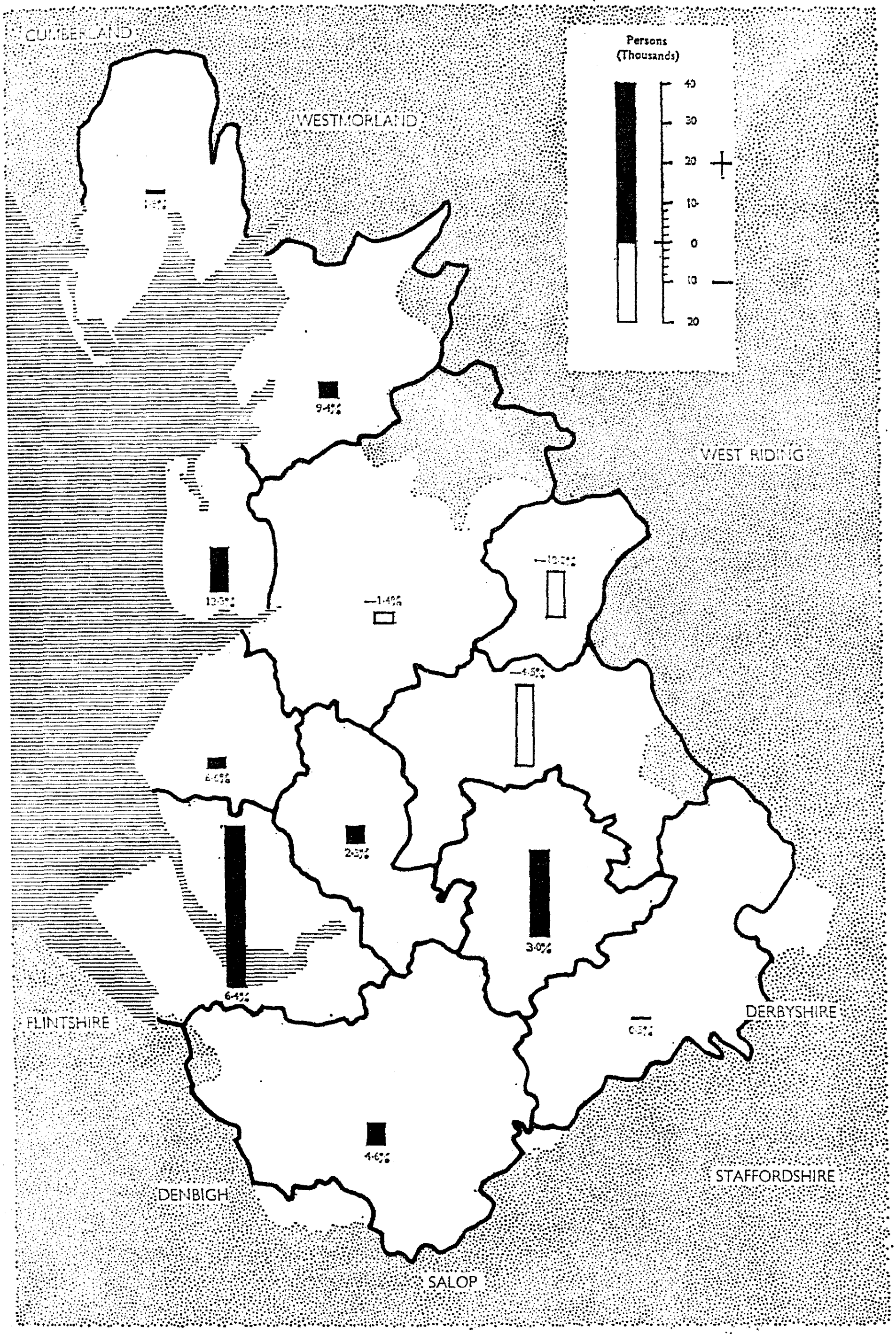

Fig. 18. Employment: total change: 1953-63
The heights of the columns are proportional to the changes in estimated numbers of employees employed 1953-63. Percentage change over the period is given in figures (see Appendix, Table 37)

more than 3 per cent for men, while in Mid-Lancashire the number of men in employment actually increased by over 2 per cent, while jobs for women fell by almost 7 per cent.

51. In all these four sub-regions the structure of employment has become a good deal more diversified over the past decade. In all of them, there has been growth in the service industries, especially in the distributive trades and professional and scientific services. And there have also been developments in other forms of manufacturing—most noticeably in Northern Manchester[1] where there have been sizeable increases in employment in engineering, vehicles, clothing and footwear, the food and paper industries and the "other manufacturing" group; and in North East Lancashire where employment in engineering more than doubled between 1953 and 1963. However, only in Northern Manchester (where, despite a sharp contraction in coal mining, total employment increased very slightly between 1959 and 1963) have there been clear signs of a slackening in the rate of overall decline in the last few years. In all four sub-regions, the service sector remains comparatively small, accounting for under 35 per cent of total employment in North East Lancashire and for no more than 44 per cent in Mid-Lancashire, where its share of the total is highest. And in all four, textiles still provide an important part of total employment—almost 30 per cent in North East Lancashire, nearly a quarter in the High Peak area and in Northern Manchester, and not quite 15 per cent in Mid-Lancashire. There may therefore be some further falls in employment in these areas in future. But paradoxically continued outward migration may check expansion of some industries, by causing a shortage of suitable labour.

52. Employment trends in the area of moderate growth in the central and southern part of the region have not followed any clear pattern. The South Manchester sub-region includes both the commercial centre of the conurbation and some of its most important industrial areas, especially the Trafford Park estate. It is a particularly important centre of the engineering industry and has well over one-third of all the North West's engineering employment. But employment growth in this industry between 1953 and 1963 was at a rate somewhat below the regional average (and at not much more than half the national average) and was not nearly sufficient to offset a substantial loss of jobs in the textile and clothing industries and in vehicle production. Despite some growth in other sections of manufacturing (especially the paper and chemical industries), manufacturing employment as a whole fell by nearly 7 per cent in these ten years. This decline principally affected female employment: jobs for men in manufacturing increased slightly over the decade and growth was quite rapid between 1959 and 1963. Even in the case of female employment, however, rapid growth in service industries more than offset the loss of jobs in manufacturing. The expansion of employment in the service sector as a whole was at a rate not far short of the national average, and was particularly rapid in construction, public administration, insurance, banking and finance and professional and scientific services. The general effect of these changes was to produce an acceleration in the growth of the South Manchester area's total employment after 1959.

53. Both in the South Lancashire and Cheshire sub-regions female employment grew much more rapidly than male employment. Indeed, jobs for men increased by only 1 per cent in Cheshire and by even less in South Lancashire. In South Lancashire (which includes Wigan, Warrington and St. Helens) there was a sharp contraction of employment in mining, and some loss of jobs in manufacturing after 1959, following a period of strong expansion earlier. On the other hand, the service sector, which was tending to decline between 1953 and 1959, has grown very rapidly in more recent years, although it still provides only just over 40 per cent of the sub-region's employment. By contrast, the Cheshire sub-region has more than half its total employment in services and this sector showed continued expansion throughout the decade. But employment in manufacturing was static and there was some loss of jobs in both agriculture and mining and quarrying.

54. In the three sub-regions of fastest employment growth—the Fylde, and the Lancaster/Morecambe and Southport/Ormskirk areas—more than two-thirds of total employment is pro-

[1] This sub-region includes towns like Bolton, Bury, Rochdale and Oldham as well as some of the northern suburbs of Manchester itself.

Fig. 19. Development districts: mid-1965

The map shows the Ministry of Labour local office areas within which assistance may be given under the Local Employment Acts 1960 and 1963 for projects likely to create more employment. Such assistance may also be given in areas within travel-to-work distance of the development districts and in places which have "overspill" agreements covering the housing of population from development districts vided by the service industries. This is a reflection of their status as holiday resorts and places for retirement. But although the service sector, especially the distributive trades and professional and scientific services, accounted for much of their employment growth between 1953 and 1963, manufacturing also made a useful contribution. Indeed, manufacturing employment increased by as much as a quarter in the Fylde, mainly as a result of growth in the chemical industry, engineering and vehicles.

55. Apart from Merseyside, Furness is the only part of the North West which is currently listed as a development district. Although the numbers are small by comparison, the rate of unemployment has remained persistently high in recent years, despite the fact that several new firms have established themselves in the area since the war. Vickers shipyard and engineering works at Barrow remain the basis of the economy of Furness and shipbuilding and marine engineering provide over a quarter of the area's jobs. Between 1953 and 1963, there was a substantial decline in employment in metal manufacture (largely the result of the closure of the local ironworks) and also in construction. Employment in services increased quite considerably, but the rate of growth fell away sharply after 1959. Such expansion as there has been in total employment in the area has provided jobs for women rather than men. Male employment in Furness declined by over 4 per cent between 1953 and 1963, but female employment increased by over 17 per cent.

5 The prosperity of the Region

The last chapter analysed the economy of the North West in terms of the distribution of employment between the various sectors of industry and the trends of growth and decline which have occurred during the last decade. A number of other economic indicators relating to the North West are available and go some way towards providing a more detailed understanding of the way in which the prosperity of the people of the region has been affected by the performance of its economy.

OUTPUT PER HEAD

2. In Britain generally in recent years, the population of working age has been growing more slowly than the total population. This tendency has been particularly marked in the North West. Children under the school leaving age and old people above the normal age for retirement both account for a slightly higher proportion of the North West's population than they do nationally. Moreover, between 1951 and 1961 the remaining section of the population (i.e. between 15 and retiring age) *decreased* in numbers by 2 per cent in the North West in contrast with an *increase* of rather less than 2 per cent in Great Britain. In 1961 a higher proportion of the region's population in these main working age groups was actually in the labour force, so that the number of employees in employment increased by 1·8 per cent over the decade, but population had grown rather more rapidly, by 2·9 per cent. In Great Britain as a whole the number of employees in employment increased faster than total population, by 8·6 per cent as against 5·5 per cent. Or in other words in the North West in contrast to Britain generally, there has been a tendency for the members of the working population to have to support an increasing number of dependants.

3. There are no comprehensive regional data of output, and thus none of output per employed person. However, the Censuses of Production and Distribution provide some limited evidence about labour productivity in the North West.

4. The Census of Production provides information about net output (value added, gross of depreciation) in manufacturing industry for 1954 and 1958. In both years net output per employee in the North West was 95 per cent of the average for Great Britain. This suggests that the output of the average worker in the region tended to be relatively low in the fifties, but that it was increasing as rapidly as the national average. Differences between the structure of manufacturing industry in the North West and in Britain generally were probably by far the most important reason for the region's lower level of output per employee. For example, in the textile industry net output per employee in Great Britain was only about three quarters of the average for all manufacturing industry[1], and in the cotton section of the industry it was almost certainly even lower. The changes in the structure of industry which have taken place in the region since 1958 may therefore have brought net output per employee closer to the national average. More recent information, which will eventually be provided by the 1963 Census of Production, will provide a basis for testing this theory.

5. The Census of Distribution does not provide regional net output figures, but figures of turnover per person engaged in retail trade can be used as a rough measure of output per head. The data for 1957 and 1961 show that turnover

[1] 83 per cent in 1954; 72 per cent in 1958.

per person employed[1] in retailing in the North West was about 93 per cent of the average for Great Britain in both years. Again, this suggests relatively low productivity, but growth at about the national rate. Low turnover per person employed in the North West may be associated with the region's large number of retail outlets. There were nearly 92,000 retail establishments in the North West in 1961 or one for every 72 people living in the region (compared with a national average of 88 people per shop). Sales per shop averaged just under £12,000 in the North West, and this was also the lowest figure for any of the regions[2]. In other words, shops in the North West tend to be more numerous, but smaller, than in Britain as a whole.

INCOMES AND EARNINGS

6. Such information as is available suggests that below-average output per head in the North West may be reflected in incomes and earnings which are slightly less than the average for the United Kingdom. The most comprehensive data of income per head are the Inland Revenue figures of employment income and total net income before tax. These are given in Table 10.

Table 10 **Income per tax unit in the North West as a percentage of income per tax unit in the United Kingdom**

	Employment income	*Total net income*
1949/50	97	95
1954/55	98	98
1959/60	96	97

NOTE: These statistics omit Civil Servants and Seamen. About 7 per cent of total income is also omitted, including national assistance and national insurance benefits and incomes too small to be reviewed for tax purposes. A married couple is regarded as one "tax unit", as is a single (or widowed) man or woman.

Total net income includes "unearned" income from dividends, pensions etc., and the figures for employment income therefore give a better indication of incomes derived from work in the region. They suggest that incomes in the North West were slightly below the average for the United Kingdom in the fifties and did not move significantly in relation to it.

7. The Census of Production for 1958 also provides some information about average earnings per employee in manufacturing industry, which in the North West in that year amounted to just under 97 per cent of the average for Great Britain. This corresponds quite closely with the Ministry of Labour's figures of earnings of male manual workers which show average weekly earnings in the North West ranging between 96·5 and 97·5 per cent of the United Kingdom average in the period of 1960-63.

8. It is relevant in considering all these figures that the high level of earnings in London (which at least in part reflects higher living costs there) has a considerable influence on the national average. For example, if the Inland Revenue figures for 1959-60 are reworked with the London and South Eastern region omitted, then average employment income in the North West is almost exactly the same as the remaining "national average." No information about regional differences in price levels is available and it is therefore impossible to say how *real* incomes in the North West compare with those in other parts of Britain.

9. These figures relating to the North West as a whole may well conceal considerable differences in the level of earnings between various parts of the region. For example, the Census of Production in 1958 showed that average earnings in the textile industry in Great Britain were only about 80 per cent of the national average for all manufacturing industries. Average earnings in those parts of the North West where the cotton industry is predominant have therefore probably been substantially below the regional, as well as the national, average. Conversely, earnings in other parts of the region may have compared much more favourably with the national average.

10. However, it appears that in the region as a whole (and perhaps especially in the cotton towns) there has been a tendency for any shortfall in the general level of earnings by comparison with the national average to be compensated for by the fact that a higher proportion of the North West's total population has been at work. The Household Expenditure Survey for 1953-54 showed that, although household incomes in the

[1] The self-employed are included in this calculation.
[2] See Table 38 in the Statistical Appendix.

North West (including "unearned" income) divided by the number of workers in the household were on average about 4 per cent *below* the level for Great Britain, average household incomes and household incomes per person were both about 1 per cent *above* the average for the country as a whole.

11. But the employment trends of recent years seem to have brought about an interesting change in the North West's relative position. Family expenditure survey data for 1961-63 showed that since 1953-54 the median income of heads of households in the North West had increased slightly faster than the national average and had almost overtaken it. At the same time, the survey showed that income per household and income per person had fallen behind the national average and by 1961-63 they were respectively 3 and 4 per cent **below** it.

ACTIVITY RATES

12. In addition, figures for activity rates provide direct evidence that the proportion of the North West's total population who are at work as employees is no longer so much higher than the average for Great Britain as it used to be. Nevertheless, as Table 11 shows, activity rates[1] in the region remain well above the national average.

Table 11 **Activity rates in the North West as a percentage of those for Great Britain**

	1953	1963
Males		
Aged 15-24	118	108
25-44	102	103
45-64	104	101
65 and over	93	97
Females		
Aged 15-24	108	106
25-44	123	107
45-59	115	110
60 and over	114	100

The activity rate in the North West for men over the age of 15 averaged about 80 per cent between 1953 and 1963, and that for women over 15 nearly 42 per cent. The corresponding figures for Great Britain were 77 per cent for men and 37 per cent for women. Since the self-employed are excluded from these activity rate calculations, the higher figures for the North West cannot be taken as giving a precise measure of the extent to which a larger proportion of the region's population of working age has, in fact, been at work. But in any case the differential between the regional and national activity rates for women is so wide that there can be no doubt at all that it has been a good deal more common for women to go out to work in the North West than it has in the country as a whole. Moreover, figures derived from the 1961 Census show that even when account is taken of the self-employed, the "economically active" section of the population in the North West in that year was relatively larger than in any region except the West Midlands.

13. The differentials between activity rates for the North West and for Great Britain have gradually been becoming smaller in recent years. The activity rate for men over the age of 15 in the North West remained fairly constant between 1953 and 1958, while it was tending to increase gradually in Great Britain; between 1958 and 1963 both the regional and the national rate fell, but the fall in the North West was more marked. The relative decline in the North West was largely confined to two age groups—15-24 (where it is possible that part of the explanation may lie in the fact that the North West has been catching up in recent years with the national average in the proportion of its young people staying in full time education beyond the school-leaving age) and 45-64 (where the activity rate has been rising nationally, but has remained stationary in the North West).

14. For women, the contraction of cotton, and to a lesser extent of the clothing industry, was clearly the main reason for the sharper relative decline in the North West's activity rate. The over-15 rate in the region tended to increase in line with the national average from 1953 to 1957, but then fell again slightly, while the national rate continued to increase. The North West lost ground in all age groups, but most noticeably in the 25-44 group. In 1953 the activity rate for women was higher in the North West than in any other region of Britain; by 1963 the North West's rate was still one of the highest but was

[1] The "activity rate" is here taken to mean the number of employees—both employed and unemployed—in a particular age group expressed as a percentage of the total home population in that age group. More detailed figures for the North West are shown in Tables 31-33 of the Statistical Appendix.

lower than that in the West Midlands and the three South East regions.

EMPLOYMENT FOR WOMEN

15. Between 1953 and 1963, the character of female employment in the North West changed very considerably. In 1953, 52 per cent of women workers were engaged in manufacturing industry; and just under 47 per cent in service industries.[1] In 1963, only 43 per cent of women workers were employed in manufacturing and 56 per cent were in services. Employment in manufacturing for women had fallen by nearly 14½ per cent (about 80,000 jobs) compared with a national increase of 2 per cent. There were 95,000 less women employed in the textile industry alone and 10,500 less in clothing and footwear. An additional 96,000 women were employed in services—an increase of nearly 19 per cent over the decade, compared with the national average of 22 per cent. Nearly 44,000 extra women were employed in the distributive trades; just over 48,000 more in professional and scientific services; and nearly 10,000 more in insurance, banking and finance.

16. This change in the character of employment for women in the North West seems likely to continue for some time yet. Any further fall in employment in textiles is likely to affect women more than men—indeed if past trends continue, roughly two jobs for women will be lost for every one for a man. (In any case, about one fifth of the women employed in the cotton industry are now over 55 and the industry has found it difficult to recruit younger women in recent years.) At the same time employment for women in services is likely to go on growing.

MALE EMPLOYMENT

17. No such striking change has taken place in the character of employment for men in the North West. Between 1953 and 1963 manufacturing's share in total male employment remained almost unchanged at about 48 per cent, while the share of services (excluding construction) grew only from about 38½ per cent to nearly 40 per cent. Employment for men in manufacturing increased by 2·8 per cent (compared with the average for Great Britain of 10·6 per cent) and in services by 3·2 per cent (where the average for Great Britain was 9·2 per cent). There have, of course, been substantial changes within these groups: in particular the engineering, vehicles, and paper industries, the distributive trades, and professional and scientific and miscellaneous services have grown, while the textile and shipbuilding industries, coal mining and transport and communications have declined.

INCOME PER HEAD

18. There is therefore some evidence which suggests that, on average, families living in the North West have slightly smaller money incomes than those in Britain generally, and that rather more members of the population are at work in the region than in the country as a whole. And there are clear signs that average income per head of total population is not increasing as rapidly in the North West as nationally. The evidence of the Family Expenditure Survey confirms what in any case might have been suspected. For the working population has grown more slowly than total population and activity rates have tended to decline relative to the national average. At the same time incomes and earnings certainly do not seem to have increased much faster in the North West than in Britain generally.

19. On the other hand, the very fragmentary evidence which is available about expenditure in the region does not appear to show much sign of sluggish growth. Certainly, the Family Expenditure Survey showed the average expenditure of households in the North West to be slightly below the national average in 1961-63, whereas it had been slightly above in 1953-54. But in retailing (which accounts for about a half of personal expenditure), turnover per head of population in the North West seems to have increased faster than the average for Great Britain: in 1957 turnover per head in the North West was only 90 per cent of the figure for Great Britain as a whole but by 1961 it had risen to nearly 94 per cent. As far as car ownership is concerned, there was one car for every sixteen adults in the North West in 1954 and one for every twelve adults in Britain; by 1963 there was one car for every seven adults in the region and one for every five and a half nationally. Further research into the relationship between income growth and expenditure patterns in the North West might well be worth undertaking.

[1] Excluding construction, where women form a very small part of the labour force.

6 Employment prospects

Chapter 3 has shown that if there were to be no further net migration away from the North West, the region's population might increase by about 930,000 between 1964 and 1981. Even if net outward migration were to continue over that period at the same rate as was experienced in 1956-64, the North West's population might increase by nearly 800,000. The growth of employment in the region will be one of the major factors determining the extent to which the North West will be able to hold the natural increase in its population. If employment opportunities fail to expand as rapidly as the increase in the region's labour force, the level of unemployment in the North West is likely to be persistently higher than the average in the country as a whole, and net outward migration will reappear, and may even accelerate, as workers seek jobs elsewhere. (Even if full employment were maintained in the North West, other factors—housing conditions for example—might lead to outward migration. The region's housing problems and the need for improving its general environment are considered later in Part Five of this report).

2. The purpose of this chapter is therefore to try to look ahead in order to see whether on existing trends population growth and employment growth are likely to be in balance in the North West over the next fifteen years or so. In the present state of knowledge and techniques an exercise of this kind cannot be expected to provide other than very tentative conclusions, but certain specific qualifications need to be made. The population and migration assumptions and the projection of employees in the North West used in this chapter are provisional and should not be regarded as official. Much work is currently being done on population and employment forecasting, particularly in connection with the preparation of the National Economic Plan. In due course, official projections, together with the assumptions on which they have been based, will be published. Meanwhile, however, it has not been possible to wait for these later data and less reliable data have had to be used.

3. The calculations presented in this chapter should not be regarded as in any way forecasts of what is likely to happen in the North West. They are merely intended to show what consequences would follow from various hypotheses about the region's future economic development. The preparation of the National Economic Plan and the outcome of any detailed consultations which the North West Economic Planning Council and Board may wish to have with firms and industrial organisations in the region may at a later stage enable a judgment to be made as to which of these hypotheses is most likely to provide an accurate forecast of events.

MANPOWER RESOURCES

4. The increase in the number of people seeking work in the North West in the period up to 1981 will naturally be considerably less than the growth in the total population. The first step in estimating the likely growth in the supply of labour in the region is to calculate what changes are likely to occur in the age and sex distribution of the population. It is then necessary to make assumptions about the proportion of the population aged 15 and over who will actually be available for employment at various points in the future.

5. As Table 12 shows, in 1963 the North West's population included 2·38 million men aged fifteen and over and 2·71 million women in that age group.

Table 12 **Home Population in the North West, aged 15 years and over**

	Actual	Thousands Projected increases over 1963			
		With Migration		Without Migration	
	1963	1971	1981	1971	1981
Males	2,383	+43	+124	+ 99	+289
Females	2,711	−27	+ 6	+ 60	+216
Total	5,094	+16	+130	+159	+505

If it could be assumed that migration would have no effect on the North West's population after 1963[1], there would probably be an increase of almost 160,000 by 1971 in the number of people aged fifteen or over living in the region—almost 100,000 men, but only about 60,000 women. Between 1971 and 1981, there would be much bigger increases, of about 190,000 men, and just over 155,000 women. On the other hand, if net migration away from the North West continued, the increases to be expected in the population of working age would naturally be smaller. If the migrationary trends which occurred in the intercensal period 1951-61 continued throughout the years between 1961 and 1981, the number of men over 15 living in the North West would be likely to increase by less than 45,000 between 1963 and 1971 and only by about a further 80,000 between 1971 and 1981; while the number of women over 15 would probably actually fall by over 25,000 between 1963 and 1971 and increase by only a little over 30,000 between 1971 and 1981 (or in other words the number of women aged 15 or over in the North West would be virtually the same in 1981 as in 1963)[2].

6. In 1963, 79·2 per cent of men aged fifteen and over in the North West were actually in employment[3] or were registered as unemployed. The comparable figure for women was 41·2 per cent. Both for men and for women these activity rates were a good deal higher than the rates for Great Britain as a whole, but in both cases the differential between the regional and national figures had narrowed considerably since 1951. The Ministry of Labour has found that there is evidence that migration between regions is a prime cause of changes in regional differentials in activity rates, with outward migration leading to decline relative to the national average in the region affected. Account has been taken of this fact in making assumptions about the future behaviour of activity rates in the North West.

7. It has been assumed, firstly, that if the North West were to be unaffected by migration after 1963, activity rates in the region would continue to be above the national average throughout the period up to 1981 by the same amount as they were in 1963. (In other words, the assumption is that there would be no further change in the differentials between regional and national activity rates after 1963.) At the other extreme, it has been assumed that if the North West continues to be affected by the migrationary trends of 1951-61, activity rates in the region will continue to decline relative to the national average at the same pace as they did between 1951 and 1961. Finally, a third projection has been made, based on the population figures which provide for continued migration, but using the activity rates which assume no further change in regional differentials. Thus three projections of the supply of labour in the North West have been made in all, on the following bases:

Projection A—No migration after 1963, and no change in the differentials between regional and national activity rates after 1963.

Projection B—Migration trends continue as in 1951-61, but no change in the activity rate differentials after 1963.

Projection C—Both migration and trends in activity rate differentials continue as in 1951-61.

All three projections have made use of figures for future national activity rates calculated on the

[1] This assumption implies not only that there would have to be no net gain or loss of population to the North West after 1963 as a result of migration to or from other regions or countries, but also that any gross movements which took place would have absolutely no effect on the age and sex structure of the region's population.

[2] The migration assumption used in these calculations is not the same as that used in Chapter 3, and its effect is to produce a high figure for future migration. The projections in this chapter and those described in Chapter 3 are not therefore comparable.

[3] "Employment" here means employment as employees. Employers, the self-employed and members of H.M. Forces are excluded.

basis of the official projections of the working population which were published in the Ministry of Labour Gazette for January, 1965.

8. The results of these projections are summarised in Table 13. Projection A suggests that if the North West was unaffected by migration after 1963, the supply of labour in the region might increase by nearly 75,000 in the period 1963-71 and by about a further 150,000 between 1971 and 1981. On the other hand, Projection C shows that if migrationary trends continued and activity rates in the North West went on declining relative to those in Great Britain, there might be a fall of 100,000 in the region's labour force between 1963 and 1971 and a further decline of about 110,000 between 1971 and 1981. The intermediate set of assumptions used in Projection B (continued migrationary trends, but no further change in activity rate differentials) produce a slight fall in the labour supply in the North West between 1963 and 1971 and a slight increase between 1971 and 1981, the net result of which would be to leave the position in 1981 virtually unchanged from that in 1963. All three sets of projections suggest that the number of women seeking employment in the North West may increase less (or decline more) than the number of men, especially in the immediate future. Even the projection which assumes that the North West will be unaffected by migration in future produces an increase of only 20,000 in the number of females available for employment between 1963 and 1971 (compared with nearly 55,000 males) and a further increase of just under 65,000 between 1971 and 1981 (compared with nearly 85,000 males).

9. Quite apart from the general cautions given in paragraph 2 above, two additional qualifications need to be kept in mind in relation to these figures. Firstly, they are very sensitive to the activity rate assumptions on which they are based. If actual activity rates in the North West in 1971 differed by only half a percentage point from those which have been assumed, then the region's labour force would be about 25,000 larger (or smaller) than these projections show. Secondly, these figures are for changes in the number of *employees* in the North West. They do not take into account possible changes in the numbers of self-employed in the region.

10. Moreover, projections which show the possible increase in employee numbers in the North West, whatever the basis of calculation, understate the growth in employment which would be required in order to make full use of the region's labour resources, to the extent that certain parts of the region (especially Merseyside) have high unemployment at present.

EMPLOYMENT GROWTH

11. Chapter 4 showed that between 1953 and 1963, employment as a whole increased by only 1·8 per cent in the North West. Employment in the services sector increased by just over 10 per cent, but in manufacturing it fell by 4 per cent and in the relatively unimportant extractive industries it fell by nearly one third.

12. If total employment continued to grow as slowly as this in future, less than 47,000 additional jobs would be provided in the North West between 1963 and 1971 and only about another 60,000 between 1971 and 1981. Growth on this scale would almost certainly not match the natural increase in the region's manpower resources, particularly after 1971. The likely out-

Table 13 **Projections of the numbers of employees in the North West**

Thousands

	Actual 1963	*Projected increases over* 1963: 1971			1981		
		Without Migration	*With Migration*		*Without Migration*	*With Migration*	
		A	*B*	*C*	*A*	*B*	*C*
Males	1,887	+54	+ 9	− 52	+138	+11	−113
Females	1,116	+20	−15	− 48	+ 84	− 2	− 98
Total	3,003	+74	− 6	−100	+222	+ 9	−211

come would therefore be a continuing loss of population as a result of migration (though perhaps at a rate below that which applied in 1951-61), or unemployment in the North West at rates well above the national average, or both.

13. However, between 1953 and 1963 the structure of employment in the North West changed considerably, with the decline of the textile industry and other traditional forms of employment and the development of new industries and services. As a result, the region's employment base appeared to be rather sounder in 1963 than it had been ten years earlier. Employment growth was faster in the later years of this period than in the early 1950s: the four years 1959-63 produced an increase of 1·2 per cent in total employment, as compared with only 0·5 per cent in the six years 1953-59. If total employment continued to increase at the 1959-63 rate, about 70,000 additional jobs would arise in the North West between 1963 and 1971 and about a further 90,000 between 1971 and 1981. Growth on this scale would approach very much closer to the potential natural increase in the region's manpower resources in the period up to 1971, but would probably not be sufficient also to solve its unemployment problem. (In practice, of course, unemployment would almost certainly be reduced; but some net outward migration would continue.) And in the 1970s the potential natural increase in the region's labour supply would again be likely to outstrip the growth in employment opportunities.

14. However, even in the period 1959-63 sharp contraction in the scale of certain industries in the North West (for example textiles, shipbuilding, mining, and transport and communications) was tending to conceal the amount of growth taking place in other sectors of the region's economy. If the rates of growth or decline which applied in individual industrial Orders in the North West in 1959-63 are projected into the future the results are as shown in Table 14. The increase in total employment between 1963 and 1971 would be nearly 190,000. Similarly, the further increase in total employment between 1971 and 1981 which would result from a projection of this kind would be considerably in excess of any likely growth in the region's labour resources.

15. Finally, the results of an alternative projection of employment by individual Orders is shown in Table 15. This is founded on a very tentative forecast of trends in Great Britain as a whole up to 1971[1] which, as a counter balance to the projection described in paragraph 14, (which is based on an assumption favourable to employment growth in the North West) has been based on an unfavourable assumption—that the same absolute gap between the growth rates of individual Orders in the North West and Great Britain will apply in 1963-71 as in 1959-63[2]. Such a projection produces a decline in employment in the North West of about 60,000 between 1963 and 1971.

16. The very wide range of results produced by these various projections illustrates the great difficulty of producing employment forecasts for the North West which will be of any value as a basis for future physical planning. Knowledge of industrial prospects in the North West can be used to a limited extent to supplement the results of pure arithmetic. For example it seems unlikely that a further decline in employment in textiles on the scale implied by the projections described in paragraphs 14 and 15 will in fact occur. But it is essential that more attention should be given to this problem of forecasting. Investment in housing and other forms of social capital is very long-term. If it is not to prove extremely wasteful, there must be some assurance that the population growth which it is planned to meet will also be supported by employment growth on an adequate scale.

DISTRIBUTION WITHIN THE REGION

17. Even if total employment growth in the North West as a whole proves to be satisfactory, its geographical distribution within the region may give rise to difficulties. More than half the natural increase in the population of working age in the North West between 1961 and 1981 is likely to originate on Merseyside, which is also

[1] This forecast is based on the projection of 1953-63 trends in employment for each S.I.C. Order, modified to take account of likely developments affecting output and productivity, and further adjusted downwards so that in total it balances the estimated total supply of labour in Great Britain in 1971.

[2] This method of projecting regional employment growth was found to be the most accurate of several which were tested on past figures, but it should not be regarded as producing reliable forecasts for the future in the case of individual Orders.

the area most in need of additional jobs to bring unemployment down to an acceptable level.

18. The information available about the extent of industrial movement in the North West in the post-war period is not comprehensive. Administration of the industrial development certificate control has given the Board of Trade complete knowledge of developments in manufacturing industry taking place in, or originating in, the North West and requiring new buildings over 5,000 square feet in area. The Board also know of most moves into existing buildings in the region which have been made by manufacturing firms. However, although information about manufacturing industry is thus fairly exhaustive, nothing systematic is known at all about movements affecting employment in the service industries.

19. According to the Board of Trade's information between 1945 and 1963 nearly 250 moves took place affecting manufacturing industry already located in the North West, and 185 firms moved into the region from outside it. Of the moves originating within the region, nearly 100 were to other parts of the North West and these involved about 25,000 jobs; the other 150 were to places outside the region and these involved about 28,000 jobs. The moves into the region from outside it brought about 100,000 jobs to the North West, 96,000 of them to areas of high unemployment. 70 of the moves taking place within the North West and over 120 of the moves into the region were made into existing buildings and these involved about 60,000 jobs.

20. This information is not easy to interpret, but it suggests that mobility of employment in the

Table 14 **Projection of 1959-63 Employment Trends by individual orders in the North West**

	Number employed 1963 (000*s*)	*Average annual growth rate* 1959-63 (%)	*Projected employment* 1971 (000*s*)
Agriculture, Forestry and Fishing	24·0	−2·5	20·0
Mining and Quarrying	44·9	−6·9	25·0
TOTAL EXTRACTIVE INDUSTRIES	68·9	−5·5	45·0
Food, Drink and Tobacco	126·2	+0·3	130·0
Chemicals and Allied Industries	122·3	−1·4	109·0
Metal Manufacture	37·6	−2·4	1·0
Engineering, Electrical Goods and Metal Goods	344·3	+2·3	413·0
Shipbuilding and Marine Engineering	30·6	−6·4	18·0
Vehicles	114·6	+3·0	145·0
Textiles	234·9	−5·8	145·0
Leather, Leather Goods and Fur	9·7	−2·2	8·0
Clothing and Footwear	99·1	−0·1	98·0
Bricks, Pottery, Glass, Cement, etc.	46·0	+0·7	49·0
Timber, Furniture, etc.	30·2	+0·8	32·0
Paper, Printing and Publishing	88·0	+2·6	108·0
Other Manufacturing Industries	58·1	+1·2	64·0
TOTAL MANUFACTURING INDUSTRIES	1,341·6	−0·5	1,350·0
Construction	174·7	+2·8	218·0
Gas, Electricity and Water	48·5	+0·3	50·0
Transport and Communications	229·4	−1·5	203·0
Distributive Trades	379·1	+0·9	407·0
Insurance, Banking and Finance	62·4	+2·9	78·0
Professional and Scientific Services	261·5	+4·5	371·0
Miscellaneous Services	220·0	+0·3	225·0
Public Administration	143·5	+2·2	171·0
TOTAL SERVICE INDUSTRIES	1,519·1	+1·2	1,723·0
TOTAL ALL INDUSTRIES AND SERVICES	2,929·6	+0·3	3,118·0

North West may be fairly limited. Over an eighteen year period, moves into the region or originating in it affected only about 150,000 manufacturing jobs in all. Some of this employment went to places outside the region; some two-thirds of it was brought to areas of high unemployment in the North West where financial inducements to development were available; some was involved in moves over very short distances within the region; and some was involved in moves influenced by the availability of existing (frequently cheap) premises.

Table 15 **Alternative projection of employment growth by individual orders in the North West**

	Employment in the North West 1963 (000s)	*Annual average growth rate* 1959-63 %		*Assumed annual growth rate* 1963-71 %		*Projected employment in the North West* 1971 (000s)
		G.B.	*N.W.*	*G.B.*	*N.W.*	
Agriculture, Forestry and Fishing	24·0	−3·6	−2·5	−3·7	−2·6	19·5
Mining and Quarrying	44·9	−4·8	−6·9	−4·1	−6·2	27·0
Food, Drink and Tobacco	126·2	+0·8	+0·3	−0·3	−0·8	118·0
Chemicals and Allied Industries	122·3	−0·2	−1·4	−1·0	−2·2	102·5
Metal Manufacture	37·6	+0·8	−2·4	−0·3	−3·5	28·0
Engineering, Electrical Goods and Metal Goods	344·3	+2·6	+2·3	+1·5	+1·2	379·0
Shipbuilding and Marine Engineering	30·6	−5·6	−6·4	−2·2	−3·0	24·0
Vehicles	114·6	+0·2	+3·0	−0·4	+2·4	138·0
Textiles	234·9	−1·9	−5·8	−1·3	−5·2	153·0
Leather, Leather Goods and Fur	9·7	−0·5	−2·2	−1·3	−3·0	7·5
Clothing and Footwear	99·1	−0·2	−0·1	−1·1	−1·0	91·5
Bricks, Pottery, Glass, Cement, etc.	46·0	+1·1	+0·7	+0·4	0	46·0
Timber, Furniture, etc.	30·2	+0·1	+0·8	−0·3	+0·4	31·0
Paper, Printing and Publishing	88·0	+2·2	+2·6	+0·6	+1·0	95·5
Other Manufacturing Industries	58·1	+2·5	+1·2	+1·4	+0·1	58·5
Construction	174·7	+2·8	+2·8	+0·9	+0·9	188·0
Gas, Electricity and Water	48·5	+1·5	+0·3	+0·2	−1·0	44·5
Transport and Communications	229·4	−0·3	−1·5	−1·6	−2·8	183·0
Distributive Trades	379·1	+1·9	+0·9	+0·9	−0·1	376·0
Insurance, Banking and Finance	62·4	+3·4	+2·9	+2·4	+1·9	72·5
Professional and Scientific Services	261·5	+3·7	+4·5	+1·9	+2·7	321·5
Miscellaneous Services	220·0	+1·4	+0·3	+0·8	−0·3	214·0
Public Administration	143·5	+1·9	+2·2	+0·5	+0·8	153·0
TOTAL ALL INDUSTRIES AND SERVICES	2,929·6	+1·1	+0·3	+0·4	−0·3	2,871·5

Part Four

Transport

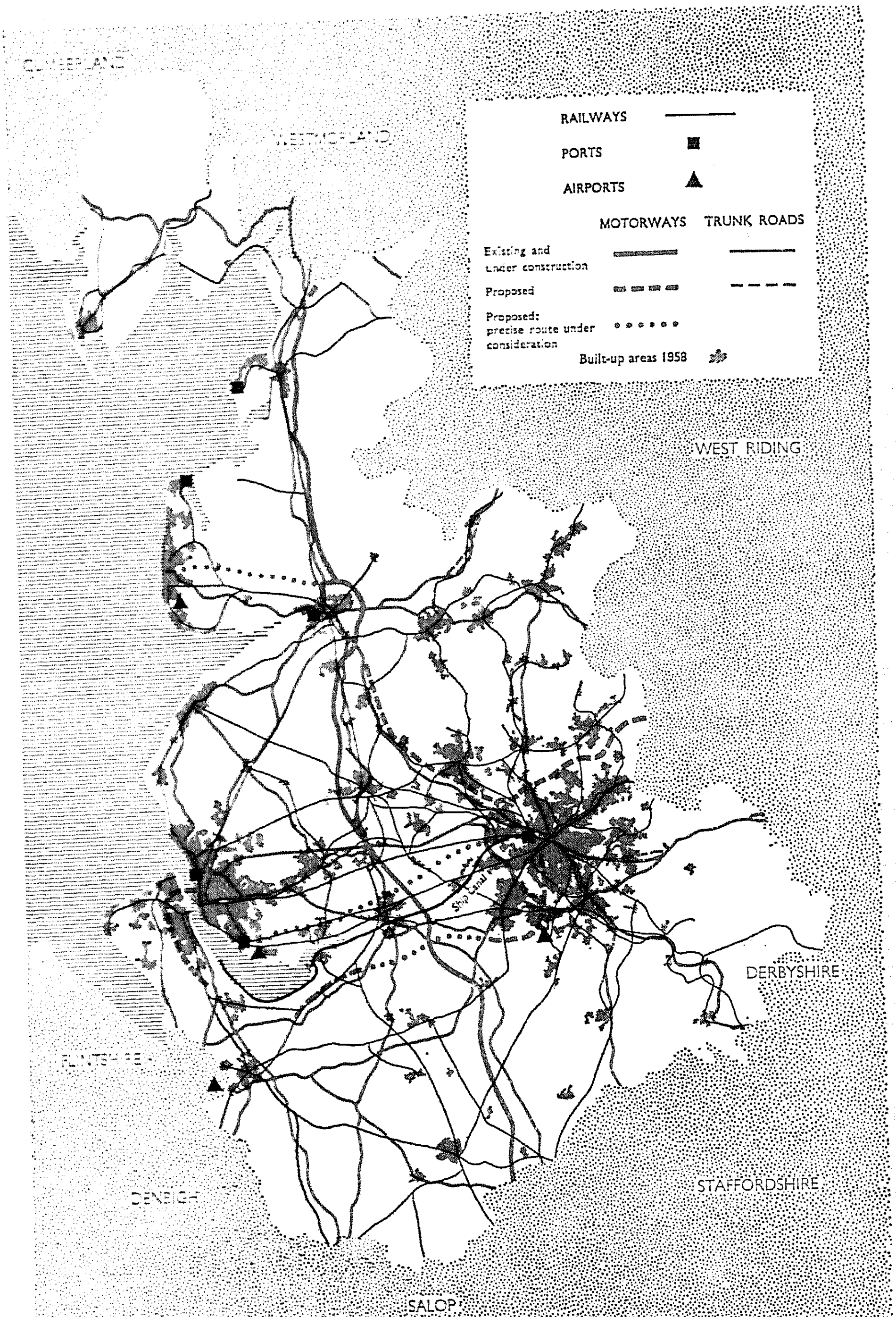

Fig. 20. Communications
The railways shown are those in use, and the road proposals those approved or under consideration, at mid-1965

7 The Region's transport network

The transport network in the North West has to cater for heavy and complex traffic flows. The region itself, with its densely populated urban areas and its highly developed industrial base, generates huge and growing transport demands. In addition, the region contains two of the principal national ports, and the main national trunk routes, both road and rail, leading from the south towards Scotland, run through the length of the region. (See Figure 20.)

2. National and regional transport needs interact closely on one another in the North West and neither can be planned for in isolation. The North West has benefited considerably in recent years from major transport schemes which have been carried out as part of a programme designed to improve the national system. Further schemes are now either in progress or in an advanced stage of planning, and will be completed by the early 1970s. Expenditure on other improvements, which have a regional rather than a national significance, has also been growing steadily in the past few years and is planned to go on increasing in the years ahead.

3. The North West's transport network is gradually being transformed and this process will both improve the region's economic efficiency and prospects, and also create new opportunities for development to meet its population and industrial growth. But even a sustained programme of heavy investment, such as is already planned for the next few years, will not remove all the deficiencies in the North West's transport infrastructure. After the main features of the region's existing network and of the planned developments already in the programme have been described in this Chapter, therefore, the next goes on to try to identify the outstanding needs which will remain to be met as more resources become available.

ROAD AND RAIL

4. The M6 motorway and the main West Coast railway line from London to Scotland together form the major North-South axis of the region. Both follow the same general route through the centre of the region, passing midway between Liverpool and Manchester, and serving Crewe, Warrington, Wigan, Preston and Lancaster.

5. The M6 is already complete from Carnforth near the region's northern boundary right through to south of Stafford in the West Midlands. This section of 110 miles is the longest unbroken stretch of motorway as yet in use in this country and it has brought about a dramatic improvement in road communications in the North West. But at present its southern end connects only with congested trunk roads in the Birmingham area and access to the M1 to London, and the M5 and M50 leading towards Bristol, the South West and South Wales, remains difficult. Until the Midland links joining up these motorways are completed, the North West will still not feel the full benefit from the investment which has been made in the M6. Work on the Midland links is being pressed ahead as rapidly as possible, but given the added difficulties of planning and land acquisition in an area which is already built up, it will be the early 1970's before the gaps are finally closed.

6. By then, the M6 will have been extended northwards via Kendal, Penrith and Carlisle to join up with the A74 road to Glasgow which will have been improved to dual-carriageway standard throughout its length. This will bring about a substantial improvement in the North West's links with Scotland.

7. The West Coast railway line is at present being electrified between London and Man-

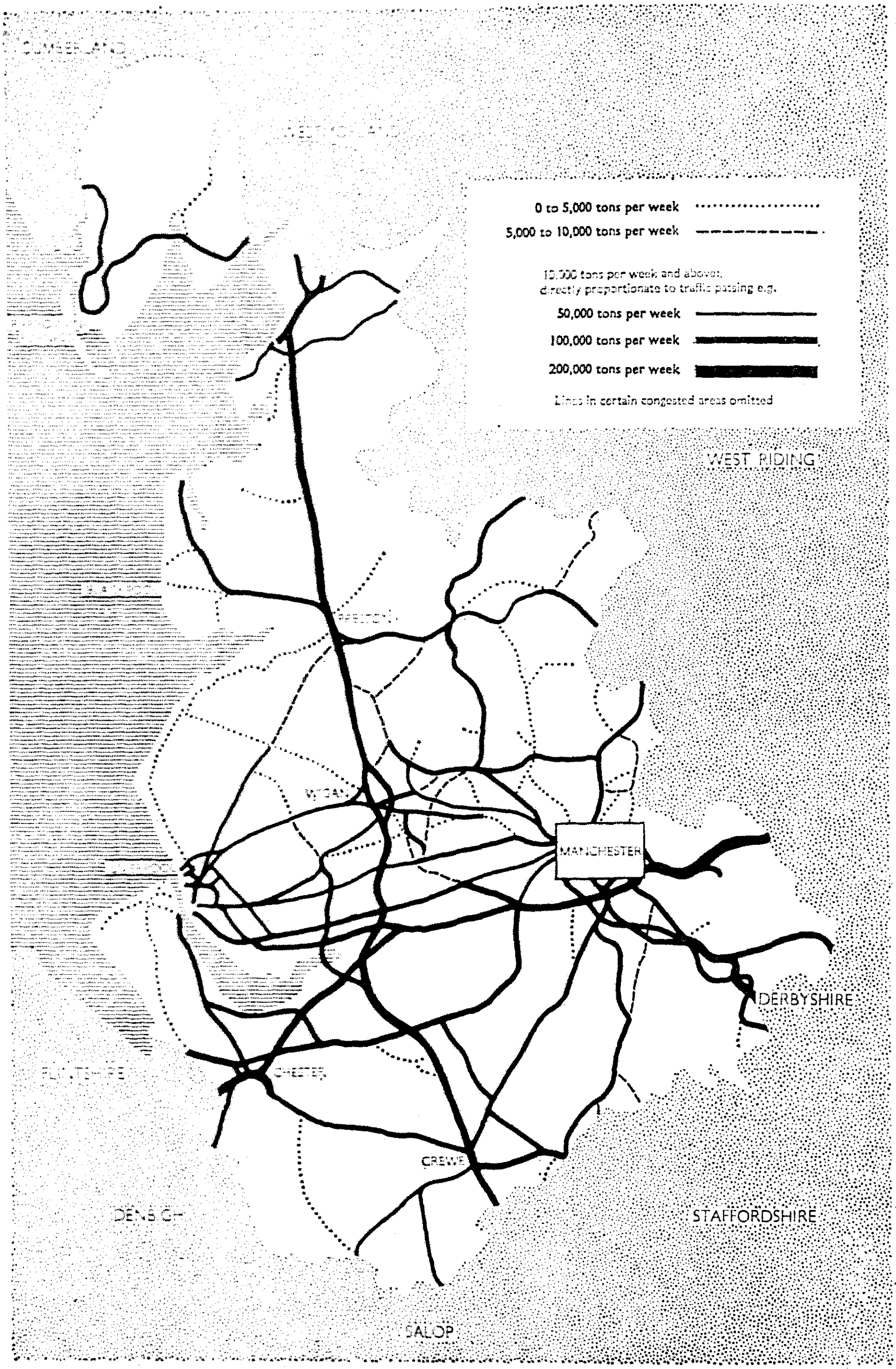

Fig. 21. British Rail: density of freight traffic, 1961
Derived from " The Reshaping of British Railways " by permission of the British Railways Board.
The map shows the pattern of Traffic in 1961 and thus some lines which have since been closed are included

chester and Liverpool. Work on this major project is nearing completion and considerable improvements in the North West's rail services to the Midlands and South will result. From April 1966 the journey from Manchester or Liverpool to Euston will take not much more than 2½ hours, which is about an hour quicker than on the fastest trains at present. Freight services in the North West are being improved by the introduction of modern handling methods in specialised goods depots, and it is hoped that liner trains serving Manchester and Liverpool and providing guaranteed overnight delivery of goods to and from London and Glasgow will be brought into operation by about the end of this year. The British Railways Board propose to develop the West Coast line as their main trunk route connecting London and Glasgow.

8. The main East-West road and rail routes across the Pennines are those connecting the Manchester and Liverpool conurbations with the West Riding towns and the Humber. The East Lancashire Road (A580) from Liverpool to Manchester has recently been converted to dual carriageway throughout most of its length. But the existing trunk roads eastwards from Manchester—the A62 to Huddersfield, Leeds and Bradford and the A57/A628 to Sheffield and other south Yorkshire towns—are not generally of a very high standard. The construction of the proposed Lancashire-Yorkshire motorway, on which advanced works are expected to begin within the next two years, will therefore bring the two densely populated areas of the Mersey division and the West Riding into much closer contact by road than ever before. It will also provide the North West with rapid connections to the A1, the M1 and the North East. It will follow a line running between Bolton, Bury and Rochdale to the north and Salford, Manchester and Oldham to the south and will be connected to the East Lancashire Road as a link to Liverpool. Some improvements to the A57/A628 cross-Pennine route to Sheffield are also included in the road programme for the next few years.

9. At present there are two rail routes connecting Manchester with Leeds and two between Manchester and Sheffield; and no fewer than five lines run between Manchester and Liverpool. As Figure 21 shows, the main cross-Pennine routes are particularly important for the carriage of freight—for example an average of 170,000 tons of goods traffic travels each week on the electrified Manchester-Sheffield line via Penistone. The Railways Board expect there to be considerable growth in cross-Pennine traffic in the years ahead, and in order to cater for it they propose to develop two of the existing routes (Manchester-Sheffield via Penistone, and Manchester-Rochdale-Leeds-Hull, with a link to Preston) together with two of the lines between Manchester and Liverpool (those via Warrington and St. Helens Junction).

10. Within the region, a dense network of roads and railways links the main towns and provides connections with the national system. Traffic flows both by road and rail tend to converge on the two conurbations, and Preston is also an important nodal point (See Figures 21, 22 and 23).

11. Altogether forty-four road improvement schemes each costing over £½ million are scheduled to be carried out in the North West in the course of existing programmes. Perhaps the most important is the proposed replacement of the present Manchester-Preston trunk road (A6) by a motorway following the same general line, but running a mile or two to the east. This should be completed by the early 1970s and will give the Preston area swift access to the Lancashire-Yorkshire motorway, as well as a greatly improved road link with Manchester. It is also proposed to replace the Liverpool-Preston road (A59) which is already a dual carriageway for some of its length; there are already in the road programme schemes for the improvement of its continuation which leads on from Preston into North East Lancashire and eventually into the West Riding. Manchester will be provided with better access to the M6 to the South West by the construction of another new motorway, which will eventually be extended to become an East-West Cheshire motorway stretching across Northern Cheshire towards North Wales. And the southern approaches to Liverpool, which have already benefited from the construction of the Runcorn-Widnes road bridge opened in 1961, will be further improved by the completion by about 1970 of a new trunk road (which may take the form of a motorway) running down the centre of the Wirral and connecting with the second Mersey tunnel.

12. Local rail services into the two conurbations play a particularly important part in carrying

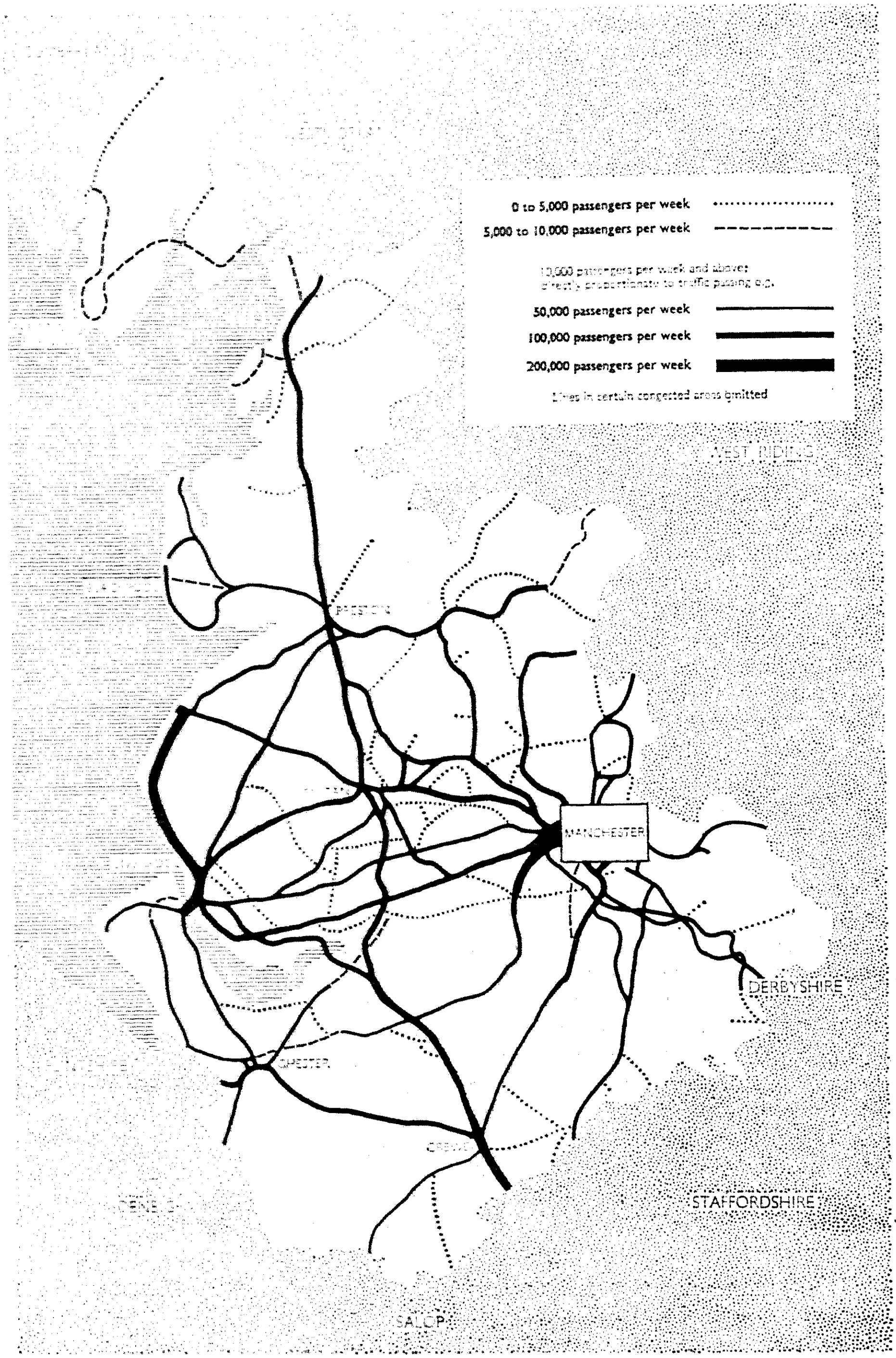

Fig. 22. British Rail: density of passenger traffic, 1961
Derived from "The Reshaping of British Railways" by permission of the British Railways Board. The map shows the pattern of traffic in 1961 and thus covers some services which have since been withdrawn

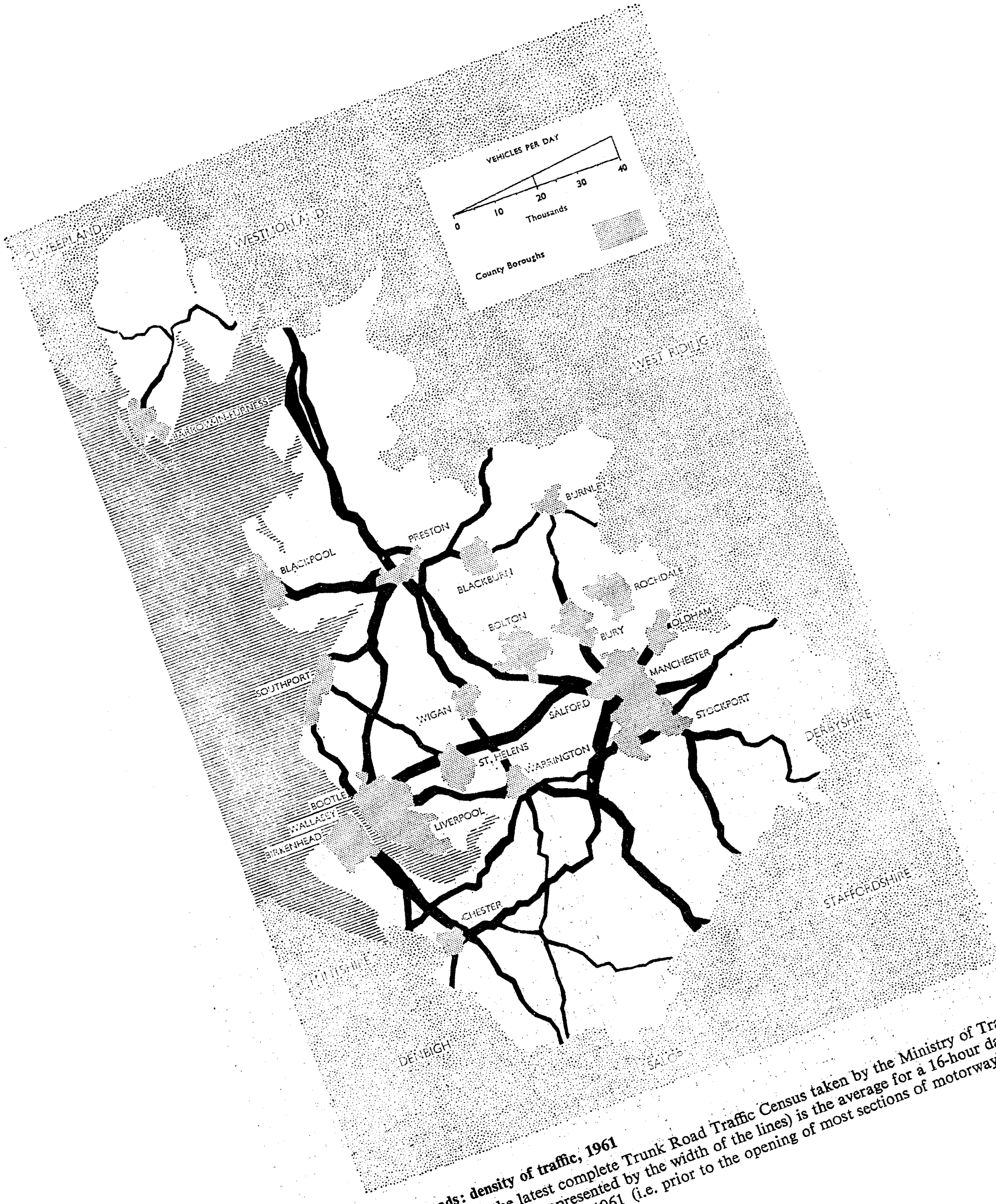

Fig. 23. Trunk roads: density of traffic, 1961
Compiled from the latest complete Trunk Road Traffic Census taken by the Ministry of Transport. The volume of traffic (represented by the width of the lines) is the average for a 16-hour day over the period 21st-27th August, 1961 (i.e. prior to the opening of most sections of motorway)

commuter traffic. Over the post-war period there has been a great increase in the extent of travel to work into and within the conurbations. This trend seems bound to continue, as more houses are built in suburban areas and more workers are attracted to the two cities by the wide range of employment opportunities available in their highly diversified economies. But many of these commuter lines do not pay their way and the Report on the Reshaping of British Railways proposed that services should be withdrawn from some of them. It has already been announced that certain of these proposals (for example those affecting the Manchester-Buxton, Manchester-Bury via Prestwich and Liverpool-Southport lines) are not to be proceeded with at present. The future of other similar lines will have to be considered with particular care, especially where the financial losses at present being made are substantial.

13. In addition to goods transport facilities by road and rail the region will also be connected to the South East via the main refined petroleum transport pipeline and the methane gas distribution pipeline. There is also a highly developed pipeline complex within the south west part of the region.

CIVIL AVIATION

14. The major airports in the North West are at Manchester and Liverpool. (See Figure 24.) Both are owned and operated by the respective City Councils, but the Ministry of Aviation provides technical services. Manchester is one of the three transatlantic terminals in Great Britain (the others are London and Prestwick) and has some regular services to the principal European centres. There are also frequent flights to London and other destinations within the country. The airport is served by British European Airways, British Overseas Airways, a number of independent British airlines and several foreign airlines. It was used in 1964 by nearly 1¼ million terminal passengers. Traffic at Liverpool in 1964 was at rather more than a quarter of Manchester's rate with just over 350,000 terminal passengers. It is served by several British independent airlines and by Aer Lingus and provides regular flights to London, other British centres, the Irish Republic, Ostend and Rotterdam.

15. Regular air services on domestic routes are also provided by independent British airlines from the municipally-owned airport at Blackpool and Hawker Siddeley Aviation's aerodrome at Hawarden, near Chester. Blackpool is used particularly for travel to the Isle of Man, and served over 150,000 terminal passengers in 1964; traffic at Hawarden is on a much smaller scale, but there were nearly 14,000 terminal passengers in 1964. There are also a number of smaller aerodromes and landing strips in the North West which are used by industry, including those at Barrow (on Walney Island), near Preston (Warton and Samlesbury) and near Macclesfield (Woodford), but these do not provide public services.

16. Further improvements to the facilities available at Manchester, Liverpool and Blackpool airports are planned to be carried out in the next few years. It is proposed to extend the length of the main runway at Manchester to 9,000 feet in order to make it suitable for the largest projected transatlantic aircraft. At Liverpool a new runway of 7,500 feet is being built and this will be capable of extension to 10,500 feet; new terminal buildings are also to be provided. And at Blackpool, the terminal facilities are to be extended and air traffic control equipment is to be improved.

PORTS

17. The North West's two major ports—Liverpool and Manchester—are of national as well as regional significance. Liverpool is the second port in Britain and the only one which approaches London in the scale of its activities—it handles nearly a quarter by value of the country's trade whereas London handles about a third. Indeed, for export traffic Liverpool is perhaps rather more important even than London. Manchester consists in effect of dock installations spread out along the whole 35-mile length of the Ship Canal from the south side of the Mersey Estuary to Salford. In contrast to Liverpool it is to a large extent used for import traffic and has a particularly valuable function in enabling bulk commodities to be brought direct to the industrial developments along the Canal's banks and into the centre of the conurbation itself. It is also important for the shipment of refined products out from the important oil refinery at Stanlow.

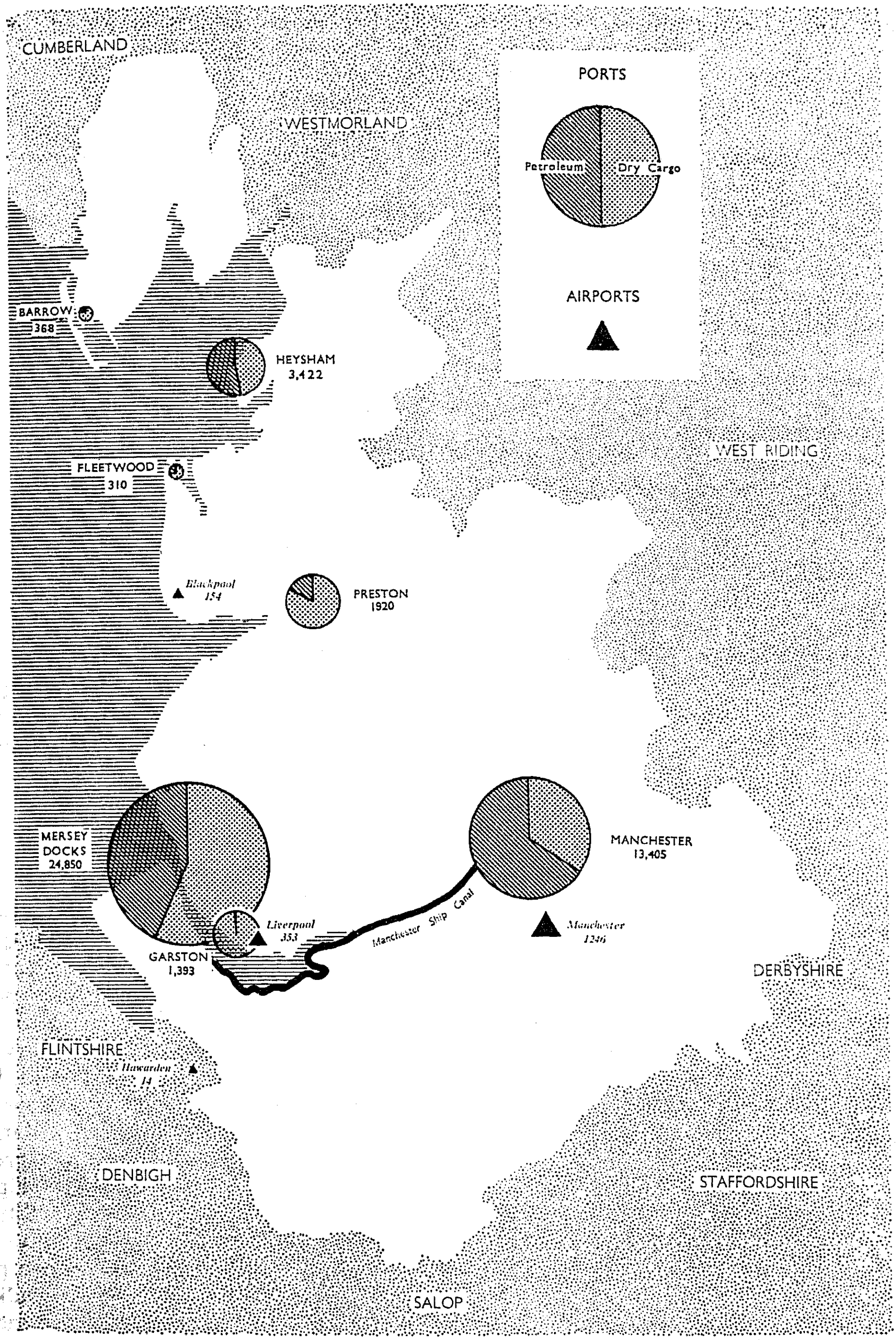

Fig. 24. Ports and airports: traffic

The total inward and outward cargo handled in 1963, in thousands of tons, is given in figures under the name of each port; it is represented by the area of the circles the sectors of which indicate the proportion accounted for by petroleum and dry cargo. The number of terminal air passengers in 1964, in thousands, is given in figures under the name of each airport

Both Liverpool and Manchester have carried out major extension schemes in the post-war period. A new river entrance to the North Liverpool docks including the provision of seven new berths, was completed in 1964 at a cost of over £20 millions; while the Queen Elizabeth Dock at the western end of the Manchester Ship Canal at Eastham was completed in 1953 at a cost of £5½ millions.

18. The immediate hinterland of these two ports consists of the North West region itself, North Wales, the North West Midlands and, to some extent, Yorkshire and the North East. It is the requirements of this area, second in size of population only to the immediate hinterland of the Port of London, that form the base load of the Mersey ports. Moreover, Liverpool's special importance for some trades (for example, that with West Africa) is such as to draw traffic to it from all over Great Britain.

19. There are also a number of smaller ports in the North West, of which the most important are Preston, Heysham, Fleetwood and Barrow. Preston has expanded rapidly in recent years and, together with Heysham, it handles a good deal of traffic with Northern Ireland. Fleetwood is the only fishing port of significance in the North West; there has been some decline in the size of the local fleet in recent years, but just under 100 vessels were still operating in 1964. Barrow has suffered from the contraction of basic industries in Furness and South West Cumberland and is now operating at very much less than its full capacity: iron ore imports for the local industry are the only remaining traffic of any size, but the port facilities are of importance to the Vickers shipyard which is the town's main source of employment.

20. Under the Harbours Act, 1964, major schemes for new port improvements are now subject to the approval of the Minister of Transport, advised by the National Ports Council which is drawing up a national ports plan. The Rochdale Committee on the Major Ports suggested that both Liverpool and Manchester should concentrate in the immediate future on improving the efficiency of their existing dock systems. Such general modernisation is being put in hand but the Mersey Docks and Harbour Board are also pressing on with a proposal for a major new dock scheme north of the Gladstone dock.

8 Future transport needs

The programme of planned improvements to transport facilities in the North West which has been outlined in the previous Chapter will not be completed for some years to come. Where major development schemes are concerned, a long period of planning and preparatory work must inevitably precede the actual job of construction. Even if finance could be found at once for large new schemes in the North West, there would be little prospect of their being completed before the early 1970s. However, by the same token it is by no means too early to consider what the outstanding needs of the North West in the transport field are likely to be when existing programmes have been completed.

ROADS

2. As far as roads are concerned, the completion of schemes in the Ministry of Transport's announced programmes will go a long way towards providing the North West with an adequate regional system linked to the main national network. The major new town and town expansion schemes which are to be carried out in the North West will all be well-sited in relation to the present and proposed motorway system. Skelmersdale will be served by a spur road from the M6; Runcorn will be close to the proposed East-West Cheshire motorway; the expansion of Warrington will benefit from the town's position on the M6; the Manchester-Preston motorway will run near to Westhoughton; and the Leyland/Chorley area is crossed by the M6 and is close to its proposed junction with the Manchester-Preston motorway.

3. Improvement in transport facilities in towns, especially the two conurbations, will pose more difficult problems. While more urban roads will be required, it is clear that the overall transport needs of the conurbations can only be met by an integrated system of roads and public transport facilities planned to cater in the most practical and economic way for the particular demands of the area concerned. Such a system must be planned for each conurbation as a whole and as an integral part of planning for land use. That is the aim of the conurbation land use/transport studies now starting on Merseyside and in the South East Lancashire conurbation. They are designed to lead to the adoption of plans for the development of a comprehensive transport system for each conurbation, coupled with plans for land use development. It will be some three years before this stage is reached.

4. Meanwhile, some progress is already being made with urgent schemes and grants of about £8 million a year are being made available by the Government. In particular, the scheme for a second Mersey tunnel is going ahead, and when this and its associated approach roads have been completed by about 1970 one of the main existing traffic problems on Merseyside will have been alleviated. But determined efforts to deal with traffic congestion in the conurbations will need to be maintained for many years to come.

5. Merseyside's links with the national network may also need further attention. The port is likely to remain of great importance to the national economy for as far ahead as can be foreseen. At present congestion and delays appear to be concentrated within the docks themselves, but when this situation has been eased it will be equally important to ensure that bottlenecks on roads leading to the docks do not prejudice the efficient working of the port. Since Merseyside is also an industrial centre of growing importance, a major improvement to its east-

ward links to the M6 may be required, possibly in the form of the Manchester-Liverpool motorway proposed by the Lancashire County Council. Westward from Merseyside, a proposal has been put forward for a crossing of the Dee estuary, one of the advantages of which would be to shorten journey times between Merseyside and North Wales. However, such a scheme would also have wider implications and it is further discussed later in this Report[1].

6. A rapid growth in road traffic at holiday periods and weekends seems likely to take place in the North West in future years, especially since ownership of motor cars in the region is not yet so widespread as in the country generally[2]. Congestion on roads leading to the Fylde coast, particularly in Preston, is already serious when holiday traffic is at its peak and this problem is likely to be accentuated by the completion of the Manchester-Preston and Lancashire-Yorkshire motorways. A motorway link from the M6 to Blackpool has been proposed, but has not yet found a place in the motorway programme. The Lake District is also likely to draw rapidly increasing volumes of traffic, especially as the M6 is extended northwards, and the burden on roads and parking facilities within the National Park will almost certainly become steadily more serious. Some spreading of the load might be achieved if roads through Furness were further improved, thus diverting some traffic round to the southern and western sides of the Lakes.

7. Improvements of this kind would also help to ease the local transport problems of Furness itself. This area is isolated from the main centres of population in the region and its present road link with the national network (the A590) is generally of a low standard. Some improvements are already programmed; and access to Barrow in particular would be very considerably improved if a barrage across Morecambe Bay were eventually to be built, incorporating a new road. But a barrage scheme could not be justified solely on transport grounds and it would in any case be a very long-term project. Meanwhile the scheme put forward by the local authorities for a new road across the Kent Estuary to connect with the planned northward extension of the M6 should be considered independently of the barrage proposal.

RAIL

8. The future development of rail services in the North West will probably be much more a matter of making the most effective use of existing facilities than of undertaking major new investment schemes. The pattern for development of the major trunk routes suggested by the British Railways Board should provide for the North West's needs for long-distance services. The part to be played by the railways in meeting the region's internal transport requirements in the long-term will need to take account of the results of the conurbation land use/transport studies, when these are available.

CIVIL AVIATION

9. It seems certain that demand in the North West for air services will continue to grow steadily in future, but in Manchester and Liverpool the region already has two first-class airports and both are capable of extension to meet considerable increases in demand. The best estimates that can be made at present of the future growth in air traffic, both passenger and freight, suggest that further major airport development will not be needed in the region until at least the mid-1980s, and possibly even later if increasing use is made of Hawarden aerodrome. If and when a further major airport is required, it would probably be best to develop it towards the north of the region, both to avoid interference with the air approaches to Manchester and Liverpool and because the Preston/Blackburn/Leyland/Chorley area may well by that time have sufficient traffic potential to support such an airport. Alternatively, improved road access might give Blackpool airport growing regional significance. Meanwhile, the road improvements described in the previous Chapter which are to be carried out in the next few years will bring Liverpool and especially Manchester Airports within convenient range of a much larger number of people in the region.

10. Lancashire County Council have suggested that the former R.A.F. airfield at Burtonwood (near Newton-le-Willows) should be developed as the North West's main regional airport. However, in the short-term the region's needs can be met quite satisfactorily by Manchester and Liverpool, in which very large sums have already been invested. Indeed, if necessary safety

[1] See page 111, paragraph 20. [2] See page 48, paragraph 19.

standards were to be maintained and delays to incoming and outgoing aircraft were to be avoided, the opening of a third airport so close to Manchester and Liverpool would only reduce the overall capacity of the area as a whole. Furthermore, competing services from three airports in such a small area would almost certainly be uneconomic, except perhaps in the very long-term. Burtonwood could therefore only be developed at the expense of Manchester and Liverpool and probably only if one of them were to be abandoned.

PORTS

11. The future pattern of major port developments is a matter for national, rather than regional, planning. However, it seems certain that Liverpool's leading position as a general cargo port will be maintained and that it will continue to be one of the region's main economic assets. The port of Manchester should also continue to be important though it seems very unlikely that any major reconstruction of the Ship Canal, in order to make it possible for larger vessels to use it, would be justified. However, present conditions place no more serious restrictions on the size of ships than does the St. Lawrence Seaway and there is considerable scope for additional industrial development to take place alongside the Canal, especially in its lower sections. This would enable further use to be made of the particular advantages which the Canal offers.

F

Part Five

The physical environment

9 Housing needs

Even if net outward migration from the North West continues in future at about the same rate as in the recent past a very considerable increase is likely to occur in the region's population in coming years. This will create a big demand for additional housing in the region. At the same time more houses will be needed to meet existing shortages in some parts of the North West. Thirdly, as is well known, a large part of the region's present housing stock is in a poor state and needs to be replaced.

2. These three components of the North West's total housing needs in the period up to 1981 have therefore to be considered in turn. But it must be emphasised at the outset that it has not been found possible to make any final estimates of renewal needs or existing shortages, while the demand for additional houses which is likely to arise from future increase in the region's population has been calculated only on the basis of the particular assumptions regarding growth and distribution of population which were outlined in Chapter 3. Although, therefore, a final section of this Chapter brings together estimates of the North West's total needs, these estimates must be considered in relation to the assumptions on which they are based. The same qualification applies to Chapters 10 and 11 which deal with the implications of alternative estimates of housing needs in the North West for building rates and land supplies.

3. In any case, whatever housing programme may be decided upon for the North West in the years ahead will have to be accommodated within whatever national programme the state of the economy makes possible.

INCREASE IN HOUSEHOLDS

4. Chapter 3 set out two basic sets of population projections for the North West, one based on the assumption of no net population movement, and the other based on planned overspill movement and trends and rates of voluntary movement prevailing between 1956 and 1964. The object of these projections was to provide rough upper and lower estimates of future population for the region as a whole and its sub-divisions, these estimates being of course hypothetical in character and not necessarily representing the full range of possibilities.

5. These two sets of projections have been used for the purpose of making upper and lower estimates of future numbers of households requiring accommodation in the region. These estimates are set out in Table 16 and Tables 41 and 42 of the Statistical Appendix. In them a distinction is made between "planned" movement and "voluntary" movement: by "voluntary" movement is meant movement of people on their own initiative, as distinct from movement as a result of planned overspill schemes.

6. For the region as a whole, it is estimated that nearly 281,600 additional dwellings will be required by 1981 if there is to be no net loss of population by migration, while an allowance for migration, on the basis of past trends, diminishes the total need by 54,000 dwellings. If, therefore, the assumptions on which these estimates have been made are reasonable ones, migration is unlikely to cause a drastic reduction in the total housing needs of the region. Migrationary movements will, however, materially affect the local distribution of housing needs and their effect in this respect will roughly correspond to their effect on population distribution.

7. If natural increase alone is taken into account, it is estimated that the Mersey division's[1] needs will comprise 83 per cent of the total for the region, although its present number of households is only 74 per cent of the total for the region. This proportionate gain is at the expense of the North Lancashire division, the needs of which will constitute only 11 per cent of the region's total, although its households now constitute 20 per cent of the region's total. The South Cheshire division is left in the same relative position.

8. If, on the other hand, migration (including planned overspill) is taken into account, the position is drastically altered, and the broad effect more than compensates for the unbalancing influence of natural increase. On this basis, the Mersey division's needs will be only 54 per cent of the region's total, although currently it has 74 per cent of the region's households. In contrast, the North Lancashire division's needs will be 30 per cent of the region's total, although at present it has only 20 per cent of the region's households. The Cheshire division, which has now only 6 per cent of the region's households, will have 14 per cent of its increase.

9. Equally important shifts take place within the divisions themselves. In the North Lancashire division, the Ribble sub-division represents some two-thirds of total household increase, if no account is taken of migration (including overspill), and the Lancaster/Fylde sub-division only a quarter. If migration is taken into account, the position is roughly reversed.

10. Within the Mersey division, and particularly within the conurbation sub-regions, the balance of need is substantially altered by migration, and reflects a considerable movement out from the inner areas of the conurbations. The Manchester and North Merseyside sub-regions will actually suffer a net loss of households.

CURRENT SHORTAGES

11. Estimates of existing housing shortages in the North West have been worked out from the following:—

(a) data supplied by local planning authorities on the basis of screened waiting lists (families already in separate accommodation are excluded);

(b) an estimate of shortages arrived at by setting the number of occupied dwellings in 1964 against a calculation of the total number of households requiring separate accommodation. This calculation takes into account 1961 census information on enumerated households.

Table 16 **Estimates of Numbers of New Households Requiring Accommodation by 1981**

Area (1)	*Simple Projection on Basis of Natural Increase only* (2)	*Projection adjusted for Planned Overspill Schemes* (3)	*Projection further adjusted for Voluntary Migration based on Past Trends* (4)
The North-West	281,590	281,590	227,590
North Lancashire Division	30,150	45,150	69,250
Furness Sub-Division	3,520	3,520	1,920
Lancaster-Fylde Sub-Division	7,600	7,600	40,300
Ribble Sub-Division	19,030	34,030	27,030
Mersey Division	233,140	212,840	124,940
Merseyside Sub-Division	90,950	61,740	25,240
Warrington-Wigan Sub-Division	36,250	90,260	81,260
South East Lancs. Sub-Division	105,940	60,840	18,440
South Cheshire Division	18,300	23,600	33,400

[1] Figure 6 on page 9 shows the divisions, sub-divisions and sub-regions referred to in this chapter.

These estimates are set out for sub-divisions in Table 41 of the Statistical Appendix[1].

12. They show that the Mersey division suffers a shortage of nearly 75,000 dwellings compared with one of just over 82,000 for the region as a whole. This means that over 90 per cent of the existing shortage in the region arises within this division although it has only 74 per cent of the region's total housing stock.

13. Within the Mersey division itself, the most serious area of shortage is the Merseyside sub-division. The shortage of just over 40,000 dwellings here is in fact nearly half the total shortage for the region, and the bulk of it is concentrated on North Merseyside where over 33,500 additional dwellings are needed, 25,000 of them in Liverpool. The 1961 census showed that Liverpool had 11·7 per cent of its population living at a density of more than 1½ persons per habitable room,[2] and Bootle 8·6 per cent. The worst areas on North Merseyside for overcrowding were however shown to be Kirkby and Huyton for which the corresponding percentages were 18·8 per cent and 13·1 per cent (these have been reception areas for overspill from Liverpool).

14. The second worst area of shortage is the South East Lancashire sub-division with a deficiency of nearly 27,000 dwellings. The Manchester sub-region as a whole has a shortage of about 17,500 dwellings, and Manchester County Borough in particular one of 8,000. The 1961 census showed that Manchester had 6·4 per cent of its population living at densities of more than 1½ persons per habitable room.

15. The remaining sub-division of the Mersey division (Warrington/Wigan) has a shortage of just over 7,300 dwellings. The 1961 census showed that St. Helens had 6·5 per cent of its population living at densities of more than 1½ persons per habitable room. The corresponding percentage for Wigan is 5·7 per cent with 8·6 per cent and 7·1 per cent for the areas of Aspull and Ince in Makerfield adjoining.

16. Outside these areas there are no widespread shortages. Indeed the absence of such shortages is generally characteristic of the older Lancashire industrial towns which have experienced persistent net outward migration of population.

RENEWAL NEEDS

17. Renewal needs have been considered primarily in terms of dwellings in need of replacement either because they are already unfit or are likely to become unfit by 1981, or because they must be demolished to make way for other planned developments. To enable an assessment of this problem to be made, local planning authorities were asked in December 1964 to submit estimates of the total renewal needs of their areas as they stood at the middle of 1964.[3] These estimates have been used throughout this section of the report.

18. Use has not been made of the official slum clearance returns which local authorities submitted to the Ministry of Housing and Local Government in 1955 and which have been amended from time to time since. The reason for this is that some of the figures in these returns appear to be related to actual clearance programmes rather than total needs, and some are in any case out of date. The Ministry of Housing and Local Government have however recently sent all authorities a circular asking them to submit fresh estimates of the number of unfit houses in their areas regardless of the time which will be required in order to clear them. These estimates were not available in time to be taken into account in the preparation of this report.

19. Although local authorities have little difficulty in deciding when a house is patently unfit to live in, the statutory definition of a slum is not precise, and local authorities cannot be expected always to apply exactly the same standards in judging whether a particular dwelling is unfit. A sub-committee of the Central Housing Advisory Committee is at present examining the whole question of standards of fitness to see whether greater objectivity can be achieved. Meanwhile, however, the following measures have been provisionally used as additional guides to the condition of the region's housing stock, and the resulting information is recorded in detail alongside the local planning authorities' estimates in Table 39 of the Statistical Appendix.

[1] In addition, Table 40 of the Statistical Appendix gives census data on overcrowding.

[2] The statutory definition of overcrowding for the purposes of the Housing Acts is a density of one or more persons per habitable room. These figures, therefore, illustrate severe overcrowding.

[3] The figures were supplied by the planning departments of these authorities, after consultation with district council officers in the case of the counties.

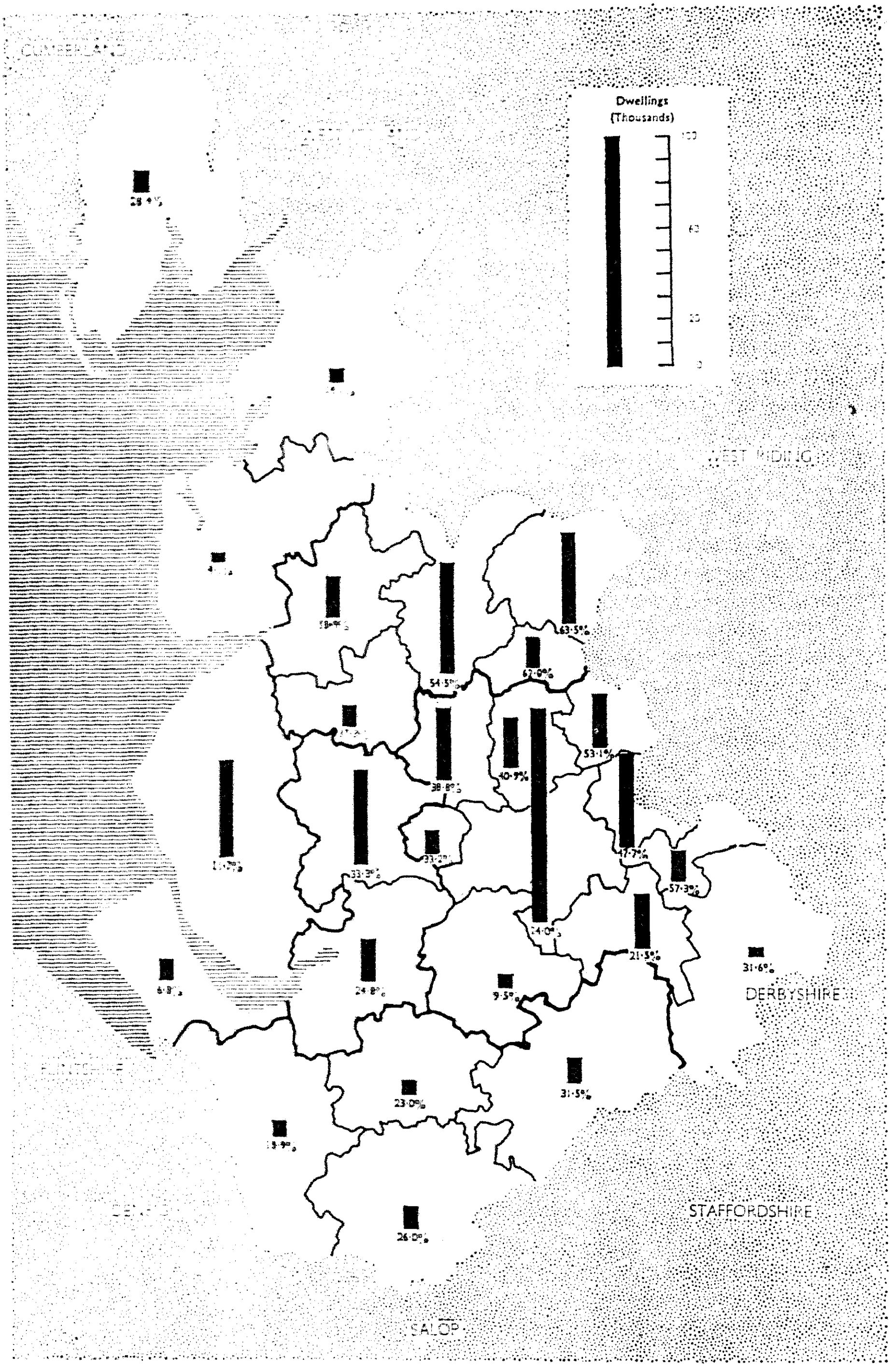

Fig. 25. Dwellings with rateable value £30 or less, 1963
The heights of the columns are proportional to the number of dwellings with rateable value £30 or less at April, 1963. The percentage which these represent of all separately rated dwellings is given in figures; for England and Wales as a whole the proportion is 18.5 per cent (see Appendix, Table 39)

(a) **Rateable Value**

Rateable value statistics provide, subject to certain regional and local variations in values, a rough indication of the general quality of housing in particular areas, and Group I dwellings, which consist of those valued at £0-£30 (exclusive of farm workers' dwellings) can be regarded, whatever the area, as representing a sub-standard category of accommodation. Dwellings within this category are generally old, small, and of poor quality and can certainly be regarded as potential, if not actual, slums. Statistics of Group I dwellings have accordingly been compared with the local estimates of slum clearance needs.

(b) **Lack of Baths**

The presence or absence of a fixed bath is a useful objective criterion of the general quality of a dwelling, though houses without baths are not necessarily to be regarded as slums. 1961 census estimates of houses without baths have also therefore been compared with the local slum estimates and rateable value data.

(c) **Age of Buildings**

No reliable and complete information is available on the age of dwellings. However, a significant index of the proportion of housing in an area which is obsolete can be obtained by comparing the total number of dwellings enumerated at the 1861 and 1881 censuses with those enumerated at the 1961 census. The higher the proportions of dwellings recorded at the previous censuses in relation to the total number recorded at 1961, the worse the problem of obsolescence is likely to be, unless an exceptional amount of re-development has taken place in the interim.

20. According to the local estimates, roughly 440,000 dwellings in the North West are either unfit to live in or are likely to become so by 1981; this represents a ratio of one in every five dwellings. This figure compares with a total of about 537,000 dwellings of £30 rateable value or less, and a total of nearly 512,000 dwellings lacking a fixed bath.

21. Although there are no corresponding returns from local planning authorities for the rest of England and Wales, comparable statistics are available of dwellings of £30 rateable value or less. Table 17 compares the North West in this respect with the country as a whole and with certain other parts of it which suffer from major problems of obsolescence.

Table 17 **Numbers of Dwellings of £30 Rateable Value, or Less—a Comparison with the National Total and with Totals for Selected Geographical Counties**

Area	*Number of Dwellings*	*Percentage of Total Housing Stock*
England and Wales	2,586,746	18·5
The North West	536,931	25·9
North Lancs. Division	137,375	32·9
Mersey Division	368,831	24·0
South Cheshire Division	30,725	25·1
Durham	144,467	30·2
Glamorgan	94,397	26·6
London	18,428	2·1
Staffordshire	111,721	21·0
Yorks. (West Riding)	460,319	38·2

22. This table shows that the North West has roughly one fifth of the total number of dwellings in England and Wales which fall in the lowest rateable value group; and that nearly 26 per cent of the region's total housing stock falls within this group compared with the national average of 18½ per cent. Although the North West as a whole and the most densely populated part of the region (the Mersey division) do not appear to have a proportionately greater number of dwellings in this group than certain other industrial areas of the country, there are individual local authority areas in Lancashire where conditions in this respect are at least as bad as any in the other counties mentioned. In general it can be said that although the proportion of poor housing stock in the North West is not exceptional for a region extensively developed during the Industrial Revolution, the scale and concentration of the problem there is outstanding. (See Figure 25.)

23. The broad pattern of renewal needs within the region is illustrated in Table 39 of the Statistical Appendix, which includes the numbers

of dwellings local planning authorities consider will have to be cleared for reasons other than their condition (for example, because of necessary road improvements or to enable town centre re-development schemes to be carried out). Three-quarters of the slums in the North West, according to the local estimates, lie within the Mersey division, and two-thirds of the slums within this division (in other words nearly half the region's total) are to be found within the South East Lancashire sub-division where in all roughly one-quarter of the housing stock is said to be in need of clearance. The main problem appears to be in the Manchester sub-region where nearly 30 per cent of the existing stock needs to be replaced.

24. Although the slum problem in the Merseyside sub-division is estimated as substantially less than that in the South East Lancashire sub-division in terms of numbers, it is proportionally just as great. Here over one quarter of the total housing stock is said to be in need of clearance. The problem is in fact concentrated on North Merseyside where 31 per cent of the housing stock needs to be cleared.

25. The other main areas of need are in the Ribble sub-division, chiefly in the Blackburn, Rossendale and Burnley sub-regions. Here one in every three dwellings (within Blackburn and Burnley themselves every other dwelling) is said to be in need of clearance.

26. The broad pattern of needs emerging from these estimates is borne out in the main by the rateable value and census statistics. There are, however, significant variations and discrepancies. For instance, the Merseyside sub-division is estimated to have just over 100,000 slums, although only about half this number of its dwellings have rateable values of £30 or less. On the other hand, the South East Lancashire sub-division is said to have about 210,000 slums, while over 260,000 of its dwellings fall within this lowest rateable value group. This difference suggests that the basic renewal problem in the South East Lancashire sub-division may be even greater than the slum estimates show and proportionally greater than in the Merseyside sub-division—a hypothesis supported to some extent by the census data on houses without baths.

27. The position within the South East Lancashire sub-division is illustrated in detail in Table 39 of the Statistical Appendix and from this it can be seen that the slum estimates for several of the peripheral areas are far short of the total numbers of their dwellings in the lowest rateable value group. For instance, it appears that the numbers of slums in Bolton, Bury, Stalybridge and Stockport are less than a half in each case of the total numbers of dwellings in the lowest rateable value group.

28. It is inconclusive to compare the Manchester sub-region with the other sub-regions in this respect since property values towards the centre of the conurbation tend to be higher. However, the census statistics on lack of fixed baths give some support to the view that housing conditions in the urban belt running roughly in an arc round the northern part of the conurbation may be as bad as, if not worse than, those within the Manchester sub-region as a whole.

29. Other parts of the region where the data seem to indicate that the renewal problem has been under-estimated are the Warrington/Wigan sub-division and the Ribble sub-division. In the case of the former, some 30 per cent of the total housing stock falls within the lowest rateable value group and lacks a fixed bath, while only a little over half this percentage of its dwellings are classified as slums. In the case of the latter, roughly one-third of the dwellings are classified as slums and lack fixed baths, but 46 per cent fall within the lowest rateable value group.

30. The general conclusion to be drawn from these comparisons is that while at least two-thirds of the North West's renewal problem falls within the Mersey division and is concentrated in the main in the conurbations, the problem in North East Lancashire, the Wigan-Warrington area, and a number of towns on the north side of the Manchester conurbation may well be worse than the local estimates show, and proportionally worse than in the centres of the conurbations.

THE REGION'S HOUSING NEEDS SUMMARISED

31. These three elements—future increase in households, existing shortages and renewal needs—can now be brought together to provide an estimate of the North West's total housing needs in the period up to 1981. This is done in summary form in Table 18 and a more detailed analysis is given in Table 41 of the Statistical Appendix. The predominance of slum clearance

needs is obvious. Irrespective of whether allowance is made for migration, these represent the greater part of the total needs of the region as a whole and of the Mersey and North Lancashire divisions. Even the slum totals for these areas, however, are considerably smaller than the number of dwellings in them of £30 rateable value or less.

32. Another striking point which emerges is the present deficiency of dwellings on Merseyside. This deficiency amounts to nearly one-third of slum clearance needs, and the problem is concentrated on North Merseyside.

33. In general, despite the provisional nature of the slum estimates and the uncertainty regarding future population movement, it can be concluded that the housing needs of the North West up to 1981 will be enormous, that they will be concentrated in the main in the Mersey division, and that the extent of clearance needs in this division is likely far to outweigh any reduction of total housing needs which may result from approved overspill schemes. In addition, it may well turn out that the renewal needs of the Wigan-Warrington area, and some of the cotton towns, are worse than the slum estimates show and proportionally as bad, if not worse, than those in the inner areas of the conurbations.

34. The different estimates of total needs shown in Table 18 are not, however, set out with the intention of suggesting that any particular one should be adopted as a basis for action. They are simply designed to show the varying scale of the total problem depending upon different assumptions adopted regarding migration and the desirability of clearing sub-standard property. The implications of these estimates for housing rates and land supplies are dealt with in the next two chapters.

Table 18 **Alternative Estimates of Total Housing Needs Based on Differing Assumptions Regarding Migration and Redevelopment Needs**

Area	*Total Housing Need Allowing for Voluntary Migration*	*Total Housing Need not Allowing for Voluntary Migration*	*Total Housing Need not Allowing for Migration and Assuming Clearance of all Dwellings of £30 Rateable Value or less*	*Effect of Planned Overspill Movement*
The North West	791,090	845,090	942,051	—
North Lancashire Division	150,600	126,500	175,155	+15,000
Furness Sub-Division	4,060	5,660	14,131	Nil
Lancaster-Fylde Sub-Division	55,070	22,370	18,498	Nil
Ribble Sub-Division	91,470	98,470	142,526	+15,000
Mersey Division	599,210	687,110	715,091	−20,300
Mersey Sub-Division	219,490	255,990	204,809	−29,210
Warrington-Wigan Sub-Division	66,370	75,370	104,097	+54,010
South East Lancs. Sub-Division	313,350	355,750	406,185	−45,100
South Cheshire Division	41,230	31,480	51,805	+ 5,300

10 Implications for house building rates

If by 1981 all the people living in the North West are to be provided with tolerable housing conditions, a tremendous programme of new building will have to be carried through. Table 19 compares three alternative estimates of total housing needs in the North West with the sum of the dwellings which would be built in the region if the annual housing rate up to 1981 were the average for the three years mid 1961-mid 1964. This average has been chosen as a basis for comparison rather than the latest annual figure because a projection based on the results of any single year is likely to be very unreliable. The main purpose of the table is to demonstrate the implications for the building industry of the different estimates of needs. While, therefore, allowance is made for planned overspill movements in estimating the provision required in particular areas, no deduction is made from totals of regional needs to allow for new town proposals since these too create demands upon resources within the region.[1]

2. Table 19 shows that a substantial shortage will occur, even on the lowest of the alternative

Table 19 **A Comparison of Alternative Estimates of Needs with Recent Total Building Rates**

Area	*Total Housing Provision Required Allowing for Voluntary Migration* (1)	*Total Housing Provision Required not Allowing for Voluntary Migration* (2)	*Total Housing Provision Required not Allowing for Migration and Assuming that all Dwellings of* £30 *Rateable Value or Less to be Cleared* (3)	*Result of Projection to* 1981 *of Mean Total Annual Building Rate for mid-*1961 *to mid-*1964 (4)
The North West	791,090	845,090	942,051	616,119
North Lancashire Division	165,600	141,500	190,155	111,945
Furness Sub-Division	4,060	5,660	14,131	6,109
Lancaster-Fylde Sub-Division	55,070	22,370	18,498	43,788
Ribble Sub-Division	106,470	113,470	157,526	62,050
Mersey Division	578,910	666,810	694,791	455,486
Merseyside Sub-Division	190,280	226,780	175,599	135,716
Warrington-Wigan Sub-Division	120,380	129,380	158,107	79,453
South East Lancs. Sub-Division	268,250	310,650	361,085	240,317
South Cheshire Division	46,580	36,780	57,105	48,688

N.B. Figures in columns (1) and (2) include local estimates of slums.

[1] The precise assumptions made in respect of planned overspill movement are given in Table 42 of the Statistical Appendix.

estimates of needs, if house building rates in the North West are not greatly increased. If all houses regarded as slums were to be replaced, and if there were to be no net loss of population by voluntary migration, the average annual building rates for the region as a whole and for the Mersey division[1] would have to be raised by 37 per cent and 48 per cent respectively above the average for mid 1961-mid 1964 (equivalent to annual compound increases of nearly 4 per cent in the first case and slightly over 4 per cent in the second). If in addition all dwellings of £30 rateable value or less were to be cleared, the average rates in both cases would have to be over 50 per cent higher (equivalent to an annual compound increase of roughly 5 per cent). Only in the South Cheshire division is little increase likely to be needed to meet foreseeable requirements.

LOCAL AUTHORITY BUILDING RATES AND CONTRIBUTION OF NEW TOWN PROPOSALS

3. In calculating the proportion of housing needs which will have to be met by local authorities (with the aid of new towns in certain cases), it has been assumed that slum clearance will continue to be carried out almost exclusively by local authorities, and that in general this will be the main element in their housing programmes. Estimates have accordingly been worked out on the assumption that they will have to meet all slum clearance needs, all other redevelopment needs, but only a quarter of general housing needs. The total contribution to be made by developments under the New Towns Acts has been assumed to be 53,000 dwellings.[2]

4. The scale of the demands which it is thus estimated may fall upon local authorities, is illustrated in Table 41 of the Statistical Appendix. It is clear that in general a much greater increase will be needed in local authority house building rates than in overall house building rates, even on a moderate assessment of the burden falling upon the public sector. If all homes regarded as slums were to be cleared, and the appropriate proportion of general needs (as calculated) to be met, the average annual local authority building rate for the region as a whole would have to be more than doubled, even allowing for the contribution of new towns and for continued net outward migration on the basis of past trends. This is roughly equivalent to an annual compound increase of 8 per cent. In the Mersey division the local authority building rate would have to be nearly doubled, and there would have to be a compound annual increase of between 7 and 8 per cent. In the Ribble sub-division of North East Lancashire an annual compound increase of more than 15 per cent would be necessary.

Table 20 **Projection of Past Slum Clearance Rates**

Area	*Time Required to Clear Estimated Totals of Slums* at Mean Clearance Rate for mid-1961 to mid-1964*	*Time Required to Clear all Dwellings of Rateable Value of £30 or less at Mean Clearance Rate for mid-1961 to mid-1964*
	Years	*Years*
The North West	33	40
North Lancashire Division	50	78
Ribble Sub-Division	49	78
Mersey Division	31	34
Merseyside Sub-Division	42	21
South East Lancs. Sub-Division	29	36
South Cheshire Division	15	45

* These estimates do not allow for slums accumulating after 1981; nor do they allow of course for the possibility of increasingly higher standards of fitness being applied.

[1] Figure 6 on page 9 shows the divisions, sub-divisions and sub-regions referred to in this chapter.

[2] Table 42 of the Statistical Appendix gives a breakdown of this figure.

5. The position in relation to slum clearance is brought out starkly in Table 20 which compares estimated needs with recent clearance rates.

PRIVATE ENTERPRISE HOUSING RATES

6. The position in relation to the private sector is however markedly different. It is clear from Table 21 that over the region as a whole, the North Lancashire division, and the South East Lancashire sub-division, a continuance of current private enterprise building rates would produce enough houses to meet all future demands except for those arising from redevelopment needs, even if estimates are based on the assumption of no net loss of population by migration. And if allowance is made for migration on the basis of past trends, enough houses would be produced by the private sector to meet all but redevelopment needs even in the Mersey division as a whole and in the Merseyside sub-division.

BROAD CONCLUSIONS

7. Despite the tentative nature of the alternative estimates of total needs, and their implications for building rates, it is clear that a substantial increase in building rates in the North West will be needed in the years up to 1981, and that the burden falling on the public sector will be disproportionately large in relation to its current share of house building activity. A continuation of past building rates in the private sector would, on the other hand, appear to be adequate in general to meet most of the region's general needs.

8. This report does not attempt to assess the future capacity of the building industry or the extent to which local authorities may be able to increase their building rates. A projection of past building rates would give no useful guidance in the absence of any definite long-term trend. Clearly the future performance of local authorities may be influenced by a wide range of factors such as the further development of industrialised building techniques, local government reorganisation, and the current reviews of housing subsidies and local government finance.

9. There is, however, already evidence of vigorous action by some local authorities to meet their problems.[1] Manchester and Liverpool Corporations, in particular, have made a comprehensive assessment of long-term needs, and are planning well ahead to meet them. Much

Table 21 **Possible Contribution by Private Enterprise to Meeting Other than Slum Clearance Needs**

Area	*Housing Need (less Redevelopment) Allowing for Voluntary Migration and Planned Overspill Movement* (1)	*Housing Need (less Redevelopment) not Allowing for Voluntary Migration but Allowing for Planned Overspill Movement* (2)	*Contribution by Private Enterprise on basis of Mean Annual Building Rate mid-1961 to mid-1964* (3)
The North West	309,710	363,710	369,104
North Lancashire Division	74,720	50,620	88,020
Furness Sub-Division	2,890	4,490	4,239
Lancaster-Fylde Sub-Division	42,200	9,500	40,460
Ribble Sub-Division	29,630	36,630	43,321
Mersey Division	199,370	287,270	248,637
Merseyside Sub-Division	65,430	101,930	68,532
Warrington-Wigan Sub-Division	88,590	97,590	53,246
South-East Lancs. Sub-Division	45,350	87,750	126,859
South Cheshire Division	35,620	25,820	32,447

[1] Local authority completions rose from 14,841 in 1963 to 18,126 in 1964. The next best year was 1961 when 11,957 dwellings were completed.

has, moreover, already been done with the assistance of the Regional Office of the Ministry of Housing and Local Government to raise building rates by greater use of industrialised building techniques and by the better organisation and disposal of resources. The establishment of two consortia of housing authorities in the region is a particularly significant development.

10. It is therefore reasonable to look forward to continued increases in building rates in the public sector, some of them substantial. But it may be doubted whether these will be adequate, particularly in mid-Lancashire and the "cotton towns" where there is evidence that the renewal problem is proportionally worse than in the key cities of the region. This is a problem which must obviously be studied further not only in relation to the capacity of the building industry, and the housebuilding rates attainable by local authorities, but also in relation to the competing claims of other public buildings and works programmes in the region and elsewhere.

11. It is however clear that, whatever the scale of increases in building rates which may be achieved, it is of vital importance to secure the conservation and improvement of existing dwellings, where this is practicable. Much of the region's housing stock, though old and deficient, is structurally sound and capable of improvement, and the sheer weight of the basic slum problem makes it essential that these dwellings should be used to the best advantage. This involves not only encouraging more individual improvements to property for which grants are available, but also the carrying out of wider environmental improvements under the "improvement area" procedure. The possibilities for comprehensive improvements of this kind are at present the subject of a pilot study being undertaken by the Ministry of Housing and Local Government in the Deeplish area of Rochdale.

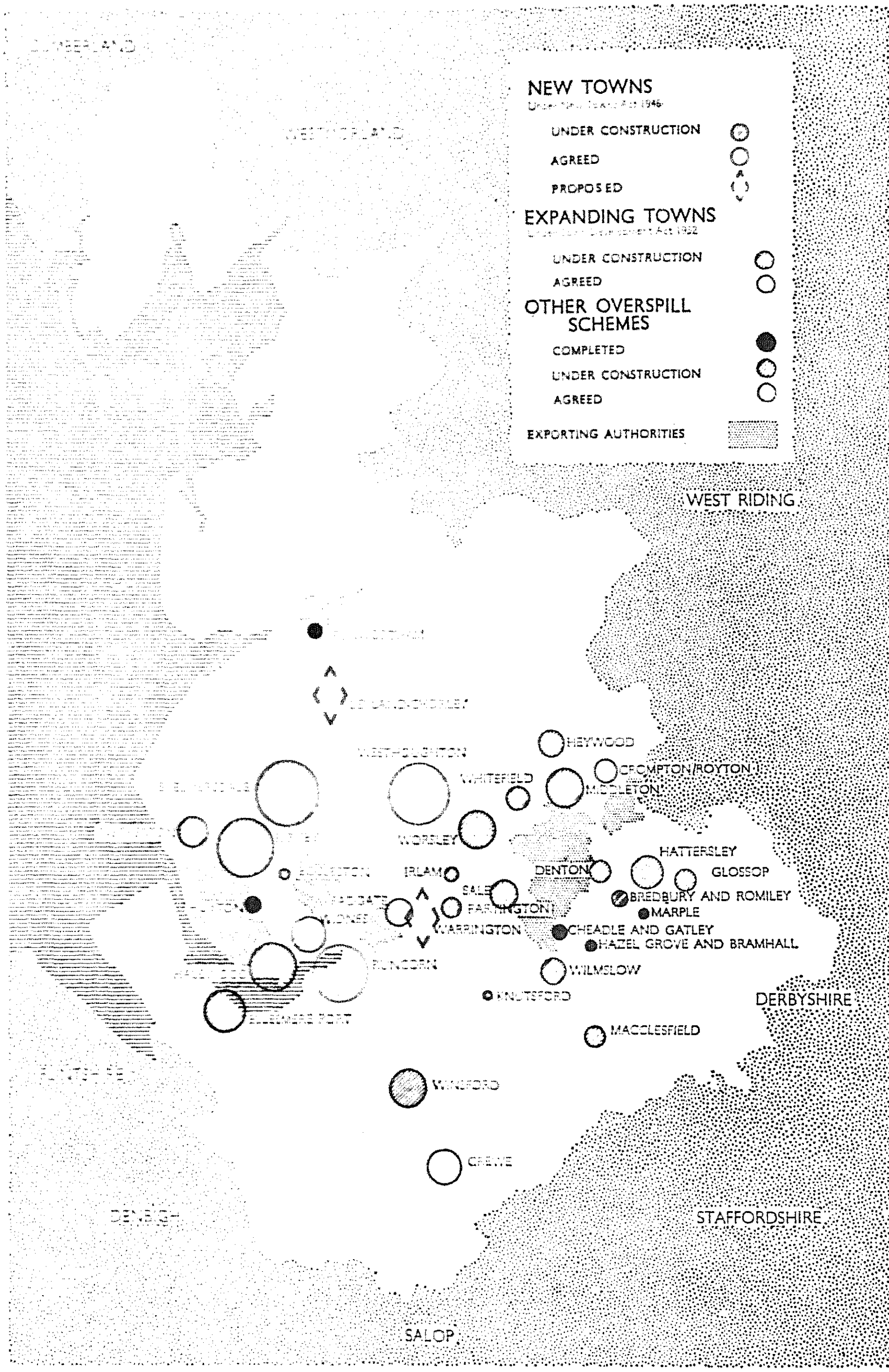

Fig. 26. New Towns, expanding towns and other overspill schemes

Agreed new towns, town development and other overspill housing schemes are shown as at mid-1965. Relative numbers of dwellings being provided for planned overspill are indicated by the areas of the circles. The approximate locations of the proposed new towns at Leyland-Chorley and Warrington are also shown

11 The need for housing land

THE BASIS OF ASSESSMENT

If the North West's housing needs in the period up to 1981 are to be met, substantial quantities of additional land in the region will be required for housing. In order to make some estimate of the amount of land already available to meet housing needs, local planning authorities were asked for returns; the information drawn from them is set out in Table 41 of the Statistical Appendix. These returns were not based on a detailed site survey or on common assumptions regarding housing densities; they must therefore be regarded as providing only approximate assessments and may include some land the development of which may not in the end be approved owing to conflicting claims. On the other hand, the returns for a number of areas where no special problems arise merely show, as available for development, land actually required to meet housing needs. For this reason, the returns for the region as a whole, the North Lancashire division and the South Cheshire division are almost certainly under-estimates. The returns for the Wigan/Warrington sub-division also probably embody slight under-estimates since the capacities of Skelmersdale, Runcorn and Westhoughton have been assessed in terms of population targets and not actual land availability.

2. The returns are, in fact, estimates of land falling into the following two categories:—

(a) **Virgin Land**

All land zoned for residential development in town maps, approved or in draft, which was not developed to the point of occupation by mid-1964; in addition, land outside proposed green belts[1] not so allocated, but thought suitable for development. (Certain sites are however included which are on the periphery of the Merseyside conurbation and which the Minister of Housing and Local Government has already proposed to exclude from the Merseyside and South East Lancashire Green Belt).

(b) **Land for Redevelopment**

All land to be made available for housing in slum clearance and other redevelopment areas. In some cases the total has been calculated by applying broad assumptions on replacement rates to total slum clearance needs.

3. The exclusion of proposed green belt areas from these returns is not intended to indicate that it would necessarily be wrong to develop any site within them. The aim of the exclusion was solely to form an estimate of the amounts of land which would be available without encroaching on proposed green belts, and there is no doubt that in the Mersey division and elsewhere there is proposed green belt land which is capable of development.

BROAD RESULTS

4. The returns from the planning authorities show a surplus of housing land in the region as a whole, irrespective of whether account is taken of the possibility that net outward migration may come to an end. But this is of little significance in itself since surpluses in parts of the region cannot automatically be set against deficiencies in others. The broad picture is in fact one of a substantial surplus in the North Lancashire division, a moderate surplus within the South Cheshire division, and a deficit within the Mersey division (a very large one if no net

[1] The green belt proposals which have been made for the North West are described in Chapter 12 below.

loss of population by voluntary migration is assumed).

5. Closer analysis of the figures shows, moreover, that no serious shortages are likely to arise within the North Lancashire and South Cheshire divisions, although there are pockets of shortage in one or two towns (Preston for example). The only serious problems arise within the Mersey division, where allowing for all planned overspill schemes both the Merseyside and South East Lancashire sub-divisions are shown as having inadequate land, even if net loss of population by voluntary migration continues. These deficiencies contrast with a moderate surplus in the Wigan/Warrington sub-division.

6. Land shortage appears therefore almost exclusively a conurbation problem, and Table 22 illustrates the position in the two sub-divisions in question.

THE MANCHESTER CONURBATION[1]

7. It emerges from Table 22 that, if past net voluntary migrational trends continue, planned overspill schemes will be more than adequate to meet the overspill needs of the Manchester sub-region, and that the only areas of large shortages will be the Stockport and Altrincham sub-regions. Nevertheless, the South East Lancashire sub-division as a whole is still left with a net deficit of 2,700 dwelling sites, and this is increased to one of 45,100 sites, if a cessation in net outward migration is assumed.

8. The Stockport and Altrincham sub-regions comprise attractive dormitory areas which have hitherto experienced considerable net immigration of population, and it is the projection of this trend which is the main cause of the large shortages shown against them in column 2 of Table 22. These estimates of shortages are therefore artificial in the sense that if all land available in the two sub-regions is eventually used up, net immigration will almost certainly cease. The figures are nevertheless highly significant as demonstrating the inadequacy of the land still available in the two sub-regions to meet future private enterprise demands on the scale on which they have arisen in the past; the question which naturally arises is whether, failing the provision of other equally attractive areas to live in, people who would otherwise have settled in these sub-regions will be willing to live in hitherto less favoured parts of the sub-division or in places further afield within commuting distance. If they

Table 22 **The Merseyside and Manchester Areas—Deficiencies of Dwelling Sites up to 1981**

Area	*Land Deficiency on Assumption of No Voluntary Migration and Accepting Local Estimates of Slums* (1)	*Land Deficiency on Assumption of Continuance of Post-1956 Voluntary Migration Trends and Accepting Local Estimates of Slums* (2)
Merseyside Sub-Division	−65,860	−29,360
North Sub-Region	−69,030	−27,330
South Sub-Region	+ 3,170	− 2,030
South East Lancashire Sub-Division	−45,100	− 2,700
Manchester Sub-Region	−51,930	+ 1,670
The Other Lancashire Sub-Regions	+ 1,300	+19,800
Stalybridge and High Peak Sub-Regions	+ 7,090	+ 9,790
Stockport and Altrincham Sub-Regions	− 1,560	−33,960

N.B. All these figures allow for planned overspill movement between sub-divisions and sub-regions.

[1] For statistical purposes, the South East Lancashire sub-division.

are not willing to do one or other of these things, the failure to provide further attractive dormitory sites within the sub-division may lead to an increase in the number of people migrating from the region altogether.

9. It would appear therefore on the basis of the figures in Table 22 that if net outward voluntary migration from the sub-division as a whole continues as in the past, the planned provision for overspill is more than adequate to meet future demands in the public sector, but that there will be a shortage of at least 2,700 dwelling sites for private enterprise housing (the net deficiency figure for the sub-division as a whole) and possibly a good deal more. If however net voluntary migration from the sub-division as a whole is to cease, there will be substantial shortages of land for both public and private enterprise housing.

10. Since these estimates of shortages are hypothetical in character, it is not possible to do more than make tentative calculations of the times at which they might occur. Alternative estimates have accordingly been worked out for sub-regions in Table 23. These take account of all planned overspill movements, including movements within the sub-division, but do not otherwise assume that deficiencies in some sub-regions will be offset by surpluses in others.

11. Broadly speaking, these alternative estimates point to two conclusions. The first is that even if net voluntary migration from the Manchester sub-region ceases, no further major overspill scheme will be necessary in the short and medium term to meet its needs. The second conclusion is that if net immigration into the Stockport and Altrincham sub-regions continues as in the past, they will run short of land in the early 1970s. This means in effect that the more attractive areas at present available to private enterprise building within the sub-division will then in the main be exhausted.

THE MERSEYSIDE CONURBATION[1]

12. Of the two conurbations, however, Merseyside appears to be in by far the worse position. The overspill problem, which is almost entirely confined to North Merseyside, is enormous in relation to the size of the area. Notwithstanding plans for two new towns, several town development schemes, and major development projects for peripheral sites, there is a net deficit of over 29,000 dwelling sites to meet needs up to 1981, even if net loss of population by migration continues. If this is stopped, a net deficit of some 66,000 sites will remain to be met. Moreover, these totals must be regarded as minimum totals in view of the difficulty of matching surpluses and deficits in a conurbation split by a river with limited communications acıoss it.

13. The planning problem created by the needs of Merseyside is the most acute land-use problem in the North West. On the one hand, there is a large existing shortage of dwellings, an enormous slum problem, and the prospect of an exceptionally high birth rate, all creating extensive demands for more land for development. On the other hand, North Mersey side is a closely built up area hemmed in by the sea, the river, and a tract of first-class farming land which is also part of a proposed green belt.

14. It is not possible by analysis of the figures in Table 22 to judge what proportion of any extra land required would be needed for public authority housing. However, the very high proportion

[1] For statistical purposes, the Merseyside sub-division.

Table 23 **Sub-Regions in South East Lancashire where Land Shortages will occur before 1981**

	Sub-Region	*Year*
(*a*)	If current* building rates continue:	
	Stockport	1973
	Altrincham	1975
(*b*)	At building rates required to meet future needs† assessed on the assumption of no net population movement:	
	Manchester	1976
	Oldham	1976
	Stockport	1978
	Bolton	1980
	Leigh	1980
(*c*)	At building rates required on the assumption of a continuance of migrationary trends prevailing between 1956 and 1964:	
	Stockport	1971
	Altrincham	1973
	Oldham	1979

* The current rate here = the mean annual building rate for the three years mid-1961—mid-1964.

† Needs include local estimates of slums.

of North Merseyside's housing needs attributable to slum clearance and overcrowding suggests that a substantial part of any extra land required would be bound to be needed for planned overspill schemes.

15. The possible timing of shortages has been worked out on the same assumptions as those for the South East Lancashire sub-division, and it has been calculated that if current building rates continue, no land shortages will occur either in the North Merseyside or South Merseyside sub-regions before 1981. If, however, building rates are to be raised to the level necessary to meet future needs as estimated, shortages will occur as follows:

On the assumption of no net population movement	*Year Beginning*
North Merseyside	1974
South Merseyside	1982
On the assumption of net population movement as in the past	
North Merseyside	1977
South Merseyside	1980

16. These figures suggest that, whichever assumption is adopted regarding migration, any general overspill problem is a long-term one. Shortages may however occur in individual local authority areas somewhat sooner than these figures indicate. Liverpool Corporation have in fact calculated that they will run short of land for council housing in the early 1970s.

GENERAL CONCLUSIONS

17. The land supply statistics show an overall surplus for the region as a whole which is the net product of deficiencies in the Mersey division and surpluses in the North Lancashire and South Cheshire divisions. It would however be an over-simplification to think of the housing land problem in terms of a regional balance sheet. The problem is essentially a problem of the two conurbations, and surpluses of land far removed from the overcrowded towns of the conurbations can do nothing to meet their needs, except to the extent that these more distant areas are able to provide sites for planned overspill schemes.

18. Some important developments to meet the needs of the conurbations are already in progress or approved. Merseyside will benefit from the new towns designated at Skelmersdale and Runcorn, from town development schemes at Widnes, Ellesmere Port, and Winsford and by the release of certain peripheral sites within the proposed green belt for North Merseyside. The Manchester conurbation will benefit from town development schemes at Winsford, Macclesfield, and Crewe, and from a number of peripheral housing schemes for which land has been released. In addition, a major overspill scheme at Westhoughton has been approved and proposals have been put forward for developments under the New Towns Acts in the Warrington and Leyland/Chorley areas.

19. All in all, it appears that the short and medium term overspill needs of both conurbations will be met, if all the schemes now in the pipe-line go through. But even if it is assumed that the sub-divisions in question will experience a continuation of past voluntary migration trends, a very substantial further provision of land will be necessary to meet the needs of the Merseyside conurbation both in the public and private sectors, and more land will be needed for private enterprise housing in or near the Manchester conurbation. If it is assumed that there will be a complete cessation of net voluntary migration from these sub-divisions, then the overspill problems to be faced in both cases will be enormous.

20. No attempt is made here to recommend one or other of the two assumptions regarding voluntary migration that form the basis of the alternative estimates of housing land requirements; nor are these assumptions necessarily the only ones which might reasonably be made. The sole object has been to illustrate the varying scale of the housing land problem depending upon the extent to which it is planned to hold within the North West the population growth generated within its main urban areas. Whether it is in fact feasible to plan to hold all this population growth within the region is a question which must be considered in the wider economic context. Only when decisions have been taken on strategic issues of this kind, will it be possible to make a firm assessment of future overspill needs (including industrial and other land requirements) and to decide in what ways these needs should be met. One thing is however fairly certain and that is that re-development needs alone will continue to generate overspill from the conurbations well beyond 1981, and any decisions therefore on further major overspill schemes should be taken against the background of a long-term strategy.

12 The Green Belts

In considering where additional land for urban development might be provided in the North West the future of the green belt proposals which have been made must be taken into account. Local authorities were originally recommended to consider the establishment of green belts wherever this seemed desirable in order to check the growth of large built-up areas or to prevent neighbouring towns from merging into one another, or to preserve the special character of a particular town.

2. Five main sets of proposals for green belts were drawn up by local planning authorities in the North West. These proposals, their aims and their history are summarized in Table 24 and the areas covered by them are shown in Figure 27. Local planning authorities have been invited to use these proposals as an interim guide to planning control, following the submission of informal sketch plans. However, none has yet been formally approved as part of a development plan for the area concerned. Action has in fact been deferred in all cases until a comprehensive appraisal of the long-term land needs of the region has been completed.

MAIN OBJECTIVES OF GREEN BELT PROPOSALS

3. Of the five sets of green belt proposals put forward for the North West four are designed to limit urban growth and coalescence within the Mersey division; and of these four, the ones for Merseyside and South East Lancashire submitted by Lancashire County Council, are by far the most important. The belt proposed stretches from west to east across almost the whole division. It hems in tightly the built-up area of North Merseyside, encloses Warrington and Widnes, and fills a labyrinthine series of gaps and inlets on the northern side of the Manchester conurbation. Within the Merseyside section of the belt is included the first-class farming land of the Ormskirk plain, some of it pleasant countryside; within the ship-canal area, more first-class farming land is included, but the countryside is less attractive. To the north of the Manchester conurbation, however, where the belt is drawn less tightly than on Merseyside, neither the quality of the soil nor that of the countryside are in general high.

4. The Merseyside and South East Lancashire green belt is complemented on the south by two further proposals—the West Cheshire green belt which is designed to contain growth in the Wirral and to prevent Chester and Ellesmere Port from merging; and the North Cheshire green belt which encompasses the southern part of the Manchester conurbation. The West Cheshire green belt links up with one proposed by Flintshire County Council; and the North Cheshire green belt links up with the three small areas in the Peak District which are the subject of proposals by Derbyshire County Council.

5. The South Cheshire green belt is entirely unconnected with the others. It links up with corresponding proposals made by Staffordshire County Council for a green belt to limit the growth of the Potteries and the merging of nearby towns such as Alsager and Kidsgrove.

6. The Cheshire green belts include much pleasant flat countryside and good farming land. The Derbyshire green belt areas are spoilt to some extent by prominent development on hill sides, but have a rugged bleak charm of their own. The quality of the soil however is generally poor here.

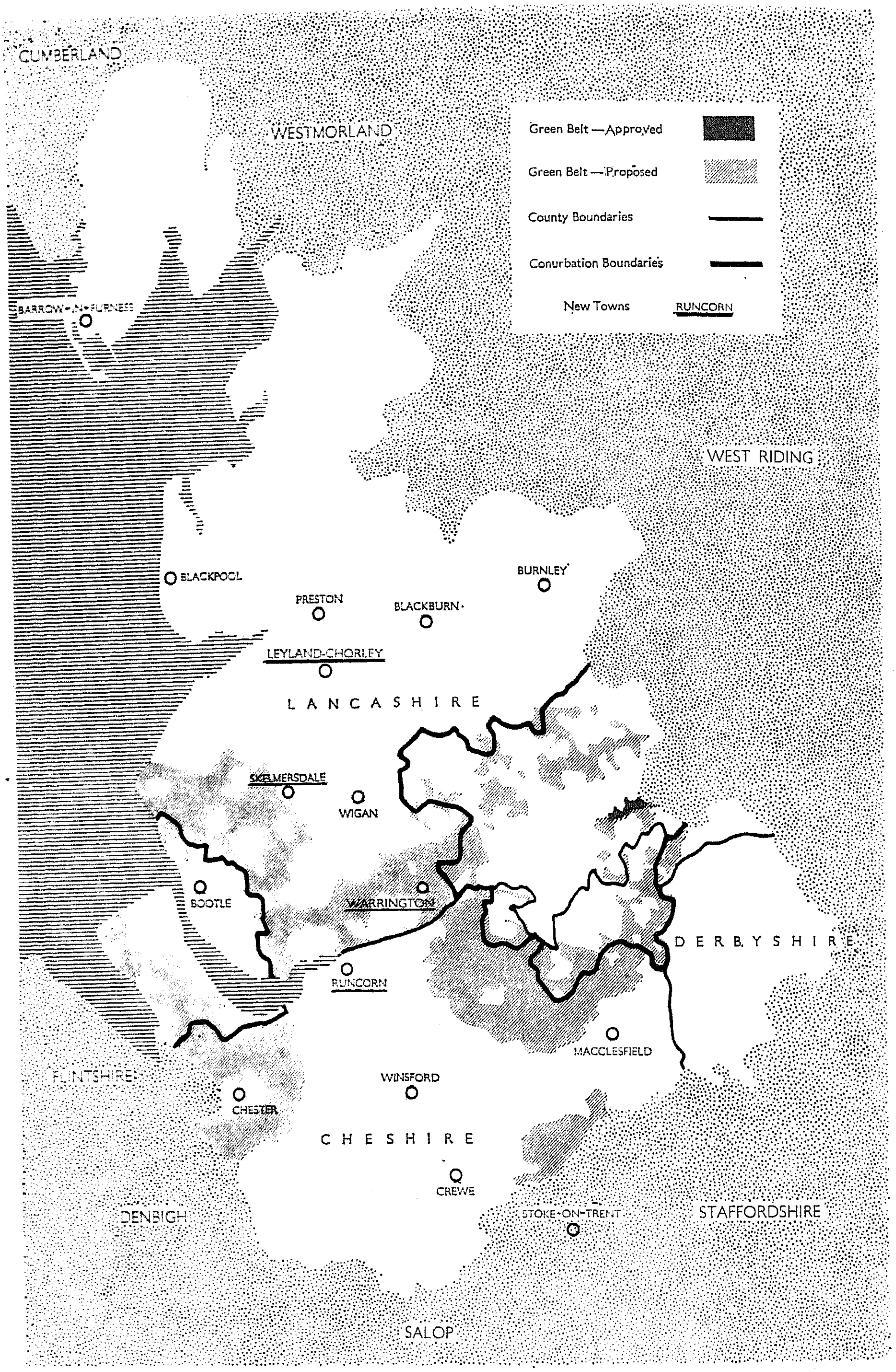

Fig. 27. Green belts: mid-1965
The proposed green belts are those which have been submitted formally or informally by local planning authorities for approval by the Ministry of Housing and Local Government