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PRIME MINISTER

PUBLIC EXPENDITURE SURVEY 1980

This minute is to seek your agreement, and that of Cabinet colleagues, to commission the necessary preliminary work for the 1980 public expenditure Survey, making certain changes from what has hitherto been the established procedure.

2. We may hope that our discussion of public expenditure in the coming year will be more straightforward than over the past year. But we do need to carry out a fresh Survey, to review and where necessary update the programmes. I envisage bringing it to Cabinet for first discussion in July, leading to decisions in October. For this officials need to start work in the near future.

3. The proposed changes are mainly to implement recommendations in the interim report of the interdepartmental group of officials which, as you know, is reviewing the way in which the public expenditure Surveys are conducted. The group's work is continuing and will cover in its next stage the more radical ideas, such as preparing the plans in cash or cost terms as well as or instead of volume. Their interim report, of which a copy is attached, is about changes which could be introduced in the 1980 Survey.

4. I propose that we accept without ado the five main proposals for change in the 1980 Survey:

- (i) Replacement of Part 1 of the survey report with a "main issues" paper prepared by the Treasury in consultation with departments and the CPRS;

- (ii) Restructuring of the rest of the survey report to show more clearly the departmental spending programmes for which individual Ministers are responsible;
- (iii) Shortening of the period covered by the Survey from 5 years to 4 (that is, the current year and three years immediately ahead);
- (iv) A uniform price base for the Survey, in place of the widely discrepant price bases which have marred earlier Surveys; and
- (v) Elimination of complexity and detail wherever possible.

5. Proposals (iii) and (iv), concerning the period covered by the Survey and the price base, are the most important. The arguments are set out in paragraphs 12-27 of the official group's report. Proposals (i) and (ii) should improve the presentation of the material to Ministers. Proposal (v) will, I am sure, command general assent.

6. The official group left open the question whether the detailed report should continue to be circulated to Ministers. I suggest that it should be so circulated, not for discussion in Cabinet but as background.

7. I propose also that we accept the recommendation that local authority expenditure should continue to be treated in the 1980 Survey under departmental/functional programmes, but with close attention to the local authority spending totals, capital and current.

8. The report suggests that the preparatory material prepared by officials should identify options for reductions amounting to 2½ per cent of programmes in 1981-82 and 5 per cent of programmes in subsequent years. In a normal year I have no doubt that we do need options of this order. We do not want to find ourselves confronted by a list of proposals for increasing expenditure but

no options for reducing it. This year, however, when the new Survey follows so closely on the old, I think it would be sufficient, and avoid some needless agonising, to identify initially options for reductions of 2 per cent in 1981-82 and 3 per cent in subsequent years. This need not prejudice the ultimate decision of Cabinet. If it were decided later that we need to look for bigger cuts, they can be pursued selectively with the Ministers concerned.

9. Finally, the report mentions (paragraph 3b of the Summary) that Ministers might want to consider commissioning special studies. I believe that departments would have difficulty with proposals for further studies now when they are under pressure to economise on manpower, and when various studies are already in hand. So I do not want to press the idea for this year.

10. In principle the expenditure planning system ought to provide both for Ministers to review priorities from time to time, and for consideration, perhaps at the end of each Survey, whether any policies need to be reviewed in more depth before the next Survey. The interdepartmental group should be invited to consider how the annual cycle might best accommodate this. It need not necessarily involve discussion at Cabinet.

11. But for this year, I would only note that there are one or two subjects on which some further work should be put in hand at official level ahead of our 1980 Survey discussions, for example, on the territorial split of expenditure.

12. I hope that members of the Cabinet will agree that preparatory work on the 1980 Survey should now be initiated as proposed in this minute. If any of my colleagues wish to comment, I suggest that they do so by Friday 7 March. In the absence of such comments, I hope I may assume that the proposals are agreed, and that preparatory work on the 1980 Survey should proceed accordingly.

13. I am copying this minute to all members of the Cabinet, and to the Minister of Transport; and to Sir Robert Armstrong and Sir Kenneth Berrill.

W. J. B.

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PROPOSALS FOR THE 1980 SURVEY

Interim Report by the Interdepartmental Group
on the Survey System

SUMMARY

Our group was set up in November 1979 with the following terms of reference:

"To examine possible improvements in the system of annual public expenditure surveys".

This Interim Report is confined to recommendations which could be implemented in the 1980 survey. We intend to deal with the more fundamental issues of public expenditure planning and control in a further report later in the year.

2. Starting from the premise that there does need to be a survey in 1980, we make five recommendations for improvement and simplification:

a. Presentation of the survey to Ministers should be improved: we suggest that Part 1 of the survey report should be discontinued and replaced by a "main issues" paper prepared by the Treasury, in consultation with Departments and the CPRS.

b. The rest of the survey report should be restructured on a Departmental basis: it could be available to Ministers in Departments (or from the Treasury) rather than formally circulated to Cabinet.

c. The period covered by the survey should be shortened by one year from five years (the current year and four years ahead) to four years (the current year and three years ahead). This would mean that, exceptionally, there would be no need in the 1980 survey to roll the plans forward for a further year.

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d. The expenditure figures in the 1980 survey should be expressed at price levels taken from Year -1 (1979-80 for the 1980 survey), thus removing the wide discrepancies of price levels which have been present in earlier surveys. We intend to return to the question of more radical alternatives to the present price basis, including planning in cash rather than at historical prices, in our next report.

e. Officials preparing the survey material should be invited to reduce complexity and detail, particularly for the later years.

3. We also make the following recommendations on three matters for decision affecting the 1980 survey:

a. Local authority expenditure should continue to be treated under Departmental/functional programmes; but close attention should also be paid to the local authority spending totals, capital and current. We intend to consider in our later report the wider question of what is the right programme structure for the survey.

b. The survey report for 1980 should include options for reductions amounting (we suggest) to 2½ per cent of programmes in 1981-82 and 5 per cent of programmes in subsequent years. (The CPRS are preparing a separate paper on special studies which Ministers may want to commission.)

c. The timetable for the 1980 survey should aim at a preliminary discussion by Cabinet in July, final decisions in October and publication of the White Paper in January.

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7 February 1980

INTERDEPARTMENTAL GROUP ON THE SURVEY SYSTEM

PROPOSALS FOR THE 1980 SURVEY

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Interim Report
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Our group was set up in November 1979, following two meetings of Permanent Secretaries, with the following terms of reference:

"To examine possible improvements in the system of annual public expenditure surveys".

Membership is at Annex A.

2. This Interim Report is confined to recommendations which could be implemented in the 1980 survey. We intend in our main report later in the year to discuss some of the more fundamental issues which arise on the survey, including its basic purposes, the programme structure, the relationship between planning and management of expenditure, the issue of volumes versus cash planning and expenditure in cost terms, the scope for simplification and reduced detail, and the annual cycle.

Is a 1980 survey necessary?

3. Ministers have devoted a great deal of time since they took office to reviewing public expenditure plans, and discussions on the 1979 survey still continue. The first question which we considered was therefore - is there any need for a 1980 survey?

4. We have concluded that there does need to be a survey in 1980, for three main reasons:

a. In any rational system of public expenditure planning, it is necessary to keep the plans up to date. All past experience points to the probability of considerable

changes between now and the end of 1980 in perceived requirements for individual programmes - both policy and estimating changes. Ministers will also need to assess the implications for future years of any cash limits squeeze on volumes in 1980-81; and they may wish to look again in the autumn at the overall trend of expenditure, in the light of the latest medium-term financial and economic prospects.

b. Ministers will need to take a further, systematic look at 1981-82 programmes in particular, in the light of the latest developments and a more recent economic forecast, since these will form the basis of Estimates and cash limits.

c. Select Committees and other informed observers will expect the Government to publish up to date plans in the now-traditional annual White Paper. It would be hard for the Government to justify presenting 1981-82 Estimates and cash limits to Parliament for approval without publishing the plans on which they are based.

5. On the other hand, the 1980 survey ought to be less burdensome and time-consuming than the 1979 survey, given all the ground that has been covered already in the 1979 survey.

Improvements in 1980 survey

6. There are five improvements and simplifications which the group believe could be made at once in time for the 1980 survey:

- i. presentation to Ministers of matters for decision in the survey could be improved by replacing some of the traditional material with a "main issues" paper;
- ii. the basic material in the survey report could be set out by Department, rather than by functional programme;

- iii. the period ahead covered by the survey could be shortened;
- iv. the prices in which the expenditure figures are expressed could be made consistent;
- v. the amount of detail, particularly for the forward years, could be reduced.

We consider these items in turn.

Presentation of the survey to Ministers

7. The basic document in the annual public expenditure surveys has traditionally been the survey report, prepared for Ministers by the Public Expenditure Survey Committee. The purpose of Part 1 of the report has been seen as to summarise and explain, not to expound the policy issues. Part 2 contains a compendium, agreed between the Treasury and Departments, of the basic material on each programme. The report provides an essential starting point for the survey, but it is valuable chiefly for purposes of reference. It does not concentrate attention on the key policy issues which Ministers will want to discuss.

8. The group suggest that, with effect from the 1980 survey, Part 1 of the survey report should be replaced by a "main issues" paper summarising the main matters for decision by Ministers. To prevent the paper from becoming an overlong and comprehensive Committee document, the Treasury would be responsible for preparing it. The Treasury would, however, consult Departments and the CPRS about the paper and seek agreement as far as possible.

Survey report and circulation

9. Under existing practice, the material in Part 2 of the survey report is marshalled under the 15 main functional programmes of the public expenditure survey. However, Ministers are now considering proposals for separate programmes for

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Scotland and Wales, and Ministerial discussion on the survey always proceeds in practice on a Departmental basis, with Ministers in charge of spending Departments arguing the case for expenditure disbursed or sponsored by their own Departments. The report would be easier to use (and to assemble) if the material in it were organised in the same way.

10. We therefore propose that the 1980 report should be organised on a Departmental basis, in accordance with the precedent set up in the 1979 "Orange Book" on the scope for reductions in public expenditure. There would be a chapter (or section of a chapter) each for all Departments, including the Scottish and Welsh Offices, and each Departmental presentation would include the subdivision of expenditure between central government and local authorities. In general, officials would try to make the report more compact, useful and accessible; but it would need to include some of the material previously included in Part 1.

11. Important as the survey report is, it is primarily a work of reference. It is for consideration whether the report should in future be available to Ministers in Departments (or from the Treasury), rather than formally circulated to Cabinet.

Period covered

12. We suggest that, beginning with the 1980 survey, the period covered by the annual surveys should be shortened by one year, from five years to four. This would mean that, exceptionally, there would be no need to roll the plans forward for a further year in the 1980 survey: 1983-84 would remain the final year.

13. This change would mark a significant break with tradition. Even since the surveys began in 1961, the period covered has been five years - the year in progress when Ministers consider the survey (year 1), the next year (year 2) and the three subsequent years (years 3-5).

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14. The case for dropping year 5 is that figures for such a distant year probably do more to mislead than to inform. Given all the uncertainties over the economic and financial future, the qualifications attached to these figures must be as important as the figures themselves, if not more so, and this sometimes makes it difficult for Departments to treat the figures seriously. Publication of such figures in the annual White Paper gives an impression of spurious accuracy which it is difficult to correct satisfactorily in the accompanying prose.

15. The case against dropping year 5 is that the requirement to pencil in figures for the later years, highly provisional as they must be, does provide a discipline on both central and spending departments to plan well ahead and identify future problems well in advance - not only problems on individual programmes (such as demographic changes) but also problems affecting public expenditure as a whole. If, moreover, the Government decide to publish a financial plan extending to year 5, it would be necessary to provide public expenditure figures of some kind for that year. The saving in effort from dropping year 5 would in any event be very small.

16. The group felt that, while there was force in these points, the balance of argument was in favour of dropping year 5. Individual Departments do often need to plan as far ahead as year 5, and indeed well beyond: the defence programme, with its long lead times, is a case in point. But it is doubtful whether any important operational purpose is served by assigning figures for year 5 to all programmes and Departments and adding them up to a total. For the purposes of a medium-term financial plan, some relatively simple convention, such as repeating the year 4 figures or extrapolating the trend, might be thought acceptable.

17. The group recognised that the arguments for dropping year 5 might be used against year 4 as well. But if year 4 were dropped, the survey would look only one year beyond the year immediately ahead, and that would be too short a perspective. Some policy changes have such long lead times that year 4 is needed to show their full expenditure effects, and dropping year 4 would also mean that Ministers would start the following survey with no existing figures from which to start consideration of the second year ahead, which by then would be an important year in their discussions. We therefore concluded that it would be wrong to drop year 4 as well as year 5.

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18. If Ministers do decide to drop year 5 in the 1980 survey, they will want to consider how the change should be presented to Parliament. In the meantime, the span of years covered by the survey could be mentioned in next month's public expenditure White Paper as one of several points under consideration in the current review of the survey system.

Uniform price base

19. Under present practice survey programmes, and even different elements within the same programme, are expressed at a number of different price levels. The main price levels used, and the types of expenditure to which they apply are:

- i. Year -1 autumn prices (autumn 1979 prices for the 1980 survey): most voted expenditure on goods and services;
- ii. Year -1 November prices (November 1979 prices for the 1980 survey): most local authority expenditure; and
- iii. Year 1 average prices (average 1980-81 prices for the 1980 survey): most grants and loans, including social security benefits.

At a time of relatively high inflation, the discrepancy between Year -1 prices and Year 1 prices can be substantial - in the 1980 survey, it could well be more than 15 per cent - and public expenditure totals obtained by adding up figures at widely differing price levels are clearly a statistical anomaly. We have lived with this anomaly for many years, and it is surprising how little public criticism there has been. So long as the discrepant price bases remain, however, we shall always be vulnerable to criticism against which there is no convincing answer.

20. The group propose that, beginning this year, there should be a uniform price base for the survey - a price base which is

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sufficiently consistent to permit sensible aggregation of figures for individual programmes into expenditure totals. The choice of price base lies in practice between projected Year 1 prices and Year -1 prices.

21. The case for using projected Year 1 prices (1980-81 prices for the 1980 survey) is that these prices are current when the survey is in progress, and therefore familiar. But use of Year 1 prices throughout the survey would have serious disadvantages. Year 1 would not have begun when work on the survey begins. The assumptions made about Year 1 prices in preparing cash limits would provide a useful starting point; but these assumptions would almost invariably turn out to be wrong. Hence it would be necessary either to keep revising the price base during the survey exercise or to continue using a set of incorrect prices. Both solutions would be objectionable. Continual revision would require a great deal of extra work and maximise the probability of errors and confusion. Adherence to the original, outdated forecast prices would likewise be bound to cause great confusion. The initial identity in Year 1 between forecast cash outturn and expenditure at survey prices would soon be lost, and the provisional outturn figures for Year 1 in the annual White Paper, though described as being at Year 1 prices, would not be the provisional cash outturn. Use of projected Year 1 prices for local authority expenditure would also necessitate a major programme of re-education for the large number of local authorities involved in the survey and the rate support grant negotiations; and it would still be necessary to translate the survey figures into forecast Year 2 prices for the purposes of rate support grant, Estimates and cash limits.

22. The case for standardising on prices from Year -1 (1979-80 for the 1980 survey) rests on the great advantage of having a firm price-base for the survey which will not be overtaken by events or have to be updated. It would not be necessary to have a perfectly uniform price-base within year -1: the figures could be based on the latest available prices (usually September, October or November), or the average of the financial year, and

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the resulting differences would not be large enough to cause concern. On this basis, use of Year -1 prices would have the further advantage that relatively few Departments would need to change their existing practices.

23. From a technical point of view, standardisation in this way on prices from Year -1 would be relatively easy. No change would be required in existing conventions for most expenditure on goods and services, either by central government or by local authorities. It would be necessary to change the price basis of cash programmes such as social security from the average prices of Year 1 to the average prices of Year -1 (and the survey figures would then be identical with the cash figures in Year -1). Technically, however, this would present no problems: plans for these programmes are calculated at present as cash estimates deflated to Year 1 prices by a suitable price index, and it would be a simple matter to deflate by a further year.

24. From a presentational standpoint, expressing social security payments and other grants and loans at Year -1 prices would mean that the figures would be less closely related than at present to the prices obtaining when the survey and White Paper are being discussed. But the group did not see this as a major disadvantage. Even under existing price conventions, the November upratings mean that in no year is there a transparent relationship between the survey/White Paper figures for social security and cash payments of benefit.

25. A further possibility, in theory at least, would be to standardise on projected Year +2 prices (1981-82 prices for the 1980 survey). The attraction of this would be that the prices used would be those of the survey's focal year - Year 2 - and in theory the figures decided in the survey could be used as they stood as the basis for Estimates, cash limits and the rate support grant. The trouble would be, however, that the survey would necessarily be based on a projection of Year 2 prices made about 18 months before the middle of Year 2, and

this projection would almost invariably turn out to be wrong: it would in general be biased downwards if it was not a pure forecast but included an element of targetry. The same problems would arise as with projected Year 1 prices, only writ large; and at the end of the survey process it would still probably be necessary to translate the figures into a later forecast of Year 2 prices as a basis for settling Estimates and cash limits. In other words, survey figures at projected Year 2 prices could not, in practice, be treated as cash - at least as long as present rates of inflation continue - so that the main attraction of Year 2 prices would disappear.

26. We considered the possibility of experimenting this year with a compromise approach whereby (a) Year -1 prices would be used for initial work on the survey; (b) all the figures would be translated into projected Year +2 prices for the period while Ministers were considering the survey; and then (c) the figures would be translated back again into Year -1 prices for the White Paper (so as to give the White Paper plans a firm price base and avoid confusion between projected Year 2 prices in the survey and Year 2 cash). The majority of the group, however, were against such an experiment. It was felt that the maintenance of two sets of figures would be a source of great confusion and add enormously to the complexity of the survey. It would also increase markedly the workload on the Treasury and Departments, displacing other more urgent work. In addition, figures at Year 2 prices would be no more familiar to Ministers - indeed less familiar - than figures at Year -1 prices, and there would be no discernible relationship between the figures on which Ministers took their decisions and the figures published subsequently in the White Paper.

27. Our conclusion is that the 1980 survey should be standardised on a uniform base of prices taken from Year -1 (1979-80 for the 1980 survey). A majority of the group recommend against the experiment discussed in the preceding paragraph; but we hope to return to the question of more radical alterations to the present price basis, including planning in cash rather than at historical prices, in our next report.

Complexities and detail

28. It has been a familiar complaint over the years that the survey is too complicated and contains too much detail. We believe that the proposals made already - for a "main issues" paper, a restructured survey report which would be available to Ministers but possibly not formally circulated to them, a shorter time span for the survey and a uniform price base - should go a considerable way towards meeting these complaints. It should be possible by these means to reduce perceptibly both the amount and the complexity of the material which Ministers have in front of them when considering the survey.

29. There may, in addition, be scope for progress in other areas towards reducing complexity and detail. Ministers have already decided that the March public expenditure White Paper should adopt a less detailed presentation of plans for the later years of the survey period, and officials responsible for preparing the 1980 survey should consider whether the material presented to Ministers could likewise usefully be aggregated further - for example, in the "main issues" paper - bearing in mind that aggregation can sometimes help rather than hinder the process of reaching decisions.

30. In the survey report itself, the first priority must be to set out all the relevant material ^{on expenditure and manpower} accurately and coherently. But there may be scope for reducing some of the descriptive material and accompanying commentary, including statements of differing Departmental positions. We hope to return to the question of reducing complexity and detail in our later report.

Other issues for decision affecting the 1980 survey

31. We turn finally to three other issues for decision affecting the 1980 survey:

- i. Treatment of local authority expenditure.
- ii. Options for reductions.
- iii. Timetable.

Treatment of local authority expenditure

32. We have considered whether the treatment of local authority expenditure in the survey should be changed. Under existing practice, the public expenditure White Papers show local authority expenditure under main functional programmes such as education, housing, other environmental services, roads and transport, law and order, and personal social services, though aggregate tables on local authority current and capital expenditure are provided as well. In their discussions on the survey, similarly, Ministers take decisions mainly on a Departmental basis - with the Secretary of State for Education and Science speaking for all expenditure on education and the Home Secretary for all expenditure on law and order - but Ministers are also invited to consider what the plans imply for the aggregates of local authority expenditure, current and capital. The existing approach is thus a dual one: local authority expenditure is considered primarily under functional or departmental headings and secondarily as a block of expenditure for which the central government is not the immediate spending authority.

33. The existing treatment reflects the fact that, while the central government strongly influences both the total amounts spent by local authorities and the purposes on which they are spent, the precise size and allocation of this expenditure is decided by individual local authorities themselves; and the central government has less influence over the authorities' decisions on distribution of expenditure than over the total.

34. An alternative approach would be to consider expenditure by local authorities primarily as a double block of expenditure (current plus capital) for which the central government is not directly responsible, and only secondarily as expenditure falling within the functional programmes of central government departments. This would recognise more explicitly the fact that local authorities are the spending authorities immediately responsible for this expenditure. It would also recognise the reality that individual local authorities determine the precise

amount and allocation of their expenditure, and it would correspond more closely both with the rate support grant financing arrangements under which central government provides local authorities with a block grant in support of their spending, and with the proposed new controls on total capital spending, which will allow local authorities virtually complete flexibility between programmes.

35. An approach on these lines would represent a major change in the structure of the survey and the conception of central government's role in relation to programmes run by local authorities. In the group's view, there are powerful objections to restructuring the survey in this way. Such a restructuring would seriously understate, by implication, central government's role in relation to the planning and control of expenditure by local authorities. It would attach too much weight to the distinction between what Departments sponsor and what they spend directly, and not enough to the total ambit of a Department's influence. The Department of Education and Science's programme, for example, would include little expenditure on schools despite the major responsibilities which the Secretary of State for Education and Science has for schools. A structure on the lines envisaged would also obscure the complementary relationship which exists between central and local services such as universities and local authority colleges, or health and personal social services for the elderly; and it is difficult to see how decisions on local authority totals could be taken rationally without regard for their composition.

36. For all these reasons, we suggest that Ministers should continue to take decisions on a functional/Departmental level; but the legitimate interests of local authorities in the survey process should be recognised and close attention should be paid to what the decisions imply for the national aggregate of local authority spending, capital and current. In this area, too, officials should be invited to eliminate unnecessary detail.

37. The treatment of local authority expenditure is really part of the wider question of what is the right structure for the survey as a whole. We hope to address this wider problem in our later report.

Options for reductions

38. The group considered whether the 1980 survey report should include options for reductions in programmes. Some members of the group felt that universal percentage options were arbitrary and often unrealistic and we all recognised that, after all the reductions which Ministers have made in recent months, there will be some programmes where it will be even more difficult than usual to identify realistic options for further reductions in the 1980 survey. We also recognised that the display of options is no substitute for a separate and more structured exploration of the scope for economies in specified areas (see paragraph 41 below).

39. Despite these reservations, however, a majority of the group felt that there are strong arguments in favour of continuing in the 1980 survey the established practice of identifying options for reductions. In the first place, these options give Ministers some idea of what Departments see as the most marginal areas of expenditure within their programmes. It is not only in the context of general cuts exercises that such information may be needed. It may also be needed if Ministers feel obliged to accommodate increases in certain areas of expenditure (whether on policy grounds or because of estimating changes) without increasing the total; or if they wish to re-order their priorities. Second, there is advantage in identifying options for reductions every year, and from all Departments, rather than in selected years and from selected Departments. To request options only in years when it is thought particularly likely at the beginning of the survey exercise that they will be needed is a sure way of encouraging premature speculation about the government's intentions; and to request some departments but not others to identify options would inevitably cause resentment.

40. We concluded, therefore, that the balance of advantage lies with continuing the established practice, and we recommend that all Departments should be asked to identify options for reductions in the 1980 survey report. We suggest that these should be large enough to provide Ministers with reasonably meaningful choices, without being so large as to be totally unrealistic. We suggest options of 2½ per cent of programmes for Year 2 (1981-82) and 5 per cent of programmes for the later years.

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41. Ministers may also want to consider commissioning a small number of special studies, with rather more detailed analysis, in time for their decisions on the 1980 survey. The group has therefore suggested that the CPRS should prepare a paper listing areas which Ministers might want to have studied in this way. Given the timescale of the 1980 survey, the range of studies this year would necessarily be limited.

Timetable

42. With the extension of the 1979 survey and White Paper discussions into 1980, the 1980 survey must necessarily get off to a late start. That being so, we suggest the following outline timetable for the 1980 survey:

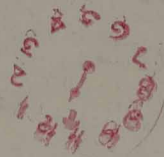
February/March	Consideration by Ministers of present report and launching of 1980 survey Launch consultations with local authority Expenditure Groups
Mid-June	Completion of survey report
End-June	Circulation of "main issues" paper and Cabinet papers by Treasury Ministers
July	Cabinet discussions first round, perhaps including decisions on 1981-82. Consultative Council on Local Government Finance discussion of local authority expenditure.
September	Bilateral discussions between Treasury and Departmental Ministers, as necessary
October	Final Cabinet decisions
January	Publication of White Paper

The annual financing and investment review of the nationalised industries, which is separate from the survey but closely related to it, has already been set in hand. We propose that this should be put to Ministers for decision in June/July in the normal way.

43. We propose in our later report to discuss the survey timetable for a more normal year. It will be necessary to consider the timetable in the context of the proposals for bringing together the main decisions on tax and expenditure.

Conclusion

44. Our conclusions are listed in the summary which appears at the beginning of this report.



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