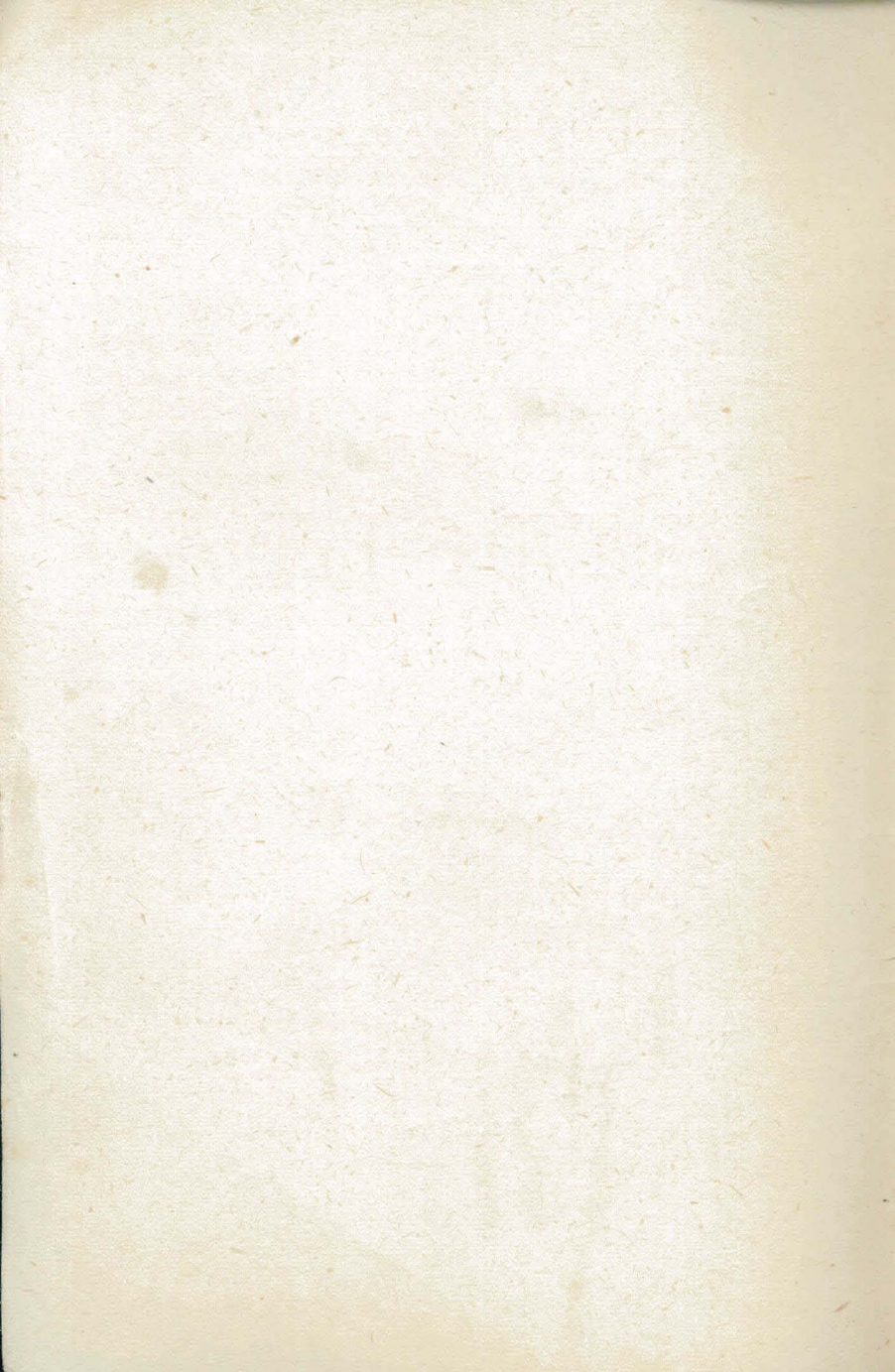


Take on trip

NUFFIELD COLLEGE
SOCIAL RECONSTRUCTION
SURVEY

REPORT

1941-1942



REPORT ON THE FIRST FIFTEEN MONTHS' WORKING OF THE NUFFIELD COLLEGE SOCIAL RECONSTRUCTION SURVEY

THE Nuffield College Social Reconstruction Survey was established in February 1941. Its purpose was to make an objective study of pre-war trends and war-time developments in British economic and social conditions, and in doing so to provide firm foundations for the determination of policy in the field of social reconstruction. It was felt that, though the final determination of policy was bound to be a matter for the Government, an objective analysis of trends and possibilities could be of considerable value when the time came for deciding between alternative courses, and for framing a general policy of reconstruction in both home and international affairs.

Nuffield College happened to be peculiarly well situated for this task. Founded by Lord Nuffield as a new type of college, designed exclusively for post-graduate work and instructed by the terms of its trust deed to promote co-operation between academic workers in the field of social studies and those actively engaged in business, administration, and other 'practical' walks of life, it was caught by the outbreak of war before it had time either to plan out its course of work or to lay even the foundation stone of its projected building in Oxford. At first there was some inclination to suppose that the whole College had better be put into cold storage until after the war. Many of those who had been actively interested in planning its future were called away to other tasks: the post-graduate students on whom it had relied vanished into war jobs almost overnight: it seemed chimerical to suppose that

any progress could be made under conditions so plainly unpropitious as those of war. And yet, on further reflection, it appeared that the need for the work of the College was greater than ever. The main principles of post-war social and economic policy would evidently have to be laid down during the war, if preparation was to be made for carrying them into effect during the critical period which must follow immediately upon the termination of hostilities. Preparation for reconstruction would have to be a war-time activity, unless we were to enter the post-war period wholly unprepared. The question therefore was: Could we survey the field, and define the objective conditions under which reconstruction would have to be carried out, without withdrawing man-power needed for the war effort, or in any way hampering the agencies engaged in the prosecution of the war?

We were held back for quite a long time by fears that the thing could not be done; and for the first eighteen months of the war Nuffield College was practically in abeyance. But during the latter months of 1940 a number of us, including the Trustees, began to be visited by an uneasy feeling that, in doing nothing, we were guilty of a dereliction of duty. If it were true, as it plainly was, that what was done during the war was bound to have a decisive influence on what could be done during the period of reconstruction, was it not indispensable that the only academic body founded with a view to the exploration of social facts, tendencies, and possibilities by means of collaboration between academic and non-academic minds should endeavour to make its contribution? We finally decided that it was; and the Nuffield College Social Reconstruction Survey, together with the parallel but independent Nuffield College Colonial Survey, was the outcome of this decision.

Having settled that something must be done, the College Committee found itself under very serious handicaps. The Warden, Mr. Harold Butler, whose experience as Director of the International Labour Organization would have been invaluable in the formulation of emergency plans, was absent on war service as Regional Commissioner for the Southern Region, and could give no more than occasional advice. The Fellows of the College, academic and non-academic, were scattered far and wide in war jobs from which it was impossible to recall them. There was hardly anyone left who was in a position to give either time or serious attention to the problems of the College. The Committee was in a dilemma, when by a pure accident I was able to make the suggestion on which the Social Reconstruction Survey was based. It so happened that, towards the end of 1940, the national Man-Power Survey in which I had been helping Sir William Beveridge finished its work. In this Survey I had been in charge of co-ordinating the local side; and, for that purpose, I had built up a series of Local Surveys covering most of the country and based, wherever possible, on the remaining staffs of the appropriate departments in Universities and University Colleges or on the University extra-mural staffs in centres where no colleges existed. The men and women who helped me with these Local Man-Power Surveys had done, I felt well assured, a remarkably fine piece of work; and, as the Ministry of Labour had for the time being no further need of their services, it seemed to me a great pity that they should be disbanded, if there was further useful work waiting to be done.

I therefore proposed to the Nuffield College Committee that, if it cared to entrust me with the work, I would try to organize a Social Reconstruction Survey, using therefor as much of the machinery of the Man-Power Survey as it might

prove possible to keep in being. This offer was accepted; but it was plainly out of the question to proceed unless the Government was prepared to give its support and to endow the Survey's workers with some measure of official recognition. If what they were to do was to be useful, they would need to be given access to much confidential, and even secret, information—for a high proportion of the facts and figures that are accessible to social students in time of peace had passed, under war conditions, into the category of secret information. They would need to be able to talk to a wide variety of busy people who were up to the eyes in important jobs, and to ask for such information relevant to their inquiries as could be supplied without overtaxing busy officials or diverting scarce manpower from urgent war tasks.

The requisite status for the Social Reconstruction Survey was secured. It was arranged that we should work, unofficially but with official backing, primarily for the Reconstruction Department over which Mr. Arthur Greenwood then presided, and also for the Ministry of Works and Buildings, then under Lord Reith, to whom had been assigned the responsibility of preparation for the work of physical reconstruction. Cordial relations were established with both these departments, and presently, with their aid, with a considerable number of others. The department of the Minister without Portfolio was not an executive department; and its mandate travelled over the field of every department concerned in any way with post-war problems—that is to say, in effect, of every department without exception. Accordingly the Survey, while it was working primarily for Mr. Greenwood and Lord Reith—subsequently for Sir William Jowitt and Lord Portal—found itself under the necessity of establishing relations with one executive department after another. It has had to get help from the

Ministry of Labour, the Board of Trade, the Scottish Office, the Ministry of Health, the Board of Education, the Assistance Board, the Offices of the two Registrars-General, the Ministry of Home Security, and so on; and, in general, this help has been cordially given, both centrally and to the Survey's Local Investigators scattered up and down the country.

The terms of reference given to the Survey by Mr. Greenwood and Lord Reith, and announced in both Houses of Parliament by these Ministers on April 1st, 1941, are very broad. The exact terms are given in Appendix 1. Broadly, the Survey was given three groups of questions to investigate, together with a fourth reference which in effect defined the general purpose and spirit of its work. The three groups of subjects were: first, the probable future distribution of industry and population in Great Britain; secondly, the effects of the war on the educational services; and thirdly, the working of the social services, other than education, and the lessons to be drawn for the future from their war-time development and experience. The fourth matter referred to the Survey was to report upon the adequacy of the existing institutions of Great Britain, both statutory and private, for giving expression to the spirit of a democratic community—an exceedingly wide reference, which was clearly meant to indicate a line of approach to the Survey's studies in all their aspects.

The first steps taken towards acting on the mandate given to the College were to set up in Oxford a strong Committee to take charge of the work under the auspices of the College Committee. I was appointed Chairman of this Committee, and in practice gave from the outset practically the whole of my time to the Survey, taking later the title of Director as well as Chairman. This central Survey Committee has now fifteen members, whose names are given in Appendix 2. It will be

seen that they are all academic persons, available in Oxford; for it was felt both that the Survey ought to be fully under academic auspices and that it was impracticable to get a real working Committee unless its members were all available for frequent meetings. Gradually, as the work developed, the original Committee both added to its numbers by co-option and set up Sub-Committees to take charge of particular parts of the work. There are now three of these Sub-Committees, dealing respectively with Education, Social Services, and Local and Regional Government. They include co-opted members besides the members drawn from the main Committee; but they, too, are so composed as to consist of persons who are available in Oxford. (For membership of the Sub-Committees see Appendix 3.)

There is also a special Committee which takes charge of the international aspects of the Survey's work—for we soon found that it would be quite impracticable to report upon such matters as the future location of industry without taking account of international factors. This Committee, however, is differently organized from the others, being in form a Joint Committee representing two other bodies besides the Survey—the Oxford University Institute of Statistics and F.R.P.S. (the Oxford organization of Chatham House). The main purpose of the International Joint Committee was, in the first instance, to estimate the probable effects of the Nazi occupation of Europe and of German economic development during the war on the post-war prospects of British industry, both in the long run and during the period of reconstruction. This work, in which we have received much help from the Ministry of Economic Warfare and from other official agencies, branched out into a consideration of the post-war needs of Europe and the capacity of British industry to supply them, and of the

international agencies likely to be required in the post-war period for the organization of foreign trade, investment, and the finance essential to international recovery. This side of the work began to expand rapidly after the Warden's return to Oxford in January 1942. It was then decided that he should take special charge of the international work, leaving me responsible for the home side of the Survey; and this arrangement worked admirably until, in May, the Warden had to give it up in order to undertake an important Government mission. It then became necessary for me to resume my control of the international as well as the home side of the work; but Professor Bowley, Director of the Institute of Statistics, stepped into the breach and, by agreeing to become Deputy Chairman of the International Joint Committee, relieved me of a strain which would have speedily become unbearable without his aid. The present membership of the International Joint Committee is given in Appendix 4.

On the home side, the establishment of the main Committee was immediately followed up by the appointment in each important industrial centre throughout Great Britain, except in a few places where suitable persons could not be found, of a Chief Local Investigator, who was to act as the leader of a team drawn from his own area so as to include specialists in the main groups of questions under investigation. A good many of these Chief Local Investigators were in fact the same persons as had acted with me in a similar capacity in the Man-Power Survey of 1940. Wherever possible, they were men or women who held key positions in the Universities and University Colleges or in their Extra-mural Departments; and the teams which they gathered round them were drawn largely from the Economics, Geography, Public Administration, and Technical departments of the Universities and from

extra-mural tutors, teachers in Technical Colleges, professional social service workers, and so on. It was decided to organize the whole of this local work, as had been done in the Man-Power Survey, on an entirely voluntary basis, paying only out-of-pocket expenses; and this principle has been maintained. I feel that no opportunity ought to be missed of thanking those who, for the past fifteen months, have been giving their services freely to the Survey, usually fitting its work in with academic duties which have become increasingly heavy as their younger colleagues have been drained away, and usually giving up their vacations to intensive survey work that could not be undertaken during term.

A full list of Chief Local Investigators is given in Appendix 5; but it should be made clear that this includes only a fraction of those who are working hard for the Survey up and down the country, as each Chief Investigator has round him a team of unpaid assistants, to whom also the Committee's cordial thanks are due.

The work of the Local Investigators ranges over the entire field of the Survey's terms of reference from the Government. It had to be settled at the outset what part of the work should be given priority; and at the request of the Government it was decided to put first the preparation of Interim Reports dealing with the probable future of industry and population in the various regions. The central office of the Survey itself made a careful study, with the aid of the departments concerned, of the actual war-time movements of population and of industry as measured by changes in the distribution of factories and employment; and each Local Investigator was asked to make as soon as possible a report on the position and prospects of his own area. On the basis of these reports two Interim Reports, dealing respectively with the Movements of Popula-

tion and with the Location of Industry, were sent in to the Government in November 1941 and January 1942, but could of course not be published, as they embodied a great deal of secret information. As I write, in May 1942, the Survey is at work on a second Interim Report on Population, which should reach the Government in June or July, and has actually finished a second Interim Report on the Location of Industry, concerned mainly with an analysis of the powers which can be exercised by local authorities, Development Councils, and other local or regional bodies in influencing the settlement of industries in their areas. A third Report on the Location of Industry, dealing *inter alia* with the probable future of Royal Ordnance Factories, shadow and agency factories, and other war establishments, and entering more fully into the industrial possibilities of the post-war period in the various districts, is expected to be ready for presentation in the autumn.

These national Reports of the Survey consist largely of a digest of a great mass of locally collected information. Side by side with them we are proceeding, through our Local Investigators, with the preparation of a series of Regional Reports, dealing in greater detail with the prospects and problems of each main industrial area, and making proposals for action. So far, only one of these Regional Reports, dealing with South Wales and Monmouthshire, has been actually presented to the Government; but for a number of them the greater part of the material has been accumulated, and actual drafts, covering a large part of the field, are in existence.

Out of this work of local and regional inquiry arose a special Report which the Survey was asked to prepare at short notice for Lord Justice Scott's Committee on the Location of Industry in Rural Areas. All our Local Investigators were set to work to make special reports on this important matter for the Scott

Committee; and a long and documented Report was sent in from the Survey and, together with a shorter memorandum over my own signature and a preliminary digest compiled from the general Reports of certain Local Investigators, formed the basis of oral evidence which I gave to the Committee. Lord Justice Scott has very cordially acknowledged the great help given to him by the Survey; and I wish to record also the Committee's thanks to the Local Investigators who, at short notice, produced excellent results in a very difficult field of inquiry.

Population and the Location of Industry were given priority at the outset of the Survey's work. But other matters falling within its scope were also pressed on with through the Local Investigators as far as their resources of time and man-power allowed. They were at work upon inquiries into the effects of war and evacuation on the educational system, and into the working of the voluntary social services under the impact of war, when they found themselves called upon to undertake a second urgent special job on behalf of Sir William Beveridge's Inter-departmental Committee on the Future of the Statutory Social Services. In this instance what was required of the Survey was that it should supplement the evidence supplied from official and central sources by local inquiries into the actual working of the Statutory Social Services 'from the consumers' end'—that is, try to find out what the recipients thought of the present form and substance of these services, where the shoe pinched, and what changes in them were most urgently needed or desired. At this moment, the Survey staff at Oxford is busy digesting and analysing the local reports on this subject, and drafting its own Report for submission to the Beveridge Committee; and, again on this occasion, the Local Investigators have risen to a task thrust on them at short notice and involving a great deal of work.

When the 'Beveridge rush' is over, we shall, unless some new urgent demand comes our way, return more actively to the local inquiries which have had to be thrust into the background during the past three months. Our Local Investigators will be asked to produce as soon as possible their Interim Reports on the Voluntary Social Services and on War-time Problems of Education and Evacuation, and they will proceed at the same time to report to us on the actual working in their areas of the Town and Country Planning Acts—a matter on which we are due to report as soon as possible to Sir William Jowitt and to the Ministry of Works and Buildings. Simultaneously, they will be carrying a stage further their studies of the position and prospects of local industries; and some of them will be collaborating in a special national inquiry which we have just launched into British Restaurants and Factory Canteens and their influence on the nutrition of the people—with a view of course to considering how far arrangements for communal feeding are likely to be necessary or desirable in the period of reconstruction.

Through our Local Investigators we have been studying the position and prospects of each industry locally. But we soon found that, in order to be able to get local opinions into their correct perspective, we should have to study industries from a national as well as a local point of view. This induced the Survey to set up at Oxford a special section for national industrial inquiries, with a view to producing, as its resources allowed, a series of Reports on each of the main industries, covering pre-war trends of technique and markets, war-time expansion or contraction, and future possibilities, as far as they could be foreseen. It was decided to start this series of inquiries, in which we are receiving great help and encouragement from the Board of Trade, with certain of the industries

subject to concentration, rather than with the war trades; and we have now finished Reports on the Boot and Shoe Industry and on the Hosiery Industry, and have Reports on the Clothing Industry, the Rayon Industry, and the Pottery Industry well on the way to completion. Work is also proceeding on the Woollen and Worsted Industry and on certain others; and we are at present endeavouring to make a start on the war trades by embarking on a study of Iron and Steel. An inquiry into the Motor-car Industry is also in contemplation; and consideration is being given to a study of the food trades.

Closely analogous to this side of the Survey's work, though not quite of the same character, is the study which I have myself been making of certain aspects of the Building Industry on behalf of the Ministry of Works and Buildings. This began with a request from the Ministry for a report on the problem of Supply and Training of Building Workers for the post-war period, when the industry is bound to be faced with a serious shortage of skilled labour. My Report on this subject led to further requests, including a request that I should endeavour to estimate the size and character of the post-war demand for building labour. This question has been dealt with in a second Report; and I have also written a brief memorandum for the Ministry on Post-war Housing Policy. In addition, I have been engaged as Chairman of a special committee at the Ministry of Works and Buildings in drawing up an emergency training scheme for the augmentation of the supply of building labour during the years of reconstruction.

Parallel with these studies have been certain largely statistical investigations carried out by the Survey staff. We have been making some (not very successful) attempts to estimate the relative costs of equivalent accommodation in cottages and flats; and we have also endeavoured to estimate the amounts

of labour likely to be needed after the war for schools and other educational buildings, for the erection of village halls, community centres, and civic buildings, and for various other purposes. We have also tried to estimate the probable magnitude of the post-war demand for additional teachers, and the effects on employment in each of the principal industries of withdrawing juvenile labour in connexion with a higher leaving age or a part-time system of continued education.

In connexion with the attempt to study the economic outlook nationally, as well as through our local investigations, the Survey has established contacts with a large number of the leaders of big enterprises which are organized on a national rather than a local scale. These contacts have taken the form of informal discussions with these business leaders, often followed up by the supply of valuable information by the firms concerned. The Survey has received many promises of help from these sources in the studies it proposes to make of the main industries of the country; but there has been hitherto no opportunity to take advantage of more than a small proportion of these offers to help.

Among valuable contacts of this sort is the relationship which has been built up with the Railway Executive Committee, whose officers are at present making, in co-operation with the Survey's Local Investigators, a special study of the changes in passenger travel in a number of key areas during the war. It is hoped to follow up this study with a parallel investigation of road transport; but the difficulties involved in this are very much greater, and a fully satisfactory method has not yet been worked out.

Allied to the industrial investigations just described is a study on which the Survey is just embarking, of post-war prospects and possibilities in the public utility services—gas,

electricity, and water. The line of approach in these cases is not mainly technical, though technical considerations are necessarily involved. What we have been asked to consider primarily is the administrative side of the question—what forms of national, regional, and local administration and control are best calculated to ensure the right development of these services during the period of reconstruction? This question is obviously closely related to the study we are making of the probable post-war demand for labour in the civil engineering as well as in the building industry proper; and our study of the public utility services has been planned from this dual point of view.

What has been said so far has stressed mainly the economic side of the Survey's work, because this is at present much the most advanced. On the side of the Social Services close relations have been established with the National Council of Social Service, which has joined forces with the Survey in a national fact-finding inquiry into the effects of the war on the voluntary bodies. Local inquiries are being made independently through our Investigators; but cordial relations exist between them and the regional and local officers of the N.C.S.S., and its affiliated bodies. The Survey is also co-operating with the British Federation of Social Workers, and has received most valuable help in its inquiries both from this body and from the Society of Women Housing Managers. To these and other voluntary bodies we offer our cordial gratitude for their willingness to help.

The Survey's studies in the field of the Social Services are not limited to the bodies which occupy themselves exclusively with such work. We are also trying, as our resources allow, to cover other aspects, such as the social work and influence of the Churches, on which we have already a number of preliminary reports. We are also having special accounts written

of a number of particular societies and of interesting social experiments; and we are making a special study of youth movements, including both the work of voluntary agencies and the development of Youth Committees under the auspices of the local authorities. The possibilities of expansion of this part of our work are practically unlimited; and we hope to develop it considerably now that our study of the statutory Social Services is nearing completion.

In the field of education our Local Investigators have been at work so far mainly on a fact-finding inquiry into the effects of war and evacuation. Meanwhile, at Oxford, the Survey's Education Sub-Committee has been working on a four-point programme, drawn up in consultation with the Board of Education, and directed mainly to assessing the need for reform in relation to our term of reference which bids us consider the 'adequacy' of our democratic institutions. The points to which the Survey's inquiries are particularly directed are the place of 'Public' Schools and Universities in the post-war educational system, the types of curricula needed in schools of different types in order to ensure a right balance and direction in the educational system as a whole, the amount of educational building likely to be needed in order to carry out a satisfactory programme of development, and the lessons to be learned from war-time experiences in the educational field. In addition, the Survey is collaborating with the Dartington Trustees and other bodies in an inquiry into the place of the arts in post-war education; and its attempts to answer the questions specially addressed to it have involved it in a consideration of the problems of training of teachers, of the relations that ought to exist between education and other community services, and of the desirability of a 'common school' system as the basis of the post-war educational

establishment. Most of these studies are still at a fairly early stage; but it is hoped to carry them further as the outcome of a Conference which is being arranged for June 1942.

In relation to Local Government the Survey's work is still at a very early stage. The Local Investigators are engaged on a study of the actual working of Town and Country Planning under existing legislation; and it is intended, when their reports are available, to prepare a Report on the whole question from a national point of view. Wider questions of Local Government—finance, areas, and relations between local and central authorities—have only recently been brought within the Survey's terms of reference; and little has been done about them so far. The Local Government Sub-Committee has been engaged mainly in making a study of boundary changes since the legislation of 1929, and in drawing up a report on the personnel and recruitment of the Local Government Service. It has also instituted certain inquiries into the quality of the elected personnel of Local Government; but the Survey's policy has been to 'go slow' in this particular field, until some indication could be received of the Government's probable intentions in dealing with the very difficult problems of local government reconstruction.

On the international side the work, as I have explained, is in the hands of a Joint Committee, representing the Oxford University Institute of Statistics and F.R.P.S., in addition to the Nuffield Survey. It is intended that the Institute of Statistics, which is at present an independent body, shall in due course become a part of the organization of Nuffield College; and this arrangement has been anticipated by the establishment of a War-time Research Committee, representing both bodies, and by a very close practical co-ordination of

work. The Social Reconstruction Survey, in respect of its work for the Government, is precluded from employing aliens; and this has made it expedient for the staff of the International Joint Committee to be employed mainly by the Institute of Statistics. It is plainly necessary, in studying war-time economic developments in Europe and in making plans for European economic reconstruction, to make use of the services of foreign experts now in this country, including citizens both of allied and of enemy countries. The international Joint Committee has been able to build up, at the Institute of Statistics, a staff consisting largely of foreign economists and industrial experts who are in a position to interpret current developments in the light of their special knowledge; and it has also built up cordial relations with the European Governments at present operating in London and with economists and others from their countries who are in a position to advise in the formulation of practical policies of European economic reconstruction. The Survey has one group of specialists following current economic developments in various areas of occupied Europe, and another concerned with the development of particular trades and materials—e.g. textile substitutes, ferro-alloys, and so on. Latterly, it has decided to give particular attention to the question of the right structure for international agencies of post-war rehabilitation and development, and has been establishing contacts with American as well as European groups which are studying this aspect of reconstruction.

It will be seen that the work of the Nuffield Survey covers an exceedingly wide range. It has been of great importance to ensure that, as far as possible, there shall be no duplication of effort by the Survey and other bodies operating in various parts of its field. As far as the Universities are concerned,

co-ordination is achieved mainly through the Consultative Conference on the Co-ordination of Research in the Economic and Social Sciences in War-time, which meets regularly at Chatham House and compiles, with the aid of the National Institute of Economic and Social Research, a regular list of all investigations within the field of social and economic studies that are being conducted under academic auspices. This Conference is at present considering the widening of the scope of its list so as to include work undertaken by non-academic bodies; and the Survey has given its support to this proposal. Apart from the Consultative Conference, the Survey is in close and regular touch with Political and Economic Planning, with the National Council of Social Service, and with other bodies working in spheres allied to its own; and it is in a position, through its Local Investigators, to keep itself well informed about local projects of social research and investigation. The Survey works in very close collaboration with a number of regional or local bodies concerned with social reconstruction, such as the Wales Survey Board and the West Midland Group on Post-war Reconstruction and Planning; but it has carefully avoided any association with reconstruction agencies committed to the advocacy of any particular policy, as it has throughout regarded its task as one of fact-finding in the first instance, and thereafter of drawing such conclusions as emerge directly from an objective consideration of the facts. This approach is indeed the only one possible to a body consisting of academic specialists who, belonging in their private capacities to different political parties or to none, are united in their desire to study the facts as objectively as possible, and to offer to the Government advice based on these objective studies rather than on their own personal preferences or preconceptions. The members of the Survey Committee believe that the work done

during the past fifteen months is amply enough to show that there is a very wide field within which such objective studies can be made without raising party issues. Clearly, there are issues which will divide men according to their ultimate political beliefs; but, as far as possible, it is the aim of the Survey to avoid pronouncing judgement upon these issues, and to limit its conclusions to judgements upon which they believe that the facts speak, as soon as they are objectively studied.

It is perhaps significant that this attitude of objectivity has been easiest to observe in economic, and hardest in educational, affairs. It is in the main irrelevant to conclusions about the probable future of cotton or coal exports, or the probable future distribution of industries, what political views an investigator may hold; and the conclusions in most cases hold good whether industries are to be conducted under public or private auspices. But as soon as any attempt is made to consider the future of the 'Public' Schools, or the school-leaving age, or part-time continued education, political differences threaten to get in the way of agreed judgements upon ascertained facts. There are, no doubt, economic issues which give rise to similar difficulties; but it is easier to advance some distance without raising questions which divide investigators along lines of political opinion, than it is to achieve a similar advance in the field of education, or even in that of the Social Services.

Appended to this Report is a list of the Reports and Memoranda so far prepared under the auspices of the Survey (Appendix 7). This list includes, in addition to the Reports described in the foregoing paragraphs, a number of memoranda issued for private circulation, but not including secret or highly confidential material. These memoranda, which are in the nature of by-products of the Survey's main activities, have

been issued in order to arouse informed discussion among persons and agencies concerned with problems of reconstruction, and have served a useful purpose in facilitating exchange of views and opinions with other reconstruction agencies both at home and abroad. In particular, they have been supplied, with other Survey material, to the reconstruction departments of the British Dominions, and to official and semi-official agencies in the United States and in other allied countries. Up to the present no part of the Survey's work has been issued in published form; but negotiations are at present proceeding with the Government with a view to the publication of such of the Survey's Reports as can be made public without disclosure of secret information, and it is hoped that, in the near future, it may be possible to publish a substantial part of the material that has been accumulated as a result of the work done both at the centre and by the Local Investigators in the various regions.

26th May 1942.

G. D. H. COLE.

APPENDIX 1

NUFFIELD COLLEGE SOCIAL RECONSTRUCTION SURVEY

QUESTION AND ANSWER IN PARLIAMENT

APRIL 1, 1941

To ask the Minister Without Portfolio if he will take steps to ensure that the experience and knowledge at the command of independent organizations such as Nuffield College will be utilized to the full in connexion with the preparation of reconstruction plans.

Yes, Sir. Full advantage is being taken of public-spirited offers of co-operation from independent organizations in connexion with the preparation of reconstruction plans.

The authorities of Nuffield College have been good enough to collaborate with my Noble Friend the Minister of Works and Buildings and myself in conducting an inquiry into certain problems of reconstruction and the transition from war to peace conditions. We expect the results of this inquiry to be most valuable, and we hope that the investigators will be given all possible assistance.

TERMS OF REFERENCE OF NUFFIELD COLLEGE

The subject-matter of the inquiry to be conducted by Nuffield College will be:

- (a) The redistribution of industry and population brought about by the war, and the extent to which, in view of the probable industrial situation after the war and the changing conditions affecting the location of industry, this redistribution is likely to persist. (This part of the inquiry includes an investigation into the working of the local and regional organization of industry which has been evolved by the supply departments.)
- (b) The effects of war conditions on the working of the public social services, both national and local, and the social services provided by voluntary agencies. (The working of the emergency hospital services is excluded from the scope of this part of the inquiry.)

- (c) The human effects of evacuation, industrial migration, and other war-time changes in the conditions of living, and their bearing on the problems of social reconstruction.
- (d) The bearing of all these factors on the general problem of social and economic reorganization and on the practical efficacy of democratic institutions, including both Government and voluntary agencies.

The investigators have been specifically instructed that they are not to conduct anything in the nature of a house-to-house inquiry into the views of private individuals on the subject-matter of the investigation.

The inquiry does not include within its scope any investigation into the future of existing local government authorities and areas.

APPENDIX 2

NUFFIELD COLLEGE

SOCIAL RECONSTRUCTION SURVEY

*COMMITTEE

MR. G. D. H. COLE (*Chairman*)

THE MASTER OF BALLIOL

THE PRINCIPAL OF LADY MARGARET HALL

PROFESSOR A. G. B. FISHER

PROFESSOR D. H. MACGREGOR

PROFESSOR A. L. BOWLEY

MR. R. C. K. ENSOR

MISS A. HEADLAM-MORLEY

MR. C. H. WILSON

PROFESSOR G. N. CLARK

DR. C. S. ORWIN

MISS MARGERY PERHAM

MR. G. MONTAGU HARRIS

PROFESSOR PATRICK ABERCROMBIE

* The Warden of Nuffield College, Mr. Harold B. Butler, is at present absent on important Government work, which will keep him in the United States for a considerable time. He has, therefore, been compelled to resign for the time being from the Chairmanship of the International Joint Committee and from his membership of other Committees connected with the Survey.

APPENDIX 3

SUB-COMMITTEES

Education

THE PRINCIPAL OF LADY MARGARET HALL (*Chairman*)
MR. G. D. H. COLE
MISS A. HEADLAM-MORLEY
THE MASTER OF BALLIOL

Co-opted members

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MR. E. S. CARTWRIGHT
MR. D. E. COOKE
MR. T. M. DAVIES
MR. M. L. JACKS
THE PRESIDENT OF CORPUS CHRISTI
MR. CHARLES MORRIS

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MISS CRAVEN
MRS. G. E. FASNACHT
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Local Government

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Co-opted members

MISS CRAVEN

MRS. G. E. FASNACHT

MR. H. PLOWMAN

MR. F. G. SCOTT

THE REGISTRAR OF THE UNIVERSITY

APPENDIX 4

JOINT COMMITTEE OF NUFFIELD COLLEGE SOCIAL
RECONSTRUCTION SURVEY, CHATHAM HOUSE, AND
THE INSTITUTE OF STATISTICS

Members representing the Survey Committee

MR. G. D. H. COLE (*Chairman*)

MISS A. HEADLAM-MORLEY

MR. R. C. K. ENSOR

Members representing Chatham House

PROFESSOR A. G. B. FISHER

MR. H. HILLMANN

MR. T. H. MARSHALL

Members representing the Institute of Statistics

PROFESSOR A. L. BOWLEY (*Deputy Chairman*)

DR. T. BALOGH

MR. F. A. BURCHARDT

APPENDIX 5

LIST OF CHIEF LOCAL INVESTIGATORS

ENGLAND

<i>Centre</i>	<i>Area</i>	<i>Investigator</i>
BIRMINGHAM	Birmingham, Coventry, and Black Country	PROFESSOR P. SARGANT FLORENCE, Professor of Commerce, University of Birmingham.

<i>Centre</i>	<i>Area</i>	<i>Investigator</i>
BRISTOL	Bristol, Bath, &c.	PROFESSOR W. HAMILTON WHYTE, Department of Economics, University of Bristol.
CORNWALL	Cornwall	F. L. HARRIS, Workers' Educational Association, Lam-bourne, Mount Ambrose, Redruth.
CUMBERLAND AND WESTMORLAND	Cumberland and Westmorland	G. H. J. DAYSH, Reader in Geography, King's College, Newcastle-on-Tyne (2 Dun-kirk Terrace, Corbridge, Northumberland).
EXETER	Devonshire	C. C. MARTIN, Arts Depart-ment, Dartington Hall, Totnes, Devon.
HERTFORD	Hertfordshire	DR. E. R. ROPER POWER, 7 Barleycroft Green, Welwyn Garden City, Herts.
HULL	East Riding of Yorkshire	R. K. KELSALL, Acting Head, Department of Economics, University College, Hull.
LEEDS	West Riding (ex-cept Sheffield area)	PROFESSOR J. H. RICHARDSON, Montague Burton Professor, Department of Economics, University of Leeds. PROFESSOR J. H. JONES, Pro-fessor of Economics, Uni-versity of Leeds, has been acting for Professor Richard-son since October 1941, owing to the latter's absence from England.
LEICESTER	Leicester and Nor-thants, Soke of Peterborough, Stamford area	H. A. SILVERMAN, Principal of Vaughan College, Leicester (Woodbank, Dalby Avenue, Bushby, nr. Leicester).

<i>Centre</i>	<i>Area</i>	<i>Investigator</i>
LIVERPOOL	Merseyside	D. CARADOG JONES, Reader and Leverhulme Senior Lecturer, Social Science Department, University of Liverpool (Hilbre Point, Hoylake, Cheshire).
LONDON	Greater London	G. R. MITCHISON, Barrister-at-Law, Nuffield College Social Reconstruction Survey, 1 Tanfield Court, Temple, London, E.C. 4 (and at 11 King's Bench Walk, Temple, E.C. 4).
MANCHESTER	Textile and engineering area of Lancashire and Cheshire	DR. K. G. FENELON, Department of Industrial Administration, College of Technology, Manchester, 1.
NEWCASTLE	Tyne, Wear, and Coalfield area	H. E. R. HIGHTON, Lecturer in Economics, and Head of Extra-mural Department, King's College, Newcastle-on-Tyne.
NORWICH	East Anglia	N. R. TILLET, 25 Patricia Road, Norwich.
NOTTINGHAM	Notts., Derbyshire, Lincolnshire	A. RADFORD, Reader in Economics and Commerce, and Head of Department, University College, Nottingham (2 Lilac Grove, Beeston, Notts.).
OXFORD	Oxon., Berks., and Bucks.	G. E. FASNACHT, Secretary, Nuffield College Social Reconstruction Survey, 17 Banbury Road, Oxford.

<i>Centre</i>	<i>Area</i>	<i>Investigator</i>
SHEFFIELD	Sheffield, Rotherham, Scunthorpe, &c.	E. FISHER, Secretary, Workers' Educational Association, South Yorkshire District, Campo Chambers, Campo Lane, Sheffield, 1.
SOUTHAMPTON	Southampton, Portsmouth, &c.	J. H. MATTHEWS, Workers' Educational Association (Southern District), 1 Cranbury Terrace, Southampton.
STOKE-ON-TRENT	North Staffordshire and Crewe	MRS. C. R. MORRIS, Hon. Secretary, North Staffordshire Association of Social Service Clubs and Citizens' Advice Bureaux, The Craft House, Lower Street, Newcastle, Staffs.

SCOTLAND

ABERDEEN	Aberdeenshire	DR. H. HAMILTON, Lecturer, Department of Economic History, University of Aberdeen (33 Hazledene Road, Aberdeen).
DUNDEE	Angus and parts of Perthshire	MISS I. E. P. MENZIES, Department of Economics, University of St. Andrews, Fife.
EDINBURGH	Edinburgh, Leith, Fife, Stirling, &c.	DR. MARY RANKIN, Lecturer, Department of Commercial and Political Economy and Mercantile Law, University of Edinburgh (51 George Square, Edinburgh, 8).

<i>Centre</i>	<i>Area</i>	<i>Investigator</i>
GLASGOW	Clyde area	J. CUNNISON, Lecturer in Social Economics, University of Glasgow (19 Montrose Gardens, Milngavie, Dumbartonshire).
<i>WALES</i>		
ABERYSTWYTH	Central Wales	P. GEORGE, Lecturer in Economics, University College of Wales, Aberystwyth.
BANGOR	North Wales	PROFESSOR J. MORGAN REES, Professor of Economics, Department of Economics, University College of North Wales, Bangor
CARDIFF	South Wales (except West Wales)	PRINCIPAL J. F. REES, University College of South Wales and Monmouthshire, Cardiff.
SWANSEA	West Wales	D. TREVOR WILLIAMS, Lecturer in Geography, University College of Swansea.

APPENDIX 6

STAFF

Director	G. D. H. COLE
Secretary	G. E. FASNACHT
Librarian. Personal Secretary to the Chairman	MRS. BROADLEY
<i>National Industrial Inquiries</i>	
Director	H. A. SILVERMAN
Investigators	PROFESSOR H. O. MEREDITH E. J. M. BUCKATZSCH

Statistical Department

Chief Statistician
Research Assistants (part-time)

P. W. S. ANDREWS
T. W. KENT
MRS. CLAPHAM

Social Services and Education Department

Investigators

(part-time)

MISS A. F. C. BOURDILLON
MISS M. C. STEWART
PROFESSOR H. LEVY

Local Surveys Department

Investigators

M. P. FOGARTY
MRS. EDWARDS

Local Government Department

Chairman

C. H. WILSON

London Office

Chief Investigator
Secretary
Research Assistants

G. R. MITCHISON
MRS. MANUS
MRS. E. M. H. LLOYD
P. J. SELF

International Department (jointly with Institute of Statistics and F.R.P.S.)

Supervisor
Research Workers

F. A. BURCHARDT
K. MANDELBAUM
M. J. ELSAS
D. B. HALPERN
H. FRANKEL
E. F. SCHUMACHER
K. FORCHHEIMER
W. S. HAYNES

APPENDIX 7

NUFFIELD COLLEGE SOCIAL RECONSTRUCTION SURVEY MAY 1942

THE following is a list of the reports and memoranda issued by the Social Reconstruction Survey since its inception in February 1941. This list

includes both confidential or 'secret' reports submitted directly to Government Departments and memoranda of a less confidential character privately circulated by the Survey. Reference is also made in a few cases to reports which are expected to be finished in the very near future, but the list does not include work in progress unless it has already reached an advanced stage. A separate document has been sent to the Government showing in outline the work which it is proposed to submit in the course of the coming year.

I. MAIN REPORTS SUBMITTED TO THE GOVERNMENT IN ACCORDANCE WITH THE TERMS OF REFERENCE ANNOUNCED IN THE HOUSE OF COMMONS ON APRIL 1ST, 1941

1. Interim Report on Population Movements during the War. Sent in on November 15th, 1941.
2. Interim Report on Location of Industry. Sent in on January 19th, 1942.
3. First Report on the South Wales Region. Sent in on October 6th, 1941.
4. Supplementary Report on the South Wales Region. Sent in on May 1st, 1942.

To be submitted in the near future:

5. Second Interim Report on the Location of Industry. Finished, now being stencilled.
6. Supplementary Report on Population. Nearly finished.
7. Report on the working of the Statutory Social Services. In active preparation; due to reach the Beveridge Committee during June.

II. INDUSTRIAL REPORTS

1. Report on the Boot and Shoe Industry. Sent in in January 1942. Revised version sent in on April 17th, 1942.
2. Report on the Hosiery Industry. Sent in in May 1942.

III. REPORTS PREPARED ON BEHALF OF THE MINISTRY OF WORKS AND BUILDINGS

(a) *For the Central Council for Works and Buildings:*

1. Training and Recruitment for the Building Industry. Sent in on October 24th, 1941.
2. The Post-war Demand for Labour in the Building and Civil Engineering Industries. Sent in on March 31st, 1942.
3. A Note on Post-war Housing Policy. Sent in on April 22nd, 1942.

(b) *For the Scott Committee:*

4. Preliminary Memorandum prepared for the Committee on Location of Industry in Rural Areas by Mr. G. D. H. Cole. Sent in on December 10th, 1941.
5. Preliminary Digest from the Reports of Certain Local Investigators on the Location of Industry and Population in Rural Areas, submitted to the Scott Committee on Land Utilization in Rural Areas. Sent in on December 23rd, 1941.
6. Report submitted by the Survey on the Location of Industry and Population in Rural Areas to the Scott Committee on Land Utilization in Rural Areas. Sent in on February 12th, 1942.

IV. SPECIAL REPORTS PREPARED AT THE REQUEST OF THE GOVERNMENT

1. Note on the Relative (Numerical) Dependence of Industries in England and Wales upon the Labour of Juveniles and Young Persons. Sent in on June 9th, 1941.
2. Termination of Labour Controls after the War of 1914-18. Sent in on October 15th, 1941.
3. A Note on War-time Surveys (with a number of Appendices). Sent in on November 14th, 1941.

Note. A Report on Women's Employment during and after the Last War is also being prepared at the request of Sir William Jowitt's Department, and is nearly ready for presentation.

V. OTHER MEMORANDA SUBMITTED TO THE GOVERNMENT

1. Report on National Parks in Norfolk and Suffolk. September 22nd, 1941.
2. The Pre-war Geographical Distribution of Industry in Birmingham and Smethwick. November 26th, 1941.
3. The Relation of Relief and Reconstruction in International Reconstruction. December 9th, 1941.

VI. MEMORANDUM SERIES

1. Reconstruction of the Devastated Areas in France. March 1st, 1941.
1. Appendix 1. Reconstruction in Belgium. April 29th, 1941.
1. Appendix 2. Additional Notes on Mem. 1. May 24th, 1941.
2. Note on the Shift of Population in the Great War. March 28th, 1941.
3. A Survey of Industrial Development in Great Britain planned since the Commencement of the War. June 1st, 1941.
4. Demobilization and Transfer of Industry to a Peace Basis. March 8th, 1941.
5. The Boom of 1919-21. April 30th, 1941.
6. Some Aspects of the Organization of Housebuilding. May 9th, 1941.
7. The Scope of Reconditioning. June 10th, 1941.
8. The National Council of Social Service since the War (first provisional draft). July 12th, 1941.
9. *The Labour Control, Wage Bill and National Income in Germany. July 28th, 1941.
10. The Real Costs of Housebuilding. September 1st, 1941.

* Prepared under the auspices of the International Joint Committee (see also Section VIII).

11. Termination of Labour Controls after the War of 1914-18.†
October 6th, 1941.
12. Professor Meredith's Note on Thurrock Urban District and
Post-war Resettlement. August 1st, 1941.
13. *German Industrial Policy in Western Europe. October 24th,
1941.
14. Comparison of Housing Costs in the London Region.
November 8th, 1941.
15. Training and Recruitment for the Building Industry.‡ October
24th, 1941.
16. Development Projects in Great Britain during the War.
December 5th, 1941.
17. *The Development of Textile Substitutes in Germany, 1918-39.
January 24th, 1942.
18. War-time Development in the Location of Industry. January
29th, 1942.
19. Thoughts for the Nuffield College Survey Education Com-
mittee. March 17th, 1942.
20. British Export Trends. March 20th, 1942.
21. The Optimum Firm in the Boot and Shoe Industry. April 1942.
22. *The Post-War Demand for Labour in the Building and Civil
Engineering Industries.

Note. In addition, the following memoranda are due to appear in
the very near future:

Shipping in the United Kingdom during the Period of Recon-
struction after 1918.

The Effects of Migration on Building.

A Note on the Age Distribution of the Population of England
and Wales.

* Prepared under the auspices of the International Joint Committee (see also
Section VIII).

† See under IV above.

‡ See under III above.

The Future Labour Supply of Great Britain.

*A Multilateral Clearing Scheme.

*A Note on Nutritional Standards in Europe.

*Trade Policy of the United States of America: Analysis of Tendencies in Theory and Practice.

VII. REPORTS PREPARED BY THE SURVEY BUT NOT SO FAR CIRCULATED

Introductory Note on the Legal Provisions for Boundary Changes and a Survey of Boundary Changes.

Memorandum on the Local Government Service.

Estimates of Building Labour Force needed to construct Accommodation required by Certain Educational Proposals, with Estimates of the Effect of these Proposals upon the Size of the Teaching Staff.

Preliminary Report from Education Sub-Committee on Curriculum in Junior Schools.

Preliminary Report from Education Sub-Committee on Public Schools.

Memorandum of the Education Sub-Committee on the Training of Teachers.

VIII. OTHER REPORTS PREPARED BY THE INTERNATIONAL JOINT COMMITTEE

Prospects of Economic Development in South-Eastern Europe.

The Effects of German Industrial Policy in the Eastern Occupied Countries.

Some Long-range Effects of the War on Continental Industries and British Trade Prospects.

* Prepared under the auspices of the International Joint Committee (see also Section VIII).