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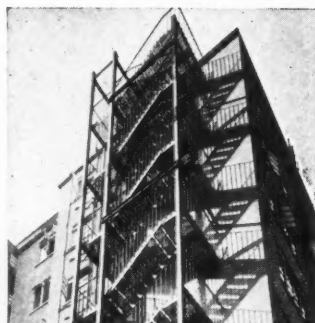
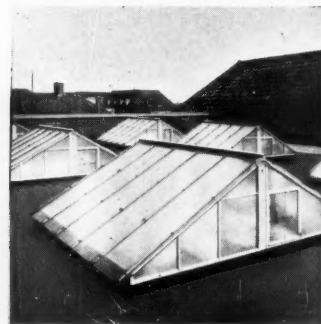
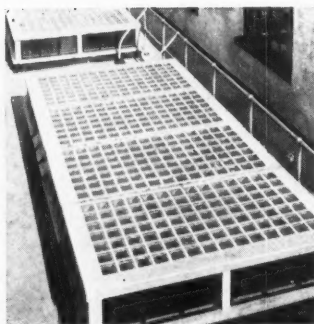
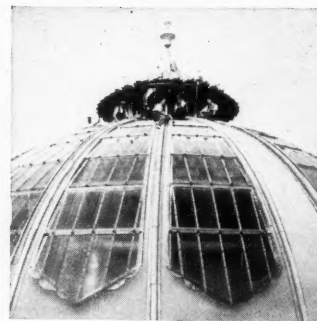
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THE ARCHITECTURAL REVIEW

A Magazine of Architecture & Decoration

VOL. XC No. 535

July 1941

SPECIAL ISSUE: DESTRUCTION AND RECONSTRUCTION

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FRONTISPIECE

CHRISTCHURCH, NEWGATE STREET:
OFFICIAL WAR PAINTING. By John Piper

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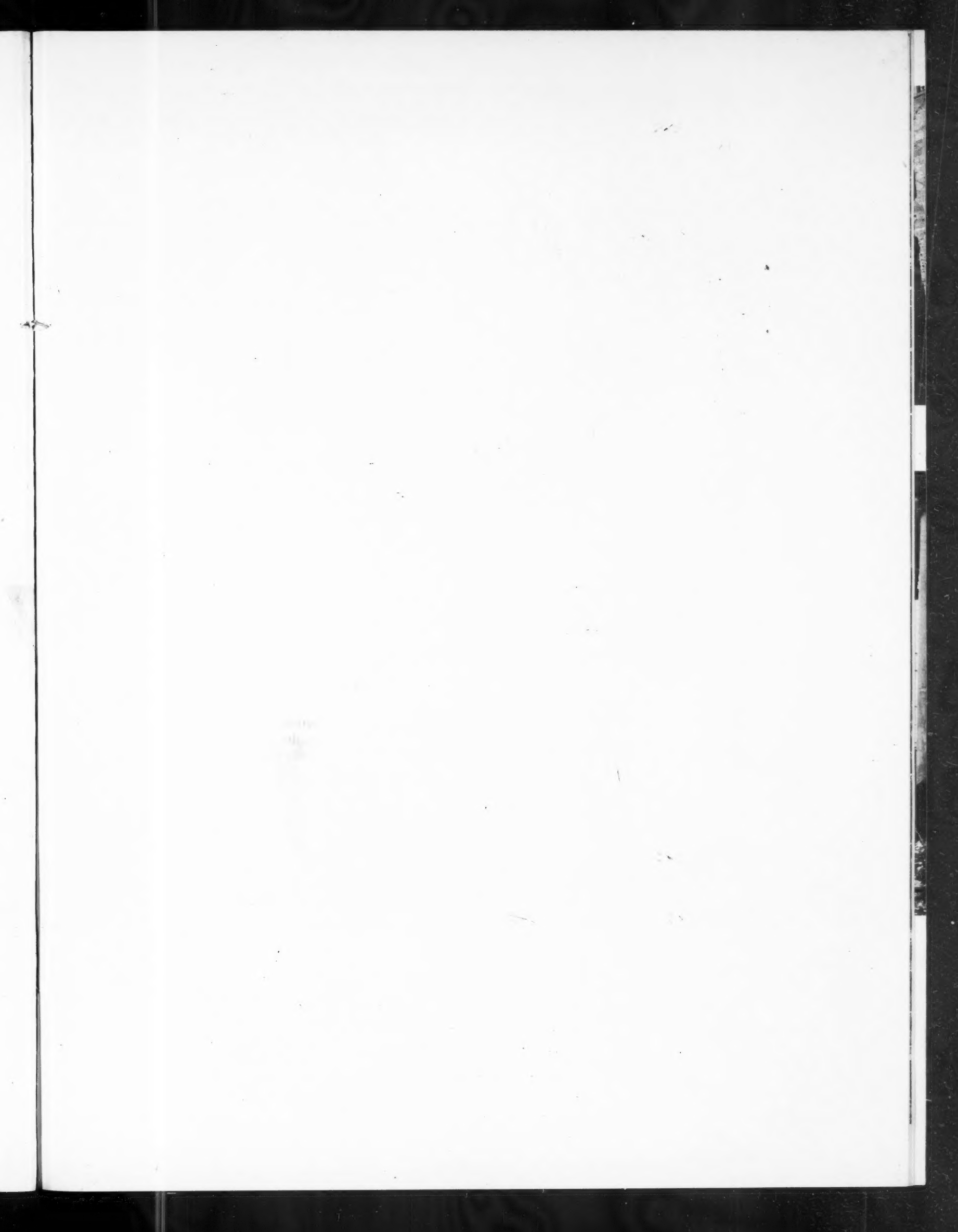
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Subscribers to THE ARCHITECTURAL REVIEW can have their volumes bound complete with Index, in cloth cases. A quotation will be sent on request to the Publishers.

An index is issued every six months, covering the months of January to June and July to December, and can be obtained, without charge, on application to the Publishers, 45 The Avenue, Cheam, Surrey.

THE ARCHITECTURAL PRESS, 45 The Avenue, Cheam, Surrey

Telephone: Vigilant 0087





A Wren interior, 1941. Air-raid damage to famous buildings is included in the subject-matter of this issue, both because it is destruction that has provided the occasion for the public interest in reconstruction, and because it marks in a spectacular way the end of that pre-war epoch on which we have finally turned our backs. The above painting of Christchurch, Newgate Street, by John Piper (reproduced by courtesy of the Ministry of Information) brings out strongly the poetic nature of many otherwise tragic scenes of damage. And in this issue Mr. Piper himself contributes a note on damaged buildings, as they strike the eye of the artist, in their capacity of architecture with intense dramatic value of its own.

FOREWORD

By the Editor

THESE words introduce a special issue in which, for the first time since the present war began, THE ARCHITECTURAL REVIEW goes out of its way to discuss matters arising directly from the war. By way of introduction, therefore, it may be timely to explain why a disinterested attitude to the war has hitherto been the REVIEW's deliberate policy. For such an attitude obviously invites the charge of fiddling while London burns. It was, however, inspired by a more positive ideal than the wish to remain aloof from the turmoil into which the world was plunged in the autumn of 1939.

To begin with, in stormy times a useful function can be fulfilled by simply continuing to be oneself. The story which dates from the last war, but is equally applicable to this—of the Cambridge don who was asked by a militant young lady what he was doing in the great struggle for the defence of culture, and replied, "My dear young lady, I am the culture that is being defended"—though indicating a lofty spirit of self-abnegation in the don, does not furnish an example that can be imitated by others. At the same time it does make clear a point worth remembering: that whatever is meant by culture does not become less important in war but more important. To abandon a certain scale of values at the behest of war would be to admit defeat in advance.

It will rightly be argued that culture is not a thing that exists in its own right, but a product of the times, and the REVIEW neither imagines that architecture will not be changed by the war nor wishes that it were so, but it is essential to maintain a true balance between the long-term and the short-term view. Nothing can obscure the fact that architecture itself continues to exist, its principles continue to be the same and its precedents to repay study, however the architect's day-to-day work may be interrupted.

That, admittedly, is only one side of the picture. The other side, taking a longer view, is that, for the reasons already suggested, architecture cannot ignore the war altogether. For besides being a period of inertia in all except destructive activities, war-time is also a period of change; and architecture, as we appreciate so well nowadays, is sensitive to changes of all kinds, and indeed depends for its vitality on the readiness with which it reacts to change. So, if not the conduct of war itself, the effects of war are factors that architecture cannot but take into account, just as it takes into account other circumstances outside its control without feeling any need of identifying itself with them, such as economic changes, discoveries of new industrial processes and alterations in social habits.

We remember how the development of plywood as a new building material was accelerated by the experiments of aircraft designers in the last war, how stainless steel was invented almost by accident in an armament workshop in 1916, and how the "Homes for Heroes" housing campaign started a new wave of suburban building that town-planning legislation has not even yet succeeded in catching up. These are examples of the way war impinges on architecture without architecture seeking immediate expression in war.

There are, however, even more fundamental and urgent reasons why architecture, while studying to preserve peace-

time values, must not ignore the changes that war-time brings. We hear it said on every side that this is a peculiar war, by which it is meant that it has failed to follow the conventional course that wars are expected to follow; but it is a peculiar war in a wider sense than that. Its peculiarity might be better defined by saying that it is not a war at all, in the old-fashioned sense of a mere military campaign, so much as inevitable *change* passing through one of its most intense (and most unpleasant) phases. This distinction is important, because it means that we should not think of this war as something that can be isolated, an interlude which will come to an end sooner or later, after which we shall be back again in peace-time. The days when war was an interval between periods of peace—even the days when peace was the interval between wars—have gone. In due course we shall presumably again be, in a sense, at peace, but we shall not be *back again* at peace. We shall be living in a world as different in its own way from the world before the war as our present war-time world is.

Now, what does this mean translated into terms of architecture? Granted the old-fashioned conception of a war it was legitimate to regard it as an interlude during which all energies were applied to the prosecution of the war, and such things as architecture were put into temporary cold storage. But in the case of a war that is less a war than a phase of revolution, architecture cannot go into cold storage or it runs the risk of staying there for good. Architecture must become even more active in order to keep pace with the revolutionary changes that surround it and to prepare to cope with the rapid social and economic changes that will take place as soon as the violent phase has passed.

The real parallel is not between this war and any other war, but between this war and the industrial revolution of rather over a century ago. Then, as now, the changes that civilization continually undergoes were suddenly accelerated, most violently so in the social and economic worlds. Architecture at first tried to pretend that the good old days of the eighteenth century had not gone for ever, and then, realizing too late that they had, failed altogether to adapt itself to the new world that these changes had brought about. It lost touch with reality and sank into the chaos of the nineteenth century. Today we are in much the same position as we were in the time of Sir John Soane, the Reform Bill, the birth of steam traction and gas lighting, Chartism, the Brighton Pavilion, negro emancipation and Napoleon Bonaparte. And one task of architecture today, as of everything else, is to admit at once that the old days have gone for good and to keep in touch with the new days, refusing at all costs to allow our own war, revolution, violent upheaval of civilization or whatever we care to call it, to cut architecture adrift from the realities on which it depends—adrift into a new eclectic age in which architecture is a respected professional mystery but not an essential part of the machinery of civilization.

These two sides of the picture, then, the need for preserving architectural values from subservience to mere expediency and the need for keeping architecture itself in touch with the realities from which it derives its vitality, together form the war-time task of THE ARCHITECTURAL

REVIEW. The difficulty, however, in including the war itself as one of the realities with which contact must be maintained, lies in the very intensity of the changes it brings about. They are so great that their eventual nature cannot be anticipated. It is impossible to discuss in any detail the resumption of civil architecture after the war without incurring a charge of moving ahead of reality. To escape into the future, that is to say, is a temptation just as much to be avoided as to escape into the past. The eclecticism of the nineteenth century was a way of escape from the architectural responsibilities of a changed world. Today the temptation to escape presents a double danger: besides the escape from architectural reality into professional mystery and connoisseurship, there also exists in war-time first of all the temptation to regard the arts and all the graces of civilization as of value only as they provide relief and refreshment after the real business our energies have to be spent on, and to make the emergency one more excuse for shelving the particular problems that have to be studied; and secondly, the temptation to ignore these problems for the sake of a rosy future, the contemplation of which takes our minds off the hazards and discomforts of the present. It need hardly be pointed out, however, that the rosy future is an illusion unless the present is one out of which it could conceivably grow.

For these reasons THE ARCHITECTURAL REVIEW has refused to allow itself to be stampeded into one form of escapism or another. While admitting the seriousness of the problems that war presents to architecture, its policy has been—and will be in the future—to continue to be itself, not in order to provide relaxation for the tired soldier but in order to prevent the adventitious values of the soldier from becoming permanent values.

The careful preservation of architectural values, however, does not mean the study only of the eternal verities. It does not mean that a war-time ARCHITECTURAL REVIEW should concern itself exclusively with the dogma of architectural beliefs or even with the theory of planning and design. Architectural truth becomes most clear when it impinges on reality in however trivial a way. A philosophical purpose in the study of architecture is less important than a habit of discrimination. To look at the past with a discerning eye, to disentangle the essence of architecture from all its casual surroundings, to develop visual perception in cataloguing and classifying even its smallest manifestations are the apparently inconsequent ways in which the realities of architecture itself become translated into cultural experience.

In spite of all this, however, a moment has now come when some attention should be paid to architecture as affected by the war, the dangers of Utopianism notwithstanding. Because an unusual thing has recently happened. Architecture and town-planning, which have languished for years in the shadows of public inertia and disregard, have suddenly, as one result of the destruction of parts of our congested cities, sprung to life and become the focus of intense public curiosity. They have, in fact, become news, and there is therefore an unprecedented opportunity of building up an informed body of public opinion on these vital subjects, which is an essential step towards launching an enlightened legislative policy. This opportunity will remain, and advantage must be taken of it, even if happenings on the battlefields should temporarily force planning issues to take second place. Furthermore, it will remain a great opportunity whatever its political significance should prove to be. Even if, for example, public interest in future reconstruction were only being officially fostered for reasons of morale, the fact would remain that the public inertia—not to say boredom—that has acted as a drag to the very idea of planning for a generation past is now replaced by a genuine willingness both to take thought for the future and to visualize a future involving changes of a quite drastic character.

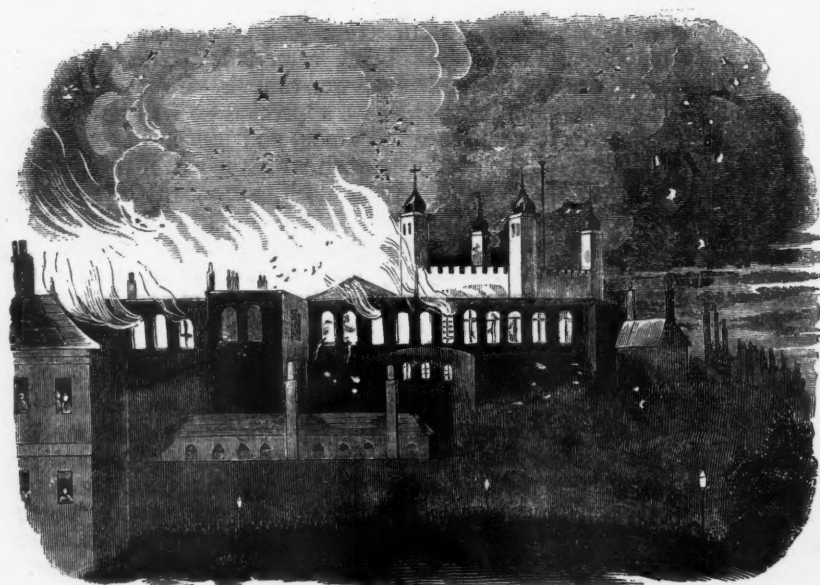
There is always the possibility, of course, that the psychological effect of the eventual cessation of hostilities will be a reaction against all the large-scale organization and regimen-

tation of effort that efficient prosecution of the war will have necessitated. People will have come to associate large-scale planning and nation-wide control of the activities of the individual with the unpleasantness of war, and will ask nothing more than to be allowed to drift back into the habits of *laissez-faire* which they will associate with peace-time. This is a very real danger, but its effect is only to make it more important to take advantage now of the public's willingness to plan for war, and have the necessary legislation and safeguards prepared at once.

For all the above reasons THE ARCHITECTURAL REVIEW has thought it timely to produce this special issue dealing with planning and reconstruction and kindred subjects. It intends to follow it up with a monthly supplement dealing with other aspects of the same subjects as they become topical. There should be no need to apologize for the inclusion under these headings of the subject of bomb damage and of notes about the buildings of architectural value that have been destroyed by bombs. Apart from the fact that it is obviously part of this paper's job to put such happenings on record and furnish appropriate obituary notices, the very manner of their loss is, as we have said, the cue for the public's interest in the way these buildings—and the cities they formed part of—are going to be replaced. So the photographs of bombed buildings on the following pages can be taken as not only illustrating the damage that has been done and cataloguing the architectural treasures that have been lost, but also as symbolizing the disintegration of the whole pre-war era which it is the task of the new plans to supersede. The congested centres of our cities could not have a fitter end than such an apotheosis, and the individually meritorious buildings that have been lost in the process must be regarded as burnt-offerings on the altar of reconstruction.

Finally, it should be said that the parts of this issue that deal with the future do not pretend to give an answer to the questions discussed—it is too early in most cases to do so—but only on the one hand to focus the discussion on the essential issues involved, and on the other hand to suggest the principles on which ultimate decisions must rest.

The lesson to be learnt from the presentation of these subjects in conjunction with that of bomb damage is that the devastation of the latter only wipes out some of the evidence of inadequate or unintelligent planning in the past. It does nothing to prevent the same mistakes being made in the future. These mistakes can, however, be prevented by an informed and active public opinion, aware of the real issues and sufficiently familiar with the principles on which reconstruction must be founded to be able to do more than take the proposals of the experts at their own face-value.



Fire over London in 1841. A conflagration at the Tower anticipates the scenes of today by exactly a hundred years. From the weekly periodical "The Mirror."

1. What happened Last Time

It is not generally realized how closely the present campaign for reconstruction is following the same course as the reconstruction campaign of the last war. Then the same terminology was employed that we are becoming familiar with today, the same resolutions expressed, and the same administrative problems were in the air. Even our present Minister in charge of reconstruction, Mr. Arthur Greenwood, was a member of one of the committees on reconstruction appointed in 1917. We only have to look about us to see what an utter failure all the good intentions of those days ended in, but the story of what actually happened is not told here with the implication that our present optimism must inevitably have the same sad end, for it is still within our power to determine that end. The story is told below as a piece of history that now has a topical interest and as a warning of what must not happen again.

HISTORY never repeats itself, but the occurrence of two wars within a generation must bring with it the temptation to look for comparisons. For those who play a part in the building industry the temptation is indeed irresistible, for the failure to fulfil the high hopes of a world rebuilt that dominated the mind of 1919, has left us with a sense of frustration so acute that talk of rebuilding after this war tempts us only to remember the unfortunate precedent of "Homes for Heroes."

Maybe such pessimism is misplaced—maybe the structure of the building industry and its relation to the State are developing in so different a manner from the process witnessed from 1914-1919 that planning and an organized programme of redevelopment will be the logical sequel. Whether this is so only the future can show.

It is recognized that the present need is for a scientific plan, designed to be carried out in stages: that redevelopment implies legislation for the provision of land and finance, a planned location of industry, organization of building materials supply—all factors which must be settled before the town planner can begin to think of layout. If this seems obvious to public opinion now, we can—in one sense at least—say we have advanced far beyond opinion in 1919, for then the principal question at issue was that of housing, considered in isolation, with which was allied the question, who should carry it out, public or private enterprise? Perhaps the most significant difference between reconstruction talk during the two wars lies in the emphasis today on territorial planning, which was absent in 1914-1918.

The Asquith Committees

The housing shortage was felt as early as 1915, when a formidable strike of Glasgow housewives, in protest against rent increases, produced the first Rent Restriction Act, but the main tenor of the official attitude to post-war problems was at first one of return to pre-war conditions. It is summed up in Lloyd George's *War Memoirs* thus:

A Reconstruction Committee had been set up in 1916 by Mr. Asquith, primarily with the object of making preparations for the restoration of peace-time conditions on a sound system when the war ended.*

* It is to be noted that this remark, the only indexed reference to reconstruction in the *War Memoirs*, occurs in the chapter on "Labour Unrest."

This article deals with the legislative history of the reconstruction efforts of the last war. The photographs alongside show the physical evidence of its failure, for a large proportion of the almost insuperable problems town planners have had to face in recent years derive from the uncontrolled building boom of the nineteen-twenties. In the last war physical reconstruction was almost synonymous with housing, but what began promisingly enough by being accepted as a national responsibility finished as a speculator's paradise in which so-called "development" was carried out on a basis of pure expediency, and irrespective of public interest in the proper use of the land. Top, a typical rash of small houses such as spread almost overnight over what had been green countryside, creating its own social problem and effectively cutting off the real country from the inhabitants of the towns on whose fringes it was built.

Centre, the prize example of unplanned building: Peacehaven, named ironically enough after the peace of 1919 and in honour of the heroes to whom its homes were to be sold. Previously this was the South Downs.

Bottom, the worst evils of uncontrolled development summarized in one section of the Great West Road: factories placed haphazard with no relation to the planning of the whole area, the arterial road defeating its own purpose by becoming congested afresh by ribbon building along its route. In the last war it was never realized that housing cannot be successfully controlled without the location of the industries the housing has to serve being controlled first.



The Asquith Committees studied Agricultural Policy, Coal Conservation and Housing.

There was also a group of sub-committees, whose task was to study Power Generation and Distribution, Commercial and Industrial Policy, Forestry, Relations between Employers and Employed, Demobilization, and the Resettlement of Officers. The Housing Committee, presided over by Lord Salisbury, issued its report in 1917. It foresaw an immediate need for 250,000 urban and 50,000 rural houses, and urged that plans, finance and materials should be ready for starting their construction simultaneously with the ending of hostilities. Their advice, however (for reasons that will be examined later) went unheeded.*

Soon after taking over the premiership, Lloyd George extended the scope of the committee in February, 1917, by adding committees on Acquisition of Land, Public Assistance, and the Machinery of Government. He also set up sub-committees on Mining Laws and Land Transfer. The function of the new Reconstruction Committee was described by Mr. Bonar Law in answer to a question in the House on April 19, 1917, as

to recommend to the Government the enquiries which should be made and the steps which should be taken in connexion with the restoration of peace conditions.

It is clear, however, that an additional but substantial motive for the establishment, first of the Committee and, in August, of the Ministry of Reconstruction, was that of morale. Of the appointment of a Minister of Reconstruction one M.P. said: "I am going to express my opinion quite frankly on the matter. I express the view that this office would not have been established at the present time but for questions of political expediency."† And at the same time there was a similar conflict to the one we observe today between the desire to face the future in terms of hard facts and the desire to concentrate on the conduct of the war as such. For example, a plea by Viscount (then Mr. Herbert) Samuel to the House of Commons of the need for war aims to be on a high level, records a mood common enough now as well as then.

Anything which tends . . . to make it appear to the nation and the world that we are engaged in a struggle which essentially is an economic struggle, and that the settlement that we wish to see is a settlement which must deal primarily or largely with trade questions—any such tendencies as that would degrade the whole conflict on to a lower level and would, I believe, lessen the unity of the Allies and decrease the enthusiasm of our armies." (Hansard, Vol. 109, p. 1438, August 7, 1918.)

Dr. Addison's Task

It was in such an atmosphere that *The Times* announced on June 2, 1917, that "Dr. Addison is definitely leaving the Ministry of Munitions and will probably join the War Cabinet without portfolio. The work of the existing Cabinet has greatly increased with the extension of the war, and its members need additional help in disposing of the special problems with which Dr. Addison has lately been concerned." And thus began Reconstruction.

Before the war Dr. Christopher Addison (now Lord Addison) had been largely concerned with the elaboration of schemes for Health Services and organization of technical education. A radical in outlook (he afterwards became a Labour Minister), he had left a Chair of Anatomy to become a Liberal M.P. in 1910. He held office in the Asquith Government as Parliamentary Secretary to the Board of Education. Here he busied himself in hospital expansion and the organization of scientific research for

* The number of houses actually started within two years of the armistice was 170,000 by municipalities and 44,000 by private enterprise.

† Hansard, Vol. 96, July 27, 1917.

the war industries. He had much to do with the setting up of the National Physical Laboratory. His diary of the war is published under the title *Four and a Half Years*, and in it is found a revealing picture of the Home Front from a Government angle, and an "inside story" of Reconstruction.

Dr. Addison was a close friend of Lloyd George, who took him as his Under-Secretary to the Ministry of Munitions at its foundation in June, 1915. Inefficiency in the War Office, which was pigeon-holing demands for munitions, placed a heavy responsibility on the new department. But the need for more shells, and the question of excessive prices charged by the large concerns for them, were not the only questions. Labour, and the housing necessitated by the transference of large numbers of workers to new centres, occupied much of the Ministry's attention. Thus Dr. Addison recorded on October 1, 1915:

Much time has been spent this week on a housing programme, and this afternoon we settled the schemes for Sheffield, Coventry, Dudley and Erith. The Local Government Board has been rather aghast at the terrific hustle demanded; but they always are aghast at any sort of action, so that is nothing fresh.

The Ministry came to an agreement with the Local Government Board that it should itself build the required housing schemes. Sir Henry Holloway, of Holloway Brothers, was appointed Chief Housing Commissioner.*

Plans for a Ministry

When Addison was asked by Lloyd George to under take the formation of the Ministry of Reconstruction, he agreed only on condition that real powers were provided. Lloyd George was at first irritated at such a practical demand, but conceded the point. The New Ministries Bill passed through Parliament without significant enthusiasm being aroused. There was much criticism of the proposed Ministry as unnecessary bureaucracy likely to interfere with the war, but that a longer view was also taken was also shown in the debate. To quote again from Sir Herbert Samuel:

I think no member of the House will belittle the importance of the work of reconstruction. The tasks to be dealt with are vast and urgent, and it is necessary even now while the war is still raging that the best thoughts of many of the best minds in the country should devote themselves to the problems that will arise immediately peace is concluded.

Dr. Addison summarized his task as follows:

Some of these people haven't begun to comprehend the things for which we must get ready in advance of demobilisation, and which we cannot talk about. They seem to think that my job is to build fairy castles for some dim and distant future. Let us hope that people will be free to do so when this beastly business is over. On the assumption, however, that we win the war, my first job is to try to arrange that the first six or twelve months of peace when war-making in all its branches has suddenly ceased, do not land us in a mess at home.

So he set to work to gather a staff of experts to elaborate "the urgent industrial requirements." He was keen to ensure "adequate supplies of materials . . . without unnecessary delay and profiteering and holding-up," and said of the proposal to set up a Metal Corporation that there must be effective safeguards against "any form of 'rings' to put up prices." This statement of Dr. Addison's attitude is

* Appointments of business executives to official posts were as much a feature of the Great War as today. In his entry for October 26, 1915, the diarist says:

" . . . There have been difficulties also with the Office of Works in consequence of the appointment of Hunter of Arrols to take over the erection of factories. Yesterday, in a fit of pique, they withdrew all their men and stopped work on design, with the exception of four men they are continuing to lend us. It is an atrocious performance. I have no doubt there would be a fine row if the public knew that Harcourt let his officers behave like this. Some of these gentlemen think more of their dignity than of beating the Germans . . . "

important, in view of subsequent history, in showing that he himself brought to his task as democratic an attitude as was possible.

As far as the building industry was concerned—and its position as only a small part of the reconstruction problem must be emphasized—Addison derived his chief help from Sir James Carmichael, who on September 6

came in the morning to talk over the prospect of building materials being available after the war for housing schemes in sufficient quantity and at decent prices. His view was that the position could be safeguarded if adequate arrangements were made beforehand, but not otherwise. I was much relieved when he said that he would come in and take charge of the preparatory work for me, and we arranged as a first step to get a meeting of all those who at present control the supplies affected.

He said that he thought a good deal depended on the simplification and standardization of design, and he favoured a competition in order to bring in local ideas.

In those days there was no Ministry of Health, and in fact, much of Addison's time was spent in preparing to set it up, and getting various interests' agreement on the extent of its functions. The Local Government Board was its parent, and the same Cabinet changes that had resulted in Dr. Addison taking charge of Reconstruction and Lord Rhondda becoming Minister of Food had brought to the Local Government Board the Tory M.P., Hayes Fisher, for whom Addison had not much respect:

In the morning (September 12) I saw Hayes Fisher on Building Materials and Housing, Maternity, Health questions, and so on. It is pitiful, after a man like Rhondda, to have a man of his parochial outlook at the L.G.B.

When the Report on Housing was submitted by Lord Salisbury's Committee at the end of September, there was much opposition to its publication by the L.G.B. officials. Hayes Fisher agreed to make a programme for 300,000 houses on the lines of the Report, but based his opposition to publication on the grounds that if local authorities knew State aid was coming they would mark time. Hayes Fisher wanted to confine Government information to a circular issued in July, 1917, to the effect that "substantial financial assistance" would be provided after the war.

Addison and the Salisbury Committee* were for housing being made a *duty* of the major local authorities, and urged that the State should initially shoulder the entire cost of the programme, which must be ready before the cessation of hostilities. Subsequently the houses were to be transferred "at a valuation; the State to bear the difference between that valuation and the actual cost, as an extra war cost due to national causes." Moreover, as a permanent feature of housing policy, the central authority was to have the right to act in the place of local authorities who failed in their responsibility.

Sir James Carmichael was already working out plans to provide the materials, and with the local authorities sending in "returns showing where the houses will be required and how many," and the Central Department assisting "in preparing plans, acquiring land and so forth," the scheme looked workable.

In the March of 1918, however, nearly four months later, the document of policy actually agreed on by the War Cabinet contained this clause:

In communicating their proposals for financial assistance, their Lordships expressly ask that it may be made quite clear that the precise date at which the execution of any schemes approved by the Board can be commenced must depend upon circumstances which cannot at present be foreseen, and that the financial position may be such that it may be necessary to give

* The other members of the committee were John W. Hills, M.P., Thomas Jones, B. S. Rowntree, Leslie Scott, K.C., M.P., and Mrs. Beatrice Webb.

precedence to the more urgent cases even to the exclusion for the time being of the less urgent.

The document (a circular of the Local Government Board) granted 75 per cent. to 100 per cent. Treasury backing to housing schemes, but Addison commented tersely

... I am confident, as also is Salisbury and his Committee, that ... nothing material will result.

He was also having difficulty with the War Cabinet over the Ministry of Health Bill, now prepared after months of careful negotiation, which the Cabinet would not give time to amid the worries of the front. However

Notwithstanding the most determined obstruction and loquacity by Hayes Fisher, the Bill was approved as far as Clause 10 at the Home Affairs Committee on Monday, July 29 ... we resumed the discussion ... on Friday, August 2, and got it through ...

The Building Industry Gets its Way

On Monday, November 4, 1918, General Smuts and Dr. Addison considered schemes prepared by the various departments for providing work. And this is what Addison has to say of the Local Government Board:

Our interview with the L.G.B. people on Housing and its relations to employment and on the state of forwardness of their schemes (or rather their appalling backwardness, for they have done nothing) was the most shocking revelation of incompetence that I have ever experienced. Smuts was just merciless with them. There was not a single thing prepared.

The subsequent resignation of Hayes Fisher and his promotion to the peerage removed one obstacle to Addison's plans, but with the arrival of peace the building industry began to make difficulties it was not in a position to make in war-time. It clamoured, like every other industry, for the removal of priorities and the elimination of all Government control. Addison pathetically writes:

CARMICHAEL'S WORK DESTROYED

Monday the 2nd (December) was taken up with conferences on Demobilization and with Carmichael on the difficulties which have arisen in connection with the Building Trade's proposals. His proposal, which represents twelve months' work, anticipated that the building trade should itself act as agent to issue permits, so that we could get back to freedom by a regular sequence, but this insistent demand on the part of the trade for scrapping control will lead to trouble as there is a real shortage of bricks, timber and cement. The difficulty is that, apart from the trade, the L.G.B. has been solidly against us, and as I am not yet Minister I can do little with them. Their defeat over the Ministry of Health makes them hostile to anything with the name "Addison" attached to it. Finally, we reluctantly had to agree to scrap permits and licences for building, whilst controlling prices of bricks, timber and cement, though, as I urged unceasingly, you cannot effectively control prices unless at the same time you are in final control over supply. There was, however, no adequate reply to the people, who said: "We are ready to use the material, the Government is not."

Housing had by now become a vital political as well as a social issue. A fortnight after the Armistice Lloyd George declaimed at Wolverhampton:

What is our task? To make Britain a fit country for heroes to live in. ... Slums are not fit homes for the men who have won this war or for their children. They are not fit nurseries for the children who are to make up an Imperial race, and there must be no patching up. This problem has got to be undertaken in a way never undertaken before, as a great national charge and duty. It is too much to leave it merely to municipalities. ... The housing of the people must be a national concern. ...

But meanwhile the speculator and the ring were getting hold of the short supply of building materials, so that while in 1921 the wages of building workers had risen 170 per cent since 1914, the price of timber for housing was up about 800 per cent.; slates, 225 per cent.; lime, 200 per cent.; sanitary fittings, 284 per cent.; In fact, the cost of the house as a whole had risen 250 per cent. An M.P., Sir A. Yeo, speaking

in the debate on the Adjournment on February 17, 1919, warned the House:

Next to the question of food nothing troubles the people of this country more than the question of housing. ... I am not in any way desirous of attacking the Government, but I do want them to act and act quickly. That will be the only way to satisfy people outside who are suffering from having eviction orders hanging over their heads. ... I have letters from several soldiers to-day in which they say: "We have been released ten days; seven of these ten days we have spent in house-hunting and we cannot find either houses or premises." Do you wonder at men who come back from France after four and a half years getting out of hand when they cannot find a place for their wives and families?

In replying, Dr. Addison, now President of the Local Government Board, said:

I believe that when Hon. Members see our Housing Bill they will acquit us of any desire or disposition to lack earnestness or zeal to proceed with this very important national work.

Shortly after, with the passage of the Ministry of Health Act, he took over this Ministry, and it fell to him to introduce the first housing bill containing the principle of the subsidy.

Post-War Housing

The Act of 1919 established the statutory obligation of local authorities "to consider the needs of their area with respect to the provision of houses for the working classes, and as occasion arises ... to prepare and submit to the Minister of Health a scheme for the exercise of their powers ...". The Act offered in addition to the usual loans three forms of State subsidy. To local authorities which would subsidize their own houses in a fixed proportion to rateable value, any loss thereby incurred would be made up. To public utility societies the State undertook to cover 30 per cent. of the financial charges of approved schemes. (This percentage was later increased to 50 and stabilised at 40.) To private enterprise went lump-sum payments of £130-160 per house built to specification of cost and type supplied by the Government. However, the rise in the price of materials pushed up the grants to so high a level that Dr. Addison lost his position to the successful chemical industrialist Sir Alfred Mond. Ignoring the real reason for price rises—the non-existence of the projected official agency for materials supply—the Coalition Government introduced an altered procedure, subsidising houses at £3 to £4 yearly.

The crisis resulted in a two-year stoppage in 1921, whose saddest feature was the ruin it brought on the Building Guilds. For these workers' co-operatives, founded by Guild Socialist idealists with the support of many unions, collapsed, after reckless borrowing, when Government aid under the Addison Act was withdrawn. They had, however, provided some conscientiously built houses, and acted as a check to the high tenders of contractors in a monopoly position.

Subsequent housing history can be quite briefly told. Under the Chamberlain Act of 1923, grants of £6 per house per annum for 20 years were made to local authorities, and lump-sum grants in various forms to private enterprise. Under this Act local authorities built 75,000 houses and private builders 351,000; public utility societies were responsible for 12,000 more. The Wheatley Act of 1924 extended the provisions of 1923, raising the subsidy to £9 per house per annum for 40 years. Where necessary, on account of extra cost, this was increased in rural districts to £12 10s. Any further loss was to be locally borne.*

* This local loss averaged £3 2s. per annum for 40 years. In large cities it was much greater; at Welwyn Garden City, where the cost of land suffers no inflation, there was actually a small profit.

The Acts of 1925 and 1930 revised the subsidies downwards, in the light of declining costs of building, to £7 5s. for towns and £11 for rural districts. The 1924-1930 Acts resulted in 750,000 dwellings erected by local authorities and 423,000 erected by private enterprise, the latter figure including the comparatively small work of public utility societies. The hope that the 1930 Act would guarantee some stability in housing matters lasted only until the passing of the slump-inspired Act of 1933, which abolished subsidies altogether.

Thus what had started at the end of the war as "a national concern" had become fifteen years later almost exclusively the concern of private agencies—the building societies. Of the actual houses built and their effect on the landscape, the evidence is all around us.

The following comment by the Labour Research Department group that studied "Direct Building" in 1929, was made before this final abrogation of State responsibility:

In actual practice, "working-class homes" never amounted to much more than a gesture—the rents for the new houses were for the most part adapted to the purse of the lower middle class, at best to the highly paid artisan, and the really poor were as badly off at the end as at the beginning. The subsidised houses were built, to a great extent, for those who—had it not been for the war—would have built (or at any rate bought), houses for themselves; those who—war or no war—were in the slums, remained in them.

During the post-mortem examination many theories were put forward to explain the failure. In 1922, for example, Sir James Ruthen, Director-General of Housing at the Ministry of Health and himself an architect, accused architects of not having adapted their professional thought and methods, used as they were to questions of quality, to the new question of designing in quantity. Others blamed the Trade Unions for resisting the dilution of labour with unskilled ex-service labour. But in general, viewed as it now can be in historical perspective, the trouble can be summed up technically as deriving from two main causes: the absence of a general planning policy without which a housing policy could never answer the demands of the times, and the absence of a building industry organized to undertake such an unprecedented task. Politically and economically its failure is of course inseparable from the whole economic conflict which we now regard as fundamental to the period between the two wars. Today we have at least got as far as to realize that housing cannot be considered independently of the location of industry, which in the long run determines the distribution of population. It is thus bound up closely with the whole business of territorial planning and land utilization. Similarly the experience of the past has made it clear that the hand-to-mouth methods on which the building industry has been accustomed to exist are quite inadequate to cope with large-scale reconstruction, equally from the point of view of organization, supply of materials, cost, design and the proper fulfilment of society's needs.



What must not happen again: uncontrolled housing in the Sussex landscape.

2. The End of Last Time

FIRST INSTALMENT OF A SURVEY OF BOMB DAMAGE TO BUILDINGS OF ARCHITECTURAL IMPORTANCE

The point has already been made in these pages that it is misleading to speak of air-raid destruction as though it did very much—except in a few relatively small areas—in itself to make replanning possible. The technical obstacles to replanning, and how they are to be negotiated, are discussed elsewhere in this issue. But damage by bombing has served the invaluable purpose of directing public attention to the *possibilities* of replanning, and public enthusiasm is half the battle. So even if it is only regarded as a stimulus to efforts in other fields—such as the administrative and legislative ones—the destruction we see around us has a very real place in the preliminary history of reconstruction programmes.

THE BEGINNING OF THE END

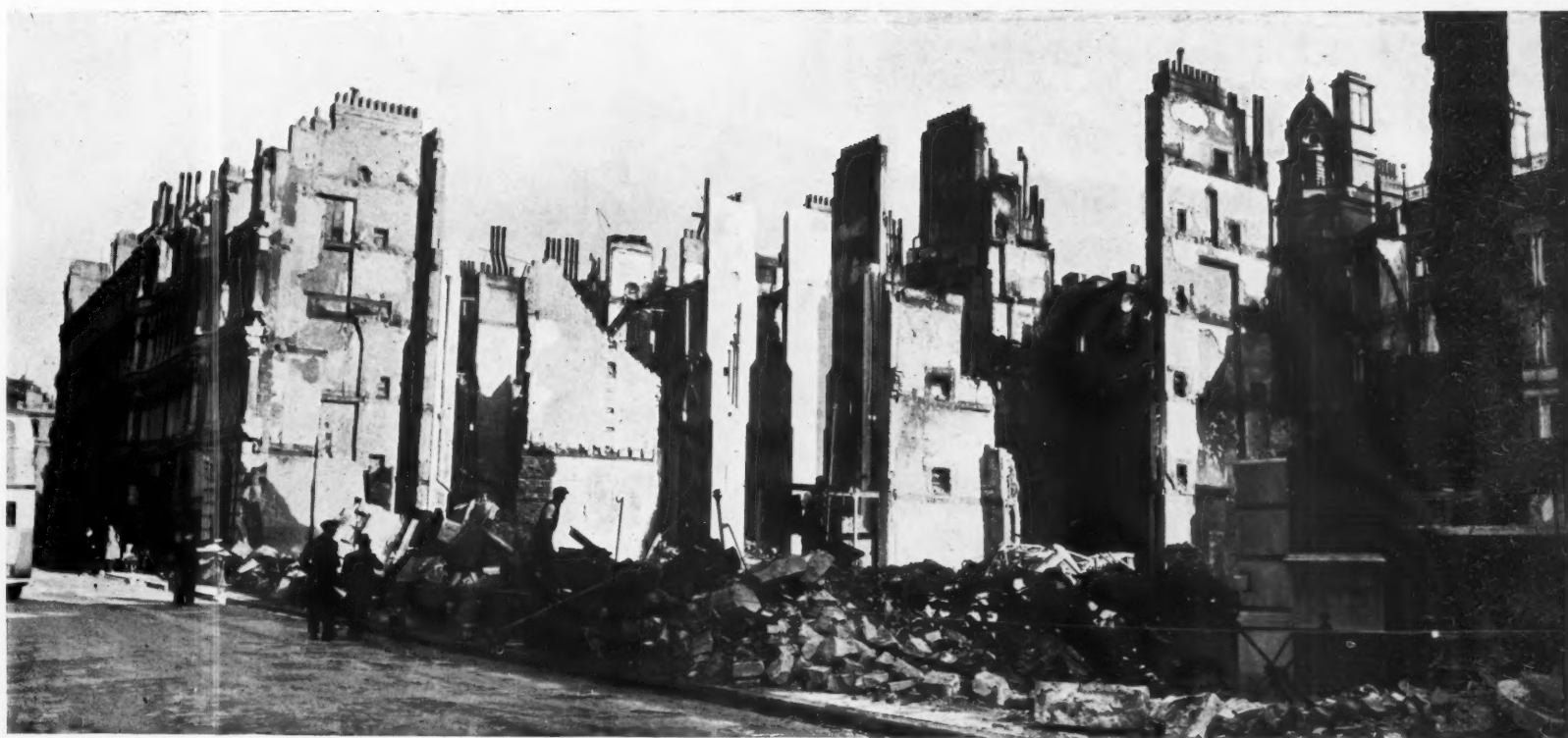


The first victim. Since this photograph was taken in January, 1934, a whole succession of capital cities have become involved in a spreading fever of destruction, culminating in London, some of the damage to which is illustrated on the following pages. This is the Karl Marx Hof, in Vienna, the famous block of workers' flats, after it had been shelled by the Austrian fascists during the Dörfuss coup d'état.

It is too early usefully to classify bomb-damage from the point of view of rebuilding, but a useful secondary purpose can now be served by starting to classify, for purposes of historic record, those buildings of architectural importance which have been damaged. To provide obituary records of such buildings is a task THE ARCHITECTURAL REVIEW feels under an obligation to undertake, and one that can appropriately be started in an issue in which for the first time attention is paid to issues raised by the war. The number of important buildings damaged is, alas, so great that it has been necessary to limit the following survey by only including ones to which damage has been severe. Broken windows, scorched walls, holed roofs and chipped stonework—all of which are common sights in every part of the country—are not taken as justifying inclusion. It has also been impossible to deal with domestic buildings fully, again because of the extent of the damage. There must, for example, be hundreds of good eighteenth and early nineteenth century terrace houses that have suffered, and innumerable streets and squares are spoilt as architectural compositions by the smashing of a single house here and there. In the following pages only outstanding examples are illustrated, of which Carlton House Terrace, Finsbury Square and the Inns of Court may be taken as typical examples. A further omission is of such buildings as docks and warehouses, a catalogue of the damage to which naturally cannot be published for strategic reasons.

In spite of the above, and in spite all such weeding-out as the rather arbitrary title "Buildings of Architectural Importance" allows one to do, the number of damaged buildings that deserve an obituary notice still remains large; and damage, unhappily, continues to occur, so that even a survey that claimed to be fairly complete when it was compiled might be sadly out of date by the time it appeared in print. This is therefore only a first instalment and is confined to London only. It is intended to cover other parts of the country in further instalments to be published in future issues, in which it will also be necessary to bring this survey up to date. The notes about each building are contributed by John Summerson.

LONDON



City Companies' Halls

BREWERS' HALL, in Addle Lane, was unquestionably the finest of the Halls rebuilt after the fire of 1666. The frequent attribution to Wren has no foundation, and the art displayed in the Hall itself and the Court Room was that of the craftsman rather than the architect. The exterior, facing on to a little private courtyard, was characteristic of Restoration London; the stairway seen in the illustration was a nineteenth-century rebuilding.



FISHMONGERS' HALL, to the west of London Bridge, remains an imposing mass, in spite of heavy damage. Designed by Henry Roberts in 1831, it is very much what one would expect from a loyal ex-assistant of Smirke: thoughtful, if a little dull, leaving a good Ionic order to speak for itself. Gilbert Scott made all the working-drawings for this building while in Roberts's office.



PARISH CLERKS' HALL was something of a curiosity in that it consisted only of the upper part of a building. It contained a little seventeenth-century glass and woodwork, but nothing of great importance. To-day nothing remains except party-walls upon which the marks of some of the burnt fittings can be traced. The Parish Clerks' was the humblest of the City Companies and its Hall was correspondingly modest.



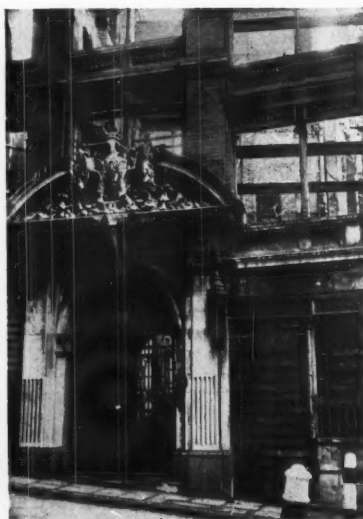
City Companies' Halls



MERCHANT TAYLORS' HALL, the biggest and one of the most interesting, occupied a site between Threadneedle Street and Cornhill, locked in by modern office blocks. Its buildings surrounded a garden, and consisted of a Gothic Hall, much modernized, a kitchen, Court-room, Parlour, and other apartments, some mediæval, some seventeenth and eighteenth century, some mid-Victorian. The best work was in the staircase and Gallery, where the woodwork had a Hawksmoor-like accuracy of design. All this has been burnt, and is more to be regretted than the Hall, whose mediæval carcase largely remains and, with careful examination, should reveal worth-while evidence of the building's remoter history. The Gothic windows seen in the photograph were entirely modern, and so was the timber roof; the Ionic screen of 1672 is a regrettable loss.



BAKERS' HALL contained hardly anything of interest, consisting mostly of Victorian buildings, redecorated in the style of 1670. The entrance from Harp Lane, seen in the picture, is typical of the kind of substitutes built in the 'sixties and 'seventies to replace the vigorous heraldic frontispieces which gave consequence to these approaches in the plain streets of the Georgian city.



GIRDLEERS' HALL, in a court off Basinghall Street, was a very pleasant seventeenth-century building with particularly good carving in the Hall and Parlour. The overmantel in the Parlour was by Richard Wilson, and some of the architecture was of eighteenth-century date. The most serious loss, however, is the screen and gallery in the Hall, dating from 1681-2.

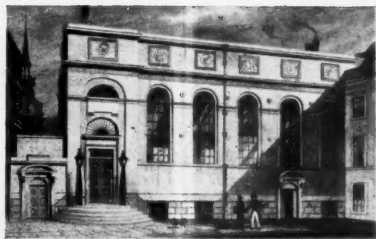


HABERDASHERS' HALL. Gresham Street, was rebuilt after the Great Fire, but burnt again in 1838, except for the Court Room and Drawing Room. The Court Room had a very good plaster ceiling and there was some interesting seventeenth-century carving.



BARBERS' HALL, Monkwell Street, was remarkable for the particularly fine Court Room of 1636, with which the name of Inigo Jones has been associated. It escaped the fire of 1666, but has now quite disappeared except for a few carved stones.



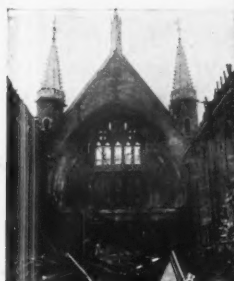


STATIONERS' HALL, off Ludgate Hill, is memorable for the very delightful, late eighteenth-century façade of the Hall itself. This is visible from Stationers' Hall Court, and has not been entirely destroyed. Behind this façade is a substantially seventeenth-century interior with a fine Corinthian screen. To the north is the badly damaged block containing the Court Room, richly fitted up in the Palladian period. This is shown in the illustration, which includes a portion of the plaster overmantel and the picture of a former Lord Mayor of London who was Master of the Company. Beyond the Hall are the Store-houses, which form the west side of a small courtyard, to the south of which is St. Martin's, Ludgate. Stationers' Hall is not as yet too seriously damaged for reconstruction to be out of the question.



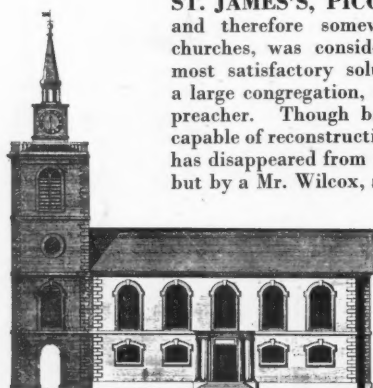
G u i l d h a l l

GUILDHALL is one of those buildings where sentiment has outstripped discrimination and whose architectural value has often been over-estimated. It was originally built between 1411 and 1435, but seriously damaged by the fire of 1666. Wren restored it and gave it with a flat ceiling. In 1789 the younger Dance added the Gothic façade towards King Street. Then, in 1866-70, Sir Horace Jones, the City architect, recast the whole building. It is chiefly Sir Horace's work which has suffered under the raids. The best that can be said for it is that it was remarkably competent for a man obviously much more at home with the Italian manner. The mediaeval fragments of the Hall survived the fire of 1940 as bravely as they did that of 1666. The large picture shows the elder Bacon's monument to Chatham.



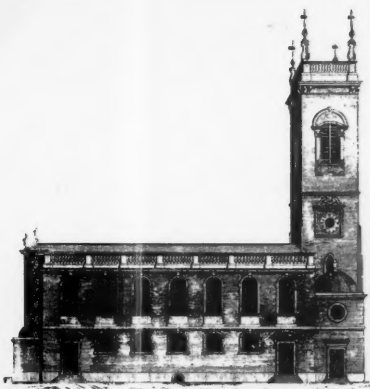
C h u r c h e s

CHELSEA OLD CHURCH was that rare thing, a church which no restorer had ever spoilt. Century by century it had collected beauties of craftsmanship and design, and as it stood before the war it was perhaps the most human and eloquent of London's historic buildings. Parts of the church went back to the Middle Ages, but the brick body and the tower were built in 1667-70. Both were admirably designed, though in a surprisingly vernacular fashion, considering the date and the proximity to London. At the south-east corner was (and still is, in a shattered condition) the chapel built by Sir Thomas More, and containing what was to have been his tomb had he died a natural death. Of the many lovely monuments, it is satisfactory to know that all of great importance have been rescued from the ruins, many practically undamaged. The photograph shows the church from the south-east, with Sir Hans Sloane's monument in the foreground.



ST. JAMES'S, PICCADILLY, built by Wren in 1682-4, and therefore somewhat later than most of the city churches, was considered by its architect to present the most satisfactory solution for a galleried church to hold a large congregation, all of whom could see and hear the preacher. Though badly damaged, it still stands and is capable of reconstruction. The remarkably ugly spire which has disappeared from the tower was designed, not by Wren, but by a Mr. Wilcox, a carpenter, who undercut Wren's estimate. Wren at one time intended a domical termination, covered with a scaly design, probably in copper plates. The early Victorian rectory and the gateway designed recently by Sir Reginald Blomfield have both gone, and provide an opportunity not to be missed when the time for reconstruction comes.





ST. ANDREW'S, HOLBORN, was built by Wren in 1686 and belonged to the St. James's, Piccadilly, class. The Gothic tower was recased some years later, and is remarkable for the curious Baroque treatment of the windows. The interior was heavily redecorated in Victorian times by S. S. Teulon, and rendered excessively dark.



ST. MARY'S, ALDERMANBURY, was built by Wren in 1667-70, probably on mediæval foundations. It is an unattractive building, not improved by the Italian tracery inserted by Victorian hands. Wren was never at his best in small, aisled churches on the Gothic model; while the naïve detail of the east end suggests that his supervision here was not very close. The interior, with colonnades supporting a barrel vault, is more convincing than the exterior.



ST. ANNE AND ST. AGNES, GRESHAM STREET, has been severely damaged, though not destroyed. Built by Wren after the Great Fire, it is one of the "greek cross" churches, and the interior, with four columns carried on very high pedestals, is especially successful. The exterior, whose red bricks have at some time been covered with stucco, is less satisfactory.

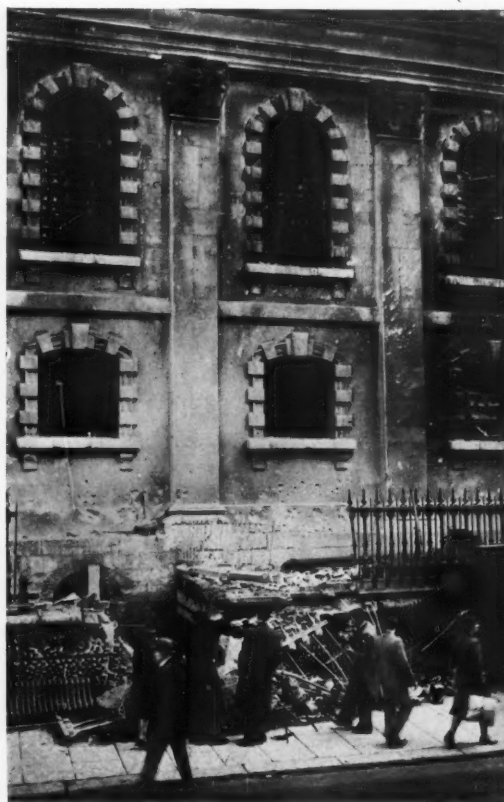
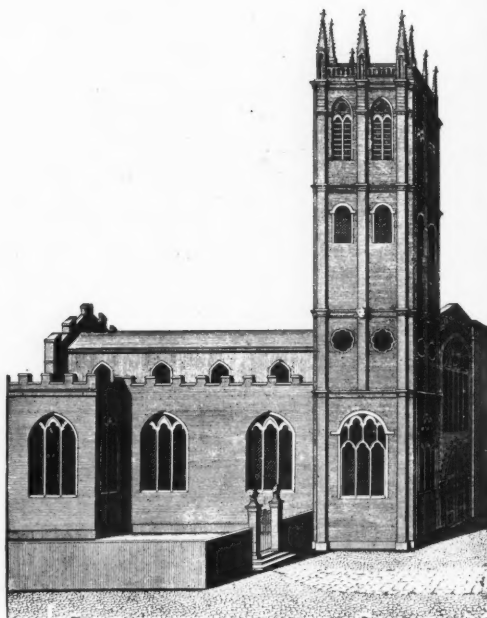


ST. ANDREW-BY-THE-WARD-ROBE occupies a site which the formation of Queen Victoria Street rendered conspicuous and imposing. It was one of the later Wren churches, dating from 1692, and very straightforward and economical in design. The monuments included some elaborate specimens of early nineteenth-century work. The interior has been burnt out, but the tower remains.



Churches

ST. ALBAN'S, WOOD STREET, which has been gutted, although the tower stands, is a remarkable example of the persistence of Gothic at the end of the seventeenth century. It was rebuilt in Gothic in 1634 and again in the same style after it had been burnt down in 1666. The tower is certainly from drawings by Wren, and may be described alternatively as late Gothic survival or early Gothic revival.



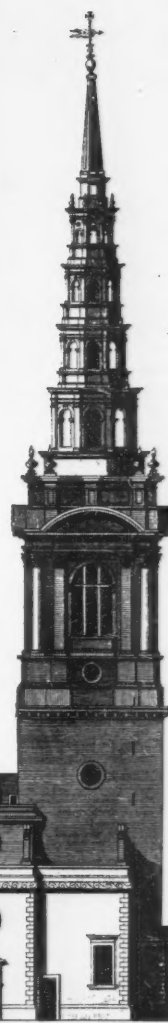
ST. MARTIN'S-IN-THE-FIELDS has fortunately suffered nothing worse than a minor wound in the basement storey, which did not seriously disturb the structure of this, one of the noblest of eighteenth-century churches. St. Martin's was built by Gibbs in 1721-6 after its architect had repented of the Baroque tendencies he so brilliantly displayed in St. Mary-le-Strand. The serene exterior gives little hint of the aisled and vaulted hall within, richly adorned with plaster arabesques by Gibbs's favourite artificers, Artari and Bagutti; and that interior itself is robbed of

half its beauty by the Victorian glazing, for the removal of which the recent damage may provide a plausible excuse. Built in what was still practically a village, St. Martin's did not become a conspicuous public building until Nash, in laying out Trafalgar Square, brilliantly replanned the approaches to the Strand and gave the church its present admirable setting. The church was widely admired and as widely imitated during the eighteenth century. Many provincial churches, as well as churches in the New World, echo its plan and silhouette.

ST. VEDAST'S, FOSTER LANE, was built by Wren in 1670 and the magnificent Baroque tower added many years later. The interior consisted of a spacious nave with a flat plaster ceiling, and a single aisle, divided from the nave by the elegant arcade seen in the left-hand picture. This was one of the most successful of Wren's "hall" churches. It has been badly scorched, most of the woodwork having gone, but the structure as a whole is not beyond reconstruction, and having regard to the special merits of the tower it may be hoped that this will be done. The right-hand picture shows the wrecked interior looking towards the west end.



ST. BRIDE'S, FLEET STREET, one of the largest and costliest of Wren's churches, was built in 1670-84. It has been completely gutted, but the walls and arcades stand. In this church Wren placed the galleries between columns rising from the floor, on the whole a more satisfactory device than the dwarf order rising from the gallery. Left, the still smouldering nave; below, the aisle and nave arcade. See also pages 29-30.

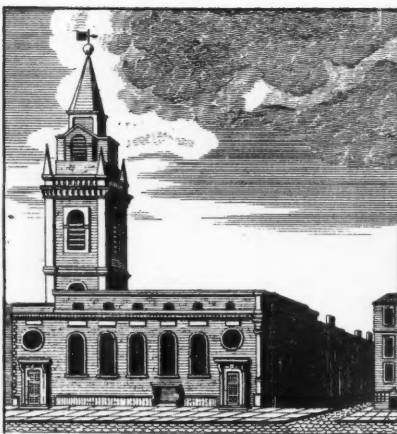


Churches

CHRISTCHURCH, NEWGATE STREET, had a most interesting and successful gallery arrangement, the gallery fronts being supported on the pedestals of the columns. The galleries were thus set rather low in the church, giving the interior a noble air, somewhat spoiled by the building up of the rear part of the galleries against the windows. The vault and clerestory were also treated in an unusual way. The finest part of the church, however, was the tower, which still stands, though badly burnt. It was the most mature and irreproachable of all Wren's steeples and anticipated in a curious way the precision which the Greek revivalists sought, but which none of them was clever enough to achieve. Its date was 1705. See also the frontispiece to this issue.



ST. LAWRENCE, JEWRY, was the most costly of Wren's churches, and looked it. Its architectural arrangement was not particularly striking, but the organ-case and vestry were of fabulous magnificence. The organ, a Renatus Harris instrument, stood well out into the church, with dramatic effect. The vestry was panelled with some of Grinling Gibbons's finest work, and had a rich plaster ceiling with a painted quatrefoil panel. Externally the church had only one "show" side, towards the east, where windows and niches were worked into a Corinthian colonnade, pedimented in the centre. The whole of this feature is intact.



ST. GILES'S, CRIPPLEGATE, is a Gothic church dating mostly from 1545. Most of the mediaeval work survives, including the tower, with its picturesque upper stage of 1683, and the nave arcades seen in the picture. Many of the remarkably fine series of monuments are also intact. Restoration has robbed the exterior of all the interest it ever possessed, and the interior has, to a less extent, suffered in the same way. The church stands on the edge of the City's biggest "blitzed" area, and a remarkable view of it is now obtainable in a setting impressively recalling the London of October, 1666.



ST. JOHN'S, WATERLOO ROAD, one of the State-built "Waterloo" churches, was designed by Francis Octavius Bedford and erected in 1823-4. Its Greek Doric portico and the feebly designed steeple behind it, still stand. The interior of the church, a very plain hall with some notable modern fittings by Mr. J. N. Comper, was practically destroyed. The illustration shows some characteristic details of this very bare product of Greek revivalism, whose portico, nevertheless, will be missed from the conspicuous place it occupies near a railway terminus and a river crossing.



ST. ALPHEGE'S, GREENWICH, was a particularly splendid church, by Nicholas Hawksmoor, built in 1714 under Queen Anne's Act for Building Fifty New Churches. Happily, the immense solidity of the construction has resulted in the shell remaining intact, but much fine woodwork, including the Royal pew, was lost in the fire. The arrangement of the galleries in this church was particularly successful. The only disappointing part of the building is the western spire, which was not part of the original design but was a poor imitation of Gibbs by John James.

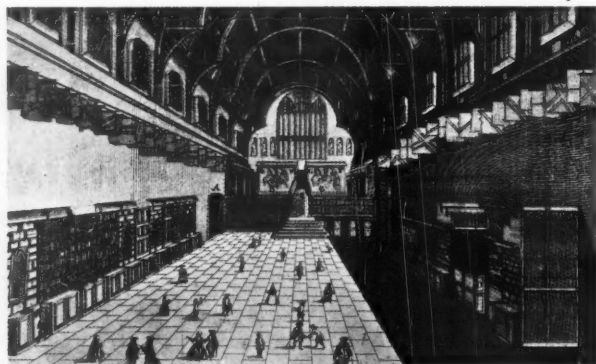


ST. MARY'S, ISLINGTON, was built on the site of an earlier church in the middle of the eighteenth century, when Islington was one of the main centres of suburban development and the place of residence of prosperous city men. The architect was Lancelot Dowbiggin, a carpenter, who built a plain church with a steeple of considerable richness, obviously inspired by the work of the elder Dance. The roof of the nave was a fine piece of carpentry, and an engraving of it appears in one of the contemporary carpenters' text-books. Although the church received a direct hit, the tower and spire still stand, apparently undamaged, and, it may be hoped, will remain.



THE PALACE OF WESTMINSTER, designed by Charles Barry with the copious assistance of A. W. Pugin, is the successor of a conglomerate of buildings, partly medieval, with additions by Kent, Wyatt, Soane and others, which was burnt to the ground in 1834, with the exception of Westminster Hall and the crypt of St. Stephen's Chapel. The Hall, which still survives, was built by Richard II, one of the few English medieval monarchs to be greatly interested in the arts. Its roof is a miracle of Gothic carpentry, easily the most remarkable timber structure of its age in any country. Fortunately, the damage it has suffered recently is slight. The Hall was brilliantly incorporated by Charles Barry in his great axial plan for the new Palace, begun in 1837. Most of the working drawings passed through Pugin's hands; and the combination of Barry's feeling for broad masses and Pugin's decorative genius resulted in a fine building whose reputation has suffered more from Victorian prejudice against "late" Gothic than from any shortcomings of its own. The Commons chamber (large picture) which has been burnt out, was, from many points of view, the least successful part of the building. The two small pictures alongside it show one of the court-yards and the "aye" lobby.

Westminster



WESTMINSTER ABBEY, though seriously damaged at the crossing, has suffered less than the complex group of buildings which surrounds it. These include the burnt-out Deanery, lying alongside and over the west walk of the cloister; also the little cloister with its charming residences, originally almshouses but rebuilt in the seventeenth and eighteenth centuries; also the buildings of Westminster School. The Great Schoolroom here, with its hammer-beam roof, dating from the seventeenth century, has been gutted, and so, unfortunately, has Dr. Busby's library. The dormitory building, designed by Lord Burlington, has also been burnt out, though the main walls which were the most interesting part, and the earliest example of the use of Bath Stone in London, are intact. Upper picture: debris on the floor of the Abbey; lower left, Dr. Busby's library taken from the School garden; lower right, the burnt-out Deanery from the cloisters.



St. Paul's

ST. PAUL'S CATHEDRAL has been twice hit by high explosive bombs. The two incidents—one in the choir, the other in the north transept—are illustrated here. The reredos, by Bodley and Garner, 1888, an elaborate but muddle-headed design which interferes with the clarity of Wren's architecture, was practically undamaged, nor did any part of the main structure suffer severely. The bomb which fell in the north transept wrecked the marble portico to the north door, which formed part of the old organ screen and bore Wren's epitaph, the famous: *Si monumentum requiris, circumspice*. The right-hand picture shows the north transept with the wreckage of the portico. The mosaics in the spandrels are from designs by Alfred Stevens (left) and G. F. Watts.



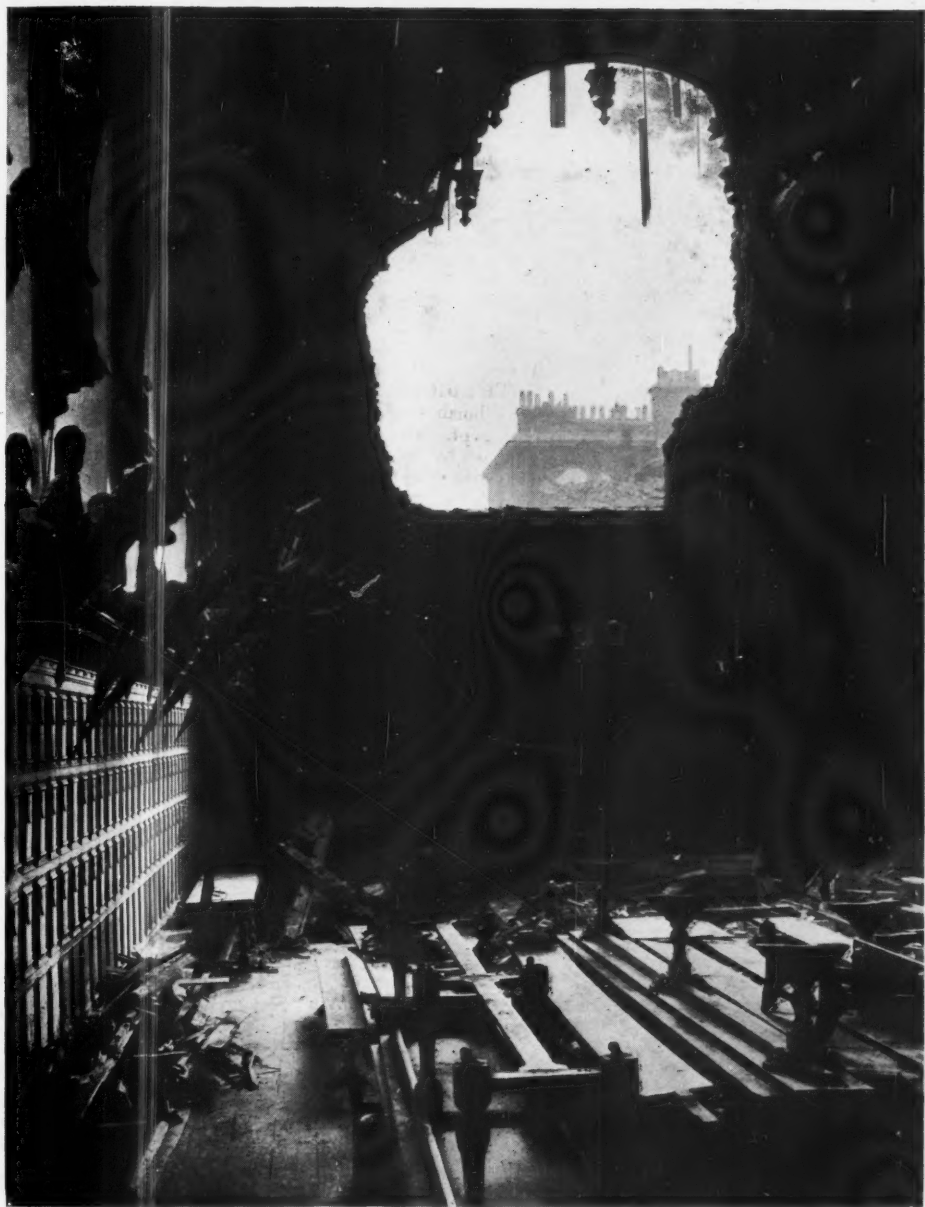


The view (left) in the north transept of **ST. PAUL'S CATHEDRAL**, shows where the debris brought down by a bomb caused the church floor to collapse into the crypt. The large monument against the pier, damaged by the explosion, is to Admiral Lord Rodney and is the work of Rossi. The standing figure against the end of the pier is Earl St. Vincent, by Baily. Among the debris can be seen remains of the portico to the north door. It is fortunate that neither of the direct hits which the cathedral has received have interfered with the stability of the structure as a whole, having merely pierced the light coverings between main points of support.

Middle Temple Hall

MIDDLE TEMPLE HALL has sustained severe damage to its eastern end where part of the wall and roof were demolished and the screen wrecked, though not destroyed. Built in 1562-72, the Hall has a massive hammer-beam roof, whose heavily moulded pendants can be seen in the view on the opposite page. Shakespeare is said to have taken part in a performance of "Twelfth Night" in this Hall.





THE TEMPLE as a whole has been extensively damaged in several raids. The devastation at the Temple Church, which occurred in a subsequent raid to the one which caused the damage shown, will be illustrated in a future issue of *THE ARCHITECTURAL REVIEW*. The pictures on the left show the present condition of Middle Temple Hall. Those above show (top) Crown Office Row and Crown Court, (centre) Middle Temple Lane, looking south, and (bottom) Pump Court. Of these, Crown Office Row was of least architectural interest. The destroyed buildings in Middle Temple Lane and Pump Court dated from the rebuilding of the Temple after the fire of 1666, when Nicholas Barton, the speculative builder, undertook much building here.

UNIVERSITY COLLEGE, GOWER STREET, built by William Wilkins, with Gandy-Deering, in 1827-28, has been partly burned. The illustration shows the rear of the main block, with the dome over the Flaxman Gallery, where a number of models by John Flaxman are preserved. The building to the right is the library designed by T. L. Donaldson, the College's first Professor of Architecture.



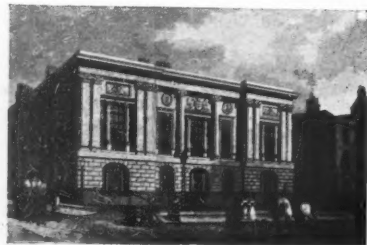
KENSINGTON PALACE consists of a main block and other buildings by Wren and an east wing, containing some of the state rooms, by William Kent. The damage has been confined to the upper stories, as shown in the photograph, in the background of which is seen the cupola of the stable block, dating from 1691 and designed by Wren.



BURLINGTON ARCADE, the northern part of which has been destroyed, was built in the early years of the nineteenth century when Burlington House was remodelled for the Duke of Devonshire. The Duke's architect, Samuel Ware, designed the Arcade, which is one of the few of its kind to have become and remained a commercial success. Both entrances of the Arcade had been rebuilt in recent years.



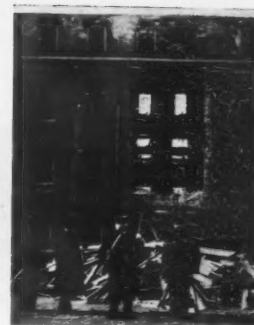
BUCKINGHAM PALACE has sustained damage to the Chapel and also to the lodge seen in the accompanying illustration. It is part of Nash's original building and was constructed largely of Bath stone, though the "monolithic" Doric columns may be of cast iron, like those at Carlton House Terrace. This is one of the few parts of Nash's original building which are visible to the public.



TRINITY HOUSE was built in 1793-95 under the direction of Samuel Wyatt. The character of the design, however, has sometimes given rise to the suggestion that Samuel's more famous brother, James Wyatt, was concerned in the work. The stressing of horizontal lines and the Græco-Roman details are strongly reminiscent of James's style. The interior, which has been entirely destroyed, had a delightful entrance and staircase hall and some well-decorated rooms. This building was to occupy an important place in the Tower Hill improvement scheme, and it is to be hoped that it will be regarded as one of those buildings where reconstruction of the original design may be properly undertaken.



CHELSEA HOSPITAL has suffered considerable damage in one part. Built in 1682-92, by Wren, with young Nicholas Hawksmoor as clerk of works, it is the building which Carlyle failed to notice for a great many years but which eventually struck him as the work "of a scholar and a gentleman." The stone cupola over the Doric portico is particularly admirable.



THE RING, Blackfriars Road, had been famous for many years as a boxing centre, before its bombing and subsequent demolition. It was originally the Surrey Chapel, built in 1783 for the Rev. Rowland Hill, a popular preacher of the time. It was a notable example of light timber construction within a brick shell, adapted for the purposes of a galleried auditorium. Rowland Hill was buried here, under his pulpit, in 1833, but when Christ Church, Blackfriars Road, was built his body was re-interred there, under the Lincoln Tower, and the old chapel was soon afterwards converted as a place of entertainment. The photograph was taken after the building had been partly demolished and provides a diagrammatic view of its structure.



"THE TIMES" BUILDING in Printing House Square, is said to have been designed by the second John Walter, chief proprietor of the paper and the one who employed Delane as editor. The erection of the building coincided with the formation of Queen Victoria Street in 1862 and the design, though amateurish enough, reflects very well the full-blooded Toryism of the day. There is something particularly attractive about the vigorous carved allegory in the pediment, in which a working clock takes its place with Father Time's scythe and a quantity of foliage as the insignia of "The Thunderer." The lettering incidentally anticipates the celebrated change-over to a Roman style heading made a few years ago.



Holland House



HOLLAND HOUSE, a Jacobean mansion standing within its own park, in the heart of London, is one of the capital's most curious and beautiful survivals. Part of it is the work of John Thorpe, authenticated by a drawing in the Soane Museum. It was built for Sir Walter Cope as "Cope Castle" and altered at various periods after his time, first by Lord Holland in 1638-40 and again in 1704, 1748, 1796 and during the nineteenth century, when the revived taste for Jacobean art led to some unfortunate faking. The library, which has been wrecked, is in one of Thorpe's wings and contains two original fireplaces of good design; the destroyed upper part was of little importance. The principal staircase belongs to the earliest part of the house and is an excellent example of its kind. During the eighteenth and early nineteenth centuries Holland House became the great centre of Whig society, and its history during those times has been well written by the present owner, Lord Ilchester. The large picture shows the library and the small ones show the door of the burnt-out breakfast room, the grand staircase and wrecked furniture.



C l u b s

THE NAVAL AND MILITARY CLUB (colloquially the "In-and-Out," a designation sufficiently explained by the illustration) is a mid-eighteenth century mansion known successively as Egremont House, Cholmondeley House and Cambridge House. Palmerston lived here for a time, and the club was inaugurated here in 1862. With the St. James's Club and Burlington House it is among the last of the great Piccadilly mansions of the eighteenth century. The architect is unknown, but the name of Vardy, Kent's associate, may be suggested.





THE ARTS CLUB, Dover Street, Piccadilly, an eighteenth-century building, later altered inside, was taken over by the Club from Lord Stanley of Alderley in 1896. It had a remarkably perfect club plan of the intimate kind (as distinct from the monumental kind typical of the great Pall Mall clubs). The suite of rooms comprising the first floor was a very good example of the London town-mansion interior equally suitable for formal or domestic occasions. The exterior was similarly characteristic of the best London street architecture of its time.



D o m e s t i c



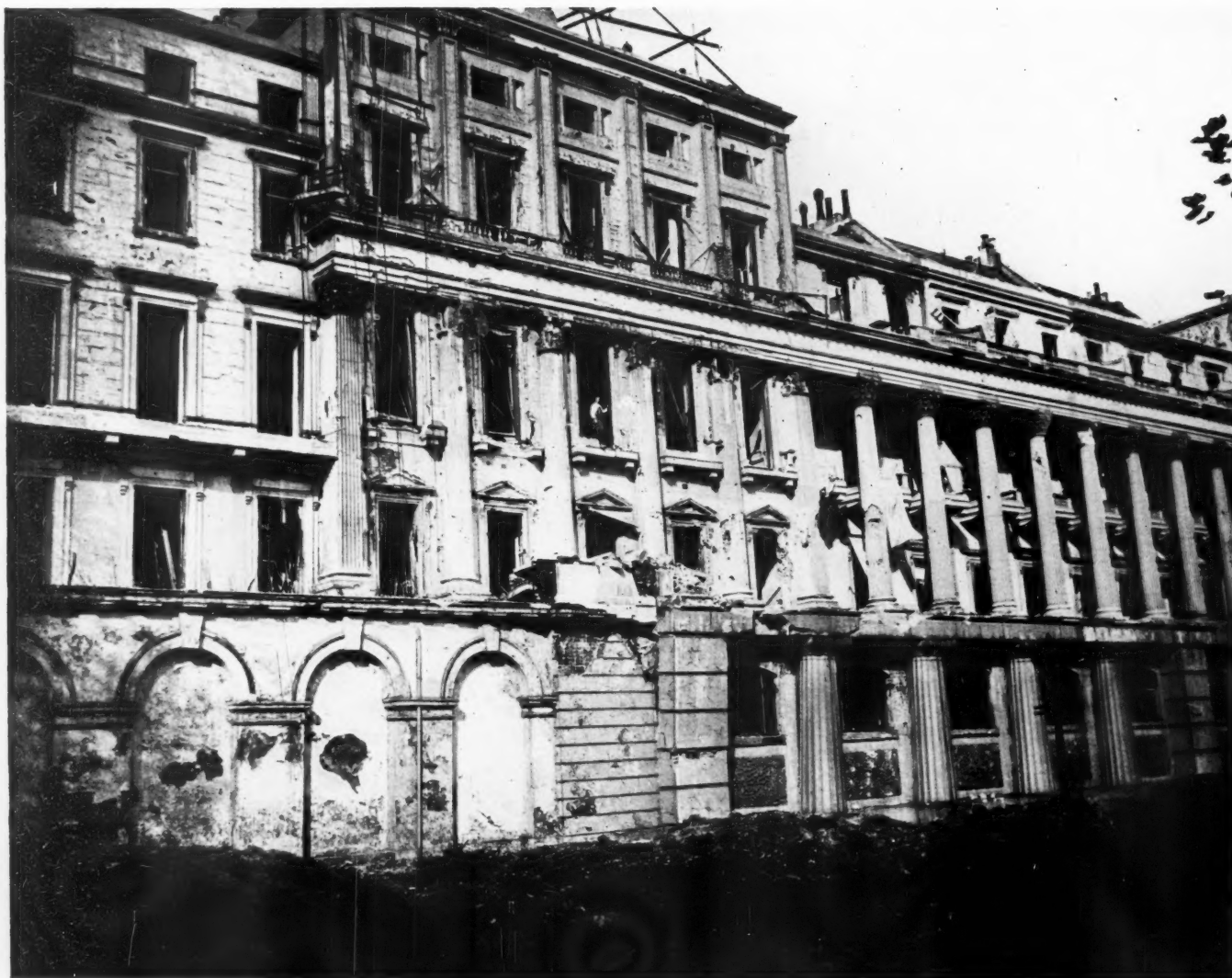
GRAY'S INN dates chiefly from the last quarter of the seventeenth century, when the chambers were rebuilt after successive fires. Both the Hall and the Chapel, however, incorporated earlier work. The Hall, where Shakespeare's "Comedy of Errors" was produced in 1594, had a hammer-beam roof of 1556-60, now entirely destroyed. The Chapel had been vigorously remodelled in recent years and gave little impression of antiquity. The chambers, though not among the most scholarly productions of their time, were fine spacious apartments where centuries of professional men had found it a pleasure to live and work. Among architects, G. F. Bodley and Sir Giles Scott have had offices in the Inn at one time or another. Even more completely destroyed than Gray's Inn is Serjeant's Inn (small picture), off Fleet Street, which had a striking façade in the style of Bonomi.





The west side of **FINSBURY SQUARE**, now almost entirely demolished after being burnt out, was a symmetrical block designed by James Peacock, an assistant of the younger Dance, who published a quaint book of domestic plans under the anagrammatic pseudonym of "Jose MacPacke" (described on the title-page as a bricklayer's labourer). Built about 1777, its originality of composition and skilful interpretation of the Adam manner have never been fully recognized.

CARLTONHOUSE TERRACE has been battered throughout the whole length of both blocks, exposing the "shoddy" construction of brick and stucco in a way that would have delighted Victorian critics of John Nash. The terrace dates from 1827-9, when it was built on the site of Carlton House and its gardens. Controversy raged round the question of its preservation in 1933, when rebuilding was begun to the design of Sir Reginald Blomfield. Both the merits and demerits of the terrace were grossly exaggerated. It certainly possesses both, but the grandiloquence of the general conception may be esteemed to compensate for the impudently slap-dash execution.



THE ARCHITECTURE OF DESTRUCTION

The foregoing pages have illustrated the damage done to some beautiful and famous buildings. The photographs thereon are both a record and a reminder of what has been lost. But there is also another way of looking at bombed buildings, one that concerns the architect just as much. This is to look at them as architectural phenomena existing in their own right. At the first mention it may appear unfeeling, or even flippant, that the connoisseur of ruins should regard as material for objective appraisal scenes which for most of us symbolise the horror of lives lost and irreplaceable treasures destroyed. But it is surely the very intensity of the symbolism they are charged with that justifies the claim of ruined buildings to be looked at for the sake of what they are at the moment. It has always been the rôle of the ruin to compress into the same picture both the embodiment of historical experience and the form and colour of architecture itself. Hence its romantic appeal.

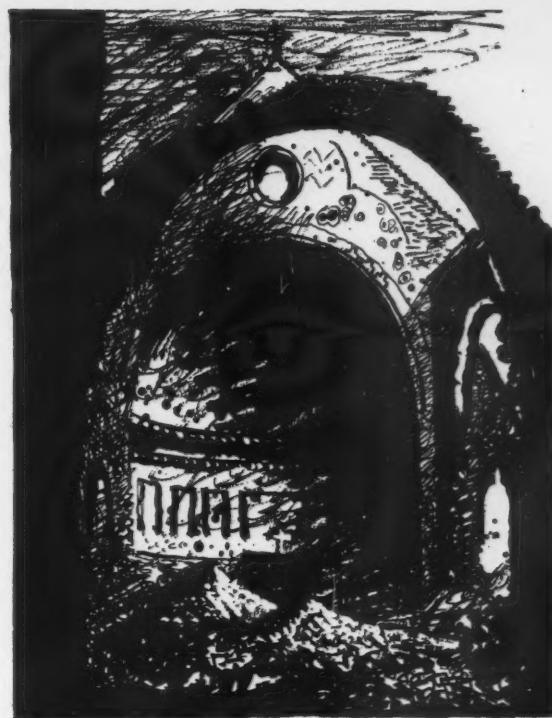
We tend more and more to realize that what we are witnessing in these days is the end of an epoch. The inclusion of a record of bomb damage in an issue of THE ARCHITECTURAL REVIEW designed to look towards the future has already been explained by the statement that the damage is here regarded as the spectacular end of the era that is passing. From the same point of view the ruin, looked at as architecture in its own right,

represents the apotheosis of the past: the intense experience of these active days crystallized in architectural form. When it is all over, a few of the wrecked buildings might well be left as permanent ruins—not, one hastens to add, as object lessons to future war-mongers or for any other moral purpose, but for the sake of the intensely evocative atmosphere common to all ruins, which gives them an architectural vitality of their own; and frankly for their beauty. To posterity they will as effectually represent the dissolution of our pre-war civilization as Fountains Abbey does the dissolution of the monasteries.

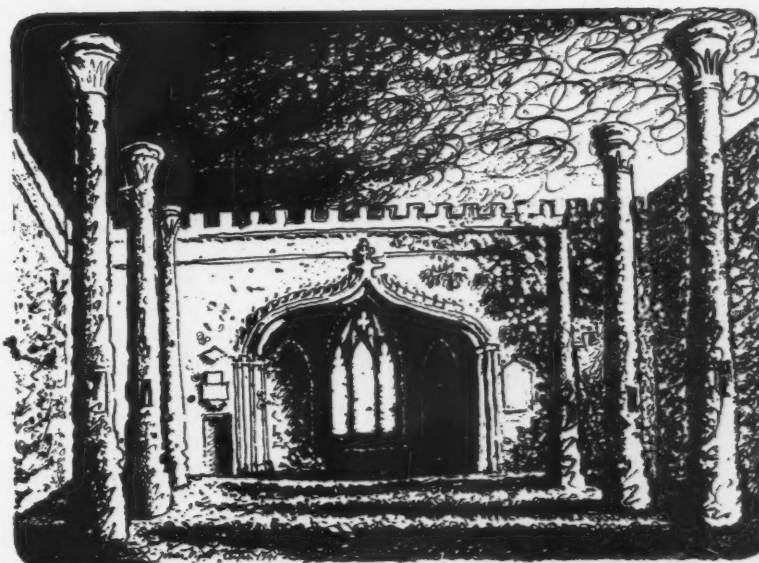
It should be added that it does not need a good building to produce a beautiful and evocative ruin, and the photographs on the following pages, which have been selected to suggest the poetry of destruction in the spirit outlined above, unlike those on the preceding pages do not necessarily represent buildings that possessed architectural merit in life. In death their virtues are of a different order. As a preface to the photographs Mr. John Piper, one of the war artists officially commissioned to paint bombed churches, contributes the following impression of the impact of the ruined churches he has visited on the eye of the artist, whose business it is, of course, to look at things objectively for what they are. One of his paintings is reproduced as the frontispiece to this issue, and the drawings alongside are also from his pen.

ROADS blocked, warehouses still burning. Not a pall of smoke, but a thin fog of smoke and steam like a concentration of the blighted November weather with that strange new smell that this war has produced—mixture of the smells of saturated burnt timber and brick dust with the emanation from cellars and hidden places. The ruined cathedral a grey, meal-coloured stack in the foggy close; redder as one came nearer, and still hot and wet from fire and water; finally presenting itself as a series of gaunt, red-grey façades, stretching eastwards from the dusty but erect tower and spire. Outline of the walls against the steamy sky a series of ragged loops. Windows empty, but for oddly poised fragments of tracery, with spikes of blackened glass embedded in them. Walls flaked and pitted, as if they had been under water for a hundred years. Crackle of glass underfoot. Inside the shell of the walls, hardly a trace of woodwork among the tumbled pile of masonry, stuck with rusted iron stays.

Elsewhere, and later, the same story with variations. Arcade piers standing free in the wide area of an eighteenth-century nave, otherwise empty but strewn with blue-grey roof-slates. The pillars themselves smoke-stained, looking absurd and naked with their rectangular transverse holes that had taken the supports of the side galleries. The walls of the church pitted, but standing, forming an enormous lidless stone box. Matrices of a collection of torn-off wall tablets framed in their black surrounds. The poor-rich ogee decoration framing the chancel arch shredded, and disclosing itself as plaster. Panels of stained glass with transfer pattern lying on the ground among the slates. With half-shut eyes on the blue



Church of the Holy Innocents, Knowle, Bristol.



Clifton Parish Church.



St. John's Church, Waterloo Road.

Top, the painted organ of St. James's, Piccadilly, Wren's favourite church, with the roof above open to the sky.

Centre, the tablet commemorating the departure of the *Mayflower* to America in 1620 survives on the wall above this fireplace, in the wrecked interior of the church of the Pilgrim Fathers at Southwark.

Bottom, Britannia and her lion dislodged from the Colin Campbell monument in Waterloo Place.



(continued from page 25)

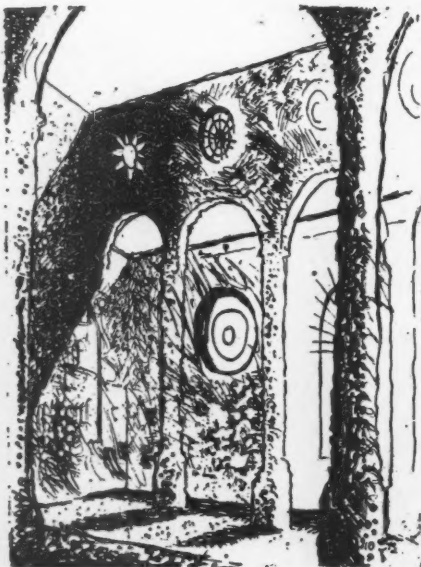
sky above and taking only a sidelong glance at the church it all looks like a travel-book water-colour of a Luxor temple.

At the other end of the city, a Byzantine-style church of the 'nineties, crowning a hill. Nave de-roofed and arcades riven by a direct hit. Polychrome brick of the interior walls—yellow, purple, red—disclosed in all its garish majesty. Apsidal sanctuary with coved plaster ceiling, red dado and mosaic decoration, still complete. Altar strewn with rubble and twisted iron. A ragged round arch still reared above the west side of the crossing, its piers blown from under it, held up only by fragments of the outer walls. Shoddily-vaulted crypt opened up, brick dust and rubble poured into it through the holed floor. A cast-iron grating blown into the piscina. Twisted iron stays depending from half-collapsed cornices. Gas pipes and heating pipes looped and festooned.

In the centre of the city, a city-stained, smoke-dried medieval church among burnt and blown-up warehouses. The church itself burnt out. Fifteenth-century windows sliced vertically in half. Plaster scored and scarified, disclosing flaked stone courses behind it. The bells, that had become red-hot before their supports gave way, lying on the ground by the west door. Tower standing—an enormous hollow chimney.

"The church is built of ordinary yellow stock brick with black bands; the arches are of bluish-black and white bricks. The ugly angular flying buttresses are of the like magpie polychromy. The walls of the interior are also of many-coloured

bricks. The nave arcades and clerestory are borne on cast iron columns with wrought iron capitals." Surrealism prophesied nothing half so fantastic as the sudden ruin of such a church—its floor of Minton tiles exposed to the sky.



St. Bride's, Fleet Street.



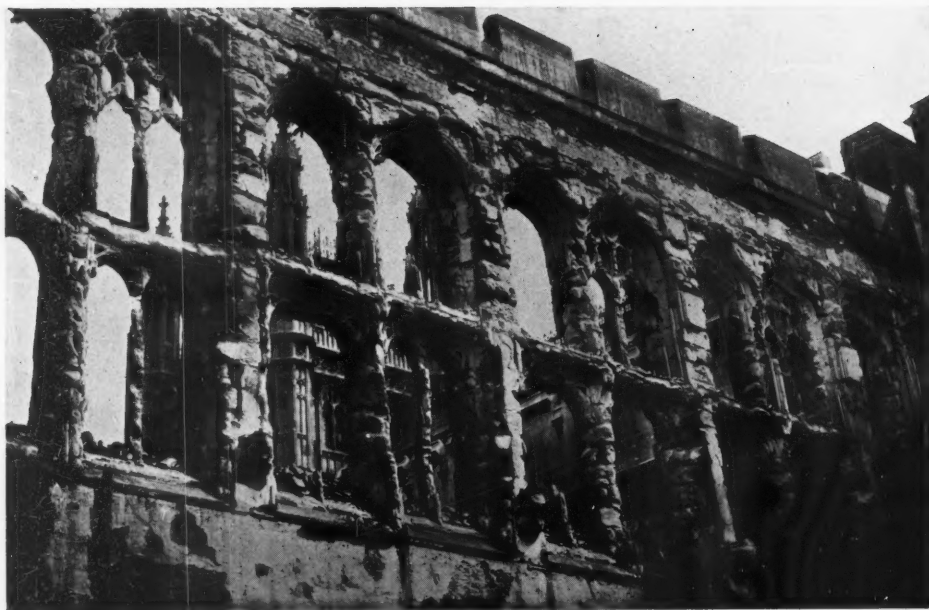
On this page, the process of destruction. Above, Aldermanbury in the City, a sea of smoking rubble the morning after a raid, and Oxford Street, the pinnacled façade of a Victorian stores smeared with black by flames the firemen are still playing on. Right, a corner building demonstrates the drama of the transparent shell, and two examples of the surprising proportions of air-raid scenery: Paternoster Square and Ave Maria Lane, both close under the shadow of St. Paul's.





Facing page, the western towers of St. Paul's seen through a grotto formed in the devastation to the north of the cathedral. Below, the skeleton nave of St. Bride's Church, Fleet Street: a ruin manufactured in a night. The peculiar quality of stone calcined by fire is one of the new raw materials bombing has contributed to the architecture of destruction. Right, the surprising poetry of destruction: the oddity of a newly-bombed interior and the almost gaiety, like a scene in a French film, of a garden in next morning's sunshine.





The House of Commons open to the air. One of the most striking motifs bomb ruins have introduced is the arcade of calcined stonework, empty of windows, through which only the sky is seen both inside and out.



Another detail of St. Bride's, Fleet Street. The west wall of the burnt-out nave showing the characteristic texture. A night of fire has the effect of centuries of weathering.

3. This Time

As has already been said, it is not possible (nor is it the function of this paper) to suggest plans for reconstruction after the war, if only because planning can only concern itself with present circumstances. But certain principles can with advantage be laid down while the weight of public opinion is favourable to drastic legislation—without which long-term planning is impossible—and while public opinion is demanding some kind of picture of the future so as to be able to feel that it is fighting for something more positive than mere survival. Besides legislation, another urgent activity is the amassing of the technical data to good planning. The following summary of topical issues is divided to begin with into two main parts: issues that primarily concern the experts (*i.e.*, the technical equipment with which the new world hopes to improve on the old), and those which can only come from public demand, roughly divisible into practical and cultural questions. The experts and the public cannot, of course, work quite independently, as it is one of the experts' jobs to keep the public informed as to what the possibilities are that modern resources open up (low standards often survive because ignorance looks on them as a natural evil to be borne but not remedied: the expert can show the public what sort of amenities it has a right to expect). Then it is part of the public's job to keep an eye on the expert, so that means do not too easily get turned into ends: too often planning in expert hands becomes a self-sufficient pastime in which the plan itself is the object,

not the people the plan is intended to serve. Experts and public must thus collaborate, but their rôles are sufficiently distinct to provide a useful starting-point in classifying the innumerable points at issue.

On the following pages some of the most important of these points are discussed from the point of view of either experts or public, according to whichever tends to raise them, and to these two more categories are added: that of administration (*i.e.*, the large body of officials who will eventually have to put the plans into operation, who are guided by their own reasons of policy, but who in the long run have to listen to the voices of the expert and the public), and that of sectional interests (as distinct from general public interest). For sectional interests, for better or for worse, are responsible for stimulating much of the curiosity now extant about the post-war world. It is not the purpose of the following summary to answer the questions it formulates. The purpose is to try and classify the issues uppermost in the public mind by restating them in simple terms, putting them in the right perspective with one another, and relating them to the factors on which the answers should depend. The number of questions about reconstruction that are asked in these days is enormous. Only the most suggestive and significant ones are summarized here, and those which deserve detailed discussion will be the subject of special articles in later issues, of which the following pages may be taken as a kind of annotated index.

The experts are divisible into the social planners and the technical planners. Again, neither can work independently of the other, but their respective rôles are clear enough. The social planner is concerned (at the moment) with theory—*i.e.*, with the basic principles on which all planning depends, and consequently with the general ideal pattern these principles suggest. He might also be called the territorial planner, for his raw material is simply the land. The technical planner is concerned, instead, with standards (of shelter, accommodation and all the other things architecture exists to provide), and his raw materials are the resources of modern science. Among the prominent issues before the social (or territorial) planner are:

Should the land be nationalized?

It is obvious that if a large-scale planning policy is going to operate, the use to which land is put must be controlled in the public interest. Our experience leads us to attribute many of the planning failures in the past to private rights being vested in land, and it is ethically outrageous that the land, which in the long run is the whole source of the community's existence, should be bought and sold as a commodity. But it remains a question of control. What, from the planner's point of view, matters is that no longer shall the development (or other use) of any particular piece of land rest on whether it is to someone's profit to do this or that with it, but whether it is in the public interest. It is irrelevant to him whether this end is achieved by outright nationalization, merely by overriding powers of zoning and control (with limitation of compensation), or by other methods. The term "nationalization," though frequently employed, has never been defined. Does it mean the nation becoming the landlord under our present system of leasehold? Or does it mean that a distinction is to be made between ownership or tenancy of objects on the land (such as buildings) and the land itself? In which case what is the obligation of the State to the individual who uses the buildings? In fact, can even so drastic a measure as complete nationalization of land precede even more drastic measures such as the nationalization

of all means of production? All these are questions for the economist. The planner, assuming utilization of the land is to be determined according to the general interest, next asks—

Is the case for public ownership of agricultural land as strong as for urban land (*e.g.* municipalization)?

The farmer himself has no incentive to use his land in other than the public interest (*i.e.*, the growing of crops and raising of stock), and must remain in direct control of it, either as an individual or as a unit in a co-operative system. He can be prevented by zoning laws from being tempted to part with bits of it for other than agricultural purposes. The value of agricultural land is not static, but depends on the work put into it and on the marketability of what is taken out of it.

The trouble in the past has been that it is the best agricultural land that is often most in demand by other interests, and agriculture has not had the financial resources to compete with them. One of the most immediate advantages of a national planning scheme is that it would keep a proper balance between agricultural and other needs and prevent their acting in competition with each other. A striking example of the evil resulting from an insufficiently large view is the L.C.C. housing estate at Becontree which, though playing a useful part

LAND VALUES

Under the existing machinery it is frequently very difficult for a local authority to acquire the land which it needs. The moment there is any question of the land being acquired compulsorily, it is open to the landowner to employ architects and others to prepare a scheme for the re-development of that land—very often an entirely fictitious scheme, which he has no intention of carrying out, and which only occurred to him when he learned that the land was about to be taken compulsorily. He submits that scheme to the local authority, who are bound by the provision of the Town and Country Planning Act to give it approval in many cases and thereupon the owner is able to submit that it is land of immense value, basing his claim on its hypothetical value if the scheme is carried into effect. In that way local authorities are exploited. I hope it may be possible in considering the acquisition of land to ensure that local authorities are not exploited and do not have to pay more than the actual value of the land at the time they seek to acquire it.

Mr. Lewis Silkin, in the House of Commons, March 19, 1941.

MOSCOW AND MANCHESTER

I was immensely impressed with the contrast between the planning of Moscow and Manchester in 1936. At that time I spent a month studying the Moscow plan; I saw the town planners, architects, and administrators at work; they had the full backing of the Government; private ownership of land and buildings virtually did not exist (there were exceptions where powerful organizations objected to the destruction of their buildings). The administration of the Moscow City Council was free to make and carry out the best plan it could devise. I never met men more enthusiastic than the actual planners, engineers, and architects who were doing the job. Assuming they have the ability and the right spirit and that they do not suffer too much from megalomania, they should produce a magnificent result.

Just about that time Manchester was planning its civic centre. The schemes of the Town-Planning Committee had got through the Finance Committee and the Council; they were of a niggling type, but still they intended to do something. Then an insurance company bought a small site for £40,000 and completely upset the plan. The Town-Planning Committee recommended that the City Council should buy this site, so as to save their scheme. The Council refused, and the scheme was killed—for £40,000.

Sir E. D. Simon, speaking at Oxford, March, 1941.

TOO MANY COOKS

The area known as Greater London (i.e., the Metropolitan Police area) contains the following medley of local government bodies: the London County Council; the City Corporation; 28 metropolitan borough councils; the Metropolitan Water Board; the Port of London Authority; the Thames and her Conservancy Boards; 5 county councils (Essex, Herts, Kent, Middlesex, and Surrey); 3 county borough councils (Croydon, East Ham and West Ham); 35 municipal borough councils; 30 urban district councils; 4 rural district councils, and 6 parish councils. The total is 117 separate organs, of which all but 4 are directly elected.

W. A. Robson, "The Government and Misgovernment of London," 1939.

THE CART BEFORE THE HORSE

I was a Member of this House during the last war, and directly afterwards I was a member of a great local authority. We had great expectations. We were going to make this a land fit for heroes, and those were not merely empty words; we really believed it. . . . We in London had big ideas. I remember that we bought some 3,000 acres, now entirely built over, at that delectable spot called Becontree. . . . If Parliament had authorized the setting-up of a brand-new local authority for the area, we should have had proper provision for industries and factories on garden-city lines. As it was, when the first few houses were built, there were the homes, but there was nothing for the people living in them to do. There was no employment, and people had to pay very high fares to go into the City of London to get work. In many cases they were unable to get employment at all. It was only an accident that Ford brought his works down to that particular area, thus providing the necessary employment. It was almost a miracle when that happened, and if it had not, we might have had Becontree as a distressed area.

Sir Percy Harris, in the House of Commons, March 19, 1941.

in the L.C.C. programme of relieving overcrowding in more central areas, was built on extremely valuable market-gardening land ideally situated on the fringe of London such as could ill be spared from this purpose. Another example is Slough, where a motor-lorry dump was made during the last war in the middle of a stretch of exceptionally good agricultural land, and allowed to develop afterwards into an ill-planned factory area. A point to be remembered is that once land has been taken out of agricultural production in some such way as this, it will take years, if not generations, to nurse it back to fertility again. In most planning schemes agriculture has been treated as the Cinderella, being left the land that building development does not want. While there is one authority acting for urban districts and another for rural* there is bound to be conflict and waste. The planner, again, is concerned with the use to which the land is to be put and therefore demands control. The particular form the control takes is more a matter for the economist, as it is bound up with the control which may be necessary of the particular crops produced, which in turn depends on trade policies of import and export. The nature of the crops themselves, however, determines the economic farming unit on which the territorial planner can base his schemes. One of the first things he needs is an accurate and comprehensive survey of the agricultural land available for different types of production, for which the data already exists in Dr. Stamp's valuable Land Utilization maps.

What are the arguments in favour of a central planning authority?

There is agreement on every side that local authorities have, speaking generally, proved themselves to be the wrong people to exercise statutory planning powers, not only because their own outlook is apt to be parochial and they cannot be expected to be familiar with factors outside their normal view, but also for the simple reason that the area which a single planning scheme ought to cover is far bigger than is normally covered by a local authority—and this is apart from the fact that there is generally multiplicity of control within each local government area. Financial reasons have also been an important cause of the failure of local authorities to implement even their own planning resolutions. It should have been realized, from the time town-planning legislation was first introduced, that a local authority has to consider its duty to its ratepayers, and naturally hesitates to spend the large sums in compensation that our town-planning laws grant to owners of land, especially when the planning scheme under consideration is as likely to benefit the country in general as the inhabitants of the authority's area in particular.

Local authorities have a vested interest in the aggrandisement of their own area. They not only want to provide for people living in their areas, they also want, for reasons of prestige and finance, to attract industry into their areas, irrespective of general industrial efficiency. When the Royal Commission on the Distribution of Population, which issued its report in January, 1940, added up the number of people for which all the local authorities were planning, it discovered that planning schemes covered a total population of no less than 291 million.

Another point is that even where, under present planning legislation, there is some form of central control, it suffers from sub-division among several central authorities. The Government Department responsible for administering the Town and Country Planning Act of 1932, for example, is the Ministry of Health, yet the Ribbon Development Act is administered by the Ministry of Transport, a state of affairs which cannot but lead to confusion of interests and particularly to traffic interests being considered independently of others. Furthermore, no single local authority, however large, is of itself capable of creating a satellite town, simply because a satellite town is, by definition, extraneous to its area.

Granted the necessity of a central planning authority,† the next question is:

What form should a central planning authority take?

There are advocates of a new governmental department,

* For some observations on the real nature of the difference between these two, see the article beginning on page 88.

† Which, incidentally, was one of the unanimous recommendations of the recent Barlow report on Location of Industry.

or Ministry of Planning, that would take over the planning powers of the present Ministries of Health and Transport* and also administer any new national planning legislation that may be introduced. There are also advocates of regional planning commissions, of *ad hoc* planning boards, and of joint boards on which local government representatives would co-operate. But although it is essential that the planning authority should be empowered to treat as such problems which are really national problems, and should provide leadership to counter the natural inertia of local authorities, mere centralization is not the solution. For planning cannot be dissociated from the particular needs of people which vary from district to district, and local knowledge is essential.

Are advisory planning powers any use?

Experience answers this question with an emphatic 'No.' The chief trouble about the powers vested in various planning authorities under the 1932 and earlier town-planning legislation was that there was no obligation on the part of local government bodies to take their advice. The result was endless discussion of the desirability of planning, proceeding simultaneously with actual building development of the kind planning was meant to control, the preparation of plans never getting further than modifying harm already done. A typical instance of the delays caused by waiting in vain for an advisory system to result in positive planning is the experience of London itself. The following summary of the recent history of planning in London is quoted from W. A. Robson's illuminating and stimulating book, *The Government and Misgovernment of London*: "In 1927 a body was set up with the hopeful name of the Greater London Regional Planning Committee. It was a composite body consisting of forty-five members representing the London County Council, the City Corporation, the Councils of the six Home Counties, the Standing Joint Committee of the Metropolitan Borough Councils, the three county borough councils, and 126 other borough, urban, and rural district councils. . . . It issued its first report in 1929, containing a series of brilliantly presented and vividly illustrated memoranda by Sir Raymond Unwin on the subjects of open spaces, ribbon development, and sporadic building, with many constructive proposals and a statement of the additional powers needed for effective regulation. The Committee stated that they had themselves been compelled to realize that the purely advisory powers with which they had been endowed made it impossible for them or their constituent bodies to give effect to the measures they recognized as both necessary and urgent. . . . The Committee therefore urged upon the Government the need for establishing a Joint Regional Planning Authority which should have executive powers. . . . Nothing whatever was done to put into practice these urgent representations, although a deputation was received in November, 1929, by Mr. Arthur Greenwood, Minister of Health in the second Labour Government. In 1931, following the financial emergency, among the 'economics' imposed at the behest of the National Government, was the stopping of the grant for the professional staff employed by the Regional Committee. The sum involved was about £3,000 per annum, provided by the municipal authorities in London. The result was to terminate the appointment of Sir Raymond Unwin as technical adviser and a cessation of work even on the plans in course of preparation. . . . In 1933 the Greater London Regional Planning Committee was reconstituted under the Town and Country Planning Act, 1932, with a membership reduced to thirty and with the relative strength of the county councils increased. It remained a purely advisory body. . . . In 1936, owing to 'a difference of opinion among the constituent authorities as to the best method of continuing the work,' the London County Council withdrew from the Advisory Committee, which had achieved nothing whatever, either on paper or in practice. . . . In June, 1937, a Greater London Standing Conference on Regional Planning was constituted, to consist of twenty-four members drawn by direct representation from the county councils and county borough councils and by collective representation from the borough and district councils. In this latest stage there is not even the pretence of setting up an effective or creative body. The functions of the Conference are reduced merely to considering and making suggestions on any matter referred

* It is not generally understood that Lord Reith's new Ministry of Works and Buildings has no planning powers whatever.

OFFICIAL OPTIMISM

The local authorities have been told to plan for reconstruction boldly and comprehensively. One authority, which stated that it could not plan unless the city boundaries were extended, was urged to plan as though the city boundaries were where it was desired they should be.

R.I.B.A. Journal, reporting the work of the planning division of the Ministry of Works and Buildings.

It is outside the province of this Report (Highway Development Survey of Greater London) to put forward detailed plans for the redevelopment of areas adjacent to new routes, but I have assumed that the responsible local authorities will take the task in hand.

Sir Charles Bressey.

URBAN DENSITY

The entire population of the administrative county (of London) could be housed in cottages at ten to the acre in 377 square miles of the 1,729 square miles available in Outer London. This would be equivalent to a belt only 6½ miles wide added to the county (which is itself about 6 miles in radius), leaving a belt of unoccupied open country more than 11½ miles wide, before the boundary of Greater London was reached.

1934: Departmental Committee on Garden Cities and Satellite Towns.



There are other kinds of street planning than the stereotyped avenues of the beaux arts school, and there is a lesson in the heart of London in character as an attribute of planning. This view of St. Paul's, though taken from the ruins of neighbouring properties which are said by the thoughtless to offer a chance of "opening up" the site of the cathedral, is still the traditional view of it—glimpsed unexpectedly over rooftops and framed in passages—and one that should be kept in mind when rebuilding is done. For the cathedral and the City churches were conceived for such situations. Rebuild by all means for health and efficiency, but appropriately.

THE LUNGS OF LONDON

In 1927 there were 32,000 acres available (as open spaces) within eleven miles of Charing Cross. By 1933 the amount had dwindled to 8,000 acres.

to it by the separate authorities. . . . In the meantime, the London County Council at long last decided to prepare a planning scheme for the whole of its area, and approval was given by the Minister of Health to the resolution in May, 1935. . . . The vital place is Outer London, and here there is no comprehensive body possessing adequate power."

Granted powers (as recommended in the Barlow Report) controlling the location of industry, are there any obvious principles on which this should be based?

First, any comprehensive survey of industrial needs in the way of land, transport, and housing and educational and recreational facilities for workers must include agriculture as one of the basic industries needing exactly the same attention. One defect of the otherwise excellent Barlow Report on the Location of Industry was that its terms of reference did not mention agriculture.

Secondly, it is essential to ensure a balance in any one town: "single-industry" towns and other forms of overspecialization are notoriously unstable economically as well as being unsatisfactory socially. Similarly, employment in the same area must be provided for both sexes and for older as well as younger age-groups.

Thirdly, social services must be provided as part of the process of redistributing the light industries (i.e., those that are not tied to their present localities) instead of being adapted to existing conditions of population. In fact, the educational and medical services and the desirable size of a community from the social point of view must often determine the industrial plan. These services include recreational facilities and easy access to the country from the centres of densest population. This last point leads to the question:

The technical planner is chiefly concerned with *standards*, both in the sense of working out the standards of physical accommodation that various types of buildings ought to provide, and in the sense of standardizing the design of building parts and materials for eventual production by a reorganized building industry. Questions before him at the moment include:

What preliminary steps can be taken towards raising the technical standard of housing and other accommodation?

Although it is unquestionable that slums are traceable first of all to poverty and that housing standards are dependent on the relation between rent and income, the technical planner can work out *ideal* standards of accommodation which it should be the aim of the social planner to provide and the politician to make possible. The first necessary step is a survey of actual needs, in order that planning shall be sufficiently responsive to social demands: far too often "housing" is looked on from the point of view of the drawing-board or the debating chamber and its standards are therefore imposed ones.

Such academic controversies as that which often takes place between the advocates of cottages and flats disappear when abstract study of densities gives place to actual study of individual requirements, a properly rehoused area providing every type of accommodation according to ascertained need. Surveys of conditions in a given area, taken in particular relation to location of work, transport problems, shopping facilities, access to open spaces, etc., will dictate housing layouts and accommodation. The needs of family life largely determine the kind of accommodation required, and even type plans for individual dwellings cannot be laid down irrespective of the services to be provided—for example, communal laundries.

What can we conceive in the way of new standards of street planning?

The present-day technical planner must take nothing for granted if the most is to be made of opportunities to replan. Site-planning is almost non-existent as a science because nearly all recent development has been piecemeal on small sites fitted into an existing street

Is it possible to limit the size of towns, and how can we arrive at an optimum size?

In discussing this question sufficient distinction is not generally made between actual size and population. In fact, within limits, it is a question of planning and the provision of open spaces. An ideally planned community, with sufficient open spaces within the densely populated metropolitan centre, and with agricultural or park land belts separating it from its satellite towns, could accommodate even more people within the region than our present unwieldy built-up areas in completely civilized conditions, and the actual population would then be irrelevant as it would no longer be a criterion of over-crowding or remoteness from the open air. Amenities, however, cannot determine the size of towns, which must be the subject of study later on.

Can new open spaces be created in present congested areas?

One of the defects of our present planning system is that, being one of restriction and control, it can only deal with newly developed areas and cannot tackle the areas that need it most: the congested centres of cities, which are the root of much planning confusion. The re-planning of the centres of cities should proceed concurrently with the zoning of the edges for agricultural, market gardening, industrial and satellite town purposes. In most of our big cities the land in the centre is uneconomically used, and with proper planning there would be space to spare. Many industries, in addition, only occupy metropolitan sites by accident and are due to be moved out.

The provision of new open spaces is dependent on policy with regard to compensation. At present a local authority can seldom afford to acquire land without getting the cost back by putting it to some profit-making use.

pattern. New large-scale housing schemes have tended to follow either the traditional courtyard pattern of the urban tenement or the garden-suburb pattern with its waste of space and undue distance from a social nucleus, and widening schemes represent all the control the architect has over the street. But given large enough areas to replan, a new relationship between architecture and street planning can be established, based on the two different functions of the street: through-traffic and local access. Traditional plan forms can be revived as alternatives to the monumental boulevard which is usually the town-planner's ideal—such as the secluded courts of the Temple or even the alleys of the City of London, whose intimacy and domestic character have their points and whose defects are not those of plan form, but of low standards of light, air and accessibility. Planning which begins with standards like these finds itself less and not more closely tied to conventional grouping and site utilization.

To what extent can standardization be done before the actual production is organized?

Standardization in the sense of rationalizing a product in order to bring it into line with modern industrial technique is naturally part of the process of organizing production itself, and though the technique of design suitable for mass-production can be studied, the whole task is an economic one and depends on markets available, plant, labour, sources of power, etc. But standardization in the sense of clarifying the confusion of alternative designs with which trade competition has confronted architects in the past can be proceeded with, as it is a matter of common sense in the selection of a sound type form—as in the case of door-handles, of which innumerable superfluous patterns are on the market, and the like—or the design of an appropriate basic unit—as in the case of metal windows. Presumably, to underrate this sort of weeding out is one of the functions of the recently appointed Director of

TWO ASPECTS OF STANDARDIZATION

The London County Council has built its housing estates in thirty different rating areas, each of which can make the rates it pleases on the Council's tenants. At the same time the outer counties grumble because the extra (and generally poor) population throws new burdens on their old ratepayers. They fail to see the consistency in dumping both garbage and citizens.

Robert Sinclair, in "Metropolitan Man."

Standardization of design and materials, and cheaper, less permanent buildings, seems to be inevitable on grounds of economy and of speed in construction. One hoped that if and when standardization was practised to any great extent, it would be done with discrimination, and at least on regional as against national lines, so that adaptations could be made to suit the various localities. Concerning temporary and semi-permanent buildings, we should get rid of the idea that they were any less amenable to good design and appropriate colour than were permanent ones, or that cheapness was synonymous with shoddiness.

Wesley Dougill, speaking to the Sheffield and Peak branch of the C.P.R.E.

WANTED, A CENTRAL AUTHORITY

The plans which have at last been formulated by the London County Council for the administrative county are purely negative in character. . . There is no co-ordination between housing and town-planning because most of the London County Council housing work is being done on estates lying outside the county boundaries, where the London County Council has no town-planning jurisdiction. Hence the housing committee and the town-planning committee do not co-operate or consult with one another. Moreover, the housing committee of the London County Council does not consult the town-planning committee of the relative out-county authority, nor the Regional Town-Planning Advisory Committee.

W. A. Robson, "The Government and Misgovernment of London," 1939.



Lord Reith, Minister of Works and Buildings, in charge of plans for physical reconstruction.

AFFIRMATIVE

Mr. Denman (Leeds, Central): The hon. Gentleman asserted that his function was the physical reconstruction of damaged areas. Will he make it clear that that includes planning?

Mr. Hicks: Yes.

Hansard, March 19, 1941.

Standardization under the Ministry of Works and Buildings (Mr. T. S. Tait). An obvious start has just been made by the reduction of standard brick sizes from over thirty to half a dozen.

Another obvious requirement that nothing need delay is the standardization of materials, especially of specifications of such things as plasters, paints, metal alloys, etc., and even the nomenclature of colours. Considerable progress has already been made in this direction, but existing standard specifications are neither sufficiently universally used or taken advantage of as being also a guarantee of performance. This naturally raises the question:

What part can be played in a reformed building industry by Government institutions like the National Physical Laboratory and the Building Research Station?

The tremendous potentialities of these institutions has never been fully realized, chiefly because they have only been able to test materials by invitation. This not only means that the very materials of which a disinterested analysis is most needed are least likely to be subjected to one, but that there is no opportunity of making comparative tests covering all existing products in the same field. The only exception has been the recent complete analysis of A.R.P. materials by the B.R.S. on behalf of the Ministry of Home Security, which established an invaluable precedent. The B.R.S. might well be brought into much more intimate relationship with the building industry by being given the right and duty of automatically testing and reporting on proprietary materials and pronouncing on the relative uses of different specifications. It would then serve as the central clearing house of information that the industry so badly needs, and there would be a better chance of design being based as a matter of course on the best existing knowledge and of research being progressive instead of spasmodic and being based on existing needs. The trade need not fear that compulsory testing of proprietary materials would result in giving a virtual monopoly to one favoured brand; for it should be remembered that materials are not "good" or "bad" in the abstract, but in relation to the use they are put to, and the purpose of testing is to ensure that each material is used for the purpose to which it is most suited.

To what extent does successful post-war planning demand a differently organized building industry?

Apart from special conditions brought about by the war, the building industry was in any case due for considerable reorganization; it is one of the most backward in the country relative to its size, particularly from the

point of view of utilization of the country's industrial resources (e.g., mass-production of standard designs and pre-fabricated constructional systems) and of trade organization, the latter being largely based on craft traditions, and some of the most important technical processes (e.g., those connected with reinforced concrete and plastics) having no properly defined place in the trade union system whereby conditions of work and apprenticeship are controlled and standards of skill maintained. Grading and supply of materials is also very haphazard and the systems of competitive tendering and pricing very wasteful.

The need for reorganization is even greater now, in order that the construction of factories, shelters, etc., for war-time purposes shall be more efficient and economical and that profiteering shall be eliminated, and it is important to remember that the same need will not be affected by the ending of the war. First, skilled labour will be short, but unskilled labour, following demobilization, will be plentiful; secondly, the allocation of materials will have to be as strictly controlled as in war-time; thirdly, the need will be for a very large number of buildings of identical kind (such as small houses to replace those destroyed and to make up for those which would normally have been built) in as short a time as possible; and fourthly, there will be a gigantic armament and aeroplane industry ready to switch over to peace-time production. All these suggest a highly organized system of factory production of standardized parts for assembly by semi-skilled labour. Such a system would have to be under Government and not private control, and the present structure of the building industry is even less suited for such a task than it has proved to be for the task of coping with the present war programme.

Can standardization be applied to planning as well as to structure?

It is units of accommodation rather than actual plans that lend themselves to standardization, and a great deal of useful research work can be done in the abstract by investigating ideal floor areas, plan shapes, circulation layouts, etc., for certain universal activities. When these are known they can be combined with similarly agreed standards in the way of lighting, ventilation, etc., and form the basis of a planning system that can adapt itself flexibly to sites and other special requirements. Particularly in such buildings as hospitals and schools that have to house a clearly defined routine, is it wasteful that every architect should have to start from elementary principles instead of from the type forms laid down by collective experience.

* See the article on pages 3-5 for the disastrous results of dropping the control of materials immediately after the last war.

The administrator looks at planning from a different point of view from the expert planner. He is the man who has to run the machinery that is devised—whether from Whitehall, from a local council office, or as an inspector or other co-ordinator of planning programmes. Instead of principles, the official is concerned with organization. Hitherto his contribution to planning has largely been one of enforcing restrictive legislation; but ideally his job should be a creative one, since the application of a plan to constantly changing conditions is the process during which its usefulness is largely determined. Among the questions the administrator asks are:

Will the recently formed Defence Regions form a suitable basis for regional planning areas after the war?

It is important to keep the distinction clear between regionalism as a principle of planning and the mere enlargement of the area covered by each plan. Regionalism* aims at bringing about a state of equilibrium between the demands of various activities in an area which is a real unit in the geographical sense, and must therefore be organized from within the area in a way that lays emphasis on the peculiarities that differentiate one region from another; but the so-called Defence Regions are only part of a bureaucratic machine devised to decentralize the actual administration while retaining central control. Control by this machinery remains external: in peace-time

it would be classed as a Fascist form of organization, as distinct from the democratic organization that bases itself on local government responsibility and is co-ordinated in a regional framework.

As far as the areas themselves are concerned, they are chosen for strategic rather than any other reason, and are far too large to have the cohesion that identity of sentiment and character should give to a region which is to serve as a unit of local government and planning. For the reasons given above mere sub-division of the Defence Regions would not remedy this defect, and the temptation must be resisted to base any of our programmes of reconstruction on the Regional system (Regional, it must be emphasized, in quite a different sense) which has been devised for fire-fighting and civil defence. A similar system might apply after the war to services, such as water and electricity supply, which ought to be federally organized, but its usefulness in its present form is only as a precedent for large-scale planning.

* Whose advantages, and the dangers that lurk behind them, are discussed in the article beginning on page 38.

ADVICE FROM THE GREAT OPEN SPACES

If England is humanitarian London will decentralize now. The bomb overhead points to that as a necessity. London reintegrated should be twenty-five times the area of old London. The new space-scale of our mechanical age is just about that—twenty-five feet now to one foot then.

Human congestion is murder; murder if not of the carcase then murder of the most desirable human sensibilities. There is room and a crying need for the Greater London and the plan for it should be laid down.

Frank Lloyd Wright, in "The Star," February, 1941.

OUR LEGISLATORS

Mr. Hannah asked the Parliamentary Secretary to the Ministry of Works and Buildings whether he will consult with the Fine Art Commission, with a view to rebuilding London on the Greek classical, Italian renaissance and English Georgian models, rather than in other styles of architecture?

The Parliamentary Secretary to the Ministry of Works and Buildings (Mr. Hicks): My Noble Friend has in mind the advantage of consultation with the Royal Fine Art Commission on questions of public amenity and artistic importance arising on reconstruction. The advice of the Commission will also be available to local authorities.

Mr. Hannah: May we be relieved from modernism in architecture?

Hansard, March 5, 1941.

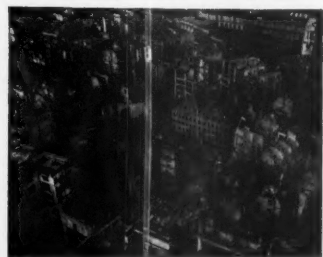
Lord Merriman, President of the Probate, Divorce and Admiralty Division, has for some time desired to give his services to a wider public in a capacity that would not impugn his judicial status.

His appointment as chairman of the Commission that is to deal with the future of the City churches gives him this opportunity.

He has a strong Lancashire tradition of moderate Puritanism, and although he has not been identified with architectural matters, he is known to be attached to the Gothic tradition. It is unlikely that he would favour the replacement of the City churches by buildings of an excessively modern character.

Evening Standard.

One of the central London areas where destruction has been such that mere replacement would be inexcusable: the area north of St. Paul's, still smoking after a raid. It is particularly these City sites that have caught the public imagination.



You cannot plan London by starting at the traffic end, or by an arithmetical projection of existing tendencies into the future. The Bressey proposals are one of the periodical bursts of artery-driving zeal which alternate with the periodical inertias caused by their fabulous cost and their very temporary value in postponing congestion. It is safe to prophesy that a few of the cheaper parts of the proposals will be carried out, mostly in the outer parts of the region, and that they will foster further suburban growth and fill up instantly any slight road improvements made towards the centre.

Mr. F. J. Osborn, in "Town and Country Planning," 1938.

In what way do the existing powers of local authorities need to be augmented, presuming that they are still to retain the actual planning in their hands?

It is not generally realized how inadequate the existing Town and Country Planning Act is for purposes of carrying out positive (as distinct from restrictive) planning. In the words of Mr. Lewis Silkin, M.P., in a recent debate in the House of Commons:

"The existing powers enable the local authorities merely to regulate and control, but they do not enable the authorities themselves to carry out plans. The local authority merely has to wait until it pays a developer to

come along and seek approval for his particular scheme, and the authority is only in a position of being able to say 'Yes' or 'No' to the proposed development. It cannot influence that development in any way, and if the powers are not extended we shall get no town planning within any measurable distance of time, but have, very largely, a repetition of what exists today.

"Let me quote an example in connection with the work of the London County Council. Some years ago the council obtained powers to acquire a portion of the south bank of the Thames, and has since acquired a considerable part of the land, but it has no power to develop it. It has to wait until developers come along who are prepared to build in accordance with the council's conception of town planning, and until it can make a bargain with them."

The public naturally look at planning from the point of view of its effect on their own lives. First and foremost they want to know whether it will leave them less or more at the mercy of financial and other interests and whether it will give them a greater share of the benefits our civilization is obviously equipped to provide; but they are also interested in the way a reconstructed environment may react on their own habits and instincts—in aesthetic tastes and predilections and sentimental attachments to what they are used to. They, quite reasonably, are not anxious to yield up the familiar to the unfamiliar without clear reason, but they have a fairly shrewd idea of what genuine progress consists of. Typical expressions of public curiosity are:

What should we do with the fine buildings (such as the Wren churches) which have been bombed?

Every case must obviously be judged on its merits, but some principles might be laid down to clarify the confusion of suggestions that have already been made. These include (to take the City churches as a typical example) the proposal that they should be rebuilt as they stand, rebuilt in the suburbs, not rebuilt at all, replaced by modern churches, their sites sold for the building of skyscrapers and churches built on the top of each, and so on. As far as this particular question is concerned, it might usefully be pointed out that the City churches were designed for a form of worship that is no longer practised, that they were designed to stand among buildings and warehouses, not on suburban lawns, that they were designed by a genius in making use of particular and peculiar sites, to which sites they belong, and that much of their charm was collective, not individual, and relates to the skyline of London. Their contribution to this skyline, incidentally, is not lost, as their spires still stand.

As far as the general question is concerned, the issue has not been better put than in a recent article in *The Listener*, by Mr. H. S. Goodhart-Rendel; from which the following are some passages:

"There are probably some architectural designs so perfect in themselves as to be worth carrying out in new materials at any period. These designs, however, must be very few—I doubt if more have ever been made in England than ten or a dozen, and it would be very hard to reach any general agreement as to which those are. If a building whose design we believe to be one of them should be utterly destroyed by the enemy, even then, we must ask ourselves, before reproducing it, whether we should have been completely satisfied with that design if it had been submitted by a modern architect and we had never known the old building. If we cannot answer yes to this question we ought to shed a tear for what has gone, and then put something frankly new in its place. If we can answer yes to it, if we can adopt the old design with the conviction that for our purposes there could not be a better, we shall of course use materials and workmanship that are visibly of our own time. We shall avoid every form of fake, every form of sham antiquity, since, like a human being, a building that is born old is nothing but a horrid deformity.

"Because most of our art appreciation is mere sentiment or snobbery, there is no excuse for providing our children with sham antiques which, if good enough for us, we must hope will not be good enough for them. The destroyed roof of Guildhall in London was a clumsy nineteenth-century sham, rather bad of its sort. If we were to replace it only by an ingenious twentieth-century sham, rather good of its sort, we should prove ourselves miserably unequal to our opportunity; and yet this sort of cowardice is likely to have many advocates among the old and middle-aged. So far I have been speaking of

replacing buildings destroyed to the extent that nothing remaining in them can be re-used. Where precious fragments have escaped the fury both of the enemy and of subsequent demolition gangs, the proper course of the restorer is less certain. There are two alternative policies he can adopt. The first is to repeat the original design, provided of course that it is suitable, supplying all the parts that are missing. The second is to embody the ancient work in a new design, adding nothing that could falsely appear to have been originally part of it, but letting the building look what it is, a mixture of old and new. The wisdom of this second policy was almost undisputed before the nineteenth century.

"Obviously if a few of the pillars in the portico of the British Museum were knocked down we should wish to replace them. If the British Museum were entirely knocked down except a few of the pillars in the portico, it would hardly be sensible to reproduce the whole building merely for the sake of re-using the pillars in their old context. Yet I think it would be a great pity to clear them away until we were sure that they could not be left as a point of interest in a new design, sticking out picturesquely as the remains of antiquity stick out picturesquely in the modern streets of Rome."

How much to the point is the revived interest in Wren's plan for London?

It is chiefly worth remembering for the sake of the moral its failure to get accepted suggests: namely, that there is always a strong vested interest in the *status quo*, and the easiest way out is liable to be the one that is eventually taken, notwithstanding the fact that re-planning by definition demands a good deal of give-and-take, and is bound to involve some interests in temporary loss and inconvenience; in fact, that planning as such is not a paper activity but part of the process of controlling various activities in the interest of the community, the plan itself only being the evidence of what is being done. A plan that does not include the machinery for putting it into operation is only a plan in an academic sense.

Wren's plan itself is not of much significance for the present-day planner, as it was only a brilliant exercise in the street-planning methods prevalent in his time, which then had little enough connection with the social function of the City, and now have none at all.

Is the bombing of London an opportunity of putting the Bressey plan into operation?

It should be remembered that the Bressey Report was concerned only with traffic. It contained recommendations for relieving traffic congestion in the London area by street-widening, tunnelling schemes, and the construction of new roads—in particular, a series of ring roads to relieve traffic pressure in the centre. Apart from the general principle that town-planning and road-planning should not be taken as synonymous—in spite of the importance of the circulation problem, a well-

THE FUTURE BEGINS TODAY

For my part I do not trust the man who promises to do everything for me after the war so long as nothing is changed or even discussed now. I suspect that once Hitler is out of the way and the danger to property is past, he will ask me not to talk nonsense about reconstruction, but to go and mind my own business.

Whether the war ends very soon or lasts a horribly long time, it is equally important that we should be planning now. But for different reasons. If the war ends quite soon... it will be necessary to improvise very rapidly merely to establish some kind of new peace-time order. There is no doubt that the general mood of this country favours progressive and fairly thorough reform, a remodelling of the whole political, economic and social structure, and is suspicious of the diehards. But it is frightening to find oneself in mid-air above a chaos. Something must be done at once. Better anything than nothing. Thus, if we are not careful we shall find ourselves back in August, 1939, with the same old voices talking the same old drivel, all as it was before, except that now the Government in power will have a good deal of unrepented war-time legislation to help it quieten any real opposition.

On the other hand, if the war lasts as long as the Great War, and we have done no planning for reconstruction, then disaster will follow the peace, as it did last time, simply because nobody will be lively and up-and-doing but the crooks. The rest of us will be suffering from a profound mental and spiritual exhaustion. The "hard-faced men" do not suffer in this fashion, the years of ruin and horror not having the same effect upon them. While the good folk are wearily searching for ink and paper for the blueprints of the new world, the gangs will have moved in again and will be posting sentries. Therefore the blueprints must already exist.

J. B. Priestley, in "Horizon," March, 1941.

The Defence Departments have been the biggest sinners in the lack of planning and in placing works where they ought not to be. We had an instance in White Waltham, where the Air Ministry proposed to build a shadow factory in an area of the best agricultural land in the country. They were going to do it without any regard to the fact that there were no houses in that area, no schools, and practically no services. There was to be a population at this place of about 20,000, school buildings and all kinds of services would have had to be provided, and it was only because the agricultural elements in the House joined with the representatives of the industrial areas in the North that we were able to stop that outrage upon the social life of the country. It has been going on on a wide scale, and it is going on still. That is why I say that the Ministry of Works ought not to accept, merely because the Defence Services are doing a great work which we all appreciate, the mandate laid down by these Departments that they are specialized works and must be placed in certain parts of the country. What the Ministry of Supply, the Ministry of Works and the Defence Departments decide in this matter to some extent decides the trend of the population in the future. Communities grow up and have to be looked after, and I say that this is not merely a matter of building immediately, but a matter of deciding what is to be the future shape of this country.

Mr. Lawson (M.P. for Chester-le-Street), in the House of Commons, March 19, 1941.

planned town is not merely one that is easy to motor through—the more drastic planning that is now being visualized should make it possible to remove some of the causes of the congestion, which the recommendations of the Bressey Report could at best only have partially relieved. One defect of the Report was that it treated traffic as an isolated problem, which, as our experience of other road-planning schemes shows, only results in the scheme defeating its own purpose by encouraging development in the area without controlling it. The Bressey Report, despite the awful warning of the Great West Road, was willing to leave it to the initiative of local authorities to control the use of the land bordering its new highways. Some of the Bressey roads might well be incorporated in a general planning scheme for the London area, but it has now become even more important that control of sites shall precede the laying-out of roads.

This, of course, also applies to any replanning that can be done in the centre of London; one of the few areas where bombing has made an opportunity of replanning in a literal sense, not merely in the sense that it raises the issue in the public mind without removing any of the obstacles that have prevented planning in the past. In the City of London the physical obstacles in the shape of buildings have been largely removed. Other physical obstacles remain, such as the fact that drainage and other services follow the existing street pattern—London suffers from having so early laid down a proper drainage and water-supply system, for these have often tied it to the archaic plans of the time. But even these difficulties can be overcome. As elsewhere, the real obstacle is the same one that has already been discussed: ownership of land, the rights of property, the cost of compensation.

Does replanning only apply to areas that have been cleared?

In spite of bomb-cleared areas being identified in the public mind with the chance of replanning, they are only a small part of the problem, the part where the demolition happens to have already taken place, and there are many other areas, possibly untouched by the war, that a proper replanning programme will schedule for demolition. As it all depends, therefore, on powers to over-ride existing interests and claims—powers that we have not hitherto possessed—the case of the odd building left standing in a bombed area does not arise: replanning means nothing without powers to overcome such obstacles.

Replanning, however, is not a question only of making a fresh plan for a devastated area, but of general control of growth and development according to a functionally conceived pattern. There may be many areas which it would be uneconomical to demolish but which can be made to conform to plan gradually as parts of them are replaced in the normal course of business. During the years between 1905 and 1938 no less than 42 per cent. of the property in the City of London was rebuilt—but it was rebuilt piecemeal, without any sort of co-ordination or control. The existence during this period of a master plan would have meant that the whole plan would by now have been half-way to achievement.

Finally, there are the sectional interests, who are inclined to look at reconstruction from one point of view (not necessarily an anti-social one) for reasons of business (the professional architects and the building interests), of self-interest (the land-speculators), or of intellectual enthusiasm (the various societies and individuals—cranks and others—who have preconceived theories as to how the world ought to be run). Typical questions asked are:

What is a possible future policy with regard to Compensation?

What is more important than anything else is that rights of compensation shall no longer allow of profitable speculation in site values, the worst cases of which occur when speculators get advance information about proposed planning schemes, road-building programmes, etc., and, as it were, hold the public up to ransom and obtain their own price for pieces of land which form an essential part of such schemes. But the whole principle of an individual gaining by the enhanced value which a public programme of improvement brings to a piece of land needs looking into. P.E.P. have already done some useful research on this subject, but as it is being dealt with by the Uthwatt Committee appointed by Lord Reith early this year, until their findings, on which Lord

Must standardization mean monotony?

The word "standard," which is used in the dual sense of the establishment of higher standards and the rationalization of production types, is often taken to imply an undesirable stereotyping of environment. The answer to this natural doubt is first that if the working-out in detail of a national planning scheme and the responsibility for the actual building programmes remains, as it should do in a democratic system, in local control, each locality will naturally express itself in its own way and in relation to its traditional background. It is reasonable and natural that people should want the places they are familiar with to retain their distinctive character throughout any reconstruction process that better living standards may demand. Mature development, both topographically and architecturally, allows this to happen—in fact, depends on the exploitation of local characteristics for its inspiration. The stereotyped Brave New World that people sometimes fear is in the minds of those who visualize future reconstruction on a scientific basis, would only come about as a result of academic planning from outside on the Fascist rather than the democratic model.

Considering the effect of standardization on a smaller scale, it is obvious that, architecture being based on order, some degree of literal standardization is an unmixed virtue; it is exemplified in the difference between a Georgian terrace in which architectural charm is extracted from the fact of repetition and its twentieth-century equivalent in which competing individuality produces an effect of chaos and, in the mass, its own kind of monotony.

What are the arguments in favour of beginning to plan now, instead of waiting till after the war?

The point has already been made in this issue that plans to be carried out in circumstances we cannot foresee would be purely Utopian; also that there is a real danger of hopeful thinking about the future distracting attention from problems that need attention urgently. A.R.P. and Evacuation, besides being urgent planning problems of an architectural kind, should not be set aside as in a class by themselves, as upon our success or failure with these (in the way, for example, we deal with vested interests or official prejudice) depends the nature of the next set of problems with which we shall have to deal. Future problems only arise out of present solutions.

The most important reason why planning legislation should be put into operation at once is also this fact that the future is not separable from the present. Things are being done at the moment which will inevitably influence the future; as a result of our strategic reorganization of industry and expansion of the armament industry, any number of new factories are being built at this moment, together with housing for their workers. So while experts talk about replanning in the future it is going on all the time under their noses: the distribution of industry is being reorganized with little thought of permanent needs.

Reith presumably intends to base any new legislation he may ask from Parliament, are made public, the subject is, in a sense, *sub judice*.

Do the same arguments apply to such traditional rights as Ancient Lights?

A letter recently published in the technical press appealing for records to be made of destroyed buildings so that rights of light could be maintained was typical of the attitude that fails to distinguish between reconstruction and mere replacement. Such archaic survivals as Ancient Lights are themselves a condemnation of a piecemeal system of building and one in which individuals have to be prevented by legal precautions from interfering with the rights of others. Reconstruction that deserves the name will be based on proper provision of light and air.

SECTIONAL VIEW-POINTS

To ask local authorities to agree to sterilization and the loss of rateable value by some body outside is really asking more than I have been able to discover in human nature in local government.

Mr. Chuter Ede (Chairman) at meeting of Surrey County Council, which passed a resolution disapproving of the London Regional Planning Committee's request for statutory powers to enable the Committee to prepare a plan of development for the whole area, in consultation with the constituent bodies.

In the work of post-war reconstruction every member of this Institute is directly interested, for the problems of reconstruction are precisely those which come within the purview of the architect's professional activities. The Royal Institute as a whole, representative of the vast majority of the most fully qualified architects in the kingdom, feels its responsibilities in this matter towards the community whose interests in the field in question it—and it alone—is able to serve in a comprehensive and representative way. . . .

It has a right and duty to ask that its machinery, well established as it is, should be utilized, and that any Government Department charged with fresh and inspiring problems concerning the country's welfare should be alive to the errors which have accompanied, and will always accompany, all attempts to short-circuit properly qualified advice and experience.

R.I.B.A. President's memorandum to Lord Reith, March, 1941.

"It will indeed be a retrograde step," said Mr. Smith, "if, in any attempt to disperse industry so as to make it less vulnerable to air attack, we either repeat the housing errors of the industrial revolution by building tenements or terrace dwellings utterly unfit for heroes, or resort to the Continental tendency towards communal existence for the workers in barrack-like flats."

"The natural aspirations of the Briton to possess an individual house—his traditional castle—is an essential part of his national character and should on no account be checked."

Mr. Smith said that he did not think that the incidence of war damage would dissipate the soundness of property as a security and investment.

Mr. D. W. Smith, Chairman of the Building Societies' Association, at their annual meeting, reported in the "Evening Standard," June 5, 1941.



The Rt. Hon. Arthur Greenwood, M.P.

"We are planning to get rid of ugliness in our towns, to build a fairer Britain, and to replace hovels by worthy homes."

How will regional or national planning affect the responsibility of local government in such matters as finance?

It has already been remarked that local government tends to become a vested interest of those that conduct it—not only because the commercial interests of Councillors are often bound up with the authority they exercise (as in the case of speculative builders with seats on Housing Committees), but also for less crude reasons of prestige (local patriotism is often expressed in local rivalry where there should be co-operation) and undue emphasis is put on a growing rateable value of property in any one district as though this was an end in itself. Local government reformed after an ideal pattern should retain its pride in local responsibility while submitting to planning decisions from outside in such matters has have to be federally organized: electricity and water-supply, main roads and the like. To this end some reform of the financial system is essential, with provision for national subsidies, as hitherto local authorities have naturally tended to be cautious about co-operating in necessary undertakings when the cost of these meant an increase of local rates. Some of the most necessary undertakings, such as the preservation of open spaces, are those which produce least immediate financial return.

What is the future of housing as a speculative undertaking?

Apart from the fundamental question as to whether housing should nor be looked on as just as much a public service as drainage and water-supply—that is, whether private speculation in housing accommodation will not one day seem just as archaic as do the speculative turnpike roads in the history of transport; apart from this ethical question, the issue is a functional one: the question should read, "Does speculative development provide housing sufficiently in accordance with public requirements?"

The answer is that it is, by definition, a reflection only of the requirements of those financially able to offer a return on investment. In the eighteenth and early nineteenth centuries, the domestic streets and squares of London and other cities developed at a great rate because house property of this type was the most promising kind of speculation. In our own day flat property—such as has transformed the appearance of, say, the Baker Street, St. John's Wood and Kensington districts almost overnight—has been the most profitable form of investment: partly because enhanced land values demand greater density of population, so that living in flats has been forced on people who wanted to go on living in Kensington, but also because of a definite demand for accommodation of that sort, a change in social habits. But even this response to individual demands does not meet the needs of the same individuals considered as society, for it means that a particular site is only developed when rebuilding becomes profitable and the needs of the area as a whole are not considered. And in the case of the financially poorer classes, they are at the mercy of speculative expediency both as social beings and individually. The latest ring of suburbs round London was not planned from the social point of view, but grew up as a result of new underground railway lines being pushed out into undeveloped country, and agricultural land therefore becoming ripe for conversion into profitable housing estates. Their greatest defect is, first that they occupy land that was in many cases needed as open spaces or market gardens, and secondly, that as residential quarters they have no social centre or functional unity. They represent a continuation of the expansion process which emerged from the housing needs that followed the last war. It is described in the article beginning on page three how a rehousing movement that began by being considered a national responsibility ended as a speculator's opportunity.

The need for a less haphazard form of growth is obvious, but in the case of working-class housing the economic issue does not only affect site development but the living standards of the individual. The traditional shoddiness of much speculative building is the result of trying to make low-rent housing still profitable, and it is well known that the recent municipal and other housing schemes have only succeeded in providing for the lower-middle not the lowest income levels, unless increased expenditure on rent has been allowed to reduce the standard of nutrition, etc.—in fact, that proper housing for the lowest incomes is not possible on a basis which demands a full return on capital expenditure. Attempts have been made to get

over this difficulty by subsidies of various kinds, but they have seldom been on a broad enough basis, as they have not gone far enough in relating rents to expenditure or planning to social needs of families.

What degree of obstruction is still caused by out-of-date building bye-laws?

It must be assumed that any reconstruction of the building industry must be accompanied by reform of the bye-laws that govern technique and practice, for these are notoriously out-of-date and considerably handicap attempts properly to utilize the resources of modern science. The L.C.C. bye-laws, for example, are still largely modelled on the London Building Act of 1894, although the Council has lately been studying the question of their revision and has produced, among other things, the Reinforced Concrete Code of Practice, which at least recognizes the special demands of a building technique which was only in its infancy when the various Building Acts were passed. Other defects in the present system are the varying bye-laws in different districts and the method of administration. The system of District Surveyors with almost dictatorial powers, for example, has often been called in question, not only because it leaves architects at the mercy of their personal prejudices, but also at the mercy of their technical knowledge: structural technique on the whole can only proceed as fast as the knowledge of the least progressive Surveyor, and structural enterprise and inventiveness are thus penalized. As a beginning, the establishment of an appeal board of experts by whom special cases could be considered would be an improvement at this point. But the whole administration of bye-laws needs reconsideration.

What sort of changes will the post-war building programme demand of the architectural profession?

Before the war began, the structure of the profession was already in the process of undergoing revolutionary changes, which its internal organization had not succeeded in keeping pace with. The most noticeable of these was the decline of the private architect and the increase of the employed architect—employed either by the State (as in the case of the Office of Works and other Government Departments), by local authorities (as in the case of the L.C.C. and various County Councils), or by commercial concerns (such as banks) that retain architects as salaried servants. This process is bound to be accelerated in the future, both because the actual work of reconstruction must largely be in the hands of public authorities, and because modern architectural technique demands teamwork and the pooling of specialized talents of different kinds rather than the assertion of individuality.

The fact that the profession has remained organized as though architecture were still a matter of applying taste and scholarship to some simple variation on a stereotyped theme is one of the causes of its abject failure to give a constructive lead whenever one has been wanted in recent times: first on the subject of slum clearance and rehousing in the years between the two wars, for which no policy was ever formulated by the profession as a whole, then on the subjects of air-raid shelters and evacuation accommodation—subjects which gave architects an opportunity to show themselves necessary, instead of superfluous, to the war effort; and finally on the present subject of reconstruction, which is being studied by a remarkable assortment of largely self-appointed research bodies (see pages 40 *et seq.*) to which the principal professional society is only one of the last recruits and one with the least positive programme.

What is still needed in the architectural profession is a strong lead to the public on subjects on which the profession can speak with authority instead of a mere claim to be given a share of the actual work reconstruction will involve. The profession must be ready, if necessary, to reorganize itself drastically, remembering the housing boom following the last war, which ignored architects as such almost entirely owing to their reluctance to adapt their outlook to the peculiar needs of the times. Architects were vainly warned at that time by the Director-General of Housing that the only efficient procedure was for design to be linked with the process of mass production, putting the architect rather in the position of the shop designer in the factory, and a similar system will probably have to be adopted before long if production is to keep pace with the needs and means available without architects again being left out at the stage when their particular qualifications are most urgently needed.

4. Towards a Replanning Policy

In order to show the importance of planning according to the right *principles* (without which neither goodwill nor good organization will produce the right results) the following article takes one of the basic concepts typical of modern planning theory—that of regionalism—and examines it critically in relation to such relevant forces as can be observed actually at work. Formulation of principles, as well as being a necessary preliminary to planning and legislation, is the one thing that can be done in the abstract, principles—such as that of regionalism, dealt with here—being by definition founded on constant conditions.

REGIONALISM RE-EXAMINED

By J. M. Richards

ONE of the things from which territorial planning has always suffered is that even its basic abstract principles have never been agreed upon. However immature its achievements, modern architecture, in the sense of the design of individual buildings, has at least reached the stage of stating quite explicitly what its philosophy consists of. Modern architects have clearly in their minds both a set of ideals and a technique of pursuing them. But town planners—and country planners—are still for the most part living in a world of *ad hoc* decisions, in spite of the length of time during which town planning has been recognized as a needed activity. This deficiency must take its share of responsibility for the failure of our times to achieve civilized towns and a revitalized countryside, along with the obstruction of vested interests and the complacency of local authorities, which are more generally blamed for town planning's disappointing history.

There is one direction, however, in which some progress has been made. There is evidence that it is now realized that efficiency in the modern world is impossible without co-ordination, which means, among other things, taking a large view, not a small one, and aiming at the establishment of a balance between the natural forces which planning is meant to control. This has produced the concept of regionalism, which is, indeed, in danger of becoming as much the catchword of this generation of planners as the word functionalism was of a passing generation of architects, and with as little understanding of what it implies. It is the purpose of this article to examine the fashionable concept of regionalism critically, and especially from the point of view of its virtues and defects as a basis for those principles the planner's day-to-day activities must be founded on.

Regionalism has, to begin with, the fundamental virtue of being concerned with realities. To draw an analogy from political theory, socialism (another aspect of planning) had existed for years, if not centuries—in the works of Sir Thomas More, in Plato's city-state, in Robert Owen's plans for a patriarchal socialist community—in the form of the idea of basing political administration on order and the common good, but it did not become an active force until Marx interpreted it as an order growing from within society, not imposed from without. It then revealed its possibilities as a practical technique, not a theoretical panacea. Similarly, planning is not a panacea that merely has to be applied for all our wrongs to disappear. It is a convenient word summarizing our ambition to control our own future, and

only possesses reality in connection with particular plans for particular circumstances. The fact that in order not to be guilty of mere Utopianism the planner must not fail to consider whether the circumstances in which he will have to work will allow his plans to be put into operation, has been discussed elsewhere in this issue, but even if planning is regarded from a technical point of view only, it remains just as true that these same circumstances, continually changing as they are, must themselves dictate the nature of the ultimate plans. This is where the foregoing analogy applies. Planning is not a matter of formulating ideal patterns but of directing forces.

The virtue of the conception of planning that we call regionalism is that it recognizes this. It is based, for example, on the obvious need for a more realistic and more positive attitude to that perpetual stumbling-block of all territorial planners, the distinction between town and country. An easy way of getting round this stumbling-block is to regard town and country—as town-planners have tended to do in the past—as being merely different degrees of the same thing. They have acquired the habit of thinking in terms of houses to the acre, of the country as a place where houses are few and far between, and of the town as a place where they are close together. But town and country, as I hope to show, are *different* things, each with its own demands which must be allowed appropriate expression.

The defects of conventional town-planning practice are first that it is negative in action, and secondly that the planner, being a *town* planner, and the local authority, being an expression of the gregariousness of people, have both tended to act from the point of view of the town, treating the country as a kind of residuary legatee. Regionalism, with its conception of a balanced community, aims to change all this by re-integrating town and country as complementary, not mutually exclusive or mutually destructive, expressions of life. The question at issue is whether, on further examination, the aims of regionalism, relatively realistic as they are, will be found to be a sufficiently accurate reflection of the forces at work to provide a starting-point for the formulation of planning principles of a positive and rewarding kind.

The modern prophet of regionalism is Lewis Mumford. In his book, *The Culture of Cities*, he has traced the rise and decay of the exclusively urban culture that is most typical of recent times. He has followed the development of the urban idea from the village nucleus—called in the Geddes-Mumford formula

Eopolis—through numerous stages to the World City we know today—Megalopolis: the city which has gone mad about size, in which all the chaos of the modern world is most apparent and which is disintegrating before our eyes. He has demonstrated that this disintegration was inevitable, irrespective of the agency that happens to be most evidently at work, internal combustion, high explosive or any other, and he foresees the World City's decline into a last stage—Necropolis, the city of the dead.

He goes on to offer an alternative solution. Out from the crowded alleys of urbanism, he suggests, the planner must find his way, into the fresh air of a wider *regionalism*: "To cast off the dead form of the metropolitan order and to concentrate its surviving energies upon the social utilization of its real goods, within the greater regional framework, is perhaps the most pressing task of our civilization." He explains what he means by regionalism: "We can no longer leave soils and landscapes and agricultural possibilities out of our calculations in considering the future of either industries or cities. . . . The grasp of the region as a dynamic social reality is the first step toward a constructive policy of planning, housing, and urban renewal. In different countries this consciousness of the underlying geographic conditions and earth relations has taken different forms."

The words "earth relations" are the core of the regional idea. Planning is to get back to the roots of existence in the countryside itself, to the land instead of merely people and streets and buildings. People and the needs of people must always remain the raw material of planning, but this new regionalism, by setting out to plan the physical needs of people in terms of the land, comes very near to providing a positive reply to the negative movement for saving the countryside. And this latter has in our day—that is, since the industrial revolution put a stop to positive territorial improvement—been the only kind of rural or land culture in existence. It has been fostered by sensitive and disgruntled metropolitans who have got no further than realizing something was wrong about a one-sided urban life. The Save the Countryside movement tried to preserve the rustic *objet d'art* by roping it off. The new regionalism aims to give it renewed vitality by putting it to work again. Town and country are to be reconciled, not by preserving the country as an outlet for the town, but by exploiting it for the whole region's benefit, introducing a new regional synthesis in which town and country will be of equal weight, each with its part to play in the creation of a balanced community.

This is a notable advance. It is obvious that a method which takes a whole region as its unit, with towns and cities and the countryside between them regarded all as parts of a complex whole whose needs have to be integrated as a whole, has a greater chance of success than a method which regards each as a problem in itself. The large view is an undeniable virtue; if only because to build piecemeal is the negation of all planning. But if we examine this new regionalism in relation to the forces actually at work in the society which inhabits the region, forces which, as already stated, it is the purpose of planning to direct, do we find that the true solution has indeed been discovered at last?

Alas! on further enquiry we do not. Mr.

Mumford—and the other regionalists—risk ultimate disillusionment if they believe that the fusion of town and country into one unit is not contrary to the whole of their natures. For that is the issue on which the validity of regionalism rests. In spite of the tempting cogency of the idea, can the problems of town and country in actuality be reconciled within the regional framework? To answer this we must decide what we mean by town and country.

By town we mean Mr. Mumford's own Metropolis, his world city, epitomizing the urban idea whose swollen proportions in recent times constitute the urban problem. Now the most characteristic thing about Metropolis is that it is not a local phenomenon, not a regional product. This is apparent from its sources of subsistence. No region however large, nor even a whole country, could sustain a city like London, which subsists on international trade, international finance, and international processes of distribution. The modern city is inseparable from the international network of transport and finance which is almost synonymous with the modern world. It is the epitome of the gregarious trend in society which has only been able to express itself fully since the development of communications broke down the physical barriers to a world-wide culture. For considering the city, as emblematic of the gregariousness of man, for the time being alone, its ultimate destiny is to destroy all geographical limits. Individuals first group themselves together, then city draws to city and the transport line endeavours to put all activities into communication, to annihilate space. For our purpose, however, what is important is not its expanding scope or its eventual destiny, but the fact that by its very nature the city has everything in common with other cities however distant they may be geographically, and least in common with the other kinds of life that go on in the tract of territory it happens to be situated in.

A city, in fact, is not a country town writ large. It is a product of different forces—largely, as we shall see, of quite opposite forces. When England was still an agricultural country the town could legitimately have been treated as an appendage to the countryside; but then the town was not a town as we know it—a trading centre whose lines of communication span across the regional boundaries to similar centres elsewhere. It was much more self-sufficient, with the character of a local centre. Even in those days cities existed that had more in common with other cities of their kind than with the towns and villages surrounding them, but today these cities dominate our civilization. We live on the fruit of commerce; our towns are part of the machinery of commerce, the rest of the machinery being the markets—scattered all over the world—and our communications with them, without which commerce would revert to the give-and-take of local trade and provide no sort of a livelihood for a populous nation.

The embodiment of the urban idea, then, that which we have labelled the city, is by definition something outside the regional economy. It no longer lives off the region in which it is situated, and the difference is not a matter of mere size but of nature. Superficially the city may appear merely to have outgrown the region to which it once belonged, and the obvious advantages of regionalism over the parochialism that was its predecessor may tempt us to believe that the process of enlarging the unit has only to be carried one stage further for the city to find its place once more within the regional framework. But the

fallacy of this is obvious. Even if we were to expand our region until it embraced the whole surface of the globe its purpose would remain defeated. For a larger regionalism—and here we come to the core of our argument—a larger regionalism, Mumford notwithstanding, is a contradiction in terms.

Here, having observed the character of the city, we must turn our attention to the character of that which is rather misleadingly called the country but is in fact the land itself, the physical substance out of which the region is carved. The character of the country, and the villages and towns belonging to it, is quite different in kind from that of the city. These former do not belong to an expanding world but a contracting one. The whole essence of a region is that it is an expression of differences, not similarities. Whereas, other things being equal (which in practice they never are), cities tend so much towards sameness that even natural differences of climate become submerged in the artificiality of the city's synthetic equivalent of nature and differences of racial temperament merge into cosmopolitanism, one region is distinct from another just because of differences of climate, geological structure, traditional local culture, and so on. And as we analyse these differences they grow before our eyes: more differences and more subtle distinctions of difference make themselves clear, substantiating the centrifugal character of regions. That is why the idea of a larger regionalism—let alone the idea of a world regionalism—is an absurdity. The accident that geographical regions are often larger in area than existing political or administrative areas obscures the fact that the purpose of regionalism is to break the earth down into its components. It does not lend itself to larger applications but to ever smaller and smaller ones, digging out and sifting apart the wealth and character that is latent in things and substances. Mining is a typical example of the original regional culture, and so is agriculture in the sense that its varying practices in different localities are a direct response to regional characteristics. On such the regional economy is still based. To the regional idea belongs the whole tradition of country craftsmanship; in spite of the ubiquity of its modern scientific guises it is still, fundamentally, the old circumscribed country culture coming up again to the surface after a long eclipse.

And that which eclipsed it, upsetting the equilibrium the world had thrived on for centuries, was the metropolitan culture which we have already discussed in its character as an international idea. The two, though opposite in character, are complementary and necessary to each other. It must be a later and more elaborate task to investigate the exact nature of each of them and find out first how the forces they generate impinge on the various activities with which society busies itself, and secondly, what kind of a physical pattern—and therefore what laws of planning—result from observing these forces. These two different but complementary tendencies can be observed at work in anything we care to re-classify in their terms: people, architecture, laws, economics. In each case, the cause of present-day chaos will be found to be the fact that in recent times the metropolitan idea has been allowed to lay down the criteria by which everything is judged, and such policy as has existed has been regulated by it.

Architecture is one of the clearest examples. What has become known as the Modern Movement in architecture is a typical product of urban sophistication. It belongs, that is to say, to the metropolitan culture and tends to

be international in style. Its materials and techniques are universal ones, the product of the technical laboratory that knows no national boundaries. But there is also—or should be—a complementary vernacular approach to architecture that is an expression of the differences of places, differences of climate, building materials, local customs and traditions—an expression of regional differentiation. The modern architects have made the problem of re-establishing a natural contemporary idiom more difficult by continually hankering after a snobbish cosmopolitanism. They have concentrated, that is to say, on developing the urban international idiom. More and more the modern architectural problem reveals itself as a conflict between this international idiom and the vernacular differences that belong to the regional idea. Although it may be oversimplifying the issue to suggest that the solution lies in devising two separate styles of architecture, one common to all cities and one reacting to its own region, since there is bound to be inter-action between the two if only because of the technical resources exploited by all architecture alike, the fact remains that architecture, like everything else, has got to respond to the impulses actually existing in society, and modern architecture at the moment is a hothouse growth only suited to the artificial character of the metropolitan environment.

Historically the metropolitan culture expresses the personal taste and scholarship of the educated architect and connoisseur; contemporaneously it exploits to the full the abstraction and impersonalization of modern technics. Historically it is represented by Palladianism, the Greek Revival, stylisticism and academicism generally; in modern times by the architecture especially of Le Corbusier, whose buildings literally detach themselves from the soil and go all the distance possible to a poetic abstraction of form. In a word, the expression of the city culture is intellectual and synthetic.

The visible expression of the regional culture is in all respects the reverse. Historically it is the vernacular or peasant architecture, evolving out of the usages of craftsmen. It is anonymous and non-intellectual (what we call the Renaissance was as much as anything else the international idea asserting itself over the local idea.) Its forms are instinctive rather than imposed. As distinct from the eighteenth-century sophisticated idiom of the towns, it is the anglicization of a Renaissance vernacular which quickly acquired regional characteristics, and is found not only in the shape of the ubiquitous domestic architecture of our country towns but also, significantly enough, in the shape of the early industrial architecture of the Derbyshire dales or the Stroud Valley—of the happy days of industry before it was seduced into the vortex of the town. Regional architecture uses natural rather than synthetic materials, materials which mellow and sink into the landscape rather than those which shine in the sun and are kept perpetually brand new. The work of C. F. A. Voysey was an attempt to rehabilitate it in recent times. In even more recent times it is well expressed in modern Scandinavian architecture, and in that of Frank Lloyd Wright as distinct from that of Le Corbusier. Where Le Corbusier's buildings detach themselves from the soil and aim at impersonal abstraction, Wright's cling to the ground and aim at organic personification of local needs and materials. In a word, it substitutes the quirks of local variation for the standardization and unification of urbanism.

Of the architectural result of these two forces being unresolved we see evidence all around us. It is naturally sharpest where the unsympathetic city culture impinges most destructively on the surviving regional culture; where the arterial road, for example, which is part of the metropolitan system, has brought its characteristic strip-development in the form of ribbon building to challenge the established pattern of the region. As we have already observed, our instinctive uneasiness at the lack of balance between the two types of culture has hitherto only expressed itself negatively—in a "preservation" attitude to local cultures, and architecturally in various Arts and Crafts revivals. But these efforts were bound to fail, as they saw no future, except stagnation, as an alternative to urbanization.

The foregoing excursion into architectural aesthetics is only an illustration of how the difference between the metropolitan and regional cultures permeates every kind of activity. Examples could be multiplied indefinitely, but our purpose at the moment is not to amplify this thesis but to point out how it invalidates the Mumfordian idea of incorporating both of them within the same regional framework. When Mr. Mumford suggests that we need "to cast off the dead form of the metropolitan order and to concentrate its surviving energies upon the social utilization of its real goods *within the greater regional framework*," he is asking the impossible. We are still suffering from the results of having done the opposite, of having, as a result of the industrial revolution, cast off the dead form of the old *rural* order and concentrated its surviving energies upon the social utilization of its real goods within the *greater metropolitan* framework. The result of reversing the process will only change one kind of lack of balance for another.

Mr. Mumford's solution, indeed, can only make matters worse. Instead of allowing his moribund city, Necropolis, to dig its own grave, he is encouraging it to strew its bones over the whole countryside. He would like to incorporate the whole region within the orbit of the city (or include the city within the framework of the region, which is the same thing), but as the tendency of the city's orbit is to grow wider and wider, his region must continually expand. As we have seen, an expanding region is a contradiction in terms. Its very existence as a region depends on local differences.

The culture of cities and the culture of regions cannot be merged. Urbanism is international, its apotheosis the world city or state, while regionalism is differentiative, the culture of place. Only by acting in accordance with the difference between the two can a balanced society (as distinct from a balanced *region*, which is nonsense) be obtained.

This gives us an ideal geographical picture, towards which all planning principles must be orientated, not of a concentric system, with city opening out into region and spreading its culture in a circle around it, but of city culture as one thing and regional culture as another, one constantly admitting resemblances and the other as persistently asserting differences, co-existing on different planes over the same globe. The balanced community which we spoke of as the planner's aim, but referred to rather misleadingly as a balance between town and country, thus resolves itself as the simultaneous development of both the regional and metropolitan culture. The planner's job is to reconcile them both while exploiting them both, according to the forces latent within their own natures.

RESEARCH ACTIVITIES

Another manifestation of the intense public interest the idea of reconstruction has aroused is the number of bodies of experts that have announced programmes of enquiry and research into the problems involved. Some of these bodies are self-appointed, some have official authority of one kind or another; they mostly concentrate on one particular technical or social aspect of the subject; some approach it with an open mind, while some only use reconstruction as a platform to expound a particular point of view. Nearly all their activities are, of course, subject to the general criticism that this journal has already made in referring to the current enthusiasm for post-war planning: that plans are purely academic when isolated from present-day circumstances, and some of these bodies are not innocent of this sort of Utopianism. But there are kinds of technical research that can be pursued in the abstract, there are principles that can be laid down, there are surveys of means and needs that can be made and, most valuable of all, expert opinion can reinforce the public demand for the right kind of social legislation.

These voluntary research activities are therefore of interest, and the following is a summary of the aims of the various research bodies given largely in the form of statements contributed by the organizations themselves. It is followed by a brief summary of official policy with regard to the physical aspect of reconstruction, as given in Parliament and in Ministerial pronouncements.

The Association for Planning and Regional Reconstruction

This Association has been formed to make a practical contribution towards the solution of some of the problems of post-war development and reconstruction, and is conducting technical research into current and coming problems in a realistic manner. That is to say, the manner in which they ultimately affect physical planning.

The Association believes that responsibility for reconstruction after the war must be accepted by local and regional bodies all over the country, and not only by central bodies in London. It hopes to be able to co-operate to the full with individuals, organizations, local and national authorities, but not itself to undertake direct works of reconstruction. Its object is to serve as a centre for regional research, but not to compete with institutions or organizations operating in any specific fields of activity.

The Association is working in close relation with the 1940 Council, the Land Utilization Survey of Britain, the National Atlas Committee of the British Association, and many Regional Planning Groups. Research in many directions is being undertaken, including the following: Planning and Freedom in the Community; Regional Administration; Standards of Health and Diet; Food Production; Education and Leisure; Water, Fuel and Waste Materials; Balance of Industry; and Housing Standards.

Printed broadsheets are being issued from time to time, setting out simply and concisely the tentative results of each piece of research with diagrammatic illustrations. These are redrafted as a result of criticisms and suggestions received.

The Board of the Association includes: Lord Forrester (Chairman); Mr. George Coyder; Mr. E. A. A. Rowse (late Principal of the School of Planning and Research for National Development); Mr. Cyril Sjöström; and Mr. F. R. Yerbury; Hon. A.R.I.B.A.

(Director of the Building Centre). The secretary is Miss J. Tyrwhitt, 42, Bruton Place, W. 1.

P.E.P. (Political and Economic Planning)

P.E.P. has for many years been one of the most energetic bodies pursuing researches of the kind described on these pages, and has published the results in a series of notable broadsheets. Numerous P.E.P. committees are active at the moment, and it is hoped to include details of their work in a subsequent issue.

Secretary, 16, Queen Anne's Gate, S.W. 1.

The 1940 Council

The 1940 Council was formed at a conference promoted by the Housing Centre in February, 1940. The Council, under the chairmanship of Lord Balfour of Burleigh, is an autonomous body, having as its members a number of specialists on planning. Seven of these have since been appointed to Lord Reith's Advisory Panel on Physical Planning.

The object of the Council is to promote the planning of social environment on a national scale. Its work falls under two main heads: Research and Educational Propaganda.

1, Research.

The main body of research promoted by the Council is the Demographic Survey (see separate account below).

The Council have also promoted research into regional planning, and investigations are being carried out by the West Midland Group on post-war planning and reconstruction (Chairman, the Vice-Chancellor of Birmingham University), by a group in Manchester (under the direction of Professor Cordingley of the University of Manchester), and by a

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few other groups. Close contact is established with the work being carried out by such bodies as the Association for Planning and Regional Reconstruction and the Nuffield College Reconstruction Survey.

2. Educational Propaganda.

The Council have recently organized, in conjunction with the Council for the Encouragement of Music and the Arts, an exhibition on planning called "Living in Cities," which was arranged by Mr. Ralph Tubbs. A private view was held at the Royal Institute of British Architects on May 1, when Lord Reith was present. The exhibition is being distributed in the form of four copies throughout the country, one copy being reserved for exhibition to the troops. A Scotch exhibition is being arranged by the Architectural School of the Edinburgh College of Art. A minor educational activity which produced excellent results was the promotion of a schools competition last summer holidays.

The Council have promoted the formation of a Parliamentary Reconstruction Group to follow the trend of discussions on reconstruction and central planning in Parliament.

The Demographic Survey of the 1940 Council

Among the 1940 Council's work with a particular bearing on physical reconstruction is that of the Demographic Survey, which is being undertaken by Prof. Fawcett, Professor of Geography at University College, London, and Dr. E. A. Gutkind.

The following outline of their programme is quoted from the *Journal of the R.I.B.A.*:

1. Where the population of various major occupations (including agriculture) is at present situated, and analysis of ages, sex, and density of such population, and of the character of the areas and relation to transport and other public services.

Future prospects of such occupations in respective areas and population required for their operation.

N.B.—Most of the essential information for these investigations can be found in the Report of the Royal Commission on the Distribution of the Industrial Population (and Evidence), but some transferences have taken place since the report was published.

2. Land Uses.

(a) Extent and distribution of good agricultural land and the best positions for settlement of workers (agricultural and others) in relation to it.

N.B.—Agricultural survey being conducted by Dr. Dudley Stamp.

(b) Areas of landscape of particular beauty or recreational value.

N.B.—See Report of Departmental Committee on National Parks and refer to the C.P.R.E.

(c) Actual areas occupied by and needed for:

- (i) Manufacturing establishments of various types;
- (ii) Housing;
- (iii) Public buildings and buildings for public services;
- (iv) Parks, playing fields and playgrounds;
- (v) Roads;
- (vi) Ports, aerodromes, etc.

3. Occupations.

Examination based on classification used by Ministry of Labour:

Which occupations, for economic or social or other reasons, would be better concentrated and which would be better dispersed.

Which are fixed by natural facts, and which are quite free.

Which are ancillary to other occupations, and which must follow population.

Need the worker have only one occupation?

4. Relation of 1, 2 and 3 above, to evolve an outline national plan of appropriate settlement to be available, *inter alia*, when demobilization takes place.

The 1941 Committee

This Committee is a movement for research and propaganda, which grew out of a discussion group consisting of business men, lawyers, Members of Parliament, philosophers, publicists, scientists, economists, civil servants, social workers and others. Its aim is not political power but the education and rallying of public opinion.

Its home policy for after the war includes: As the first charge upon the resources of the community, the provision of a minimum standard of living for all; development of the community ownership of essential services and of the public control of production, trade and investment, but with every possible provision for the encouragement of research and initiative; public control of land, without which proper physical re-planning will be impossible.

The task of the Executive Committee and the several sub-committees is just to examine and report on various aspects of our war effort, and second, to work on the preparation of plans for the post-war world. Statements elaborating general aims or setting forth special findings, are being published from time to time. Contact has been established with responsible Americans, people from the Dominions and from most European countries. It has been proposed that the Committee should co-operate, for both private and public discussions, with a powerful group of leading citizens in the U.S.A. A National Conference is planned for the late summer—the war situation permitting.

Secretary: G. R. Gauntlett, Terminal House, Grosvenor Gardens, S.W.1.

The Reconstruction Committee of the Royal Institute of British Architects

On the recommendation of the Policy Committee the War Executive Committee of the R.I.B.A. appointed a Reconstruction Committee with the following terms of reference: "To consider and formulate the policy of the R.I.B.A. and Allied Societies on the subject of post-war reconstruction and planning in its widest aspect."

It is also proposed that the Reconstruction Committee should appoint a Publicity Sub-Committee: "Generally to further interest in the work of the Architectural profession, and in particular to spread the views of the R.I.B.A. on reconstruction."

The following are the names of the members of the Reconstruction Committee, those with asterisks forming an Executive Committee:

- * The President (Chairman).
- * The Hon. Secretary (Joint Hon. Secretary).
- * The Hon. Treasurer.
- Mr. D. L. Bridgwater.
- Mr. W. R. Davidge.
- * Mr. Wesley Dougill.
- Miss J. B. Drew.
- Mr. J. Murray Easton.
- Sir Banister Fletcher.
- Mr. E. Maxwell Fry.
- Mr. Stanley Hamp.
- * Mr. Joseph Hill.
- Mr. F. R. Hiorns.
- Mr. Charles Holden.
- Mr. G. A. Jellicoe.
- Mr. Julian Leathart.
- * Miss J. G. Ledeboer.
- Mr. Hubert Lidbetter.
- Mr. J. L. Martin.
- Mr. Brian Peake.
- * Mr. S. C. Ramsey.
- Professor C. H. Reilly.
- Professor A. E. Richardson.
- * Mr. Howard Robertson.
- Mr. D. Roth.
- The Hon. Godfrey Samuel.
- Sir Giles Gilbert Scott.
- Mr. R. H. Sheppard.
- Mr. J. Alan Slater.
- Mr. C. G. Soutar.
- * Mr. Raglan Squire.
- Mr. Ralph Tubbs.
- Mr. A. H. Verstage.

Mr. Raglan Squire is Secretary: 66, Portland Place, London, W. 1.

Garden Cities and Town Planning Association

In October, 1940, the Council of the Association submitted to the Prime Minister and other members of the Cabinet a Memorandum on "Town Planning in Relation to the Present Emergency and After-War Reconstruction." The same Memorandum was published in full in the December issue of *Town and Country Planning*.

Sir Montague Barlow, Prof. Abercrombie, Dr. W. A. Robson, Mr. Harding Thompson, the Hon. Secretary, and other members have had opportunities of putting before Lord Reith and Mr. Arthur Greenwood the policy of national planning, decentralization, re-development, and construction of new towns for which the Association stands. The agreed findings of the Report of the Royal Commission on the Distribution of the Industrial Population, are substantially consistent with the Evidence given before the Commission by the Association.

The following are some extracts from the above-mentioned Memorandum:

The first consideration must be the maximum productive effort coupled with the best possible protection of the civilian population during the war. After-war considerations must obviously be secondary to war necessities. But, other things being equal in this respect, the long-term effect of present measures should in many cases be taken into account in determining immediate policy.

The Ministry of Building and National Planning.—The recent creation of the Ministry of Works and Buildings and the setting-up of a system of building permits provides a machinery through which war-time developments of industry or rehousing will be centrally controlled. It is submitted that such control should be exercised under the advice of a fully qualified Planning Board, competent to consider and to balance all the national interests that arise in new developments. These considerations include industrial efficiency,

access to raw material, and to markets or points of delivery, the housing or billeting of workers, the capacity of public services and any necessary extensions thereof, transport of workers to and from the factories, the social amenities of the transferred populations, the preservation of good food-growing land, and strategic considerations.

Evacuation and Re-evacuation.—While the hardship of successive evacuation of the same population is naturally to be avoided as far as possible, it is suggested that priority in housing accommodation in the smaller towns suitable for industry ought to be given to industrial workers engaged on war production in the service of the civil population. If, therefore, new factories are erected or existing premises converted to industrial purposes in the smaller towns, it should be considered whether evacuees not employed locally should be re-evacuated to other places, in order to make room for the factory workers.

Property Compensation.—The policy with regard to the payment of compensation for damaged property should be adapted to the planning considerations set out in this memorandum. While the right of property owners to the fullest compensation within the resources of the nation ought not to be questioned, it should not be assumed that such compensation would carry with it the right to rebuild in the same manner or on the same scale on the original site. This particularly applies to buildings of high density in the congested urban areas. In order to carry out the implications of the Barlow Report, substantial reduction of density in the centres of larger towns is called for. New standards of reduced density (which might be expressed in terms of floor area in relation to acreage of site) ought to be adopted for rebuilding, and in cases where such a reduction of density is called for, rebuilding should not be permitted until the standard has been decided.

Secretary: F. J. Osborn, 10, Parkway, Welwyn Garden City.

The Leverhulme Grant Community Centres Joint Research Committee

Research work on the planning and design of community centres has been carried out by Mr. and Mrs. Gordon Stephenson, architects, for this committee. Owing to the outbreak of war immediately after the committee had been formed, all work has been carried out under war-time conditions, and its value to post-war reconstruction programmes has therefore been under constant consideration. The Committee hopes to publish, in the autumn of this year, the results of the work which has been done.

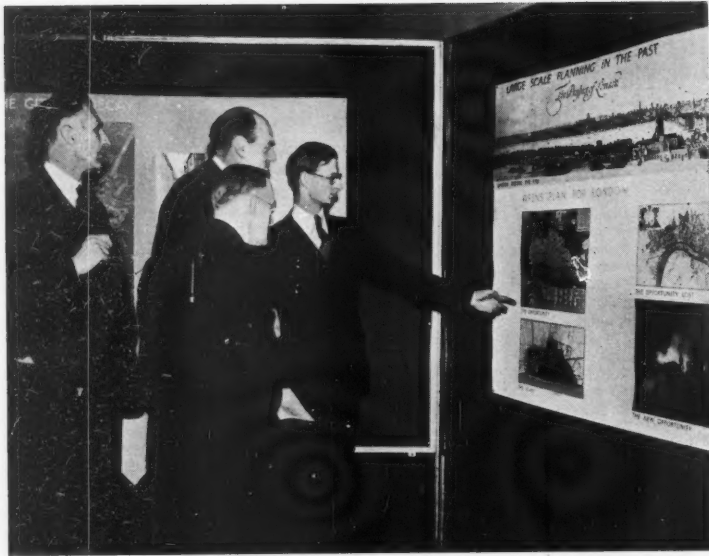
The Chairman of the Committee is Miss J. G. Ledeboer. Its headquarters are at 13, Suffolk Street, S.W.1.

The Housing Centre

The Housing Centre acts as a centre for housing information, publicity and research, and its work in connection with reconstruction is a continuation of this function. It can be classified under the following headings:

1. Information.

The Housing Centre has maintained its information and library service, and has been receiving an increasing number of enquiries relating to post-war housing matters from its members and others concerned with reconstruction.



Lord Reith, Minister of Works and Buildings, inspecting the "Living in Cities" exhibition which is being circulated round the country by the Council for Encouragement of Music and the Arts. The photograph was taken at the R.I.B.A., where the exhibition opened, and with the Minister are Lord Balfour of Burleigh, Chairman of the 1940 Council who are sponsoring it, and Mr. Ralph Tubbs who designed it.

2, Publicity.

The Centre's exhibition material, films and slides have been used to keep alive interest in the improvement of housing conditions when this again becomes practicable. A special portable exhibition on reconstruction in town and country for use in schools is nearing completion, and proposals are under discussion for another on post-war homes. An exhibition for use in reception areas, "The Homes They Come From," was made shortly after the outbreak of war, and has been shown in many districts.

3, Lunch-time Discussions on Reconstruction

More than half these have been on subjects directly related to reconstruction. Talks have been given on the reconstruction of London by Mr. W. R. Davidge and Major Maxwell Fry, and on Southampton by Mr. Herbert Collins. National problems already discussed include the economics of reconstruction by Mr. J. M. Keynes, geographical aspects by Professor Taylor, the problem of materials by Mr. E. H. Ellis, the building industry after the war by Mr. I. Murray Leslie. "Town Planning and the Family," by Mr. F. J. Osborn, dealt with basic principles for physical reconstruction, and many other similar meetings are being arranged.

4, Research

Assistance has been given to independent workers and other bodies engaged on research work through the library and information service. Proposals under discussion cover further research on post-war housing problems and policy.

Secretary: Miss M. C. Solomon, 13, Suffolk Street, S.W. 1.

The M.A.R.S. (Modern Architectural Research) Group

Although primarily a research group, the Mars Group, consisting at

present of about ninety members—architects, engineers, and allied technicians—has for some years formed a meeting-ground for all those interested in a constructive policy in architecture, giving them an opportunity to co-ordinate their experience. An important activity has been to form a liaison between English architects and their confrères in Europe and America. In this it has co-operated with similar national groups organized in almost every country in Europe who are associated in the International Congresses for Modern Architecture, the first of which was held at La Saraz, Switzerland, in 1928. These national groups include the leading progressive architects of each country, and the MARS Group has kept continuously in touch with them and their work. The Congresses have each been held in a different centre, and for each a definite subject has been selected, and the representatives of the groups concerned have brought the results of the research work in their own countries.

Apart from research work carried out for congresses, independent programmes of research have been undertaken in this country. The most important of these have been a careful analysis of the town-planning problems of London, and a very active town-planning committee has been working on this for the past three years, and has collected considerable data, analysed the problem in a series of plans and has drawn up recommendations.

Since the outbreak of war, as many of the members are either on active service or engaged on war work, the research activities of the Group have had to be considerably reduced. Also the system of parallel groups in other European countries has, of course, broken up. Research, however, still continues on town-planning questions, and a committee is investigating the subject of standardization. The Town-Planning Committee is now continuing its survey of the problems of London. A preliminary public statement on the

work already done was recently made by Major Maxwell Fry at the Housing Centre.

The Group continues to provide contact between the members, and several discussion meetings have been held, the subjects including "Rural Planning" and "Architecture and Local Government." Technical specialists attend these meetings to supply detailed information should it be required.

Secretary: Mr. Ralph Tubbs, 17, Clarges Street, W. 1.

The Association of Architects, Surveyors, and Technical Assistants

In a statement entitled "What of the Future?", published in December, 1940, the A.A.S.T.A. gave it as its opinion that it is of no avail for planners to hope that "after the war" all the present obstacles to decent planning will miraculously disappear. Whatever organization takes place now will be the basis of post-war organization, present building will not all disappear, but will play a most important part in the post-war world. A.A.S.T.A. work on reconstruction is thus concentrated on vital immediate problems which are in danger of being left unsolved, while attention is given to a more distant future. The urgent needs are for shelters; rehousing of all kinds—for industrial workers, refugees, evacuees, all those affected by the "blitzes"; for rest centres; for communal feeding; and the A.A.S.T.A. is doing its share of planning by tackling the immediate problem. It is taking part in the daily activity of the struggle for improved air-raid protection by sending members of its technical panel to all sections of the movement in all parts of the country. It is trying to safeguard present planning by campaigning for the reservation of architects, and that of the future by pressing for the reservation of students. The Association has just published a comprehensive report designed to show how a national scheme of shelters, giving a high degree of protection, could be embarked on immediately. It is now working on a report on the wastefulness of the present organization of the building industry, and will shortly produce a report with plans for rehousing both industrial workers and people bombed out of their homes, with proposals for properly organized rest centres, and for communal feeding. Some of its proposals have already been adopted, such as the use of the tube as air-raid shelters, the building of new tunnel shelters, the making of Portland Blast Furnace Cement, the allowance of 100 per cent. grant for school shelters, and plans for the provision of nursery centres.

The long-term policy of the Association, summed up in their own words, is: "Planning by itself will not achieve its object unless the real obstacles are removed. What are they? They are the private ownership of land; the profit-making nature of the building industry, including the manufacture and distribution of building materials—steel, cement, bricks; the tremendous influence of the landowners, the contractors, the manufacturers, who are so strongly represented in the Government, even

as controllers of the various industries. The remedy, then, is clear: nationalize the land; reorganize the building industry on a social instead of a profit-making basis; reorganize the administration to be representative of the people, not of the landowners, contractors, and industrialists.

The A.A.S.T.A. believes that the application of the essential Works' Order to the building industry will not come near the roots of the problems, for it will only result in applying hated compulsion to the building workers, who have no responsibility whatsoever for the chaos and lack of plan that are now so manifest."

Acting Secretary: Mrs. V. Penn; Chairman of Technical Committee: P. P. Rosenfeld, 113, High Holborn, W.C. 1.

The Architectural Science Group of the Royal Institute of British Architects

This Group was formed in December, 1939, after an exchange of letters between the President of the Institute and the Director of the Building Research Station. It was felt on both sides that much-needed research could be conducted into the problem of instilling into the architect a more scientific attitude of mind in view of the growing complexity of his responsibility towards his client and to the building industry generally. The personnel of the Group is made up of architects, surveyors, scientists, educationists, and representatives of those who are conducting building research at Watford and Princes Risborough.

It is the considered view of the Group that the architect in future must be imbued with a more scientific approach to his professional duties. In his training he must have attained a certain standard of knowledge in the sciences and in mathematics. This knowledge will foster the scientific approach to his problems, which the architect will need in the post-war world. The Group's first report on this aspect is from its Education Committee. They in no wise suggest that science should so influence the architect's outlook that it detracts from his aesthetic qualifications. The qualifications which an architect should possess, and which justify his claim to co-ordinate the sequence of operations comprised in the erection of a building, are the ability to express the needs of his client, the skill to plan so that these needs are satisfied in an economical manner, the knowledge of the behaviour and properties of materials and structures so that maintenance of the building is not burdensome, the experience and knowledge of processes necessary to erection so that the whole project is properly organized, and, finally, a sense of order and fitness, which enables him to ensure that whilst all the other requirements are properly met, the building is satisfactory in the aesthetic sense.

The Group is reviewing other qualities which fortify the aesthetic viewpoint necessary for an architect. Architectural science is as much concerned with the organization of building as with the testing of materials. To be a planner, an essential part of construction in its widest sense, the architect, in his

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capacity as director, must have an accurate, clear-cut balance sheet, not only of the performance of materials, but of the general question of their supply and demand. Scientific distribution of materials and a balanced economic system of building promotes intelligent standardization without minimizing or stifling the architect's aesthetic sense. Building laws and regulations must be made more scientifically elastic to suit modern research and experience. Both the Economic and Planning Committees are studying such aspects.

The architect must also be able to express all this scientific training in the service of the community. His plans and designs must still be "human." Unless they are so his function, despite all its technical perfection, will cease to be important. The Sociological Committee is co-ordinating this human side with the scientific organization of building. If the architect has failed at all in the past, it has been just as much on account of lack of appreciation of the real needs of society or misunderstanding of clients, as any other shortcoming. Sociology is the science of the origin, history, and constitution of human society. It is the basis of scientific planning.

The Group is preparing further reports for publication which will indicate that an architectural profession must be well grounded in scientific method and knowledge in order to achieve standards of building which the community has a right to expect.

Secretary of the Group: Mr. A. R. Cobb, 60, Portland Place, W. 1.

The Planning Committee of the Royal Academy of Arts

The Committee will confine itself in the first instance to projects contained in the Bressey-Lutyens Report—i.e., road schemes already planned and therefore more likely to proceed at the end of the war, and to study those features which are of conspicuous architectural importance.

Several routes recommended in the Report entail extensive demolitions across densely built-up areas. Drastic replanning is advised in order to bring the resulting new sites into proper architectural relation with the new thoroughfares. The roundabouts and intersections, which are indicated diagrammatically in the Report, should also be of suitable architectural form. It was outside the province of the Report to put forward detailed plans for the redevelopment of areas adjacent to the new routes, it being assumed that local authorities will take the task in hand when occasion arises.

The aim of the Committee will be to produce suitable architectural proposals for the guidance of public authorities when preparing details and drafting the necessary legislation. It is also hoped that such designs may suggest how the authorities can make use of Town Planning powers which already exist.

Such questions as the height, shape and alignment of buildings at important points on new roads, or in existing thoroughfares which are to

be rebuilt, will be special objects of study. Recommendations are to be illustrated by suitable scale drawings.

The Committee includes a number of architects who have expressed their willingness to assist by preparing designs, and representatives of societies specially interested in such work.

Membership of the Committee includes Sir Edwin Lutyens, Prof. J. M. Keynes, Mr. F. R. Hiorns, Prof. Patrick Abercrombie, Mr. R. H. Livett, Mr. G. L. Pepler, Sir Herbert Baker, and Mr. F. R. Yerbury, with Mr. Austen Hall as secretary.

Nuffield College Social Reconstruction Survey

The Social Reconstruction Survey was set up by the Nuffield College Committee on February 8, 1941, with Mr. G. D. H. Cole as Chairman. The members of the Social Reconstruction Survey Committee and of the Committee of the Institute of Statistics (excluding the co-opted members in both cases) together constitute a War-time Research Committee, with the task of co-ordinating the research now being undertaken in Oxford in the field of Social Studies. At the first meeting of the Survey Committee it was decided to conduct a large part of the Survey through Local Investigators working on a voluntary basis in twenty centres, based chiefly on the Universities and University Colleges throughout Great Britain. The subject matter of their enquiry is divided into the following headings:

1, 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 enquiry includes an investigation into the working of the local and regional organization of industry which has been evolved by the supply departments.)

2, 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 enquiry.)

3, The human effects of evacuation, industrial migration and other wartime changes in the conditions of living, and their bearing on the problems of social reconstruction.

4, 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 enquiry into the views of private individuals on the subject-matter of the investigation. The enquiry does not include within its scope any investigation into the future of existing local government authorities and areas.

After consultation with Mr. Arthur Greenwood and with the Ministry of Works and Buildings, it was decided to give priority to the section

of the Survey which deals with the probable future location of industry and distribution of population. Both departments have urged the Survey to produce at the earliest possible moment a preliminary report on this group of problems; and the Local Investigators have been instructed to press on with all speed with this part of the inquiry.

The section dealing with Social Services is also being actively pursued, as far as its progress does not interfere with the work on location of industry. Work on the administrative part of the Survey is being deferred for the time being, as on this section no demand has at present been received from the Government. Steps are being taken to collect materials bearing on local government work, as these are needed for the other sections of the Survey, apart from the study of administrative problems, and to follow up the work of the Politics Research Group, which has been taken over by the Survey.

The following memoranda have already been circulated on behalf of the Survey:

"Reconstruction of the Devastated Areas in France," by M. P. Fogarty.

"Note on the Shift of Population in the Great War," by M. P. Fogarty.

"A Survey of Industrial Development in Great Britain Planned since the Commencement of the War," by P. W. S. Andrews.

"Demobilization and Transfer of Industry to a Peace Basis," by M. P. Fogarty.

These memoranda represent a small part of the preliminary work which has been undertaken at Oxford; and further memoranda are in preparation and will be ready soon.

Local investigators have been supplied with a memorandum giving a preliminary selection of pre-war statistical data likely to be useful to them, and with a further memorandum indicating the types of current figures which may be available, and the sources from which it is hoped that they can be obtained.

In addition to the Social Reconstruction Survey, which is primarily industrial and social, plans are being made for the Agricultural Economics Research Institute to conduct, on behalf of the Committee, a parallel survey of certain problems of agricultural reconstruction; but work on this has not yet been begun. Dr. C. S. Orwin has proposed a scheme, on which a start will be made as soon as the necessary funds have been assured.

The members of the Survey Committee, in addition to Mr. G. D. H. Cole, the chairman, are: The Master of Balliol, Prof. D. H. Macgregor, Prof. A. G. B. Fisher, Prof. A. C. Bowley, The Principal of Lady Margaret Hall, Mr. R. C. K. Ensor, Mr. C. H. Wilson, Miss Headlam-Morley, Dr. C. S. Orwin, Miss Margery Perham, and Mr. G. Montagu Harris. Prof. Fisher sits on the Survey Committee as the representative of Chatham House, with which the Survey is co-operating on all matters involving international issues. The Survey is at present housed in the Indian Institute, Broad Street, Oxford. A London office has also been established with the dual function of acting as a liaison with Government departments and other bodies, having their head offices in London, and of carrying out the work of the Survey in the London area. Mr. Fasnacht is

secretary to the Survey. The London office is at 4, Lloyd's Avenue, E.C.3, and Mr. G. R. Mitchison is in charge of it.

The Town Planning Institute

In May, 1936, the Institute appointed a National Survey and National Planning Committee, under the Chairmanship of the Rt. Hon Lord Justice Scott, P.C., and the Report of this Committee was published in May, 1938, while the Royal Commission on the Distribution of the Industrial Population was sitting. The Institute also gave evidence before the Royal Commission.

The Report of the Committee, endorsed by the Council, surveyed the whole question of planning from the points of view of national efficiency, economy, amenity and well-being, and strongly recommended the setting up of an authoritative national body to prepare a national survey and plan of conservation and development; such plan to act as a guide for the operations of Government Departments and private enterprise affecting the development of land and for the activities of local and regional planning authorities.

This Report is one indication of the interest of the members of the Institute in National Planning. It is, however, not merely a question of survey and planning, there is also the problem of securing that such planning shall become effective. The Royal Commission referred to the fact that the progress of planning throughout the country was seriously hampered by the existing law with reference to compensation and betterment, and unanimously recommended that the Government should appoint a body of experts to examine the questions of compensation, betterment and development generally. Anticipating this recommendation, the Institute appointed a Committee which has examined the questions and prepared a report recommending the amendments necessary to facilitate planned development and conservation. This report was approved by the Council and published in May, 1940. Since then the Council has, by request, furnished two memoranda to the Uthwatt Committee. The Town Planning Officers' Section of the Institute has also prepared a report, for submission to the Council, indicating necessary developments of the general law of Town and Country Planning, and recommendations of a comprehensive character will shortly be put before the Council for adoption and reference to the Government.

Looking to the future, the Institute has formed a "Research and Planning Group" to deal with the problems raised by the creation of new war factories, the absorption of industry in war effort, the effects of aerial bombardment and evacuation, etc., and reconstruction and development after the war. The Group is collaborating with the 1940 Council and the Planning Schools recognized by the Institute and members of the Institute in carrying out programmes of practical research in various parts of the country. These programmes are designed with a view to discovering what has to be done in order to enable approved planning principles

to be put into practice. Among other matters to which the Group is giving close consideration is the problem of Regionalism both from the point of view of the decentralization of Government functions and wider

collaboration between groups of local authorities. In all these matters, both the Group and the 1940 Council have in mind the need to have ready a policy and plan capable of immediate application when peace comes.

THE MINISTRY OF WORKS AND BUILDINGS

Finally, the following is a summary, from official reports and speeches, of the progress to date of the re-planning activities of Lord Reith's Ministry of Works and Buildings, the Government Department responsible for the physical aspect of post-war reconstruction. Some extracts from debates on the Ministry's work are added, to suggest the mood in which Parliament is discussing it.

October 24, 1940: Mr. Attlee in the House of Commons:

The Ministry of Works and Buildings will be responsible for the erection of all new civil works and buildings required by any other Government Department. It will take over, to begin with, the whole organization of H.M. Office of Works, including their present responsibilities for the erection of buildings and other Civil Departments and for Service Departments.

The Ministry of Works and Buildings will be responsible for the licensing of private building, and for determining the priority of proposals for rebuilding buildings damaged by air raids. . . .

It is clear that the reconstruction of town and country after the war raises great problems and gives a great opportunity. The Minister of Works and Buildings has therefore been charged by the Government with the responsibility of consulting the Departments and organizations concerned with a view to reporting to the Cabinet the appropriate methods and machinery for dealing with the issues involved.

November 13, 1940: Report of Lord Reith's replies to questions in the House of Lords:

He described the functions of his Ministry under five heads: (1) The work for which the Office of Works was formerly responsible; (2) the wartime additions to the Office of Works; (3) the further additions to the Office of Works on the advent of the Ministry; (4) responsibilities accruing from the control of materials; and (5) the future—post-war planning.

There must be an eager and even anxious looking forward to the better Britain of our dreams which, in part, devoted men and women were beginning here and there to make come true. One must not overlook what had already been done. The speed and complexity and materialism of life had confused and confounded, and, in some cases, had failed the vision, the divine impatience, the high resolve no longer to tolerate the intolerable. That phrase "no longer to tolerate the intolerable" might be as good a text as any Minister who had anything to do with this subject would find.

No one who had any imaginative sensibility could survey this field unmoved. The need was dire and

urgent. But let no one misunderstand or exaggerate the terms of reference. He had not been told to plan the reconstruction of the country or of London or any part of it, still less to rebuild it. He had been charged to consult with others concerned and to report to the Cabinet the appropriate methods and machinery for dealing with the issues involved. He was working as quickly as he could, and he was proud to have been charged with this task.

January 29, 1941: Statement by Lord Reith in the House of Lords:

I welcome this opportunity of announcing a particular initial step in the preparatory work for reconstruction. In the debate on November 13 there was reference to the difficulties of compensation and betterment. Existing provisions have not worked satisfactorily. They have been proved an obstruction to planning throughout the country. The Royal Commission on the Distribution of the Industrial Population recommended that the subject should be remitted for expert examination. If it was important then it is imperative now with post-war reconstruction in view. I have accordingly appointed an expert Committee.

Terms of reference: "To make an objective analysis of the subject of the payment of compensation and recovery of betterment in respect of public control of the use of land. To advise, as a matter of urgency, what steps should be taken now or before the end of the war to prevent the work of reconstruction thereafter being prejudiced. In this connection the Committee are asked: To consider (a) possible means of stabilizing the value of land required for development or redevelopment, and (b) any extension or modification of powers to enable such land to be acquired by the public on an equitable basis; to examine the merits and demerits of the methods considered and to advise what alterations of the existing law would be necessary to enable them to be adopted." The latter part of these terms of reference makes it clear that the Government do not intend that reconstruction after the war shall be hampered or prejudiced in any way by speculative transactions or any other such individual operations carried out in advance.

The Committee consists of: Mr. Justice A. A. Uthwatt, recently appointed Judge of the High Court, Chairman of recent Government Committees on Responsibility

for Repair of Premises Damaged by Hostilities, Liability for War Damage to the subject-matter of Contracts, and Principles of Assessment of War Damage to Property; Mr. James Barr, Vice-President of the Chartered Surveyors Institution; Mr. F. R. Evershed, K.C., Chairman, Central Price Regulations Committee; Mr. Gerald Eve, President of the Chartered Surveyors Institution, 1932-3; Mr. James Wylie, C.B.E., Barrister-at-Law.

February 26, 1941: Debate in the House of Lords (as reported in "The Times"):

Viscount Samuel asked the Government what was their policy for town and country planning after the war; and whether such legislation as was necessary would be presented to Parliament at an early date. When the end of the war came, and it might come more suddenly than was anticipated, the situation in this country would present many problems. The objects of such bodies as the Council for the Preservation of Rural England would be defeated, and Parliament would rightly be blamed for neglected opportunities. If the war ended suddenly it would be impossible then to improvise plans.

There must be a new Ministry, with its own title, which would absorb the present Ministry of Works and Buildings and would take over from the Ministry of Health its powers with regard to town and country planning and would absorb also parts of the functions of the Ministry of Transport. The location of industry which must come into this matter was a most formidable question presenting very great difficulties and grave problems.

He hoped that property owners would have no desire to press their rights in such a way as to hinder and block social welfare. Their lordships' House was once regarded as a citadel of property and privilege. He hoped it would place itself in the forefront of a movement which would strive to make Britain worthy of a great generation and a great people, worthy to be the centre of our Commonwealth.

Lord Addison said it was vital that there should be a central planning authority with adequate power.

Lord Brocket said that as chairman of the Land Union which fought the land taxes brought in by Mr. Lloyd George, he welcomed the speeches of Viscount Samuel and Lord Addison. Land owners and their organizations could contribute much in a non-party-spirit to the solution of these problems. Wholesale land nationalization would not be for the good of agriculture or the countryside.

Lord Reith, Minister of Works and Buildings, said that within the framework of the study of post-war problems to be undertaken by the Minister without Portfolio, he (the noble lord) had been charged with a special responsibility for seeing that all practicable preparations were

made now for the physical reconstruction of town and country. "Physical reconstruction" was thus a definite and distinct section of post-war problems.

He was now selecting a small staff with the necessary knowledge, to work with him at the centre, and was inviting a dozen or twenty individuals who had special experience in this field to assist him, and to be associated with this work from the beginning in a consultative capacity. To the establishment of this panel he attached great importance. They were set upon making a thorough examination of various points of view and profiting from the past. In due course they would need, and would have, policy decisions on such questions as the place of agriculture in the national economy, the distribution of industry, and the organization of transport. These decisions would be applied by planning.

There are other decisions which Government and Parliament may ultimately take (the noble lord continued). But, in the meantime and now, I am authorized in the preparatory work to proceed on certain assumptions: That the principle of planning will be accepted as national policy and that some central planning authority will be required; that this authority will proceed on a positive policy for such matters as agriculture, industrial development, and transport; that some services will require treatment on a national basis, some regionally, and some locally. Here there are issues of devolution of central responsibilities and of co-ordination of local ones. The importance of maintaining the character and independence of local authorities is recognized, but it will probably be found necessary to readjust their present functions to enable certain of their powers to be exercised on a wider basis. We must consider impartially the whole administrative machinery.

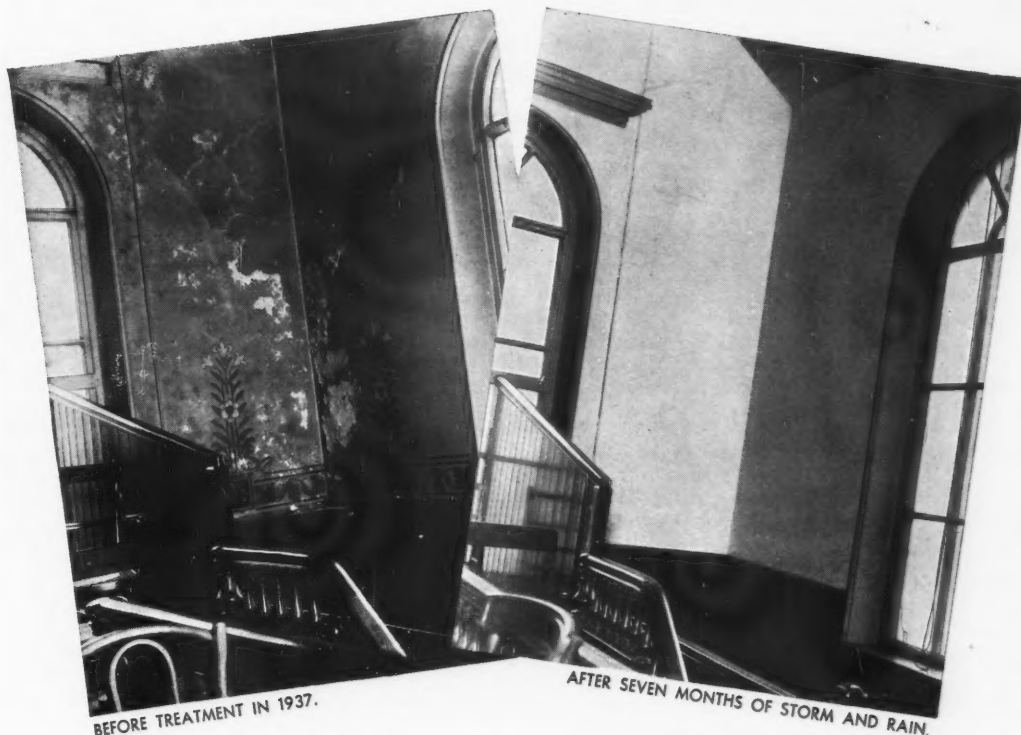
Immediate work falls into three groups. First, there are the measures necessary to prevent action during the war which would prejudice the work of reconstruction thereafter. I announced on January 29 the establishment of an expert committee under Mr. Justice Uthwatt's chairmanship. Its main reference was to examine the subject of compensation and betterment, which is fundamental to planning. The committee also has the urgent reference about speculation in land values.

Another immediate step was to start an examination of actual conditions in what might be regarded as test areas. Three heavily damaged areas were chosen in order that the difficulties, legislative and administrative, standing in the way of redevelopment might be shown. The local authorities concerned are visualizing their cities as they might be, though they obviously cannot make final plans until all enemy menace has passed. Broad conceptions are being taken as the basis of this inquiry in Birmingham, Coventry, and Bristol. The Minister of Health and myself have sent specially-qualified officers to consult with the local authorities, for whose co-operation we are grateful.

I will not anticipate the results of

[continued on p. 11]

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THE MINISTRY OF WORKS AND BUILDINGS

[continued from p. 44]

these surveys, but among the problems which have already emerged from discussions I have had in London and elsewhere, are: The prevention of building which would conflict with planned, sound, and comprehensive redevelopment; powers of land acquisition; powers which local authorities will themselves need in redevelopment—the normal procedure of separate Bills for each area being obviously inappropriate.

The second group is research and information. We need a sure foundation for national planning—that is for any central planning authority in discharge of its duty to secure the best use of land in the national interest. Much independent research has been done and is available; valuable investigation is in progress now. We shall take full advantage of it all and seek to collaborate in its extension.

Our initial programme is now being drawn up, but I can indicate what is in mind. We need, as the basic information of a planning authority, a survey of resources extending into regions and local areas and showing particulars of industry and population. Akin to this is the examination of what are suitable regional units for planning. We shall investigate particular problems, such as the possibilities, including the economics,

of urban redevelopment and revival. As another illustration, the cost of different types of urban development, expansion, and settlement, and the conditions in which each is suitable, will come under review. In this second group I include technological research into building methods and materials.

There is one matter which falls between the two groups. There is some uneasiness about the future of areas which had not previously been industrialized, but into which industries have been, and are being, injected during the war. However decisive war considerations may be for location, the implications of such developments and their relation to regional and local schemes of reconstruction must be considered. We need to determine how industrialization fits into the conditions of the areas, and during the war to exercise such foresight as possible on housing and public services.

The third group of things to be done concerns what might be called the system of planning—the examination of defects in the existing system, of the administrative machinery, central and local, and of the legislation required for the operation of planning on a national and regional basis. Much valuable criticism and information is set out in the report of the Royal Commission on the Distribution of the Industrial Population,

and in other papers. It is probable that legislation will be required to give effect to some of the agreed conclusions which will emerge from all this work; and if so, it will be promoted.

March 19, 1941: *Questions in the House of Commons (condensed from "The Times")*:

Speaking of reconstruction after the war, Mr. Hicks (Parliamentary Secretary, Ministry of Works and Buildings) said that all must have thought that here in the midst of destruction was an opportunity such as had never occurred before of making a bold and challenging start.

While it was to the present that we must devote our full energies, it would be one of the greatest incentives in the march to victory if there could be before us an ever-clearing picture of the Britain we wanted to build after this struggle and of a great and victorious people worthily housed.

Mr. Lawson (Chester-le-Street, Lab.) said that the defence departments have been the biggest sinners in regard to lack of planning and putting works where they ought not to be. The Ministry of Works should not accept the view that merely because one of the Departments wanted to build works in a certain area the proposal must be accepted. It was not matter of building only,

but of deciding what was to be the future shape of the country and the trend of population.

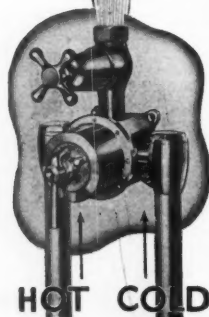
He wanted to see the rural areas of the country preserved. After the last war some very stupid things were done, and stage by stage we had been driven back to the recommendations of Commissions which sat immediately after the last war finished. The country was now living in a very exalted frame of mind. If the hearts of people in cottage and palace could be read it would be found that there was a capacity for sacrifice almost unparalleled in the world's history. There was a danger that after the war was over more special areas would be developed. He hoped that the nation would maintain its present mood after the war was over, and if it could do so there was no problem which could not be solved.

Sir P. Harris (Bethnal Green, S.W., L.) said that many people felt that the damage done in many areas devastated in air raids was a blessing in disguise, and considered that Hitler had done a useful piece of work in demolishing many of those old buildings. He warned the Ministry, however, that in their reconstruction work they would find many difficulties, such as the dislike of poor people to leave the houses and streets in which they and their

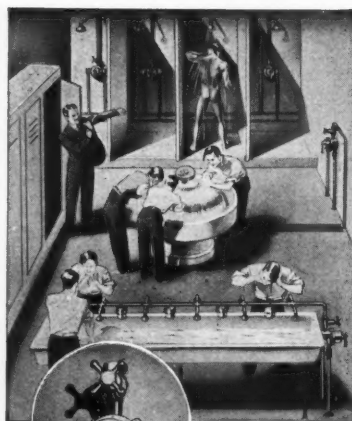
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THE MINISTRY OF WORKS AND BUILDINGS

[continued from p. 1]

immediate forebears had lived for generations. There must be no skyscraper buildings, but fewer houses built to the acre in garden city surroundings.

Mr. Silkin (Peckham, Lab.) said that the factors arising after the war would result in great pressure on local authorities to get something done at once, and unless the plans were ready the same mistakes as before would be made and all the talk of a brave new world would go by the board.

Mr. Greenwood, Minister without Portfolio (Wakefield, Lab.), said it was vital that our energies should be devoted to the war effort, but that was not to say that our minds should not be turning to the fulfilment of our victory in the days of peace. To the other reasons for not permitting building during the war he would add that we should not reduplicate the areas and the lay-out which had been destroyed in so many towns without thinking it all out afresh. (Hear, hear.) That the Government would do.

He believed in planning. We could not after this war go back to the easy days of "go as you please"; nor had he seen any indication of a public desire to do so. By planning he meant the pooling of knowledge and experience to ensure that our limited land was used in the best

national interest and our national resources maintained for the public advantage; the preservation of those beauties which once gone could never be restored; a proper relationship between industry and agriculture. These were enormous tasks.

In regard to the proposed central planning authority, he and his colleagues would prefer to have further time to think of the nature, powers, and constitution of the authority, for its influence on our national life would be so powerful that they could well afford to take their time in setting it up. Regional organization had proved to be an essential part of the structure of Government in war-time. The common adversity had brought local authorities more closely together, and it might be that out of the experience of the civil defence regions there might come some kind of permanent machinery to handle problems of a regional character.

The many Government Departments concerned had examined the report of the Royal Commission on the Location of Industry and the next step was now being considered. A definite Government policy would, he hoped, be reached without undue delay. The question of control of the use of land was under active consideration by an expert committee. The committee had made extensive progress with its investigations. The

various Government Departments were endeavouring, in co-operation with the Ministry of Works and Buildings, to work out the part each was to play in the making of the future.

April 8, 1941: Official announcement (as reported in the R.I.B.A. Journal):

The Minister of Works and Buildings has appointed the following as members of the Consultative Panel on Physical Planning, to which reference was made in the House of Commons recently by Mr. Hicks, Parliamentary Secretary to the Ministry:

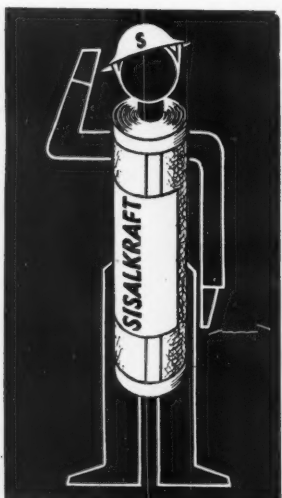
Prof. L. Patrick Abercrombie, Mr. W. H. Ansell, Lord Balfour of Burleigh, Sir Montague Barlow, Sir Walter Citrine, Sir George Etherton, Mr. W. H. Gaunt, Mr. T. W. Haward, Mrs. Lionel Hitchens, Mr. F. R. Hiorns, Mr. L. H. Keay, Mr. T. Alwyn Lloyd, Sir Miles Mitchell, Mr. Richard L. Moon, Mr. F. J. Osborn, Mr. D. A. Radley, Prof. L. Dudley Stamp, D.Sc., Mr. G. W. Thomson, Sir Cecil M. Weir, Sir William E. Whyte, and M. T. G. Wilson.

The Minister of Works and Buildings has also appointed the following as staff experts:

Mr. H. G. Vincent, principal private secretary; Mr. H. C. Bradshaw, secretary of the Royal Fine Art Commission since its appointment in 1924; Mr. John Dower, joint planning consultant closely associated with the work of the Council for the Preservation of Rural England and an authority on local government law; and Prof. W. G. Holford, Professor of Town Planning, University of Liverpool.

Test surveys of the Coventry, Birmingham and Bristol areas have already been undertaken, and the local authorities have been told to plan for reconstruction boldly and comprehensively. One authority, which stated that it could not plan unless the city boundaries were extended, was urged to plan as though the city boundaries were where it was desired they should be. There have been several meetings with the London County Council and the City Corporation, who are now engaged on a plan which will go beyond the boundaries of London as they are now known. Lord Reith, Minister of Works and Buildings, stated that the panel was to meet on April 25. It was not proposed, he said, that the panel should meet often as a body, because the members are regarded as experts to whom particular matters may be referred.

It is expected that there will be an interim report of the committee, presided over by Mr. Justice Uthwatt, on the subject of the payment of compensation and recovery of betterment in respect of public control of the use of land. In the next few months there may be legislation introduced as the result of this report, which would put a stop to speculation on site values and deal with immediate difficulties with regard to temporary building in bombed areas.



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