

THE
OCTAGON

A Journal of The American Institute of Architects



The Washington Situation

Report of Committee on Urban Land Use

*Notes on the Position of the Architectural Profession in Great Britain in Relation
to the National War Effort*

Technical Services Department — With the Chapters

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The Washington Situation

SINCE the last report was made to you, war has been declared. We are engaged in a struggle of unparalleled magnitude. We are confident that the ultimate result will be Victory and the entire Nation is unified in devoting its thought and energy to that end.

It is too early to predict the immediate effect of the war on the profession of architecture. The talents, training and capabilities of the profession are such as to be of greatest service to our country in this hour of struggle. Here in Washington we are striving for the opportunity to be granted to the profession to render service to the country to the fullest extent.

It is obvious that with the consecration of the country to Victory that private needs and activities will be curtailed. We are primarily engaged in winning a war. The sentiment of the Government has been ably expressed by leading officials in addition to the clear statement of President Roosevelt of Tuesday, December 9.

Information

The Washington Representative keeps the Regional Directors and the State Association Director informed by periodic bulletins and communicates with the membership through the pages of THE OCTAGON.

Distribution of Work

There are several offices with which we are co-operating for a further distribution of the architectural work through our profession in general.

Among these are the Division of Contract Distribution of the O.P.M. and the Small Business Section of the Department of Justice. We are also discussing this question with the Counsel of Senator Truman's Investigating Committee.

Lanham Bill

We recently urged the chapters, state association members and Regional Directors to effect an amendment to the Lanham Bill by communicating directly with their Senators and Representatives. The response of the profession to this call was splendid. The bill was debated by the House of Representatives for several hours on Thursday, December 11, during the course of which the argument on the participation of the architects in the defense housing program went on at length. The bill was passed without the amendment we urged, but the debate marked the first time in many years that Congress has indicated an interest in the welfare of the profession.

Congressmen have gone on record to the effect that the architects in private practice must and will be recognized and will participate in the defense housing program. These are statements before Congress and not campaign promises. Without your telegrams, without your cooperation, this recognition of the profession would not have been obtained.

Believing that you would be interested in following those portions of the debate which bear directly on the participation of the profession, we are printing herein excerpts from the Congressional Record of Thursday, December 11, Vol. 87, No.

222. It would interest the architects to read the entire debate, but it is too voluminous to reprint in these pages. However, you have sufficient data before you to enable you to follow the arguments of your Representatives. It would be well for the architects to recognize the interest which those Representatives have shown in behalf of the pro-

fession and to express their gratitude to their Congressmen.

The bill has been referred to the Senate Committee on Education and Labor, of which Senator Thomas of Utah is the Chairman. It is not certain when the bill will be voted on by the Senate.

EXCERPTS FROM THE CONGRESSIONAL RECORD OF DECEMBER 11, 1941.

Mr. Sabath (Illinois). In June the President called attention to the need for additional housing and recommended the appropriation of additional funds. Subsequently, H. R. 5211 was introduced by the gentleman from Texas [Mr. Lanham], chairman of the Committee on Public Buildings and Grounds, to authorize an additional appropriation to be expended under the provisions of the present Housing Act. However, after the holding of hearings on H. R. 5311 Mr. Lanham's committee reported a new bill, H. R. 6128, which proposed 10 amendments to the Housing Act, and it was unanimously reported by the committee. Personally I feel, and those connected with the administration of the law feel, that these amendments, with the exception of the fifth and eighth, will be helpful in administering the act.

The original Housing Act provided for an appropriation of \$150,000,000, and later a bill was introduced to amend the act providing for an additional \$150,000,000 authorization. Due to some criticisms and objections voiced during the course of the hearings before the Committee on Rules for a rule, I called upon Administrator John M. Carmody, of the Federal Works Agency, as well as officials of the other housing agencies administering the act, to explain the use of expensive equipment that had been installed in the housing units constructed under the original appropriation. Assurances were given to the Committee on Rules by the representatives of the Federal Works Agency and other housing agencies and by the Committee on Public Buildings and Grounds that expensive materials and equipment would not be used in future construction, whereupon a rule was granted for the consideration of the bill authorizing the second \$150,000,000 appropriation.

Mr. Speaker, as I have stated, when the need for still further defense housing was found necessary H. R. 5311 was introduced. It merely provided for the amendment of the original amended act by increasing the amount from \$300,000,000 to \$600,000,000. The Committee on Public Buildings and Grounds considered it for many months, and it is my understanding that a subcommittee made a tour of inspection and inquiry to recommend, if found necessary, the safeguarding of future expenditures.

A few days ago I was informed that a committee composed of the heads of three Federal housing agencies had a conference and agreed to three perfecting amendments that would be helpful in the administering of the act, but they do not agree to amendments No. 5 and No. 8 as proposed in the new bill, H. R. 6128. Amendment 5 covers

a new section, designated section 4, appearing on pages 3 and 4 of the bill, which in part contains this provision:

and said housing or any part thereof shall not, unless specifically authorized by Congress, be conveyed to any public or private agency organized for slum clearance or to provide subsidized housing for persons of low income.

This amendment should be struck out of the bill, as I cannot conceive the justification for it.

This restriction, as you will note, does not apply to private sales, whereby private real-estate operators may purchase without any restrictions; but if they could be utilized to advantage by municipalities for slum clearance or for persons of low income, they must first come before Congress for authorization for such sales.

Consequently, regardless of what the chairman of the committee says, I feel that that is an unwise restriction and discriminatory against municipalities and the people of the lowest possible income.

In that connection, I have a letter in my possession from the National Committee on the Housing Emergency, Inc., of New York City, which says:

While it is true that the purpose of defense housing is not slum clearance, it may very well be that at the end of the emergency the most advantageous disposal of certain projects, from both the social and financial viewpoints, would be their conveyance to local housing authorities. In certain instances this may be the best means of preventing the dumping of properties and thereby disrupting the real-estate market.

Local authorities should not be excluded from purchasing these projects when they are offered for sale, but should be given the same opportunity as private purchasers to bid for them.

They also object to section 7, amending the old section 305, and this is what they say:

We believe it to be most inadvisable at this time to attempt a piecemeal reorganization of housing agencies. We are convinced that the best interests of the defense housing program can be served by maintaining the status quo until a comprehensive reorganization can be effected.

Amendment No. 8 includes a new section 305, appearing on page 7 of the bill, which reads, in part, as follows:

War Department and Navy Department: *Provided*, That any other agency lawfully designated by the Admin-

istrator to construct projects for which funds were available at the time of designation may continue such projects to completion: *And provided further*, That the Public Buildings Administration may utilize the services of local housing authorities in such construction herein authorized; and in carrying out the other provisions of this act, the Administrator is authorized to utilize and act through the Federal Works Agency and other Federal agencies and any local public agency, with the consent of such agency. Any funds appropriated pursuant to this act for defense housing or for defense public works and equipment therefor shall be available for transfer to any agency authorized in this section to construct the same.

Mr. Speaker, I have also a copy of letter from the Executive Office of the President, Office for Emergency Management, Division of Housing Coordination, addressed to Mr. Lanham by Mr. C. F. Palmer, Coordinator. On page 2 of that letter he states:

The sale or disposition of these projects should not be limited in such a way as to force them into competition with private housing, now or later. Furthermore, in many cases the best interests of the Government and of the local communities will be served by taking these houses off the market after the emergency and then making them available to that low-income group which private enterprise cannot serve.

He continues to say:

Referring to the proposed amendment to section 305, which would narrowly limit the administrative responsibility of the Federal Works Administrator in selecting the most practical and efficient channel for construction: I am fully in sympathy with every reasonable effort to concentrate responsibility in defense housing but in localities where responsible local housing authorities are at work, it is in most cases more efficient to have the design and construction carried out by these local authorities (which the proposed amendment permits) under the supervision of the United States Housing Authority (which the proposed amendment prohibits). Not simplification but further confusion will be created if an agency other than the United States Housing Authority undertakes to supervise and channel Lanham act defense housing to local housing authorities.

Mr. Speaker, it is my understanding that there may have been some agreement in a conference on the part of Messrs. Edy, Reynolds, Palmer, Straus, and Forman, housing officials, that amendments Nos. 5 and 8 should not be embodied in the bill. I know this legislation is immediately necessary, and while these two amendments have been questioned, I am satisfied, after consultation with the chairman of the Committee on Public Buildings, they can be adjusted to the entire satisfaction of all.

For the time being I will not take any more time. I now yield to the gentleman from Indiana [Mr. Halleck], reserving to myself the balance of the time.

Mr. Halleck (Indiana). Mr. Speaker, I yield myself 10 minutes.

Mr. Speaker, as the gentleman from Illinois [Mr. Sabath] has said, this matter comes to us under a resolution from the Rules Committee, which we are presently considering to make in order the so-called defense housing bill. It will be recalled there was some effort to bring it up under suspension of the rules a few days ago. This effort failed, I think, not because of any particular opposition to the bill, but rather because the membership felt it should come up under a rule and be considered in that way.

This proposal is nothing more or less than a further authorization of funds for defense housing, with certain amendments to the original act which the committee feels should be adopted.

When the program was originally and first before the House, I supported it. I supported it because it seemed to me then that we were under an obligation and necessity to provide housing in certain areas for defense workers where the temporary character of the employment was such as to make it impossible or impracticable for private financing to build the housing that is absolutely necessary. This program has been under way for some time, and there have been some criticisms of the program. It is not necessary to go into them except that it might be said, in passing, that some thousands of these units have been constructed in places where apparently they were not needed because they are not occupied today. It would seem to me that those in charge of determining the locations at which the houses are to be built should be very, very careful to determine definitely the need for such housing before the funds made available by the program are expended, because it has been said to us that even with these funds it may very well be that we cannot provide all of the housing that will be necessary.

I said this measure calls for an additional authorization. It also has some amendments to the bill, and as one who heard the presentation of the committee when they asked for the rule, I want to commend the committee for the amendments which they are writing into the act. I think they have done a good job. I shall not undertake to go into them in detail, because that will better come from the members of the committee, who know what they are, but I just want to say to the members of the committee that I am glad they have drawn a definite line between the necessities or desirabilities of slum clearance or subsidized housing and defense housing. I think this program is written to take care of the needs of defense housing, and other considerations should not be entered into.

I am glad, too, that the committee has indicated a desire and a willingness to consult with local authorities to determine the locations at which these projects shall be built, because whatever may be said of the necessities of the moment, there is no one of us who wants to completely disrupt the general housing conditions in any locality.

I am glad the committee has done what it has with respect to rents. As I recall it, the original proposal was to charge rents on the basis of ability to pay, an arrangement under which one person might have one of these

houses and pay a lesser rent than his neighbor would be paying for exactly the same house. The program now, as I understand it, is to charge a fair, economic rental for these houses, which I think is desirable.

Then, too, I think the committee, in undertaking to centralize the authority for the construction of these houses, is doing a good thing. They provide that this shall be carried on under the Federal Works Administrator, who shall act through the Public Buildings Administration or, in its discretion, through the War and Navy Departments. This is an old, established agency of the Government that I think is well staffed and well qualified to carry on this work.

Mr. Beiter (New York). Mr. Speaker, will the gentleman yield?

Mr. Halleck (Indiana). Yes.

Mr. Beiter (New York). I am wondering if the committee presented anything to the Rules Committee of why they made that change. We now have a United States Housing Authority, an agency that has constructed defense homes during the past year, and apparently done a good job. Why did they make the recommendation? Was there any testimony before the Committee on Rules as to why they made that change?

Mr. Halleck (Indiana). Yes; there was, and I take it that in due time the committee members will speak about it, but it is my understanding that it has been agreed by all of these different agencies that it would be better to have some centralized authority. Of course, the gentleman and I have been here long enough to know that while a lot of different people and different agencies may agree that there should be a centralized authority, each one wants that centralization in his own agency. The committee had to make that decision, and without casting reflection on some of the other agencies, although there have been some criticisms, as the gentleman and I have heard, I think probably the committee has selected an agency that can and will do a good job, an agency that has built some of these houses, doing a good job with the part that they have carried on.

Mr. Jensen (Iowa). Mr. Speaker, will the gentleman yield?

Mr. Halleck (Indiana). Yes.

Mr. Jensen (Iowa). What would the gentleman think about a provision in this act which would read in effect that in carrying out the provisions of the act preference should be given to the employment of competent engineers and architects in private practice, on the basis of competence and at established rates of compensation?

Mr. Halleck (Indiana). That suggestion has been called to my attention by people in my own district. I have not had a chance to talk to members of the Legislative Committee about it, but I rather think that they will be heard upon it.

Mr. Lanham (Texas). Mr. Speaker, will the gentleman yield?

Mr. Halleck (Indiana). Yes.

Mr. Lanham (Texas). I think my distinguished friend

from Iowa [Mr. Jensen], if he will listen to me in my opening remarks, which I hope will be brief, will be quite content about that matter. I am going to discuss the matter just as soon as this rule is adopted.

Mr. Jensen (Iowa). I thank the gentleman.

Mr. Halleck (Indiana). I shall be glad to have the gentleman from Texas do that, because I was impressed with the suggestions of these people, who said, why not give some of this work to us, we are small, and, of course, work that these people might be doing now will not be carried on, and if they can be helpful on this program, I think they should be given a chance.

Mr. Lanham (Texas). Of course, it is the intention to use them, but the adoption of the amendment that they have recommended I think would be unfortunate, not only for them, but in a good many other respects. I think I can explain that to the entire satisfaction of the gentlemen who have received these telegrams. I have received them, and they are all of a similar nature, and, of course, emanate from the same source. I doubt if there is a Member of Congress who has not received similar telegrams and letters. I think I can explain what will be done and that it will be entirely satisfactory to the architects.

Mr. Halleck (Indiana). I know that the gentleman from Texas would be the last man to complain of these people because they send these telegrams. That is their right, and I think they should be taken care of.

Mr. Lanham (Texas). Absolutely; and I am in sympathy with taking care of them. They are suffering now when practically all construction is being done by the Government. I think the statement that I shall make will give assurance to the Members in that respect.

Mr. Jensen (Iowa). Mr. Speaker, will the gentleman yield?

Mr. Halleck (Indiana). Yes.

Mr. Jensen (Iowa). Does not the gentleman from Texas believe that because of the fact that these architects are right there on the ground, it will tend to expedite the work and also save considerable money?

Mr. Lanham (Texas). I do think so, and they are going to be used.

The Speaker. The time of the gentleman from Indiana has expired.

Mr. Halleck (Indiana). Mr. Speaker, I yield myself 2 minutes more.

Mr. Brooks (Louisiana). Mr. Speaker, will the gentleman yield?

Mr. Halleck (Indiana). Yes.

Mr. Brooks (Louisiana). Mr. Speaker, I join with what has been said. I have received letters from practically every architect in my district, and it seems to me that the local architects are in a position to adapt the type of house and the structure to the local climate, the local conditions, and that, therefore, they are in a position to render outstanding service in this construction program.

Mr. Bender (Ohio). Mr. Speaker, will the gentleman yield?

Mr. Halleck (Indiana). Yes.

Mr. Bender (Ohio). In this bill are many references to defense. Does not the gentleman think it is time to take that word "defense" out of these bills and insert in lieu thereof the word "victory"?

Mr. Halleck (Indiana). We are going to gain that victory, of course, and our immediate job is the defense of our land. I am inclined to think it will still be defense, but it will be a victorious defense.

Mr. Crawford (Michigan). Mr. Speaker, will the gentleman yield for a question?

Mr. Halleck (Indiana). I yield.

Mr. Crawford (Michigan). On page 2, lines 22, 23, and 24, it refers to temporary units, while up above it refers to the cost per unit. Did the gentleman get any information in connection with the cost of temporary units as compared with permanent costs?

Mr. Halleck (Indiana). I yield to the gentleman from Texas, who is better informed on that question.

Mr. Lanham (Texas). These temporary units will cost just as little as they can be built for. It is not intended that the average cost should apply to them. For instance, where you build around a powder plant in some rural community some temporary buildings to be occupied for a brief time, they will be built just as cheaply as possible. Those in charge thought there was no necessity to place any restriction upon them, but they do not come within the general provisions with reference to the average cost.

Mr. Crawford (Michigan). If the gentleman will permit further, how do construction costs of temporary units now compare with the figures cited in subsection (b)? In other words, do temporary units now cost us \$1,000, or \$2,500, or \$4,500, or what?

Mr. Lanham (Texas). There have been some which I think are temporary that were built by certain agencies, which agencies will not be used under this act. In many instances I think the costs have been greater than they should have been. They perhaps were not designed to be temporary, but they are temporary.

[Here the gavel fell.]

Mr. Sabath (Illinois). Mr. Speaker, I yield 5 minutes to the gentleman from Oklahoma [Mr. Nichols].

Mr. Nichols (Oklahoma). Mr. Speaker, I shall not oppose the passage of this rule. Likewise, I will no doubt vote for the passage of the bill, but there are some things that I think the House should be advised of and conscious of.

When the bill which this bill amends was before the House for consideration last, certain assurances were given to the Committee on Rules particularly, and to the House of Representatives in general, by those administering the law about certain things which would be done, to wit: I was able to get a set of specifications for the type of house that was being constructed under this program. To my amazement I discovered that not only were these houses provided with electric refrigerators and electric stoves but that in the actual construction of the house copper pipe was used for the water pipes in these defense-

housing units—temporary housing units, if you please. Not only that, but copper screen wire was being used in the screens; that the highest price brass was being used in the hardware in the house.

A contractor who was building some of these houses told me that in the construction of the flues of this house the specifications called for a type flue that would be put in a house to last 60 years. After those specifications were read, the attention of the then head of the department. Mr. Carmody, was called to it, and he assured us that if we would not put hard and fast amendments in the bill which would probably harm the program that kind of construction would be cut out.

Recently the able and distinguished chairman of the Committee on Public Buildings and Grounds, the gentleman from Texas [Mr. Lanham], a man whom I love and respect, went to the trouble of taking at least some of his committee on an inspection tour of these housing projects all over the United States. Members of that committee tell me that they are still using copper pipes and copper screens in the construction of some of those houses.

Mr. Lanham (Texas). Mr. Speaker, will the gentleman yield?

Mr. Nichols (Oklahoma). Oh, yes.

Mr. Lanham (Texas). May I say it is by reason of many things that we discovered on that trip of inspection that we have proposed these amendments to this bill that there may not be a recurrence of the criticism which has come with reference to defense housing and that we may obviate the objectionable things which have been done in appropriations made heretofore for that purpose.

Mr. Nichols (Oklahoma). I certainly hope that will be done, but while I am on my feet I want to make this observation: We are at war. This is a time when we are calling on every citizen of the United States for patriotic effort, and I want to here sound a plea to the heads of the bureaus, the bureaucrats of this country today, let us have some of your patriotism. I want to see the heads of some of the bureaus downtown start thinking about this thing seriously.

[Here the gavel fell.]

Mr. Sabath (Illinois). Mr. Speaker, I yield 3 additional minutes to the gentleman from Oklahoma.

Mr. Nichols (Oklahoma). I think it is a terrible thing that many of the administrative heads of the Government today will not keep faith with the Congress and will not keep faith with the people of the United States. They are guilty, and I charge them. They are guilty of deceit on the Congress. They will come before the committee of the House of Representatives and the United States Senate and they will tell them things that they will do and will not do, and the minute they get the law into their hands then, by the promulgation and preparation of regulations interpreting the law, you cannot recognize the law as the one that was passed, and they will do exactly the thing that they promised they would not do, in order to get the bill passed. To me that is a sad commentary on government in this country. I hope that in this emergency surely they will keep the faith.

Mr. Beiter (New York). Mr. Speaker, will the gentleman yield?

Mr. Nichols (Oklahoma). I yield.

Mr. Beiter (New York). The gentleman is always fair, and I know he wants to be fair. I will say that some of the bureaucrats that he charges are bureaucrats, are not infallible, but in some cities I know this to be the fact, that certain fire regulations and certain ordinances make those men who are building these houses construct them under certain regulations. They must install certain flues.

Mr. Nichols (Oklahoma). All right. If that is the case, then the city council or city governing body can change the regulations. Listen. There is no use to argue with me that it is necessary to put copper pipes, copper screens, and a lot of this highfalutin stuff into these temporary houses, material the gentleman would not put in his own house as a permanent installation.

Mr. Beiter (New York). I think it is unnecessary to use copper for pipes and screens. The gentleman speaks of changing ordinances and regulations. If they change it for John Jones—

Mr. Nichols (Oklahoma). Let me say to the gentleman that good fireproof flues can be built without the use of the expensive material called for in these specifications. The gentleman is on awfully thin ice if he aims to defend the extravagant expenditure of money that has been lavished on the construction of some of these temporary defense housing projects under the bill we passed.

[Here the gavel fell.]

Mr. Crawford (Michigan). Mr. Speaker, will the gentleman from Indiana yield the gentleman from Oklahoma 2 additional minutes?

Mr. Halleck (Indiana). Mr. Speaker, I yield 2 minutes to the gentleman from Oklahoma.

Mr. Crawford (Michigan). Mr. Speaker, will the gentleman yield?

Mr. Nichols (Oklahoma). I yield.

Mr. Crawford (Michigan). First, I want to congratulate the gentleman from Oklahoma for making this disclosure. I think it is one of the meanest, lowest-down, dirtiest tricks I have heard of being imposed on the people of this country by whomever is in charge of the program—I do not care who he is. They are closing industries all over the United States on the ground that there is no copper, yet we learn such facts as these today. It is enough to make the whole city stink. It is stuff of this kind that will wreck this country, if it is ever wrecked. I hope this will be a lesson. So far as I am concerned, I am going to use this information for all it is worth. I congratulate the gentleman for exposing it.

Mr. Haines (Pennsylvania). Mr. Speaker, will the gentleman yield?

Mr. Nichols (Oklahoma). I yield.

Mr. Haines (Pennsylvania). If I understand the gentleman correctly, his complaint refers to temporary buildings.

Mr. Nichols (Oklahoma). Yes.

Mr. Haines (Pennsylvania). The gentleman is not referring to permanent structures.

Mr. Nichols (Oklahoma). I do not understand that we are building any permanent structures under this legislation. If we are, let us not fool ourselves. These buildings are going up in communities which have become overpopulated by reason of a mushroom growth of some industry which has made it necessary to construct housing beyond existing facilities. Let us not kid ourselves that any of these things are going to be permanent houses built by the Government.

Mr. Lanham (Texas). Mr. Speaker, will the gentleman yield?

Mr. Nichols (Oklahoma). I yield.

Mr. Lanham (Texas). I call the gentleman's attention to the fact that on account of complaints that have come to the committee, they are not now using this copper the gentleman refers to. Furthermore we are stimulating them to use plastics just as much as possible and to avoid the use of any raw materials necessary for national defense.

Mr. Nichols (Oklahoma). All I know about is that a member of the gentleman's committee told me that in the committee's inspection trip they found houses still being constructed with copper pipe and these other things I have mentioned.

Mr. Lanham (Texas). Members of the committee who made the inspection trip advised me that, though houses had been built that way, such materials will not be used in any now under construction and will not be used hereafter.

[Here the gavel fell.]

Mr. Halleck (Indiana). Mr. Speaker, I yield 5 minutes to the gentleman from Illinois [Mr. Dirksen].

Mr. Dirksen (Illinois). Mr. Speaker, there is one matter today I wanted to allude to. You will observe that in this bill there is no restriction upon the use of private architects and private professional services. I think this is a matter in which the Congress has been rather derelict, and particularly so at a time when it becomes increasingly difficult for trained men functioning in the building architectural field to get along. We should consider for a moment these restrictions that are placed upon the building of houses. They may not cost more than \$6,000, and difficulty is experienced even below that ceiling. Materials are not available. Obviously it does not warrant the services of an architect. So today the 24,000 architects in the United States of America are faced with a real serious problem. In a great many cases they have had to dissipate their staffs that they recruited over a period of time from experienced architects; and, as a result, with no private building, no Government building available today they are in the position of a neglected group in the country. It is a matter that richly deserves the attention of Congress.

I was going to offer an amendment to the bill to make it mandatory that these professional services be required, but after conferring with the gentleman from Texas I am content to abide by the language now carried in the

bill, that no restriction shall be placed upon the use of competent, private engineering and architectural service.

Mr. Reynolds, who is the Administrator of the Public Buildings Administration and the Federal Works Agency, has given assurances that wherever necessary the services of private architects will be employed. I have every reason to feel that he will. For a great many years I have been sitting across the table from Mr. Reynolds in connection with appropriations for the Federal Works Agency and for the Public Buildings branch before that became a part of the Federal Works Agency. I believe him to be a man of real ability. He is a man of energy, he has had long experience, he has come up from the bottom, and he is one of the good administrators who is really trying to do a job. So, if this bill passes, it means that this building will be reposed in that agency of government which has always been considered as the permanent construction agency of the Government.

We are making a distinction between different agencies of the Government. The Housing Authority is given little part in this picture. I think it has done many good things. Perhaps it has done some things that were not so good. But we do recognize the fact that the great backlog of experience is in the Public Buildings Administration and it will be under the administration and jurisdiction of Mr. Reynolds, who is a very capable administrator. When he gives assurances that private services will be used in the construction of these projects, I shall be content to abide by that assurance.

Mr. Eaton (New Jersey). Will the gentleman yield?

Mr. Dirksen (Illinois). I yield to the gentleman from New Jersey.

Mr. Eaton (New Jersey). I agree with the gentleman as to his estimate of Mr. Reynolds. He is a very unusual, high-class man. But if he now announces that he will take care of our architects in this construction, what is the objection to putting that in the bill and giving that same assurance?

Mr. Lanham (Texas). Will the gentleman yield?

Mr. Dirksen (Illinois). I yield to the gentleman from Texas to answer that question.

Mr. Lanham (Texas). As I stated a few moments ago, when we get into the committee I will be glad to explain that and I think it will be to the entire satisfaction of my beloved and distinguished friend from New Jersey and other Members.

Miss Sumner (Illinois). Will the gentleman yield?

Mr. Dirksen (Illinois). I yield to the gentlewoman from Illinois.

Miss Sumner (Illinois). I know the gentleman is interested in using private capital as he is in using private architects. This morning some of us received letters from the head of the National Real Estate Board who said that private capital would take care of a great deal of this building if they could get the priorities, but it seems they will not let them have the materials to build privately while, on the other hand, they give the Gov-

ernment agencies the materials to build the property at Government expense.

Mr. Dirksen (Illinois). I received a copy of that wire and incidentally, I may say that Mr. Bodfish is the executive vice president of the United States Building and Loan League, which is an association of the building and loan associations throughout the country and, parenthetically, may I say I regard him as an outstanding authority in the field of home construction and home financing. I can see, of course, some difficulty. That is to say, that they would like to build homes all over the United States and I hope it can continue, but, of course, everybody recognizes that the first demand is for homes in those areas that are characterized as defense areas.

[Here the gavel fell.]

Mr. Halleck (Indiana). Mr. Speaker, I yield the gentleman 5 additional minutes.

Mr. Dirksen (Illinois). Mr. Speaker, obviously that has got to be No. 1 on the list. I do believe we are going to have to set ourselves to the problem of seeing that a complete damper is not placed on home building in the country. Otherwise consider the tremendous dislocation of labor that cannot all be absorbed into the defense industry. The welfare of the country demands that that question have attention and that home construction by private builders and private financing be continued.

Mr. Halleck (Indiana). Will the gentleman yield?

Mr. Dirksen (Illinois). I yield to the gentleman from Indiana.

Mr. Halleck (Indiana). It is my understanding that the particular complaint was that there was some trouble about priorities for defense housing. Clearly it would seem to me that the necessity for governmental intervention and the use of governmental funds to build defense houses should not be aggravated by another policy of Government which makes it impossible for private funds to build those same houses as distinguished from the general problem of housing that applies to the whole country. I do not know whether that is true or not, but it would seem to me that if the system of priorities is being used in such manner as to prevent the private building of defense houses, then we ought to look into it.

Mr. Dirksen (Illinois). I may say to the gentleman from Indiana I tried to make that distinction. First of all, we have to take care of those strictly defensive areas where there is a necessity for housing to accommodate workers in the defense industries. Everybody, I think, recognizes that that is No. 1 on the list of demands.

Mr. Holmes (Massachusetts). Will the gentleman yield?

Mr. Dirksen (Illinois). I yield to the gentleman from Massachusetts.

Mr. Holmes (Massachusetts). I know that it is a very controversial and very misunderstood situation that priorities are set in favor of the public housing under this act or any other act. May I say that the same priorities are granted to the private builder in the same area, so there is no discrimination. In a defense area that has been

designated as a defense area there is no discrimination between the private builder and the Government. If the private builder wants to build a hundred or a thousand houses he gets the same priorities as the Government has in the same locality.

Mr. McGregor (Ohio). Will the gentleman yield?

Mr. Dirksen (Illinois). I yield to the gentleman from Ohio.

Mr. McGregor (Ohio). Going back to the gentleman's statement relative to architects, does not the gentleman feel that the plans and designs of houses when they go into a local community should conform to the type, planning, and tradition of that particular community?

Mr. Dirksen (Illinois). I think the bill contemplates that very thing.

Mr. McGregor (Ohio). I call the gentleman's attention to page 6, where it says "so far as practicable."

Mr. Dirksen (Illinois). May I say to the gentleman that obviously when we draw language for a bill to govern the whole housing program, there has to be some leeway, there has to be some flexibility. There may be difficulties so that a portion of that housing program may for one reason or another deviate somewhat. I do not know that you can nail down an agency so close by means of legislative language. Otherwise, it would be necessary to come back here and get relief before they could complete a project.

Mr. McGregor (Ohio). Is it not a fact that that particular language would allow the Federal authorities, if they so desired, to absolutely ignore your local people? It says "so far as may be practicable."

Mr. Dirksen (Illinois). I think that is good language. There has to be some flexibility.

Mr. Lanham (Texas). We can only build so far as it is practicable under the cost limitations.

We will make them conform to the act in planning and design in keeping with the traditions of the city itself, so they cannot build a \$10,000 house under this bill just because it may be a \$10,000-house neighborhood.

Mr. McGregor (Ohio). I am wondering who determines that cost value. Is that determination in the Federal authorities or in the local authorities?

Mr. Dirksen (Illinois). Let me make this observation, and then I shall yield.

There is one other thing in this bill that I think is very important. It provides that these projects must in each case come back to the Committee on Appropriations for an appropriation and for justification. It means that here is an over-all authorization, but if they set up \$8,000,000, \$10,000,000, \$20,000,000, or \$50,000,000 worth of projects they have to have their lay-outs and come before the Committee on Appropriations, and we shall have a chance to look at them, probably a chance to examine the specifications, and get a second idea of what they undertake to do. In the past that has never been possible. Here was a blank check, and only by going out into the field some-

where did we ever find out just how this housing project moved forward.

Mr. Dondero (Michigan). Mr. Speaker, will the gentleman yield?

Mr. Dirksen (Illinois). I yield to the gentleman from Michigan.

Mr. Dondero (Michigan). Perhaps this question ought to be asked of the chairman of the committee. I wonder if any thought has been given to protecting the American taxpayer if private building facilities are sought in the construction of these homes and competitive bidding is resorted to, whether or not the man who files the lowest responsible bid is going to be given the contract to build these houses.

Mr. Lanham (Texas). That is done in practically all instances with reference to this particular construction. There are instances where speed is highly necessary in a particular area and where the construction can be done more economically under a negotiated contract by reason of the fact that the contractors in bidding, not being able to anticipate the market price of materials, will necessarily place the bids high, whereas the Federal Government in doing the building can comply with the existing market price. For that reason, there are cases in which we can use both systems.

[Here the gavel fell.]

Mr. Beiter (New York). The gentleman knows I have talked to him on many occasions in reference to the architects.

Mr. Lanham (Texas). I am just coming to that. I have been trying to answer these questions first.

I suppose approximately 200 Members of the House of Representatives have either written to me or spoken to me about telegrams they have received from architects. I have received some telegrams from my own district. I doubt if there is a Member of the House who has an architect in his district who has not received a similar communication. I take no exception to that. The similarity of the wording, of course, indicates very clearly that the telegrams were all inaugurated from the same source, and I take no exception to that.

They are proposing that an amendment be offered to give them preference in all of this housing that is to be done. I sympathize with the architects of this country. They have had a hard time. So have some of the engineers, landscape architects, and others. I want to see them get just as much work as they possibly can get, because Federal construction has limited their field except in certain instances.

We provide in this measure that the construction shall be done primarily—that is, aside from construction done by the Army and Navy Departments—through the Public Buildings Administration, which is the century-old permanent construction organization of our Government, and which has done the best defense-housing construction that the members of the committee have seen on their recent trip of inspection. Then we provide that the Public

Building Administration may use the local housing authorities where they are competent and can carry on the work, under the supervision of the Commissioner of the Public Buildings Administration and the Administrator of the Federal Works Agency.

Mr. Chairman, I wish to call attention to an assurance from Mr. Reynolds, Commissioner of the Public Buildings Administration, and I am sure that he is deserving in every respect of the encomiums paid him here today. He is a straight shooter, upon whose word you can rely. He has done the best housing we have seen in connection with this act. This is going to be a colossal task. Mr. Reynolds has given the assurance that he is not going to add architects to his architectural force in the Public Buildings Administration and that when he goes into these cities and towns, by reason of the fact that the provisions of this measure are that insofar as practicable in location and design this housing shall conform to city planning and city traditions, the first step he will take will be to get a local architect to help him carry on that work. You can rely upon what he says.

There are certain isolated communities where no architects will be necessary. I gave an example of a powder plant in a rural community where we may put up some temporary but livable dwellings to serve for a brief period and, of course, no architect is necessary in doing that. It would be foolish to prescribe that you have got to hire an architect to build those simple temporary dwellings. But in the instances of urban dwellings and in accordance with the provisions of this act, Mr. Reynolds said that the first step he will take will be to get the services of local architects and that he could not get along without them.

In the first place, if in this measure we say we are going to give any character of service a preference, there is no reason why we should not carry that preference idea on down the line, to the material men and the local merchants who sell the material, and it would not take a great stretch of your imagination to see that you would get into a very ridiculous situation if you carried that idea to its ultimate extent. I wish that everything could be done by local people, but I realize that in many instances this will not be possible. He is going to use these architects and he says that is the first step he is going to take, that he could not well carry on this work without them. But to encumber this law by stating preferences of that character will delay the operation and would be contrary to what we all are seeking to do. Furthermore, suppose you stipulate that they be given preference? That would not mean necessarily that they would get the work. The Federal agencies could then say, "All right, in the interest of economy we will not have any architects at all. We will just build some standardized buildings that have already had architectural treatment."

We have the assurance of the Commissioner that he is going to use them, and that he could not get along without them in accordance with the purposes of this act, and that that is the first step he will take when he goes into these

urban communities. That is just as good an assurance as I want that it will be carried out. I can see the implications and the intricacies of starting in here to put in preferences with reference to every character of service that is to be rendered under this act.

Mr. Beiter (New York). Will the gentleman yield?

Mr. Lanham (Texas). I yield to the gentleman from New York.

Mr. Beiter (New York). I have also discussed this with Mr. Reynolds himself, and he has given me the same assurance that he has the gentleman. However, there is some justification for the complaint of the architects and engineers. It is a well-known fact that it has been the established policy of the Army and Navy Departments and other departments not to employ private engineers and private architects. They use their own men.

Mr. Lanham (Texas). But I may say to my friend that the Public Buildings Administration is launching now on a different kind of construction. It has not been doing it long, but the best construction that has been done under this act has been done by it. Mr. Reynolds is not going to increase his architectural force; he is going to use these local architects. It will be the first step taken to make these buildings conform in design to the buildings in the respective communities. If you start in on this matter of preference, you may as well go on down the line or you will have local people complaining that they are not given this, that, and the other preference that might necessitate delays in carrying on this construction.

* * *

Mr. Jenkins (Ohio). I agree with the gentleman on everything he says with reference to these isolated sections. I think the Government should have a free hand to go into the localities, but I have been vitally interested in the building in metropolitan areas. Does this legislation give this agency the right of eminent domain to condemn land and build wherever they please?

Mr. Lanham (Texas). It does that with reference to this defense housing. When land is not otherwise available the agency goes in under a declaration of taking and then the final determination is in the courts under that declaration.

Mr. Jenkins (Ohio). I would agree that that would be proper procedure out in the rural sections, where you would have to follow that procedure.

Mr. Lanham (Texas). They do not do that where by private negotiation they can acquire the land without it.

Mr. Jenkins (Ohio). What percentage has been built in the cities as against in the rural sections up to now under this program, just generally?

Mr. Lanham (Texas). I cannot give the gentleman the percentage, but of course there has been a great deal built in the rural sections. I do not have the exact percentage at hand.

Mr. Jenkins (Ohio). I have seen the projects in both places. I have seen them in the rural sections, and I favor that, but I have seen them in the big cities, and it looks to me as if they are encroaching upon the real

estate businessmen and upon the business of everybody else in the community. When you go in there and build block after block of houses you create confusion. The contractor does not have any competition, then; you know he cannot compete. The Government is against him. He is right at the mercy of the Government. If the Government can go in there and condemn property and build, then I say that we ought to put the rankest restrictions around it.

Mr. Lanham (Texas). As a matter of fact, we have it in the bill that it must be done according to the local planning and the local designs. We have the assurance of the Commissioner that not only will he give preference to these architects but he will, as his first step, select them in preparing the designs for these buildings under the terms of this act. But when you get into provisions of preference, you have to go right on down the line. It is unfair to express preference to one kind of service and not express preference to all kinds of service locally. I want them all to be used locally wherever they can be used. We have the assurance that they will use these architects locally.

Mr. Jenkins (Ohio). I do not know that the minds of the gentleman and I meet on this proposition. I agree with what the gentleman says, but what I want to bring out is this. I am afraid that when the Government goes into the municipalities and builds block after block of buildings it is going into a pretty dangerous business, because it is going to stifle competition. Further, after the war is over, it will leave hundreds of thousands of empty buildings, and the city will have to take care of them with respect to the sewage and various things like that. Why would it not be well for us to go slow and let the F. H. A. participate in this construction? I understand that the President a day or two ago issued some sort of an order raising the borrowing limit or the insurance limit to 90 percent so private capital could have a chance to go to work. Whenever private capital operates in a community it operates for the best interests of that community.

Mr. Lanham (Texas). We want private capital to operate, and the provisions of the act are that not until the available housing has been determined by a survey and the extent to which private capital and the F. H. A. will do the building will any of these funds be used. It is not the intention to go right into the heart of a city and build these houses, because the plants are normally not in the heart of a city. We are trying to get construction of a kind that ought to be built and that can be sold to recoup this money for the Government. This is not a subsidized low-income housing proposition. These men make good wages. The proposition is to build houses in which they can live permanently and buy the houses, so the Government can recoup as much of this money as possible.

I may say to the gentleman that I have seen pictures of some housing done under this act heretofore which I do not believe would be decent housing in any community. We are trying by the amendments we have suggested

here to obviate in the future any criticism we have been having in the past.

Mr. Youngdahl (Minnesota). Mr. Chairman, will the gentleman yield?

Mr. Lanham (Texas). I yield to the gentleman from Minnesota.

Mr. Youngdahl (Minnesota). I appreciate the fairness with which the gentleman and the members of his committee have gone into this whole problem, especially the problem in connection with the utilization of the services of the local architects. Is the attitude of the gentleman as now stated the attitude of the members of the committee also?

Mr. Lanham (Texas). It is. We have gone into it very thoroughly. The local architects will be used. However, Mr. Chairman, this proposed amendment would cause a great deal of confusion. What we are trying to do is to obviate this criticism and these kinks in operation. Consequently, I make the statement that they are going to be used, and the Public Buildings Administrator has said that that will be the first step he will take.

Mr. Youngdahl (Minnesota). Does the gentleman feel, further, that the language placed in this bill as an amendment setting forth that the designs should conform to the design and location of local planning and conditions will more or less compel the Administrator to use the services of local architects?

Mr. Lanham (Texas). The Administrator so feels and wants to comply with that requirement in administration.

Mr. Hinshaw (California). Mr. Chairman, will the gentleman now yield to me?

Mr. Lanham (Texas). I yield to the gentleman.

Mr. Hinshaw (California). I have two questions I want to ask the gentleman. In the first place, I have one of these very large defense projects in my district, being in connection with the Lockheed plant. There has been no requirement for public building of this sort in my district, as that has already been supplied by private capital, but in the language on page 2, where it states, "The President shall find an acute shortage," and so forth, does that mean he has to find that there is no private capital available to build these buildings?

Mr. Lanham (Texas). Yes; that is the intent of the act, as has been expressed from the beginning, and the Housing Coordinator goes into each community and makes a survey of available housing and a survey of what can be done by private capital, and this is only to take care of the excess. Of course, I am sorry there is any excess, and I wish more of this work were being done by small businesses that we already have in our various communities and would not involve this migration of labor to such a great extent.

Mr. Hinshaw (California). I have an increase in employment of from 2,200 to 35,000.

Mr. Lanham (Texas). The gentleman, I think, will need some relief.

Mr. Hinshaw (California). No; we do not need any relief, because all of this new housing is now being sup-

plied by private capital, and no Government money has been spent.

Mr. Lanham (Texas). That is fine, and that is the intent of the act wherever that can be done.

Mr. Hinshaw (California). Now, my second question is this and I ask it of the gentleman as an able and distinguished lawyer. Do these people who live in the homes provided by the Government on Government-owned land, retain their right to vote in their own communities?

Mr. Lanham (Texas). I suppose they do, if they are there temporarily, just as we who serve here in the Congress retain that right. I must confess that I have not looked into the legal aspect of that matter and this is the first time it has been brought to the attention of the committee.

Mr. Hinshaw (California). I have been informed that living on Government-owned land as residents they are deprived of their right to vote. Certainly, in some of the States, and I wondered if the gentleman had gone into that to his own satisfaction or would be willing to do it, ultimately, for the benefit of the House and the people concerned.

Mr. Lanham (Texas). As a matter of fact, I will say to my friend that I feel sure my sympathies and sentiment would be quite in accord with his own, but I think that would have to be done by independent legislation and not made a part of this act because it ought to apply to all Government land and not merely that acquired for defense housing.

Mr. Hinshaw (California). I understand that in my own State it would require an amendment to the State constitution to give the people who live in these Government-owned premises the right to vote in my State.

Mr. Lanham (Texas). In response I will propound a legal question to my good friend from California.

Mr. Hinshaw (California). I am not a lawyer, so do not ask me a legal question.

Mr. Lanham (Texas). That question is whether or not any statute we might pass would nullify the provisions of the constitution of California.

Mr. Hinshaw (California). I may say that, of course, there is the provision that the right to vote shall not be abridged, but of course, at the present time the laws in the various States that qualify voters are different. Consequently, it would require some kind of statement, perhaps, on the part of the Congress that a man's rights shall not be abridged by virtue of his living on Government land.

Mr. Lanham (Texas). I shall be glad to confer with my friend about that, but I do not believe it would quite come within the province of this particular legislation.

Mr. Angell (Oregon). Mr. Chairman, will the gentleman yield?

Mr. Lanham (Texas). I yield to the gentleman.

Mr. Angell (Oregon). Is the language in the amended bill with reference to the employment of architects that found on page 5, line 20, that—

Nothing in this act shall be construed to prevent the

employment or utilization of the professional services of private persons, firms, or corporations?

Mr. Lanham (Texas). That is correct. We make it permissive, and that is the way, in the judgment of the committee, it should be, and we believe it is for the best interests of the architects.

Mr. Angell (Oregon). The gentleman will recall that I have had this matter up with him because there has been a great deal of complaint in my own State, and not only the general complaint that the gentleman has spoken about.

Mr. Lanham (Texas). I appreciate that.

Mr. Angell (Oregon). Because we have had a very bad situation, and permit me to say this. We have had quite a large undertaking there and they brought in outside architects when we had a number of very efficient architects there on the job. But they were ignored and architects brought in from the outside.

Mr. Lanham (Texas). I appreciate that.

Mr. Angell (Oregon). And under the language here they can do the very same thing.

Mr. Lanham (Texas). But let me say to the gentleman that that is not going to be done because we have another provision in this measure to the effect that the local authorities and the local housing authorities shall be consulted, and that the building in location and design shall conform, insofar as it is possible to do it under the terms of this act, to the city planning and the city designing. The Commissioner of the Public Buildings Administration has said that the first step he will take is to go in and get these local architects.

Mr. Angell (Oregon). These architects that they brought in from the outside had to comply with local building restrictions.

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Mr. Lanham (Texas). I wonder if the gentleman realizes the force of the observation I made a short while ago, that if you put in this bill that preference shall be given to local architects that would not mean necessarily that the architects would have to be hired.

Mr. Angell (Oregon). But it would mean something, while the language that is there now means nothing.

Mr. Lanham (Texas). And suppose the Federal agencies already had some designs that were somewhat in keeping with the local city planning and designs, they could use them without any architect at all. The best assurance you can get is the assurance given by the Commissioner of the Public Buildings Administration, and if you have had any dealings with that gentleman I know you respect him.

Mr. Angell (Oregon). Oh, I have the greatest respect for that man, but he may not be the one to make the decision.

Mr. Lanham (Texas). That will be the first step that he will take.

Mr. Angell (Oregon). I repeat, he may not be the one to make the decision.

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Mr. Angell (Oregon). Mr. Chairman, I want to compliment the committee on the excellent work they have done in bringing this bill before us. There are two items in this bill, in the brief time I have at my disposal, that I want to call attention to.

* * *

The other provision is with reference to the employment of professional services in the construction of these projects. We have had an unfortunate situation in my State in that a \$400,000 building project by another agency was carried on and they imported an architect from the outside to handle the project.

We have a large number of very fine architects who are skilled and expert in this particular type of construction. These men were available, but for political reasons others were brought in from the outside. I regret that the language of this bill is not more specific. It is unfortunate that it is a milk-diet provision. It merely provides that nothing in this act shall be construed to prevent the employment and utilization of the professional services of private persons, firms, or corporations; but there is absolutely nothing in the bill that provides that they shall be employed where they are available and where comparable conditions exist, or even that they shall be given preference. I think the committee should amend that section. I took this amendment up with the chairman of the committee while the committee was still developing the bill, but this weak provision was inserted in the bill, which will permit this agency to go forward in the future just as has been done by other agencies in the past. I have the highest respect for Mr. Reynolds; he may not be the man who will administer these projects. We are living in very serious, hectic days. No man knows when he goes to bed at night who will be at the head of one of these undertakings in the morning. We should provide in the generic law for the utilization as far as practicable in local communities of local people, so that the scandal of employing and the bringing in for political reasons of outside architects and other professional employees will not happen again.

[Here the gavel fell.]

* * *

Mr. Green (Florida). Mr. Chairman, reserving the right to object, the architects and engineers in my districts are deeply interested in this matter. To what extent may

their services be utilized under the present language of the bill?

Mr. Lanham (Texas). Their services will be utilized and used very liberally indeed. I tried in previous remarks to make a full explanation of that. I think they will be used much more liberally under the terms of this bill than if the amendment to which the gentleman referred and which many of us have received is included in the bill.

* * *

Mr. Lanham (Texas). Mr. Chairman, I move that the Committee do now rise and report the bill back to the House with sundry amendments, with the recommendation that the amendments be agreed to and that the bill as amended do pass.

The motion was agreed to.

Accordingly the Committee rose; and the Speaker having resumed the chair, Mr. Beam, Chairman of the Committee of the Whole House on the state of the Union, reported that the Committee having had under consideration the bill (H. R. 6128) to amend the act entitled "An act to expedite the provision of housing in connection with national defense, and for other purposes," pursuant to House Resolution 382, he reported the same back to the House with sundry amendments adopted in Committee of the Whole.

The Speaker. Under the rule, the previous question is ordered.

Is a separate vote demanded on any amendment? If not, the Chair will put them in gross.

The amendments were agreed to.

The bill was ordered to be engrossed and read a third time, was read the third time, and passed, and a motion to reconsider was laid on the table.

These extensive quotations from the Congressional Record of December 11, 1941 are valuable to the architect because they show congressional background, and because they contain certain assurances with respect to the Lanham bill which members of the profession should not fail to remember when they seek employment under the terms of that bill.

EDMUND R. PURVES,
Washington Representative, A.I.A.

Report of the Committee on Urban Land Use

Foreword: The report of the Committee on Urban Land Use, Frederick Bigger, Chairman, made to The Board of Directors of The Institute at its meeting in April, 1941, should represent The Institute's position with respect to this important field of activity and should be used as a guide for activities of committees of the future which are active in the problem of rehabilitation of cities.

For many years The American Institute of Architects has been preparing committee reports on housing. These reports have been the best efforts of some of the ablest men in The Institute who have interested themselves in housing and city rehabilitation. A fair criticism of reports in general of any organization is that they are generally received with appreciation and filed and that they rarely serve as a basis upon which to act. It would seem proper, then, to suggest to the membership of The Institute that they consider this excellent report as a foundation upon which The Institute will build a forward-looking policy in the field of city rehabilitation.

The present Committee on Urban and Rural Land Use is in reality a committee for action, and it is hoped that with the collaboration of other national organizations the elements interested in the building industry will be able to present a united front, not only in appearing before committees in Congress to register their approval or disapproval of measures affecting the building industry but also that the united action of these groups may be felt in each community as assurance that a sound long-range post-war program of construction may be developed and put into action.

The membership of The Institute is indebted to the Committee for the following thoughtful and far-reaching exploration of this important field of activity.

WALTER R. MACCORNACK, *Chairman*
Committee on Urban and Rural Land Use, A.I.A.

INTRODUCTION TO ARCHITECTURAL OPPORTUNITY

THE major portion of the built-up area of any city is devoted to private buildings, which someone had to design and someone else had to build. This situation would hold if the community were redesigned with less denseness of buildings and more open spaces. Therefore, the more obvious field for architectural work, and for architects to demonstrate their skills, lies within those areas of a community which should be redesigned and rebuilt. This would be the traditional type of architectural opportunity, within the scope of normal architectural practice, for the detailed handling of which ample talent is ready.

In the minds of the more specialized designers lie the potential skills to organize such undertakings in their entirety, however complex and intricate they may be. The dream of physical redesigning and rearranging can not be realized, unless there is applied to it the most serious and constructive consideration of the relationships between physical things and the less tangible, but no less real and compelling,

factors of social and economic character. These fields of relationship, ordinarily, are not widely explored or deeply studied by any large number of members of the architectural profession. Some very able architectural designers ignore these fields completely.

Here, evidently, is opportunity for those architects who are conditioned for such an adventure. They may participate, with specialists in these fields, in clarifying the issues which determine the social and economic background against which large scale physical planning and construction must be done. Moreover, this sort of joint adventure (if architects participate in it at all), and the execution of architectural commissions, should be undertaken within the local community itself. Many constructive steps can and should be taken prior to the actual launching of a long-term program of urban rehabilitation and redevelopment. Among those who also will take an active and constructive part in such a program

will be those investors and investment institutions whose present holdings need attention and whose future investment safety is of concern to them. With these will be the producers and builders and others who desire an active building industry.

Regardless of the architects' wide range of opinions on matters of social, economic and political policy, there is ample common ground for discussion of the problems of maladjustment, physical and economic, within our urban communities. No group of architects has formulated, or subscribed to, any kind of complete, long term program for urban rehabilitation and redevelopment, which recites the steps to be taken, the powers to be used, the agencies by which the powers might be used—from the very beginning clear through to a distant and presumably successful finish—either as a theoretical procedure of logical sequence, or as a concrete proposal to be undertaken in their own communities.

With this latter fact in mind, and believing that no comprehensive program of exactly this kind has thus far been outlined, the Committee on Urban Land Use offers one now. Like any synthesis it is one parti, and it is worthy of study on three counts:

(1) to encourage thinking the entire problem through in at least one of the possible ways the job could be undertaken; (2) to appraise the reasonableness of the steps of activity as parts of a consecutive and logical sequence; and (3) to bring out differences of opinion—particularly with regard to what agency or type of agency performs this or that duty, or assumes this or that responsibility—thereby revealing that a change of one part of the program involves readjustment of all the other and related parts.

The program to be considered is not easy to state clearly. It would have been needlessly confusing, if all the various alternatives for any part of it had been discussed, all together in the general outline, before going on to the next logical step. The reader may not find his pet idea here; or it may be here in another guise. If alternatives are to be offered for consideration, the Committee urges any advocate to offer his alternative only as an integrated part of a substitute, complete, long-term program. There is urgent need of such a comprehensive program which can be accepted, with variations to meet different conditions, but which in essence is applicable continuously from a beginning to a successful completion.

A LONG TERM PROGRAM FOR URBAN REDEVELOPMENT; AND ITS IMPLEMENTATION

The Committee on Urban Land Use presents a descriptive sketch outline of a long term program for dealing with the extensive blighted areas of urban communities. It is intended to reveal, in principle, what must be done if effort is to be effective, if false starts are to be reduced to a minimum or avoided,—if procedures are to be found which will not have to be discarded later because they cannot produce the proper results in a continuing series of constructive building enterprises.

Many details, and extended explanations, are avoided: *First*, because localities throughout the country differ with respect to the character, extent and intensity of their blighted areas, differ as to their political and legal backgrounds, and the presently available organization and powers with which to implement such a long term program; and *Second*, because to give a complete exposition of the conditions, causes and effects of blight would involve an addition, of doubtful value, to the large and increasing volume of writing on the subject,—and would

delay coming to grips with a program of constructive action.

Community Planning

The community must have maps showing the uses of land throughout its area. The official planning agency or officials must have knowledge, available in maps, charts and tables, of the present assessed values of properties, of tax delinquencies, of distribution of population, of the costs of various public utilities and services, of municipal revenues and debts, of school and recreation buildings and facilities,—and of the relationships of these and other matters to each other and to the whole.

A city plan, tentative at first, must be made if it has not already been made. This should reveal the future most desirable distribution of population, and of land uses—which would be followed naturally by a new pattern of the zoning map to conform to the proposed uses. These will have to be considered in the light of the changes they imply. Consideration

must be given to the financial abilities of the municipality and of private investors to cope with a long term sequence of gradual changes, with a sequence of reimprovements. Such a program will involve continued large expenditure to eliminate substandard conditions which are a physical, social and financial liability, and to replace them with attractively designed districts progressively constructed, soundly built, and safeguarded as to amenities and stabilized values. Therefore, probably other types of improvement will have to be curtailed, especially projects demanded for the peculiar benefit of one district but promising undesirable effects upon other districts,—projects, for example, which may stimulate an undesirable type of decentralization and accelerate urban depreciation rather than retard or prevent it.

The planners will designate the blighted areas, tentatively at first. Some of these still may respond to a salvaging procedure, and a building up, with the impetus and continued active cooperation of neighborhood interests and the financial groups concerned with ownerships and mortgages in the particular area. For such an enterprise, the demonstrations of the Waverly Neighborhood Conservation Program, in Baltimore, and the Woodlawn Conservation Project, in Chicago, will suggest what can be done, and how much accomplishment should be expected from this kind of cooperative effort.* Other blighted areas will be such as to suggest redesigning, altering, modernizing, building and rebuilding, on the existing city block layout with little or no change in public utilities. In many cases, probably, they will suggest the need for less dense concentrations of population and less land coverage than have been considered hitherto. Still other substandard areas will be so bad, and will have such obsolete street patterns and such inadequate (or no) public open spaces, as to call for a major redesigning and rebuilding operation of very considerable extent.

The planners will have to know a great deal about the ranges of family income of the people of the city, and the number of families in each of several selected ranges of annual, or monthly, income. It is this income in the aggregate which determines how much rent they can pay, or what value dwelling they can afford to own, and what amount of taxes residential properties can afford to pay. It will not be forgotten that, in the past, certain apartment buildings (for example) did not remain filled with

tenants at sufficiently high rentals to permit payment of taxes and also avoid financial reorganization of the investment enterprise. Commercial districts which serve the population, and in turn are supported by that population, will have to be brought into reasonable balance with residential and other districts. There will have to be wisely devised curtailment of areas presently over-zoned for business and industrial uses, and probably new locations for some of these uses in better relationship to the people who support or work in them.

School sites and their appurtenant recreation areas (one of the most vital and expensive elements in the city plan), and park areas of all kinds, will have to occupy larger percentages of the urban land than heretofore. These facilities will absorb an amount of land which, in many cities, could not be occupied by useful buildings for many years, in view of the general rate of population growth, and a not completely undesirable (in the larger sense) spreading out of population into outer portions of the urban area beyond the unhappily restrictive political boundary line of the city.

After a gradual reduction has been made of present over-concentrations of occupancy of particular districts, and a more open type of general building development has begun to materialize throughout the community, ribbons or bands of park lands and consolidated open areas of parks and playgrounds will be recognized, for their contribution of permanent values to buildings, and as the essential protective barriers of open space into which the city designers will arrange them.

While the planners are looking ahead, they will recognize and try to avoid such concentrations of housing for the lowest income groups as will cause financial complications to the other types of housing and to the community as a whole. Those who are primarily concerned for public housing, and the planners who must be concerned about all types, must clarify their prospective joint program. Since the city plan should give the general controlling clue to all the relationships between different uses, residential and non-residential, and different types

* See the volume titled "Waverly, a Study in Neighborhood Conservation", published by the Federal Home Loan Bank Board, Washington, D. C., 1940. A similar report upon the Woodlawn project is understood to be in preparation by the same agency, but publication is not yet officially determined.

of the same general use, the general redevelopment program must be flexible enough to allow the best balance to be established between dwellings for families of all income ranges and buildings and land for non-residential uses.

Dealing with properties

While the planning studies, sketchily outlined above, are going forward, the community should be looking to its organization of municipal functions and its different available or needed legal powers. In some States the constitution may have to be amended to allow a municipality the power to deal properly with its own problems. But a State enabling act may be all that is necessary, for example, to empower the city to take title to properties that have become woefully tax delinquent. A city which now has this power is a step ahead. If that agency of the city which deals, or should deal, with such matters were to be set up as a special corporate arm of the municipality, it could do many important things. Under the guidance of the city plan and with the advice of the planners, such an agency could sell properties for which there is no anticipated public use; it could lease others and assure payment of taxes thereon; it could withhold properties from sale if they were so located as to be unripe for development or use with advantage to the city; it could hold others as the nucleus of needed parks and playgrounds, school sites, or areas for consideration in a redevelopment program; it could exchange one property for another. It should be given the power, with proper safeguards and in conformity with the city plan, to acquire properties by purchase or gift.

When all the preliminary study has determined that a particular area is appropriate for redevelopment, and a plan for the new development has been studied and appears to be both good and economically feasible, then this same corporate real estate agency should be allowed to use the power of condemnation—to secure those relatively few parcels it has not been able to secure otherwise. Condemnation power must be secured by State enabling legislation. It should be for the purpose of redesigning and rebuilding the urban community. This is a larger and more comprehensive public purpose than condemnation for the purpose only of clearing out the slums, or to secure sites for low income housing under the United States Housing Act. Some of

those who already see the need to make that power available, for rehabilitating or redeveloping blighted areas, would prefer to have the power given to privately financed urban redevelopment corporations, or both to such corporations and the municipality. Legislative bills* and the partially revealed programs of real estate organizations are making provisions of this kind.

The Committee on Urban Land Use admits that local conditions and psychology, especially where a movement to secure such condemnation power has already made headway, will probably dictate the choice of agency to which these broad powers of condemnation shall be given. However, both theoretically and practically, there is much to be said in favor of giving the condemnation power to all the tax payers collectively, i.e., the local municipal government, instead of giving that power to one group of tax payers who intend to invest in the acquisition of property for redevelopment. So that the program now being outlined may be clearer, and so that other aspects of the program can be more clearly seen in their relationship to the use of this power, this Committee will treat the subject as if only the local municipal government were enabled to use the condemnation power. It is assumed, of course, that such power would be exercised in conformity with official plans and regulations, and that there would be adequate safeguards in the public interest.

Redevelopment Corporations

Legislation should be secured (a State enabling act) under which it will be possible for private capital to set up one or more urban redevelopment corporations. Such agencies will be similar in principle to those provided in the New York urban redevelopment corporations law (previously referred to), except that they will not be vested with the power of condemnation already indicated here as an essential function of the city. Conservative investment capital, rather than quick turnover capital, will be afforded opportunities, under reasonable safeguards in the community's interest, to design, rebuild and build, and to manage the housing and other buildings, which are to occupy the present blighted areas after they are cleared and the new land uses therein

* The original report referred to the New York State "redevelopment corporations bill," since passed, and to laws being considered in other states.

as assigned by the planning agency are agreed upon. All of the operations of an urban redevelopment corporation should be so designed as to dovetail into those of the planning agency and the city real estate corporation.

Partial Summary

The Committee on Urban Land Use, thus far in this report, has indicated the principal agencies (with one exception, yet to be noted), and has indicated some of the procedures which will be necessary. The importance of the planning agency has been recognized, and the general character of its study and planning has been suggested. The city real estate corporation has been outlined with respect to its functions and powers. The urban redevelopment corporations have been placed in the picture.

It is evident that preliminary study and planning is the beginning of the long-term program. In some communities such a start has been made; in many others there is nothing to prevent going forward with the necessary preliminary work, if public officials are willing and if there are adequate signs of desire on the part of private interests, to proceed. It may be true, also, that there are enough advantages in having such a real estate corporation, which can take title to, and deal with, the delinquent properties, to justify legislation to create such agencies at an early date, wherever no adequate substitute agency exists. From the work of such a body, the community would profit even before the time arrives to condemn properties for the purposes of rehabilitation and redevelopment.

However, no program will be adequate, nor will there be actual achievement in rehabilitation and redevelopment, unless additional devices and procedures are adopted. These are suggested later.

Public Costs versus Private Costs

Underlying all the symptoms of blighted areas lies one basic cause. It is the absence, hitherto, of that kind of public policy and regulation which will prevent any built up areas of the community from being so badly planned, so densely occupied, so overcrowded with buildings, so deficient in open spaces, or so neglected that people will either be driven in large numbers to go elsewhere to live, or remain, discontentedly to endure inferior living conditions.

Because of the nature of the financial procedures which are involved, the crux of the problem of devising this kind of public policy is the difficulty of assuring safety and stability to conservative investment in land and buildings sufficient to offset the public control which may be exercised in the interest of the entire group of property owners and citizens of the community.

The local community, in its official capacity, should attend to its general planning of areas for particular uses and its regulation of land use according to plan. It should control the execution of the detailed program of dealing with tax delinquent properties, by negotiation, foreclosure or condemnation,—and the assembly of sites for rehabilitation and development. It should designate the *general* pattern of building development; of schools, public open spaces and transportation. It should supply these and other public services. It should retain title to the land it acquires for redevelopment, and lease it to an urban redevelopment corporation for a long period. There are qualifications to this. Redevelopment sites should be acquired only when and as a redevelopment corporation comes to the point of agreement with the city on the design, character and prospective financial set-up of a specific enterprise.

Although the city may acquire considerable areas of land, abandoned by owners to avoid paying taxes, which will tend to keep down the cost of acquiring redevelopment sites, there yet remain chances of high cost. In the light of all requirements as to land use and coverage, population density, varied income levels of families to be housed, cost of construction, costs of borrowed money, interest rates, amortization period, taxes, etc., a calculation backward will reveal the land cost, or land leasehold value, that can be entered upon the books of the redevelopment corporation. The difference between this amount and a larger sum, if it is required to acquire the site, represents the amount which the public as a whole may be expected to contribute to the enterprise. There are two justifications for this: first, the fact that the community itself by neglect has shared, if not actually borne the principal responsibility for the conditions to be remedied; and, second, it will be worth much to the community to clean the slate and redesign and help rebuild itself in a physically and financially healthy pattern. But neither the local community nor, in all probability, the State can

afford to make this public contribution. The obvious answer is that the Federal Government might assist. If that is to be accomplished, there are various equities and interests to be conserved and balanced.

The Committee on Urban Land Use offers, for further careful consideration, the following final part of this outline:

(1) The Federal Government, through an appropriate agency—possibly a consolidated type of agency—may make a long-term, very low interest rate loan to the city, to cover the excess cost of site acquisition. Its loan contract might require assurances (a) that the city will retain title to the land; (b) that the city will control this and other enterprises, and its own financial affairs in such fashion as to conserve the newly redeveloped area, without jeopardizing other areas which need similar treatment, and without demoralizing or hastening the depreciation of districts which now are good; (c) that the community will put in order its physical plan, its retrograde areas, its community services, and its financial affairs.

(2) The Federal Government, in addition, may render financial assistance to redevelopment corporations, having in mind the safeguards to the public interest previously outlined in this report, particularly in item "1" above. This assistance may be in the form of insurance of money loaned by others to the redevelopment corporation, and insurance to that corporation which will cover the risks of operation during an initial period of reasonable duration.

Conclusion

The Committee on Urban Land Use is aware that much of importance is omitted from the above outline. Those who miss a mention of taxation are

asked to note that a reorientation of the local taxation will be inevitable, gradually, as the program proceeds from one project to another covering more and more of the urban area with better physical development and of sounder financial characteristics. Those who miss a mention of tax exemption may be glad to see that such subterfuges to benefit one part of the community at the unforeseen or unpredictable expense of another part are replaced by a probably sounder procedure intended to achieve the same principal objective as that advocated by those favoring tax exemption. Those who miss a mention of "public housing" are urged to consider whether or not their legitimate objective of securing adequate housing for low income families could be achieved by a more detailed and careful correlation of public housing and privately financed urban redevelopment corporation housing, with respect to physical distribution, as well as with respect to the financial relationships between both kinds of housing and the community. It is well to keep in mind that subsidized housing cannot support itself, and cannot support schools or transportation or extensive business districts. If cities are to be properly redesigned, and are to compete with the presently superior attractions of the suburbs which feed upon them, low income housing must be supplemented by higher income housing; by otherwise unaided business enterprises properly related to both kinds of patronage; and by employment of workers of varied abilities and income capable in the aggregate of sustaining the municipal enterprise which is the urban community.

ARTHUR C. HOLDEN

CHARLES DANA LOOMIS

HORACE W. PEASLEE

WALTER H. THOMAS

E. J. RUSSELL,

FREDERICK BIGGER,

Vice-Chairman

Chairman

Notice to Members in Military Service

AT the recent meeting of The Board of Directors of The Institute held in Washington (October 28-November 1) consideration was given to the procedure to be followed in connection with dues of Institute members in the military services.

As in the first World War and as in the depression, The Institute is now faced with the difficult problem of carrying on its work for the profession with drastically reduced funds.

In view of the difficulties of many corporate mem-

bers who are practicing architects in civilian life, whose work virtually has been terminated by priorities arising from the defense program, it was the sentiment of The Board that it would not be fair to remit The Institute dues of members who hold commissions in the military service of the nation; and that any such remissions should apply only to those serving below the grade of commissioned officer.

The Institute needs the active support and cooperation of the entire membership in this respect.

Some Notes on The Position of The Architectural Profession in Great Britain in Relation to The National War Effort

BY MICHAEL WATERHOUSE, F.R.I.B.A., HON. SECRETARY, R.I.B.A.

IT has been suggested that members of The American Institute of Architects would like to hear from us something of the part that has been, and is being, played by the Architectural Profession in this country in the struggle for Victory and the establishment of Order out of Chaos.

It is impossible to compress into two or three columns all the happenings and the tremendous activities of that number of years, but the following brief outline may be helpful as forming a summary of, and guide to, the matter referred to in the general and technical press.

Naturally a large number of Architects are serving with the Armed Forces—actually over 2,000 Members and Students of the R.I.B.A. out of a total of 11,000. Nearly 50 per cent of these are serving with the Royal Engineers, where their technical training and qualifications are utilized. Others are serving with such units as the Survey Section of the Royal Artillery. On the other hand, many have selected, in preference, the purely combatant units.

Of the remainder, practically all those who have the opportunity, or are fit to do so, give all their spare time to Home Guard, Observer Corps, or Civil Defense duties.

Before war began, members of the profession took a leading part in the formulation of the policy for structural air raid precautions. The services of several architects have since been utilized in a whole-time capacity by the Ministry of Home Security, the Department primarily charged with Civil Defense.

At the outbreak, and during the early months of, the war, the Royal Institute did its utmost and exerted every power to urge the Government to make fuller and better use of architects and the service that they, both as individuals and as a professional body, could render to the State. The R.I.B.A. pointed out directions where architectural skill and knowledge in planning, in coordination, and in the harmonizing of details or difficulties to conform with a general plan could have done much to promote efficiency and economy. They urged that skilled architects, who in many instances were em-

ployed only in a subordinate capacity, should be allowed to exercise their talents to the full in the interests of the Nation.

After a while the Government began to employ architects in private practice on various forms of war work and, with the creation of the Ministry of Works and Buildings, which itself absorbed the services of a number of architects recruited from private practices, there has been a very considerable further expansion of this policy.

At the beginning of the war there was the anticipation that air raid damage would require the full services of the profession and Architecture was, therefore, a 'Reserved Occupation' for all over 30. This caused a certain amount of temporary hardship for those men of 30-40, many of whom found themselves unemployed but unable to join the services.

The age of reservation is now 35 and as far as can be seen, this will probably be maintained.

Men over this age who are free to join the services and are physically fit can now do so, and there are many such serving.

When, in the summer of 1940, heavy bombing began, the earlier anticipation was fulfilled and most architects found themselves fully occupied with dealing with war damage work for their private clients or helping the Local Authorities and Government Departments on 'first aid' or permanent repairs.

At one time when the bombing was most severe in autumn and winter, there was an acute shortage of technical men for this work in some of the larger towns.

As an inevitable result of war conditions, enforced by the strict Licensing system for the Control of Building, which came into operation in October 1940, the only work that can now proceed is either repair work or work forming a direct part of the Government programme.

The latter is carried out either directly by the Ministry or Department concerned or through the medium of private architects referred to above. As far as possible, local practitioners are employed and this causes, in some parts of the country, a distinct

shortage of architects and particularly of assistants.

At the same time, however, there are many practitioners, particularly among the older men, who have no work and no opportunity unless they take a post in a Government or Local Authority or Regional War Damage Commission office, in a comparatively junior capacity and at a low salary.

The salaried posts in Government and other public offices have largely been filled through the medium of the Central Register. This is a register of all members of the profession compiled by the Professional Institutions and administered by the Ministry of Labour and National Service in consultation with the institutions.

In connection with the employment of private architects on the various branches of Government work—hospitals, factories, housing for workers, military camps, etc., special scales of fees have been agreed between the R.I.B.A. and the Ministry and Departments. In many cases the Government has issued to the architects stock plans so that the architect's work consists largely of lay-outs and supervision. This work involves the reconciliation of a standard plan to the requirements of site and available material, and the co-relation of a variety of instructions from the various Departments in order to produce as quickly as possible a complete and efficient entity.

Architectural education is continuing and all the Schools of Architecture, realizing the work that lies before them in the future, have kept open. The number of students, especially those over military age, has, of course, decreased, though the admissions of younger students have in some cases actually increased.

Similarly, the numbers sitting for the R.I.B.A. external examinations, though diminished, are much greater than could have been anticipated when war began.

In view of the inevitable shortage of architects which must be felt when the work of reconstruction

begins, the R.I.B.A. has urged that students be granted as long a period of deferment as possible so that they may advance as far as possible their technical qualifications before being called up for military service.

With regard to the future, the R.I.B.A. set up some months ago a Reconstruction Committee with the widest possible scope and terms of reference. This Committee, having divided itself into a number of groups to study and report on the various aspects of post-war reconstruction, has been working intensively. Reports from the Committee are submitted direct to Lord Reith, the Minister of Works and Buildings, and to the Press.

The R.I.B.A. has also contributed its evidence and assistance to the Government on the whole question of Land Ownership and the problems of Compensation and Betterment which are being studied by the Expert Committee set up by Lord Reith under the chairmanship of Mr. Justice Uthwatt.

One of the chief objectives of this Institute, in conformity with that Committee, is the early establishment of a National Planning Board and the production of a truly National Plan for the controlled utilization of the natural resources of the country to the best advantage both for war and the subsequent peace.

These notes give but a brief and inadequate description of the part being played by the R.I.B.A. and members of the profession in the prosecution of the war. Many of us cannot help regretting that, in spite of all the efforts made by ourselves and the other sections of the great Building Industry, better use has not been made of the industry as a whole and the profession in particular.

It is felt, however, that as a result of our persistence, a more enlightened policy has been adopted by the Government and for this we are grateful to the Ministry of Works and Buildings. We have every hope that in the future we shall be enabled to play a greater and fuller part and one which approaches nearer to our ideal.

A Discussion on Education

BY FRANCIS R. BACON, A.I.A.

THE round-table conference* on education, Francis R. Bacon, Chairman, meeting Thursday, October 2, 1941, was attended by about twelve architects, including seven members of school faculties, two members and the secretary of the Ohio State Board of Examiners of Architects, and one member of The American Institute of Architects' Committee on Education.

Discussion of the effects of the National Selective Service System indicated that enrollment in architectural departments of Ohio colleges is from ten percent to forty percent less than a year ago, with prospects of a further decrease next year. A year ago it was reported that, since 1929, the enrollment in Architectural Schools throughout our country had already decreased by fifty percent. In spite of the long-standing shortage of architectural draftsmen draft boards, encouraged by their state and national headquarters, generally decline to recognize the value of our profession to national defense and by refusing to grant deferment of induction of our students threaten the continued integrity of the schools.

The shortage of competent architectural draftsmen has encouraged high schools and others to offer technical training in drafting and other phases of architectural education. Often these students lack even the usual high school mathematics, science, and

* NOTE: Mr. Bacon is Dean of the Cleveland School of Architecture, Western Reserve University, and his report is of the Round Table discussion on Education, a feature of the Eighth Annual Convention of the Architects Society of Ohio, held in Toledo, Ohio, October 1, 2, 3, and 4, 1941.

A report of the convention appeared in *THE OCTAGON*, October, 1941.

so-called humanities. By giving employment to large numbers of these students the way may be opened to the lowering of our profession in the eyes of the public.

We realize, however, that the architect is sometimes regarded as merely a picture-maker. The public must be educated to realize that the schools and the State examining boards are cooperating with the established practising members of the profession to assure the competence of the architect, not only in design but in business analysis and contracts, ordinary construction, specification of materials and supervision. An adequately financed State society might rightly undertake such a campaign of public education.

The schools are encouraged in their present tendency to include courses in business and economics, elements of accounting, and sociology. The educators noted with approval the Examining Board's emphasis on the importance of design, and accepted the Board's suggestion to exhibit some of the examination drawings submitted by candidates for the license to practice in Ohio. The value of field inspection trips for students, cultivating habits of neatness, and the observance of ethical and moral standards were urged. The function of the schools is education. The function of the Board of Examiners is to select and license for practice only those students who qualify under the State law.

The participants expressed general appreciation of this opportunity to discuss a few of our many mutual interests and they recommend that a similar conference on education be programmed for the 1942 Convention of the Architects Society of Ohio.

Necrology

AS REPORTED TO THE INSTITUTE FROM OCTOBER 16 TO DECEMBER 20, 1941

Fellows

Charles N. Cogswell
J. Monroe Hewlett
James P. Jamieson
Dwight H. Perkins

Members

Frank O. Barber
Ralph Harrington Doane
Frank G. Pierson
Lewis F. Pilcher
Henry C. Robbins
Magill Smith
Frederick J. Thielbar
A. Mitchell Wooten

Department of Technical Services—Notes

By THEODORE IRVING COE, *Technical Secretary*

Housing for Defense and the Future.

The demands for housing incidental to our defense program have stimulated interest in the development of many new planning and construction technics.

This involves not only the conservation of materials essential to our defense needs, but the saving of time in construction.

To the problems of adapting the principles of pre-fabrication and the assembly line methods of production to the home structure has now been added the "demountable" house which, like the Constitution, is expected to follow the flag of industrial need from place to place.

Demonstrations on a large scale of the practicability of these newer approaches to the providing of housing have been made possible by governmental authority to meet the emergency needs.

The actual construction of these buildings should furnish the opportunity for a much needed and comprehensive study of their many innovations which have been, heretofore, more or less academic theories, subject to widely differing opinions.

The emergency has stressed the need for rapidity in construction and where this is accomplished by the use of time saving materials and methods of construction, without sacrificing stability, durability and minimum maintenance costs, an advance has been made which will no doubt have far reaching application in peace-time construction.

As industrial progress is made possible by research and the development of new materials and new methods of use so progress can be made in the planning and construction of structures through the availability of new products and the adoption of new and improved technics of construction.

While we await the advent of the *dream house*, which is expected to depart entirely from the traditional, the opportunity for taking advantage of even modest improvements, which in total may represent no small savings in time and money, should not be overlooked.

This is a field in which the architect should take an active part.

The work of ASA Committee A62, on The Co-ordination of Building Materials and Equipment,

has made gratifying progress and the numerous commendatory comments received from architects and others since the distribution of the Brochure, referred to in the July, 1941, issue of THE OCTAGON, are evidences of a growing appreciation of the part the general application of the principles of coordination can play in the development of economies in the planning and fabrication of housing structures.

Many architects are taking an active interest in the development of this project and of the 4,000 copies of the Brochure distributed, approximately 800 have been received by architects.

Minimum Requirements for Plumbing.

The need has long been realized for the formulation of a comprehensive Plumbing Code which would provide the basis for the plumbing sections of building codes generally.

One effort in this direction was undertaken as a part of the work of the Building Code Committee of the U. S. Department of Commerce.

The work of this Committee, during the period from 1921 to 1931, resulted in the publication of "Recommended Minimum Requirements for Plumbing, BH13".

When, in 1934, the Federal Government discontinued its Subcommittee on Plumbing of the Building Code Committee of the Department of Commerce, the American Standards Association undertook the carrying forward of this work under its sectional committee procedure.

In November 1938 the ASA organized a new representative Subcommittee 1, of Committee A40 on Minimum Requirements for Plumbing and Standardization of Plumbing Equipment, to prepare minimum requirements for plumbing.

At the present time 26 organizations are represented on this Subcommittee which is under the chairmanship of Theodore Irving Coe, the representative of The A.I.A. on Committee A40.

A Subgroup of Subcommittee 1 has actively carried forward the work of preparing a proposed code and 7 of the 15 sections of the complete code have recently been tentatively formulated and distributed generally, to those interested, for comments and criticisms.

This affords an opportunity for those interested to contribute constructively in the formulation of requirements for plumbing, which it is hoped, will be accepted generally as representing recommended practices based on sound experience, research and technical skill.

Members of The Institute may obtain copies of the sections now released for comment and criticism by addressing C. B. LePage, Assistant Secretary, ASME, 29 West 39th Street, New York City.

AISC—Manual of Steel Construction.

The American Institute of Steel Construction has recently published the fourth edition of the "Manual of Steel Construction", a handbook especially prepared for the use of engineers and architects.

The new edition includes considerable new data of use in the designing and detailing of steel structures.

The data referring to welding has been entirely revised to bring it up to date and in line with the revisions for the arc and gas welding symbols of the American Welding Society and a new page has been added giving weights of building materials, for ceil-

ings, floors, roofs and partitions.

The Manual may be obtained from The American Institute of Steel Construction, 101 Park Avenue, New York City, at cost, for \$2.00 per copy.

Housing in Two Decades.

According to a report of the Bureau of Labor Statistics, during the decade 1930-1939, inclusive, each increase of 100 families in the non-farm areas of the United States was accompanied by the building of 61 new housekeeping units while, by comparison, during the previous decade similar construction averaged 127 new homes per 100 new families.

The Bureau's revised estimates for non-farm residential construction place the number of new housekeeping units built during the decade at 2,734,000—61% less than the units erected during the previous decade. Of these new units 1,735,000 were urban and 999,000 rural non-farm.

These figures indicate a contraction of 69% in the residential construction in urban and 30% in the rural non-farm areas, from the respective volumes during the previous decade.

Corporate Members Elected, Effective December 6, 1941

<i>Chapter</i>	<i>Name</i>	<i>Chapter</i>	<i>Name</i>
ALBANY.....	Sarkis Martin Arkell	MONTANA.....	Arthur Kester Herrington
BALTIMORE.....	Morris Randall Baker	OREGON.....	Morgan Homer Hartford
	William H. Elliott	PHILADELPHIA.....	Simon Wassermann
	William Twilley Malone		(Charles) Frederick Wise
	Edward Russell Marcks	RHODE ISLAND.....	BerntGustaf Victor Zetterstrom
	Ralph Washington Williams	SOUTH CAROLINA.....	Herndon Moore Fair
BOSTON.....	Alden C. Loring		John Marion Lineberger
	John Wentworth Peirce		Walter Frazier Petty
CENTRAL NEW YORK.....	Thorvald Pederson		*Harold Tatum
CENTRAL PENNSYLVANIA.....	Ivan William Eppleman	SOUTH TEXAS.....	Howard Erval Westfall
COLORADO.....	Gustave Charles Hollo	SOUTHERN CALIFORNIA.....	Howard George Elwell
DETROIT.....	Lavern Roy Bennett		Lester Hudson Hibbard
	George L. W. Schulz	TOLEDO.....	Myron Theodore Hill
FLORIDA SOUTH.....	Igor Boris Polevitzky	VIRGINIA.....	Albert Edwin Kendrew
	Thomas Triplett Russell	WASHINGTON, D. C.....	John Krozer Cross
GEORGIA.....	Linton Hopkins Young		George Locke Howe
IOWA.....	Henry Leach Fisk		William Vernon Reed
	*Roland Tip Harrison	WASHINGTON STATE.....	Harry Lockland
	*Burdette Higgins	WEST VIRGINIA.....	Howard L. Bowers
	*Earl E. Jones		*Walter F. Martens
	Russell J. Prescott		*Wilbur A. Meanor
	*Oren Richard Thomas		
KANSAS CITY.....	Joseph V. Marcoux		
KENTUCKY.....	*H. M. King		

* Reinstatement.

Recent Appointments

The President of The Institute has announced the appointment of the following corporate members to serve on the committees indicated:

COMMITTEE ON URBAN AND RURAL LAND USE

Walter R. MacCornack, *Chairman*, 77 Massachusetts Avenue, Cambridge.

J. Frazer Smith, *Vice-Chairman*, 404 Goodwyn Institute, Memphis.

Raymond J. Ashton, 312 Beneficial Life Building, Salt Lake City.

John E. Burchard, 177 Prospect Avenue, Princeton, N. J.
Miles L. Colean, 5001 MacComb Street, N. W., Washington, D. C.

Jean Hebrard, 1 Hillside Court, Ann Arbor, Michigan.

Arthur C. Holden, 570 Lexington Avenue, New York.

James Lawrence, Jr., 282 Newton St., Brookline, Mass.

Charles Dana Loomis, 37 Commerce St., Baltimore, Md.

Frederick Mathesius, 101 Park Avenue, New York City.

C. Julian Oberwarth, 301 Second St., Frankfort, Ky.

Clarence S. Stein, 56 West 45th Street, New York City.

Wm. Wilson Wurster, 260 California St., San Francisco.

NATIONAL CONVENTION COMMITTEE

District

L. C. Dillenback, *Chairman*, (New York)

Syracuse University, Syracuse, New York

George L. Dahl (Gulf Sts.)

1102 Insurance Building, Dallas, Texas

Robert K. Fuller (West. Mnt.)

503 Insurance Bldg., Denver, Colorado

Paul Gerhardt, Jr. (Ill. Wisc.)

1012 City Hall, Chicago, Illinois

Paul G. Hill (Gr. Lakes)

323 Hammon Street, Cincinnati, Ohio

William Lescaze (New York)

211 E. 48th Street, New York City

John H. Scarff (Mid. Atl.)

1012 Keyser Building, Baltimore, Md.

Joe E. Smay (Cent. Sts.)

University of Oklahoma, Norman, Okla.

L. P. Smithey (So. Atl.)

112 Kirk Avenue, Roanoke, Virginia

Winsor Soule (S. Nevada)

116 E. Sola Street, Santa Barbara, Cal.

Willis A. Vogel (State Assn.)

1212 Edison Building, Toledo, Ohio

Leonard A. Waasdorp (State Assn.)

311 Alexander St., Rochester, N. Y.

John T. Whitmore (New England)

50 Congress Street, Boston, Mass.

Ex-Officio Members

R. H. Shreve, President, 11 East 44th St., New York City.

Charles T. Ingham, Secretary, 1211 Empire Bldg., Pittsburgh, Pa.

Clair W. Ditchy, Chairman of Detroit Convention Committee, 333 State St., Detroit, Mich.

With the Chapters

NEWS NOTES FROM CHAPTER SECRETARIES

Buffalo.

Mr. Percival Bowen, a well-informed civic-minded Buffalonian, and a member of the Buffalo City Planning Association, addressed the December meeting of the Buffalo Chapter held at the University Club on Dec. 8. His talk unfolded plans for proposed legislation to establish a "Division of Planning in the city government of Buffalo and the development of a flexible master plan."

The purpose of this legislation is to have a guide or consultant called "Commissioner of Planning," a technically trained, competent salaried individual to work with and help correlate all branches of the city government for more economical and far-sighted planning of our city. He is to be aided by non-paid, civic-minded citizens forming an advisory board, and he will be able to call on all depart-

ments of the city government for aid in compiling data and preparing plans.

The City Planning Association approached all candidates before election to office this Fall and received their backing and will present the legislation for approval of the City Council after the first of the year. All local associations have been contacted for support and the Buffalo Chapter adopted a resolution in executive session during November supporting this most needed department of city government.

Our meeting came at a bad time, the day war was declared, and things looked rather black for the profession, but the members gave all their thoughts to the lively discussion which followed Mr. Bowen's talk.

The Lanham Bill was discussed and it seems that

our efforts will be of no avail, all answers from Senators and Representatives stating Lanham's positive stand on excluding the use of the private practitioner. The N.Y.S. architects, including the Buffalo Chapter, its members and officers, spent much time and energy 'phoning, wiring and writing on behalf of amending this bill, and we sincerely hope some good may still come of it.

James Kidney, President of the NYSAA, discussed the 1942 NYSAA convention, which is to be held (unless cancelled because of the war) in Buffalo. He outlined the proposed program and stated that plans will proceed for the convention until it has been definitely decided by the Association to cancel it.

Let me add here a personal thought—that we do not become too discouraged because of the gloom seeming to surround our profession caused by uncontrollable events. It seems to me that we must now more than ever concentrate on and plan for our future welfare. If proper planning is good for our client, how much better a little for ourselves. *Keep Active in The Institute.*

GEORGE D. SMITH, JR., *Secretary*

Chicago Chapter.

The Chicago Chapter recently expressed itself on the subject of government work and architects in private practice by unanimously passing a resolution commending Captain R. B. Spalding, U.S.N. and the other authorities in charge of construction at the Great Lakes Naval Training Station for the fine manner in which they have cooperated with and used the services of the architectural firms of the Chicago area.

W. LINDSAY SUTER, *Secretary*

Detroit.

The November meeting of the Detroit Chapter was another scoop in interesting the chapter members in what is going on in the profession. More than forty members turned out to hear a vivid "on the spot" description of architectural life in blitz-bombed London by C. Howard Crane, noted Detroit architect now in practice in London. Famous for the tremendous Earl's Court project in London, Mr. Crane has continued his good work in England and is now in this country to arrange an

inspection visit of British architects to the United States to study planning of services which may be used in the post war planning of London.

Because of his presence in England from before the Jubilee Celebration right thru the terrific bombing attacks, Mr. Crane was able to paint a vivid word picture of all the phases of life in those times. Private architectural practice is no more, the younger men being called to the colors and the older men into service as experts in the war effort. Many ingenious forms of construction were detailed by Mr. Crane to show the developments due to defense measures and the complexities of manufacturing plant layouts to provide for all contingencies were enumerated.

With other Americans in London, Mr. Crane has entered into the mighty task of the all out war effort and spoke of the many ways in which everyone was able to aid the soldiers and the government. His own group of Americans have drills, uniforms, a drill hall, and specified work to perform. Amplifying the provisions and comforts of the American Eagle Squadron is one of their activities.

A lively question and answer period followed his talk and all were quite ready to admit that now as ever, Mr. Crane has all the answers.

MALCOLM R. STIRTON, *Secretary*

Washington State.

At the November 6 meeting at the College Club, Seattle, Regional Director Harlan Thomas spoke on the recent Institute Board Meeting held in Washington, D. C., which he attended. He mentioned priorities and stated that the situation was anticipated to get worse as the demand for critical materials became heavier—that the architects' problem was *what to do* and mentioned the possible employment of architects on future schemes for improvement. He said that architects must solve their own problems and sell their ideas to the government authorities.

Mr. Thomas suggested that the ideas may be: (1) defense, or (2) post-war period. He also suggested that a special committee be appointed to study the problem and to work out solutions, which should be submitted to him for further consideration, as other Chapters in his region are doing.

THE OCTAGON

A Journal of The American Institute of Architects

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