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The Editor will be glad to receive MS. articles
and also illustrations of current architecture in this
country and abroad with a view to publication.
Though every care will be taken, the Editor cannot
hold himself responsible for material sent him.

The fact that goods made of raw materials in short supply
owing to war conditions are advertised in this JOURNAL
should not be taken as an indication that they are necessarily
available for export.

Owing to the paper shortage the JOURNAL, in common with all
other papers, is now only supplied to newsagents on a "firm
order" basis. This means that newsagents are now unable to
supply the JOURNAL except to a client's definite order.

In common with every other periodical and newspaper in the country, this JOURNAL is rationed to a small proportion of its peace-time requirements of paper. This means that it is no longer a free agent printing as many pages as it thinks fit and selling to as many readers as wish to buy it. Instead a balance has to be struck between circulation and number of pages. A batch of new readers may mean that a page has to be struck off, and conversely a page added may mean that a number of readers have to go short of their copy. Thus in everyone's interest, including the reader's, it is



important that the utmost economy of paper should be practised, and unless a reader is a subscriber he cannot be sure of getting a copy of the JOURNAL. We are sorry for this but it is a necessity imposed by the war on all newspapers. The subscription is £1 3s. 10d. per annum.

from AN ARCHITECT'S Commonplace Book

"I say that if men lived like men, indeed, their houses would be temples—temples which we should hardly dare to injure, and in which it would make us holy to be permitted to live."

John Ruskin.

NEWS

★ Twenty-two members of the R.I.B.A., at present serving in the Army, view with grave concern the correspondence and discussion at present taking place on post-war planning page 321

★ The Minister of Works and Planning Bill passed its Second Reading in the House of Commons last week page 324

APPOINTMENT

Lord Portal, Minister of Works and Buildings, has appointed Mr. Lawrence Neal to be Deputy Secretary in the Planning Department of the Ministry. Mr. Neal is a founder member, and member of the council of P.E.P., and chairman and director of Daniel Neal & Sons.

YORK AND EAST YORKSHIRE ARCHITECTURAL SOCIETY

The Annual General Meeting of this Society was held recently at the Royal Station Hotel, York. The President, Mr. Charles H. E. Bridgen, R.F.I.B.A., occupied the chair. He gave an interesting review of the past year's events, referring especially to the valuable work undertaken by the R.I.B.A. whose Reports on Compensation and Betterment, Planning and Amenities, Housing, Legislation as affecting Structures and Town and Country Planning, the Standardisation of Building materials and Buildings were drawn up at the invitation of the Ministry of Works and Planning Reconstruction Committees.

He expressed the hope that local authorities would avail themselves of the skilled aid of the Society to unite with its officers in formulating proposals for reconstruction. He said: "I foresee great changes in the planning and standardisation of building and in the ordering of domestic life consequent upon the increased cost of living and lack of domestic help, which will inevitably reduce the size of our houses, though they will be more fully equipped with labour-saving appliances. Similarly the introduction of Canteens will make changes in the



Photographs taken at the annual luncheon of the I.A.A.S. Top: left to right, Lord Horder, Mr. Victor S. Peel (President), Mr. George Hicks, M.P. Bottom: Mr. J.E. Swindlehurst, F.I.A.A.

working man's life and in the planning of manufacturing premises."

Miss B. Wheatley, A.R.I.B.A., Mr. W. Garner, A.R.I.B.A., Mr. A. J. Elder, A.R.I.B.A. and Mr. M. S. Robinson, A.R.I.B.A., all of Hull, were elected to the Associate class of the Society.

The Council was elected to serve in office for a further year, and the following Officers were elected: President, C. H. E. Bridgen; Vice-Presidents: Messrs. C. Oliver, W. E. Biscoe and A. Rankine; Hon. Treasurer: Mr. F. W. Porteous; Hon. Secretary: Mr. C. R. Thorp; and Hon. Auditors: Messrs. C. Oliver and S. G. Highmoor.

The resignation of Mr. B. B. Stamford, L.R.I.B.A., who recently retired from the Post of Architect to the E. Riding County Council, from the Council owing to ill health, was accepted with regret and Mr. A. Rankine was elected a Vice-President in his stead.

LETTERS

R. FRASER REEKIE, F.R.I.B.A.
GROUP OF ARCHITECTS

Lubeck

SIR,—I write to condemn the attitude of certain newspapers which have recently expressed "satisfaction" at the wholesale destruction of mediæval and other historical buildings in Germany, particularly with regard to the wrecking of Lubeck.



assistant director, post-war building

Born in 1898, Mr. Christian Barman, F.R.I.B.A., architect, novelist, editor, industrial rapporteur, poet, and now Assistant Director (Administrative) of the newly created Directorate of Post-War Building, shot into building fame in 1922 at the age of 24 when he gate-crashed professional journalism with *Architecture*, the journal of the Society of Architects to which he had just become assistant secretary. *Architecture*, under Christian Barman, gave the editor of every other building paper a headache. Its begetter has since

achieved distinction in half a dozen different fields, including architecture (the Brompton Oratory Schools), authorship (something like a dozen books), industrial design (a popular light fitting is the work of his hand) and above all Big-business (as Public Relations Officer until a few months ago of the London Passenger Transport Board he was carrying on the great work started by Frank Pick). He was also for some years Editor of this JOURNAL, a fact which today we recall with modest pride.

Many architects will feel, as I do, that the "plastering" of this city and the razing of the greater part of the old town including the finest architectural treasures is a cause for grief rather than gloating pleasure.

I am not concerned in this letter with the justification or otherwise of the raids, or whether or not the buildings could reasonably be regarded as worthy military objectives; and I am not unaware that in war much property and a great many lives are inevitably destroyed.

We, in this country, know what it is to lose historical buildings, but what may be regarded by the ignorant as reprisals in kind serve only to add to the cultural loss which we and the whole world suffers. Whether or not we believe this loss is unavoidable let us not lose our grip on true values.

R. FRASER REEKIE.

London.

Members of R.I.B.A. serving in H.M. Forces

Sir,—The under-signed members of the R.I.B.A., at present serving in the Army, view with grave concern the correspondence and discussion at present taking place on post-war planning and reconstruction by non-serving members, and feel that their interests may be forgotten by the Institute in whatever plans it is making for the future, and further, that they are inadequately represented, if at all, on the R.I.B.A. Council. That the serving member, many of whom have made great sacrifices in order to join the Forces, even to the extent of closing down their practices, must have the largest say in any question of post-war architectural policy is obvious, but many far-reaching decisions are now being made without their concurrence and, in many cases, without their knowledge.

Unless action is now taken to safeguard them it is felt that they will be at the same disadvantage after this war as happened after the last.

No doubt many other serving members feel the same, and we shall be glad to get in touch with as many as possible in order to obtain their views on this question. They should communicate with Colonel A. L. Abbott, Deputy Chief Engineer, Eastern Command, Home Forces.

F.R.I.B.A. : A. L. ABBOTT, P. G. ADAMS, K. DALGLEISH, A. E. HENSON, W. HARKNESS, R. W. H. JONES, F. W. KNIGHT

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L.R.I.B.A. : D. L. DICK, J. H. JACOB, H. L. MULLETT, H. R. ROBINSON

TRAM LINES?

TO the majority of people who have not thought about the subject physical planning appears to be a perfectly straightforward problem. They imagine that the lines along which reconstruction should proceed have already been laid down; that neat plans can be drafted in a week or two and their relative merits judged at a glance by committees selected to represent a nice balance between common sense and aesthetic sensibility—the former to determine the number of pubs per acre, the latter to control elevations and the planting of trees. Serious problems, they think, only arise when it becomes necessary to build the schemes and to pay for them and must perforce be shelved till after the war.

The moves of government naturally reflect public opinion. Well content with the role of tram conductor, democratic government assumes no responsibility for getting us to the right destination but merely undertakes to carry us as far as our pennies permit along lines already laid down. Many local authorities are already going ahead with detailed schemes on the strength of the government's assurance that they will be given power to carry them out when the time comes.

Is planning really as easy as all this? During the last war politicians promised that when peace came homes fit for heroes would be provided. But the requirements of heroes were never specified in detail and we all know the result. Now we are promised reconstruction but without further research into the requirements of communities, we have no grounds for believing that reconstruction will in fact mean anything more than rebuilding. But why in this democratic country is it necessary for the government to set up a central authority to work out the sort of plans that people really need? Why is it not possible for local authorities in touch with their electorate to decide these matters for themselves? The answer is that at the present time no individual planner can get down to work until a number of practical decisions have been made on questions of policy that can only be answered by scientific research conducted by a central authority.

It is time somebody approached the question from a new angle: made it their business to study not only the needs and prejudices of the public on the one hand, materials, labour and technical resources on the other, but the economy of the matter in the widest sense of the word economy. One of these days, of course, our planners will wake (with a start), to the necessity of getting themselves a philosophy of planning, but the present argument is concerned with nothing as high-falutin as that, seeing that there are still perfectly obvious, practical moves that are crying out to be made. Of these a new enquiry into the economy—and economics—of planning is paramount, involving a central research arm which will examine impartially methods of catering for certain needs, and work

out their relative cost—not their cost in £ s. d. to the local town planning authority (which local planning authorities are well able to take care of) but their real cost to the community. Take for example the lowly dustbin. Dustbins cost householders very little; they cost planning authorities nothing at all; but refuse disposal is one of the most expensive services undertaken by local authorities. Would ratepayers cling to their dustbins if they realised that the cost of emptying them in London, for instance, is nearly four times as great as the cost of maintaining the public parks? It seems likely that they would be only too glad to accept a cheaper way of getting rid of old tins if one were offered by the planner.

The real costs of most of our established habits can only be worked out by a central research department with access to official information. Dare we hope that the new directorate of Post War Building* designs to do just this? "Its field," we are told, "will cover the whole technical side of building." The terms of reference seem all right: there is nothing to prevent the directorate being led on from gas stoves to gas works by the logic of the subject. Furthermore Mr. Christian Barman (page 320) has been appointed to the new department, and his past record encourages the hope that he will not willingly allow its powers to be too narrowly interpreted.

*A.J. March 12 and 19.



The Architects' Journal
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NOTES & TOPICS

ENOUGH

The bricklayer who won't lay enough bricks must by now be the most venerable cockshy in all our industry. I remember him well in *Homes for Heroes* days. His diabolical behaviour had then the charm of novelty for the readers of popular newspapers who were clamorously invited to have a crack at him; for some months

he almost personified by himself the anti-social spirit. He must have come in uncommonly useful.

After that, he popped up again at times; though not, one remembers, between 1931 and 1934. But it took this war to put him right back on his old pedestal.

I attended a meeting last week at which three influential members of a firm of big contractors, a quantity surveyor and two seemingly prosperous architects spent nearly half an hour (say £3 as a charge on the contract), telling each other how terrible it was that certain bricklayers should have averaged about 10 bricks an hour each. "If," said an Influential Member, "I could run them straight into the Army..." And he put another half-crown on to the cost of this war in explaining how there would then be no further trouble.

But why, the bricklayer may ask, pick on me? The answer is brick-laying happens to be a craft in which efficiency of performance is peculiarly susceptible to precise

measurement. No similar precision is possible in measuring the efficiency of building contractors, quantity surveyors and architects. That seems the first and only true answer.

But there is more in this bricklayer business than that—at least in war time. In peace time the bricklayer and his Unions—both true creatures of capitalist price economy—are out to do as little as possible for as much as possible for as long as possible. So are building contractors, quantity surveyors and architects, and all their Unions. If you don't think so, try advertising that being an architect you will work for 3 per cent.

In war time a different spirit is needed, and to some degree, and to much the same degree, is forthcoming from all sections of the community. No headlines have yet been filled with stories of contractors, or architects, protesting that they are being paid too much, and though these men may work harder than slackers among bricklayers, they do not work such long hours; nor, as I have said, is the actual value to the war effort of each thing they do during the day capable of being assessed with devastating accuracy.

One more point, the bricklayer on war jobs to-day is often elderly, simple in mind and possessed of a long memory. Java may not mean much to him; past treatment from employers and long waits at Labour Exchanges mean a great deal. He doesn't believe that he won't be unemployed again in a year or two, and he doesn't believe that the "management" have made really big sacrifices for the sake of winning this war. In short, he's been coddled too often, and he's not going to be coddled again.

O yes, something should be done about it, but swearing at bricklayers won't do it, nor will chats on the job by Lt.-Colonels from Malta.

TEMPLARS' CHOICE

From the Daily Telegraph.

"I hear that the work of restoration—when the time comes—in the Inner Temple, bombed so disastrously over a year ago, has been entrusted to Mr. Hubert Worthington.....

THE COMPLETE BUILDER-LANDLORD.

(BY ONE WHO HAS BEEN A TENANT.)

No. 1. ON CHOICE OF SITE AND FOUNDATIONS.

When he had the Chair of Architecture at South Kensington he set all his students to the designing of a 17-century country town, to be called "Wrenworthy." They had not only to plan the lay-out and design all the buildings, but to provide appropriate "period" names for the inhabitants."

METHODISTS LOOK FORWARD

On April 19 the Congregational Union launched its appeal for £500,000 to build post-war churches. In commending its aim to public attention, the Methodist Chapel Committee expressed doubts whether "the spacious lines of the 19th century" would be suited to a post-war world. "... Buildings which are beautiful in their simplicity and in no excess of the actual requirements may prove to be a real advantage."

*

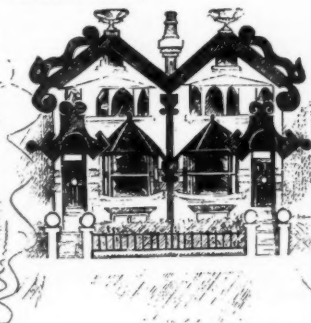
The nicely measured welcome to modernism expressed in the last few words must surely have brought a passing glint to somebody's eye. It is so long since we had a real row about architectural æsthetics, so long since a layman dropped a first class brick about them, that we have almost forgotten how enjoyable the rows and bricks were. In 1938 the Methodist Chapel Committee's *obiter dictum* would have had a dreadful buffeting from every architectural progressive. As things are, our hearts warm to it; and we remember sentimentally celebrated brick-droppers of the past from Lord Justices to brewery chairmen, and wish they hadn't knocked off in war time. Is the Committee right about the probable external appearance of post war buildings?

*

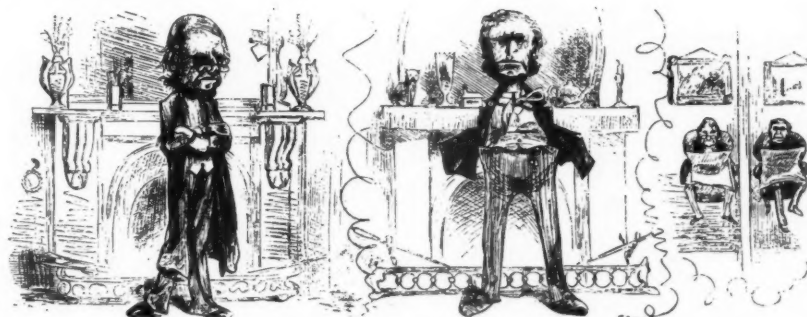
As far as one is able to judge at this stage there are going to be three kinds of building after the war; prefabricated for open sites; semi-permanent for built-up areas; and monumental. The last type will have to be few and far between if urgent post-war rebuilding is to be finished within a decade, and there is no reason why churches should be among them. But it would be foolish not to realize that very many people feel that all churches should be monumental. It would be still more foolish not



There are rare practical jokes ready for you to indulge in, O Speculative Builder-Landlord! In this respect you are blest above all other mortals. Here is one:—Choose a nice damp yielding clay for a site, and order in a lot of slack-baked bricks.



Then "put up" a pair of villas of the modern composite-incomprehensible order.



Then get two parties peculiarly resentful of any disturbance of their privacy

And get them comfortably settled as Tenants in your villas.



In a short time the slack bricks will begin to settle, and then will come the fun of observing the rage of the two Tenants. There won't be a wall between the houses through which they won't see each other.

And (the Tenant having no remedy for this sort of thing) after a time of it they will pay the rent for the rest of their term, and then sneak away.

The British Tradesman together with the Complete Builder-Landlord published by Fun Office, London, 1880 was recently discovered by Astragal in a second-hand book shop—a whole volume of prodigious jokes worked out with wealth of detail and carefully bound in stout brown leather. Here is the first of the Builder series, in its own way a valuable period piece.

to see that there will be a tremendous post-war desire to escape from the simple, repetitive and austere. And if churches remain one of the few buildings which can be unique, hand made and hand carved, a church which is not grotesquely period may never get itself built.

*

In short, unless in the immediate

post-war years we can satisfy a national craving for sentiment and intimacy in surroundings by other means than those employed by pre-war speculative builders and chain furnishing shops, we will have to endure a new revival of chain furnishing shops and speculative builders.

ASTRAGAL

The Minister of Works and Planning Bill passed its Second Reading in the House of Commons on Wednesday of last week. No fewer than twenty-four members took part in the debate and over seventy-five thousand words were spoken. In this issue we print extracts (from HANSARD) from the debate; also, a memorandum on the immediate steps necessary for increased output in the building industry, submitted on Monday last to Mr. Oliver Lyttelton, Sir Walter Citrine and Lord Portal by the Association of Architects, Surveyors and Technical Assistants.

PLANNING BILL

Second Reading in House of Commons

Mr. Henry Strauss: (Joint Parliamentary Secretary to the Ministry of Works and Buildings): I beg to move, "That the Bill be now read a Second time."

The Bill deals with the setting-up of a Ministry of Works and Planning. It is a first step, and a first step only, in carrying out the policy of the Government which was announced in this House and in another place on February 11, 1942. As the House is aware, His Majesty does not require statutory authority to appoint a new Minister, but when a new Minister is appointed some legislation is almost invariably necessary. It is required, for example, for the transfer to the new Minister of any statutory functions previously exercised by some other Minister or Department and for enabling the Minister and his Parliamentary Secretaries to sit in the House of Commons without incurring disqualification as holders of offices of profit under the Crown, and for other purposes. It is also customary in such a Bill to insert a provision providing for the payment of the Minister and his staff out of moneys provided by Parliament. That provision is not strictly necessary, since the sanction for the payment is in fact contained in the annual Appropriation Act. Nevertheless, it is customary, because it brings to the attention of the House the fact that the moneys are provided by Parliament. The intention is that the Minister of Works and Planning, when he is appointed, shall exercise the functions hitherto exercised by the Commissioners of Works, the Minister of Works and Buildings, and the Commissioners of Public Works in Ireland, together with the town and country planning functions hitherto exercised by the Minister of Health.

It will be convenient if I deal separately with each of these four sources of the functions of the new Minister. The Commissioners of Works, or, to give them their full title, the Commissioners of His Majesty's Works and Public Buildings, are a body corporate appointed under the Crown Lands Act,

1851. The First Commissioner of Works, who is appointed from time to time under the Royal Sign Manual, is a Minister of the Crown and in practice performs on his own responsibility all the functions of the Commissioners. The other Commissioners are the principal Secretaries of State and the President and Vice-President of the Board of Trade, who hold their offices *ex officio*. When these Commissioners were first created in 1851, they inherited the duties of an already ancient office which had existed in various forms and under various titles, the original function of which was to look after certain castles, palaces and other buildings belonging to the King. In the course of time the functions of the Commissioners have, of course, been greatly expanded. They were authorised by a Statute of 1852 to purchase, take or accept any hereditaments necessary for the public service. At the present time the Commissioners hold, construct, acquire and manage all properties in the United Kingdom required for the civil purposes of the central Government. There is one exception to what I have just stated namely Post Offices and telephone exchanges, which are vested in the Postmaster-General. These buildings are, however, built and equipped by the Commissioners of Works. The Commissioners also hold all properties outside the United Kingdom which are used by the United Kingdom Government for civil purposes. They also supply furniture and equipment for all these properties and perform such functions on an agency basis for the Service Depts.

These are their general statutory duties. They have other functions under a number of other Acts with which I need not trouble the House to-day. Among them are the Ancient Monuments Acts, 1913 and 1931, and the Parks Regulation Acts, 1872 and 1926. The Commissioners maintain all British Embassies and Legations in foreign countries, many British Consulates and the offices and residences of the United

Kingdom High Commissioners in the Dominions. They also exercise certain powers under the Defence Regulations, for example, power to requisition property and chattels or to do work on land. It will be possible to transfer to the Ministry at an early date all the properties of the Commissioners in the United Kingdom, together with their more important functions. The transfer of functions under the Defence Regulations will be carried out by amendment of those Regulations themselves. But the transfer of the other functions derived from the various Statutes will involve a very considerable measure of Statute law revision, as many of the statutory provisions relating to the constitution of the Commissioners will necessarily become obsolete when their functions are transferred to a single Minister. For that reason it is proposed that the transfer to the new Minister of the functions of the Commissioners should be effected by Orders in Council under the Bill, so that the necessary statutory modifications may be made at leisure, with full time to consider the special issues which are raised by each separate Act of Parliament. The property of the Commissioners in the United Kingdom will likewise be transferred by Order in Council under the Bill.

So much for the property and functions in the United Kingdom. The transfer to the new Minister of property in the Dominions and foreign countries presents some difficulties. Since the Statute of Westminster, 1931, it has not been possible for an Act of Parliament of the United Kingdom to affect the law of certain Dominions unless the Act expressly declares that the Dominion in question has requested and consented to the passing of the Act. Any such requests and consents are for practical purposes out of the question in war-time, and it is, therefore, intended that the property of the Commissioners of Works in the Dominions should be transferred to the new Minister by conveyances executed in the proper form. Naturally, the transfer of the property of the Commissioners in

foreign countries presents greater difficulties. An Act of Parliament of the United Kingdom cannot in any circumstances affect the law of foreign countries, and it follows that the proper way to transfer to the new Minister the property of the Commissioners in foreign countries is to execute a conveyance of the property in accordance with the law of the country concerned. The execution of these conveyances will probably continue over a considerable period, since where the country concerned is an enemy country or in enemy occupation, no conveyance will be practicable until the war is over. It follows that the Commissioners of Works must remain in being for a considerable time after the new Minister has been appointed. In order to prevent any possible inconvenience arising from this fact, it is provided in the Bill that the new Minister shall *ex officio* be First Commissioner of Works. I may add that my Noble Friend the present Minister of Works and Buildings was also appointed First Commissioner of Works.

I turn now to the functions of the Minister of Works and Buildings. The Ministers of the Crown (Emergency Appointments) Act, 1939, which we passed immediately before the outbreak of the present war, enables His Majesty by Order in Council to direct that the Act shall apply to any Minister of the Crown appointed for the purpose of exercising functions in connection with the prosecution of any war in which His Majesty may be engaged, and it makes consequential provisions. By an Order made on October 11, 1940, the Ministers of the Crown (Emergency Appointments) Act, 1939, was applied to any Minister of the Crown appointed to hold the office of Minister of Works and Buildings. It is by virtue of this Order that the Minister was enabled to sit in the House of Commons, although, in fact, the Minister has throughout been a Member of another place. That Act also enabled one Parliamentary Secretary to sit in the House of Commons. Accordingly, by an Order in Council made under the Emergency Powers (Defence) Acts on March 5 of the present year, the Ministers of the Crown (Emergency Appointments) Act, 1939, was amended so as to enable two Parliamentary Secretaries to the Ministry of Works and Buildings to sit at the same time in the House of Commons. I may add that it is that Order in Council which makes my subsequent actions lawful.

As I have said, the person holding the office of Minister of Works and Buildings has since the office was first created also held the office of First Commissioner of Works. The Commissioners of Works have remained in being and have continued to perform all their normal functions in addition to the functions conferred on them by

the Defence Regulations. All conveyances are still executed in the name and under the seal of the Commissioners. The Minister of Works and Buildings has no statutory functions other than those which are conferred on him by Defence Regulations. Since the transfer of those functions can be effected by amendment of the Defence Regulations themselves, it has not been found necessary to mention the Minister of Works and Buildings in the present Bill at all. Some Members may wonder why, if the Minister and Parliamentary Secretaries can lawfully hold office under the provisions to which I have referred, we require this Bill to regularise the position. The answer is that both the Emergency Powers (Defence) Acts, 1939 and 1940, an Order under which legalised the position of the Joint Parliamentary Secretary, and the Ministers of the Crown (Emergency Appointments) Act, 1939, under which the present Minister holds office are temporary Acts. The latter Act has, in fact, been repealed as from the end of the present emergency, by the Ministers of the Crown and House of Commons Disqualification Act, 1942. As it is intended that the Minister of Planning shall be a permanent institution in this country it is necessary to make provision by a permanent Act and not to rely upon merely temporary Measures. I now come to the Commissioners of Public Works in Ireland. [HON. MEMBERS: "Northern Ireland."] The title is "Commissioners of Public Works in Ireland."

Lieut.-Colonel Dower: My hon. Friend has just said that the appointment of Minister of Planning will be a permanent one. Does that refer to the Minister of Works and Planning?

Mr. Strauss: This Bill creates a Minister of Works and Planning and that is the appointment to which I refer. I am indebted to my hon. and gallant Friend for the correction. As I was about to say, the Commissioners of Public Works in Ireland were established by the Public Works (Ireland) Act, 1831, and their functions were to advance money for the execution of public works in Ireland and to hold lands and buildings in Ireland required for the public service. By a series of Statutes and Orders made in 1920, 1921 and 1922—unless the House desires it, I do not propose to give them in detail but merely to state their effect—the bulk of the property held by the Commissioners was passed either to the Government of Northern Ireland or to the Government of Southern Ireland. The only property now vested in the Commissioners of Public Works in Ireland is certain property which is used for Imperial services. The most important example of such property is the Customs House at Belfast, and there are also Custom House properties

at Londonderry, Newry, and Armagh and various other small properties in Northern Ireland. There is nothing in Southern Ireland. The appointment of Commissioners of Public Works in Ireland has to be made under the Royal Sign Manual. They are, at present, officials or former officials of the Department of the Office of Works. This arrangement is a clumsy one. The most convenient arrangement is, clearly, that this property in Northern Ireland should be held by the same person as similar property in this country and it has long been the intention to effect this reform by Statute at the first convenient opportunity. Accordingly, this opportunity is being taken to transfer this property to the new Minister, and it will be possible in due course for the office of Commissioners of Public Works in Ireland to be abolished.

Other powers to be transferred are the town and country planning functions of the Minister of Health. Those functions are mainly contained, as the House is aware, in the Town and Country Planning Act, 1932, and those powers, as I say, are to be transferred to the new Minister. The only exception is that of the functions exercisable under Section 32 of that Act, since these involve the responsibility of the Minister of Health, for the supervision of local government finance and have nothing to do with planning powers. Accordingly the functions under that Section are not being transferred.

Mr. Bossom: Does this include responsibility for housing?

Mr. Strauss: Housing is covered by the Housing Acts, and there is no transfer of the powers under the Housing Acts in the present Bill. I have said that the planning functions which it is intended to transfer to the new Minister are mainly contained in the Statute of 1932. All the powers under this Act with the exception of the one Section to which I have referred are to be transferred to the new Minister. There are, however, a number of planning powers contained in various minor Acts and local Acts.

Mr. Messer: I take it that these Acts will not be repealed but that the functions under them will now be the responsibility of the Minister of Works and Planning?

Mr. Strauss: There is no repeal of any Acts, but because of the multitudinous minor Acts and local Acts containing some planning powers of the Minister of Health which it is intended to transfer to the new Minister it is proposed to proceed by Order in Council, to effect the transfer. If hon. Members will now turn to the Clauses of the Bill I shall endeavour to clarify a few points which arise on them. Clause 1 (1) recognises that it is in the

power of the Crown to appoint a Minister of Works and Planning if he so desires, and defines, in general terms, the functions and properties to be transferred if His Majesty makes that appointment. Sub-section (2) is necessary for the reason that I have already given to the House, namely, because for some time to come the office of First Commissioner of Works must continue in existence. Clause 2, on the oath of allegiance and the official oath, is in the customary form and I need not trouble the House with any remarks upon it.

Clause 3, Sub-sections (1) and (3) are customary in an Act of this description, though, as I have said, the actual authority for the payment of public moneys is the annual Appropriation Act and therefore they are not strictly necessary. Sub-section (2) about duplicate salaries is inserted because my Noble Friend the Minister of Works and Buildings at present holds two offices, namely, those of First Commissioner of Works and Minister of Works and Buildings. Clause 4 provides that neither the Minister nor any Parliamentary Secretary appointed by him shall be incapable of being elected as a Member of the House of Commons or of sitting or voting as such a Member. It is the Clause which prevents the Succession to the Crown Act, 1707, effecting disqualification. Clause 5 (1) makes the Minister, for all purposes, a corporation sole, which is obviously convenient and proper if he has to hold various properties.

Mr. MacLaren: He never dies.

Mr. Strauss: That means, as my hon. Friend says, that he never dies. A corporation sole never dies, and the property must always remain vested in the Minister, whoever the individual may be. The remaining sub-sections are in common form until Sub-section (5), on which I might perhaps say a word or two. It reads:

"No stamp duty shall be chargeable on any instrument made by, to, or with the Minister."

This merely repeats for the benefit of the Minister the exemption already enjoyed by the Commissioners of Works under the Sixth Schedule to the Stamp Act, 1891; it does not confer a new exemption, but continues one already in existence. Clause 6 contains the machinery for the transfer of property and powers under the Act. Sub-section (1) provides the statutory machinery necessary for vesting in the new Minister the functions and property which are to be transferred to him. The scheme is as follows. The statutory functions of the Commissioners of Works are exercised partly under the Defence Regulations and partly under a number of Acts. The Minister of Works and Buildings has no statutory functions except those which he exercises under the Defence

Regulations. The functions under the Defence Regulations will be transferred, as I have explained, by amendment of those Regulations. This has the advantage that it still leaves it possible to amend those Defence Regulations further if it is so desired. The remaining transfers of functions will be effected by Orders in Council. As regards property, all property in the United Kingdom held by the Commissioners of Works and by the Commissioners of Public Works in Ireland will be transferred by Orders in Council. Sub-section (3) of the Clause provides that His Majesty may, by Order in Council, make a number of adjustments which will be necessary in consequence of the transfer of the functions and property effected under Sub-section (1). Perhaps I may give an example of the use that may have to be made of each of paragraphs of the Sub-section. Paragraph (a) enables the various Acts of Parliament, deeds and instruments to be varied so that the Minister of Works and Planning is substituted for the Commissioners of Works. Paragraph (b) is required for the transfer of the planning functions of the Minister of Health under the various minor Acts to which I have already referred.

Sir Percy Hurd: Will the hon. Gentleman tell us what control, if any, the new Minister of Works and Planning will have over housing, which will be an essential part of the development that will immediately follow the war?

Sir Henry Morris-Jones: As far as I can see, the only Clause that is anything but formal in this Bill is Clause 6, which deals largely with what is to be transferred to the Minister. Will the hon. Gentleman explain in rather more detail what exactly it is intended to take over as far as the functions of the Minister of Health are concerned?

Mr. Strauss: I am in this dilemma, that if I give too much detail, I am afraid I may weary the House; but let me answer the question simply in this way. Nothing is being taken over by this Bill from the Minister of Health except the planning functions contained in the general Statute, the Statute of 1932, and various planning functions contained in other Acts, which will be transferred by Orders-in-Council. The powers under the Housing Acts are not being transferred under this Bill at all. I want to make it clear that it is planning powers, and planning powers only, that are being transferred by the Minister of Health under the Bill.

Sir P. Hurd: Are we to have uncontrolled housing after the war?

Mr. Strauss: I cannot think why the hon. Member thinks housing will be uncontrolled. I do not know what view he takes of the present law, but such controls as are contained in the present law will remain.

Sir P. Hurd: They are inadequate.

Mr. Strauss: If my hon. Friend, who has great interest in this subject, I know, will wait for a later point in my speech, I intend to say something about amendment of the law, but it would be improper to do so until I have dealt with what is contained in the Bill, because the Bill does not amend the planning law, but merely transfers existing powers.

Mr. Selley: Does planning refer to the sites only, or to the planning of the houses themselves?

Mr. Strauss: It covers all the powers which the Minister of Health has under the Planning Act of 1932. I do not want on the spur of the moment to attempt a summary, which the hon. Member, with his expert knowledge, is in as good a position to make as I am. Before I was interrupted, I had reached Sub-section (3), paragraph (c). This provides for the transfer to the Minister of any function exercisable by any of the Commissioners of Works. The reason for this is that certain functions are not exercised by all of them, but by the First Commissioner of Works. A good example of this, perhaps, is that the First Commissioner of Works is one of the administrative trustees of the Chequers Estate. The effect of paragraph (d), *inter alia*, is that any appeals now pending before the Minister of Health under the Town and Country Planning Act may be continued before the Minister of Works and Planning.

Mr. MacLaren: Will the hon. Gentleman read the beginning of this paragraph?

Mr. Strauss: I think my hon. Friend is rather worried by the collection of prepositions. The point had not escaped my notice, but on some matters I have to accept, however reluctantly, the expert advice of Parliamentary draftsmen, who are generally infallible in these matters. On the Committee stage, I suppose, I may be driven to justify each of those prepositions. Paragraph (e) is necessary to ensure that the new Minister shall be responsible for any direction or order given by his predecessors in the exercise of the functions transferred to him, and that he shall be in a position to revoke any such direction or order if his predecessors could have done the same. Sub-sections (4) and (5) provide for the dissolution of the office of Commissioners of Works and Commissioners of Public Works in Ireland in due

course, when everything has been transferred. Sub-sections (6) and (7) are in common form. As regards Clause 7, Sub-section (2), it is declared that the Act extends to Northern Ireland and to the Isle of Man. It extends to Northern Ireland because of the property in Northern Ireland which will be vested in the new Minister, and similarly there is Government property in the Isle of Man. The extension does not mean, of course, that any powers under the Town and Country Planning Act extend to these territories. The powers under that Act do not apply to either of those territories. Perhaps it would be convenient to repeat that, as far as Scotland is concerned, the Secretary of State for Scotland will be responsible, as heretofore, for the exercise in Scotland of the functions in regard to planning to be exercised in England and Wales by the Minister of Works and Planning.

I am sorry to have taken so long over the dry bones of the Measure, but the matter is not entirely simple. Perhaps I might, in passing, refer to one matter which may strike hon. Members as an omission. The powers of the Minister of Transport under the Restriction of Ribbon Development Act, 1935, are not being transferred. Needless to say, we have not overlooked the evil of ribbon development, and we are determined that our planning system as it is developed shall be capable of dealing with it. The simple transfer, however, of the existing powers of the Minister of Transport under that Act would not be a solution to the problem.

The Bill constitutes the first step only in carrying out the Government's policy. The objective of that policy is to secure the right use of the land of the country for all purposes. For this, existing planning powers are known to be inadequate, and it will be necessary to introduce legislation substantially amending, strengthening and extending the present law. Before such legislation is introduced, my Noble Friend wishes to see and study, as I know the House does, the Final Report of Mr. Justice Uthwatt's Committee and the Report of Lord Justice Scott's Committee, both of which deal with matters of fundamental importance to the subject we are considering. My Noble Friend expects to receive both these Reports in the not distant future. As the House is aware, the Government have already announced that they accept the principle of the Interim Report of Mr. Justice Uthwatt's Committee regarding war-time speculation in land, and that Report itself stated that legislative action was not at present required in this connection.

To secure the best use of the land for all purposes, an effective central planning authority is essential. It must give advice to local authorities on the use of the land within their areas, which takes into consideration all the requirements of national policy. If, for

example, national policy requires that productive agricultural land shall not be needlessly used for other purposes, that requirement must be observed in local schemes. Whatever national policies are adopted for agriculture, for the grouping of the population and the location of the industries by which they live and for transport and communications, the central planning authority must bring the requirements of those policies to the notice of local authorities and thus help them to further national policy in the schemes which they prepare. The Minister will act in close association and co-operation with local authorities.

No national planning of the use of land will satisfy the country if it does not provide for the preservation of extensive areas of great natural beauty and of the coast line. My Noble Friend will carefully consider the question of national parks and the protection of our coast from ill-considered development. If in our plans we are concerned with the future, let no one suppose that we forget the urgent present. To the achievement of victory everything else must be subordinate. Every plan will be based on sand, if it is not founded on decisive victory. Without victory, no plan has any meaning.

But the victory must not find us unprepared. We are a large population, living in a small island of matchless but most vulnerable beauty. It is reckless folly to squander and destroy it. When the war is over, much building will take place in any event. What sort of building is it to be? Sporadic, ill-designed, vulgar and unworthy? Or well-grouped, of good design, genuine and worthy of our people? It is for us alone to decide. Good design need cost no more than bad. There is no merit whatever in planning, unless the plan produced is good. Town planning will not be good, as long as it is thought of merely in the form of maps showing zones and land uses. It is concerned with homes and cities, towns and villages, construction in three dimensions, civic design. Without architecture it is nothing. If we employ our best architects and town planners, we need not repeat past follies. We can create and preserve the two things that men need in which to live, a good town and good country; towns worthy of our history and our name and all the beauty of the English countryside.

Mr. Arthur Greenwood: With the sentiments so powerfully expressed at the end of my hon. Friend's speech I am in profound agreement. This Bill transfers the planning powers of the Minister of Health to the new Ministry of Works and Buildings. That, I think, is right. I think it is also right not to disturb the situation in Scotland. It is possible to draw a distinction between planning and housing. I should myself very strongly object—I am quite certain the

Minister of Health would object, and I speak as one who has been Minister of Health—to housing functions being taken away from the great local government Department, the Ministry of Health, because they are so closely interwoven with the whole of local government finance and structure that to do so would be to tear the thing up by the roots, to the general national disadvantage. The second purpose of the Bill is, by a change in title, to enthuse a new spirit in the public as to the intentions of the Government regarding physical planning.

I had something to do with the earlier discussions regarding the establishment of a Minister of Works and Buildings. I never liked the title, and I think the change to Minister of Works and Planning is a very definite improvement, which will give the public what seems to me to be the right conception of what Lord Portal's Department should be. Whether we transfer powers or not, depends upon whether those powers, when transferred, are going to be properly used. This Bill is the preamble to further steps which, I hope, will be taken in the course of the next few months. It is right, I think, in the first instance to transfer your powers to the new authority, and then to build your extended legislation for town and country planning on the basis of your new Department. That is obviously the Government's intention. My hon. Friend referred to the Uthwatt Committee's Report. It is a good many months now since we had the Interim Report. It raised vital issues, which were complicated by the existence of the War Damage Commission, and it may be well now, though that was not my own original intention, to await the second Report of the Uthwatt Committee and to make one clean, good job of it by one piece of legislation. One hopes that the Final Report will be received within a relatively short space of time. I fear that some members of the Committee have got themselves rather overloaded with other work, some of which I regard as of much less importance. I refer particularly to one learned member of the Committee who is doing work in another Department and whose sage advice and knowledge are fundamental to the Uthwatt Committee's work.

Then we proceed to the next stage, which will be to build up a body of legislation affecting physical planning on a scale which this country has never known before. But that gives rise to other considerations. I have no doubt that most hon. Members have forgotten the statement I made on February 11, which dealt partly with this Bill, partly with the Uthwatt Committee's Report and partly with the implementation of the Government's undertaking with regard to a central planning authority, never a very fortunate term, to my mind, an ugly term and not as full of meaning as it might

be. On that occasion I referred to the Report of the Royal Commission on the Distribution of Industrial Population, concerned with the location of industry, and the many questions which are involved. I have always held the view—it need be a secret no longer that on this Lord Reith and I did not always see eye to eye—that physical planning, however much you may develop the Department, as we are doing in this Bill, is not a single Ministerial responsibility. It goes too far. The reason why my right hon. Friend the Secretary of State for Scotland and I were in agreement as to his retaining the town and country powers is that he is also Minister of Agriculture. He is many things. He is the uncrowned King of Scotland. All authority centres in his hands. The really important thing about the central planning authority is to conceive it primarily as a body of Ministers who are in one way or another concerned with our future national development. I like the term “national development authority” far better than “central planning authority,” because it is development, and at every stage in development you become involved in questions which affect the Ministry of Health on the one hand, questions of drains and sewers and so on, and the Board of Trade on the other, as regards gas and electricity undertakings, and the Ministry of Agriculture at almost every stage of urban development, and so on.

But the Ministry of Works and Planning is not the architect. It is only the master mason. That is to say, it is the function of this new Department, when it is established, to carry out what is the general national policy on all these questions of development. There was to be a Committee set up representing all these various Departments, and beyond and above that a Ministerial Committee of which I was to be Chairman and a Committee which I assume continues under the chairmanship of my right hon. and learned Friend. The important thing which the House must be clear about is as to where final authority is to reside. My own view—I took action after this statement was made in the House—was that the Chairman of this Committee of officials representing Departments should be my nominee, and that he should be the Secretary of my Ministerial Committee, because it seemed to me that final authority really ought to rest with, and final direction come from, the Ministerial Committee. I do not know that that was necessarily the view taken by the former Minister of Works and Buildings, but I made arrangements, unfulfilled because I found myself back as a private individual, to call a meeting of the Council of Ministers in the first instance, first, that it would avoid controversy in the future, and that the large broad lines of policy could be laid down for the guidance of the Com-

mittee which would be advising and assisting the Minister of Works and Planning. I am not sure how far that policy is now being carried into effect, because on the answer to that question would depend my own attitude towards the future stages of this Bill. I am the last person ever to be troublesome to anyone, but it is really fundamental.

I am certain that the House is very anxious about making a good job of the rebuilding of Britain after the war. Everybody wants that except the hon. and gallant Gentleman the Member for Mossley (Mr. Hopkinson), who, when I made this announcement, described it as flapdoodle. He would describe anything progressive and constructive as flapdoodle, so we need not worry much about his point of view. Members on all sides of the House, Members whom I never suspected of holding such advanced and revolutionary views, came to me and explained their concern that we should not make a mess of it at the end of the war, that we should beforehand get things planned and know what we were doing and why we were doing it. That really finally depends on my right hon. and learned Friend the Paymaster-General. [AN HON. MEMBER: “On the winning of the war.”] I agree that there will be no future if there is no victory—no future that anyone can live in. Let that be admitted. No one wishes to distract people’s attention from winning the war. On the other hand, it is sheer folly to pretend that you can leave the solution of this problem until the armistice is signed. I am glad this new step has been taken. I hope the momentum will increase under the influence of my right hon. Friend, but I want the House to accept my view and, without belittling the importance of the Minister of Works and Planning, to regard him as the handmaid of a large national policy rather than for him to try to gather unto himself responsibilities which rightly belong to other departments. There is the great co-ordinator of the scheme. That is his final responsibility. If my right hon. and learned Friend will glean something from my very short experience of this, he will take that line and he will have no more faithful supporter than myself.

Sir Percy Harris: Frankly, when I saw that such a Bill was to be introduced I visualised a really constructive Measure. Those responsible for its wording will agree that it does not achieve very much. It has many Clauses which my hon. Friend has been careful to explain do little more than change the title of the Ministry and add one new responsibility to it. The Ministry has already had one alias. It changed its name from the old-established title of the Department of the First Commissioner of Works to the Ministry of Works and Buildings, and now it is to be the

Ministry of Works and Planning. I am afraid I am a little appalled by the constant creation of new Departments. This is merely a machinery Bill. It will not make any vital, constructive contribution to the vast problems with which we are faced. The Royal Commission on the location of industry sat for many months. It was an important Commission, composed of distinguished persons, and it duly made its Report. This little Bill is, I suppose, the only result of its recommendations. We shall not be very much further by the passing of this Bill; my hon. Friend admitted as much. We are in the same position as regards the power to plan as we were in before the Bill was introduced. The 1932 Act, which was heralded as a revolutionary scheme, has achieved very little result, and after a great deal of agitation we have this little Bill changing the title of the existing Ministry. Everything depends on the Minister. Lord Reith had a very short occupation of his post. He made some fine speeches in the House of Lords and foreshadowed a great policy of planning. I should like to know why he disappeared. Why has he been bumped off? Is it because his policy was too bold? Was he in conflict with my right hon. Friend the Member for Wakefield, who did not want, as far as I could understand, a Minister with plenary powers to deal with the problems of a national plan?

Mr. Greenwood: We both went together.

Sir P. Harris: My right hon. Friend reminds me that they were both sacrificed at the same time. It may be that both of them were too progressive in their views and that their views were in conflict, with the result that both disappeared. Now we are glad to welcome my right hon. and learned Friend the Paymaster-General. I gather that he is to be the linchpin; that he will bring all the Departments together and make them all work in team; and that he is to be really the super-planner. In that case it seems to me that the transfer from one Department to another will not make very much difference. I frankly believe that a national plan is necessary. I do not think it is possible to leave to the hundreds of local authorities the working-out of a new dispensation. The bombing of this country presents us with a great opportunity because of the public opinion which it has created. The whole nation has become conscious of the appalling conditions of overcrowding and the unsatisfactory development in our country.

I wish that the hon. Gentleman the Member for Burslem (Mr. MacLaren) would not make remarks of an offensive character. He keeps making a running commentary during my speech which is most disconcerting. If he means to be

objectionable, he has succeeded in his purpose. It is of no use my going on.

Sir Robert Tasker: I beg to move, to leave out the word "now," and, at the end of the Question, to add the words, "upon this day six months."

May I be permitted to touch on one or two points raised by the Minister in introducing this Bill? He started by telling the House that it was not necessary to have the Bill at all. He said that it did not require statutory authority to appoint the Minister. He also said with regard to money operations that it was not strictly necessary. If it is an improvement in the building and planning of this country which is desired, one fails to understand why this piecemeal Measure has been introduced. From the Minister's remarks it is quite clear that it is only part and parcel of a very much larger Measure. That very much larger Measure would, if comprehensive enough, be hailed with satisfaction by all sections of the community. Everyone connected with the building industry knows that at present there is the utmost confusion, with disastrous consequences to what I regard as the second most important industry in the Kingdom. I put agriculture first and building second, because the two essentials of human existence are food and shelter.

I submit there ought to be a comprehensive Bill to clean up the confusion and that this is not the moment to introduce it. We ought to await the Report of the Uthwatt Committee and learn the views of the competent people on that Committee who have had an opportunity of studying the problem. We must get down to practical things. It is no good raising mirages. We want something which is essential. One of the essentials enumerated by him is an absence of vulgar design. If we want to avoid vulgar design, we should employ qualified men to design and to superintend the erection of buildings. So much of the confusion of the moment is due to the fact that there are 1,700 local authorities operating town planning. They are a very great nuisance. As a rule a local authority more or less transfers its powers to a town planning committee consisting of people who think they have great ideals, and who know no more about building or town planning than the man in the moon. When plans are submitted to the competent authority they are satisfied with one copy, but this busybody, the town planning committee, wants two or three copies. It creates endless delay. After all, it comes down to a question of opinion and of taste.

What is really needed is a big comprehensive Bill. At present we have special building Acts for this, that and the other place, and the Ministry of Health has to pass their by-laws governing building, including town planning. Then we get a group of people who are,



Three of the Members of Parliament who took part in the debate on the Minister of Works and Planning Bill, photographed at the annual luncheon of the Incorporated Association of Architects, Surveyors and Technical Assistants. Left to right: Mr. George Hicks, Sir Robert Tasker and Mr. Alfred Bossom.

so they say, interested in town planning. They form themselves into an association. They attempt to dictate to the biggest municipal authority in the world, namely, the London County Council. They tell them what they ought to do. Twelve houses to the acre is their idea of town planning, that is the maximum number, though it may be six. They thought that for London it ought to be 12. To talk about 12 to the acre in the middle of a big city is just nonsense. When the County Council proceeded to build they had to submit their town planning scheme to the Ministry, and it was found that in one area there was the equivalent of 50 houses to the acre, in another 69, and in perhaps the worst case of all, the Tabard Street area, 120.

Why the Government want to introduce this little Bill at the present time is beyond my comprehension. It leads us nowhere, it only creates a new Ministry with an endless number of officials. One of my greatest objections to this Bill is concerned with Clause 3, in which one finds one of the most remarkable passages which I have ever seen in a Bill. It says that the Minister may employ secretaries, officials and servants with the consent of the Treasury—"and there shall be paid out of moneys provided by Parliament to the Minister and to the secretaries, officers and servants appointed by him such salaries or remuneration as the Treasury may determine." That is making a Minister of the Crown subordinate to the Treasury.

Mr. J. Griffiths: There is nothing new in that.

Sir R. Tasker: In theory, at all events, this House

is supposed to control finance. I am aware that the opinion has been expressed that even Members on the Treasury bench are the "fags" of the Civil Service. I do not express that opinion, but it is fairly widespread. If that is the position to-day, the sooner Parliament asserts itself the better. We are the representatives of the people who find the money. Clause 3 does nothing to end the chaos but, I suggest, makes it greater. I object to any Minister being reduced to the position of a servant of the Treasury. It is wrong in principle and in policy. Those are two things which ought to be reserved to the House of Commons. Treasury methods of dealing with matters show a deplorable ignorance of business affairs. This House ought not to allow the Treasury to exercise control over money. It can only do so with the authority of the House of Commons and not as a separate Department. The Bill proposes to make the Treasury the master.

I ask the House to reject the Bill on those grounds alone, and I suggest that we should assert our position and say that the House of Commons must direct what shall be done. As in other Bills, if the Treasury wants to spend money, let it obtain the approval of Parliament. Clause 3 goes just to the contrary. In my submission, it should receive further consideration. If the Minister is wise, he will explain to the House of Commons the extraordinary position of the Treasury in connection with the Bill. I have refrained from going through the various Ministries one by one because it has been intimated to me that many hon. Members wish to take part in the Debate. I have tried to keep to my rule to speak for not more than 10 minutes, although

there are many other things I should like to say. Probably the financial clauses can be dealt with by far more competent speakers than myself, and other people can deal with buildings quite as well as I can.

Major Lyons: I beg to second the Amendment.

I agree entirely with the view that my hon. Friend has expressed. If these matters are necessary, they should be dealt with in a bigger and very much more comprehensive Bill rather than be treated separately as they are to-day, and at some future time. We were told that the Ministry is employing, up to date, more than 13,000 people. Can we know to what extent the bureaucracy is to be still further encouraged by the Bill in its efforts against the people? We know that the Ministry up to now have been content to employ gentlemen who are still associated with their own private works, which have been brought into contact with the Ministry and in which they are directors. I do not think that kind of practice makes for good government, and it is not right that this kind of thing should be allowed, within the knowledge of responsible heads of the Ministry, to continue unchecked.

The Ministry are asking for further powers to be transferred to it. I should like to know why the Ministry give their approval to directors being employed in the heart and core of the Ministry and being able to give out work to their own firms, to result in £25,000 a year net profit? One of them gets expenses but no salary. That is stated to be the fact in at least one case, which I raised with the Parliamentary Secretary some time ago. That kind of thing ought not to be possible. If the Ministry desires to employ a professional gentleman, there should be, in the public interest, a cessation of activity on his part in the business of his firm. He should not be put in the position of being able to work at the Ministry and give out work to his own firm. Not a word in the Bill deals with that situation, which is only one instance. There are only two firms of architects in the country who received from the Ministry fees of over £20,000 a year during 1941. The House can judge of the volume of the work from that figure. One of those gentlemen is a director in the Ministry. It is only fair that some explanation should be given for this situation. It is against all forms of good administration. It is quite contrary to Civil Service principles and Party practice. Of course public confidence in the Ministry is shaken. I think it is common knowledge that the building trade is at present labouring under complete confusion. In this loose, small Bill, which is brought out as a first instalment of the new transference of powers, nothing is said to allay our anxiety about that matter at all. Nothing is

said as to how the building trade can be put into a reasonable state of order.

Mr. Bossom: Like most people in the House, I really dislike this Bill. I think it is unfortunate, I think it is incomplete. I do not think it contains most of the things we would all like to see incorporated in such a Bill but, at the same time, here we are in the midst of a war which sooner or later will end, and for that reason, in spite of my dislike, I intend to support the Bill. Now is the time and opportunity to make any contribution we can towards putting before the Minister the things which we think are of vital importance in the replanning of the country. It is the first chance we have had, and we should all take advantage of it. We can amend the Bill as it goes through its various stages and put into it the things we should like to see. The Bill may either mean the beginning of a very fine improvement for the country, or, if we are not very careful, it may be one of the worst financial ramps that has ever been put over. We have to face that.

We must also look upon planning not as planning only but in connection with after-the-war re-employment.

What does planning consist of? First we must look after our land, then the development of the buildings, the development of the avenues of transport and also the preservation of the things that are worth while—the beautiful sites and charming spots that mean so much to us.

Mr. Marshall: The creation of a national policy with regard to planning is a vast undertaking, and the House must not delude itself about the size of this task. It is a policy which deals with agriculture, transport, the Board of Trade with regard to war factories, the Ministry of Health with regard to hospitals and housing, the Ministry of Labour with regard to trading estates, and the Air Ministry as far as aerodromes are concerned. All these factors have to be taken into consideration if a national plan is to be evolved from the deliberations of the new Ministry. I am not a bit concerned as to who is to be the final authority on this matter. According to the statement previously made in this House, in the first place, a committee of senior officials would discuss and bring all these things together in a co-ordinating way, and if agreement was impossible, then the question would be submitted to a Council of Ministers. I cannot imagine the newly created Minister of Works and Planning being the final arbiter in that Committee of Ministers. I do not know whether the Paymaster-General is to reply to the Debate, but, if he does, I would be glad if he would inform the House how he conceives that the question of appeal where disagreement occurs will be settled. Will he be chairman of the

Council of Ministers, and, if so, will he be able to bring considerable influence to bear upon the minds of any recalcitrant Ministers who happen to sit on that board? That may possibly work, but it will be very difficult.

Take the question of the Ministry of Transport, for instance, which has the administration of the Ribbon Development Act. I was awfully sorry to hear the Joint Parliamentary Secretary say that these powers were not to be transferred to the new Ministry. If there is any Act that has done injury in this country and has created all kinds of bad development along glorious roads, many of them made at Government expense, it is the Ribbon Development Act. In any scheme of planning, the powers conferred upon the Minister of Transport under that Act ought to be given over to the Ministry of Works and Planning. I was very sorry to hear him say that they did not propose to ask for these powers. It is anomalous that powers such as those which enabled ribbon development to take place on the side of these trunk roads, badly sited, sporadic and stretched out in long strings, without any order or plan, should not in future be part of the business of a planning Minister.

Mr. Denman: The Bill falls far short of what many of us might have hoped. The Government seem in all this planning business to show a reluctance towards the realisation of planning and a distrust of the whole idea. They seem not able even to plan a planning authority, which is, perhaps, the first step that should be taken. This Bill is a candidate for entry into the category of Government acts which are too little and too late. Too little because, obviously, it does not do what has been promised by the Government, although it is admittedly the first step towards it, and too late—not really too late, I hope—in that if the war extends until 1944, I very much doubt whether we shall be ready with this planning policy to face the situation with which we shall be confronted at the peace.

Let us remind the House of what was promised in connection with this planning business, and of what has been talked of in the Debate to-day, both from these benches and by the right hon. Gentleman the Member for Wakefield (Mr. Greenwood). Promises began to be definite and precise in February, 1941. We were then told on Ministerial authority that the Minister was authorised in the preparatory work to proceed on certain assumptions, first, that the principle of planning would be accepted as a national policy and that some central planning authority would be required. We were told that this authority would proceed on a positive policy for such matters as agriculture, industrial development and transport. What I wish the House to note is that it is this central planning authority that

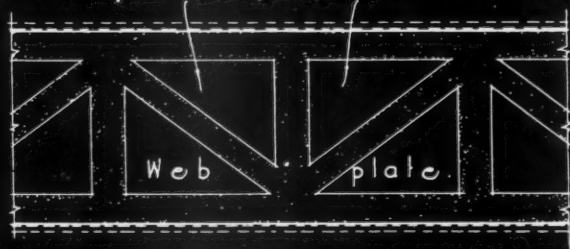
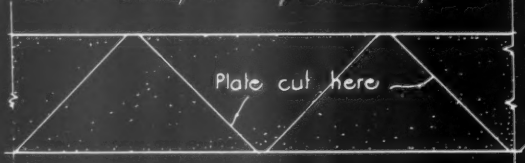
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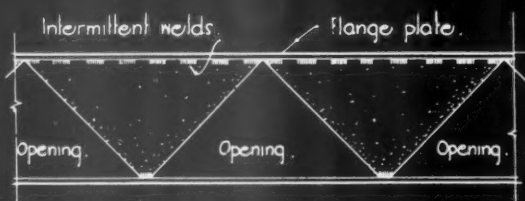
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DETAILED CONSIDERATIONS
OF DESIGN IN WELDED
STEEL, 3 : BEAMS (c).FIGURE 1:
ECONOMICAL USE OF LARGE-
SPAN PLATE GIRDERS HAVING
SMALL SHEAR STRESS.Depth usually less
than $\frac{1}{10}$ span.Unnecessary material removed to form
triangular openings in plateFIGURES 2: ALTERNATIVE FABRICATION
OF LARGE SPAN HOLED GIRDERS ACCORD-
ING TO SPAN, DEPTH, LOADING, ETC.

(a) Method of cutting plate (web) into trapezoids



(b) Trapezoids reassembled end to end.



(c) Strengthening trapezoids for local bending moments.

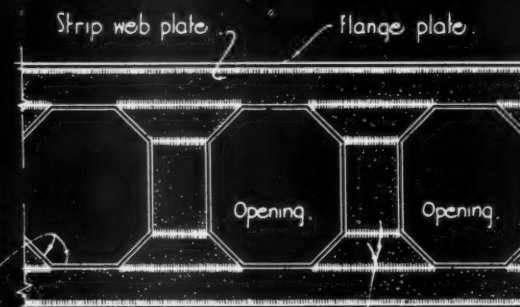
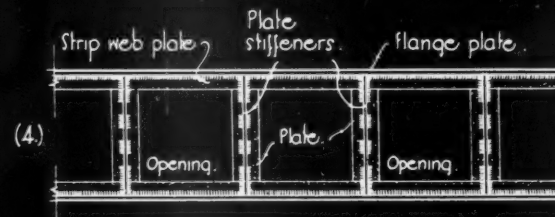
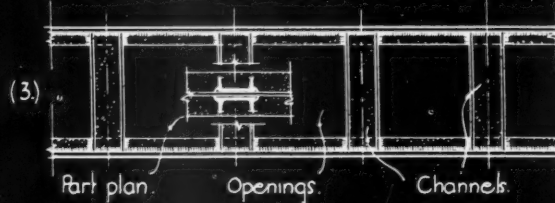
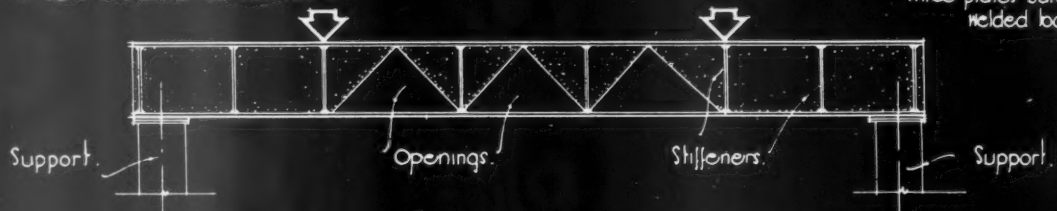
FIGURES 3 & 4:
TYPICAL EXAMPLES OF LIGHTLY-LOADED PLATE
GIRDERS WITH RECTANGULAR WEB OPENINGS.

FIGURE 5: EXAMPLE OF HOLED PLATE GIRDER FOR HEAVY LOADING.

FIGURE 6: TYPICAL VARIATION
IN DESIGN OF HOLED GIRDERS
TO SUIT SPECIAL CONDITIONS*Designed by Brothwaite & Co., Engineers, Ltd. Compiled by Samuely & Hamann, Consulting Engineers.*INFORMATION SHEET: STEEL FRAME CONSTRUCTION, 74: WELDING 30
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INFORMATION SHEET

• 862 •

STRUCTURAL STEELWORK

Subject : Welding 30 : Detailed Considerations of Design in Welded Steel 3 : Beams (c)

General :

This series of Sheets on welded steel construction is a continuation of a preceding group dealing with riveted and bolted construction, and is intended to serve a similar purpose—namely, to indicate the way in which economical design as affected by general planning considerations may be obtained.

Both the principles of design, and the general and detailed application of welded steelwork are analysed in relation to the normal structural requirements of buildings. The economies in cover and dead weight, resulting from the use of lighter and smaller steel members and connections, are taken into consideration in the preliminary arrangement of the building components in order to obtain maximum economy in the design of the steel framing.

This Sheet is the third of the section on detailed considerations of design in welded steel, and the third dealing with beams.

Depth and Span :

In the case of long span plate girders carrying comparatively light loads much of the material in the web is wasted if the depth is chosen to obtain the maximum economy in the weight of the girder as a whole.

In such a case the unnecessary material can be cut out of the web in order to effect a saving. If the pieces cut away are triangular in shape, and the remaining web comparatively small (see Figure 1), the material that is left forms a lattice girder, and these were dealt with in Sheet No. 15 of this series. Such lattice girders are statically very sound, but owing to the sharpness of the angles between adjacent members, additional labour is usually involved.

Girder Design :

Instead of "triangulating holes," other shapes more suitable for handling in the

workshop can be arranged (see Figures 2, etc.), but owing to the incomplete triangulation, local bending moments occur in the members, which therefore have to be strengthened. A compromise between additional labour and additional materials should be made for every case, but where the total depth is less than one-tenth of the span, it is often found that plate girders with openings are more economical than lattice girders and are generally of a more pleasing appearance.

A simple arrangement is shown in Figures 2a and b, which still retains something of the character of a lattice girder, where the web plate is cut into trapezoids and then re-assembled as shown. This effects a saving of a little less than 50 per cent. of the web. Figure 2c shows a somewhat more robust modification, with a plate bent round the openings.

In Figures 3 and 4 girders with rectangular web openings are indicated. In Figure 3, two web strips are connected by pairs of channels, the flanges of which act as stiffeners. In this arrangement, which is suitable only for very light loads and for arched construction, up to 80 per cent. of the web area can be cut away. The arrangement in Figure 4 is similar, but the channels are replaced by plates, and many other designs are possible. One of the common variations is shown in Figure 5, where stiffening plates are carried all round the opening.

Endless variations in design are practicable for such plate girders, e.g., where the shear is larger near the support but decreases suddenly owing to point loads, full plates can be used where the shear is at a maximum, and openings left along the remaining length. Figure 6.

Previous Sheets :

Previous Sheets of this series on structural steelwork are Nos. 729, 733, 736, 737, 741, 745, 751, 755, 759, 763, 765, 769, 770, 772, 773, 774, 775, 776, 777, 780, 783, 785, 789, 790, 793, 796, 798, 799, 800, 801, 802, 804, 805, 806, 807, 808, 809, 810, 812, 813, 814, 816, 819, 822, 823, 824, 826, 827, 828, 830, 832, 833, 837, 838, 839, 840, 842, 843, 845, 847, 848, 849, 850, 851, 852, 853, 855, 856, 857, 859 and 860.

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was to be responsible for the creation of a positive policy. We are now told that the objective remains largely the same—that the Ministry's objective is to secure the right use of the country for all purposes. That is the function for which this Ministry is being set up. Further, in February of this year we were given rather more precise objectives. Three items were taken from the report of the Royal Commission on the Distribution of the Industrial Population:

"(a) Continued and further redevelopment of congested and urban areas where necessary.

(b) De-centralisation or dispersal, both of industries and industrial population, from such areas.

(c) Encouragement of a reasonable balance of industrial development, so far as possible, throughout the various divisions or regions of Great Britain, coupled with the appropriate diversification of industry in each division or region throughout the country."

The Government gave the following pledge in relation to those three items:

"The Government will study and concert, in the light of the review, the steps that should be taken to reach these objectives."

Clearly, the Central Planning Authority was the body which should naturally concert and plan these schemes. It takes some ingenuity to discover who, in fact, have been doing this work which the Government have promised would be done. One finds all sorts of different people mentioned. Sometimes it is the Government. Last year the House made it the Treasury, because in the War Damage Act, Section 7, we empowered the Treasury to give directions to the War Damage Commission that payments should be used for reconstruction. "in conformity with the public interest as regards town and country planning, the provision of housing accommodation, the development of industries and services and agriculture, the preservation of amenities. . . ."

That is the most potent planning authority that has ever been set up in this country, but of course, we all knew that when we gave the authority to the Treasury we were giving it to no one. Clearly, the Treasury has not the staff and the apparatus to make the kind of investigation necessary for this policy. It can only be the co-ordinator of other policies. Then we had the Minister without Portfolio, the Committee of Senior Officials, the Committee of Ministers, and now we have the Paymaster-General. But we are never allowed an authentic Minister of Planning.

Why is it so important that, despite what the right hon. Gentleman the Member for Wakefield said, we should have a Minister of Planning? It is because we must first collect knowledge and information and have a sustained

study of this vast problem over a long period of time. On the matter of location of industry—a fragment of this is being handed over to the new Ministry—the Government have accepted decentralisation from congested areas and the balance of industrial development. I suggest that there is one other policy which would be universally accepted throughout the country. We all know that before the war there was a steady trend of industry from North to the South. I think we all agree that that must be stopped, and that this vast aggregation of population in the South is a mistake and should not be permitted. We need a policy to reverse the trend. If any hon. Member tries to visualise the formation of a policy of that kind, he will realise both its vastness and the need for prolonged and accurate study. It involves half-a-dozen major Departments, and the Services as well as local authorities and industry, both employers and employees.

Mr. Silkin: I find myself in very great difficulty about the Bill. It is a first step, but one does not know what it is leading to.

It is rather unfortunate that this House has not had many opportunities of discussing post-war planning in this country. In another place there have been six different Debates. In this House there has been one, and that was nearly two years ago. The Government would have been well advised to postpone the introduction of this Measure until they could have given the House some indication of the kind of planning they had in mind. I hope that my right hon. and learned Friend the Paymaster-General will not misunderstand me when I say that post-war town planning received a great blow with the departure of my right hon. Friend the Member for Wakefield (Mr. Greenwood) and Lord Reith. I hope that one day we may know the reasons, but at present it is one of the mysteries of the war. I am not making any suggestion that my right hon. and learned Friend is not as capable of carrying out the duties as was my right hon. Friend the Member for Wakefield, but my right hon. Friend was a Member of the War Cabinet. He had status, he was the chairman of a committee of Ministers concerned with town planning and by reason of his position in the War Cabinet he had the necessary authority.

My right hon. and learned Friend may have that authority. I do not know. He has been up to the moment carrying out his work in secret. He has been ploughing a lonely furrow, and perhaps we may know shortly what he has been doing and what his powers are. I am certain that what he has been doing he has been doing well, but the House does not know what is happening about planning. Lord Reith was a person who accepted his responsibilities with en-

thusiasm. I believe that he was an enthusiastic planner, and there are many people in this country who were looking forward under Lord Reith's supervision to seeing a very fine post-war Britain. Why he went I do not know. There are many people who believe that the departure of both the former Minister without Portfolio and Lord Reith was something which indicated that the Government were not considering post-war planning as seriously as many people wished them to. The departure of these gentlemen was regarded in a sense as a defeat for town planning. I hope that it will be possible to give the House some reassurance on this point.

Mr. Austin Hopkinson: I support the rejection of the Bill because, whatever its effect, the Bill proposes to enable Superior People to override even those small private liberties which are left to us to-day. The supreme planner of all—I omit for the moment Mr. Stalin, because he is our Ally at the moment, and I do not want to make any remarks about him—is Adolf Hitler, who is going to plan the whole world. He is doing so most successfully in his own country. What are we fighting this war about? We are fighting to avoid planning. [Laughter.] It is no use laughing; what I said is true. The totalitarian State is the planned State. It is based upon the supposition that some superior person knows what is good for people better than they do themselves. That is the whole theory of the totalitarian State as it exists to-day. We are simply talking cant and humbug if we advocate an extension of planning in this country and at the same time conduct a world war against that same theory being imposed upon us. The whole scheme of planning of a country is the sort of thing to impose, not upon a victorious England, but upon a defeated Germany.

Mr. Hicks: We have brought into the Ministry, from civil life, men of great experience and capacity, and they have worked on a scale which would surprise many Members. Both the late Minister and the present Minister have been well aware of the importance of exercising the greatest care in appointing to a post in the public service any individual with business interests. The innuendo that has been repeatedly uttered, that once a man has been connected with a firm he can no longer be honest, is untenable. I beg the House not to continue on this persecuting line. It distracts men from their work, and is not in the interests of the country. If we ask for voluntary labour, if we ask people to render voluntary service to the country, and they come forward, is it proper to reject their offers? As a public man myself, I am as anxious to preserve public morality, honour and

cleanliness as anybody; and I state definitely that I am perfectly satisfied that there is nothing dishonest or improper in what is going on. Both the present Minister and the previous Minister have taken great care to satisfy themselves upon this point in every way.

Sir William Jowitt: I think the House will agree that we have had to-day a most interesting discussion. We have had this question canvassed from both sides. We have heard those who hope and believe that planning will do everything and we have heard those who are quite confident that planning can bring us nothing but disaster. I deprecate both points of view. I entirely disagree with the view that because we make mistakes, we should therefore not try to plan our economy after this war. But we must not disregard all the dangers and pitfalls. We must not become mere idealists. We must try to be eminently practical in the steps we take. The hon. Member for Mossley (Mr. Hopkinson), who made a delightfully amusing speech, defined planners as being superior persons who know what is good for people better than do the people themselves. I should like to ask him to apply his own test to the East End of London, for example. Did the people who live in that area decide that they should have to live in those conditions? Would they prefer to have open spaces near them? Or consider colliery villages. Is it a fair test to say that people in colliery villages know what is best for them and desire to have the sort of conditions they have? It seems to me to be wholly untrue.

Surely, although the hon. Member is right in saying that the question of art and an appreciation of art must be relative and vary from age to age, there are certain things which are, at any rate, less relative—for instance, the health of the people. Should we not try deliberately so to plan as to give the children of the new generation a better chance than the children of the old generation? Should we not try to bring them up more healthy in mind, body, and spirit than the children of the past? Have we learned nothing from this war? Have not all of us discovered the existence of things which we hope and believe we may put right in the future? But when I have said this, I fully realise that planning, if it is carried out from a merely idealistic point of view, without regard to practical considerations, may do more harm than good. I do not suppose anybody would really be foolish enough to try and remove the collieries from the coalfields or remove the ports from the coast. Those illustrations have been given, but they are mere illustrations showing that unless one plans wisely, one may do considerable harm. Therefore, I hope

to hitch my wagon to a star in this matter, but I do not propose to disregard the ruts which lie in the road ahead which I have to travel.

This Bill is really, I readily concede, a very small step. What we have to consider is whether it is a step in the right direction. The part of this Bill with which I am concerned is merely that part which transfers from the Minister of Health to the Minister of Works and Buildings, as he is to-day, the planning powers which, broadly speaking, derive from the Town and Country Planning Act, 1932. Let me remind the House, very briefly, what those powers are. It has all been said in previous speeches. My hon. Friend the Member for Peckham (Mr. Silkin) put it very plainly in his forceful speech. The essence of those powers is this. First of all, they are local powers. In many cases the planning authority is, of course, the county council, and, as he rightly said, it has to plan from its own point of view. It is very largely handicapped by financial considerations. It cannot disregard its duty to its ratepayers. It has to avoid the loss of rateable value, and, if possible, bring into its area more rateable value. It cannot disregard the fact that it has to avoid paying uncommon sums of compensation. Therefore, local authorities have had to plan so as not to involve themselves in the risk of that happening, and they have had, in practice, to zone areas at so many houses to an acre, the number of houses frequently being determined to avoid the risk of having to pay compensation.

The planning powers do not, speaking by and large, apply to statutory companies, and land and property of Government Departments. It is natural enough, when these planning powers are purely local, that statutory authorities and Government Departments should perhaps object to having their rights subjected to the wishes of some district council. That is the position. Having said that, I think it is only fair to say, again speaking on the whole, that local authorities have made very considerable use of these planning powers. Thanks to them, we have been able to secure a standard of building which we certainly should not have secured without them. Thanks to them, we have acquired open spaces which equally we should not have had. When we look around some of our great cities and see some of the work Hitler has done by bombing, many of us hope that at any rate a large part of those spaces will be used in future as open spaces.

To this we have now to add a new conception. This is what I want the House to realise: To planning, which in its essence was purely local, we are now adding a new conception from the national point of view. We are to try and plan nationally. I have been giving a good deal of time to this problem, and I am fully conscious of

its difficulties. I am fully alive to the fact that anybody, even the right hon. Gentleman opposite, who has had great experience of the matter, would find that this problem taxed every bit of his ability and experience. We have to plan, as even the hon. Member for Mossley would agree if he really thought about the matter seriously. We may have to consider strategical considerations. Who is to say that we shall not? We shall certainly have to consider health considerations, and we shall have to consider agricultural considerations.

I quite agree that we must not allow our best agricultural land to be used for towns, as was done in one particular case after the last war. We must surely consider such questions as green belts and the preservation of the coast line. I give the illustration of the Lake District. Is there anyone who really doubts that a district such as that ought not to be a national park, combined with some scheme of youth hostels to give our young people a chance to roam about and get their exercise under those sort of conditions? Has that not some spiritual value? The hon. Member who spoke last referred in a most interesting speech to large country houses which under present conditions will probably not be used for the purposes for which they were built. A man will not be able to afford to live in such a house. I quite agree with the hon. Member. What an opportunity to try and use these houses for some such purpose as he indicated, be it as convalescent homes, nursery schools or hostels.

I must point out to the House that the national consideration may involve a clash between national interests and local interests. We have, for instance, a considerable number of up-to-date factories in the country. It may be that the new factories will be the nucleus around which new communities may form in country surroundings. It may mean that in some towns we shall not desire to rebuild the factories which have been knocked down. It is possible—I am not expressing any opinion—that future extension of factories in London may be thought undesirable, and that we have too large a population in the South. You must have, if you are going to have an adequate system of national planning, some body which can give a directive to local authorities, which must, of course, remain the local valuing authorities. Local authorities must plan their localities in the light of a directive based on national considerations. That is the new conception. It was for that reason that there had to be grafted on to what up to now had been a purely local planning policy the new scheme outlined by my right hon. Friend on February 11.

May I say to him—the House heard his speech—that I conceive my position to be exactly as he stated. He used the

expression that the Minister of Works and Buildings was to be my handmaiden. I hardly like to describe the Noble Lord as my handmaiden, and I do not know whether he would accept the position, but, if my right hon. Friend meant, as he did mean, that the central directive must come from that Committee of Ministers over which I preside, and must go from that Committee of Ministers to the Minister of Works and Buildings, that is exactly my conception of the position. There will be so many Departments concerned with the use of land, all of whom, I think, should be represented on that Committee, that I hope we shall be able, if matters have not been resolved below, to resolve conflicts which may arise with regard to the usage of land for this purpose or that. Of course, it remains true that, if any Minister feels strongly on a matter, it must be resolved at the very highest quarter of all, and that is the War Cabinet. By give and take and by good will I trust we shall be able in many of these cases to resolve conflicts, if conflicts arise, and I trust that we shall be able to hammer out an agreed policy on what national directive we ought to give.

With regard to the location of industry, let me say it is quite obvious that you cannot consider this in the abstract. You must know what industry you are going to deal with. You must know what the circumstances are which exist at the end of the war in relation to that industry. It seems to me that we must try to get ready a machine so that, when the moment arrives when we are able to weigh those things which are now imponderable, we shall be able to get our machine to work to get results; and, in the illustration that I have given, if questions arise with regard to a particular industry, it is, of course, obvious that one would have to get into consultation the leaders of the industry on both sides to find out what their wishes are and how we could help them and to remember that what matters is, first of all, the welfare of the people engaged in the industry, and secondly, the economic planning of the industry so that it shall be able to stand and deliver the goods in the most favourable possible conditions.

This Bill is merely a first step. It is obvious that the planning powers need to be reviewed, revised, and enlarged drastically in many respects. But it seems to us that it is very unwise to attempt any final solution of that sort unless and until we have the reports of the Scott and Uthwatt Committees. We hope to receive them in the not far distant future. This Debate has been of great interest to the House and has been of great use to me, because I am sometimes appalled at the difficulty of this task. I am conscious that no one has ever had a more difficult task in which to play a part. I am very fortunate in that I find the Minister of Works and Plan-

ning—whether I am his handmaiden or he is mine I do not know—very receptive and willing to discuss matters and to help in arriving at the best solution that we can. We thought it right to take this first step, even though it is a very small one, because it clearly indicates that we hold to our policy of constituting a Minister in charge of planning. By that policy we stand. We think that planning is vitally important for the country and that there must be some Minister in charge of it. We are seeking by the Bill to transfer to him the existing powers under the Town and Country Planning Act. We realise that we shall have to augment and alter those powers in many ways, and I thank the House for the suggestions which have been made in all quarters, which will assist me in revising, or helping to revise, those powers.

The Amendment for the rejection of the Bill is based on rather an odd

ground. The hon. Member for Holborn, if I understood him aright, said he objected to the Bill because the Treasury should not exercise control over money. But the Treasury does exercise control over money, and, if it did not, we should be in a much worse state than we are to-day, and, although we sometimes feel in regard to our own Department that the Treasury has exercised that control a little too harshly, on the whole I think it a very good thing that it does exercise control over money and does not give Ministers a free hand to do exactly what they like. Whatever else may be said about the Bill, I am confident that on that ground the House will not refuse to accept it.

Sir R. Tasker: I beg to ask leave to withdraw the Amendment.

Amendment, by leave, withdrawn.

Main Question put, and agreed to.

Bill read a Second time.

A.A.S.T.A. MEMORANDUM ON THE BUILDING INDUSTRY

Lord Portal, in his recent speech to the National Federation of Building Trade Employers, said: "It is essential to get a still greater output than we have yet achieved."

Indeed, the need for efficient and speedy building work was never more urgent; the work in hand, and yet to be started is just as important as the very first war job the industry tackled. At all costs we must avoid a relaxation of effort on the grounds that "building has reached (and perhaps passed) its peak." There must be no "muddling through" the remaining jobs.

The programme of day nurseries has yet to be carried out so that thousands more women with small children can enter industry.

The expanding armed forces need more accommodation, and housing and welfare arrangements are only beginning in many isolated factory areas.

More British Restaurants and Canteens are required to enable the workers to get adequate food, and by using food economically, to meet the serious shipping losses.

New factories may be required to compensate for the loss of raw materials from the Pacific zone and the U.S.A.

Possible air raids directed at our industrial areas must be expected, and A.R.P. arrangements, particularly in factories, are being brought up to recognised standards.

All these requirements added to the work in hand, including maintenance of existing buildings, already costing 3½ million pounds per annum in the case of the Ministry of Works, still make a formidable programme, and the energy of all those engaged in its execution from the Minister of Works to the tea boy (or girl) is needed to force the pace.

But to achieve greater output involves more than the efforts of the bricklayer to lay more bricks and of the technician to complete his plans in front of schedule. There are still several fundamental weaknesses in organisation which, if allowed to remain, will nullify much of these efforts.

With the control of building divided as it still is, between numerous ministries, one of the root causes of inefficiency in the industry is obvious. The industry's main clients are:—(1) The Ministry of Supply; (2) The Ministry of Aircraft Production; (3) The War Office; (4) The Admiralty; (5) The Air Ministry; (6)

The Home Office; (7) The Ministry of Agriculture; (8) The Ministry of Food; (9) The Ministry of Health; (10) Private Industrialists engaged on war work.

Their orders to the building industry are at present dealt with in the following ways:—(a) by the technicians in their own Ministries, and by Regional Commissioners; (b) by the Ministry of Works and Buildings; (c) by Private Consultants; (d) by Local Authorities.

Adding to the complexity of the system some, or all, of the following Ministries have to be consulted by the plan producing units:—(1) Ministry of Supply (Plant, Materials, P.A.D.); (2) Ministry of War Transport; (3) Ministry of Labour; (4) Ministry of Health; (5) Ministry of Home Security (Civil Defence); (6) War Office (Defence); (7) Ministry of Food; (8) Ministry of Agriculture; (9) Ministry of Aircraft Production; (10) Treasury.

Each production unit makes separate consultations, and the advice received on similar problems is interrupted independently. With such divided control responsible officials have difficulty in answering with assurance such questions as:—

Are all building operatives, trades and technicians, being fully utilised?

Are all medium and small contractors, with their high proportion of plant in relation to manpower, so organised that they give their maximum effort?

Are plans, labour, plant and material distributed and used fully?

What equipment and standard of building is required for a given building type?

Are the results of research fully applied?

Is the Building Research Station fully informed of building requirements?

Has the scope of the future programme been settled?

Is the release of men to the armed forces related to such a national programme?

The Ministry of Works and Buildings is only directly responsible for a labour force of 110,000 out of a total of 1,000,000 operatives. But the Ministry's responsibility in its own word "goes beyond the execution of actual building work; it is responsible to the Government for the volume, speed and efficiency of all the building in the country."

While the location of war-time building makes a fairly even pattern over the entire

country, it is almost completely administered from one centre. The bulk of the technical information is controlled from London and the central administration, unco-ordinated as it is, has to deal with the comparatively minor details as well as general lines of policy. As a result the power of the man on the site or in the region, is very limited.

Decisions come slowly; initiative is stultified, and bureaucratic organizations have had to be set up to administer an infinite number of forms which attempt to centralise the intimate details of the nation's entire building programme. Full use of labour and plant and their rapid redistribution, are difficult to arrange on this basis. The site man feels that innumerable delays are caused through lengthy reportings of minor matters to higher authorities when he is in a better position, with his more intimate knowledge, to make decisions himself.

Change in Organizations must be made, and made quickly, if the building industry is to make its full contribution to a 1942 war effort. The need for speed and avoidance of any hiatus in continuity of work, suggests a progressive re-grouping of existing units to overcome faults rather than sweeping re-organization. The suggested changes are set out in the chart reproduced on page xxxii.

The main attributes the machinery of war-time building should possess are:—

1. IT SHOULD BE A COHERENT UNIT CAPABLE OF DIRECTING AND UNIFYING THE ENTIRE PROGRAMME.

One body, and one body only, should act as the co-ordinator and controller of all building work—obviously the Ministry of Works. Work-creating units should act solely as clients, passing their orders to the Ministry for execution as part of the national building plan. The change-over can be arranged with less disorganisation than at present caused by the division of responsibility. The small amount of absorption of client department technical units, which has already taken place, proves there is no serious difficulty. Firstly, the Ministry of Works should act as co-ordinator of work carried out by Service Ministries, and progressively take over their building departments. Building departments outside the Ministry of Works should not be set up or, as in the case of the Ministry of Aircraft Production, expanded.

Building work now executed by the Military could continue with the proviso that their needs for plant, materials and transport, are elements in the national plan. The Ministry of Works should also co-ordinate the work carried out by Local Authorities.

The Ministry of Works, however, cannot be arbiter of the building programme. The requirements of the "Clients" are the result of Government policy formulated by the Cabinet. The Building programme is only one section of the nation's production scope of the programme, and must be related to it so that priority is given to the most urgent work.

This must be the function of the new Minister of Production and his staffs. The nation's war requirements being in general decided by the Cabinet, the Minister of Production will have the responsibility of increasing or decreasing the materials and labour available for the production of a particular commodity according to the urgency of demand. This will apply to building no less than tanks, except that the building programme will be affected by changes in output of the other Ministries. Otherwise the position of the Minister of Works in relation to the Minister of Production should correspond to that of other Ministries, such as Aircraft Production and Supply. Such a procedure was suggested by Mr. Lyttleton in his recent statement to the House of Commons. With precise requirements stated by the Minister of Production, the building demands of the client Ministries can be co-ordinated by the Ministry of Works and interpreted in terms of labour, plant and materials. By this means a clear cut building programme can be drawn up, and the release of all the men who can be spared to the armed forces arranged

with some assurance that they will not suddenly be required again for building work.

Consideration, however, should be given to the policy of retaining the maximum number of men for a shorter period, and increasing the pace of building so that the building prerequisites for increased output are available at the earliest moment.

2. THE OPERATION OF ALL SECTIONS OF THE INDUSTRY MUST BE ENLISTED FOR THE EXECUTION OF THE BUILDING PROGRAMME.

The present central Council of Works and Buildings has not the confidence of the industry as a whole, and its powers are inadequate. A reformation of the Central Council is needed, providing representation for the Trade Unions concerned, the Contractors' and Sub-Contractors' Organizations, the Materials Manufacturers' Research bodies, etc., and presided over by Ministry of Works officials. The Council should effectively advise the Ministry and be influential in forming policy; it would hammer out national policy for increased production in much the same way as the Production Committees of managements and employees tackle their own factory or job problems; it would be responsible nationally for the allocation of contracts, labour and materials; it would control and frequently initiate building research. Membership of such a Council demands more than attendance at Committees, and members should be relieved of some of their other responsibilities and paid for their services if necessary.

3. THE EXECUTIVE MACHINERY SHOULD BE AS SIMPLE AS POSSIBLE, CAPABLE OF FUNCTIONING WITHOUT RESORT TO BUREAUCRACY OR OVER-CENTRALISATION.

There must be considerable decentralisation of the work at present carried out by the London centre. To achieve this, there must be Regional Building Boards combined with Regional technical and administrative units of the Ministry of Works. These Boards should be composed of regional representatives, similar to those of the Central Council with the addition of representatives from Local Authorities, the Regional Commissioners, and from the Services operating in the region, so that their requirements can be co-ordinated. These Boards, in conjunction with the M.O.W. unit, should have power to allocate labour between the contracts in their regions; to re-distribute it as required; to see that materials are economically used (Regional Officers of the Materials Controls should be attached to the Boards); to requisition plant; and to arrange for the maximum use of the small building firms on jobs for which they are particularly suited, or to arrange the pooling of their resources so that they can undertake larger contracts. The Central Council would arrange for re-distribution of labour, plant and materials between the Regions, on information supplied by the Regional Boards.

Each Board would receive from the Central Council its share of contracts and quota of labour and materials, and in allocating work the Board's object must be to use all available resources in the region without fear or favour. There must be no favouritism to the large firms; the small man must get a fair deal and he must co-operate through representation on the Board to make this possible. No contractor must be allowed to retain men when there is no work for them, in order to be in a better position to secure the next contract. Land and property must be requisitioned where necessary.

The Boards would also be responsible for straightening out labour, management and supply problems, and eliminating bottlenecks. Their experience would be pooled and disseminated through the Central Council for the benefit of all Regions.

The technical wealth of the region should likewise be briefed. Local architects, surveyors and engineers can be grouped together and their work directed by the Regional Board. Payments to such consultants should be in the

form of salaries and overheads, not in lump sum fees. This would counteract the tendency to place the majority of work with the larger consultants who in several cases have already decentralised their offices because they found it disadvantageous to work from a central office only.

Regional Boards should have a planning as well as a building function. This would cover questions such as the relation of housing to transport, the balance between billeting and new housing, or the provisions of social services in relation to an increase in population in the Region.

Regional Production Boards already exist for the Engineering Industry; the Ministry of Works is already practising regional decentralisation in a small way, through Regional Divisional Officers, but insufficient powers in both cases are preventing real results. Yet the individual and more detailed problems of these areas are likely to be solved more swiftly; local experience will be utilized more fully, the co-operation of the inhabitants is more probable and a tremendous amount of clerical administration would be eliminated by the full use of Regional Boards.

A Committee under the Chairmanship of Sir Walter Citrine is at present examining the possibilities of extending the powers of Regional Boards. We are of the opinion that the Building Industry should be included in any proposals that the Committee makes.

4. THE MACHINERY OF WAR-TIME BUILDING MUST BE DEMOCRATIC.

Wage rates at present vary between districts, causing dissatisfaction among the men when they are transferred from one area to another. The operatives trade unions should work for the levelling up of rates naturally, and in the case of technicians who lag behind the operatives, nationally established salary scales must be established.

The Essential Work Order at present applied unevenly throughout the industry should be universal. This will place all building operatives on an equal footing and all will be participants in the drive for increased output by means of payment by results. To make this system work, there must be co-operation between managements and operatives. The principle of job committees already officially recognized by the Ministry of Supply and Ministry of Aircraft Production should be established by the Ministry of Works. Technicians and operatives alike should be encouraged to participate in the organization of their jobs, and there should be liaison between the two—by representation of the technical side on the job committee.

Technicians can contribute considerably to the success of the Bonus system by explaining it to the men on the job, adjusting rates and stimulating the competitive spirit by means of progress charts.

Delays in sending plans, alterations, methods of construction, transport, housing and welfare conditions—these are questions which the job committees can deal with effectively, if necessary, in conjunction with the Regional Boards.

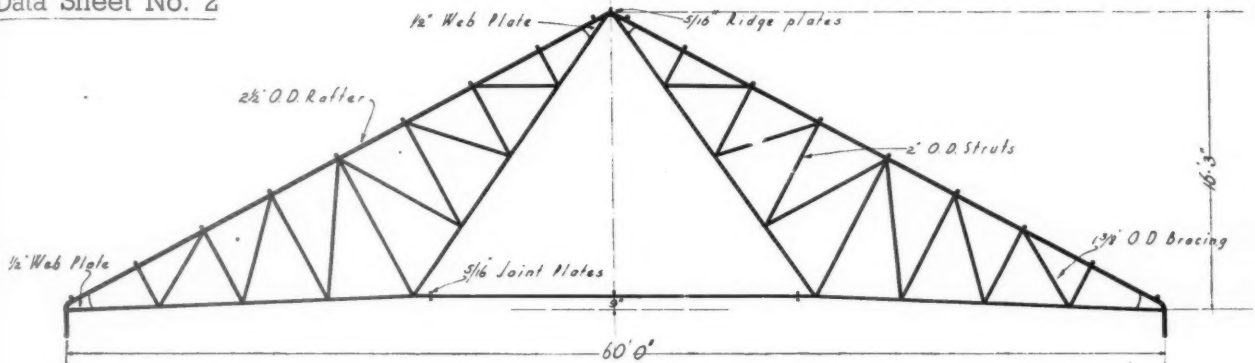
Office committees help the technical staff to apply new instructions and the results of research. Both office and site committees are necessary for the policy of letting every man on the job understand its general significance.

The request by the Ministry of Works for constructive suggestions from their technical and clerical staffs is an excellent step in this direction. Administration in this spirit, and carried further to all sections of the industry—to consultants and contractors' offices as well as to all sites—will increase output by leaps and bounds.

Increased efficiency will in itself free more men for the armed forces, but besides this, a serious attempt must be made to make full use of alien technicians and to increase the number of women in the industry. Training facilities should be provided, as for other war industries. At the same time full use should be made of building technicians and operatives now in the Civil Defence Services.

PATENT | WELDED TUBULAR CONSTRUCTION

Data Sheet No. 2



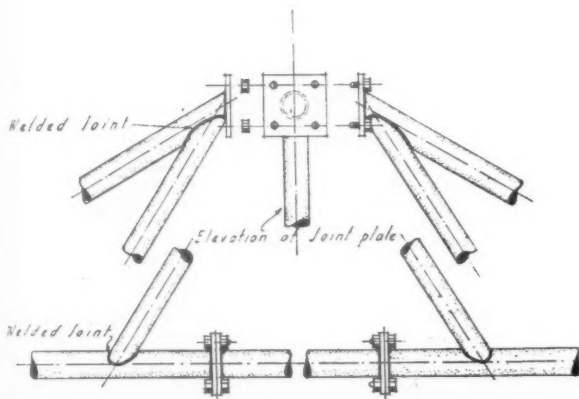
60 ft. span welded tubular roof truss

ROOF TRUSSES

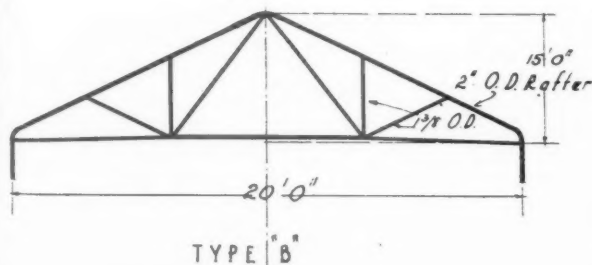
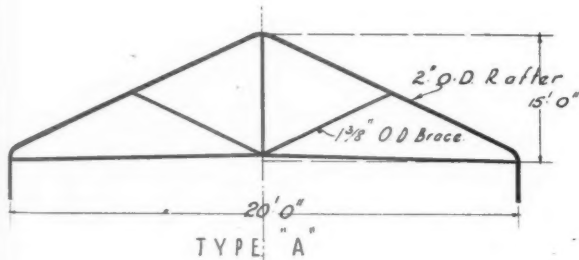
The standard series of welded tubular roof trusses available range from 15 ft. span, rising by multiples of 5 ft. to 60 ft. span. They can be fully fabricated and welded at the factory and delivered to the site ready for assembly, or, as is often advantageous where the larger trusses are to be used and where long distances in transport are involved, sections of the trusses can be factory fabricated and welded together after delivery to the site. A special mobile welding plant and a mobile unit of skilled welders is available for this purpose. The truss sections, or complete trusses, are easily stacked for transport and are exceptionally light.

The hollow circle is recognised by structural engineers to be a most economical section and in construction it uses the least material for the greatest resistance to stress. The roof trusses are singularly neat and light in appearance, and with the circular section there is a marked absence of dirt-retaining angles and corners; where protection against chemical attack or corrosion is specially necessary anti-corrosive paints are most simply applied. The trusses have great strength and it is a feature in this form of construction that the joints, usually the weakest parts in a structure, are the strongest parts.

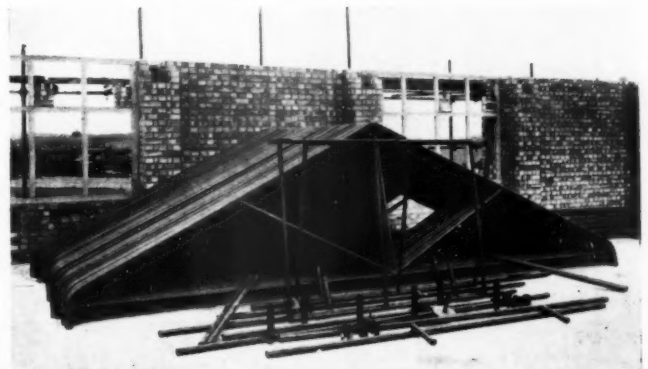
This is the second of a series of informative data sheets outlining the principles of welded tubular construction and planned to give (1) An analysis of the various sections that comprise the system—roof trusses, sectional wall frames and door frames, etc.; (2) Typical details of war-time construction; (3) Factory fabrication and/or site welding; (4) Permanent and post-war construction—details showing how the system is used with brick construction and with concrete construction. As the completion of this series will be spread over a period of approximately twelve months, it is believed that some readers of THE ARCHITECTS' JOURNAL might like to have the information in advance of publication, in which case would they send to us, on their business notepaper, requests to this effect. Scaffolding (Great Britain) Ltd., 77, Easton Street, High Wycombe, Bucks.



Detail of joint plates and ridge plates.



Two types of 20 ft. span roof trusses. The photograph on the right shows a number of these trusses ready on the site for assembly.



These are immediate practical steps to help win the war, and so ensure that there will be such a thing as reconstruction, and they will place the building industry in a better position to tackle later problems as well as the urgent ones to which all our energies must be directed.

We feel certain that if efforts are made by all sections of the industry to operate proposals on these lines, a considerable improvement in the efficiency and speed of building work will be achieved.

WASTE PAPER

Another waste paper contest is being held. It started on May 1, and will end on July 31. Prize money (£10,000) will be distributed by the Waste Paper Recovery Association Ltd., to those local authorities in whose districts is collected (by the local authorities themselves, by waste paper merchants, by voluntary organizations or otherwise) the heaviest weight of waste paper, books, cartons, etc., per thousand of the population (National War Savings Committee figures), from May 1 to July 31 inclusive.

For the purpose of the contest all local authorities in England, Wales and Northern Ireland have been divided into three divisions—borough councils, urban councils, and rural councils. In each division the prize money will be allocated as follows:—

1st prize, £1,000; 2nd prize, £500; 3rd prize, £350; 4th prize, £250; 5th prize, £200; 6th prize, £150; 7th prize, £50.

Another £2,500 has been allocated to Scotland for a similar contest, thus making the total prize money £10,000.

Under the terms of this new contest there will be no competition between large boroughs and small rural areas. Boroughs will compete only with boroughs, urban districts only with urban districts, and rural districts only with rural districts.

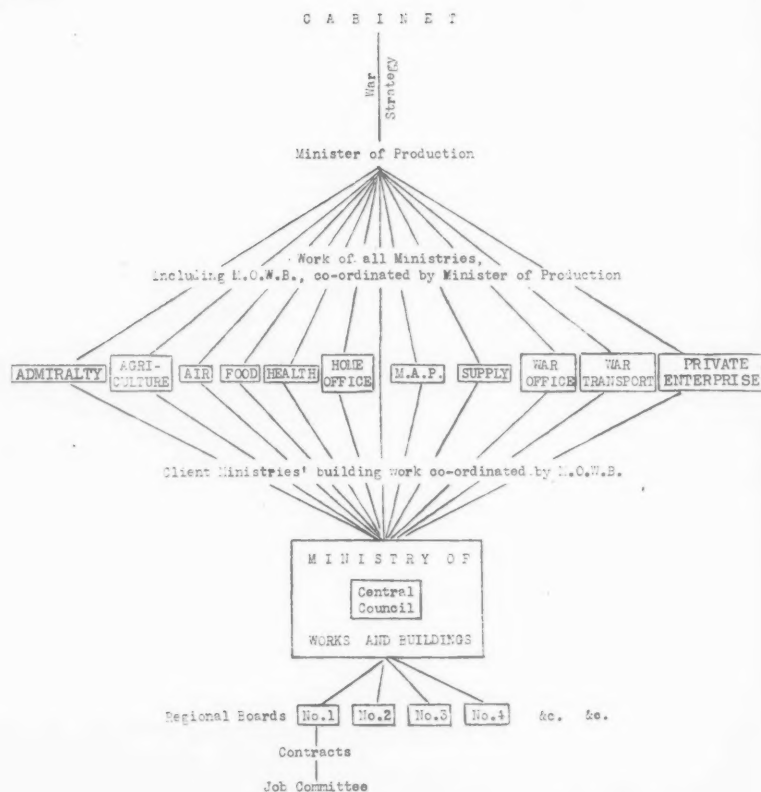


Chart referred to on page 334

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