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NATIONAL AND REGIONAL PLANNING
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NATIONAL AND REGIONAL PLANNING OF TOWN AND COUNTRYSIDE

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Part I LEGISLATIVE BACKGROUND

TO consider and appreciate fully the recent advances in planning and planning legislation in England, and the administrative structure designed to put it into effect, it is desirable first to examine briefly the course of legislation and changes made since the introduction of the first Town Planning Law in 1909, when the Housing, Town Planning, etc., Act gave local authorities power to make a town planning scheme as respects any land which, to quote the Act¹, "is in course of development or appears likely to be used for building purposes, with the general object of securing proper sanitary conditions, amenity, and convenience in connection with the laying out and use of the land, and of any neighbouring lands." Some slight latitude was permitted as to the inclusion of built-up land or land not likely to be used for building, but the powers of the Act were strictly limited. The first planning scheme was approved by the Local Government Board (the forerunner of the Ministry of Health) in 1913².

After the interruption of the First World War, amendments to the Act followed in 1919 and 1923. The 1919 Act introduced the principle of planning by Joint Executive Committees³ and made planning compulsory to the extent of requiring every borough or urban district, having a population of over 20,000, to submit a scheme for approval by the 1st January, 1926⁴. It is significant of the opposition encountered in later years that this requirement was repealed and not re-enacted in the Act of 1932. In 1925 the first purely Town Planning Act appeared, consolidating and, to some extent, advancing previous legislation.

The next important step was the extension of the planning law to empower county councils to take a more active part, and the Local Government Act, 1929⁵, enabled them to take part in the preparation and administration of town planning schemes and to be represented on Joint Planning Committees. A county council could also become responsible for the enforcement and carrying out of a scheme either by a local authority relinquishing its planning functions to the county council or by Order of the Minister.

All this time public opinion and appreciation of the aims of planning had been slowly developing, but it was not until 1932 that real progress was made in legislation. In that year the planning of the countryside, as such, received statutory consideration for the first time when, after a stormy

¹ Housing, Town Planning, etc., Act, 1909, Section 54(1).

² The Quinton, Harborne and Edgbaston Town Planning Scheme.

³ Housing, Town Planning, etc., Act, 1919, Section 42(2).

⁴ Housing, Town Planning, etc., Act, 1919, Section 46(1).

⁵ Local Government Act, 1929, Part III, Section 40-45.

passage through Parliament, the first Town and Country Planning Act was added to the Statute Book. Much of its fine raiment had been torn off in the struggle, and in retrospect, it is easy to see its many limitations, but whilst the sum total of progress between 1909 and 1932 seems not large, when compared with the rapid steps taken between 1943 and 1947, it must never be forgotten that each forward step had to be hard fought in an age when public interest was but newly awakening to the effect on each individual citizen of the problems of land use. Moreover, planning authorities were liable to claims for compensation which far exceeded equity or logic, and the time was not yet ripe for a determined effort to be made to solve the problem without which solution attempts to plan for the benefit of the community as a whole must be rendered largely nugatory.

Up to and including the 1932 Act the concept of planning legislation was directed to the control of development by a rigid statutory scheme having the force of law. Subject, as it was, to a long and cumbersome procedure leading to final approval by Parliament, and an almost equally difficult procedure to secure an amendment, the preparation of a planning scheme was an experience not lightly to be undertaken, and one never to be repeated! In consequence, many authorities having resolved to prepare a scheme, took no energetic steps to bring it to completion and it was not uncommon to find schemes which had been ten, fifteen, and even twenty years in preparation, without submission for approval by the Minister, the authorities preferring to control development under the more flexible provisions of an Interim Development Order, and Order made by the Minister enabling local authorities to control development pending the approval of a planning scheme.

Still more authorities refrained from adopting planning powers at all, and right up to 1943, large areas, including some of the most valuable agricultural land in East Anglia and parts of the beautiful scenic areas of Devonshire were subject to no planning control whatever. On the other hand, it should be recorded that the industrial areas of the North and Midlands, which had suffered such ravages from the Industrial Revolution of the 19th century, were among the first to adopt the new powers to control building development.

Up to 1939, when the outbreak of the Second World War temporarily put an end to planning, 144 schemes were in operation and some 195 more had been submitted for the Minister's approval. None of the approved schemes was for a town or city as a whole, or for any major part of its built-up area.

It had long been apparent that the powers of the 1932 Act were inadequate to deal with the replanning and redevelopment of built-up areas, and consideration of the problems arising from the destruction of the central areas of many of our towns during the war made it abundantly clear that new powers must be sought quickly.

It may here be pointed out that, with the exception of the Central London area, where the London County Council is the planning authority, each local authority in England and Wales (1,441 in all) is, until the appointed day under the 1947 Act, responsible for the preparation of its own planning scheme, except in so far as it has relinquished its powers to a county council

(a very small number has done so), or delegated them to a Joint Planning Committee.

Mention must here be made of three committees whose deliberations had an important effect on subsequent planning legislation and policy.

At the outbreak of war in 1939, the Report of the Royal Commission on the Distribution of the Industrial Population⁶ was published (The Barlow Report), and made far-reaching proposals for the improvement of social and economic conditions by the decongestion of our overcrowded towns and cities. The Report showed up the failure of existing town planning legislation to cope with national and regional problems, and the social, and indeed moral, principles which underlay the Committee's findings made it certain that their recommendations would find a place in any post-war reconstruction schemes and legislative changes⁷. This, together with the problems of blitz reconstruction, made it essential to seek a solution to the question of compensation and betterment.

A Committee was, therefore, set up in 1942, under the Chairmanship of Mr. Justice Uthwatt⁸ to make "an objective analysis of the subject of the payment of compensation and recovery of betterment in respect of public control of the use of land." The Committee was also charged to consider the means of stabilising the value of land required for development or redevelopment, and to advise what alterations of the existing law would be necessary to enable their recommendations to be adopted. Further development of the principles enunciated by the Committee finally led to the provisions contained in the Town and Country Planning Act, 1947.

A third notable Report, dealing this time with the problem of development and preservation in the countryside, the Scott Report⁹, completed the overall review of the physical planning problems which must be solved. It became apparent that a separate Ministry was required to deal with the findings of these three Reports, to tackle the problems of wartime devastation and to produce the necessary legislation which would enable local authorities to undertake reconstruction on a comprehensive basis.

Accordingly, in February, 1943, the Town and Country Planning Act was passed, establishing a separate Ministry charged with the duty of "securing consistency and continuity in the framing and execution of a national policy with respect to the use and development of land throughout England and Wales."

These terms of reference are, theoretically, sufficiently wide to cover almost every development in town and countryside, even though somewhat remotely connected with town planning. With certain exceptions, notably the promotion of new town development, the Ministry is not itself directly responsible for carrying out works. Its sphere is that of co-ordinating activity, both by other Government departments, by local authorities and, through them, of private development. It has, in addition, adequate powers to stimulate activity when this is needed.

⁶ Report of the Royal Commission on the Distribution of the Industrial Population. Command Paper 6153.

⁷ The Government's policy on the planning of London is in accord with certain principles enunciated by the Commission. See Appendix "C."

⁸ Report of the Expert Committee on Compensation and Betterment. Command Paper 6386.

⁹ Report of the Committee on Land Utilisation in Rural Areas. Command Paper 6378.

The first legislative activity of the new Ministry was the introduction of the Town and Country Planning (Interim Development) Act, 1943. Though it appeared as rather a "mouse," it was soon found that this short Act of fifteen Sections packed a few lion-like punches. To start with, in its first Section, it abolished the *laissez faire* of optional planning by extending planning control to the whole of England and Wales. Other notable gaps in existing legislation were filled by giving planning authorities power to postpone consideration of applications for development which was not to be undertaken immediately; to give consents for development for limited periods where this was desirable; to revoke consents given and not acted upon, and to remove buildings erected without the authority's consent. These, amongst other needed powers, had an immediate effect on planning efficiency and were soon being widely used.

Still further powers were needed, however, particularly to enable planning authorities to acquire extensive areas of land for redevelopment purposes, primarily in connection with the reconstruction of war-damaged areas. Accordingly, a Bill was introduced to Parliament proposing wide powers of wholesale acquisition, combined with a system of grants from central funds towards the cost of the acquisition and clearance of war-damaged land. (No grants were proposed in connection with the redevelopment of areas of bad layout and obsolete development, an extension of Government aid inserted in the Act of 1947.) The Bill was introduced at a difficult time and contained many novel provisions, but with the goodwill of all political parties, the Coalition Government succeeded in putting it on the Statute Book in 1944. Intended primarily to deal with "blitz," the Act contained many other general planning provisions.

There was some hesitation on the part of local authorities to use the powers of the Act, primarily possibly owing to a certain amount of obscurity as to the financial provisions and the adequacy or otherwise of grants to relieve the burden on local finances. Nevertheless, at the end of January, 1948, Orders in respect of the acquisition of war-damaged land covering about 3,000 acres had been approved by the Minister.

Even a short experience of the working of the Act showed that, in practice, "blitz" reconstruction could not be dealt with in isolation, and involved the consideration of other related problems such as obsolescence and the decentralisation of industry and population—and the fundamental problem of compensation and betterment remained unsolved.

This, and other problems, had, however, been under constant examination, and a Bill was introduced, in 1947, numbering, amongst its objects, the creation of an entirely new and positive planning system, and the provision of a new basis of compensation which would remove the difficulties of planning in the past. Prior to the Bill there was virtually no limit to the indirect compensation which a planning authority was, at least in theory, liable to have to pay—for the loss of prospective gain rather than direct loss. Under the Act the Government have set up a fund of £300,000,000 to meet cases of hardship on account of depreciation in the value of freehold and leasehold interests caused by the provisions of the Act, which restrict the value of land to the existing use. Conversely, machinery was provided for collecting for public funds any increase in value resulting from the grant of permission to develop.

The Bill, despite its 120 Clauses and eleven Schedules, was put very quickly through Parliament, and parts of the Act came into operation on Royal Assent (6th August, 1947), (e.g., the setting up of a Central Land Board to deal with claims and collect development charges). The greater part of the Act will come into operation on an Appointed Day, still to be fixed at the time of writing. It repeals or embraces all previous town planning legislation, and as from the Appointed Day, planning in England and Wales sets out on a new course.

It is not the function of this paper to describe in detail the scope of the Act, but it is necessary briefly to state that, under the new system, county councils and county boroughs become the primary planning authorities, thus reducing the number of individual planning authorities from 1,441 to about 150. The old rigid system of approved schemes disappears and planning becomes more flexible, adapted to meet the requirements of continuous growth.

Moreover, planning schemes, or to give them their new name, development plans, will, unlike the majority of those in the past, be based upon an accurate assessment of existing conditions and resources, since, as explained in more detail later in this paper, the Act imposes on every local planning authority the obligation of carrying out an adequate survey before preparing the development plan for its area. This survey will provide a physical, economic and sociological analysis of the potentialities and future requirements of the area, covering such matters as natural resources, communications, housing requirements, distribution of industry and the community structure of the area. One further note should be added, namely, that the powers of the Act are adequate to promote development in the right places and at the right time, and not merely to impose a negative control as was the case under previous Acts.

Another important Act which was produced by the Ministry was the New Towns Act, 1946, the need for which was accelerated by the proposals for eight new satellite towns, put forward by Sir Patrick Abercrombie in the Greater London Plan. It was clear that the construction of a new town was a project beyond the resources and normal sphere of a local government authority, or even a group of such authorities, and needed the backing of public funds.

Accordingly, the Act provided for the establishment of a Development Corporation which, *inter alia*, would have power to carry out development or to lease land for development, to act as a housing authority and provide public services. At the time of writing, six such corporations have been set up and a seventh is about to be formed.

Another small Act with which the Ministry was concerned, in collaboration with the Home Office, was the Licensing Planning (Temporary Provisions) Act, 1945, passed to overcome the difficulty of transferring licences in cases where licensed premises (i.e., premises licensed for the sale of alcoholic liquor), destroyed by enemy action, were to be re-erected on new sites.

The foregoing notes, though brief and quite inadequate to convey the full scope of the available planning powers, give a background sufficient to indicate that Britain now has the tools with which to carry out the job.

Part II THE NATIONAL ASPECT

National planning cannot yet be said to exist in England in the sense of a complete physical plan prepared by the State and imposed upon regional and local planning authorities. It would be more correct to say that it is in process of being built up through the application of certain broad policies of the central departments, and by investigation and research carried on all over the country by the Ministry of Town and Country Planning, in collaboration with other Government departments and local planning authorities. This method is more nearly akin to our way of life and is designed to provide the greatest measure of freedom whilst providing for certain essentials on a national basis.

The following paragraphs indicate some of the national planning aspects of the work being carried out by the Ministry of Town and Country Planning and other Government departments. Amongst the most important concomitants of the national plan already formulated or under discussion are a national system of communications, proposals for the creation of new towns to provide for the decentralisation of congested urban areas and the rehabilitation of decayed industrial areas, proposals for the establishment of national parks and nature reserves, and a scheme for the preservation of scenic areas round the coast-line and inland.

As already indicated, the basic function of the Ministry of Town and Country planning is to secure the right use of the land of the country, and one of the declared intentions of the Government is that "it will seek to avoid the diversion of productive agricultural land to other purposes, if there is unproductive or less productive land that could reasonably be used for these purposes."¹⁰ The national planning pattern takes full account of this requirement.

The planning of the country and the distribution of its population must largely depend upon the distribution of its industry. A Governmental policy of full employment¹¹ has been declared and to forward this policy the Distribution of Industry Act, 1945, was passed, the administration of the Act being the responsibility of the Board of Trade. The purpose of the Act was to provide assistance for industrial development in certain areas, and to control the provision of industrial premises with a view to securing the proper distribution of industry.

The implementation of this policy has, to the extent permitted by economic conditions, been directed to the rehabilitation of the various industrially impoverished areas in North England and South Wales, known as the Development Areas, to restricting further industrial growth in overcrowded areas, particularly the Greater London area, and to redressing or securing the industrial balance of other urban centres. Restriction on building and manpower since the policy was introduced has prevented the full realisation of the Government's aims, but, nevertheless, a great deal has been achieved.

As regards the system of communications, a national framework of arterial roads, some of which will be motor roads, has already been planned

¹⁰ House of Commons, 11th February, 1942.

¹¹ White Paper on "Employment Policy," May, 1944. Command No. 6527.

by the Ministry of Transport. The proposals will greatly extend the mileage of trunk roads, the construction and maintenance of which are the responsibility of the Government.

The question of national parks has been raised from time to time over a period of many years. In July, 1945, the Minister of Town and Country Planning set up a special Committee to report upon the question and their Report¹², which was published in 1947, is being closely examined. At about the same time (August, 1945), a special Committee was set up to consider the conservation of wild life in England and Wales¹³ and this Committee also reported in 1947.

The coast-line of England is one of its outstanding beauties and large sections of it have already been ruined by uncontrolled development. During the war, a complete survey of the coast of England and Wales was carried out, showing, *inter alia*, the geological formation, areas of particular botanical interest, areas of erosion and accretion, land suitable for building development, both for extension of existing towns and for holiday resorts, land suitable for camping, yachting, bathing and fishing, land which should be preserved from any form of building development, and so on. As a result, large stretches of the coast have already been scheduled for preservation, and development plans have been prepared to implement the findings of the survey.

It is a matter of common knowledge that Britain is crowded with buildings and sites of architectural and historic interest worthy of preservation for the pleasure and instruction of the present and future generations. The Ministry of Town and Country Planning has, therefore, undertaken the compilation of a complete record of such objects, not only of individual buildings, but of groups, which, though not necessarily wholly and individually of architectural merit, possess outstanding qualities of civic design and interest. A nation-wide corps of expert local investigators is compiling lists of buildings which are graded in varying degrees of importance. Close contact is maintained with the Ancient Monuments Division of the Ministry of Works, and the Minister is required to deposit with every local authority and planning authority for their guidance, a copy of so much of the list as affects buildings in their area. The planning authority has power to make an Order, subject to confirmation by the Minister, designed to preserve any of the listed buildings from interference.

There is, at the headquarters of the Ministry, a National Survey and Maps Section of the Technical department which, under the direction of an expert geographer, has built up and is continuing to build up, on a long-term programme, a survey of national resources, which is recorded on a series of survey maps, at a scale of 10 miles to 1 inch, or such other scales as may be appropriate. Several of these maps have already been published by the Ordnance Survey Department and are on sale to the public. A list of the principal maps amongst them is given in Appendix "A," and others will be published from time to time.

In addition, there is an extensive Maps Library of maps printed and in manuscript, covering more than 400 different subjects. Much of the

¹² Report of the National Parks Committee (England and Wales). Command No. 7121.

¹³ Conservation of Nature in England and Wales. Report of the Wild Life Conservation Special Committee. Command No. 7122.

manuscript information will be reproduced in limited form for circulation amongst departments, but a good deal will be published for general circulation.

Another comparatively small section of the Ministry has undertaken intensive research to establish up-to-date planning standards, the proper application of which will secure the best use of land, both in urban and rural areas. Before the war, such standards as existed were tentative yet rigid, and their application tended to produce a monotonous form of layout devoid of all architectural interest and quite unsuited to the needs of developers.

Under the new planning system, important changes will be made in the method of calculating permissible densities of population, which will determine the need for and extent of decentralisation from congested cities to new and expanding towns, as well as indicating the land requirements in the reception areas.

Research into the desirable volume of building accommodation in relation to the area of the site has led to the evolution of a system of calculation by floor-space indices which, whilst of general application, will be of especial value to planning authorities dealing for the first time with the problems of central area redevelopment.

An important aspect of scientific research in its application to town planning is that of the daylighting of buildings, and in collaboration with the Building Research Station of the Department of Scientific and Industrial Research, the Ministry of Town and Country Planning has produced formulæ which will ensure adequate lighting conditions in new building development.

These and other standards for modern urban development have been made widely known by the Ministry's publication of an advisory handbook¹⁴. This will be followed by other handbooks or broadsheets which will deal with such subjects as the design of residential neighbourhoods and industrial areas, and the problems of rural planning. The publication of these handbooks, combined with the close collaboration which already exists between the Government and local government planning officers, will meet the need for authoritative guidance on technical standards.

In order most efficiently to fulfil its functions of co-ordinating the land use activities of other Government departments, to disseminate information and guidance to local planning authorities, to obtain their views and generally to secure the proper planning of the country as a whole, the Ministry of Town and Country Planning (in common with many other Government departments in connection with their own functions) maintains a regional office in each of the eleven main areas into which England and Wales has been divided (Scotland comprises a twelfth region) for regional administrative purposes¹⁵.

The regional office is in the charge of an administrative controller, with a staff of fifteen or twenty technical officers, comprising the three main branches of planning technique, research and estate management.

¹⁴ The Redevelopment of Central Areas.

¹⁵ See Appendix "B" for list of Regional Offices.

These officers have an intimate knowledge of the planning problems of the region and are available for the assistance and guidance of the planning authorities.

The Ministry has also established in each region an Inter-departmental Regional Physical Planning Committee, whose function is to keep under review the fundamental planning problems of the region as they affect the use of land and distribution of the population. The committee also deals with particular development proposals of an important nature, except industrial schemes which are dealt with by panels set up by the Board of Trade.

At the Physical Planning Committee the planning problems of the region are discussed by the various Government departments and a common policy agreed. The activities of the various regional committees are co-ordinated by a Headquarters Physical Planning Committee, to which also any cases of dispute are referred for final settlement. The Physical Planning Committees comprise representatives of the Ministry of Town and Country Planning (in the chair), Ministry of Health, Ministry of Transport, Ministry of Labour and National Service, Board of Trade, Ministry of Agriculture and Fisheries, Ministry of Works, Ministry of Supply, Air Ministry, Ministry of Fuel and Power and the Electricity Commission. Close contact is maintained with other departments, notably the Ministry of Education.

With the exception of the Greater London region, it cannot be said that the regional boundaries have any major significance from the point of view of physical planning. Based originally upon the boundaries of the wartime Civil Defence Regions, the area of a region is mainly one of administrative convenience. Since the war, a number of adjustments have been made, but a boundary which suits the requirements of one Government department may obviously be unsuitable for another, and since there is considerable administrative advantage in a common boundary, compromises have been made (with a few notable exceptions) to this end. The boundary of the Greater London Planning Region is, at present, the outstanding exception. The Ministry of Town and Country Planning boundary follows almost entirely that selected by Sir Patrick Abercrombie in drawing up the Greater London Plan, and it embraces those counties and parts of counties in which it is proposed that many thousands of Londoners shall be resettled under greatly improved living conditions. The Ministry of Transport and the Ministry of Agriculture and Fisheries have adopted the same boundary, but for the time being other departments, for their own individual requirements, have maintained varying boundaries for their London region.

In concluding this brief review of the national aspect of planning, a word should be said on one problem which demands immediate attention, namely, the adequate staffing of the planning authorities and the Ministry itself for the tasks which lie ahead of them.

A new profession, physical planning, in this as in other countries, has suffered greatly from the dearth of capable practitioners.

The war has interrupted the development of planning education and only now are the Universities and other recognised schools resuming their

interrupted courses. As the students complete their training, the position will gradually improve, but a period of practical experience will be required before they can become fully effective.

What are the basic requirements for a planner? It is abundantly clear that a body of exponents, so far drawn primarily from the ranks of the architects, engineers and surveyors, represents too narrow a range to fulfil the scientific demands of modern planning technique. The geographer, geologist, naturalist, economist, landscape architect, estate surveyor and valuer, to name but a few, must all find a place in the technical planning team, and the administrator, the finance officer and lawyer must also be included. The training of planners is an urgent subject for enquiry and one to which the Ministry of Town and Country Planning is giving close attention.

Part III REGIONAL AND LOCAL PLANNING UNDER THE PLANNING ACT OF 1947

Brief reference has already been made to the changes in planning organisation effected by the 1947 Act, whereby county councils and county boroughs become the primary planning authorities in place of the hundreds of county boroughs, municipal boroughs, urban districts and rural districts in England and Wales who operated under previous legislation. It was natural that under a system whereby each authority prepared plans for its own future development, it should take little account of its neighbours and there were many competing and conflicting interests which had to be resolved finally by the Minister.

Attempts were made to get planning put on a regional basis through the medium of Executive Joint Planning Committees and during the last year or two, the majority of the country was being planned under this system. It was not altogether satisfactory; composed mainly of local authority representatives, sectional interests within the committee were apt to loom large and obscure the wider regional issue.

A new system was needed whereby a comprehensive view of the planning problems over a wide area could be secured, whilst still maintaining local interest and providing for proper representation and consideration of the local view. The importance of this latter point cannot be too strongly emphasised. Whilst securing regional requirements, the greatest possible freedom in detailed local planning must be maintained.

The decision to transfer planning powers from county district to county councils, leaving county boroughs to continue as before, had a great deal to recommend it. The powers of county boroughs and county councils are, in many ways, not dissimilar, and county councils are already responsible for, and have had experience in, a number of services intimately connected with town and country planning. They are the highway authority for some roads in boroughs and urban districts, and for all roads in rural districts; they are an education authority; have during and since the war been responsible for running Agricultural Executive Committees and have had certain controls over the establishment of petrol-filling stations and the display of advertisements.

Further, although a desirable boundary for planning purposes does not necessarily follow a local government boundary, there is in many

ways an obvious convenience that it should, and powers are not lacking to effect any necessary co-ordination should important planning proposals cut across the boundary between two or more planning authorities. The county, as the largest local Government unit, had manifest advantages from this point of view.

Under the old planning system the financial burden of planning proposals, involving extensive land purchases, was liable to bear so heavily upon one local authority or group of small authorities that in practice it was necessary to consider a less ambitious scheme. The financial provisions of the 1947 Act largely remove this difficulty and whilst the local authority still remains the principal authority for land acquisition¹⁶ there are adequate powers to enable an authority, other than the local authority (e.g., the county council), to buy the land instead¹⁷. County councils also have power to buy land by agreement¹⁸ and are the authority for meeting claims for compensation in certain cases¹⁹. The use of these provisions makes it possible to spread the rate burden more evenly over the county area if this is considered to be appropriate in particular cases. The number of the new planning authorities in England and Wales is sixty-two county councils and eighty-three county boroughs.

The Act provides for the establishment of Joint Boards where it is desirable that two or more planning authorities or parts of such authorities should be planned together, as for example, when a growing county borough is spreading over the adjoining land in the county area, or is situated near the boundary of two county councils. The Minister may himself, by Order, establish such a Board if he thinks it necessary, and the Joint Board becomes the planning authority for the area.

Having secured that the primary planning function is in the hands of the larger authorities, the Act provides ample possibilities for decentralisation of functions and even delegation of powers to the local authorities, at once easing the burden of administrative detail on the larger authorities, establishing a practical system of day-to-day working, and maintaining a lively interest by the local authority in the planning of its district. The public is becoming increasingly aware of the importance of planning and its impact on their daily lives in a multitude of ways, and the new planning system is designed to afford full local representation in the preparation of development plans within the framework of regional and national requirements.

Regulations made under the Act will be sufficiently flexible to enable planning authorities to submit to the Minister proposals for delegation in widely varying forms. The functions to be delegated will be those coming under Part III of the 1947 Act, dealing with the control of development, including the granting of permission to develop, the modification or revocation of permissions already given, the enforcement of decisions, the control of advertisements and so forth. It seems probable that a good deal of delegation will take place, subject to conditions designed to ensure that decisions are in line with the development plan for the area.

¹⁶ Town and Country Planning Act, 1947, Part IV.

¹⁷ Town and Country Planning Act, 1947, Section 38(3).

¹⁸ Town and Country Planning Act, 1947, Section 40(1).

¹⁹ Town and Country Planning Act, 1947, Section 20(1).

As regards the preparation of plans, it seems probable that in order to maintain local interest and to obtain the best results by close consultation with local authority officials, county councils will decentralise their survey and planning work amongst a number of area sub-committees on which there will be an appropriate representation of members of the district council. (A number of seats will also be available for co-opted members of outside bodies, such as the Chamber of Commerce or the Council for the Preservation of Rural England.)

The Act²⁰ in any case requires the planning authority to consult the county district council concerned before preparing a plan, and must, before submitting a plan to the Minister, give the council an opportunity to make representations on it.

Reference has already been made to the fact that in the past planning schemes have been prepared on an inadequate knowledge of the facts and have proved defective as a direct consequence. Under the Act of 1947²¹ it is a statutory requirement that every local planning authority shall carry out a survey of their area and not later than three years after the Appointed Day shall submit a report of the survey, together with a development plan.

Before they can complete their survey and draw up a satisfactory development plan, the planning authority will require guidance and information from central government sources. Information on such matters as the Government's distribution of industry policy, population increases and decreases, proposals and information emanating from bodies such as the National Coal Board, the British Electricity Authority, British Railways, development activities of other Government departments, such as the Ministry of Transport and Ministry of Civil Aviation and so forth, will be conveyed to the planning authorities through the headquarters or regional offices of the Ministry of Town and Country Planning, or direct from the Government department concerned, as may be most appropriate.

Whilst the survey information required for the local planning authorities will be kept to the minimum, some twelve to sixteen maps will be needed to show, *inter alia*, the pattern of communications ; public services ; surface utilisation, physical conditions (topography, morphology, orology, etc.), the social and economic pattern ; population density ; residential density ; condition of areas (including age, structure, and layout of buildings and floor-space indices, i.e., the ratio between the total area of the floors contained in the building and the area of the plot on which it stands).

Having regard to the novelty of the work in certain cases, and the difficulty of obtaining staff in sufficient quantity and of the necessary quality in the near future, three years is likely to prove little enough time for the task facing the new planning authorities. The Act provides for the submission of their development plan in parts²², and subject to proper co-ordination with the overall "master" plan, planning authorities will be encouraged to give detailed attention first to those areas where early and extensive development is likely. Even so, during the next three years, planning authorities will have a considerable task in dealing with development proposals, in preparing plans and in supervising and co-ordinating the work of area

²⁰ Section 10.

²¹ Section 5.

²² Section 5(5).

sub-committees and an equally heavy task will fall on the Ministry of Town and Country Planning in giving the authorities guidance and advice in collaboration with other Government departments, so as to ensure that when the survey and development proposals come to the Minister for his approval they will be fundamentally right. In this task, the Regional Physical Planning Committees will play a prominent part.

Here, then, we have a new and untried Act. So far as foresight and past experience can guide us, it contains provisions for land-use control without which, in any country, the guidance of physical development in the best interests of the community has been impossible. The emphasis is no longer on negative "dead-hand" control, but is optimistically positive. Development on sound lines will be encouraged and stimulated. If for no other reason than the limited amount of land in Great Britain and the intense competition for its use, planning is essential. But we are fully convinced, and evidence is not lacking, that the kind of planning we envisage is economic in the fullest sense of the word, from the point of view of the developer, the community and the nation.

Reviewing our progress since the war we can see the beginnings of action which would have been much greater but for the restrictions of the economic situation. As noted, Orders covering approximately 3,000 acres of war-damaged and adjacent land have been approved by the Minister and physical development will proceed as soon as it becomes practicable. In some cases development has commenced (e.g., Plymouth, Coventry and West Ham), but as yet progress in central areas is small and effort has been directed more towards industrial and housing development elsewhere. Preliminary steps have been taken towards the construction of seven new towns, five of them required to relieve London's overcrowding²³, the other two to provide improved conditions in the mining County of Durham²⁴. The scheduling of a Green Belt round London, in accordance with the Greater London Plan, has been declared as part of Government policy and action has already been taken to restrict development within the Belt according to the Plan. These are but a few examples of recent planned development undertaken with general public support. It is a fundamental concept of the new planning system that to achieve success there must be the closest co-operation and agreement between the planner and the planned! One way in which this policy is reflected is in the many opportunities provided by the Act for appeals by individual applicants or property owners to the Minister, or elsewhere, against the decisions of the planning authority.

The planning and development of town and country and the redevelopment of our outworn and overcrowded cities is not an unrealisable vision, but an urgent and practical task. Planning has, in the past, suffered from the impossibility of setting expenditure and returns in two neat columns of pounds, shillings and pence. Though efficient planning should show a proper and reasonable return as a purely business transaction, there are returns not measurable in terms of money, returns of human value, or improved living and working conditions, opportunities for recreation,

²³ Stevenage, Harlow, Crawley, Hemel Hempstead, Welwyn and Hatfield.

²⁴ Aycliffe and Easington.

happier and healthier lives. This is a charge on any nation which has too long neglected its responsibility through fixing its gaze steadfastly on the material profit and loss account.

Let us ask ourselves once again—what are we planning for? What, indeed, unless it be the betterment of our fellows? Here, we of many nations have come together in friendship to widen our vision, to give each other the fruits of our experience, take forward steps in seeking new and better methods for uplifting the human environment. Of far greater importance and urgency than this exchange and advancement of technical accomplishment is the opportunity which the Congress affords for international co-operation and understanding. To quote from that great world statesman, Field-Marshal Smuts, “Unless the nations realise that they must be loyal, not only to themselves, but also the whole human family, the world is lost.”

The world need not be lost. The human family yearns for peace and reconstruction and in our work as planners, we have a great opportunity to give unsparingly to this ideal.

APPENDIX “A”

National Planning Maps, published by the Ordnance Survey of Great Britain. Scale: 10 miles to 1 inch.

Base Map.	Population of Urban Areas.
Types of Farming.	Population Density, 1931.
Land Classification.	Electricity.
Land Utilisation	Roads.
Grassland (England and Wales only).	Railways.
Coal and Iron.	Administrative Areas.
Iron and Steel.	Physical Features.

APPENDIX “B”

Towns in which the Ministry of Town and Country Planning maintains a regional office.

Region 1.	Newcastle-on-Tyne.	Region 6.	Reading.
” 2.	Leeds.	” 7.	Bristol.
” 3.	Nottingham.	” 8.	Cardiff.
” 4.	Cambridge.	” 9.	Birmingham.
” 5.	London.	” 10.	Manchester.
		” 12.	Tunbridge Wells.

APPENDIX “C”

Extracts from a statement made by the Minister of Town and Country Planning, Mr. Lewis Silkin, on the Government's policy in respect of the planning of London—House of Commons Official Report, Tuesday, 5th March, 1946.

“With the permission of the House I will make a statement about the planning of London. The policy of His Majesty's Government on this matter is in accord with the fourth and fifth conclusions, unanimously reached, of the Barlow Commission. The Plan for the County of London and the companion Plan for Greater London, which covers the areas

surrounding the county, between them contain a number of co-ordinated proposals aimed at achieving these objects. The Plan for Greater London has been under close examination by a number of my colleagues and myself and the following decisions have been reached :

Firstly, the overall growth of London's population and industry should be restrained. This is one aspect of the general policy for achieving throughout the country a better balance of the distribution of industry and in particular for assisting the industrial recovery of the Development Areas.

Secondly, a planned programme of decentralisation to the outer areas of Greater London should replace the uncontrolled sprawl of the inter-war period. War damage in the congested inner areas and wartime evacuation have provided a unique opportunity for effecting this redistribution. The intention is to make provision for about a million persons and concurrently a related quota of industrial firms to be accommodated farther out—mainly in a few new towns and in selected existing towns within twenty to fifty miles of London's centre. The planned developments will be given priority according to their urgency.

Thirdly, it is proposed that the general lines of the decentralisation and resettlement should broadly conform to the proposals made by Sir Patrick Abercrombie for dividing the area surrounding the County of London into four rings. From the County of London and the Inner Urban Ring round it, which form the congested areas, most of the decentralisation should take place. The next Ring, the Suburban Ring, should be regarded in general as static. Surrounding this built-up area a Green Belt Ring is to be carefully safeguarded, and this Ring, except in permitted cases, should act as a barrier to further suburban growth. The fourth or Outer Country Ring should serve as the main reception area for persons and industry moving out from overcrowded London into compact settlements surrounded by open country.

The implementation of these proposals rests in part upon the comprehensive legislation for land control which the Government will be introducing. Meantime, it is my intention to afford guidance to the planning authorities in accordance with this statement."

FRENCH TRANSLATION OF SUMMARY

L'AMENAGEMENT SUR LE PLAN NATIONAL ET REGIONAL DES VILLES ET DE LA CAMPAGNE

La première loi sur l'urbanisme apparut sous une forme restreinte en Angleterre en 1909 et, après divers amendements, une loi plus étendue fut votée en 1932. Un Ministère d'Aménagement des Villes et de la Campagne fut créé en 1943 pour formuler et exécuter un plan national destiné à l'emploi et à l'aménagement du terrain.

Dans les cinq années de son existence, le Ministère a fait approuver la législation qui, dans un certain nombre de lois, porte sur l'Aménagement de toute l'Angleterre et du Pays de Galles ; s'occupe de la reconstruction des régions dévastées par la guerre ; pourvoit à la création de villes nouvelles, au moyen des corporations protégées par le gouvernement ; finalement, crée un nouveau système d'Aménagement et pourvoit à de nouvelles bases de compensation et d'amélioration.

En ce qui concerne le côté national de l'Aménagement, le gouvernement met en oeuvre un plan à larges vues (tel que la répartition des industries et la décentralisation de la population des régions trop encombrées) et a établi dans ses grandes lignes les principales conditions requises par l'Aménagement (telles qu'un réseau de routes nationales, une série de parcs nationaux et de régions à préserver). Conjointement, des arpentages et des recherches, établis sur une base régionale, sont en cours afin d'arriver à des propositions concrètes de développement ; ces propositions devant être incluses dans le plan national.

Afin d'établir une base à l'Aménagement, le Ministère a fait lever des plans complets de tout le littoral ; en outre il est en train de faire l'étude des ressources nationales et d'établir un registre de tous les bâtiments et des sites qui présentent un intérêt architectural et historique. Grâce à des recherches scientifiques intensives, un nouveau code des standards d'Aménagement les plus récents a été créé ; une partie de ce code est contenue dans le récent livret sur le nouveau développement des quartiers centraux.

D'autres livrets seront publiés de temps en temps, traitant de sujets tels que : Aménagement du "Neighbourhood," Régions Industrielles et Aménagement Rural.

Afin d'assurer l'efficacité de son fonctionnement, le Ministère d'Aménagement des Villes et de la Campagne entretient des bureaux régionaux dans dix villes parmi les plus importantes de la province ; il a également établi des comités d'Aménagement tirés des divers services dans chaque région pour coordonner les intérêts des ces services gouvernementaux et pour maintenir l'attention sur les problèmes fondamentaux affectant l'Aménagement de la Région. Les diverses activités de ces comités sont elles-mêmes coordonnées par un Comité Central d'Aménagement.

En vertu de la loi d'Aménagement des Villes et de la Campagne de 1947, les Conseils Généraux et les Municipalités assument la responsabilité de l'Aménagement, réduisant ainsi le nombre des autorités dirigeant l'Aménagement, de 1400 à environ 150. En même temps, la coopération

locale est considérée comme essentielle, la loi prévoit la délégation de certaines charges aux Conseils d'Arrondissements et ordonne que les dits Conseils soient consultés.

La collaboration des autorités dirigeantes de l'Aménagement, est rendue possible par des commissions mixtes et des comités consultatifs; pourtant il reste encore à adopter la meilleure méthode à suivre pour assurer des programmes de développement coordonnés dans des agglomérations urbaines aussi importantes que " Greater London," Manchester, Merseyside et Birmingham.

A l'avenir tous les plans de développement doivent être basés sur une étude adéquate et des dispositions ont été prises par le gouvernement pour assurer aux autorités de l'Aménagement toutes les informations nécessaires.

La loi de 1947 est pour l'Angleterre un instrument neuf et non encore éprouvé, qui présente d'immenses possibilités. Une tentative a été faite pour résoudre équitablement le problème de compensation et d'amélioration, problème qui a toujours été la pierre d'achoppement à un aménagement national; l'Aménagement en Angleterre s'engage désormais dans une nouvelle voie.

