

FEDERATED MALAY STATES.

DEPARTMENT OF TOWN PLANNING.

THIRD ANNUAL REPORT OF GOVERNMENT TOWN PLANNER.

Since the submission and circulation of the second annual report the Town Planning Enactment No. 19 of 1923 has been passed, the department has moved into new offices essential to its proper working, a programme of organisation and development extending over the years 1924-6 has been submitted to and discussed by Government and unofficials, and a heavy increase in the work and responsibilities attaching to the department has occurred as subsequent details herein show.

2. This report is arranged as follows :

(i) General remarks and illustrations on town planning progress in Federated Malay States.

(ii) Particulars of work and developments during 1923.

[Copies of the Town Planning Enactment No. 19 of 1923 may be obtained from this department, or the Superintendent, Printing Department, in the usual way.]

PART I.

GENERAL REMARKS AND ILLUSTRATIONS.

3. In the absence of better facilities for plan reproduction and adequate personnel in staff, it remains difficult to afford the public any comprehensive conception of the importance or the magnitude of the work required in the application of modern town planning practice to the circumstances of growing towns like Kuala Lumpur, Ipoh or other centres. Current building and developmental works in these towns (both by the State and individuals) cannot be disassociated from any proper programme or scheme without involving unfortunate consequences for both.

4. This programme or scheme (let it be repeated) is indispensable to the promotion and substitution of orderly for disorderly development in new areas; also for adjusting parts of the older town to modern conditions of transport, commerce and convenience generally. From a town planning point of view prevention of old errors in new suburban districts is generally the more immediate aim. The towns of Federated Malay States are no exception. Their primary need has been and still is effective and economic replanning and redistribution of lands of awkward shape and size before development or resubdivision for more intensive building use.

5. Every year now an important town like Kuala Lumpur (growing steadily in spite of adverse trade conditions) experiences the subdivision and resubdivision of urban lands for building and developmental purposes generally. As land values rise, population increases, and traffic multiplies, economic circumstances and demand precipitate urban expansion. Unless these normal processes of urban growth and development are controlled under town planning schemes mapped out on paper in advance of actual work on the ground, and unless replanning and redistribution by exchange (or otherwise) are executed before such development occurs, current difficulties and errors as well as annual expenses in transport, housing, rating, and living generally will assuredly increase. Whilst the improvement of existing and central town areas forms an indispensable part of the town planning programme in Federated Malay States, the policy of the department is directed primarily and persistently, to putting into practice prevention rather than cure in new areas.

6. Kuala Lumpur, being the foremost example where the need is greatest, illustrates best the kind of town planning results which have already been obtained or are in course of negotiation under the policy of replanning and redistribution by exchange. This policy, of course, is being applied in addition to other centres like Ipoh, Seremban, etc. It is not the sole remedy by any means but the indications are that in the majority of cases where State land is available for exchange (or in the alternative where private land can be acquired for the purpose) it is often economic and practical in the present circumstances of the country.

PLANS AND ILLUSTRATIONS.

7. The plans attached to this report have therefore been prepared mainly for the purpose of illustrating the progress and character of the town planning work generally relating to land in course of development and being used for building purposes both by State and individuals. They are as follows:

Plan 1.—Showing subdivisions (now abandoned) as originally suggested by different owners—also State lands unabsorbed or intended to be incorporated for private development. The existing roads and boundaries are shown in black and those originally proposed in red.

„ 2.—Approved town plan for the development of same and adjoining areas which is now being executed on the ground, in accordance with agreements for exchanges, roads, widenings, lanes, etc., between owners and Government.

8. Plans 1 and 2 show a contrast between what was originally proposed and what has been settled since under town planning in scheme areas (Nos. 14 and 16) near Circular and Bukit Bintang Roads (Kuala Lumpur). In comparing these two plans it will be noted that the original gridiron subdivision of the estate of the defunct Co-operative Building Society has been replaced in favour of one of the new main arterial roads projected under the general plan, and supplemented by secondary and residential roads of varying widths suited to their function and purpose. Replanning and redistribution of private lands have also been effected by exchange and negotiation in place of possible acquisition proceedings involved by parts of Plan No. 1. Finally the original proposals for cutting up the land have been supplanted by more orderly and convenient planning in favour of better values and development generally. There are still isolated portions of the area awaiting negotiation and settlement, but not sufficient to prevent the carrying-out of the plan.

Plan 3.—Diagrammatic map of Kuala Lumpur showing twenty-seven scheme areas either in course of special survey, planning or execution.

9. Each of these scheme areas, it should be explained, are first planned and laid out in accordance with the requirements of the preliminary general plan in respect to main roads and other needs. The scheme plan is usually plotted on an up-to-date topographic survey map drawn on a scale of either one or two chains to the inch, on which are shown all existing physical features, roads, buildings, streams, drains, ponds, levels and the nature of the cultivation or the use and character of the land generally. The town planning proposals are prepared with due regard for all these features, also owners' boundaries, possible exchanges, and many other considerations relating to the best economic and social use of land, including traffic, health, convenience and amenity generally. Existing buildings, wherever possible, are not disturbed but incorporated as part of the plan.

10. After the scheme plan has been provisionally agreed to, it is then elaborated on a one chain detail revenue survey map for the purpose of working out the necessary redistribution, exchanges, computations, adjustment of boundaries, and for other details required by the owners or other persons interested in respect to each individual property.

11. These details are forwarded in the form of separate plans and memoranda to the Town Planning Administrator whose duty it is to arrange and promote, if possible, agreements with the different owners affected. Any adjustments of the scheme consequent upon discussion with owners are arranged in consultation with the Town Planning Department. The proposals after being agreed to by owners and others interested are submitted to Government for ratification preliminary to the making of new surveys, issue of fresh titles, charges, etc. The cost of re-survey of boundaries for the purpose of exchange is usually borne by Government as one of the inducements towards consent by owners. The progress of these operations during the past two years to date in different parts of Kuala Lumpur are illustrated by Plan No. 4.

Plan 4.—Diagrammatic map illustrating the progress of preliminary planning, also negotiations between owners and Government to 31st December, 1923. Existing roads are shown together with (a) proposed road reserves not yet settled, (b) new road reserves settled, and (c) new areas dealt with in accordance with detailed schemes submitted to and approved by the Advisory Town Planning Committee (referred to later).

12. The map does not admit of proposals relating to central town areas being shown. In any case these are confidential and require (in common with other scheme proposals not already settled) to be dealt with by the Town Planning Committee when appointed under the Enactment.

13. It serves to illustrate however the extent of the preliminary work and negotiations completed to date; also the new road reserves (shown in solid red) and other areas dealt with (shaded red) that, in part, already constitute a permanent addition to the town plan of

Kuala Lumpur. Portions of these areas have been or are in course of survey, construction and development both as regards the State and private lands included therein. State lands form no inconsiderable part of the area dealt with, but private property has benefited as well.

14. When the reorganisation and staffing of this department are more advanced, it is anticipated that returns showing the relative cost and value of these operations in any town planning area can be prepared.

LANDS EXCHANGED.

15. The table which follows however gives the total area of land exchanges and surrenders executed under approved schemes in Kuala Lumpur by agreements with owners and ratified by Government:

TABLE SHOWING AREAS OF LAND RESERVED OR SURRENDERED FOR.

Scheme No.	Public purposes.	Roads, widenings, etc.	Exchange by owners.	Exchange by State.	S. L. made available for building.	Value.
	sq. ft.	sq. ft.	sq. ft.	sq. ft.		
1	86,800	88,833	148,449	224,514	Figures not yet available	Figures not yet available
3	3,565	258,681	65,034	64,265		
5	37,343	...	942	942		
6	97,205	137,952	...	86,153		
7	...	34,574	...	15,239		
8	88,036	73,160		
9	...	21,225	10,207	10,932		
10	3,289	10,080		
13	...	296,212	...	164,724		
14	17,050	194,016		
16	63,847	11,000	11,000	...		
22	...	37,715		
25	5,845	6,894		

16. These figures totalled give the following result:

Lands reserved or surrendered for—

- (i) Public purposes ... 335,844 sq. ft. (including open spaces)
- (ii) Roads, widenings, etc. ... 1,133,055 „ (including lanes)
- (iii) Exchanges by owners ... 238,921 „ (redistribution of boundaries)
- (iv) „ State ... 667,903 „ [(for (i), part of (ii) and (iii)]

Total area dealt with ... 2,375,723 „

excluding 1.172 acres of town land surrendered for public purposes in exchange for 11.969 acres of country land (value for value).

17. These figures are chiefly useful in indicating the extent to which results may be obtained under approved schemes by agreement between owners and State, also requirements provided in respect to reserves for roads, widenings and other public purposes, and the building value of private lands raised to the economic level promoted by ordered planning and development.

TOWN PLANNING BY NEGOTIATION.

18. Plan No. 4 and the foregoing figures suggest very clearly that town planning by negotiation between owners and State, and the replanning and redistribution of holdings of awkward shape in anticipation of subsequent or current development into convenient building blocks with guaranteed access by road reserves, etc., is steadily becoming a very potent factor in replacing disorderly growth by logical and common sense methods of development.

19. It will be realised, of course, that these town planning operations, except in certain cases, deal mainly with the first of the two stages required to be completed in carrying out any town plan on the ground, namely:

- (a) *Preliminary stage.*—The submission of detailed scheme proposals to individual owners and others, negotiation of agreements, settlement of objections, and adjustment of surveys, rights, titles or other considerations under the approved scheme in substitution of those already existing.
- (b) *Final stage.*—Construction works and development generally and the terms and conditions under which such works are to be executed by Government or owners, or both in combination.

20. The preliminary stage must in any replanning operations precede the final stage. Whether roads, drains or other developmental works are carried out in accordance with the town plan or as the existing lay-out may permit, the financial circumstances governing the execution of these works upon the land are practically identical altho' relative costs may differ. The same questions of responsibility arise in either case, and require to be settled in accordance with a definite policy which is economically feasible for the individual owner as well as the State. The final stage is intended to be dealt with at the proper time under separate town planning regulations relating to roads, private and public.

21. In a number of cases contained within the areas marked "dealt with" on Plan No. 4 the final stage of execution of road or other works on the ground has been attained by Government undertaking to bear the cost of certain construction works in return for concessions in respect to street widenings, the surrender of lands for other public purposes by owners free of charge and the construction by them of certain roads. In this way possible vexatious claims and expensive litigation have been avoided, time saved, and important improvements in respect to future main traffic roads arranged by mutual agreement without incurring immediate heavy or possibly futile expenditure. Results from town planning by negotiation have also been obtained in other centres beside Kuala Lumpur as the details given in Part II of this report indicate.

22. This method, of course, has its limitations. At first it is not always easy to persuade either European or Asiatic owners of property in course of development that a town planning scheme, worked out with due regard for the fundamental considerations governing sound and economic development, is the cheapest and most businesslike way of securing the best return from the conversion of (a) agricultural land for building purposes, or (b) re-subdividing and developing urban land already built upon for more intensive building use. With sufficient time, lucid explanation and clear understanding most owners are quick to appreciate the advantages offered, but with others it is not so. Moreover their objections may, on further investigation, prove to be sound and that some modification of scheme details is desirable.

23. It is too early in the history of town planning operations in Federated Malay States to suggest ways and means of meeting objections made by one or more owners who may have good reasons for refusing to come into agreement with others willing or even anxious that a particular unit of a scheme should be given immediate effect. The Town Planning Enactment, which is essentially a preliminary measure, is not yet operative and it is still premature to anticipate a solution for the kind of difficulties that experience in Federated Malay States and elsewhere has shown to be a difficult problem to overcome without simple and expeditious machinery for adjusting the differences which inevitably occur where one private interest clashes with another.

24. There can be no question that direct negotiations with the owners concerned, consultation, and persuasion generally is more effective than attempting to force unwilling owners against their wishes or desires, whilst time is sometimes required to enable them to realise that their objections sometimes are directly prejudicial to their own interest. On the other hand there comes the stage when the interests of various persons wishing to build are held up by one or more individuals whose attitude towards a particular town planning scheme is purely obstructive in the hope of additional gain. The Government has the power to buy them out at a price, but this is seldom economically feasible nor it is desirable or necessary.

25. There are other ways and means practised by British countries for dealing with similar difficulties but before town planning can hope to reach this stage in Federated Malay States, the Enactment requires to be brought into full operation, Town Planning Committees appointed, and a more intimate experience of current problems obtained. Public understanding and knowledge also needs to be widened, a clearer realisation of the benefits derivable from town planning brought about, side by side with closer adaptation of administrative machinery and methods of Government and Sanitary Boards towards town planning policy and aims generally.

26. If the year 1923 has indicated the practical value of town planning in promoting more orderly growth and development in a number of growing towns in Federated Malay States, it has also demonstrated the need for improved organisation and machinery for dealing with the problems involved and facilitating public convenience. If it has shown (in spite of uninformed criticism) that town planning is of real and permanent utility in promoting better understanding and businesslike agreements with owners of private property, it has also suggested the need for closer co-operation between both central and local authorities responsible for the control and development of urban areas. If finally, it has, by force of example, demonstrated that health, convenience, and orderly extensions or improvements to existing towns can be gradually promoted on economic lines by permanent policy and action from year to year, then it must be obvious that the work accomplished to date is an unmistakable part of that long process of town growth and extension which, without town planning, inevitably leads to a further intensification of the current difficulties inseparable from urban overcrowding and disorder.

PART II.

PARTICULARS OF WORK AND DEVELOPMENTS DURING 1923.

GENERAL.

TOWN PLANNING ENACTMENT NO. 19 OF 1923.

27. The draft measure was laid before the Federal Council on 23rd January, 1923, and referred to a Select Committee comprising the Hon'ble Messrs. E. S. Hose, J. H. Robson and Choo Kia Peng. The Committee reported on 1st May, 1923 (Federal Council Paper No. 21 of 1923), that "the general principles embodied in the Bill are sound and that it is a measure of legislation that is urgently required in order to secure the future development of our towns along properly organised and economic lines." The Bill was passed subject to amendments recommended by the Committee and made in Council on 11th July, 1923, signed by the President (H. E. Sir Laurence Guillemard) on 20th September, 1923, and gazetted on 1st November, 1923.

28. The necessary preparations and departmental organisation required before the Enactment can be brought into full working by the notification of town planning areas, appointment of committees, etc., were put in hand before the end of the year. The completion of the preliminary rules and forms was also a further step without which it would not be possible to administer the Enactment properly or prevent confusion. Unfortunately the large amount of time taken up by the Select and other Committees, in addition to ordinary work, before the Bill became law excluded any possibility of making these arrangements in advance, especially as it was uncertain what form the Bill would finally take before being passed into law.

29. It was realised however that the work of creating and developing the preliminary organisation and machinery was a task of considerable magnitude demanding special care as well as expert knowledge and guidance. The experience and methods of other British countries, whilst of value, needed to be supplemented by creative work of a character adapted to the special needs and circumstances of this country. It was anticipated moreover that these preparations would occupy the greater part of 1924.

30. This, the Government was advised, was not excessive. The British Housing and Town Planning Enactment, 1909, did not reach effective operation before 1911 and it took South Australia and other overseas Dominions over twelve months to bring their town planning legislation into action. The Federated Malay States Town Planning Enactment came into force on 1st November, 1923, and it is likely that similar periods of time may intervene before the local statutory machinery can be started in proper working order.

STAFF ORGANISATION AND PROGRAMME.

31. The reorganisation and staffing of the Town Planning Department in suitable offices for the purpose of meeting the new conditions created by the Enactment also required to be arranged beforehand. The department's estimate of requirements based upon a three years programme (1924-6) was submitted to the Government in November. The proposals included co-operation with the Public Works and Survey Departments in securing the necessary staff and affording both Engineers and Surveyors opportunities for acquiring (in addition to their professional knowledge and attainments) experience in town planning operations and methods as applied to local conditions. One objective of these proposals was the diffusion of town planning knowledge through both the administrative and technical branches of the service for the purpose of facilitating local action and avoiding unnecessary centralisation of detail.

32. These proposals were under consideration at the end of the year but have since been dealt with and settled.

TOWN PLANNING ADMINISTRATOR.

33. Mr. G. A. de C. de Moubray (Collector of Land Revenue) took over the duties of the Town Planning Administrator (Selangor) from Mr. S. H. Langston (Valuer-General) on 23rd July, 1923.

34. The duties of this officer include assistance in the preparation of agreements and conduct of negotiations with owners with a view to securing their consent to approved plans and proposals generally. He also submits plans and particulars of proposed agreements to Government for ratification, and makes necessary arrangements with the Land Office for surveys, adjustment of titles, etc., in co-operation with the Town Planning Department. The work is of a responsible character that entails many interviews, much time and detail, also frequent reference to the department.

35. It is, in part, due to the combination of effort between the Administrator and the department that the results to date illustrated by Plan No. 4 have been obtained in Kuala Lumpur. For sometime past however it has been apparent that the heavy increase of work and other circumstances will sooner or later necessitate the Administrator devoting the whole of his energies to these duties in the interests of public convenience and expeditious dealing with the increased work under the Enactment. The exigencies of rubber restriction unfortunately have been such that this administrative work has, at times of necessity, devolved upon the Government Town Planner. The appointment of a full-time Administrator with offices in the department is an essential part of its organisation programme.

VALUATION OF LAND ENACTMENT, 1922.

36. The Valuer-General has already submitted a report (No. 12 of 1924) dealing with the organisation and details of this measure (referred to in the Government Town Planner's Annual Report, 1922). The report deals with Kuala Lumpur only. During 1923 the application of the Enactment to prospective town planning areas under the Town Planning Enactment was discussed with local authorities in Perak and Negri Sembilan. Action has since been taken to make a valuation of Seremban. Preliminary steps towards this end are now under consideration by the Government of Perak at the request of the Kinta Provisional Town Planning Committee.

PROVISIONAL TOWN PLANNING COMMITTEES.

37. The necessity for making adequate provision for preliminary organisation and machinery precluded the immediate formal appointment of the statutory Town Planning Committees under the Enactment. Circumstances however rendered it advisable that provisional committees for Kinta and Seremban should be appointed forthwith. In Selangor a very large amount of work had been done by the Advisory Town Planning Committee and, as the circumstances were not the same as in other States, it was decided instead to await the completion of the preliminary rules and organisation, especially as the Chairman of the Kuala Lumpur Sanitary Board and other departments were in close and constant touch with the Government Town Planner.

38. The Provisional Committees appointed to date for Kinta and Seremban are as follows:

Kinta.—President (Chairman of Kinta Sanitary Board), Deputy President (Chief Assistant District Officer, Kinta), Deputy Superintendent, Revenue Surveys, State Engineer, Hon'ble Mr. R. P. Brash, J.P., and Mr. A. N. Kenion, J.P.

Seremban.—President (Chairman, Sanitary Board), Vice-President (State Engineer), Mr. W. H. W. Gubbins, Towkay Cheah Soon Moh, Superintendent of Revenue Surveys, Collector of Land Revenue, Health Officer and Executive Engineer (Seremban).

ADVISORY TOWN PLANNING COMMITTEE.

39. Since the meeting of the Advisory Town Planning Committee on 5th September, 1922, various sub-committees met and the result of their labours (together with the development and elaboration of various preliminary schemes dealt with by the committee earlier) were laid before them at the sixth meeting on 7th September, 1923. The schemes and reports dealt with included proposals for central and suburban areas, the preparation of which became necessary for the determination of various building and development proposals both by the State and individual owners.

40. The work of the Advisory Committee, since its inception in March, 1921, has necessarily covered a wide field in dealing with planning and developmental proposals for Kuala Lumpur. Some twenty-seven scheme areas have been considered and various preliminary proposals determining main lines of communication, convenience, health, amenity and use districts have been approved provisionally for the purpose of enabling essential negotiations with owners and others to proceed immediately. The carrying out of these proposals in co-operation with various departments and authorities by means of agreements ratified by Government made steady progress during 1923 as the details of this report show.

GENERAL TOWN PLANS.

41. Before the statutory preparation of General Town Plans in accordance with Chapter III of the Enactment can be commenced by resolution of the Town Planning Committee to be appointed thereunder, a very large amount of preliminary investigation, marshalling of essential data and particulars and the working out and practical application of definite proposals to scheme areas beforehand is required. The work of the department, assisted by the Advisory and other existing Town Planning Committees and authorities, has consistently aimed at the completion of these preliminaries. During 1923 the general town planning proposals for Kuala Lumpur, Ipoh, Seremban and other centres made substantial progress. The setting up of a single co-ordinating authority in the form of a representative and statutory Town Planning Committee for each area concerned should do much towards assisting and simplifying the initial work which still requires to be completed.

SPECIAL SURVEYS.

42. The programme of special surveys in Kuala Lumpur, Ipoh, and elsewhere made but modest progress during the year and it became necessary in consequence to devise ways and means for speeding up these essential preliminaries without which the preparation of proper schemes are impossible. Provision for a three years programme of special surveys was therefore arranged, subject to ratification by Government, in common with other details under the scheme of departmental organisation already referred to. The slow progress of special surveys in different town planning areas is a constant source of inconvenience and delay.

DEPARTMENTAL WORK.

43. Analysis of the various papers and matters dealt with by this department since its inception early in 1921 gives the following figures:

Matters dealt with.	1921 (9 mos.)	1922.	1923.
Private building plans	12	76	164
Private subdivisions	20	72	79
Mining leases	2	24	25
Government building plans	8	29	40
Government lay-outs, etc.	20	54	82
Applications for State land	9	47	47
Miscellaneous	6	9	47
General administration	80	113	124
Totals	157	424	608

The distribution of this work was as follows:

DISTRIBUTION OF YEAR'S WORK—1923.

Subject.	Selangor.	Perak.	Negri Sembilan and Pahang.	Colony, etc.	Total.
Private building plans	138	11	15	...	164
Private subdivisions	71	2	6	...	79
Mining leases	20	4	1	...	25
Government building plans	37	2	1	...	40
Government lay-outs, etc.	61	16	5	...	82
Application for State land	41	2	3	1	47
Miscellaneous	43	1	1	2	47
General administration	111	6	6	1	124
Totals	522	44	38	4	608

BUILDING PLANS AND SUBDIVISIONS.

44. Apprehensions whether building plans and owner's subdivisions were held up unnecessarily (thereby causing hardship and delay) should be allayed by the fact that a considerable number had been dealt with and settled or were under negotiation by 31st December, 1923, as the following figures show:

PRIVATE BUILDINGS' PLANS, ETC.

Dealt with and settled	184
Awaiting redistribution details	11
Under negotiation	48
Total	243

PERAK, NEGRI SEMBILAN, ETC.

45. In reviewing the year's work it will be patent that during 1923 the larger part of the department's time and energies were absorbed by Selangor and, in particular, the Federal Capital where continuous growth and development are being experienced. Provision however has been made in the scheme of departmental organisation for the purpose of securing a larger share of the Government Town Planner's attention to important towns like Ipoh, Seremban and other places.

46. Special efforts were made by the department during the year towards completing various preliminary schemes relating to these places. Conferences and discussions with local committees followed and reports and detailed recommendations with plans were forwarded and dealt with by the State Governments concerned.

PROPOSED BRANCH OFFICE, PERAK.

47. In Kinta especially a considerable amount of preliminary work was completed, negotiations with certain owners concluded in co-operation with the Chairman of the Sanitary Board, and the re-survey of selected areas in accordance with approved schemes put in hand. Special surveys, for scheme areas wherein other developmental works are impending, were also advanced by the Surveyor-General as rapidly as circumstances would permit. The volume of work to be dealt with and the requirements of the Town Planning Committees in Kinta and elsewhere are such that the opening of a branch office in Ipoh for Perak generally has become a necessity of first class importance towards which the efforts of Government and others are now being directed.

RESULTS IN KUALA LUMPUR DURING 1923.

(NOTE.—For location of scheme areas, see Plans 3 and 4.)

48. The total list of results in scheme areas is too long to detail, but the particulars taken from Kuala Lumpur, and elsewhere illustrate the progress of town planning schemes during 1923 as follows:

49. *Schemes No. 1 and 2.*—(Factory and Workers Residential Area)—The extension replanning operations and exchanges in this area under which reserves for two main roads (100 feet wide) have been secured were practically completed during the year in accordance with a progress report submitted to the Resident on 28th December, 1922 (No. 7 in G. T. P. 175/22) and subsequently approved.

50. Several applications for sites in the Factory area were dealt with, including proposed sites for the Public Works and Posts and Telegraphs Departments which have not yet been finally determined.

51. Negotiations with mining companies (referred to under scheme 16) secured the surrender for development purposes of parts of the area no longer required for mining.

52. The question of stoppage of quarrying for limestone within parts of the Factory area required for building purposes was also investigated and alternative proposals were framed to meet the situation. The matter is still under investigation.

53. *Scheme 3.*—(Bukit Bintang and Pudu Roads)—Detailed Plans and Progress Report [No (1) in G.T.P. 81/23], countersigned by the Town Planning Administrator, were submitted to the British Resident on 6th April, 1923, under which various exchanges were approved and arrangements advanced towards securing the adjustment of owners boundaries and the proper subdivision of the land for building purposes. Other parts of the area still require to be settled in accordance with detailed plans and memoranda in course of negotiation. Scheme 3 anticipates various improvements in this vicinity by exchange, including main road access and widenings that under earlier town improvement methods might not be considered economically feasible except at heavy expenditure.

54. *Scheme 5.*—(People's Park, etc.)—The proposals for converting the area known as the old Petaling Golf Links and adjoining properties into a People's Park and a site for the proposed new Victoria Institution has made considerable progress since the matter was first dealt with by the Advisory Town Planning Committee in 1921. The area (90 acres) was originally gazetted a recreation ground on 26th May, 1903, and at the time that the Selangor Golf Club was transferred to the new links adjoining Circular Road there were various proposals for cutting up and utilising parts of the area for different private and public purposes, including shop-houses.

55. The proposals of the department in favour of utilising the greater part of the land for a public park (after educational purposes had been provided for) were approved and by the end of 1923 various sites in the area held under private title had been exchanged for other State land by agreement. Plans for the laying out of the areas respectively assigned to People's Park and Victoria Institution were also completed, including the widening of Birch Road reserve and other improvements in the vicinity. Thus a large and very fine open space of commanding situation adjoining the most crowded portions of the town has been preserved in the interests of public health and welfare generally.

56. *Scheme 6.*—(Birch Road Area)—The development of this area under replanning arrangements completed last year has made substantial progress. The first stage of the work in filling and levelling private lands has been completed by the owners concerned together with the earthwork for widening Birch Road. The new Y. W. C. A. building has also been built and preliminary road formation completed in accordance with the scheme. A further stage of development under this scheme may possibly be arranged in the near future.

57. *Scheme 7.*—(Asiatic Padang)—This scheme refers to the area south of the Ampang Railway and bounded by Gaol and Loke Yew Roads including the Sanitary Board coolie lines. The proposals include the transfer of these lines to a site nearer Pudu Station and laying-out the area (about 8 acres) for an Asiatic Padang. This has now been exhaustively investigated, preliminary designs completed and proposals and estimates for early construction

submitted to Government. The new padang will be close to the site of the Victoria Institution but separated by Gaol Road, a small section of which is proposed to be slightly diverted and form part of a new junction for expediting traffic convenience and minimising current risks at the point where Hose, Birch, Cemetery and other Roads meet. The laying-out of the area for new coolie lines has also materially progressed.

58. *Scheme 8.*—(Chinese Community Centre)—Arrangements for the placing of the proposed Chinese Community Hall and other prospective buildings at the junction of Petaling, Birch and Kampong Attap Roads were concluded during the year. Originally it was intended to build the new hall on the site of the present building before important traffic considerations had been determined. Had the original proposals for giving out the land gone through the result would have been disastrous from the point of view of traffic circulation and convenience. Under the approved scheme the new hall will occupy an elevated site commanding the vista of Petaling Street accompanied by suitable open space in front and adequate provision for traffic arrangements forming part of the main arterial road system provided under the general plan.

59. The scheme includes a site for a proposed Chinese Secretariat and other prospective buildings proposed to be grouped and harmonised under one architectural project. The success or otherwise of the aesthetic effect aimed at under these proposals will depend largely upon the degree of co-operation that can be achieved by those concerned in carrying out the scheme for making this part of the town the main permanent centre of Chinese public life and activities.

60. *Scheme 9.*—(Brickfields Road)—A number of building and subdivisional plans have been dealt with under seven different units of the scheme and the consent of several owners obtained thereto. There is still much to be done and arranged in this important commercial area.

61. *Schemes 8 and 10.*—(Court Hill and Central Areas Generally)—The late Director of Public Works (Mr. Strachan) and the Government Town Planner completed important preliminary proposals for dealing with Court Hill, river diversion and other problems in central Kuala Lumpur. These proposals have been dealt with by the Advisory Town Planning Committee but remain confidential for the present.

62. *Scheme 10.*—(Old Pudu Road)—The working out of the proposals for securing the replanning of parts of this area by exchange was completed and negotiations with owners commenced. The scheme anticipates various important improvements in the interests of Chinese schools and hospitals which at present are cramped for room. A further section of the scheme dealing with the area lying between Pudu Road and the Ampang Railway was also advanced and a number of exchanges preliminary to executing the main objectives of the scheme arranged. Building operations were also authorised and further progress may reasonably be expected in the immediate future.

63. *Schemes 12 and 13.*—(Batu Road)—A number of shop-houses have been built in accordance with scheme proposals under which further widenings are being negotiated by exchange. The large amount of work necessitated by working out redistribution proposals, computing areas, etc., is in part responsible for some delay in dealing with these proposals which are included in the schedule of works for which the assistance of a whole-time Administrator seems indispensable. The development of the Loke Yew Estate adjoining Campbell and Hale Roads and substantial building operations there have been carried out in conformity with the approved scheme.

64. *Scheme 14.*—(Race-course Area)—The Loke Yew Trustees during 1923 built a number of houses and undertook the execution of important development works in this area according to plan. Various exchanges were effected and a considerable permanent addition to the first class residential areas of the town has resulted therefrom.

65. The Trustees exhibited a very fair and reasonable spirit in dealing with the town planning proposals to which they gave influential financial support. Both in this area and other parts of Kuala Lumpur they have been quick to appreciate the value of proper planning and development and in this they have set a worthy example to other owners.

66. *Scheme 15.*—(Imbi, Circular and Pudu Roads)—Substantial progress was made with the carrying out of the first part of the Imbi Road housing scheme (166 houses) which forms part of these proposals. The lay-out plans and details for the second portion of this scheme, were also completed for the purpose of enabling preliminary developmental works in roads and drainage to be executed during 1924.

67. Apart from State lands and the Government housing programme, the scheme also embraces considerable private property. The greater part of this property consists of small holdings of a size and shape impossible to improve or develop for ordinary suburban building without replanning and redistribution. The presence of various areas of State land in this

vicinity is a valuable factor in promoting execution. A number of scheme units have been worked out in anticipation of negotiations and exchanges with various owners that are now in progress. One important exchange amongst others in the area was settled during the year, whereby the State received a valuable block of building land in return for country lands of equal value which the owner desired. (*See para. 16.*) Various building plans in the area were also dealt with, but permanent development in parts was much impeded by the presence of a large number of cattle lines and squatters. These lines have been located on a fresh site, but further provision for squatters requires to be made before replanning operations can make substantial progress.

68. A site for the new Elementary English School, Padu, and other educational buildings has been fixed and reserves for portions of the new 100 feet arterial roads forming part of the general plan laid down under the scheme.

69. *Scheme 16.*—(Outside Circular Road)—This scheme relates to an extensive tract of private and State lands and includes mining areas isolated parts of which, in future years, are likely to be required for town extension purposes. The Resident of Selangor appointed a special committee comprising the Chairman, Sanitary Board, Collector of Land Revenue, Warden of Mines and Government Town Planner to investigate various problems under the scheme in relation to mining and squatting areas. The committee duly completed its reports and submitted recommendations to Government after prolonged investigation involving a series of negotiations with the mining companies concerned. These negotiations were brought to a successful conclusion and definite arrangements completed (subject to ratification by Government) by which possible town extension in the future may not be impeded unnecessarily or mining operations jeopardised.

70. The lay-out of a small part of the scheme area affecting private property has already been settled in consultation with several owners, exchanges affected and a new road reserve connecting with Circular Road obtained.

71. *Schemes 17 and 18.*—(Petaling and Bungsar Roads)—Special surveys are in progress for these areas where a number of preliminary considerations have been settled, building plans authorised, and other developments dealt with. The location of the proposed Electric Power Station in the Bungsar Road area and the possibilities of main road and railway sidings are under consideration.

72. *Scheme 19.*—(Victory Avenue)—The erection of the Federated Malay States War Memorial in accordance with the site plans prepared by this department and its formal dedication are now "fait accompli." Detailed proposals governing the design and lay-out for Victory Avenue on modern lines have also been settled in consultation with others and the preliminary works for executing the project concurrently with the diversion of the main railway are now being carried out by the responsible authorities.

73. *Scheme 20.*—(Kampong Attap)—The special survey and preliminary lay-out have now been completed for further consideration.

74. *Scheme 21.*—(Sentul)—This scheme relates to a considerable area of State and private land lying between Batu Road, Central Workshops and the Gombak River. Parts of it are thickly populated with housing and living conditions of a primitive type following the irregular and confused lines of the original surveys. Sometime ago Government acquired a block of 35 acres in this area for an Artisans School site at a cost which rendered the land expensive for the purpose. After exhaustive investigation by the Advisory Town Planning Committee and other authorities Government has now approved of the proposals under the scheme for the transferring the proposed Artisans School to a fresh site contained in scheme 23 and incorporating the original land into the town planning scheme for the purposes of exchange, housing, recreation areas, etc. During the year the special survey of the area was completed, a preliminary lay-out prepared, certain exchanges approved by Government, and sites dealt with for police station, coolie lines, subordinates' quarters, etc. Various applications for State land have been dealt with and proposals for subdivision, building and exchange are now in course of negotiation.

75. *Scheme 22.*—(Batu Road West)—Eleven scheme units in this area have been worked out, and others are in progress. The number of building proposals in this area, which appears to be well suited for commercial and semi-commercial purposes, is considerable, and negotiations for replanning and redistribution are taking place accordingly.

76. *Scheme 23.*—(Malay Artisans School)—The scheme for this area (including the site for the Malay Artisans School now approved by Government) is well advanced. Negotiations are in progress for the surrender of various road reserves and widenings, exchanges with State land, etc. Early developments in this respect are anticipated. This scheme involves the transfer of the cattle quarantine area to a more suitable locality for which a site has been selected. It is also designed to bring about a much desired improvement in respect to the amount of playing space attached to the Maxwell Road School.

GENERAL.

77. The department has during the year also dealt with various mining leases, squatting areas, applications for State land, and temporary licences affecting town planning proposals.

SELANGOR.

78. Apart from Kuala Lumpur, detailed attention to and working out of preliminary town planning proposals have been necessary in the case of the following places:

KLANG.

79. The obsolete nature of the survey maps and topographic details in Klang has necessitated an up-to-date survey of the Sanitary Board area both for town planning and other purposes. Following the report referred to in para. 7 (A) of the Annual Report, 1922, detailed scheme proposals affecting the central area of the town and outlying portions have been investigated, reports made, and action taken thereon. The commercial circumstances of Klang necessitate proper lay-out and improvement of the Factory area. Detailed plans and memoranda completed in reference thereto are now under consideration. The general proposals relating to other parts of the town on both sides of the river require to be elaborated immediately the new survey data and maps can be made available. A number of building plans by Government and others have been dealt with. The nature and detail of the problems at Klang are such that they may require to be brought under the Town Planning Enactment when circumstances permit.

PORT SWETTENHAM.

80. The same remark applies to Port Swettenham where any further developments in building require to be co-ordinated with a definite scheme. Further provision of sites for commercial and industrial purposes appears to be a necessary consideration if overseas trade improves in the course of the next few years. The relative circumstances of Port Swettenham and Tanjong Gila have already been dealt with in a preliminary report and it seems to be clear that the former will need to be subject to further consideration in the immediate future if the improvement and development of different parts of the town are to be properly anticipated. Slow progress with special surveys both at Klang and Port Swettenham continue to prove a hindrance which reacts upon both Government and public generally.

PASIR PENAMBANG.

81. During the year important exchanges were executed at Pasir Penambang (opposite Kuala Selangor) where earlier building developments in shop-houses, oil mills, etc., had occurred without any clear sighted town plan or policy. Proposals for remedying the oversight had been suggested but they involved heavy expenditure of which only a small part was incurred before the department was called into advise. A revised scheme was subsequently prepared and approved, exchanges arranged and what appeared to be a complicated position (involving differences between Government and owners) was cleared up without incurring further immediate expenditure. The operations moreover resulted in the widening of the main road reserve (in parts 33 feet wide) to one chain—a permanent improvement that was secured entirely by exchange and negotiation.

GENERAL.

82. The laying-out of Telok Datoh was also completed and dealt with in consultation with the District Officer and others concerned at the request of the Government which duly approved the scheme.

PERAK.

IPOH.

83. Preliminary sketch plans for Ipoh affecting a number of current building and developmental operations were completed and discussed during the year with the Kinta Sanitary Board and its Town Planning Committee. The division of the district into twenty-two scheme areas governing the preparation of special surveys and preliminary plans was arranged, and a number of important consultations took place with the committee and other authorities with the object of advancing the town planning work required.

PASIR PUTEH.

84. The Pasir Puteh area (schemes 4 and 12) was given urgent consideration at the request of the Sanitary Board and arrangements completed for a special topographic survey of the area which has since been made available and a draft scheme submitted to the Provisional Committee. Details of this scheme still require to be elaborated.

SPECIAL SURVEYS.

85. Additional special surveys of other scheme areas in Ipoh have been arranged in consultation with the Surveyor-General and the work now in progress will have an important bearing and influence upon the several preliminary schemes which have yet to be worked out for further consideration in accordance with the sketch plans already discussed with the local authorities.

RIVER IMPROVEMENT. (*Scheme 3*).

86. River improvement proposals within the town and their bearing upon planning considerations were determined in consultation with the Chief Hydraulic Engineer and the Chairman of the Sanitary Board, but action thereon is still under consideration.

BUILDING PLANS AND SUBDIVISIONS.

87. Various proposals in several scheme areas necessitated conferences with owners and were dealt with in accordance with preliminary scheme proposals submitted to and discussed with the Sanitary Board.

SELIBIN ROAD BRIDGE. (*Scheme 2*).

88. The scheme for improving the approaches to the Selibin Road overhead bridge spanning the railway and other considerations affecting Connolly Road were considerably advanced during the year by the successful negotiation for several exchanges thereunder. This scheme has an important bearing upon the main arterial road system of Ipoh which is likely to undergo important improvements in consequence. It has also been responsible for a considerable saving in public expenditure at a time when the country could least afford it.

GENERAL.

89. The need for and the steps taken to arrange for the opening of a branch office at Ipoh has already been referred to (p. 15). Altho' there may be reasonable doubts in respect to the future growth and extension of Ipoh, the fact remains that there are a number of areas which require to be replanned and developed in the interests of health and housing generally. Much preliminary scheme work and detailed planning similar to that worked out and in course of execution in Kuala Lumpur requires to be repeated in Ipoh where the number of considerations arising from current as well as prospective use and development of land and buildings are many. It is premature to discuss further details at this stage but there should be no question that town planning for Ipoh is a necessary process from which the better ordering of the town and an increase of public welfare may result. This can only be achieved by permanent policy and action on the part of the Town Planning Committee and those responsible.

TANJONG MALIM.

90. It might easily be supposed that a town of the size and importance of Tanjong Malim requires little attention from the town planning point of view. Immediate building requirements by Government and railway however, being in excess of available land, the preparation of a considered scheme became necessary. It has since been the subject of conference and discussion on the site between Government Town Planner and the various authorities concerned, including Police, College, Public Works and Railways. Agreement having been reached in respect to the various interests involved, action by Government followed accordingly.

91. Tanjong Malim is one of the numerous instances of costly difficulties being precipitated in town areas within a comparatively short space of time by lack of foresight or regard for possible urban extension and development. The preliminary town planning arrangements completed to date may reasonably be regarded as a fair illustration of the utility of the Town Planning Department in obtaining suitable provision for different departmental requirements which are apt to overlap where State land is limited.

LOWER PERAK.

92. Telok Anson, Bagan Datoh and other places have called for advice and assistance during the year. Delay was experienced in completing the special survey for Bagan Datoh and prevented the preparation of the preliminary lay-out for town improvement and extension scheme which has since been completed and dealt with.

NEGRI SEMBILAN.

SEREMBAN.

93. An important conference was held at Seremban on 30th November, 1923, with the Collector of Land Revenue, State Engineer, Superintendent of Revenue Surveys and Chairman, Sanitary Board, at the request of the Resident (Hon'ble Mr. Hose) for the purpose of arranging preliminary action in respect to the appointment of the Provisional Committee (*see para. 35*).

94. The application of the Valuation of Land Enactment and the general town planning proposals for Seremban (including their elaboration over selected scheme areas) were discussed and explained. Subsequent action resulted in the preparation of special surveys and the further development of the town planning programme previously referred to.

95. The various matters dealt with during the year included—(a) Factory area and siting of proposed buildings therein; (b) Theatre; (c) Drainage scheme; (d) Subdivisions; (e) Widening of Paul Street; (f) Lemon Street and Station approach, and (g) Temiang Valley area.

96. Until the departmental reorganisation scheme has been completed and staff arrangements permit, progress with the town planning work waiting to be done in parts of Seremban is likely to be slow. Much preliminary detail requires to be worked out and consultations arranged at the earliest possible moment.

GEMAS, TAMPIN, ETC.

97. It is hoped that the long deferred visits to these places, as desired by Government, will become practicable in the near future when the preliminaries in connection with the Enactment and departmental organisation have been settled.

UNFEDERATED STATES.

98. During the year it was arranged that the Government Town Planner should visit the important Native State of Trengganu for the purpose of advising upon the lay-out and execution of the town plan required by the State Government. The visit resulted in the preparation of a preliminary General Town Plan (No. 35/1), accompanied by a Zoning Map to the same scale (No. 35/2), a detailed lay-out and improvement scheme for dealing with the central areas (No. 35/3)—also a preliminary report and recommendations in respect to the execution thereof. These proposals were subsequently approved by the State Government which authorised immediate expenditure in respect to the preliminary works required by the scheme.

EXPENDITURE.

99. The expenditure by the department for the year 1923 was as follows:

A.—PERSONAL EMOLUMENTS.

Government Town Planner	\$17,100
Assistant Government Town Planner	9,600
Clerks	3,240
Draftsman	1,560
Tracers	1,440
Peon	189
	<hr/>
	\$ 33,129

B.—OTHER CHARGES.

I.—ANNUALLY RECURRENT.

Allowance, Travelling	\$ 490
Contingent Expenses	599
Drawing Materials	599
Maintenance of Motor-car	1,717
	<hr/>
	3,408

II.—SPECIAL EXPENDITURE.

Office Furniture	\$ 45
	<hr/>
	45

Total	<hr/>	\$ 36,582
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CONCLUSION.

100. The work of the department for the year 1923 was marked by a heavy increase in the numerous demands made upon its services and the frequency with which urgent circumstances have rendered extra service and overtime on the part of the staff inevitable. My sincere thanks are due to all members for their co-operation and help in meeting the situation, also to other departments (including District Officers and Chairmen of Sanitary Boards) in assisting to make town planning a real and permanent benefit to the growing centres of urban life in British Malaya.

CHARLES C. READE,

*Government Town Planner, Federated Malay States,
Kuala Lumpur.*

KUALA LUMPUR,

15th July, 1924.

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KUALA LUMPUR

PLAN No 1

SHOWING SUBDIVISIONS (NOW ABANDONED) OF
VARIOUS LANDS IN THE VICINITY OF CIRCULAR
ROAD KUALA LUMPUR AS PROPOSED BY

SEPARATE OWNERS

NOTE: COMPARE WITH PLAN NO. 2

SCALE



TABLE OF OWNERSHIPS

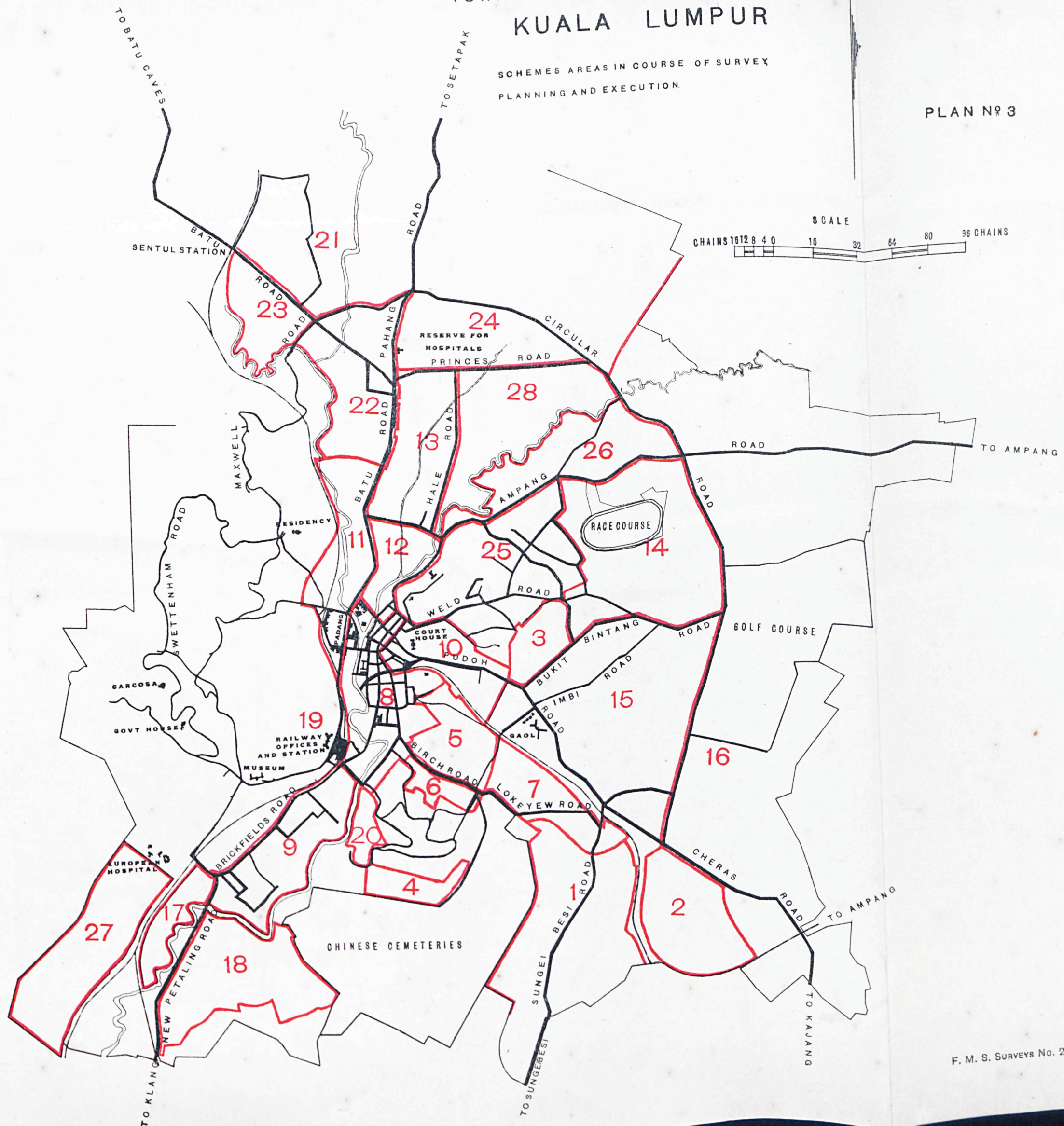
- A** Co-Operative Building Society
- B** Chan Chooi Thin
- C** Dr. B. Day
- D** Rayna Pappoo
- E** R. S. Suppiah
- F** A. C. Lawton & Others
- G** Mace Hall & Co.
- H** Mc Alister & Co.
- I** H. B. Talalla
- J** Freeman & Flowerdew
- K** Khoo Kheng Hooi
- L**
- M**

Existing Roads
Reserves (State Land)
Roads proposed by Owners
(now abandoned)
Houses recently erected

SCHEMES AREAS IN COURSE OF SURVEY
PLANNING AND EXECUTION.

SCALE

CHAINS 16 12 8 4 0 16 32 64 80 96 CHAINS



TOWN PLANNING DEPARTMENT F.M.S
KUALA LUMPUR.

PLAN N^o 4

