

## FEDERATED MALAY STATES.

### DEPARTMENT OF TOWN PLANNING.

#### FOURTH ANNUAL REPORT OF GOVERNMENT TOWN PLANNER.

The year ending 31st December, 1924, witnessed steady progress in the execution of the policy and programme in the Federated Malay States for the establishment of a permanent Department of Town Planning, the notification of areas and the appointment of Town Planning Committees and officers under the provisions of "The Town Planning Enactment No. 19 of 1923."

2. Substantial progress was also recorded in the advancement and execution of various approved schemes in different areas as detailed in this report which has been arranged as follows :

- (i) The Town Planning Enactment No. 19 of 1923—Review of developments in Federated Malay States, 1921-1924.
- (ii) Progress of town planning work and operations during 1924 (with illustrations).
- (iii) General.

The operation of the new Enactment by Committees and officers appointed thereunder marks the transition of town planning in this country from its preliminary phases to statutory control and action, and, in view of probable changes consequent thereon, it is proposed briefly to review the main developments from the inception of this department in 1921 and place on record the principal results to date.

#### PART I.

##### THE TOWN PLANNING ENACTMENT No. 19 OF 1923.

###### INTRODUCTORY.

3. The preparation, discussion and passage of any introductory measure for the creation of the statutory authorities clothed with requisite powers, and the adjustment of administrative machinery towards the general application of town planning practice and methods is necessarily a slow and prolonged process in any modern country seeking to promote orderly and economic development of its urban life. The Federated Malay States are no exception.

4. Preparations for the new Enactment date from February, 1921, when a representative Advisory Town Planning Committee (comprising various Federal and other departmental heads with the British Resident of Selangor as Chairman) was appointed for the purpose of assisting the Government Town Planner in formulating preliminary plans and proposals upon which permanent policy and action could be based.

5. These plans and proposals speedily reached the stage when the working-out of detailed schemes and their application to particular areas in course of immediate development became necessary. The Advisory Committee found that it was impossible to delay building operations pending the preparation and approval of town planning legislation and machinery. It was also faced with the futility of considering and approving important schemes of urban development and improvement if, in the meantime, building operations were not co-ordinated therewith. The practice therefore was adopted whereby the execution of current land and building operations by State and private owners was arranged under existing legislation and by agreements made with owners and others affected, each transaction being subject to a separate approval by Government in the ordinary way. These operations were carried out by co-operation between the Town Planning Department and Sanitary Boards, Land and Survey Officers, Public Works and other authorities. Thus the substantial progress recorded to date and illustrated by Plan V in this report was made possible.

6. Departmental organisation and progress both with plans and legislation were however much hindered in the early stage of development by the financial position and, for a time, were threatened adversely by recommendations for retrenchment which however were not adopted. Government policy instead was endorsed by the Secretary of State for the Colonies who approved a further extension of the services of the Government Town Planner for a period of three years ending 1st March, 1925. The subsequent progress and development of town planning policy and activities were the results.

7. The preliminary Town Planning Bill for the Federated Malay States was drafted by the Government Town Planner following lengthy collaboration with the authorities in Singapore responsible for the proposed Improvement Trust and legislation connected therewith. The scope and character of the proposed legislation for the Straits Settlements entailed lengthy consideration and considerable work in providing the necessary chapters and clauses relating to the incorporation of Improvement Trusts, the preparation and execution of general plans, the different types of schemes relating to development of new areas, replanning and improvements of existing areas, housing, valuations, arbitrations, finance, etc.

#### TOWN PLANNING POLICY IN FEDERATED MALAY STATES.

8. In this connection different policy and action were adopted in the Federated Malay States where the first step was to secure the passage of "The Valuation of the Land Enactment, 1922" (see Third Annual Report, para 36). The making of the necessary rules and creation of the administrative machinery thereunder was "fait accompli" before the Town Planning Bill was introduced, valuation being, of course, a necessary prelude to town planning. The Federated Malay States Town Planning Bill sought primarily to establish the necessary powers and machinery for controlling immediate land and building operations under draft general and other town plans prepared in anticipation of development. The more complex provisions relating to town improvement and the carrying out and execution of scheme details (including finance) were omitted pending wider experience in the adaptation and application of modern methods of planning and development to local conditions in different areas.

8A. The draft Federated Malay States measure was prepared on this basis and gazetted on 1st November, 1922. It was however first reviewed and amended by a Committee of Sanitary Boards representatives and settled by the Hon'ble the Legal Adviser. It came before the Federal Council on 23rd January, 1923, and was referred to a Select Committee comprising the Hon'ble Messrs. E. S. Hose, J. H. Robson, and Choo Kia Peng. The Committee after several meetings and exhaustive investigation reported in favour of the measure on 1st May, 1923 (Federal Council Paper No. 21). The Bill, subject to amendments, was eventually passed on 11th July, 1923, and gazetted on 1st November, 1923.

#### "THE TOWN PLANNING RULES, 1924."

9. Before however the Enactment could be brought into active operation, areas notified or Committees appointed, it was necessary to complete the preliminary rules and forms. The preparation of "The Town Planning Rules" (as stated in Part II of the Third Annual Report, 1923, paras. 28 to 30) was a task of considerable magnitude requiring special care and expert guidance. The draft proposals were subject to lengthy consideration and discussion, and eventually gazetted on September 18, 1924 (Notification No. 6073).

10. These preliminary rules lay down the respective duties of the Government Town Planner, the Town Planning Administrator and matters governing the conduct of Committee meetings. (Rules 5 to 7). The details which may be required by the Committee in considering plans or applications for laying out or use of land, or the erection of buildings are also provided, including the necessary forms for the purpose. The general public is not asked to complete these forms in full in all cases, but only as may be required. Rule 12 enables the Government Town Planner in his discretion to give applicants such information or assistance as may be available. Action by the Government Town Planner and the Administrator in co-operation with the Committee is also provided for.

#### AREAS NOTIFIED.

11. Following the publication of the rules, town areas were notified as follows:
- |                     |     |   |
|---------------------|-----|---|
| 17th October, 1924  | ... | Kuala Lumpur Notification No. 7171)                         |
| 31st " "            | ... | Klang and Port Swettenham (Notification Nos. 7592 and 7593) |
| 28th November, 1924 | ... | Seremban (Notification No. 9594)                            |
| 18th " "            | ... | Ipoh (Notification No. 8407)                                |

## COMMITTEES APPOINTED.

12. Town Planning Committees were appointed as follows :

(A) *Kuala Lumpur*—

President	... ..	The Chairman of the Sanitary Board, Kuala Lumpur.
Deputy President	... ..	The Town Planning Administrator, Kuala Lumpur.
Members	... ..	The State Engineer, Selangor.
„	... ..	The Superintendent of Revenue Surveys, Selangor.
„	... ..	Mr. Khoo Keng Hooi, J.P.
„	... ..	Mr. H. B. Talalla.
„	... ..	The Government Town Planner (ex-officio).

(*Gazette Notification No. 9224 of 27th December, 1924.*)

## Additional members for

special purposes	... ..	The Engineer, Ways and Works, Federated Malay States Railways—(Railway land).
„	„	The Collector of Land Revenue (State land).

(*Gazette Notifications Nos. 9225 and 9226 of 27th December, 1924.*)

(B) *Klang and Port Swettenham*—

President	... ..	The Chairman of the Sanitary Board, Klang.
Deputy President	... ..	The Town Planning Administrator, Klang and Port Swettenham.
Members	... ..	The Executive Engineer, Klang.
„	... ..	The Health Officer, Coast.
„	... ..	Dr. W. Ansley-Young.
„	... ..	Mr. G. Graham Brown.
„	... ..	The Government Town Planner (ex-officio).

(*Gazette Notification No. 9227 of 27th December, 1924.*) Additional members for special purposes, as yet, have not been appointed.

(C) *Seremban*—

President	... ..	The Chairman of the Sanitary Board, Seremban.
Deputy President	... ..	Collector of Land Revenue, Seremban.
Members	... ..	The State Engineer, Negri Sembilan.
„	... ..	The Superintendent, Revenue Surveys, Negri Sembilan.
„	... ..	Mr. W. H. W. Gubbins.
„	... ..	Towkay Cheah Soon Moh.
„	... ..	The Government Town Planner (ex-officio).

(*Gazette Notification No. 8406 of 28th November, 1924.*) Additional members for special purposes, as yet, have not been appointed.

(D) *Ipoh*—

President	... ..	The Chairman of the Sanitary Board, Kinta.
Deputy President	... ..	The Town Planning Administrator, Ipoh.
Members	... ..	The State Engineer, Perak.
„	... ..	The Deputy Superintendent, Revenue Surveys, Kinta.
„	... ..	Mr. R. P. Brash, J.P.
„	... ..	Mr. A. N. Kenion, J.P.
„	... ..	The Government Town Planner (ex-officio).

(*Gazette Notification No. 9223 of the 27th December, 1924.*) Additional members for special purposes have since been appointed.

13. Action for the appointment of a Town Planning Committee for Taiping and other areas was deferred pending the completion of the departmental staff organisation scheme (referred to later) and other preliminaries.

## TOWN PLANNING ADMINISTRATORS.

14. The following administrators for town planning areas were notified as under:
- Kuala Lumpur*—  
Mr. E. W. N. Wyatt (18th December, 1924, *Gazette Notification* No. 8930).
- Klang and Port Swettenham*—  
Mr. J. H. Bassett (3rd November, 1924, *Gazette Notification* No. 7675).
- Seremban*—  
Mr. E. B. Williams (28th November, 1924, *Gazette Notification* No. 8405).
- Ipoh*—  
Mr. S. H. Langston (20th December, 1924, *Gazette Notification* No. 8932).

## GOVERNMENT TOWN PLANNER.

15. The appointment of the Government Town Planner by the Chief Secretary under section 13 of the Enactment was gazetted on 28th November, 1924.
16. The respective duties of Government Town Planner and Town Planning Administrator are as laid down in rules 3 to 6 of "The Town Planning Rules, 1924."

## MEETINGS OF COMMITTEES.

17. Meetings of the Town Planning Committees were held up to 31st December, 1924, as follows:
- (A) *Kuala Lumpur*—
- |             |     |     |     |     |                      |
|-------------|-----|-----|-----|-----|----------------------|
| 1st meeting | ... | ... | ... | ... | 10th December, 1924. |
| 2nd "       | ... | ... | ... | ... | 23rd " "             |
| 3rd "       | ... | ... | ... | ... | 31st " "             |
- (B) *Klang and Port Swettenham*—
- |             |     |     |     |     |                     |
|-------------|-----|-----|-----|-----|---------------------|
| 1st meeting | ... | ... | ... | ... | 1st December, 1924. |
|-------------|-----|-----|-----|-----|---------------------|
- (C) *Seremban*—
- |             |     |     |     |     |                      |
|-------------|-----|-----|-----|-----|----------------------|
| 1st meeting | ... | ... | ... | ... | 29th December, 1924. |
|-------------|-----|-----|-----|-----|----------------------|
- (D) *Ipoh*—
- |             |     |     |     |     |                               |
|-------------|-----|-----|-----|-----|-------------------------------|
| 1st meeting | ... | ... | ... | ... | (held on 6th February, 1925). |
|-------------|-----|-----|-----|-----|-------------------------------|

18. Sufficient time has not elapsed to place on record the result of any deliberations to date. The Committees however have generally followed the established procedure of dealing with current building or other plans whilst gradually assimilating the many details and considerations influencing the preliminary scheme proposals in course of execution. All land and building operations are being dealt with under the provisions of Chapter V relating to the control of building and development pending the time when it will be possible to publish draft General Town Plans in terms of Chapter III of the Enactment.

## TOWN PLANNING DEPARTMENT.

19. The Town Planning Department, from its inception in 1921 (when financial depression and war's aftermath were felt acutely) has suffered from insufficiency of resources, men and material for dealing with the heavy and responsible task of bringing into operation the necessary powers and machinery. Prior to the close of 1923 the whole of the departmental activities throughout Federated Malay States were shouldered by the Government Town Planner and his one technical assistant with the aid of a small staff of subordinates.

## DEPARTMENTAL ORGANISATION.

20. On November 21st, 1923, a comprehensive programme of organisation and development extending over the years 1924-6 complete with detailed estimates was submitted to Government and discussed in January 14th, 1924, at a Conference of Residents and unofficals which approved the main lines of the proposals subject to some modification of details. By arrangement these proposals were then sent to the Finance Committee with the object of obtaining immediate supplementary provision in order that the arrangements and organisation required by the Town Planning Enactment could proceed as early as possible. It was not however until 19th August, 1924, that the necessary authorisation was received. This unexpected delay in the end proved a source of difficulty which had to be surmounted before the notification of areas and appointment of Committees could proceed.

## STAFF ORGANISATION.

21. The problem of providing professional assistance and advice to these Committees also required to be considered. The programme of organisation approved by Government and unofficials provided for the services of a Senior Engineer (to replace the Government Town Planner and his Assistant during leave), a Senior Surveyor and three additional Assistants. This programme included preliminary provision for the new Perak Branch Office at Ipoh (referred to in para. 47 of Annual Report, 1923).

22. The realisation of the departmental organisation was brought about with Government approval by co-operation with the Director of Public Works and Surveyor-General. Professional assistance was drawn from these departments which were authorised to increase their establishments accordingly. This scheme was based on many considerations affecting staff, training, organisation, promotion, salaries, leave, etc. It appeared, after exhaustive examination by those concerned, to be, for the time being, the most satisfactory and practicable arrangement in the circumstances.

## INTERDEPARTMENTAL CO-OPERATION.

23. Arrangements, based on mutual co-operation, were therefore made for seconding for limited periods the necessary assistance. These arrangements were designed to afford both Engineers and Surveyors opportunities for acquiring (in addition to their professional knowledge and attainments) experience in town planning operations and methods applied to local conditions. They are necessarily experimental as well as temporary in seeking to promote active co-operation between the technical departments concerned in carrying out approved schemes of planning and improvement throughout the Federation.

## DIFFICULTIES.

24. Considerable time however elapsed and adverse circumstances were experienced before certain officers could be provided or the necessary machinery brought into working order. The difficulties of the department were also increased by the fact that following the departure of the Assistant Government Town Planner on leave, the officer seconded to take his place became seriously ill in September and was incapacitated from duty for a period of three months. An Assistant Surveyor who had been engaged in town planning work for nearly a year was also invalided out of the country in November and there was a gap of nearly two months before his services could be replaced. Thus the limited resources of the department were overtaxed for a time in coping with the large amount of detail and organisation required in bringing the Enactment into full working operation throughout different town areas in Perak, Selangor and Negri Sembilan. Advice and assistance were also required by other districts during the same period. These difficulties however were surmounted once the full staff organisation programme began to function early in the current year (1925).

## GENERAL.

25. It will be apparent from the above activities that, the application and administration of the new town planning law has begun in earnest, that a large amount of preliminary work and organisation towards this end has been accomplished, and that the results obtained to date in important towns like Kuala Lumpur, Ipoh and elsewhere (as detailed later) constitute an important contribution towards the carrying-out of the policy of continuous planning and development in anticipation of current as well as future needs.

## ADVISORY TOWN PLANNING COMMITTEE.

26. The Central Advisory Town Planning Committee (referred to in paragraph 4) was an important and indispensable factor in furthering Government policy as well as making possible the results referred to. The Committee was appointed in March, 1921, and, in addition to the British Resident as Chairman, its members included the General Manager of Railways, the Director of Public Works, the State Engineer of Selangor, the Surveyor-General, the Senior Health Officer, the Senior Warden of Mines, the Chairman of the Sanitary Board, Collector of Land Revenue (Kuala Lumpur), and the Government Town Planner. The work of the Committee necessarily covered a wide field in dealing with planning and developmental proposals in Kuala Lumpur, also assisted greatly in determining policy and action leading up to the creation of Statutory Committees for different areas and other permanent developments. Some twenty-seven scheme areas in Kuala Lumpur were dealt with, numerous preliminary plans and scheme proposals discussed for the purpose of determining main lines of communication, convenience, health amenity and use districts.

27. These proposals were provisionally approved by the Committee for the purpose of enabling necessary negotiations with owners and others to proceed. The carrying-out and execution of these proposals by the co-operation of departments and others concerned by means of agreements ratified by Government during 1921 to 1924 made substantial progress pending the bringing into force of the new Enactment and its machinery. The work of the Advisory Town Planning Committee was a necessary prelude to this important step. It was of undoubted value and utility in promoting immediate action in favour of building and development both by State and owners upon organised lines whilst the necessary legislative preparations were being settled, and it led to valuable experience and permanent results as a guide to the Statutory Committees for dealing with and carrying-out the very much larger work which now requires to be done in the future before them.

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## PART II.

### PROGRESS AND ILLUSTRATIONS OF TOWN PLANNING WORK AND OPERATIONS UP TO 31ST DECEMBER, 1924.

28. Part II of the Third Annual Report ending 31st December, 1923, gave details and particulars (with accompanying plans) illustrating the progress of numerous schemes in different town planning areas in Federated Malay States. In future the recording of details is likely to fall upon the Town Planning Committee of the area concerned. The department proposes however to assemble the results from the different town planning areas for the purpose of affording in the Annual Report, as hitherto, a comprehensive survey of town planning progress in the different States.

### PROGRESS AND DELAYS.

29. During the year 1924 continuous and substantial progress with the carrying-out and application of the detail of different scheme areas in the towns referred to was recorded. The acceleration of results desired by the department however suffered some impediment through circumstances beyond its control.

30. With the return to better trade and markets in British Malaya, there was a steady increase in urban land and building operations both by the State and individuals. The Town Planning Department, in consequence, dealt with a further increase in the various matters for which its advice and assistance were required. The total rose from 424 in 1922 and 608 in 1923 to 828 in 1924—an increase of over one hundred per cent. in two years (as the later details show). These increases were reflected in the number of detailed plans and particulars required for putting into operations the parts of the scheme areas affected by immediate building and developmental proposals.

### TOWN PLANNING ADMINISTRATORS.

31. The need for full-time Administrators in important centres like Kuala Lumpur and Ipoh working in close co-operation with the department was again severely felt during 1924. This need was referred to in the Third Annual Report (para. 35). A temporary arrangement existed in Kuala Lumpur from 23rd July, 1923, whereby the Collector of Land Revenue was to receive additional assistance and devote part of his time to the conduct of negotiations with owners, submit plans and agreements to Government for ratification and carry-out numerous details and duties under replanning and redistribution. Unfortunately the exigencies of rubber restriction combined with other circumstances were such that it became impossible for the Collector to devote the necessary time to follow and fully carry out these duties, much less develop in co-operation with the department the necessary details of organisation required by the Enactment and rules.

32. A large amount of this work therefore again fell upon the Government Town Planner in Kuala Lumpur, also in Ipoh and other urban centres in the Federation. Although progress was recorded in these different areas, the undivided attention of experienced land officers became imperative for expediting administrative work and facilitating local convenience.

33. The state of pressure was recognised and in December, 1924, the appointments detailed in para. (14) of this report were made in conformity with the Enactment and rules. These appointments were followed by immediate action in favour of improved working arrangements and co-operation for facilitating the progress of replanning and redistribution as well as the passage of building plans.

## SPECIAL SURVEYS.

34. The programme of special surveys in different town planning areas within the Federation made steady progress during 1924 under the financial provision to be made for the period of three years (1924-6) when these essential works are expected to be complete. The completion by the Survey Department of topographic maps and lithographs for several scheme areas in Kuala Lumpur, Ipoh and Seremban greatly facilitated the progress of schemes in those areas. The Superintendent of Revenue Surveys (Selangor) has also assisted the progress of town planning proposals and schemes for Klang which have since been under consideration by Government.

## PLANS AND ILLUSTRATIONS.

35. These difficulties notwithstanding the result of the year's working proved to be a substantial addition to the progress recorded in the list of works and schemes detailed in the Third Annual Report, 1923, together with the plans and illustrations therein. The nature and character of these additional results is perhaps best indicated by the further series of plans attached to this report as follows :

*Plan I.*—(Scheme 3, Kuala Lumpur) showing proposed sub-divisions (now abandoned) by private owners in the vicinity of Pudu and Bukit Bintang Road; and

„ *II.*—(Scheme 3, Kuala Lumpur) showing alternative town planning proposals in course of execution for the sub-division and development of the same area for shop-houses, terrace dwellings, bungalows, open spaces and other requirements.

36. These two plans indicate the inevitable difficulties which face both owners and public where urban lands in course of development are proposed to be cut up and developed for more intensive building use (Plan I.). They also illustrate the practical application to the same area of a modern lay-out (Plan II) prepared for ensuring that the replanning and redistribution of the lands comprised therein may be executed with proper regard for the rights and interests of the various owners and chargees affected as well as public needs.

37. This scheme was provisionally approved by the Advisory Town Planning Committee before action thereon was taken. It anticipated the surrender by owners and others affected (including the State) of a share of the roads, lanes and widenings proportionate to the area of their holdings with due regard for the proposed use of the land. The fact that the majority of the owners have now signified their written agreement with the scheme and that a considerable section thereof has already been surveyed or is in course of execution in accordance with the Resident's approval is one indication of its value to the properties affected. In place of a prospective disorderly development defeating effective economic use of the land, a logical lay-out has been substituted. Under this lay-out proper access is being secured together with the full use of the land in conformity with its physical features. Several of the smaller properties affected have still to be consulted and their interests and holdings co-ordinated with the redistribution proposals without injury to existing buildings. These buildings have been duly incorporated in the scheme without immediate disturbance. Until these further details are arranged the execution of the whole scheme remains incomplete although the principal portions thereof have been accepted both by owners and Government and are partly in course of development.

38. The scheme provides for—(a) the continuation of Treacher Road to Imbi Road by means of the "new through road reserve" 66 feet wide; (b) the gradual conversion of parts of the area into shop-house and terrace dwelling premises with proper access, (c) small and larger bungalow sites to be laid out as the situation or prospective uses of the land may require, (d) building lines, (e) open spaces, etc. The manner in which this and other scheme areas are prepared and planned in the first instance and the gradual working-out and application of these plans in detail to individual ownerships was explained in paragraphs 9 to 11 of the Third Annual Report. The execution of replanning and redistribution on the basis of area and the adjustment of differences or disputes are necessarily complex matters and time is often essential to follow the method of working which has been applied in numerous local areas with success and satisfactory results for those concerned.

*Plan III.*—(Scheme 2, Ipoh) illustrating the central portion of scheme 2 for improving the main road approaches to the overhead bridges spanning Connolly Road and the Federated Malay States Railways and the replanning of adjoining areas. This first portion of the scheme has now been agreed to by owners and others affected, exchanges arranged and approved by the Government of Perak after consultation with the Sanitary Board, the provisional Town Planning Committee and others concerned.

39. Plan III is possibly difficult to follow without personal explanation but it illustrates very clearly the importance of town planning operating side by side with railway or other public works proposed to be carried out in urban areas. The closing of the level crossing and the substitution of a high level road diversion and bridge over the main railway (together with the removal of the existing goods-yards) were part of the approved railway programme before the Town Planning Department was established in 1921. The diversion of Selibin Road from the north, the construction of the existing embankment and arrangements for the two bridges over the railway and Connolly Road were also operative before the slump came and the Government Town Planner was called in to advise.

40. After prolonged deliberation and negotiations the first portion of scheme 2 was prepared, discussed and approved providing for (i) a new main road and extension of the existing diversion of Selibin Road and embankment towards the very large area of State and undeveloped lands lying to the west and south of the Sungei Pari, (ii) the replanning of lands State and private opened up by the proposed roads, (iii) the substitution of a less expensive bridge over Connolly Road than that originally proposed, and (iv) alternative treatment of the Selibin Road diversion where it joins up with the central areas of Ipoh itself.

41. Plan III illustrates only a small portion of the larger scheme, but it is published as one example of the kind of progress made by agreement in Ipoh with owners and public authorities in replanning and redistribution methods applied towards the better ordering and the proper economic development of the lands affected. The completion of the proposed road and bridge works in the near future is now a matter of time, provision therefore having been included in the railway programme.

*Plan IV.*—(Scheme 15 (part), Kuala Lumpur illustrating the Government Town Planner's lay-out for the first and second portions of the "Imbi Road" scheme for the housing of Government Subordinates now in course of completion.

42. The present scheme was promoted early in 1922 for the purpose of overtaking the heavy arrears in housing due to war and its aftermath. The lay-out of the first portion of the scheme (illustrated by plans accompanying the Second Annual Report, 1922 (para. 23), was finally approved by the Resident on 1st February, 1923, on the recommendation of the Advisory Town Planning Committee. The decision to utilise the large block of State land (part of which was originally a forest reserve) was reached only after long and detailed investigation, and other areas had been rejected owing to absence of water supply, transport, etc.

43. The lay-out and development of the first portion of the area was commenced late in 1923 following the removal to fresh sites of various cattle lines and squatters. By the end of 1924 roads and drainage works essential to development were completed and 166 houses built in one contract under the supervision of the State Engineer. The design for the first portion originally provided for quarters of different classes. Pressure of housing shortage and other difficulties however required that the contract should be confined to Class VIII houses designed in pairs and groups in accordance with the approved lay-out. The need for economy also militated against a proposal to make minor variations of the external designs of different groups for the purpose of promoting variety. Variation was therefore confined to grouping of the different architectural units on the site to secure open space, elasticity in building lines, and visibility at junctions and street terminals.

44. The scheme provided in addition for tree planting, hedge rows (front and rear) and marginal treatments once the permanent roadways were made up. During the year the State Engineer, Chairman, Sanitary Board, and Government Town Planner sat as an Advisory Committee for the purpose of recommending the treatment of roads and compounds in accordance with these provisions.

45. The second portion of the scheme was approved by the Resident on 13th August, 1924, for the laying-out and construction of roads and lanes following the departments final lay-out prepared in consultation with the State and Anti-Malarial Engineers.

46. The new English School (Pudu) and quarters were also built during 1924 as part of the second portion where a further complement of housing towards making good the current shortage is now in course of erection. The houses to be built in 1925 comprise 10 Class VI and 18 Class VIII quarters, in addition to the 3 Class VI for the school. The estimated expenditure on housing on development during this year is \$140,000.

47. The "Imbi Road" housing scheme and its details are part of the larger town planning scheme affecting State and private lands within the area bounded by Imbi, Circular and Pudu Roads, including provision for the new main arterial roads



shown on Plan No. IV. The greater part of the private property consists of small holdings of a size and shape impossible to improve or develop for ordinary suburban building without replanning or redistribution. The presence of various areas of State land in this vicinity is likely to be a valuable factor in promoting execution and already schemes have been completed, units worked out, exchanges negotiated and a very large amount of work done by the department towards this end (*see* para. 37 of the Third Annual Report).

*Plan V.*—Diagrammatic map illustrating the progress and carrying-out of preliminary planning and developmental schemes in Kuala Lumpur between 1921 and 1924.

NOTE.—The scale of this map prevents the inclusion of the proposals worked out by the Government Town Planner and provisionally approved by the Advisory Town Planning Committee for the improvement and replanning of central areas. Parts of these proposals have been approved by Government and are being carried into effect. There remain various other proposals which are now under consideration by the Town Planning Committee.

48. This map shows the extent of (A) the State lands laid out, built upon or in course of development and (B) approved negotiations between Government and private owners up to 31st December, 1924, prior to the operation of the Statutory Committee and Administrator under the Town Planning Enactment and rules. It also illustrates (a) existing roads, (b) proposed road reserves adopted by the Advisory Committee not yet settled, (c) new road reserves settled and in part under construction, (d) new areas dealt with and, in part under development.

49. The extent of the preliminary work and negotiations completed to date under Government approval forms a considerable and permanent addition to the town plan of Kuala Lumpur, and, as such, provides a valuable basis in settling the main basis for the working out and application of further town planning proposals and details requiring to be dealt with in draft General Town Plans under Chapter III of the Enactment.

#### LANDS EXCHANGED.

50. The table which follows gives the estimated area of land exchanges and surrenders in course of execution and ratification under approved schemes in Kuala Lumpur by agreements with owners between 1921 and 1924.

TABLE SHOWING AREAS OF LANDS RESERVED OR SURRENDERED FOR.

Scheme No.	Public purposes.	Roads, widenings, etc.	Exchange by owners.	Exchange by State.
	sq. ft.	sq. ft.	sq. ft.	sq. ft.
1	86,800	88,833	148,449	224,514
3	3,565	280,193	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	...	804	6,425	16,895
11	...	18,203	...	...
13	...	296,212	...	...
14	17,050	292,742	...	164,752
15	...	40,383	...	33,057
16	63,847	11,000	11,000	...
21	5,937	...	...	20,800
22	...	37,715	...	...
25	5,845	...	...	6,894
27	...	28,720	...	...

These figures totalled give the following result:

<i>Lands reserved or surrendered for—</i>			
(i) Public purposes	...	405,628 sq. ft.	(including open spaces)
(ii) Roads, widenings, etc.	...	1,288,556	,, (including lanes)
(iii) Exchanges by owners	...	242,057	,, (redistribution of boundaries)
(iv) ,, State	...	717,603	,, (for (i), part of (ii) and (iii))
Total area dealt with	...	<u>2,653,844</u>	,,

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

51. These figures indicate the extent to which the replanning and redistribution of areas by exchange under town planning schemes has been successful in Kuala Lumpur by securing agreements between owners and State, also requirements in respect to roads, widenings and other public purposes during the past four years.

52. The cash value of these operations cannot be ascertained without exhaustive investigation into values and increases over the period named, but it may serve to illustrate their economic usefulness by showing the extent to which roads, road widenings and lanes have been secured under town planning as follows:

TABLE SHOWING ROADS, WIDENINGS, ETC., SURRENDERED OR RESERVED FOR PUBLIC PURPOSES IN KUALA LUMPUR UNDER EXCHANGE AND NEGOTIATION, 1921-1924.

Total length (in feet) of roads secured from—

	Main Roads.	Other Roads.	Lanes.
Private land ... ..	2,640	20,212	11,537
State land ... ..	9,100	22,660	12,740
Total ... ..	11,740	42,872	24,277

Total length (in feet) of road widenings secured from—

	Main Roads.	Other Roads.	Lanes.
Private land ... ..	3,962	1,905	—
State land ... ..	2,370	2,000	—
Total ... ..	6,332	3,905	—

53. In other words the planning and development of State and private lands over this period has added approximately 6.5 miles of road reserves requisite to the further development of existing and new areas of the Federal Capital, in addition to 1.2 miles of widenings of existing thoroughfares the cost of which under earlier methods of compulsory purchase would probably have been prohibitive.

#### EXPENDITURE ON TOWN IMPROVEMENT AND DEVELOPMENTAL WORKS.

54. Any assumption that the Town Planning Department is merely engaged in producing extensive paper schemes and programmes without definite result upon the ground can hardly be sustained in the faces of expenditure during 1924 on town improvement and developmental works under approved schemes. The fact that this expenditure is incurred by other departments or private persons makes it impossible under existing circumstances to present complete figures showing the extent to which works connected with town planning schemes have been carried out during 1924 (and earlier years) as part of the normal process of public and private expenditure on land and building operations occurring from year to year.

55. The following particulars, however, give some indication of active developments in the scheme areas named:

TABLE SHOWING EXPENDITURE ON WORKS CONNECTED WITH TOWN PLANNING SCHEMES EXECUTED DURING 1924 (KUALA LUMPUR).

Scheme No.	Description.	Estimated expenditure.	
		To end of 1923.	1924.
6	Birch Road widening—	\$	\$
	Public expenditure ... ..	...	500
	Private .. ..	...	1,000
10	Drainage diversion to suit exchanges ... ..	...	408
13	Kamunting street housing—private expenditure ... ..	164,408	90,000
14	Kia Peng Road and adjoining areas—		
	Private expenditure ... ..	244,502	88,156
	Public expenditure ... ..	...	1,903
15	Imbi Road Housing Scheme—		
	Public expenditure ... ..	449,389	372,300
	Totals ... ..	858,299	554,267

These figures relate, of course, only to a few selected examples of current developmental expenditures in town planning areas.

## EXPENDITURE IN TOWN PLANNING AREAS, 1925.

56. Further evidence of Government expenditure in town planning areas for the purposes of providing roads, buildings, etc., for different purposes laid out and developed in accordance with approved schemes is illustrated by the following particulars:

TABLE OF WORKS TO BE CARRIED OUT DURING 1925 IN TOWN PLANNING AREAS IN ACCORDANCE WITH APPROVED SCHEMES (KUALA LUMPUR).

	1925.	Town planning scheme.
	\$	
(a) Artizan school, Kuala Lumpur (Estimate \$50,000) ...	20,000	23
(b) English school and quarters, Pudu (Estimate \$30,000)	10,000	15
(c) Tamil school and quarters (Estimate \$15,000) ...	5,000	15
(d) Removal and re-erection of coolie lines, Gaol Road ...	25,000	7
(e) Football ground for Asiatic, Gaol Road ...	10,000	7
(f) Imbi Road quarters, Class VI, VII and VIII ...	140,000	15
(g) Moving Cattle Quarantine Station from Bukit Sentul	25,000	23 & 27
(h) Two Class I and two Class III quarters, Kuala Lumpur	102,000	24
(i) Five Class III quarters, Kuala Lumpur ...	60,000	14
(j) Imbi Road quarters, Class VIII and IX ...	50,000	15
(k) Twelve married quarters for Out-door officers, Kuala Lumpur ...	15,000	9
(l) Widening Pudu Road between Robertson Road and Bukit Bintang Road ...	2,000	10 & 15
(m) Diversion of drain on south side of Pudu Road ...	1,500	10
(n) Construction of Victory Avenue ...	192,500	19
(o) Improvement to Weld Road ...	5,000	10

57. Evidences of the steady application and execution of scheme proposals in parts of Kuala Lumpur, and other towns in Federated Malay States are gradually making their appearance on the ground as these details indicate. Even so they afford but little indication of what improvement and development works (carried out from year to year in accordance with approved financial programmes) are likely to represent to different urban centres.

## PUBLICITY.

58. For sometimes past the department has been preparing lantern slides, plans, and other illustrated material which will enable the Town Planning Committees to obtain a wider publicity for town planning aims and objects than hitherto has been accomplished with the resources at its disposal. Publicity, lectures, cartoon maps, and illustrative material for use at conferences will undoubtedly come at the proper moment, but their preparation takes time, and moreover they need to be presented to the public in a coherent and explicit form. Premature publicity of incomplete schemes or proposals is apt to lead to misunderstanding.

59. The Town Planning Enactment (Chapter III, section 16) provides for the publication and exhibition of draft general town plans, objections by the public, hearing of those objections by the Committee and final determination by the Resident. Pending preparation and publication of this draft general plan, section 39 requires that notice of any lay-out of land dealt with thereunder shall be served upon the owner affected. The practice of consulting owners and others concerned in town planning proposals beforehand has been followed by the department in all effective town planning as the results detailed in this report indicate. It would not be possible in fact for any town planning work to be executed by any authority on private property before the owner and chargee (if any) first giving their consent without involving a serious situation.

60. The Town Planning Committees and those associated with them require more time to determine how and when further publicity and illustrated explanations may be given to the public. The Town Planning Rules, 1924, provide for the issue of memoranda, reports or bulletins containing information or advice relating to town planning and housing generally. It is anticipated that publications of this sort will follow in due course together with illustrated lectures where necessary in areas affected by town planning proposals intended for immediate execution. The Town Planning Committees will, no doubt, desire to co-operate with the department in taking the general public into their confidence when preparations for this are more advanced.

61. Premature disclosure obviously would involve difficulty if not actual misconception. Moreover it should not be overlooked that section 58 of the Enactment requires that members of Committee and all persons employed thereunder shall maintain and aid in maintaining the secrecy of all matters which come to their knowledge. This clause does not, of course, override the provision stated in paragraph 59, but it emphasizes the need for discretion in making public, at the right time, proposals sufficiently clear and definite in their purpose to undergo criticism.

## TOWN IMPROVEMENT SCHEMES.

62. Town improvement schemes in central areas are on a different footing to the development of land and buildings in areas not thickly built up. This applies to all important towns. The financial situation and slow recovery since 1921 has necessarily ruled out any considerable expenditure on the town improvement works proposed by the department or those prepared under "The Town Improvement Enactment, 1917" (since repealed by the Town Planning Enactment).

## FURTHER LEGISLATION REQUIRED.

63. Provision both legal and financial require to be made before town improvement works on any scale can be attempted in our larger towns. Undoubtedly in certain parts of these urban areas street widening and the removal of dangerous traffic junctions are necessary in the interests of traffic and convenience. The demolition of overcrowded dangerous or obstructive buildings is also desirable, but as was stated in the Preliminary Report dated 31st March, 1922 (Federal Council Paper No. 15 of 1922), any expectation that the replacement of these conditions by modern improvements should be undertaken wholly at public expense is doomed to disappointment. Government may be expected within reason to assist in financing important town improvement and replanning works but owners whose properties benefit therefrom are of necessity expected to bear their share of the expenditure involved.

## ADDITIONAL LEGISLATION REQUIRED.

64. Before these schemes can approach the realm of execution, the second stage of the Town Planning Enactment providing for explicit powers in the carrying out and execution of scheme details requires to be prepared and submitted to the Federal Council for discussion and sanction. Preparations towards this end are being made by the department for the purposes of consultation and discussion with Town Planning Committees and others concerned.

## PART III.

## GENERAL.

## DEVELOPMENTS IN PERAK AND ELSEWHERE.

65. The preparation and execution of town plans for other important centres in the Federated Malay States during 1924 made considerable advances. In Ipoh, Klang and Seremban numerous provisional Committee meetings were held, scheme plans and details of replanning and redistribution affecting areas in course of development, after due consideration by those concerned, were approved for execution on the ground. In Ipoh especially a large increase of work was experienced as the figures quoted show. Early in the year it was decided on the recommendation of the provisional Committee to make the necessary preparations for putting "The Valuation of Land Enactment, 1922," into operation including the appointment of a Valuer whose duties were bracketted with those of Town Planning Administrator. The opening of a branch office for Perak under the control of an Acting Assistant Government Town Planner together with the necessary accommodation for the Valuer and Administrator entailed much detail but was accomplished at the end of the year. Pending the making of a permanent addition to the Sanitary Board Offices (provision for which has been made in 1925), a temporary office for both officers was opened in a portion of the Magistrates Courts buildings.

66. Amongst important projects completed for consideration by the Ipoh Town Planning Committee were adjustments of proposed railway reserve under which numerous proposed reserves for street widenings, roads and open spaces were agreed upon with the Federated Malay States Railways. The preliminary plans for Pasir Puteh, Brewster Road and other areas in course of development were also completed. The department also dealt with a number of proposed sub-divisions, building plans, re-surveys, etc., in different scheme areas. The increase of town planning works in Ipoh and other parts of Perak during the year, rendered necessary the opening of the branch office at the earliest possible moment in order to cope with public and private requirements.

67. Statutory Committees for different town planning areas in Federated Malay States have now commenced to deal with the various schemes and preliminary proposals prepared by the department, and this being so, the further recording of the detailed work must await the outcome of their labours during the current year.

## DEPARTMENTAL WORK.

68. 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.	1924.
Private building plans ...	12	76	164	174
Private sub-divisions ...	20	72	79	54
Mining leases ...	2	24	25	30
Government building plans ...	8	29	40	52
Government lay-outs, etc.	20	54	82	69
Applications for State land	9	47	47	65
Miscellaneous ...	6	9	47	209
General administration ...	80	113	124	224
Totals ...	157	424	608	877

69. The distribution work was as follows:

## DISTRIBUTION OF YEAR'S WORK—1924.

Subject.	Selangor.	Perak.	Negri Sembilan and Pahang.	Colony, etc.	Total.
Private building plans ...	156	15	3	...	174
Private sub-divisions ...	36	12	6	...	54
Mining leases ...	30	...	...	...	30
Government building plans ...	36	12	4	...	52
Government lay-outs, etc.	51	15	3	...	69
Application for State land ...	53	6	6	...	65
Miscellaneous ...	154	25	22	8	209
General administration ...	210	14	...	...	224
Totals ...	726	99	44	8	877

The increase of town planning work in Perak, prior to the opening of the branch office at Ipoh, is shown by the figures:

Matters dealt with ...	1922.	1923.	1924.
...	35	44	101

These figures clearly indicate the continuous growth of town planning activities during the past four years and the consequential increases upon the Town Planning Department and its resources.

## EXPENDITURE.

70. The approval by Government and unofficials of the programme of organisation and development over the years 1924 to 1926 resulted in the granting of supplementary votes to cover the increased expenditure upon staff and requirements consequent upon the operation of the Town Planning Enactment. The total departmental expenditure during 1924 was as follows:

(A) PERSONAL EMOLUMENTS:			
(i) Government Town Planner and Assistants ...	...	...	\$38,866
(ii) Technical and clerical subordinate staff ...	...	...	9,840
(B) OTHER CHARGES:			
(iii) Special surveys (Federated Malay States) ...	...	...	16,175
(iv) Miscellaneous ...	...	...	1,771
(v) Travelling and transport ...	...	...	2,833
(vi) Drawing materials, etc. ...	...	...	1,013
(vii) Printing, maps ...	...	...	322
(C) SPECIAL EXPENDITURE ...	...	...	6,545
Total expenditure ...	...	...	\$77,365

71. Actual expenditure during the year was considerably less than that originally provided in the Estimates (ordinary and supplementary) owing to the fact that the arrival of Assistant Engineers and Surveyors in accordance with the approved staff organisation programme was delayed through circumstances outside the control of the department. Before 1925 the staff complement was completed and under the current Estimates the total cost of the department upon the new basis is estimated at \$101,329. Details of this proposed expenditure are given in the current Estimates.

## CONCLUSION.

72. It may reasonably be contended that during the four years of its existence the expenditure on Town Planning in the Federated Malay States has been and will still be repaid to the Government and public many times. Numerous savings, for instance, have been effected on proposed expenditures on various works. A considerable length of reserves for street widenings, roads and other purposes have been secured (as the details given earlier show) by negotiations without involving heavy cash compensation, acquisition, proceedings, etc. Both State and public have gained by increased values made possible by the carrying out in various areas schemes of replanning and redistribution. These schemes have converted considerable areas of undeveloped land of awkward size and shape, lacking proper access, into convenient building lots with permanent access, reserves, open space, and other advantages created by town planning.

73. It is true that in various scheme areas the full working out and complete application of projected scheme details in Kuala Lumpur and elsewhere have still to be realised. Road construction and other works have yet to follow in parts of the areas replanned. Any expectation or belief however that town planning aims at making, within a comparatively short space of time, radical changes in the form and structure of existing towns or heavy expenditures on works greatly ahead of their need is doomed to disappointment.

74. The carrying-out of town planning works and schemes upon the ground in Federated Malay States is very often a matter of agreement between the Government and the owner or others concerned. In the main the complete fulfilment of approved scheme proposals in any area can only be realised concurrently with the normal growth economic and expansion of the town and its population—the extent to which, in short, public and private moneys are expended from month to month or year to year on current works and buildings generally. The execution of the plan can be greatly facilitated by prudent public expenditure with a view to encouraging private owners to develop their lands for building or other purposes. But this is steadily taking place in Federated Malay States, and if the improvement in trade and prices continue it can be only a matter of relatively short time when a forward financial policy in town planning may become inevitable to overtake the arrears of development left by “the slump.”

75. Various preparations have been advanced towards bringing these matters under consideration during the current year. The work of the Town Planning Committees with the aid of the department in future should prove of great assistance and value in developing and extending the work that has yet to be done before the growth of our towns and capitals can be fully controlled and directed towards orderly, economical and healthy results in the lives of the various people who form the civic foundation of the country.

## COMMITTEES.

76. The Government Town Planner (in addition to Town Planning Committees) is a member of other Committees dealing with matters as follows:

- (1) Fraser's Hill Development;
- (2) Private and Public Roads Rules and Legislation;
- (3) Imbi Road Housing Scheme;
- (4) Closing Orders and Housing Improvement Legislation;
- (5) Mining Leases and Squatting Areas; and
- (6) Kuala Lumpur Factory Area Sites Committee.

## COLONY AND UNFEDERATED STATES.

77. During the year advice and assistance were given to the Colonial Government in respect to the choice of site and developmental proposals for Penang Hill Hotel and to the Governments of Kedah and Johore for developmental plans and improvements in different areas.

## LEAVE.

78. The Assistant to the Government Town Planner (Mr. S. K. Sibbald, A.M.I.C.E., A.M.T.P.I.) was granted leave from 29th August, 1924.

CHARLES C. READE,

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

TOWN PLANNING DEPARTMENT,  
KUALA LUMPUR,  
24th March, 1925.