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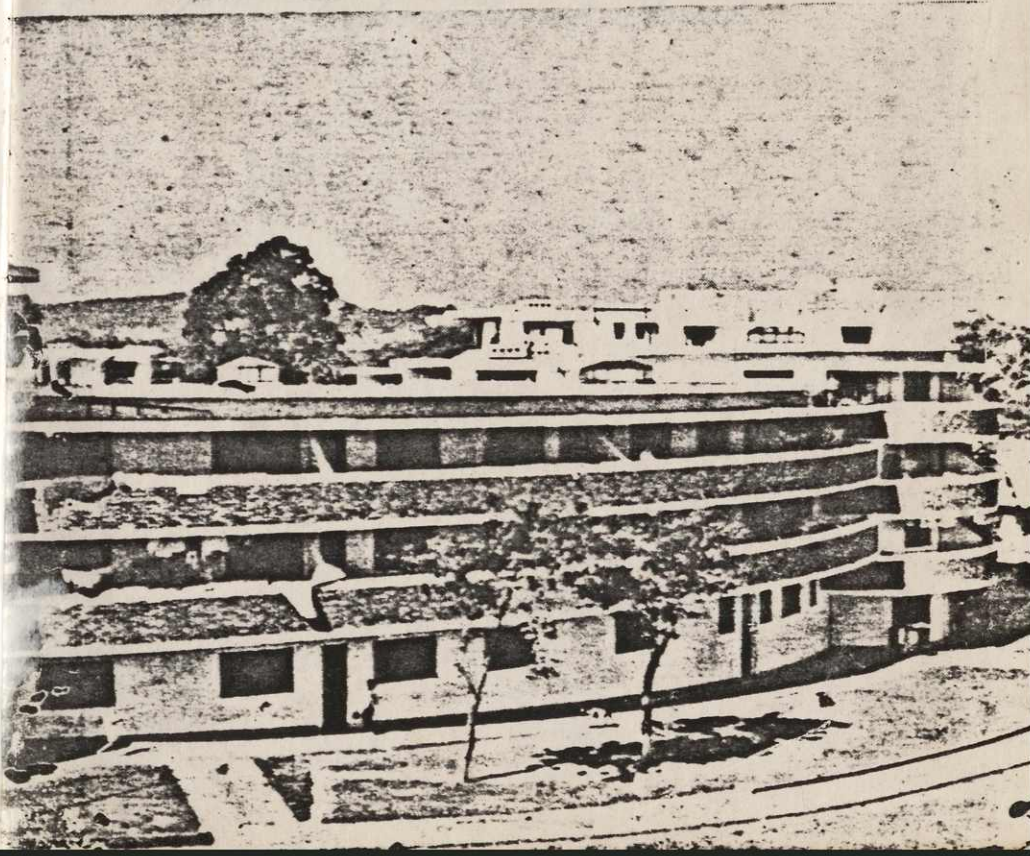
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TRUST

1927 — 1947



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THE
SINGAPORE
IMPROVEMENT
TRUST

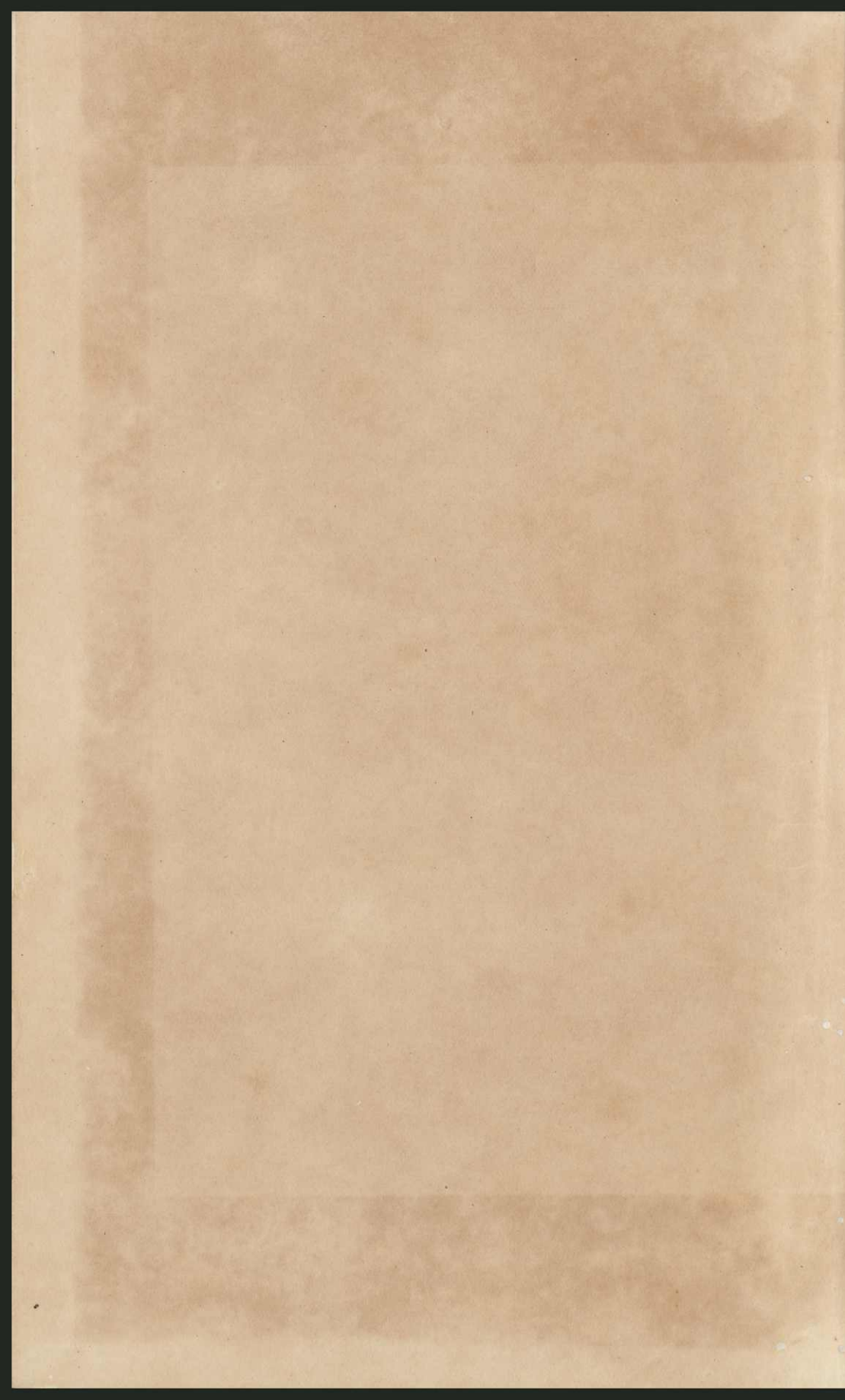
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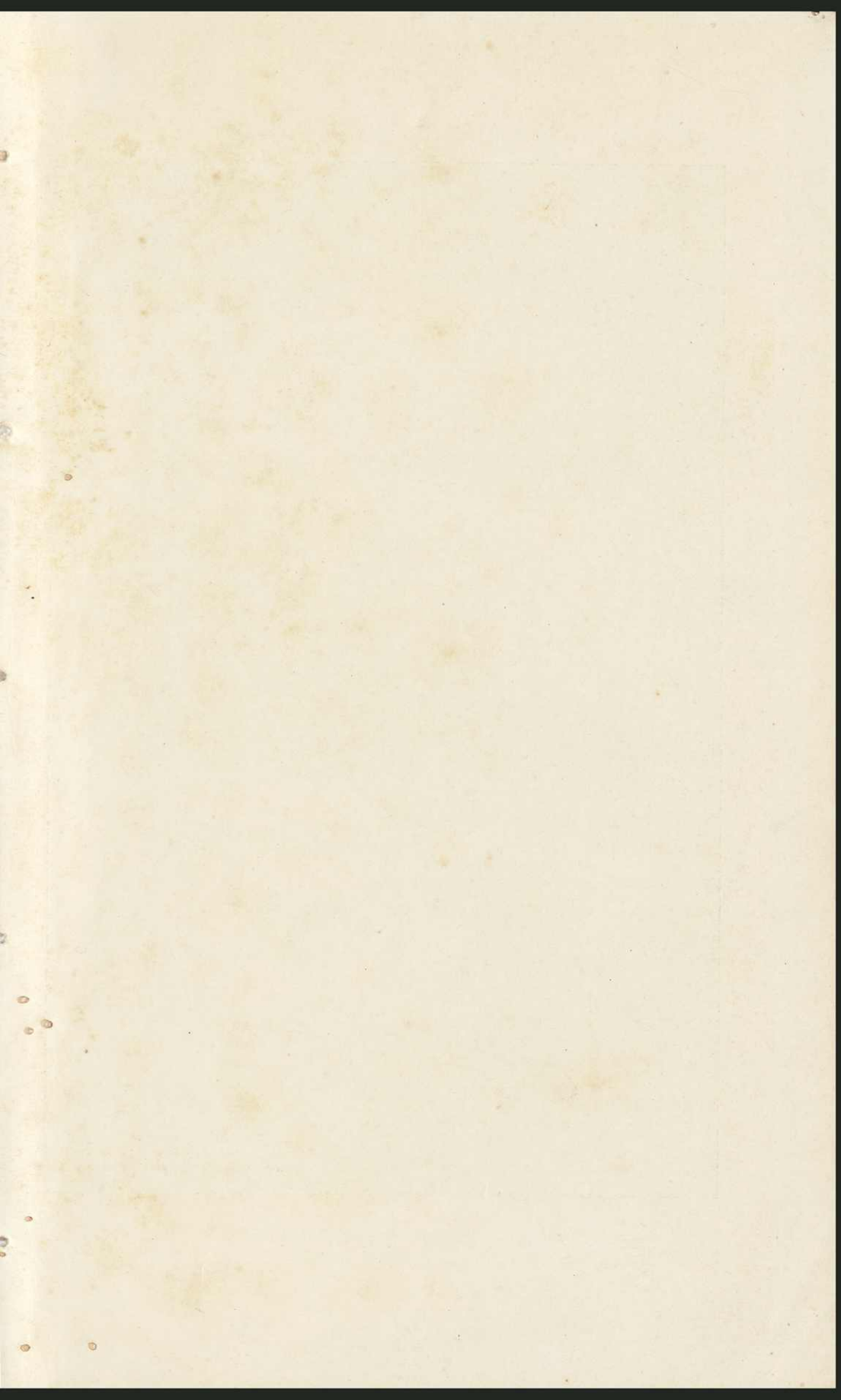


With the Compliments of

The Manager,

Singapore Improvement Trust.







Artisan's Houses, Balestier 1932 — 1940.

S. I. T. Photo.

✓

THE WORK
OF THE
SINGAPORE IMPROVEMENT TRUST
1927 — 1947.

Compiled by

J. M. FRASER,
A.R.I.B.A., A.M.T.P.I., A.M.I.STRUCT.E.

Manager, IMPROVEMENT TRUST.

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PRICE TWO DOLLARS.

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FOREWORD.

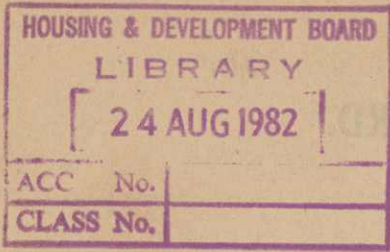
This is the first account of the work of the Singapore Improvement Trust to be published.

In previous years it was considered that the work of the Trust was not intelligible or of no interest to an apathetic public, or that publicity would be contrary to the true public interest. So no account was published.

These were views I did not share. It seemed to me that it should not be impossible to publish a suitable account of the Trust's stewardship of public funds without detriment to policy as to the public purse. But, when I assumed office as Chairman of the Trust, the second World War had broken out, and it appeared to be as inadvisable as it was impracticable to start an innovation in so comparatively minor a matter as the provision of an annual report for which there was no public demand.

The omissions of the past are now to some extent repaired on the following pages. It is to be hoped that readers will understand and view sympathetically the work which the Trust is trying to accomplish with its limited means and circumscribed powers, and will give the Trust every assistance in its endeavour to improve the Town and Island of Singapore generally and in particular — where the present day emphasis is especially laid — to rehouse the people and to abolish the fearful slums of the town with their terrible overcrowding and their attendant evils of crime and disease.

L. Rayman,
Chairman,
Singapore Improvement Trust.
27/3/48.



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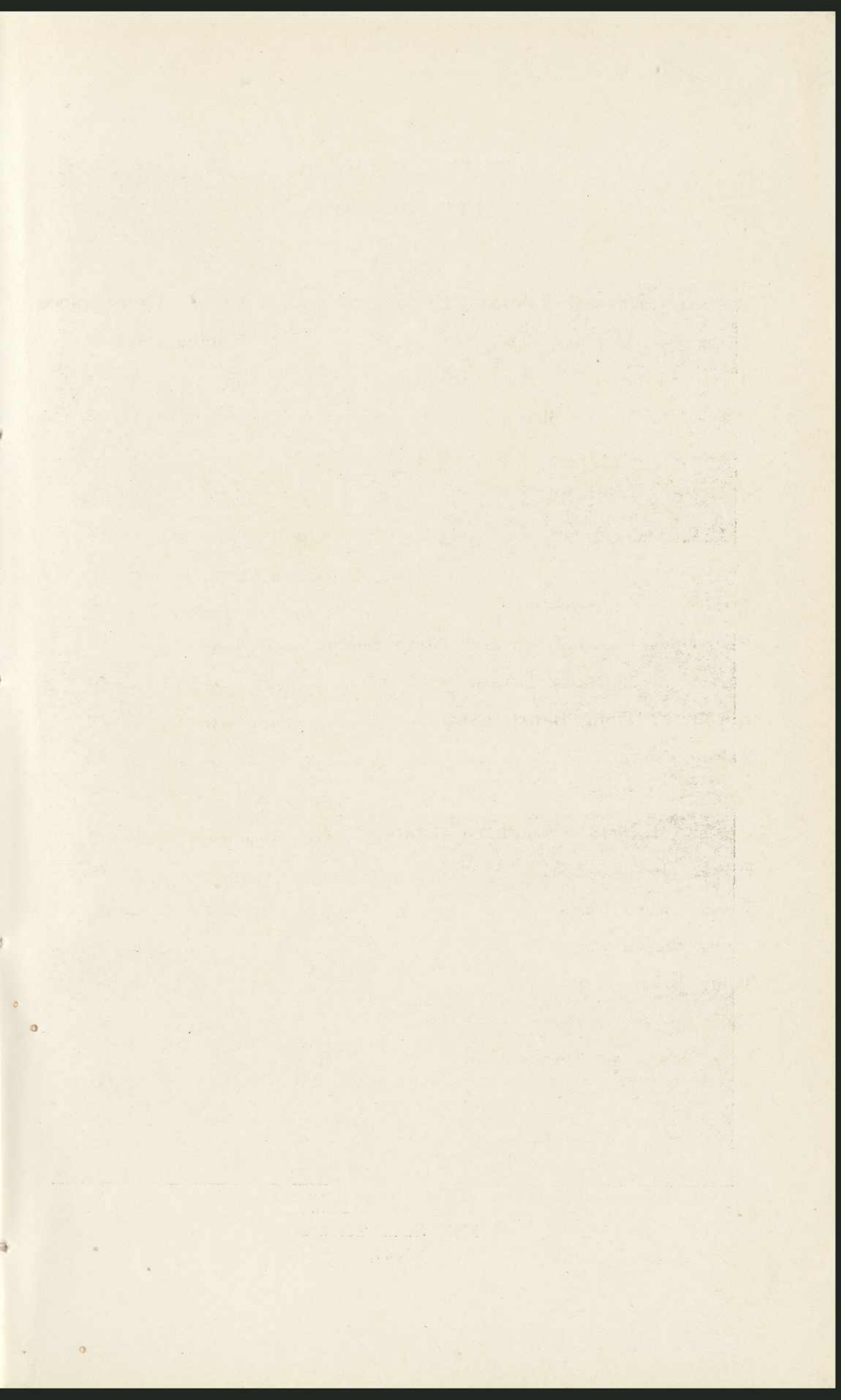
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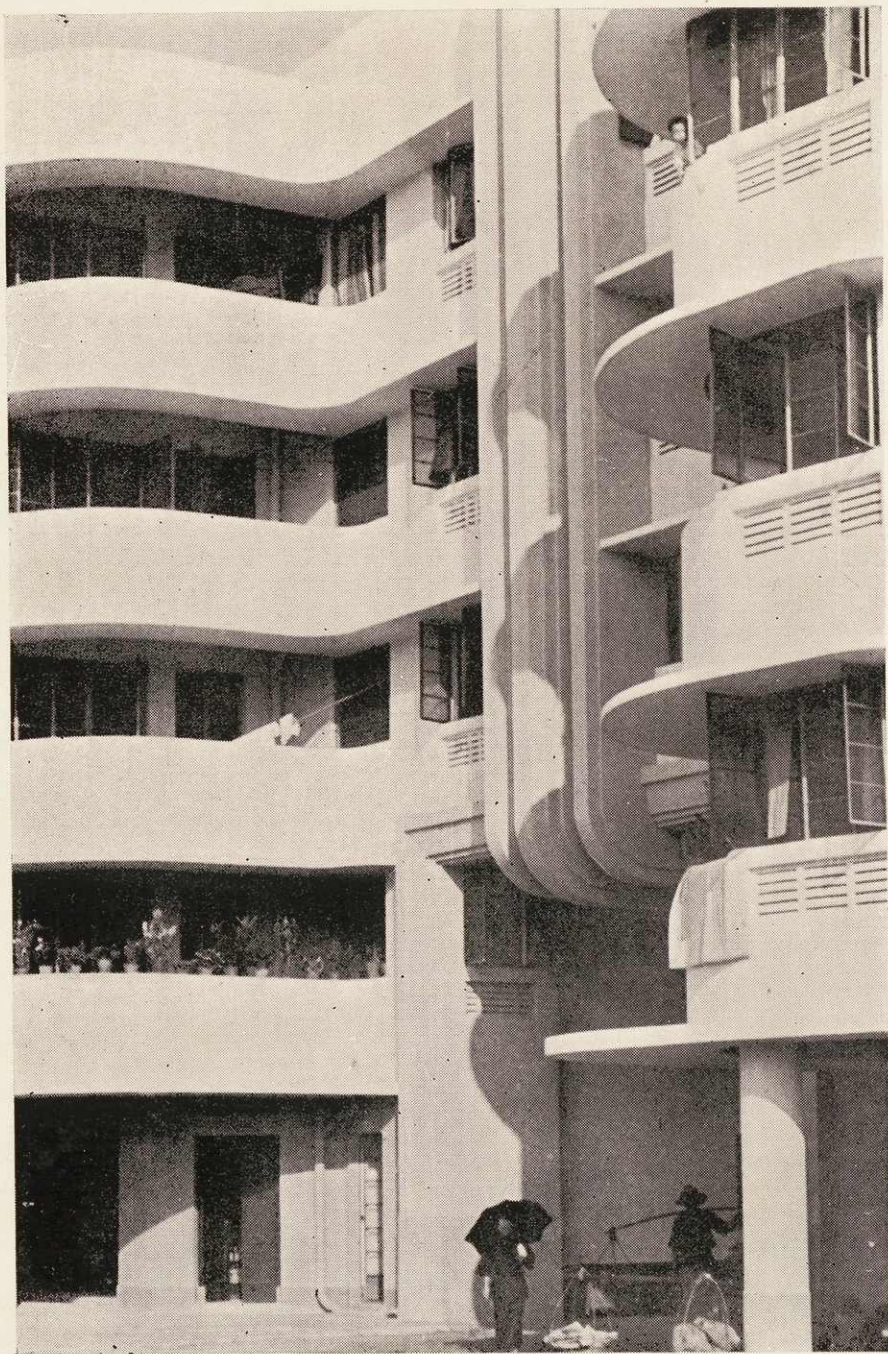
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Tiong Bahru Flats.
Moh Guan Terrace
1940,

S. I. T. Photo.

PART I.

INTRODUCTION.

The Trust was brought formally into existence by the Singapore Improvement Ordinance, 1927. For some time prior to that date some of the functions of the proposed new body had been carried out by staff of the Singapore Municipality specially ear-marked for work with the Trust when the proposed legislation should be approved. The Trust still works in the closest liaison with all Municipal Departments.

The purpose of the new Ordinance, which became law on 1st July 1927, was "to provide for the Improvement of the Town and Island of Singapore." There have been several amendments to the 1927 Ordinance, but few have made any important changes in the constitution and working of the Trust.

The Ordinance extends to both the Town and Island of Singapore but does not apply to lands for the time being in the occupation of any of His Majesty's Naval or Military Forces or of His Majesty's Air Force. In practice any new lay-outs contemplated by the Service Departments are submitted to the Trust for observations and suggestions.

In regard to Singapore, Section 148 of the present Municipal Ordinance (Chapter 133) which relates to Back Lanes has effect as if the words "the Singapore Improvement Trust" were substituted for the words "the Commissioners" except in subsection 4. In consequence, the Trust and not the Municipality is the Authority responsible for the planning and construction of back lanes.

A number of major amendments to the Ordinance were made in 1930, and since then six further amendments to the Ordinance have taken place. In 1936 a committee was appointed by the Governor to review the Singapore Improvement Ordinance. This committee consisted of the Commissioner of Lands as Chairman, two representatives from the Trust, one from the M.Cs., one from the Ratepayers' Association and Mr. Roland Braddell.

The committee sat for two years and took extensive evidence from public officials, private individuals and associations. A voluminous report was produced in 1938 and was presented to and approved in principle by the Governor in Council.

In January 1939 Mr. K. K. O'Connor was invited by Government to prepare a draft bill. Owing to the outbreak of the European War and to delay in receiving complete instructions from Government, Mr. O'Connor did not start drafting the bill till late in 1940. By the end of 1941 the draft was practically completed, but the Japanese War came and the draft was lost in the Occupation of Singapore.

The drafting of the bill has therefore had to be done all over again, and in view of its size and complexity, and the pressure of other legislation this has been a difficult task.

The new draft has now been completed, and the sections of the Municipal Ordinance relating to back lanes are now incorporated in the new bill. It is unfortunate, however, that the bill is based on a report which is ten years old, and many of the provisions of the bill are out-of-date. In the meantime Town Planning legislation in England has undergone revolutionary changes with the Acts of 1943, 1944 and 1947. A Ministry of Town & Country Planning has been operating since 1944, and the 1947 Town & Country Planning Act became law in England in August 1947. The new draft bill does not incorporate any of the far-reaching changes enacted in the latest English legislation, and if the law in Singapore is to be brought up-to-date with modern planning practice, a considerable amount of work in redrafting the bill will be necessary.

CHAPTER I.

THE TRUST AS AT PRESENT CONSTITUTED.
ORGANISATION AND ACTIVITIES.

(References are to the Singapore Improvement Ordinance, Chapter 134).

1. BOARD OF TRUSTEES.

(Part II. Sections 4 — 13).

The Board of Trustees consists of eleven members of whom five are ex-officio Trustees and six are nominated Trustees. The ex-officio members are the President of the Municipal Commissioners, Financial Secretary, Chairman of the Rural Board, Director of Public Works and Municipal Health Officer. Of the six nominated Trustees three are appointed by the Governor, two by the Municipal Commissioners from among their members and one by the Rural Board from among its members. The President of the Municipal Commissioners is Chairman of the Board.

Nominated Trustees hold office for three years and may be re-appointed on the conclusion of their term of office. The nominated Trustees receive fees for their services. The Board of Trustees meets once a month. Where approval of the Board is necessary on an apparently straight forward matter, such approval is usually obtained by circulation to the Trustees of the relative papers each Trustee signifying thereon his approval or dissent or whether he requires the matter to be discussed at a meeting of the Board.

2. OFFICES AND SERVANTS.

(Part II. Sections 18 — 21).

The Trust has a Senior Staff of eleven officers and a Subordinate Staff of 82 officers. The Manager is the chief executive officer. The office is now organised in four Sections as follows:—

Manager.

Secretariat	Architectural and Planning Section	Lands Section	Survey Section
Secretary	Chief Assistant Arch. & Planner	Lands & Planning Officer	Surveyor in Charge
Assistant Secretary	Assistant Archts. & Planners (3)	Asst. Lands Officer	Surveyor
Clerks	Architectural Draftsmen	Draftsmen	Subordinate Surveyors
Peons	Tracers Clerks of Works	Inspectors	Draftsmen Computers

In addition the Trust employs about one hundred workmen, such as Survey mandores and labourers, Grasscutters, Cleaners etc.

Provision has been made in the 1948 Estimates for a new Section to supervise the extensive housing estates now owned by the Trust. This Estates Section will be under the control of an Estates Officer and will include Maintenance Officers, Estate Inspectors and Letting Clerks.

3. FINANCE.

(Part III).

The finances of the Trust fall under two main heads viz. (i) Improvement Fund (ii) \$10 Million Fund.

(i) Improvement Fund.△

The principal source of revenue is from the Improvement Rate together with Government's equivalent contribution (Sections 22 and 23). The Ordinance provides that the Municipal Commissioners shall assess and levy an improvement rate on the value of all houses and lands within the Municipal area at such rate as the Board, with the approval of the Legislative Council shall fix. Such improvement rate must not exceed five per centum of the annual value of the property rated. The rate has remained at 2% since the formation of the Trust in 1927. Government contributes to the Trust from the general revenue of the Colony a sum equal to the proceeds from the improvement rate. The present annual income from both sources is about \$900,000 but this is expected to increase to about \$1,100,000 in 1948. The income from properties and lands belonging to the Trust is approximately \$556,000 per annum. The total income from all sources is about \$1,700,000.

Expenditure falls under the following main heads:—

- (i) Personal Emoluments;
- (ii) Administration;
- (iii) Maintenance of Buildings, etc.;
- (iv) Back Lanes;
- (v) General Improvement Plan;
- (vi) Housing and Improvement Schemes.

(ii) “\$10 Million Fund”.

A sum of \$10 Millions was earmarked for the clearance of slum areas by Government in 1926, and this fund was placed at the disposal of the Improvement Trust. The fund was never clearly defined in nature and purpose, and has not been operated as a “trustee fund”, but the Trust has, with Government approval drawn on the fund for various purposes including the clearance of slum areas, the acquisition of land for rehousing and the erection of houses. The ordinary revenues of the Trust are insufficient to deal with large slum clearance schemes, and the Trust has from time to time put up schemes the expenditure on which has been authorised from the \$10 Million Fund. Property which has been acquired out of the Fund and subsequently improved and

TOWN SLUMS.



Dilapidated Shophouses.
Covent Garden.

S. I. T. Photo.



Living, Sleeping, Working and Ablutions in one room and on footway.

Meadow Photo.

PLANK AND ATTAP SLUMS.



Covent Garden Area.



Covent Garden.
Latrine over Drain.

S. I. T. Photos.

sold, has been credited to the Fund, but the monies which have been expended from the Fund for housing purposes have been treated as a grant. The revenue from housing has been paid into current Trust funds and used for further housing schemes. The result is that the \$10 Million Fund is nearing exhaustion, and the estimated balance at 31st December 1947 is approximately half a million dollars. It is expected that the Fund will be completely exhausted by the end of 1948. Approximately \$7½ millions have been spent in the acquisition of land, the clearance and redevelopment of slum areas and road improvements, and the remaining \$2 millions have been spent on housing schemes.

Loans. (Sections 25 — 35).

The Trust has power to borrow for certain purposes subject to the approval of the Legislative Council. These borrowing powers have never been exercised.

Budgets. (Sections 38 — 42).

A Budget is prepared annually and laid before the Board who make any alterations and additions considered necessary. After being passed by the Board the Budget is forwarded to the Governor in Council who may disallow any item. The Board may at any time prepare a Supplemental Budget to provide for unforeseen or urgently required expenditure. The procedure for a supplemental Budget is similar to that for the annual Budget.

Accounts and Audit. (Sections 45 — 49).

Subsidiary books such as Votes Books etc. are kept in the Trust Secretariat and all vouchers etc. are prepared in the Secretariat. The Municipal Treasurer keeps the main accounts of the Trust and collects all rentals. An establishment charge is paid to the Municipality by the Trust in respect of this work. Cheques require to be signed by the Chairman and Municipal Treasurer. A continuous audit is carried out by the Government Auditor and a limited audit by the Treasurer's Department.

Contracts.

The Ordinance stipulates that tenders must be invited for any work or the supply of any materials which will involve an expenditure exceeding \$2,500 unless the Board otherwise directs.

4. GENERAL IMPROVEMENT PLAN.

(Part IV).

The purpose of this is fully set out in Part IV of the Ordinance. The planning of new roads and open spaces and the widening of existing roads both in the Town and Rural Board Area receives the constant attention of the Trust. Acquisitions of necessary land are carried out by the Trust. The actual road construction work is undertaken by the Municipality or Rural Board. Widening lines for the main traffic routes in the Town have been in existence for many years but in the main the actual widening does not take place until properties are re-built when they have to be set back to the widening lines.

Layouts for private development are examined and approved by the Trust at the rate of approximately 150 per annum.

A large proportion of the 99 year lease property in the Town is now falling in and the Trust has provided layouts for all these blocks so that reconstruction can be carried out in accordance with modern standards. There is complete liaison between the Commissioner of Lands and the Trust in this matter.

It should be emphasised that the General Improvement Plan is not meant to be a complete plan for the island of Singapore. It is merely a record of existing development together with layouts and subdivisions which have reached the stage of statutory approval. It has been built up in piecemeal fashion in circumstances over which the Trust has had no control. In order that all this development may be co-ordinated it will be necessary to enact legislation to provide for a statutory outline plan of the island. (See Appendix "A").

5. INSANITARY BUILDINGS.

Very briefly the purpose of Part V of the Ordinance was to provide powers enabling the Trust to condemn buildings which were in the opinion of the Board unfit for human habitation, payment of compensation being made for the site but not for the buildings. In 1933 the Trust scheduled a number of buildings in the Bugis Street area as "unfit for human habitation". The Owners contested the matter. This resulted in the well known "Bugis Street Case" which finally went to the Privy Council for decision. The Trust lost the case and having regard to the deplorable condition of the buildings concerned it became apparent that it was useless to proceed further under this Part of the Ordinance until it was radically amended. This has not yet been done but legislation is now being drafted.

6. IMPROVEMENT SCHEMES.

(Parts VI and VII).

The purpose of an Improvement Scheme and its method of execution is fully set out in Parts VI and VII of the Ordinance. During its first few years the Trust initiated several Improvement Schemes under which land was acquired levelled and filled and laid out in roads and open spaces. A limited amount of new housing was undertaken in connection with some of these Schemes. During the last ten years practically no Schemes have been undertaken the energies of the Trust being directed to its back lane programme, ordinary planning duties and housing on a much larger scale. (See Appendix "B".)

7. HOUSING.

(Section 44 (3)).

During its early years the Trust had no power to build except where expressly laid down in an Improvement Scheme but was obliged to provide accommodation for people actually dishoused e.g. under Parts V and VI.

The Trustees were for many years reluctant that the Trust should undertake any housing on a large scale as such was apparently not the original intention when the Trust was created. The Singapore Improvement Ordinance lays no obligation on the Trust to provide housing except for persons dishoused by reason of Improvement or Insanitary Schemes. As however the shortage of accommodation became more acute and private enterprise took little action to provide accommodation the Trustees eventually decided upon the erection of houses and flats mostly for the poorer classes. The Trust now controls 2,327 tenancies. A full account of the Trust's housing activities will be found elsewhere in this Report and a list of the properties as at 31st December, 1947 is given in Appendix E.

8. LANDS.

The Trust is a large owner of land some of which was handed over by Government to the Trust and some of which has been acquired under various improvement Schemes. Before the Japanese Occupation the supervision of Trust lands was a comparatively simple matter. The work has grown immensely since the liberation. A large part of Trust land is rented out for various purposes and a large area of industrial land at Alexandra Road is requisitioned by the Military.

Prior to the Occupation outright sales of Trust land were made from time to time. Recently, however, the Board has decided not to sell land outright but to give a 99 year lease without premium at a yearly rental. All such leases are subject to the condition that buildings of a type to be approved by the Trust and in conformity with Municipal Building Bye-laws are erected within two years. The terms laid down by the Trust are such as to discourage land speculation.

Further information regarding Trust lands will be found in Parts II & III of this Report.

9. BACK LANES.

(Section 2 (2) of the Improvement Ordinance and Sections 145 and 148 of the Municipal Ordinance (Chapter 133)).

The Trust has carried out a large programme of back lane work which has opened up some of the worst slum areas in Singapore and provided light, ventilation, kitchen and bathroom accommodation and sewerage to about 90 blocks of congested and overcrowded property which were in an insanitary condition. The back lane programme which is nearing completion has at present been held up by high costs and reluctance in present conditions to take any action however desirable which decreases the amount of living accommodation.

A Schedule of Back Lanes for which orders have been obtained etc. will be found in Appendix C.

10. SURVEY WORK.

The Trust Survey Section carries out all survey work for layouts and Improvement Schemes in addition to the preparation of deed plans for all property which passes through the hands of the Trust. The Trust undertakes the setting out of all road and back lane lines for new buildings erected within the Municipal area and sets out all lines for new roads and back lanes about to be constructed by the Municipal Commissioners. The Survey Section works in the Government Survey Office and its work is carried out to Government Survey Standards.

11. VALUATION AND COMPENSATION.

(Part VIII).

The Municipal Assessor is Valuer to the Trust, the Trust paying an establishment charge to the Municipal Commissioners in respect of his services and those of his Department. The Assessor agrees terms with the Owner, all subsequent work in connection with acquisitions being undertaken by the Trust Secretary, and the Trust's Legal Advisers.

There is provision under the Ordinance for settlement of all disputes as to valuation and compensation.

CHAPTER II.

BRIEF REPORT ON WORK 1927 — 1942.

Staff.

When the Singapore Improvement Ordinance became law on 1/7/27 the staff of the Trust consisted of 4 Senior Officers, 2 Subordinate Surveyors, 6 Draughtsmen and 5 Clerks.

The Senior Officers were the Manager, W. H. Collyer, an Engineer, C. L. Tatham, a Surveyor, L. D. Hardie and an Architect, J. M. Fraser, who had just arrived in the colony. Mr. L. Langdon Williams became Manager in 1930 on the retirement of Mr. Collyer and served till his death in October 1941. From then till the fall of Singapore Mr. J. M. Fraser acted as Manager, and was appointed Manager on his return from recuperation leave in July 1946. On February 15th, 1942 the staff consisted of 10 Senior Officers, 5 subordinate Surveyors, 4 apprentice Surveyors, 14 Computers, 5 Architectural Draftsmen, 6 Architectural tracers, 24 Draftsmen, 15 Clerks and 2 Maintenance Officers.

FLASHLIGHT INTERIORS.



Slum Interior Showing Conditions
under which a Child is being reared.
Queen Street.



Slum Interior Without Light and Air. *Meadow Photos.*
Johore Road.

FLASHLIGHT INTERIORS.



Opium Den — Johore Road.



Dark and Verminous Room in Chinatown. *Meadow Photos.*

Administration.

The Staff prior to 1/7/27 had been functioning as a Municipal Department under a Municipal Committee, and operating the back lane and Improvement Sections of the Municipal Ordinance. (Chapter 133).

An outline plan had been prepared some years earlier by Capt. Richards who resigned in 1924 but the survey information which he had to work on was very scant and incomplete, and the remnants of this outline plan are now of little value, although some of the main road proposals have been adopted.

Surveys.

The necessity for more survey information was apparent and the Trust proceeded to build up a survey section working in conjunction with the Government Survey Department. By 1930 the Trust had six European Surveyors who did much useful work but only two were retained after the expiration of their three year contract. Meantime a scheme for training subordinate surveyors, computers and draughtsmen was in operation and although the scheme was only partially successful the Surveyor in Charge succeeded in building up a staff which could deal with all the varied survey work of the Trust.

Unfortunately the Japanese occupation and the B.M.A. administration which succeeded it did much to deplete the strength and efficiency of this staff.

Improvement Schemes.

The Trust took over the operation of a number of Improvement Schemes started under the Municipal Ordinance prior to 1927 and a number of others were initiated during the first three years of the Trust.

These schemes are detailed in Appendix B, the principal areas being Smith Street, Sago Street, Lorong Krian, Dickenson Hill, Lavender Street and Balestier Road. A very important scheme was the Race Course Improvement Scheme which gave Farrer Park to the public.

A scheme was prepared for the Bugis Street, Rochore Road Area but was abandoned in favour of proceedings under Part V of the Ordinance. After five years of litigation the Privy Council decided that the buildings concerned were not Insanitary Buildings within the meaning of Section 62 of the Ordinance. Other lesser schemes followed but after 1930 the Trust's energy and funds were devoted mainly to the opening up of back lanes and the provision of housing accommodation.

The earlier schemes were mainly slum clearance schemes which provided for rehousing, but in many cases it was found that so much time was lost in rebuilding the areas that additional Housing had to be provided elsewhere, and that it took many years for the advantages of the scheme to be fully secured. The population was increasing rapidly and the paramount need was for Housing Accommodation.

Back Lanes.

In 1930 Mr. Collyer resigned and Mr. L. Langdon Williams became Manager. In 1931 Mr. Wm. Bartley became Chairman of the Board and the policy of the Trust was thereafter directed to an intensification of the back lane programme which was considered to be the best means of opening up insanitary blocks of back to back houses to light, air and municipal services. Appendix C gives details of the back lanes opened up since the formation of the Trust and of these ninety two were opened up between 1927 and 1942. The reconstruction work was carried out at first by the Municipal Architect, but in 1935 the Trust took over this work and an Architectural Department rapidly came into being. It is estimated that during this period approximately 1252 houses were reconstructed.

Whilst the immediate value of this work was great its value as a long term policy is doubtful. Renewing the rear portions of old and dilapidated houses gives a new lease of life to property which is obsolete and overdue for demolition and rebuilding. The reconstruction of the rear portion of a house for back lane purposes cuts down the living accommodation by about one half in many cases, and thus creates rehousing problems and aggravates overcrowding.

Housing.

The Trust was formed as a result of the Housing Commission of 1918 and one would have thought that specific provision would have been made in the Singapore Improvement Ordinance for Housing.

It was not until 1932 however that the power of the Trust to build was clarified in the ordinance. Prior to this the Municipality had acted as agent for the Trust in carrying out rehousing provisions for Improvement Schemes.

Schemes carried out by the Municipal Architect included Lavender Street Housing Scheme, Dickenson Hill Housing Scheme and Albert Street Tenements; and by the Building Surveyor the first lot of Artizans' Quarters at Balestier in 1930.

The first houses erected by the Trust staff was at Lorong Limau in 1932 and by 1940 this estate contained 558 Artisans' Quarters.

Tiong Bahru.

Building at Tiong Bahru was not commenced till 1936 when the first piles were driven at Tiong Bahru Road. The land had been acquired in 1927 under a joint Municipal Trust scheme and the area was then cleared of squatters and Chinese graves prior to earth work contracts being let for the levelling and filling of the area. The area was roaded in 1931 and for five years the Trust tried to sell sites to private purchasers without success.

Between 1936 and 1941 the Trust built 784 flats, 54 tenements and 33 shops on this estate which is now a monument to the enterprise and initiative of the late manager Mr. L. Langdon Williams.

Other Schemes.

Other buildings erected between 1938 and 1941 are the shops and tenements at Banda Street, New Bridge Road, Trengganu Street, Campbell Lane and Dorset Road Houses.

Except for the Artizans' Quarters at Balestier and Lorong Limau all these houses were let at economic rentals and by 1942 the Trust was probably the largest property owner in Singapore.

General Improvement Plan.

The period up to 1942 saw the continuous and steady growth of the General Improvement Plan by amendments and additions, some of the major projects being the Ring Road from Paya Lebar Road to Holland Road, Dunman Road, Whitley Road, Tiong Bahru Road, Henderson Road and Aljunied Road.

Most of the main roads in the Municipal Area and some in the Rural Board Area were widened and improved and these include Bukit Timah Road, Mountbatten Road, East Coast Road, Changi Road, Thomson Road, Upper Serangoon Road, Holland Road, Telok Blangah Road and Pasir Panjang Road.

The amendment of the Ordinance in 1930 gave more specific powers to control private layouts and subdivision of land and these have been added to the General Improvement Plan in ever increasing numbers the 1941 figure being 157.

Many of the back lane and Improvement Schemes created new open spaces and the more important of these are Farrer Park, Beach Road Open Space, Chulia Street Open Space, Ramah Street Open Space, Pekin Street Open Space, Banda Street Open Space, etc.

Earthwork and Filling Contracts.

During the prewar period numerous earthwork contracts were let for the levelling and filling of land acquired by and on behalf of the Trust. Approximately 390 acres were filled and levelled and made available for building and the areas included Tiong Bahru, Alexandra Road area on both sides, Kampong Java Area, Balestier Area and Monk's Hill.

Lands.

A large area of land at Alexandra Road amounting to 749 acres was acquired for the Trust by Mr. Lornie, Commissioner of Lands, in 1926. Much of this land was improved and made suitable for building and a portion of it is now being developed as an industrial area. In 1938 the War Department bought 164 acres of this land south of the Railway line for the building of their Ordnance Depot and Gillman Barracks.

Other land acquired by the Trust is mentioned in the paragraphs on Improvement Schemes and Back Lanes and much of it has already been developed.

CONTRASTS.



Slumland Cubicle.
Consumptive Mother with Child.

Straits Times Photo.



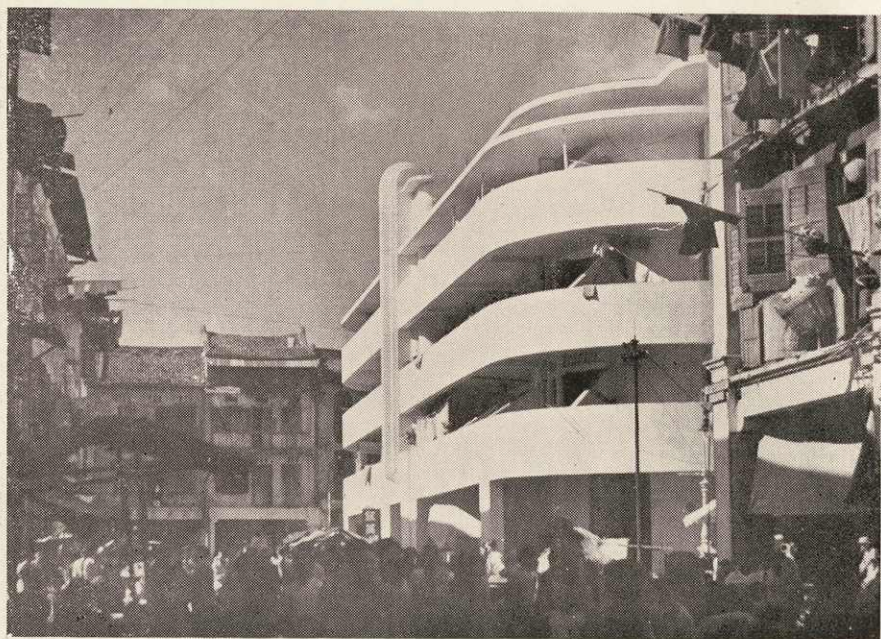
Tiong Bahru Flats.
Living Room.

Meadow Photo.

CONTRASTS.



Squalid Slums in Chinatown.
Trengganu Street.



S. I. T. Photos.

S. I. T. Tenements — Trengganu Street 1939.

PART II.**CHAPTER I.**

Report on period of British Military Administration
September 1945 — March 1946.

Staff.

Two Senior Officers of the Trust were on vacation leave in New Zealand when hostilities with Japan commenced. These officers joined the New Zealand Forces and served first in New Zealand and then Overseas until 1945 when they were seconded for duty with Civil Affairs Service (Malaya) afterwards B.M.A. (Malaya). Both officers returned to Malaya with the re-occupation forces in September, 1945 and were instructed to proceed with the re-habilitation of the Improvement Trust under the general supervision of Mr. W. Bartley, Senior Civil Affairs Officer and a former Chairman of the Trust.

The first duty of these officers was to re-engage as many of the pre-war staff as possible. Those who had been employed by the Japanese Administration were immediately available whilst several others returned within a few days. Within about one month the greater part of the pre-war Subordinate Staff had returned to duty.

Records.

The Trust was fortunate in that most of the pre-occupation records were intact. The Trust is indebted to those members of the Subordinate Staff who were at pains to preserve these records.

Tenancies.

The first work of importance was to place Trust tenancies on a satisfactory basis. It was known that many houses, flats, etc. were occupied by persons other than those who according to the records should have been in occupation. Furthermore some of the buildings in the centre of the City which had been occupied by the Japanese had within a day or two of the liberation been occupied by various clubs and political societies the latter usually of extreme political views.

The technical staff for whom there was little work were sent out on a house to house check of tenancies and when lists of the actual occupants were available these were checked with the Office records. In a large number of cases persons other than the apparently lawful tenants were found to be in occupation. All such persons were summoned to the Office and questioned with a view to ascertaining where the proper tenant was and how a transfer of tenancy had occurred. It was necessary for this work to be done expeditiously as a list of tenancies had to be prepared so that the collection of rents could be commenced. It was not possible to clear up every doubtful tenancy but a more accurate list was compiled which is now under constant revision.

In regard to the buildings such as that at New Bridge Road which were occupied by clubs and political societies, Mr. Bartley was anxious that diplomatic methods should be taken for their eviction. This proved impossible and several weeks during which no rent was paid were spent in fruitless efforts to obtain possession. Finally Mr. Bartley approved more forceful methods and vacant possession was obtained when a Trust Officer attended by Police and coolies visited the premises and proceeded to move the effects of the illegal occupants into the street.

Lands.

The situation regarding Trust lands also presented difficulties. Much of the land had been occupied by squatters who had erected huts thereon and had established businesses in their own or in buildings erected by the Japanese. It was decided to allow all those who were using the land for agricultural purposes to remain and Mr. Bartley agreed to a rent of \$3 per acre or part thereof. In regard to other occupants the Staff Officers were authorised to fix rents based on pre-war values. It was found, however, that this encouraged speculation and frequent unauthorised changes of tenancy occurred, the original tenant often vacating without payment. Rents were then raised to a fair market value and the situation improved.

Requisitioning.

The Army had gone into occupation of Japanese built godowns and steps were taken to have these buildings properly requisitioned and rent paid therefor.

Most of the Trust buildings were badly in need of repair and were in a dirty state. It was impossible during the period of Military Administration to take any substantial steps for rehabilitation but permission was obtained to repair houses at Old Race Course which were leaking badly and to rehabilitate two of the Senior Staff Quarters so that the Senior Staff would have some accommodation on the resumption of Civil Government.

Survey and Drawing Office.

In regard to the Survey Department and the Drawing Office there was little current work and in any case there was an insufficiency of instruments and materials. Some of the staff of these Offices was utilised in supervising land and checking tenancies whilst the remainder endeavoured to place the records on a satisfactory basis, e.g. repair plans, etc.

The Maintenance Officers commenced to make a survey of maintenance requirements and the most pressing work (water and sanitation) was carried out to minimum requirements.

Pre-war Contracts.

Shortly after the liberation several contractors applied for monies stated to be due to them at February, 1942. It was found in most cases that officers had before internment done everything possible to ensure payment but that in some cases although a bill had been passed for payment there had not been sufficient time to prepare a cheque or alternatively where a cheque had been prepared the contractor had not had time to cash it. Some contractors still had a cheque in their possession. Careful enquiries were made and where it was established that money was owing the amounts were paid.

Clerical Staff.

The clerical staff were kept fully occupied dealing with the considerable correspondence relating to tenancies of houses and lands and in putting the records back to their pre-occupation state. Although most of the old minute papers were available all the index books had been lost and had to be entirely re-written.

Staff questions took up a considerable amount of time. Claims from the relatives of staff who had lost their lives or who had "disappeared" had to be dealt with. There were several changes in the rates of pay for Open Vote employees with retrospective effect. Advances of pay to the official staff were approved by the B.M.A. from time to time.

Summary.

By the 31st March, 1946 when Military Government terminated much useful work had been done. The Tenancies of houses, etc. had been placed on a more satisfactory basis and revenue was coming in satisfactorily. Illegal changes of tenancies were still a problem but it was impossible to deal thoroughly with these until more staff became available and the work thoroughly supervised. Tenancies of land which were less difficult were in a fairly workable state. Records had been brought up to date as far as possible and the Office was working smoothly. Much, however, could not be done until Civil Government resumed and Senior Staff returned to duty.

CHAPTER II.

Report on period April 1946 — December 1946.

Introduction.

Civil Government resumed on 1st April, 1946. Under the Emergency Legislation the Governor nominated all the unofficial members of the Board of Trustees. The first meeting of the Board was held on 12th June, 1946.

This period was for the Trust one of general rehabilitation and planning for the future. Although much required to be done, staff was inadequate, prices were very high and the labour position was difficult. Attention was mainly directed to getting each Section of the Office fully functioning as Senior Staff returned, settling the many staff problems including the engagement of new staff where necessary, rehabilitating Trust buildings, and also in further effort to place the tenancies of houses and lands on a proper basis.

Pasir Panjang Estate.

One of the first matters which was considered by the Board of Trustees was the proposed permanent acquisition by the War Department of the Pasir Panjang Rubber Estate. The Board was opposed to the permanent acquisition of this area by the War Department on the grounds that such would be harmful to the development of the City. When some months later it became apparent that the War Department was to be allowed to occupy land in this area the Trust suggested to Government that the land lying East of the Railway and having an approximate area of 350 acres should be taken over by the Trust. Approval was obtained, and in December the land was acquired by the Chairman as Government Agent on behalf of the Trust for Housing development. Further important considerations were the necessity of completing the Outer Ring Road which runs for about a mile through this property and also the question of the general development of the Town towards the West. Government agreed to the Trust taking over this property and the cost amounting to \$787,500 was charged to the \$10 Million Fund.

In connection with this matter and other proposed developments by the Military the Trust urged upon Government the importance of ensuring that the views of the Trust should be fully taken into account before new developments either temporary or permanent were decided upon by the Services. Such views relate not to the internal development of military land for military purposes, but to the general planning of main roads on the island and to the maintenance of amenities which the public of Singapore have long enjoyed and in particular to the establishment of a Public Park at the Gap. All new lay-outs proposed by the Services are now submitted to the Trust.

STREETS IN CHINATOWN.



Upper Hokkien Street 1,000 Persons Per Acre.



Street Hawkers.
Trengganu Street.

S. I. T. Photos.

BEDROOMS — CHINATOWN AND TIONG BAHRU.



Straits Times Photo.

Chinese Family.
Upper Hokkien Street.



Bedroom at Tiong Bahru Flats.

Meadow Photo.

Trust Lands.

In regard to Trust lands it was found that whilst much had been done during the B.M.A. period to establish proper tenancies, etc. the position was still far from satisfactory. Many persons were still in unlawful occupation and were using the land for undesirable purposes such as the storage of scrap iron. Huts were erected with astonishing rapidity and when once in existence it was difficult to get them demolished. Regard had to be paid to the hardship which would result from wholesale demolition of insanitary huts even if this could have been effected.

The situation was further aggravated by the fact that when the Trust acquired additional land such as that at Pasir Panjang a new legacy of tenants and squatters was taken over. The situation changed almost from day to day and was very difficult to control. In this connection it should be mentioned that prior to the War there was no land problem as very little Trust land was occupied and intending occupiers usually obtained a tenancy in a legal manner.

The occupation of land by the Military also required considerable supervision and steps had to be taken to ensure that it was all properly requisitioned and rent paid. The position was found to be such that it required the whole time supervision of a Senior Officer. The nucleus of a Land Section was therefore commenced with a Senior Officer assisted by technical members of the Subordinate Staff who were not yet engaged on their normal duties.

By December, 1946 the position had much improved but was still not satisfactory owing to the nature of many of the unauthorised occupations and the inadequate staff available for supervision. However, a sum of \$79,887.45 had been collected in rentals and this total collected in small sums of a dollar or two at a time gives an idea of the extent of the problem and its importance.

Rehabilitation.

The rehabilitation of Trust buildings was the most important work undertaken in 1946. Contracts were let for repairs and re-decoration of the tenements at Banda Street, Albert Street, Trengganu Street, Kreta Ayer and Keong Saik Roads and also for houses at Lavender Street and the Senior Staff Quarters. A complete programme of rehabilitation was prepared for execution in 1947.

Housing.

The Board was fully conscious of the need for further housing and this question was discussed at several meetings of the Board. Sketch plans and estimates of various housing schemes were put before the Board and much preliminary work was done on schemes for post-war housing. High prices, lack of materials and insufficiency of funds prevented any new work being carried out in 1946. Furthermore it was felt that the problem was of such magnitude that action should be initiated and funds found by Government particularly as the Trust was not primarily a housing body and had only sufficient funds at current rates to undertake a limited and quite inadequate amount of building.

Back Lanes.

No new Back Lanes were put through in 1946. Acquisitions for a back lane between Orchard Road and Kramat Road which were incomplete at 15th February, 1942 were re-commenced.

The collection of back lane charges in respect of which a large sum was outstanding had been seriously retarded by the mobilisation in September, 1939 of the Assistant Secretary who was responsible for this work. This Officer was killed in action in 1942. A new Assistant Secretary arrived in November, 1946 and commenced preliminary work for the recovery of these charges.

Drawing Office.

lack.
 The Trust Drawing Office was engaged on its normal routine work of preparation of plans, lay-outs, etc., but was severely handicapped by lack of drawing instruments, materials, etc.

Survey Section.

lack
 The Survey Section was also handicapped by shortage of instruments, calculating machines etc., but the work in this Section was not heavy as the Trust had not resumed many of the activities which necessitate surveys. Steps were taken soon after the resumption of Civil Government to ensure that the necessary materials for use in the Drawing and Survey Offices should be available as soon as possible. Some articles which had been ordered by the Civil Affairs Service in 1945 arrived but many more were necessary.

Miscellaneous.

The ordinary routine work in connection with approval of sub-divisions, amalgamation of lots etc., and other routine work was resumed without difficulty.

The Staff position improved towards the end of the year but the loss of many experienced officers who for a variety of reasons had not returned to duty was still felt.

At the end of the year the Office was working reasonably smoothly. A substantial programme of rehabilitation and other work had been planned for 1947 and the necessary Estimates approved by the Board of Trustees and by Government. The Trust was ready for a full and busy year's work in 1947.

Staff.

When the Japanese War broke out on 8th December 1941, the whole of the senior staff were members of the S.S.V.F. and all were mobilised for duty. The Acting Manager was able to secure the release of one officer for duty during the daytime but he had to spend the night in barracks. Most of the other senior officers were able to spend some time in the office during their breaks from

Military duties but these were spasmodic. Nevertheless the office work was carried on during the 10 weeks of the Malayan campaign and all the contracts which were in operation were wound up, valued and payments certified before the fall of Singapore. Great credit is due to the Staff for this achievement under very difficult conditions.

Most of the subordinate staff were either in the Volunteers or in the passive defence services and the office work was carried on by a skeleton staff. Much credit is due to the loyal members of the subordinate staff who worked so hard at this time and who were later able to preserve such a large proportion of the Trust's records.

Apart from two officers who were on leave in New Zealand at the time of the fall of Singapore, and Mr. Eason who was serving with the R.N.V.R., all senior officers were made prisoners of war. Two of them, Messrs. Nelson and Barbat remained in Changi Prison Camp during the occupation and the other five, Messrs. Sewell, Church, Page, Woolmer and Fraser were taken to work on the Siam Railway where they spent three years.

Mr. H. J. Eason, who joined the staff in 1938, and who was mobilised with the R.N.V.R. in September 1939, was lost in the Battle of the Java Sea in March 1942.

The Trust was extremely fortunate that all seven senior Officers who were made P.o.Ws. survived the ordeal and returned to duty during 1946. The Trust was equally fortunate in the survival of the Chairman Mr. L. Rayman who was for three and a half years interned in Singapore. Mr. Rayman returned to duty in September 1946 and took over from Mr. Bartley after a few days.

A large proportion of the subordinate staff worked for the Japanese administration and most of them survived.

It is with great regret that I have to record the death of the following officers who were lost as a result of the Japanese War:

1. Herbert John Eason... (Killed in action).
2. Irving Leijssius .. (Died while P.o.W.).
3. Boey Peng Chew .. (Massacred by the Japanese).
4. Ho Fook Yuen .. (— do. —).
5. Wong Tong Heng .. (— do. —).
6. Tan Song Peng .. (— do. —).

PART III.

REPORT FOR THE YEAR 1947.

CHAPTER I.

Finance.

The Budget for 1947 was prepared in September, 1946 when owing to current conditions it was difficult to forecast exactly what work would be possible during 1947.

The estimated balance in the Improvement Fund at 1st January, 1947 was expected to be \$2,022,700. The estimated revenue for 1947 was \$1,451,000 of which \$900,000 was the estimated amount from the Improvement Rate together with Government's equivalent contribution. The total sum expected to be available for 1947 was therefore \$3,473,700.

Of this total it was proposed to spend \$466,865 on Personal Emoluments of Staff, Wages of Labourers and all other administrative charges.

A sum \$756,722 was provided for the Rehabilitation and Maintenance of Properties, Insurance and other incidental charges.

\$400,000 was provided for Back Lanes, \$205,000 in respect of the General Improvement Plan and \$370,000 for Improvement and Housing Schemes.

The balance estimated to be available at 31st December, 1947 was therefore \$1,275,113. It was, however, hoped that conditions would permit of building being undertaken on a larger scale than that for which Budgetary provision was made in which case the balance at the close of the year would necessarily be considerably reduced.





The accounts for 1947 have not yet been closed but some approximate figures are available. Revenue is expected to be \$1,709,600 showing an increase of \$258,600 over the Estimate. This increase is largely owing to the fact that good progress has been made with the recovery of Back Lane Charges which are expected to realize \$130,000, and on account of the substantial sums received from tenancies of lands and from land requisitioned by the Services. When the Budget was prepared the probable income under these heads was very uncertain.

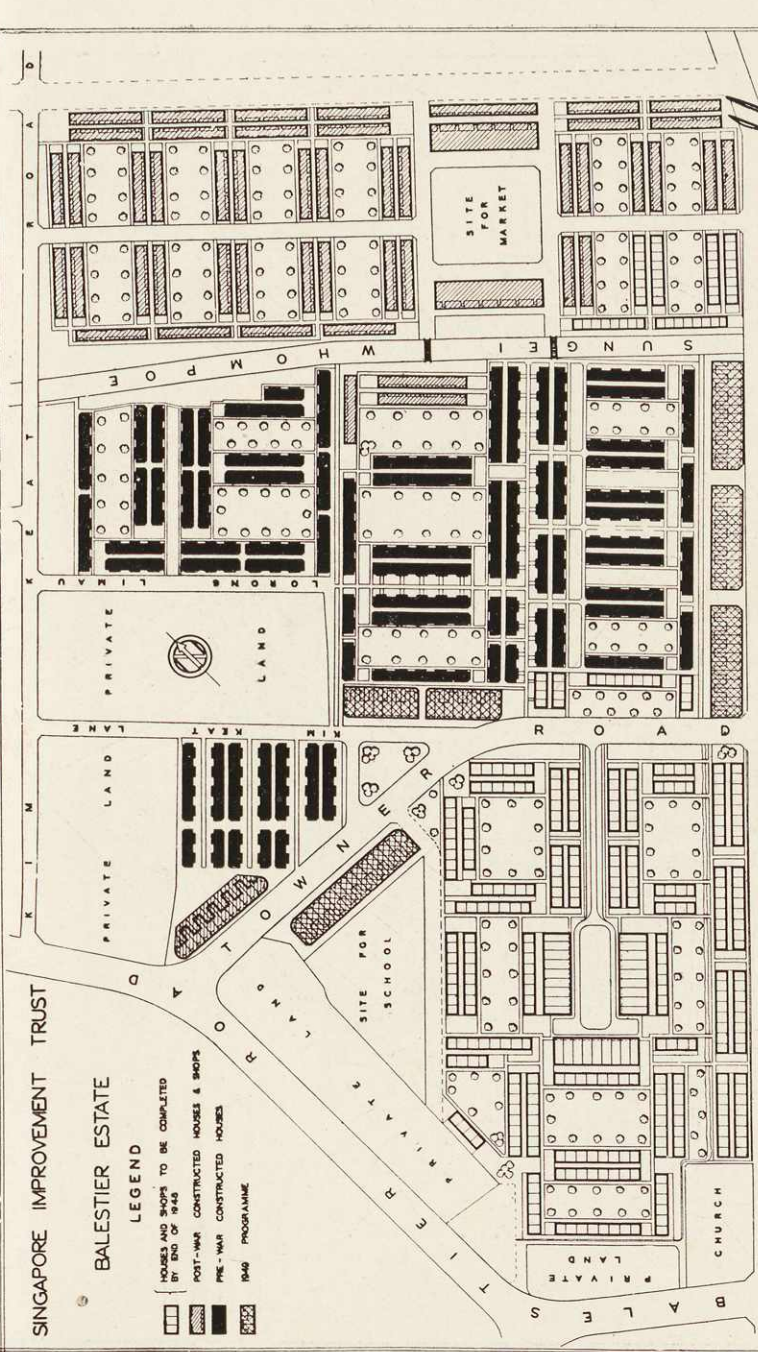
Expenditure for 1947 is likely to be approximately \$2,673,000 as against \$2,198,587 originally estimated.

SINGAPORE IMPROVEMENT TRUST

BALESTIER ESTATE

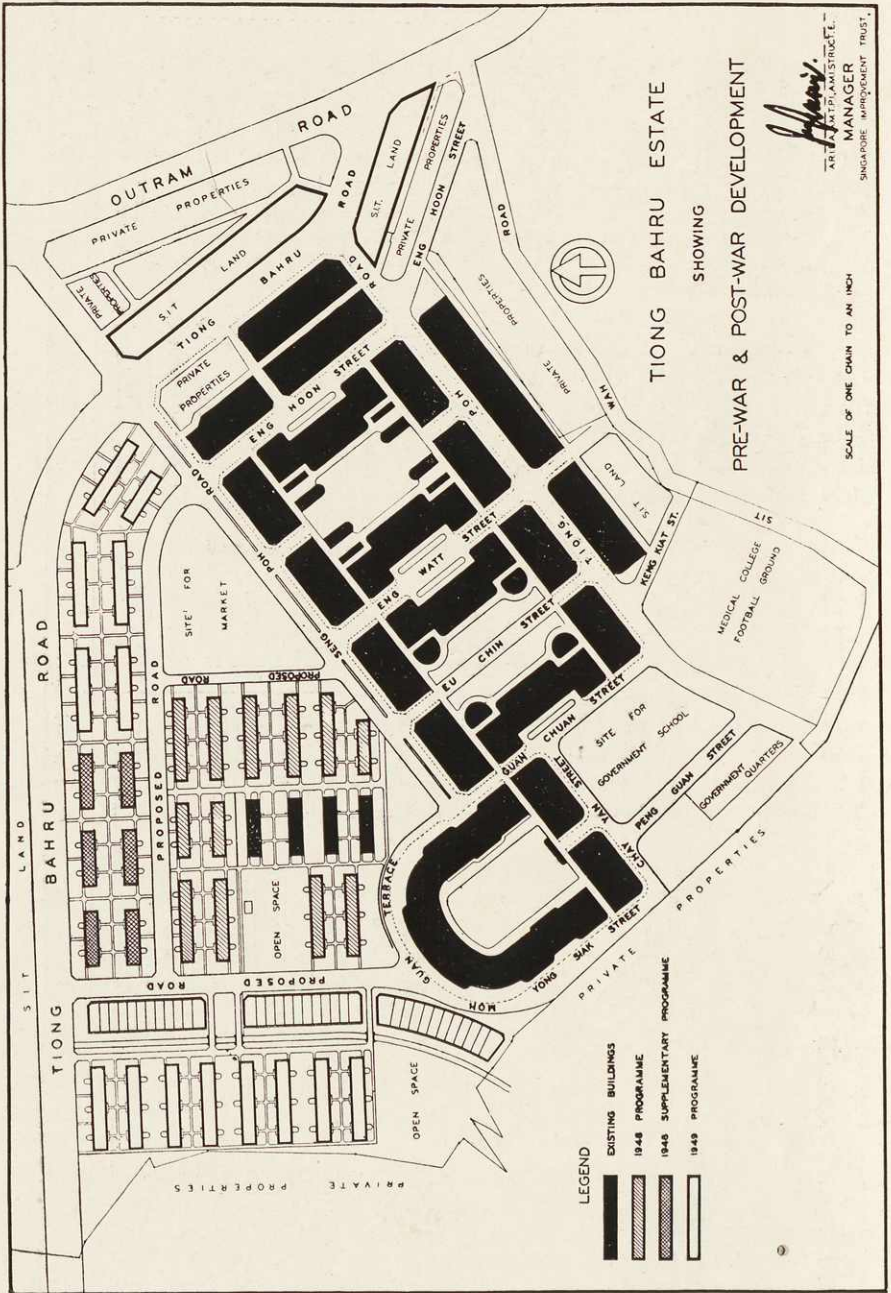
LEGEND

-  HOUSES AND SHOPS TO BE COMPLETED BY END OF 1945
-  POST-WAR CONSTRUCTED HOUSES & SHOPS
-  PRE-WAR CONSTRUCTED HOUSES
-  1940 PROGRAMME



SCALE OF ONE CHAIN TO AN INCH

Henry
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 ARCHITECTS



Considerable savings on Rehabilitation of Property had been effected as this work has not been entirely completed and that which has been carried out has cost less than the estimate.

An estimated saving of \$320,000 had been effected in respect of Back Lanes as the Board decided not to proceed with most of this work owing to very high costs and the fact that many persons would have been dishoused by the demolition and reconstruction of property which would have been necessary.

A saving of about \$163,000 had also been effected in respect of the General Improvement Plan as acquisitions for road widenings have been few.

As against these savings the Board decided that despite high costs it was necessary to undertake a certain amount of new housing during 1947. Houses and flats have been erected at Tiong Bahru, Kim Keat Road, Balestier Road and Owen Road. The expenditure on new housing and work in connection therewith during 1947 was \$1,504,000.

The estimated balance of the Improvement Fund at 31st December, 1947 is \$1,243,099.

2. "\$10 Million Fund".

The estimated balance at 1st January, 1947 was \$1,334,228 and provision was made for expenditure of \$160,000 in respect of the Bugis Street Scheme (\$100,000), Kampong Silat Improvement Scheme (\$50,000) and filling and developing land at Alexandra Road (\$10,000). This would have left a balance at 31st December, 1947 of \$1,174,228.

Little work has been possible on any of these Schemes although a contract is in progress for filling and levelling land at Kampong Silat in order that building may commence in 1948. The cost of land acquired at Pasir Panjang amounting to \$787,500 (see page 24) has, however, been debited against the \$10 Million Fund. The estimated balance available in this Fund at 31st December, 1947 is \$526,853.

It will be seen from the foregoing that the funds available to the Trust are inadequate to permit of further housing on a large scale. The Board believes that it is essential to provide more housing without delay and has submitted for Government's approval a Building Programme for 1948 estimated to cost \$7,062,000. The Trust has asked Government for the necessary financial assistance to carry this Programme into effect, and it is expected that assistance to the amount of \$5 Million towards this Programme will be forthcoming.

CHAPTER 2.

GENERAL IMPROVEMENT PLAN.

Additions to the General Improvement Plan are made under two main sections of the Ordinance viz.

- (1) Action by the Trust under Section 52.
- (2) Action by owners of land under Section 59.

The plan itself consists of a series of standard survey sheets in the following scales: Half Chain, One Chain and Four Chains to an inch.

Some years ago an effort was made to standardise the built up areas on a scale of 2 Chains to an inch and part of the plan is still in existence on this scale, but owing to lack of staff and inadequacy of survey information it is still incomplete. The scale is too large for practical purposes of exhibition.

During 1947 only two additions were made to the plan under Section 52 viz.

- (1) Widening of Tanglin Road (part).
- (2) Widening of Thomson Road (part).

Both were approved by Governor in Council and acquisitions are now being carried out by the Trust.

103 additions and amendments were approved by the Trust under Section 59 and each one of these entails a considerable amount of work by the technical and administrative staff.

CHAPTER 3.

IMPROVEMENT SCHEMES.

Improvement Schemes are defined under Section VI of the Ordinance. During 1947 no Improvement Schemes as such have been initiated but a number of Development Schemes have been prepared and are described in Section (7) of this report.

Work has taken place on a number of pre-war Improvement Schemes, viz.

- (1) Balestier Road (Extension of Housing Accommodation).
- (2) Race Course (Erection of Shops and Flats).
- (3) Kampong Silat (Earthwork and Levelling Contract).
- (4) Sago Street Smith Street (Clearance of Site for Building).
- (5) Waterloo Street Middle Road (Clearance of Open Space).

Very few pre-war Improvement Schemes have as yet been notified as being finally completed. See Appendix (B).

CHAPTER 4.

BACK LANES.

A number of back lanes which were in the reconstruction stage at the fall of Singapore have been completed during 1946 and 1947. Costs for this type of work are inordinately high and in March 1947 the Board decided that no new Back Lanes should be opened up until such time as building costs resumed a more normal level.

Acquisitions in connection with approved Back Lanes which were commenced in 1941 are still proceeding.

Recovery of Back Lane charges was recommenced when the Assistant Secretary arrived in November 1946 and during 1947 the results have been very satisfactory. Owing to various amendments in the Municipal and Trust Ordinances, these recovery charges fall into three sections as follows:—

- (a) Back Lanes approved before 1927;
- (b) Back Lanes approved between 1927 and 1932;
- (c) Back Lanes approved after 1932.

Demands amounting to \$237,387.72 were made for all charges arising under (b) and (c) and at 31st December, 1947 an amount of \$111,607.68 had been recovered and agreements for recovery by instalments of \$33,039.58 had been signed.

Owing to the high incidence of leave amongst the Staff it has been necessary to postpone further work on section (a) above, but it is hoped that this postponement will be of short duration.

CHAPTER 5.

NEW HOUSING.

As a result of the schemes put forward in the latter half of 1946 and the discussion which took place on the Trust Policy regarding housing, a programme of building for 1947 was carried out which included four new housing projects amounting to a total estimated expenditure of \$1,504,000.

These projects were:—

- (1) 200 Artisans' Quarters at Whampoe Estate.
- (2) 64 Flats at Tiong Bahru.
- (3) 12 Shops and 12 Flats at Owen Road.
- (4) 12 Shops and 20 Flats at Balestier Road.

The first two were built as housing schemes proper, and the latter two were built with the object of selling them if reasonable offers were received so that funds would be available for more building. When completed the Owen Road Shophouses were offered for sale by tender but no satisfactory tender was received. It was therefore decided to let the shops by tender and the flats by priority on a points system.

By the end of 1947 projects 1, 3 and 4 had been completed and No. 2 was at the roofing stage.

Artisans' Quarters.

A new type of design for Artisans' Quarters was evolved in order to lessen costs, and this has proved very successful. The design is a prefabricated concrete post and panel system on a reinforced concrete raft floor with a timber and asbestos roof. A feature is the speed of erection and houses are completed within three months of the letting of the contract. The actual erection and completion of the prefabricated units is carried out in three weeks for a block of eight houses. A contract for 200 houses of this type was completed in under five months. Progress on these houses was so rapid that a contract for a further 236 houses was let before the end of the year.

Shops and Flats.

The shops and flats at Owen Road and Balestier are designed on a depth of 70 ft. from front to back lane. This depth has produced a more satisfactory type of plan, as airwells become unnecessary and better through ventilation is obtained together with a shop of adequate area.

New Type of Flats.

The 64 flats at Tiong Bahru are a complete departure from the pre-war type which were designed on an adapted shophouse depth of 85 ft.

The new flats are planned in four storey blocks on the open development principle with open spaces all round the buildings.

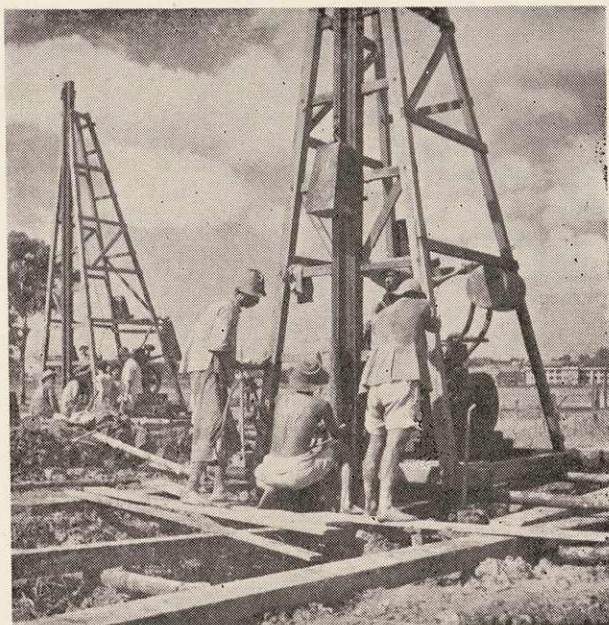
The flats themselves are not so large as the pre-war type but are better lit and ventilated and are economical to erect. Unlike the pre-war flats, which were designed to fit into a shophouse layout, the new flats are planned and sited so that they rise out of an open space and are served by footpaths off the main access road. No back lanes are necessary and orientation is not dictated by street lines.

The open spaces are not enclosed by buildings, but the buildings are surrounded by open spaces.

Architectural Drawing Office.

The Drawing Office at the beginning of the year suffered considerably from shortage of draftsmen. Efforts were made to obtain skilled draftsmen but these proved to be unsuccessful. Six youths from school were therefore recruited at the beginning of the year as apprentices after a test in geometry, mathematics and elementary drawing. All these apprentices have made good progress and are of considerable use in the office. Two of the senior draftsmen presented themselves for examination and were successful in obtaining their Grade II Diplomas issued by the Malayan Institute of Architects.

BAKAU PILING.



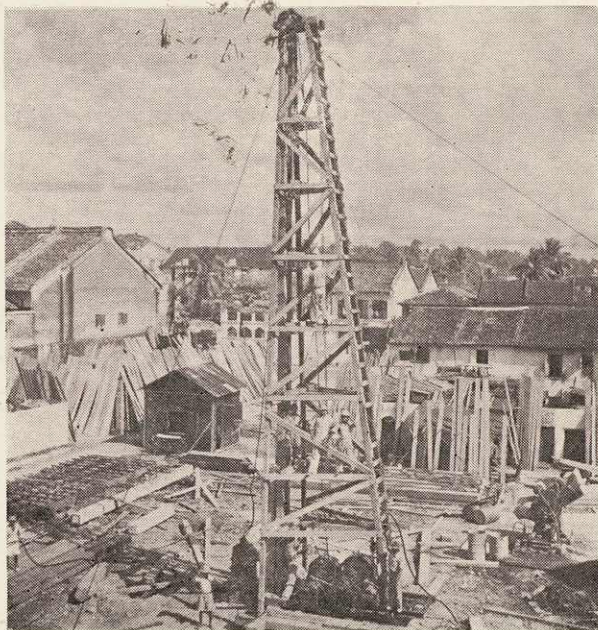
**Bakau Piling for S. I. T.
Flats at Old Race Course — New Method.**



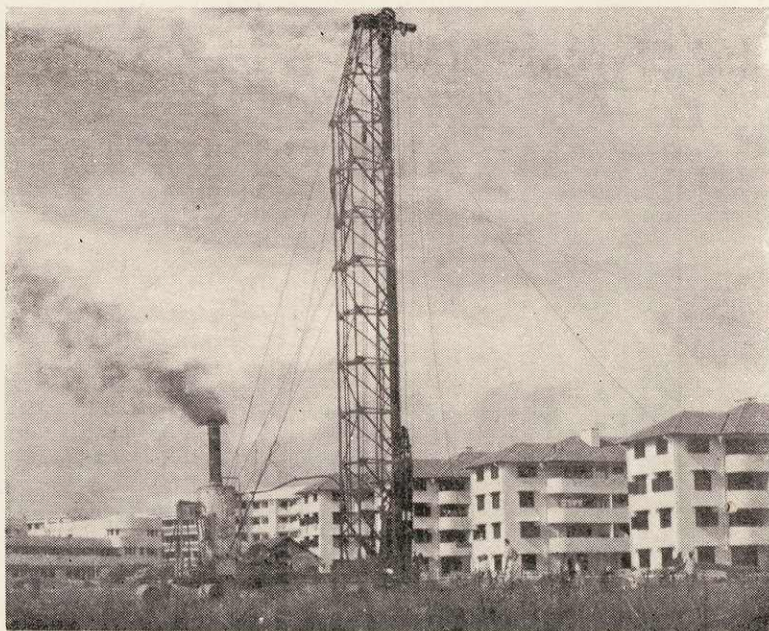
S. I. T. Photos.

**Bakau Piling for S. I. T.
Tenements at Albert Street — Old Method.**

CONCRETE PILING.



Precast Piling at Cheng Yan Place
S. I. T. Tenements.



Vibro Piling at Tiong Bahru.

S. I. T. Photos.

Working drawings were prepared during the latter part of the year for the new tenements at Smith Street, Sago Street, Cheng Yan Place and Albert Street. These show a new type of plan giving two-room tenancies instead of one-room tenancies offered to the public before the War.

In addition to this the drawing office has been engaged on sketch plans for a number of projects for the 1948 programme. Some of these include new types of designs for shops, flats and artisans' houses. Sketch plans were produced for the Princess Elizabeth Housing Scheme and working drawings were in course of preparation at the end of the year.

See Appendices "D" and "E".

CHAPTER 6.

REHABILITATION AND MAINTENANCE OF TRUST PROPERTIES.

Rehabilitation work proceeded steadily throughout the year. The entire Balestier Estate and the Trust buildings at Banda Street, Albert Street, Trengganu Street and New Bridge Road have been renovated. The tenement building at New Bridge Road, which was altered and occupied by the Japanese Kempeitai, was a typical alteration contract. Alterations were made to this building and additional accommodation was added.

The rehabilitation of Tiong Bahru Estate which was a major task involving five main contracts proceeded steadily. The work of repair and redecoration is now nearing completion and the Estate will soon present something like its pre-war appearance.

Most of the flat roofs were badly damaged by bombing during the war and by vegetable cultivation and other unauthorised uses during the occupation. Separate contracts were let for carrying out repair work which has now been completed.

During the year approximately \$263,250 has been spent on Rehabilitation Contracts and \$57,500 on normal maintenance. Normal maintenance costs have increased considerably due to the steep rise in wages of artisans and labourers.

Maintenance.

The Trust sets a high standard of maintenance in all its properties, not only in the matter of running repairs but also in day to day cleaning and estate upkeep.

On the return of Civil Government the estates were in a deplorable condition. Not only were the buildings themselves suffering from neglect and lack of maintenance for 4 years, but the open spaces and surrounds of buildings were covered with vegetation and heaps of rubbish lay everywhere. A cleansing and restoration drive was started in 1946 and continued throughout 1947.

Considerable difficulties were encountered in obtaining suitable and sufficient labour and equipment to carry out this drive and results have been slow in appearing. It has been an uphill job particularly in view of the labour difficulties and the unwillingness of labour to do a fair day's work, but by the end of 1947 most of the Trust property had been restored and the estates now present an appearance of which the Trust need not be ashamed.

CHAPTER 7.

PLANS AND DEVELOPMENT SCHEMES.

Several large plans and schemes have been prepared throughout the year in addition to the smaller layouts which have been prepared for the guidance of the Commissioner of Lands in connection with the alienation and leasing of Crown Land. Amongst the more important of these large scale plans considered by the Trustees during the year are the following:—

1. A plan for the area between the Malayan Railway Line and Tanglin Road acquired by the Improvement Trust for future housing development.

2. A revised layout was prepared early in the year for the Tiong Bahru Estate showing further development of the Estate with four storey flats. The building of four of these blocks was commenced later in the year.

3. Plans were prepared for a Housing Scheme on the block bounded by Queen Street, Prinsep Street, Albert Street and Middle Road showing shop and flat development. This was considered and approved by the Trustees and was later approved in principle by Government.

4. Sketch plans were prepared for the layout of the Trust land at Balestier showing the development of the remainder of the Estate with single-storey artisans' houses, together with shops, etc.

5. A plan for the re-development of the sea front stretching from the Civil Airport to the Docks was prepared during the year. This plan has been prepared in three parts known as the following:—

- (1) Beach Road Reclamation Scheme;
- (2) Empress Place Re-development Scheme;
- (3) Telok Ayer Reclamation Scheme.

These three Schemes have been considered by the Reclamation Committee and a final set of plans were completed at the end of the year and forwarded to the Commissioner of Lands for submission to Government, together with a full report on the Schemes.

6. The Havelock Road area has been considered in detail and layout plans are still in the process of revision and consideration.

In addition to these major layouts, plans have been prepared for the improvement of various road junctions throughout the City. These have been considered both by the Trustees and the Traffic Advisory Committee. The most important of these are:—

- (1) Junction at Empress Place;
- (2) Junction at Scotts Road and Orchard Road;
- (3) Junction at Dhoby Ghaut;
- (4) Junction on Bukit Timah Road, Dunearn Road;
- (5) Junction at Alexandra and Ayer Rajah Roads.

Development Schemes.

- (A) Scheme for the area bounded by Delta Road, Havelock Road, Kim Seng Road and Canal.
(S.I.T. 125/47).

A Development Scheme was prepared and considered by a Committee of the Trust.

A report was submitted by this Committee to the Trustees describing the proposals embodied in the Scheme.

It was decided to proceed with the Scheme in sections.

The main features of the Scheme are:—

- (a) The provision of an 80 ft. trunk road.
- (b) A godown area adjacent to the Canal with water and road access.
- (c) A shopping centre along Havelock Road.
- (d) The clearance and replanning of the insanitary area at Covent Garden.
- (e) Resiting of the Shipbuilding Industries.
- (f) Straightening of the canal and erection of a new Bridge.

Item (f) was planned before the occupation and designs for the new bridge were prepared by M.Cs. The widening of Kim Seng Road and rebuilding of the bridge now await the provision of the necessary funds.

- (B) Widening of Havelock Road between junction of Kim Seng Road and Outram Road to junction of Upper Hokien Street and New Bridge Road.
(S.I.T. 1026/47).

The purpose of this Scheme is

- (1) to continue the trunk road described in the previous scheme into the heart of the City;
- (2) to clear the insanitary area at Covent Garden; and
- (3) to develop the adjacent areas for Godowns, Housing and Business.

(C) Development of Tanjong Rhu.
(S.I.T. 66/47).

A plan has been put up showing Tanjong Rhu to the west of the Crown Reserve to be developed as an industrial area and to the east of the Crown Reserve as purely residential. The road is to be widened and improved.

(D) Area bounded by Duxton Road, Craig Road,
Neil Road and Duxton Hill.
(S.I.T. 721/47).

A comprehensive scheme of back lanes has been planned for this area which is completely built up, and very overcrowded.

The scheme presents peculiar difficulties owing to the varying levels and will require further investigation before it can be finalised.

CHAPTER 8.

DRAWING OFFICE AND ENGINEERING SECTION.

The year 1947 has seen fairly rapid strides towards pre-war efficiency. At the beginning of the year it was necessary to make the most of what little there was available in the way of drawing instruments and materials. The only shortages now are brushes and scales and these should be available shortly.

In the early part of the year most of the plans passing through this office for buildings throughout the Island were for buildings of a temporary nature. At present fewer plans are being handled but a much higher percentage are for permanent buildings.

Very little work of an engineering nature was carried out during the year. The principal items were:—

- (a) Siting the route of the Ring Road from Holland Road to Alexandra Road;
- (b) The proposed new road from Alexandra Road towards the docks via Henderson Road; and
- (c) Earthwork at Kampong Bahru Road in connection with the Kampong Silat Improvement Scheme.

During 1947 the following plans and minute papers were dealt with.

Building Plans in Municipal Area	..	829
" " in Rural Board Area	..	690
Plans printed for sale	.. ..	2077
Enquiries from Legal Firms	.. ..	1511
Minute papers	.. ..	1407

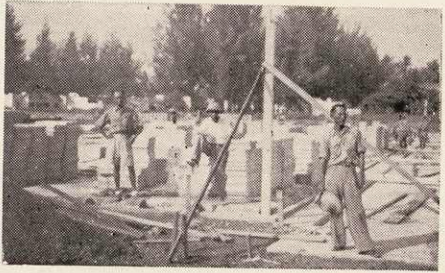
PREFAB. HOUSES.

WHAMPOE ESTATE.

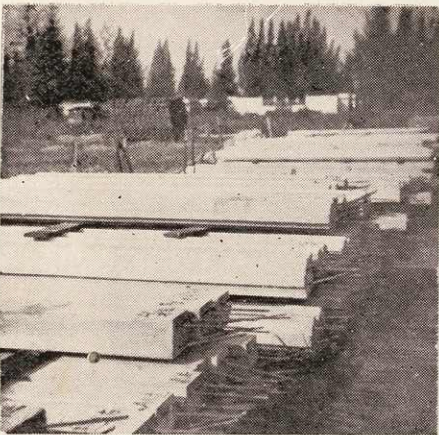
PRECAST CONCRETE UNITS.



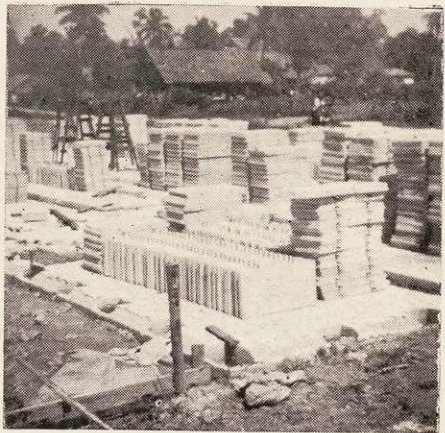
Handling Columns.



Erecting Columns on Raft.



Prefab. Columns.



Prefab. Slabs.

S. I. T. Photos.

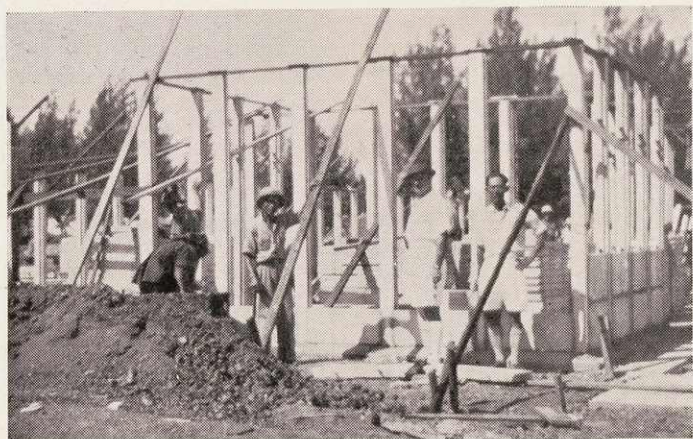
KIM KEAT ROAD PREFAB. HOUSES 1947.
PHOTOS SHOWING PROGRESS OF WORK.



Clearing and Excavating Site.



Placing Foundation Beams.



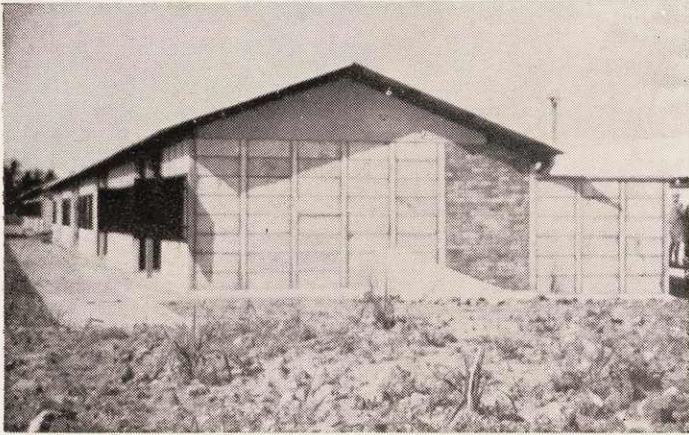
Erecting Columns.

S. I. T. Photos.

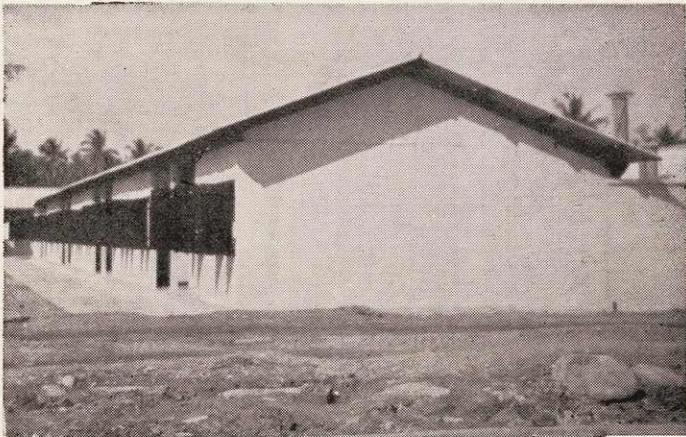
PREFABS. KIM KEAT ROAD.



Erecting Trusses.



Roofing Completed.



After Painting.

S. I. T. Photos.

PREFAB. HOUSES 1947



Completed Block.



Tenants Moving In.

S. I. T. Photos.

Staff.

At the beginning of 1947 the staff of the Drawing Office comprised 5 on Architectural, and 8 on planning work and records. At the end of the year the figures were 11 and 11. Seven new appointments were made and draughtsmen on loan to other departments were recalled.

Two members were transferred to the Lands Section. In the early part of 1947 it was difficult to keep the Drawing Office Staff fully occupied due to shortage of instruments and materials. This shortage has now been overcome and the staff is fully employed.

The amendment to the salary scale and the increase in the Cost of Living Allowance has had a marked effect on the morale of the Drawing Office staff. Discipline is much improved, and attention to duty generally leaves little to be desired.

Plan Records.

The plan records of the department came through the occupation period fairly well. The following shortages have been recorded:—

Tracings of 4 chain sheets	..	..	..	13
Working sheets 4 chain	..	..	..	16
G.I.P. 4 chain sheets	..	..	..	62
Tracings of 1 chain sheets	..	..	..	4
G.I.P. sheets 1 chain	..	..	..	48

Much useful work has been done on the replacement of these records and the renewal of badly worn sheets and tracings, but it will take many years to complete the work and bring the records up to date.

Training of Draughtsmen.

A scheme is now being formulated for the training of Town Planning and Survey Draughtsmen. All are now recruited as Survey Apprentices and spend the first few months learning to use draughting instruments in the Planning Office. They are then sent to the Survey Office for a proper training in draughting, computing and surveying according to Survey Office standards.

After a period of training in each of these branches the apprentice is selected for specialised training in whatever branch he is likely to be most suited.

At the end of his apprenticeship, having passed his examination he becomes either a Surveyor or a Draughtsman-Computer, and is posted for duty either in the Survey Office or in the Planning Office.

Promotion to the higher scales will be by merit and will be open to officers in both branches provided they have the requisite basic training.

CHAPTER 9.

LANDS SECTION.

The work of the Lands Section falls broadly into two main categories:—

- (a) the supervision of proposals submitted under sections 58 & 59 of the Singapore Improvement Ordinance, and
- (b) the administration of undeveloped Trust Lands.

The above work is carried out by the Lands Officer, assisted by two Lands Inspectors, whose duty it is to report regularly on any unauthorised use of Trust Lands, and to take immediate steps to restrain anyone from misusing such lands, not only within the thirty odd square miles of the Municipal Area, but also lands acquired by the Trust within the Rural Board Area. The clerical work is carried out by one Clerk, who is also responsible for the clerical work for Planning Survey and Research.

The Lands Section of the Trust is still suffering from teething troubles, and it is therefore difficult to give in detail the progress made over the past year. The following report will therefore of necessity be in the nature of a general summary of policy and action taken.

Proposals submitted under sections 58 & 59 of the
Singapore Improvement Ordinance.

During the year 143 proposals were submitted under Sections 58 and 59. Of these, 103 were approved and 2 disapproved by the Board of Trustees, 17 were deemed disapproved under Section 59 (5), 1 was deemed approved under Section 59 (8) (a), 9 were withdrawn by the applicants and 11 were still being considered on 31st December, 1947.

It is of interest to note that an increasing number of applicants are consulting the Trust before submitting their proposals, thus ensuring a welcome measure of liaison between the Trust and the public.

Considerable difficulties have been experienced in the operation of Section 59 which is designed to control the "lay-out" and disposal of land. The law as it exists is not satisfactory as it gives the Trust no control over land development once it has been subdivided, and much time is wasted in the consideration of proposals which are amended and reamended from time to time at the discretion of the landowner without any corresponding obligations. It is hoped that new legislation will soon be introduced to give the Trust control over Land Development.

The Administration of Trust Land prior
to its development.

The land referred to under this heading does not include such land as is held for the Trust by the Crown, and being administered at present by the Land Office.

Pre-war, it had been the policy of the Trust to grant monthly tenancies in respect of certain land which was not scheduled for immediate development, for the purpose of:—

- (1) Maintaining temporary dwelling houses.
- (2) Agricultural purposes.

The tenancies were then very few and there was no squatter problem such as exists to-day.

During the Japanese occupation, much of the land acquired and not yet used was let out by the Japanese, in an endeavour to swell their revenue, while other areas were occupied by squatters, against whom apparently no action was taken.

After the Liberation, further areas were let out for such purposes as storing scrap material, and the majority of the tenancies granted by the Japanese were recognised and continued. During this period, still more land was occupied by trespassers, so that with the return of Civil Administration the Trust was faced with the formidable problem of regaining possession of its land and restoring it to order and cleanliness. The Trust has since then acquired further land which is occupied by squatters who were tenants of the former owner.

The following paragraphs record the action taken in respect of each main category of occupants of Trust land.

Tenants.

At the beginning of 1947, records show that there were 651 occupants of Trust land who had been accepted as tenants. During the year, tenancies were terminated in 310 cases, and 114 new tenancies were granted, so that at the end of 1947, there were 455 tenants. Of these, 304 were 'domestic' tenants — i.e. their tenancies included the maintenance of an existing hut for domestic purposes — and 151 had been granted tenancies for vegetable cultivation, storing of second hand materials, maintenance of small workshops erected during the Japanese Occupation, and similar 'non-domestic' purposes.

Of the 304 'domestic' tenants, 14 were under legal action and of the 151 'non-domestic' tenants, 19 were under legal action so that at the end of 1947, there were a total of 422 tenants against whom no action had been taken for eviction.

It is of interest to note that during December the sum of \$1,149/- was payable to the Trust in respect of 'domestic' tenancies, and \$3,034.50 in respect of 'non-domestic' tenancies, a total of \$4,183.50. A further sum is payable by squatters on land acquired from the Kim Seng Land Company. These squatters have not yet been registered as Trust tenants, and have not been included in the above figures.

It is the policy of the Trust to offer alternative accommodation to *bona fide* 'domestic' tenants when the Trust wishes to use for building purposes the land they are occupying.

In accordance with this policy, 101 squatter tenants have been rehoused at Kim Keat Road since September 1947.

A sideline to the regular monthly tenancies is the letting of land for short periods for the purpose of holding wayangs (Chinese travelling theatres). The policy is to grant permission in approved cases, the rent being \$10/- per day for each day on which the wayang is to be held, including one day before and one day after, during which days the stage will be erected and demolished. To this rent is added a deposit of \$100/- per day, refundable on the satisfactory cleaning of the land. From this deposit is deducted a forfeit of \$20/- per day for each day after the authorised period of the wayang, until the land is completely cleared and cleaned. This policy has had admirable results.

Trespassers.

While action is being taken to ensure that no further trespassers occupy Trust land, those trespassers who were in occupation prior to the reintroduction of Civil Administration are being evicted as pressure of work permits. At the beginning of 1947, records shew that there were 232 trespassers, and during the year, 92 have either been evicted or have vacated the land. Of the remaining 140, 14 are under Court Order, 2 are under Mandatory Order, and a further 18 are due to be evicted during January 1948.

The remaining 106 include 100 on Pulau Minyak, an island in the middle of the Kallang Swamps which is inaccessible and has little commercial value.

Unoccupied Trust Land.

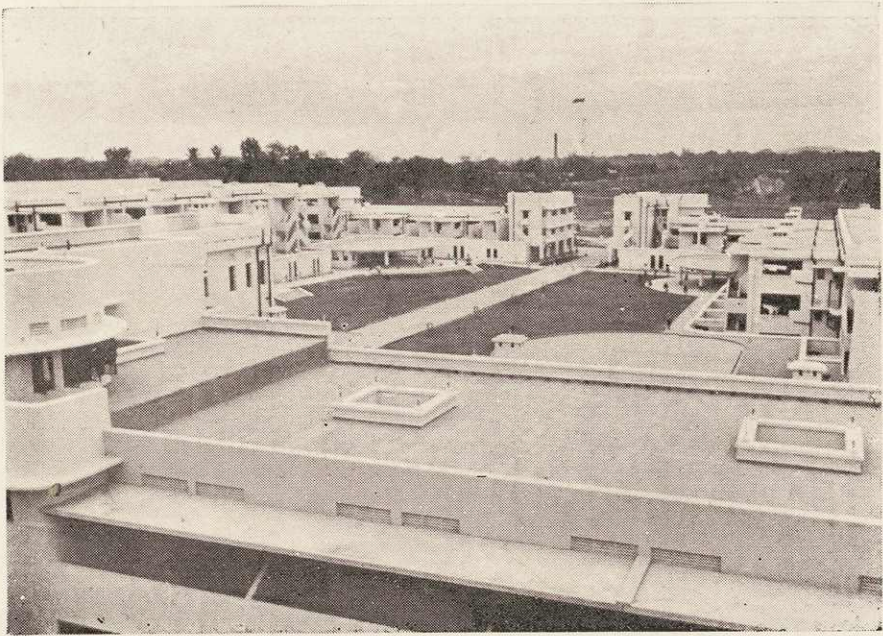
Following the Japanese Occupation, quantities of scrap material were left on Trust land, in common with other land throughout the island. Despite repeated attempts to give away such scrap metal, on condition that the land is completely cleared, the Trust has so far been unsuccessful.

It is now proposed to call for tenders for the removal of this scrap metal.

TIONG BAHRU FLATS.



Tiong Poh Road.



Roof Top View of Flats.

S. I. T. Photos.

TIONG BAHRU FLATS.



1940 Block.



Tiong Bahru Flats 1947.

S. I. T. Photos.

Land requisitioned by the Services.

The forming of the Lands Section in 1946 had enabled the Trust to ensure satisfactory supervision of all Trust Lands. By July 1947 all land under requisition by the Military Authorities had been recorded and Requisition notices obtained for all land which had been occupied by the Services, but not requisitioned.

A total of approximately 197 acres was occupied by the Military Authorities and during 1947 approximately 152 acres was derequisitioned leaving approximately 45 acres still under requisition.

A total sum of \$116,184.09 was received up to 31st December in respect of rent for land and buildings under requisition. Arrangements have been made for rents of land still under requisition to be paid monthly.

Leases for Private Development.

During 1947 two areas of Trust land were set aside for leasing to private developers.

Firstly, an extensive area at Alexandra Road which had been filled and levelled was set aside for industrial development, and agreements have been entered into with a number of firms to lease the land for 99 years; the leases to be issued on the completion of permanent factory buildings.

Secondly, an area of approximately 7 acres at Serangoon Road has been laid out in lots for 33 shophouses and 25 bungalows to be leased on completion of a similar building agreement. Two years are given in which to complete a permanent shophouse or bungalow. Sites have been allotted by ballot and plans are now being submitted for the erection of the buildings.

CHAPTER 10.

SURVEY OFFICE.

Staff.

At the commencement of the year the Staff consisted of:—

- 1 Surveyor.
- 3 Subordinate surveyors and 1 apprentice surveyor.
- 7 Draughtsmen (1 of whom was on long leave in India).
- 4 Computers.
- 1 Peon.

At 31st December, 1947 the Staff consists of:—

- 1 Surveyor.
- 4 Subordinate surveyors (1 of whom is on temporary Staff).
- 3 Apprentice surveyors (2 of whom are capable of executing surveys).
- 10 Draughtsmen (of whom 4 are on leave).
- 6 Computers (of whom 2 are on leave).
- 1 Peon (on leave).

During the year 2 draughtsmen and 1 computer took and completed long leave in India.

Total number of Sick Leave days for Staff for year was 144.

Survey Labourers.

At 1st January, 1947 we had 15 labourers, all of whom were working for S.I.T. pre-war. Two of these men have since retired and 18 new labourers, about 50% of whom have had previous survey experience have been engaged. Thus we now have 31 labourers, of whom 4 are mandores, 12 are Instrument Carriers or Chainmen and 15 are labourers. During the year the Trust bought for survey labourers with at least 10 years' service, nine bicycles on a scheme for repayment.

Equipment.

Lack of suitable field equipment has been the main hindrance in carrying out the work of this department.

To commence the year only two micrometer theodolites were available both of which were badly in need of complete overhaul, one new vernier theodolite, one new 'Quickset' level, one 5 chain steel tape and two reader bands. During the year one new reversible level came to hand. At present the department is using 2 micrometer theodolites and 2 — 5 chain steel tapes borrowed from Government Survey Dept. but these are likely to be called in by them at any moment.

For engineering survey work the staff has made use of Japanese theodolites which were on hand but these are not suitable for Title Surveys.

Office equipment is still very much below requirements. Practically the only office equipment to come to hand during the year was set squares, compasses and desk knives. Main items of draughting equipment not yet to hand are parallel rules and scales.

At present the department has one old calculating machine borrowed from the Government, whereas pre-war we had four machines.

Staff Training.

As there has been only one senior surveyor on the Staff during the year it has not been possible to do much in the way of staff training.

Supervision of work in the field usually takes till about 11 a.m. each day and by the time the office work is kept up to date not much time is available for individual tuition of apprentices and junior computers and draughtsmen.

However, as soon as another senior surveyor is available more time will be devoted to the important task of training younger members of the Staff.

Singapore Improvement Trust.

Survey Office.

Schedule of work completed at 31.12.47.

	1946	1947	Total
Requisition Surveys	1	5	6
Building Plan Surveys	20	33	53
Declaration Plans	3	3	6
Deed Plans (sets of)	4	23	27
General Surveys	8	19	27
Large Topographical	1	4	5
Small Topographical	3	11	14
General Minute Papers	56	179	235
Tracings, no survey	4	28	32
Engineering Surveys	0	19	19
Areas computed, no survey	0	16	16
Schedules of area supplied	0	6	6

In addition to the above, 17 Surveys of various kinds were in hand at 31.12.47.

CHAPTER 11.

ESTATES SECTION.

This section is still in the embryo stage.

Part of the Secretarial Staff under the supervision of the Assistant Secretary has during the past year dealt with all matters of arranging tenancies, supervising tenants and taking necessary action for eviction of undesirable tenants.

It has, however, become more and more apparent that both the staff and present office accommodation are inadequate to deal with the enormous volume of work which has arisen.

In December the Board decided to form the nucleus of an Estates Section consisting of:—

- 1 Estates Officer;
- 2 Maintenance Officers;
- 2 Estates Inspectors;
- 3 Clerks.

Supervision of existing tenancies.

Much of the additional work has been occasioned by illegal transfers of tenancies which commenced during the Japanese occupation and which continued during the B.M.A. period.

In order that this practice should be discouraged, and eventually prevented, it was necessary to introduce more stringent conditions of tenancy, and a more comprehensive and continuous system of checking the occupants of all Trust premises. To that end a Tenancy Agreement was drafted and approved, and all new tenancies are now conditional upon the supply of a photograph of the tenant and a record of his fingerprint.

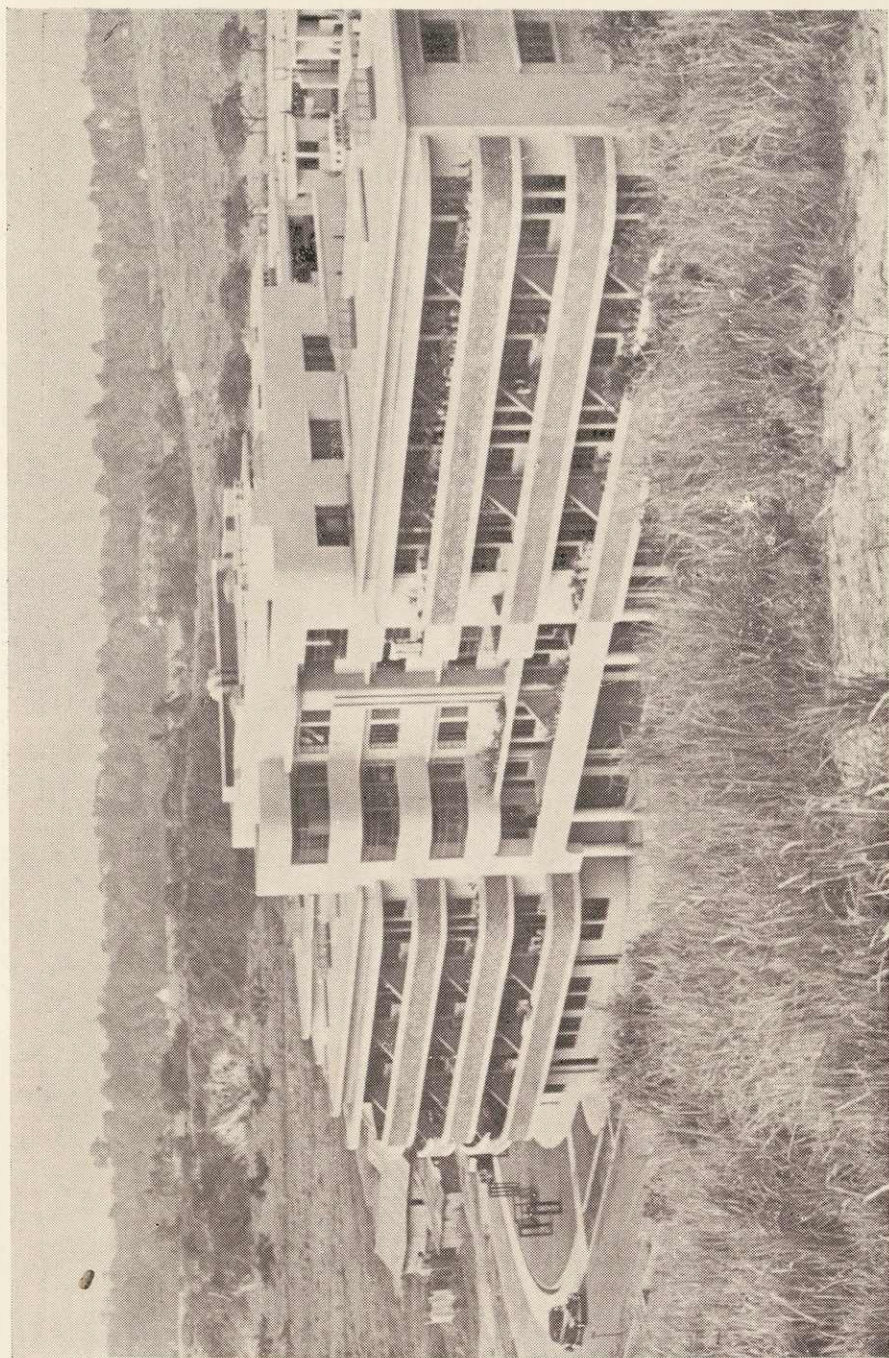
The checking of all existing tenancies was a more difficult matter, entailing visits, often several to one house, by Trust Inspectors and the compiling and checking of statements made by the occupants. Unfortunately only two members of the staff were available for this work at the beginning of 1947 and for the last three months of the year the work has been carried on by one Inspector only.

As many of these transfers took place during the Japanese occupation, it was decided that provided the occupants were found to be suitable, the tenancies would be transferred into their names. Illegal transfers occurring after September 1945 were dealt with individually and if necessary action was taken to evict the unauthorised occupant.

The results obtained shew that the practice of illegal transfer of tenancies by the tenant is still continuing and the situation requires constant supervision.

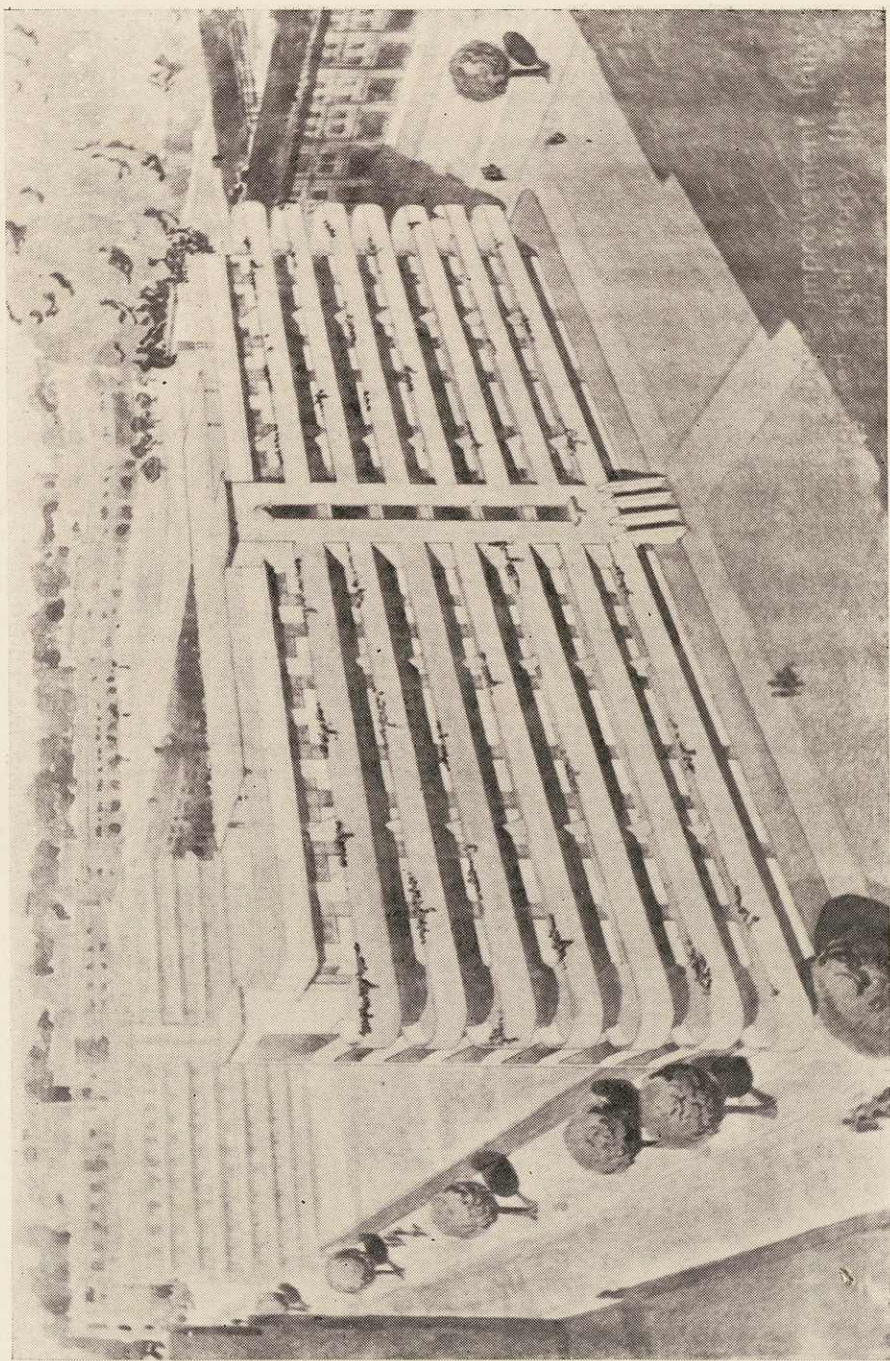
The position at 31st December, 1947 was as follows:—

Estate	Tenancies Checked	In Order	Doubtful	Transfers	Pending Eviction or Evicted	Sub-tenants Removed etc.	Still under enquiry
Tiong Bahru	276	189	87	19	18	36	14
Lavender St.	118	111	7	4	2	1	—
Henderson Road ..	110	96	14	8	—	6	—
Madras St. ..	9	7	2	—	—	2	—
Old Race Course ..	17	15	2	1	—	1	—
Balestier Rd.	447	348	99	25	9	54	11
Totals ..	977	766	211	57	29	100	25



Tiong Bahru Flats 1940.

S. I. T. Photo.



Flats of the future.

S. I. T. Drawing.

From the above summary it will be seen that of the total tenancies inspected approximately 20% were found to have some irregularity existing.

Much work still remains to be done in this connection.

The Application Register.

Applications for accommodation have been received at an average rate of 25 per day throughout the year, and during the last three months of the year reached 50 — 60 per day.

It became necessary to institute a system of recording applications, and special application forms were prepared. Each applicant must complete one of these forms, which is then registered and the applicant given a registered number.

A master card index and separate filing system for individual applications is now in force.

At the end of 1947 the total number of Registered Applicants was:—

Flats and Houses	..	..	1861
Artisans Quarters	..	..	658
			<hr/>
Total	..	..	2519
			<hr/>

The number of applications reached such proportions that in December the Board decided to close the application register until further notice.

The Points System.

Some attempt had been made during 1946 to ensure that deserving cases were allocated any Trust accommodation which became available. The need for a detailed method of awarding priority did not, however, arise until 1947, because no new buildings were completed until September of that year.

At the beginning of 1947 there existed two distinct categories of the public requiring accommodation:—

- (a) Occupants of temporary huts on Trust land, where such land was required for development.
- (b) Ordinary applicants who had been registered.

It was decided that *bona fide* tenants under (a) should be rehoused at the earliest opportunity, and that the applicants under (b) would be offered accommodation in accordance with a Points System.

New Lettings.

During 1947 the following new buildings were completed.

Owen Road	.. ..	12 Shops and 12 Flats.
Whampoe Estate	.. ..	200 Artisans Quarters.

These properties were allocated as follows:—

200 Artisan Quarters (Whampoe Estate)—

Tenants from Trust land at—

Kim Keat (Temple Site)	..	38
Balestier	.. ..	36
Chay Yan Street	.. ..	18
Bendemee Road	.. ..	8
Serangoon Road	.. ..	4
Henderson Road	.. ..	1
Registered Applicants	.. ..	95
		200

12 Flats (Owen Road)—Registered Applicants.

12 Shops (do.)—By Tender.

CHAPTER 12.

TOWN PLANNING SURVEY AND RESEARCH.

(a) In keeping with the progressive policy of Planning Authorities throughout the world, the Trust has now commenced the collection in one place of all matters relevant to Town Planning.

(b) Broadly speaking, the matters referred to can be grouped under the headings of Administration, Land Utilisation, Housing, Education, Commerce and Industry, Retail Trade, Public Health, Social Welfare, Population, Recreation and Transport.

Survey and Research.

Before a plan can be prepared it is essential to have accurate information. Town Planning does not consist merely of laying out roads and back lanes and lots for building purposes. It is more than a physical plan which can be determined by a physical survey.

It is essentially a design for living for the community and requires the co-ordination and co-operation of all elements which go to make up the life of a community.

It is said that Singapore suffers from overplanning, but this is only a half truth. There may be too many paper plans and perhaps insufficient study has been given to their preparation. Much of our planning in the past has been well meaning but ill considered, and it has led to grave mistakes. If these paper plans are studied it will be found that many of them have outlived the conditions and circumstances which gave rise to their existence.

A plan for a growing organism like a city cannot be a static cast iron affair. It must take account of the growth and trends of the population, the ever changing requirements of industry and commerce, and the advance of education.

A plan cannot be made, therefore, without information, and that information must be collected and co-ordinated. The 1947 Town and Country Planning Act in England makes it compulsory for all local authorities to carry out a comprehensive survey and put up an outline plan for development within three years. This plan is revised every five years. This is what is wanted for Singapore.

The first step in a plan is to collect the basic data and much of it is already available in different Government and Municipal departments such as Health Dept., Dept. of Statistics, Secretary for Economic Affairs, etc. This data must be collected and co-ordinated, and that is where the Planning Authority comes in. Machinery must be set up to carry out a comprehensive diagnostic survey of all matters relating to the growth of this city.

The recent survey carried out by the Social Welfare Dept. will be useful, but it covers only a cross section of the population on one of the twelve subjects mentioned above.

It is obvious if such a survey is to be carried out a trained staff, both senior and subordinate, will have to be engaged, and facilities given for them to compile the information required.

In spite of the present lack of staff, the first steps have been taken by the Trust on a survey of Land Utilisation. This is being carried out with the co-operation of the Survey Dept.

Close liaison is being maintained with the Dept. of Social Welfare and with the Dept. of Education.

When the detailed results of the population census are available much useful information will be obtained, but it is felt that more use of the Census Organisation could have been made for the purposes of a comprehensive Housing and Social Welfare survey.

When the Basic Data is collected and compiled it will then be possible for all departments to co-operate, in a spirit of mutual understanding, in essential Research on the various aspects of planning, and in the production of a Master Plan, within which the people of Singapore will be able to live their lives according to their peculiar needs, and without detriment to the community at large.

APPENDIX A.

GENERAL IMPROVEMENT PLAN.

Section 52 of Singapore Improvement Ordinance.

Plan No.	Locality	Nature of Scheme	G. in C. Date of Approval	S.I.T. Ref.
1/27	Lorongs 8 & 14, Geylang ..	Layout	25/4/28	155/26
2/27	Waterloo St., Middle Rd., Bencoolen St. & Bras Basah Rd.	"	23/7/28	627/27
3/27	Lavender Street	"	20/4/28	846/26
4/27	Rangoon Road	"	17/8/28	948/27
5/27	Geylang Rd. near Geylang River & Police Station	"	14/5/28	947/27
6/27	Jalan Besar, Syed Alwi Rd., Sungei Rd. & Lavender St. ..	"	23/7/28	907/27
1/28	Tiverton Lane, Killiney Rd. & Devonshire Road	"	Not approved	1074/27
2/28	Kampong Java Area	"	24/1/29	1023/27
3/28	Duxton Hill	"	abandoned	288/28
4/28	Lavender St. & Jalan Besar ..	"	23/6/28	71/28
5/28	Sungei Rd. & Campbell Lane ..	"	2/8/28	137/28
6/28	Paya Lebar, Sims Avenue & Lorong 39, Geylang Road ..	"	23/10/28	934/27
7/28	Lorongs 33 & 31 Geylang ..	"	2/8/28	268/28
8/28	Lorongs 22 & 26 Geylang ..	"	26/11/28	295/28
9/28	Grove Rd. & East Coast Rd. ..	Road widening	15/1/29	128/28
10/28	Stamford Road	"	19/11/28	465/28
11/28	Grove Rd. & Joo Chiat Rd. ..	New Road	8/3/29	512/28
12/28	Prinsep Street Area	Layout	abandoned	958/27
13/28	See Plan 15/32	—	—	—
1/29	Grove Rd. & Serangoon Rd. ..	New Road	5/6/29	994/27
2/29	Beach Road	Road widening	Not submitted to Govt.	24/29
3/29	Balestier Road	"	14/4/30	38/27
4/29	Lorongs 14 - 22	Layout	Not submitted to Govt.	390/29
1/30	McPherson Road	"	"	387/29
3/30	See Plan 7/31	"	"	"
1/31	Amended by Plan 12/32 ..	"	"	"
2/31	Amended by Plan 27/31 ..	"	"	"
3/31	Holland Road from Pierce Rd. to M.C. Limit	Road widening	19/2/32	425/30
4/31	Tiong Bahru (Trust Land) ..	Layout	17/7/31	893/30

APPENDIX A. — (Contd.)

GENERAL IMPROVEMENT PLAN.

Section 52 of Singapore Improvement Ordinance.

Plan No.	Locality	Nature of Scheme	G. in C. Date of Approval	S.I.T. Ref.
5/31	Clemenceau Avenue: Extension of:	New Road	18/12/31	708/29
6/31	Bukit Timah to Thomson Road	Ring Road	29/2/32	890/30
7/31	Lorong 210, East Coast Road ..	Road widening	13/11/31	196/31
8/31	Amended by Plan 8/1932 ..			
9/31	Moulmein Road	„	8/1/32	7/31
10/31	Kampong Bahru Road near Nelson Road	Road deviation	28/9/31	1366/28
11/31	Clemenceau Avenue from Cavenagh Rd. to Bukit Timah Rd.	Road widening	24/12/31	278/31
12/31	Newton Circus Amended by Plan	3/33	26/5/32	704/30
13/31	Bedok Village	Layout	10/3/32	15/31
14/31	Amended by Plan 6/1932 ..			
15/31	Amended by Plan 24/1931 ..			
16/31	Jalan Besar & corner of Jutland Road and Lavender Street ..	Road widening	21/11/32	430/31
17/31	Amended by Plan 14/1932 ..			
18/31	Upper Serangoon Road ..	Road widening	6/6/32	889/30
19/31	Bukit Timah Road from Cluny Road to Holland Road ..	„	9/9/32	298/31
20/31	Irwell Bank Road	„	5/3/32	3/31
21/31	Grove Road from Port Road to Tanjong Katong Road ..	„	20/6/32	259/31
22/31	Not approved — S.I.T. 1060/30			
23/31	Telok Blangah Road	„	5/7/32	384/31
24/31*	Havelock Rd., Chin Swee Rd., Hare St., Pearls Hill Rd. * Abandoned by Plan 1/47 ..	Layout	20/5/32	958/31
25/31	Jalan Besar, Lavender Street and Foch Road	„	9/9/32	955/31
26/31	Siglap Area	„	not submitted	965/31
27/31	Amended by Plan 15/1932 ..			
28/31	Amended by Plan 4/1932 ..			
29/31	Grove Rd. from Tanjong Katong Rd. & Lorong 201, East Coast Rd.	Road widening	22/7/32	926/31

APPENDIX A. — (Contd.)

GENERAL IMPROVEMENT PLAN.

Section 52 of Singapore Improvement Ordinance.

Plan No.	Locality	Nature of Scheme	G. in C. Date of Approval	S.I.T. Ref.
30/31	Grove Road, Geylang Road & Lorong 4 & 6	Layout	25/8/32	1024/31
1/32	Amended by Plan 13/1932 ..			
2/32	Amended by Plan 2/1934 ..			
3/32	Thomson Road to Upper Serangoon Road	Ring Road	9/10/32	863/30
4/32	Balestier Road (Trust Land) ..	Layout	2/6/32	1010/30
5/32	Amended by Plan 1/1933 ..			
6/32	Albert Street, Short Street & Selegie Road	„	3/11/32	148/32
7/32	Upper Serangoon Road from Tampenis Road to sea ..	Road widening	18/10/32	53/32
8/32	Clemenceau Avenue from River Valley Road to Havelock Road	Layout	10/11/32	241/32
9/32	Abandoned— See Plan 3/1931			
10/32	Geylang Road and Changi Road from Paya Lebar Road to Jalan Kembangan	Road widening	7/6/33	633/31
11/32	West Coast Road and Reformatory Road	„	7/3/33	170/32
12/32	Buona Vista Village	Layout	26/5/33	492/30
13/32	Paya Lebar Road from Geylang Road to Upper Serangoon Rd.	Road widening	30/6/33	1008/31
14/32	Bukit Panjang Village ..	Layout	7/6/33	1059/31
15/32	Paya Lebar Village	„	4/2/34	236/28
1/33	Middle Rd., Albert St., Waterloo St. & Queen St.	„	21/7/33	1090/31
2/33	Upper Serangoon Road to Paya Lebar Road	Ring Road	14/11/33	171/33
3/33	Newton Circus		4/12/33	704/30
1/34	Lorong 26, Geylang	Deletion of Road	28/8/34	703/28
2/34	Wayang Satu to Thomson Rd.	New Road	5/7/35	653/34
3/34	Ramah St., Club St., South Bridge Rd. & Cross St. ..	Layout	2/12/35	362/25
4/34	Telok Blangah Rd. near junction of Keppel Rd. & Kampong Bahru Road	Road widening	13/4/35	954/34

APPENDIX A. — (Contd.)

GENERAL IMPROVEMENT PLAN.

Section 52 of Singapore Improvement Ordinance.

Plan No.	Locality	Nature of Scheme	G. in C. Date of Approval	S.I.T. Ref.
1/35	Paterson Road	Road deviation	5/12/35	331/34
2/35	Paya Lebar Rd. near its junction with Upper Serangoon Rd. ..	Road widening	30/8/35	478/35
3/35	Tanglin Rd. from Chatsworth Rd. to Alexandra Rd. ..	„	2/7/36	319/35
1/36	Tanglin Rd. from Jervois Rd. to Alexandra Rd.	„	22/9/36	475/36
2/36	Tank Road	Layout — abandoned		1006/36
1/37	Outram Rd. from Havelock Rd. to Tiong Bahru Rd.	Road widening	24/6/37	841/36
2/37	Rochore Canal Road	„	19/9/37	466/37
3/37	Changi Rd. from Bedok Rd. to Tampenis Rd.	„	7/1/38	626/37
4/37	Lorong M, Telok Kurau from Still Rd. to Telok Kurau Rd. ..	„	27/4/38	825/37
5/37	Chancery Lane near its junction with Dunearn Road	„	3/3/38	40/31
6/37	Kim Seng Rd. from Havelock Rd. to River Valley Rd. ..	„	27/6/38	545/36
1/38	South Bridge Rd. to Maxwell Rd.	New Road — abandoned		92/38
2/38	River Valley Rd. from Kim Seng Rd. to Killiney Rd.	Road widening	5/7/39	290/38
3/38	Kolam Ayer Lane	„	25/11/38	1236/29
4/38	Changi Rd. from Jalan Kembangan to M.C. Limit	„	9/11/38	110/37
5/38	Lorong N, Telok Kurau	„	abandoned	1106/37
6/38	Pulasan Road	Minute Paper missing		(635/38)
7/38	Lorong 106, Changi Road to Langsat Road	Road widening	7/6/39	632/36
8/38	Surrey Rd. from Newton Rd. to Lincoln Rd.	„	31/5/39	392/38
9/38	Duku Rd. between Tembeling Rd. & Pulasan Rd.	„	abandoned	990/31
10/38	Shrewsbury Rd. to Norfolk Rd.	„	8/3/39	26/29
11/38	Abandoned — See Plan 2/1946			
12/38	Abandoned — See Plan 1/1940			

APPENDIX A. — (Contd.)

GENERAL IMPROVEMENT PLAN.

Section 52 of Singapore Improvement Ordinance.

Plan No.	Locality	Nature of Scheme	G. in C. Date of Approval	S.I.T. Ref. S.I.T.
1/39	Upper Serangoon Road	Road .. deletion	26/7/39	1122/38
2/39	Abandoned — New Plan	under consideration.		
3/39	Merbau Road	Road .. widening	1/11/39	288/24
4/39	French Rd., Horne Rd., Kallang Rd., Rochore Canal Rd. & Kitchener Rd.	Layout	13/12/39	617/33
5/39	Market St. & Chulia St. ..	.. „	13/12/39	366/39
6/39	Sims Avenue & Lorong 33 ..	Amended Plan under consideration.		1180/37
7/39	Amber Road	Road .. widening	3/1/40	10/39
8/39	Lincoln Road	Minute Paper missing		(1283/38)
1/40	Abandoned — See S.I.T. 877/40			
2/40	Syed Alwi Rd. between Jalan Besar & Townshend Rd. ..	Road .. widening	21/5/41	324/40
1/46	Tanglin Rd. between Napier Rd. & Chatsworth Avenue ..	.. „	20/9/47	277/40
2/46	Thomson Rd. from Mount Plea- sant Rd. to Lornie Rd. ..	.. „	24/4/47	1131/38
1/47	Havelock Rd., Chin Swee Rd., Hare St. & Pearls Hill Rd. ..	Abandonment of Layout	Under consideration.	958/31

APPENDIX B.
IMPROVEMENT SCHEMES.

Name of Scheme	Date Approved G. in C.	Account Charged	Purpose
Albert St. Extension (dealt with under Lorong Krian Improvement Scheme — S.I.T. 632/24)	19/5/25	\$10 Million	Extension of Albert St. in a straight line to connect up with Bugis St. Provision of back lanes and improvement of area for Housing.
Lorong Krian (S.I.T. 632/24)	19/5/25	Revenue A/c. (Acquisitions by M.Cs.)	Improvement of roads and road widenings. Extension of housing accommodation. Any available land to be sold for housing. Provision of back lanes and reconstruction of rear portions of houses.
Sago Street and Smith Street (S.I.T. 697/24)	8/2/27	\$10 Million	Slum clearance, area having been declared insanitary. To provide new housing scheme.
Dickenson Hill (S.I.T. 845/27)	14/5/28	\$10 Million	Provision of new housing to enable Sago St. and Smith St. Scheme to be commenced without decreasing housing accommodation. Sanitary improvement of whole area.
Serangoon Road and Lavender Street (S.I.T. 863/27)	2/11/28	Revenue A/c.	Improvement and Extension of housing accommodation.
Balestier Road (S.I.T. 183/28)	21/12/28	\$10 Million and Revenue A/c. (Acquisitions of private lands)	Improvement and Development of area and the erection of sanitary temporary type quarters.

APPENDIX B. — (Contd.)

IMPROVEMENT SCHEMES.

Name of Scheme	Date Approved G. in C.	Account Charged	Purpose
Waterloo Street and Middle Road (S.I.T. 848/28)	16/10/29	\$10 Million	Securing of health, convenience and amenity in the area and provision of open space, back lanes and sewers. Land to be sold for building purposes, design of building to be approved by Trust.
Tanjong Katong Road to Joo Chiat Road — New Road (S.I.T. 341/29)	16/10/29	Revenue A/c.	Improvement and Extension of facilities for traffic and encouragement of building.
Race Course (S.I.T. 862/28)	18/10/29	\$10 Million and Revenue A/c. (Loan to Turf Club)	Securing of sanitary conditions, health and amenity in the area. Extension of housing accommodation. Provision of play-grounds and provision for re-sale of land.
Kampong Java (S.I.T. 80/30)	1/10/30	\$10 Million	Improvement and extension of communications and facilities for traffic. Improvement and extension of existing layout of land and extension of housing accommodation.
Tiong Bahru (S.I.T. 893/30 " 814/26 " 448/29)	11/7/31	\$10 Million Revenue A/c. (Loan by Govt.)	Extension of Southern congested area (China Town). Commencement of erection of a new suburb by means of large scale housing with provision of roads, back lanes, market and open spaces.

APPENDIX B. — (Contd.)

IMPROVEMENT SCHEMES.

Name of Scheme	Date Approved G. in C.	Account Charged	Purpose
Holland Road to Bukit Timah Road — New Road (S.I.T. 513/31)	26/11/32	Revenue A/c.	Improvement and extension of communications and facilities for traffic. Improvement and extension of existing layout of land and encouragement of extension of housing accommodation.
Ramah Street	27/11/35	Revenue A/c.	This scheme was first approved by G. in C. on 31/7/25 and dealt with as Municipal Improvement Scheme. In 1935 it was approved as a Trust Back Lane Scheme under Sec. 52 of the S.I.O. Provision of back lanes and open spaces.
Campbell Lane (S.I.T. 147/34)	8/2/39	\$10 Million	Improvement of insanitary area. Extension of housing accommodation. Improvement of layout of land. Sale of surplus land.
Kampong Silat (S.I.T. 656/37)	7/6/39	\$10 Million	Insanitary conditions of area. Provision of housing accommodation, market, shops, flats and bungalow lots for sale. Improvement and extension of layout of land.
Bugis Street (S.I.T. 29/27)	Rejected on 8/5/30	\$10 Million	Scheme abandoned. ✓

APPENDIX C.

BACK LANE ORDERS.

A R E A	Date of Order-in- Council	Year Back Lane opened up
1. Niven Road, Selegie Road and Mackenzie Road	16/11/27	1929
2. Rangoon Road, Race Course Road, Owen Road and Serangoon Road	21/11/27	1930
3. Roberts Lane, Race Course Road, Birch Road and Serangoon Road	21/11/27	1929
4. Sungei Road, Larut Road, Kelantan Road and Pitt Street ..	21/11/27	1929
5. Outram Road and New Bridge Road	21/11/27	1929
6. Balestier Road, Race Course Road and Serangoon Road	30/11/27	1930
7. Rear of A to F & 1 ^F to 1 ^I Race Course Road and between Buffalo Road and Kerbau Road ..	15/2/28	1929
8. 53, 54 & 55 New Bridge Road to 41 & 42 Upper Nankin Street	16/2/28	1929
9. Rangoon Road behind Lots 261 and 262 ¹ to 262 ⁵	16/2/28	1937
10. Tiverton Lane, Killiney Road, Paya Lane and Devonshire Road	4/4/28	1930
11. Between Lorongs 29 and 27A Geylang Road	21/4/28	1928
12. Tank Road, Oxley Rise Railway Reserve	4/5/28	1930
13. Serving Houses 52 — 160 Owen Road	7/5/29	1930
14. Geylang Road — through part of Lot 419 ¹	6/1/29	1937
15. Behind Nos. 460 to 484 (even) Serangoon Road	11/1/29	1929
16. Bras Basah Road and Prinsep Street Corner	7/9/29	1931
17. Thomson Road near Derbyshire Road	16/9/29	
18. Tanjong Katong Road and New Road	22/9/29	1930

APPENDIX C. — (Contd.)

BACK LANE ORDERS.

A R E A	Date of Order-in- Council	Year Back Lane opened up
19. Klang Road, Race Course Lane, Race Course Road, and Seran- goon Road	19/12/29	1939
20. Bencoolen Street, Bras Basah Road and Waterloo Street ..	25/11/29	1938
21. Killiney Road and Lloyd Road ..	14/4/30	1931
22. Bukit Pasoh Road, Lorong Bukit Pasoh and New Bridge Road	7/5/30	1931
23. Synagogue Street, George Street and South Canal Road ..	3/11/30	1934
24. Amoy Street, China Street, Cross Street and Pekin Street ..	26/11/30	1934
25. Oxley Road, Orchard Road and Tank Road	4/9/31	
26. Bras Basah Road behind Nos. 48 to 57	23/12/31	1938
27. Bernam Street, Enggor Street and Anson Road	20/1/32	1934
28. Wallich Street behind houses 3 to 7	23/4/32	1933
29. Purvis Street, Seah Street, North Bridge Road, and Beach Road	16/10/33 } 2/12/33 }	1935
30. Johore Road, Rochore Road and Victoria Street	17/10/33	1934
31. Seah Street, Beach Road and North Bridge Road	3/11/33	1935
32. Smith St., Temple St., South Bridge Rd. and Trengganu St.	5/11/33	1935
33. Pagoda St., Temple St., New Bridge Rd. and Trengganu St.	6/11/33	1935
34. Smith St., Temple St., New Bridge Rd. and Trengganu St.	6/11/33	1935
35. Sago St., Smith St., South Bridge Rd. and Trengganu St. ..	25/11/33	1935
36. Pagoda St., Temple St., South Bridge Rd. and Trengganu St.	25/11/33	1935
37. Gopeng St., Tanjong Pagar Rd., Tras St. and Wallich St. ..	27/4/34	1935

APPENDIX C. — (Contd.)

BACK LANE ORDERS.

A R E A	Date of Order-in- Council	Year Back Lane opened up
38. Gopeng St., Peck Seah St., Tras St. and Wallich Street ..	27/4/34	1935
39. Bugis St., Hylam St., Malabar St. and Malay St.	27/4/34	1935
40. Circular Rd., Lorong Telok, North Canal Rd. and South Bridge Rd.	27/4/34	1935
41. Bain St., Holloway Lane, North Bridge Rd. and Victoria St. ..	27/4/34	1935
42. Race Course Road — behind Nos. 42 — 38	14/5/34	1935
43. Johore Road, Ophir Road and Victoria Street	6/7/34	1936
44. Amoy Street, Cross Street, Japan Street and Telok Ayer Street	27/7/34	1935
45. Banda Street, Keong Saik Road, Sago Lane and Sago Street ..	9/8/34	1935
46. Malabar Street, Malay Street, Hylam Street and Middle Road	20/8/34	1936
47. Anson Road, Keppel Road and Tanjong Pagar Road	22/8/34	1936
48. Gopeng St., Tapah St., Tanjong Pagar Rd. and Tras St. ..	28/8/34	1936
49. Banda Street, Sago Lane, South Bridge Road and Spring Street	30/8/34	1936
50. Amoy St., Japan St., Telok Ayer St. and Amoy St.	8/9/34	1936
51. Banda St., South Bridge Rd., Sago Lane and Sago St. ..	8/9/34	1935
52. Amoy St., Cross St., Pekin St. and Telok Ayer St.	12/9/34	1936
53. Mohamed Sultan Road Nos. 1 — 17	16/9/34	1936
54. Boat Quay, Merchant Rd., New Bridge Rd. and Teo Chew St.	26/9/34	1937
55. Bolo St., Havelock Rd., Park Rd. and New Market Rd. ..	30/9/34	1936
56. Deli St., Chin Lye St., Patani St. and Anson Road	9/10/34	1935
57. Lorong Krishna, Middle Road and Waterloo Street	9/10/34	1936

APPENDIX C. — (Contd.)

BACK LANE ORDERS.

AREA	Date of Order-in- Council	Year Back Lane opened up
58. Colombo Court, Mansoor St., High St. and North Bridge Rd.	11/10/34	1936
59. Selangor St., Rembau St., Tra- falgar St. and Anson Rd. ..	7/11/34	1942
60. Race Course Rd., Kerbau Lane and Kerbau Rd. — Nos. 38 — 40 Race Course Rd.	24/1/35	1935
61. Johore Rd., Victoria St. — Lots 355, 356 and 357 only ..	5/4/35	1936
62. Japan St., McCullum St., Stanley St. and Telok Ayer St. ..	13/4/35	1936
63. Cheng Cheok St., Tanjong Pagar Rd. and Cheng Cheok St. ..	25/4/35	1937
64. Cecil St., Cross St., Japan St. Telok Ayer St.	25/4/35	1936
65. Cheng Tuan St., Kee Seng St., Tanjong Pagar Rd.	20/5/35	1937
66. Circular Road, Lorong Telok and North Canal Road	25/5/35	1937
67. Cheng Cheok St., Cheng Tuan St. and Tanjong Pagar Rd. ..	25/5/35	1937
68. Angus St., Boat Quay, Cumming St. and Fisher St.	12/7/35	1937
69. Telok Blangah Road on Lot 213 part	24/7/35	
70. Teo Hong Road, New Bridge Road and Old Railway Reserve	26/7/35	1936
71. China St., Church St., Pekin St. and Telok Ayer St.	4/9/35	1941
72. Craig Road, Narcis Street and Tanjong Pagar Road	25/9/35	1937
73. Ann Siang Road behind Nos. 49 to 69	27/9/35	1936
74. Church Street, Chulia Street, Market Street, Phillip Street and Telok Ayer Street ..	29/11/35	1939
75. Behind 141 to 147 (odd) South Bridge Road	15/12/35	1936
76. Banda St., Dickenson Hill Rd., Spring St. and Neil Rd. ..	25/1/36	1937

APPENDIX C. — (Contd.)

BACK LANE ORDERS.

A R E A	Date of Order-in- Council	Year Back Lane opened up
77. Cheng Cheok St., Narcis St. and Tanjong Pagar Rd.	30/1/36	1937
78. Bain Street and Victoria Street	29/2/36	1937
79. Niven Road, Selegie Road, Wilkie Road	6/4/36	1937
80. Bugis St., Malabar St., Malay St. and Victoria St.	29/9/36	1941
81. Malabar St., Malay St., Middle Rd. and Victoria St.	15/10/36	1938
82. Behind Nos. 2 to 20 Bencoolen Street	21/11/36	1938
83. Cecil St., Cross St., Japan St. and Robinson Rd.	23/12/36	1938
84. Manila St., Middle Rd., Queen St. and Victoria St.	29/1/37	1939
85. Coleman Street, Hill Street and St. Gregory Place	1/2/37	1939
86. Behind Nos. 68 to 112 Amoy St.	1/2/37	1947
87. Angus St., Boat Quay, Cumming St. and Keng Chew St.	3/2/37	1941
88. Colombo Court, High St., Man- soor St. and North Bridge Rd.	18/2/37	1938
89. High Street, Hill Street, North Bridge Road behind Nos. 65 to 95 High Street	22/3/37	1939
90. Through Lot 149 ¹ behind No. 18 Tew Chew Street	28/4/37	1937
91. Chulia St., Malacca St., Market St. and Raffles Place	4/5/37	1941
92. Through Nos. 3 and 12 Cashin Street	8/6/37	1938
93. Lorong Lalat, Townshend Rd., Syed Alwi Rd. and Jalan Besar	9/7/37	1941
94. Gemill Lane	17/7/37	1938
95. Behind Nos. 129 to 139 Tem- beling Road	19/11/37	1940

APPENDIX C. — (Contd.)

BACK LANE ORDERS.

A R E A	Date of Order-in- Council	Year Back Lane opened up
96. Campbell Lane, Clive St., Dal- housie Lane and Campbell Lane	26/11/37	1941
97. Everton Rd., Spottiswoode Park Rd., Neil Rd. and Everton Rd.	4/12/37	1941
98. Campbell Lane, Sungei Road, Perak Road, Dunlop Street and Clive Street	4/12/37	1941
99. Ophir Road, Queen Street, Rochore Road and Johore Road	7/2/38	1941
100. South Boat Quay, Canton Street, Circular Road and South Bridge Road	2/3/38	Not recon- structed.
101. Carver Street, Theng Hai Place, North Bridge Road and Cashin Street	26/3/38	1939
102. Back Lane at rear of Lot 259 ¹ T.S. XV Victoria Street, be- tween Jalan Kuantan and Sumbawa Road	28/3/38	1940
103. Queen St., Middle Rd., Victoria St. and Bras Basah Rd. ..	31/3/38	1941
104. Arab St., Queen St., Ophir Rd. and Johore Rd.	2/4/38	Not completed.
105. Waterloo St., Middle Rd., Queen St. and Bras Basah Rd. ..	24/4/38	1939
106. Malacca St., D'Almeida St., Cecil St. and Market St.	29/4/38	1941
107. Manila St., Queen St., Cheng Yan Place, Victoria St.	15/6/38	1941
108. Sungei Road, Perak Road, Mayo Street and Jalan Besar ..	17/6/38	1941
109. Back Lane from Club St. to the Back Lane serving the houses facing South Bridge Road ..	24/8/38	1939
110. Back Lane in rear of 191 — 199 (odd) New Bridge Road and 2 Mosque Street	31/8/38	1940
111. Jalan Besar, Dunlop St., Perak Rd., Mayo St. (B.L. in rear of 2 — 8 Dunlop St. and 34 — 39 Mayo St.)	7/9/38	1947

APPENDIX C. — (Contd.)

BACK LANE ORDERS.

	AREA	Date of Order-in- Council	Year Back Lane opened up
112.	Anson Rd., Selangor St., Rembau St. and Trafalgar St. ..	7/9/38	1942
113.	Eng Hoon St., Tiong Poh Rd., Eng Watt St. and Sit Wah Rd.	9/11/38	1939
114.	South Bridge Rd., Maxwell Rd., Ann Siang Rd. and Ann Siang Hill	16/11/38	Not recon- structed.
115.	Boat Quay, South Canal Road, Circular Road and Canton St.	25/1/39	1941
116.	Hallpike St., North Boat Quay, North Bridge Rd. and High St.	5/7/39	Not recon- structed.
117.	In rear of houses Nos. 214 to 254 Telok Ayer St. and through House No. 256 Telok Ayer St.	5/7/39	— do. —
118.	Orchard Road, Cavenagh Road, Kramat Lane and Buyong Road	19/7/39	— do. —
119.	Through No. 8 Pickering Street	18/10/39	1939
120.	Geylang Road, Lorongs 4 and 8 and Grove Road	22/11/39	1939
121.	Waterloo Street, Albert Street and Bencoolen Street ..	3/1/40	1941
122.	Market St., Chulia St., South Canal Rd. and Boat Quay ..	29/5/40	Not recon- structed.
123.	Behind Nos. 31, 32, 33, 34 & 35 Perak Road	16/4/41	— do. —

APPENDIX D.

SCHEDULE OF CONTRACTS LET IN 1947.

Contract No.

- 1/47 Executing repairs to three blocks of Trust buildings at Tiong Bahru. (\$21,000).
- 2/47 Laying of a road, paths and drains on a site at Kim Keat Road. (\$18,510).
- 3/47 Carrying out various alterations, additions and repairs to one block of tenement buildings at New Bridge Road. (\$13,597.80).
- 4/47 Completion of the reconstruction of Nos. 68 to 72, 74 to 82 inclusive and No. 87 Amoy Street. (\$15,982).
- 5/47 Executing repairs to six blocks of flats including eight blocks of garages at Tiong Bahru. (\$22,800).
- 6/47 The erection and completion of one block of two storied shophouses at Owen Road. (\$153,000).
- 7/47 Carrying out certain repairs to 218 houses at Balestier Plain. (\$6,000).
- 8/47 Carrying out certain painting and decorative work to 224 houses at Balestier Plain. (\$11,872).
- 9/47 The preparation of a steelwork design together with the supply and delivery of steel rods bent ready for one block of shophouses at Owen Road. (\$27,000).
- 10/47 Executing repairs to two blocks of Trust buildings at Tiong Bahru. (\$17,000).
- 11/47 Preparing designs for and supplying and delivering the steel necessary for the erection of one block of shophouses at Balestier Road. (\$34,534).
- 12/47 Erecting two hundred houses together with paths and drains surrounding same at Kim Keat Road. (\$549,000).
- 13/47 Building one block of three storey shophouses at Balestier Road. (\$207,000).
- 14/47 Clearing and levelling by cutting and filling of earth on certain land at Kampong Bahru Road. (\$36,450).
- 15/47 Carrying out certain repairs to 137 houses at Balestier Plain. (\$2,400).
- 16/47 Colourwashing and decorating 144 houses at Balestier Plain. (\$6,336).
- 17/47 Carrying out certain repairs to 149 houses at Balestier Plain. (\$1,600).
- 18/48 Colourwashing and decorating 166 houses at Balestier Plain. (\$7,304).
- 19/47 Carrying out roofing repairs to three blocks of flats bounded by Chay Yan Street, Guan Chuan Street, Moh Guan Terrace and Yong Siak Street. (\$7,680).

APPENDIX D. — (Contd.)

SCHEDULE OF CONTRACTS LET IN 1947.

Contract No.

- 20/47 Completing the reconstruction of houses Nos. 1, 3, 5, 7, 9, 11 and 15 Dunlop Street and Nos. 2, 4, 6, 8, 10 and 12 Mayo Street. (\$18,900).
- 21/47 Erecting four blocks of flats at Tiong Bahru. (\$347,473.76).
- 22/47 Preparing designs for and supplying and delivering the steel necessary for the erection of four blocks of flats at Tiong Bahru. (\$47,150).
- 23/47 Carrying out repairs to six blocks of flats at Tiong Bahru. (\$25,850).
- 24/47 Installing an electric lighting installation in twelve shophouses at Owen Road. (\$3,125).
- 25/47 Installing water services in one block of two storey shophouses at Owen Road. (\$3,072).
- 26/47 Installing electric wiring and lighting in one block of three storey shophouses at Balestier Road. (\$4,860).
- 27/47 Installing a water installation in one block of three storey shophouses at Balestier Road. (\$4,994).
- 28/47 Scrubbing down and applying colourwash to the whole of the Trust's property at Tiong Bahru. (\$29,830).
- 29/47 Erecting 192 houses at Kim Keat Road and laying paths and back lanes together with certain specified earth filling. (\$386,480.54).
- 30/47 Erecting 46 Labourers' Quarters at Henderson Road together with back lanes and paths. (\$90,870.58).
- 31/47 Executing repairs to three blocks of Trust buildings at Tiong Bahru. (\$36,950).
- 32/47 Converting part of an Air Raid Shelter at Tiong Bahru into one Building Materials Store. (\$4,350).
- 33/47 Executing repairs to 17 houses at Old Race Course. (\$4,475).
- 34/47 Installing Public and Private lighting and wiring for four blocks of flats at Tiong Bahru. (\$10,764).
- 35/47 Preparing Steelwork Designs and Supplying Steel Reinforcement for two blocks of tenement buildings at Smith Street and Sago Street. (\$85,800).
- 36/47 Installing a Lighting Protective System for four blocks of flats at Tiong Bahru. (\$1,150).
- 37/47 Carrying out a Sanitary and Water Installation for four blocks of flats at Tiong Bahru. (\$41,912).

A. HOUSING ESTATES.

Estates	Date of Construction	Rental	TYPE OF ACCOMMODATION				Estimated Population
			Flats	Shops	Houses	Rooms	
1. Tiong Bahru	1936 to 1941	Flats — \$ 16 — 32 Rooms \$ 10 — 13 Shops — \$ 30 — 125	784	33	—	54	6,600
2. Whampoe	1947	\$ 20	—	—	200	—	1,200
3. Kim Keat Lane	1931	\$ 7	—	—	76	—	456
4. Lorong Limau	1932 to 1939	\$ 3.50 to \$ 7	—	—	458	—	2,748
5. Lavender Street	1929	\$ 20 — 25	—	—	118	—	708
6. Old Race Course	1941	\$ 35	—	—	17	—	102
7. Henderson Road	1928	\$ 7 — 8	—	—	110	—	880
8. Owen Road	1947	Flats — \$ 60 — 90 Shops — \$ 120 — 215	12	12	—	—	96
9. Madras Street	1940	\$ 23 — 26	9	—	—	—	72

APPENDIX E. — (Contd.)

B. TENEMENTS.

Estates	Date of Construction	Rental	TYPE OF ACCOMMODATION				Estimated Population
			Flats	Shops	Houses	Rooms	
1. Kreta Ayer Road	1930	Rooms — \$ 8—12 Shops — \$ 40	—	1	—	141	987
2. Keong Saik Road	1931	Rooms — \$ 8—12 Shops — \$ 25	—	2	—	62	434
3. New Bridge Road	1938	Rooms — \$ 17—19 Shops — \$ 75—140	—	6	—	65	390
4. Trengganu Street	1940	Rooms — \$ 17—19 Shops — \$ 120—200	—	4	—	42	210
5. Banda Street	1938	Rooms — \$ 15—20 Shops — \$ 45—85	—	4	—	87	522
6. Albert Street	1934	Rooms — \$ 13—21 Shops — \$ 70	—	4	—	26	156

APPENDIX E. — (Contd.)

SUMMARY.

Type of Accommodation.	Number.	Estimated Population.
Flats	805	6,768
Houses	979	6,094
Shops	66	—
Rooms	477	2,699
	2,327	15,561
Monthly Rent Roll of above properties		\$43,964.80
Monthly Rent Roll of Houses Pending Demolition		2,543.00
	Total Rent Roll	\$46,507.80

Properties under Construction at 31/12/47.

1. Artisans' Quarters at Kim Keat Road 192 — Erection commenced in November 1947.
2. Balestier Road 20 flats and 12 shops — Erection commenced in June, 1947.
3. Tiong Bahru 64 flats — Erection commenced in July, 1947.

APPENDIX F.

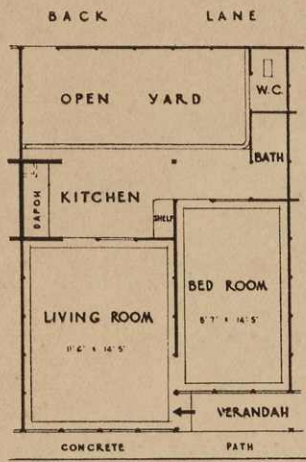
SUMMARY OF OCCUPANTS OF TRUST LAND — 1947.

CATEGORY OF OCCUPIERS	NUMBER AS AT 1.1.47	NEW DURING 1947	TOTAL DURING 1947	VACATED DURING 1947	NUMBER AS AT 1.1.48	NUMBER UNDER ACTION AT 1.1.48	NUMBER NOT YET UNDER ACTION AT 1.1.48
TENANTS ..	651	114 *	765	310	455	31	424
TRESPASSERS	232	— †	232	92	140	35	105
TOTAL ..	883	114	997	402	595	66	529

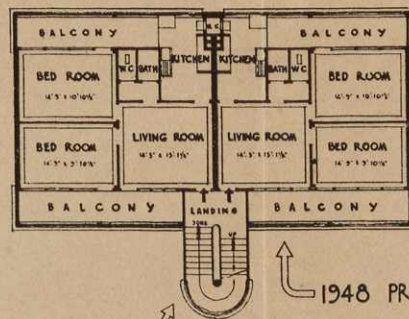
† This schedule does not include the numerous attempts at trespass, in which cases the trespasser is evicted within 24 to 72 hours of entering the land in question.

* This figure does not include the 91 occupants at Kim Seng Land, who had not registered as Trust Tenants by 1.1.48.

· TYPE PLANS OF IMPROVEMENT TRUST POST - WAR HOUSING ·

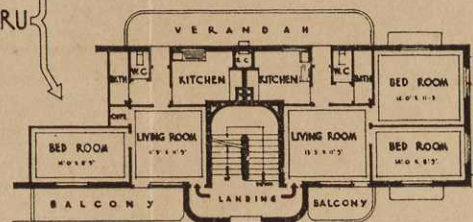


1/4 SCALE ARTIZAN QUARTERS AT KIM KEAT ROAD

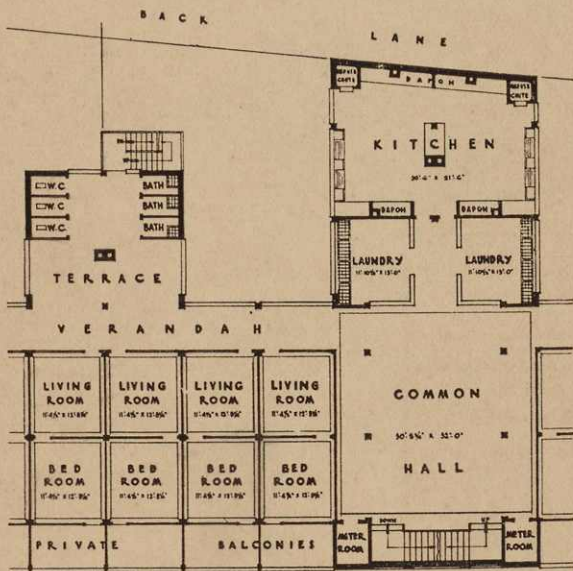


1948 PROGRAMME

FLATS AT TIONG BAHRU

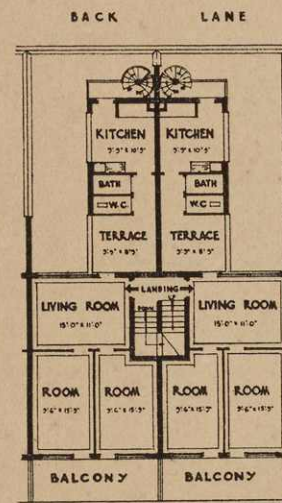


1947 PROGRAMME

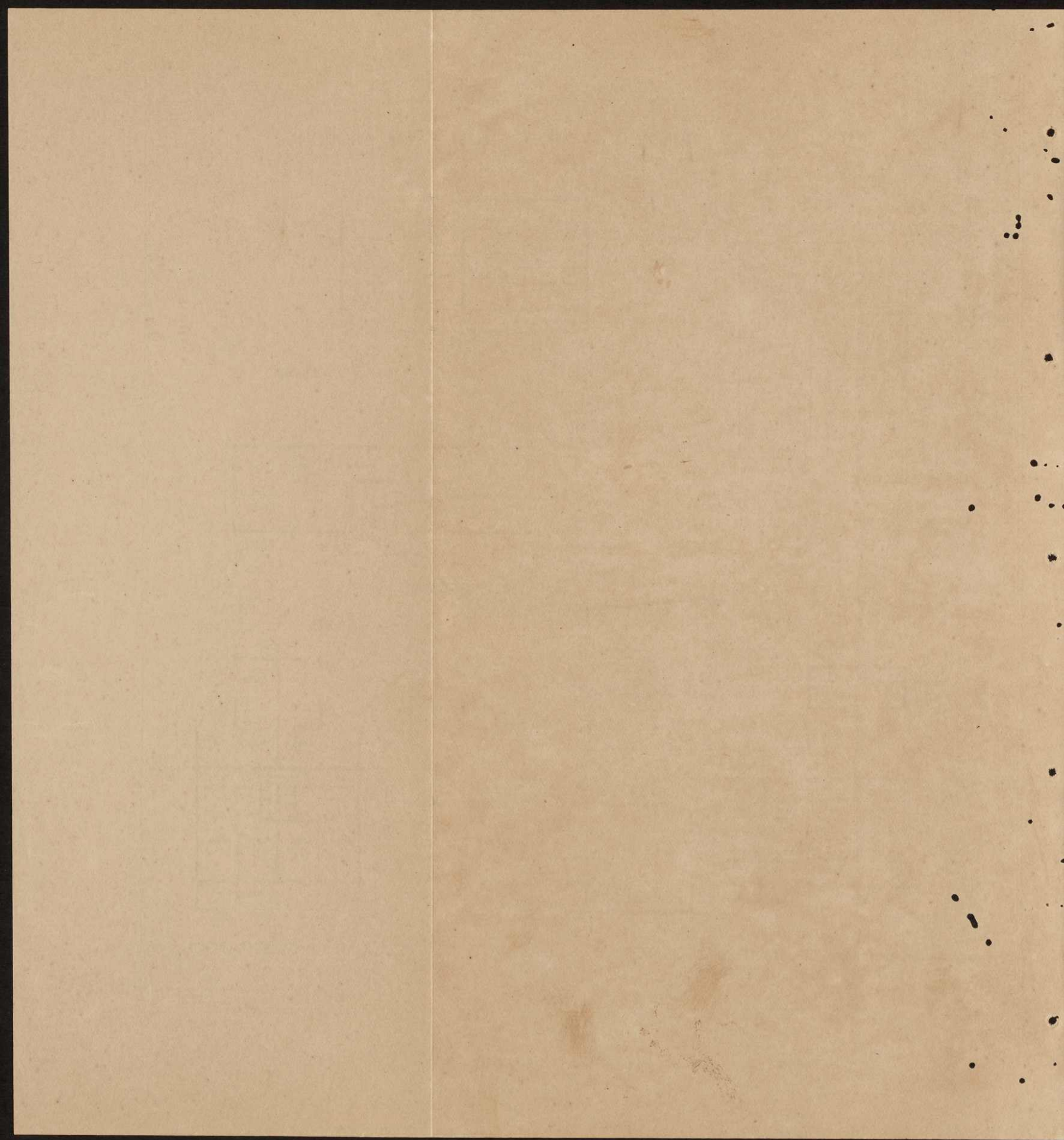


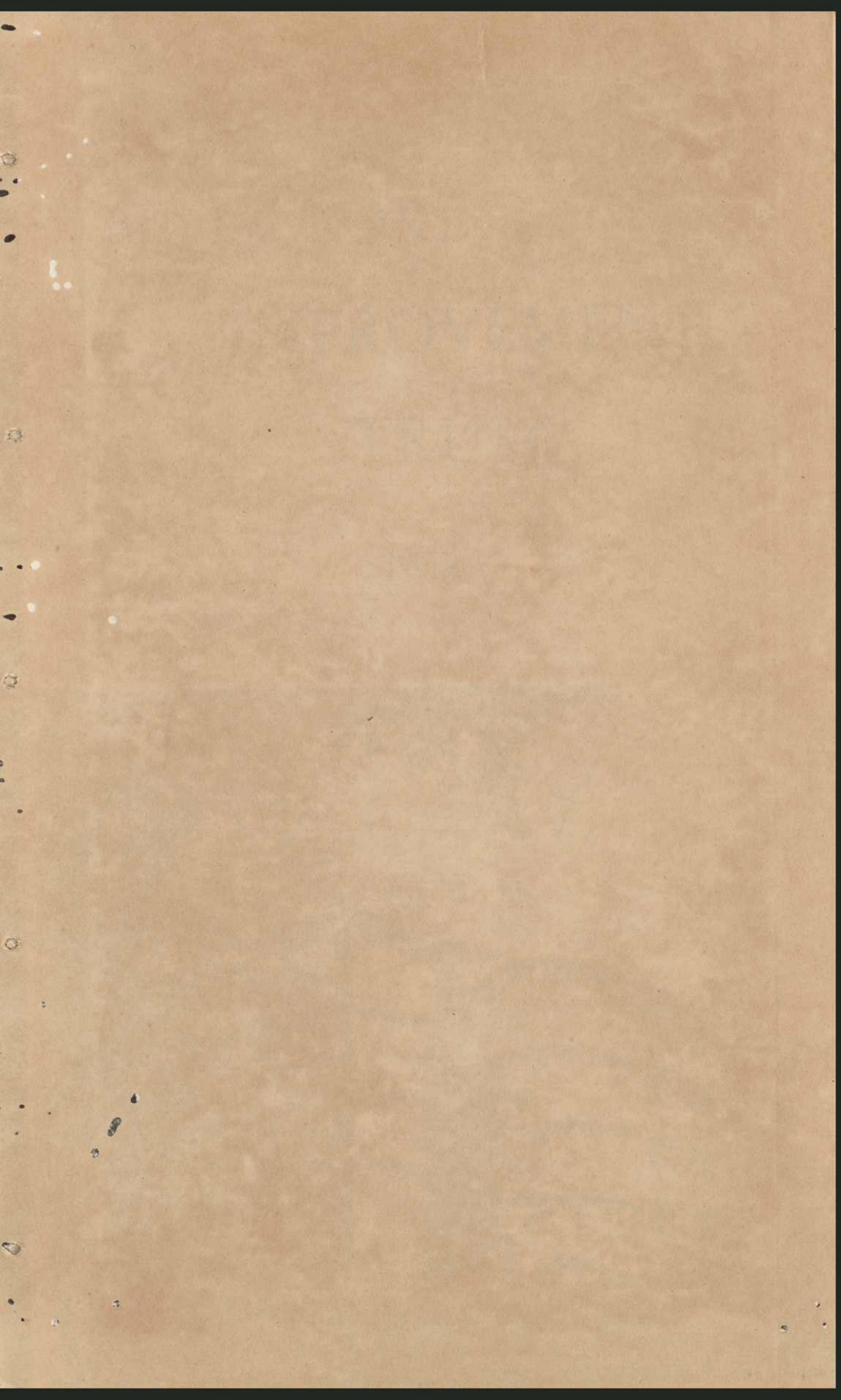
TENEMENTS AT SMITH STREET & SAGO STREET

SCALE OF 8 FEET TO AN INCH



FLATS AT BALESTIER ROAD

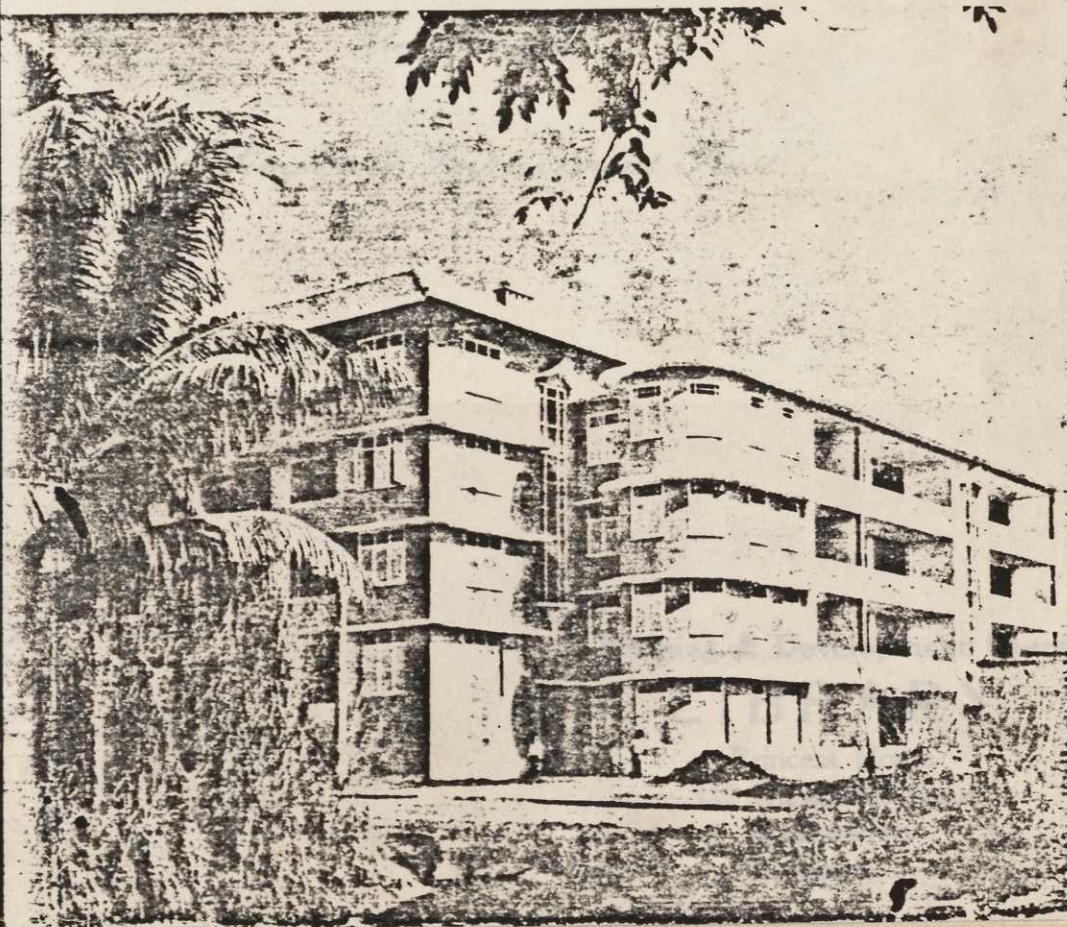




THE
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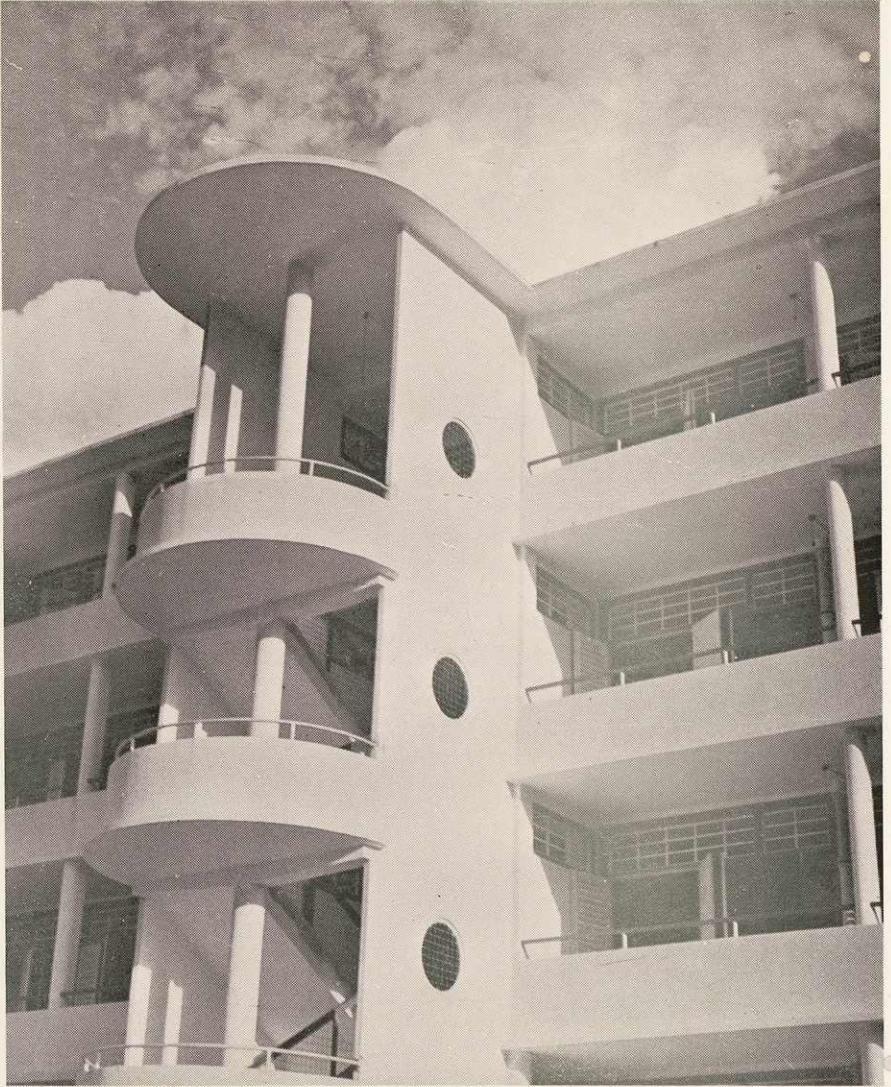
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Tiong Bahru Flats

THE WORK
OF THE
SINGAPORE IMPROVEMENT TRUST

1948.

Compiled by

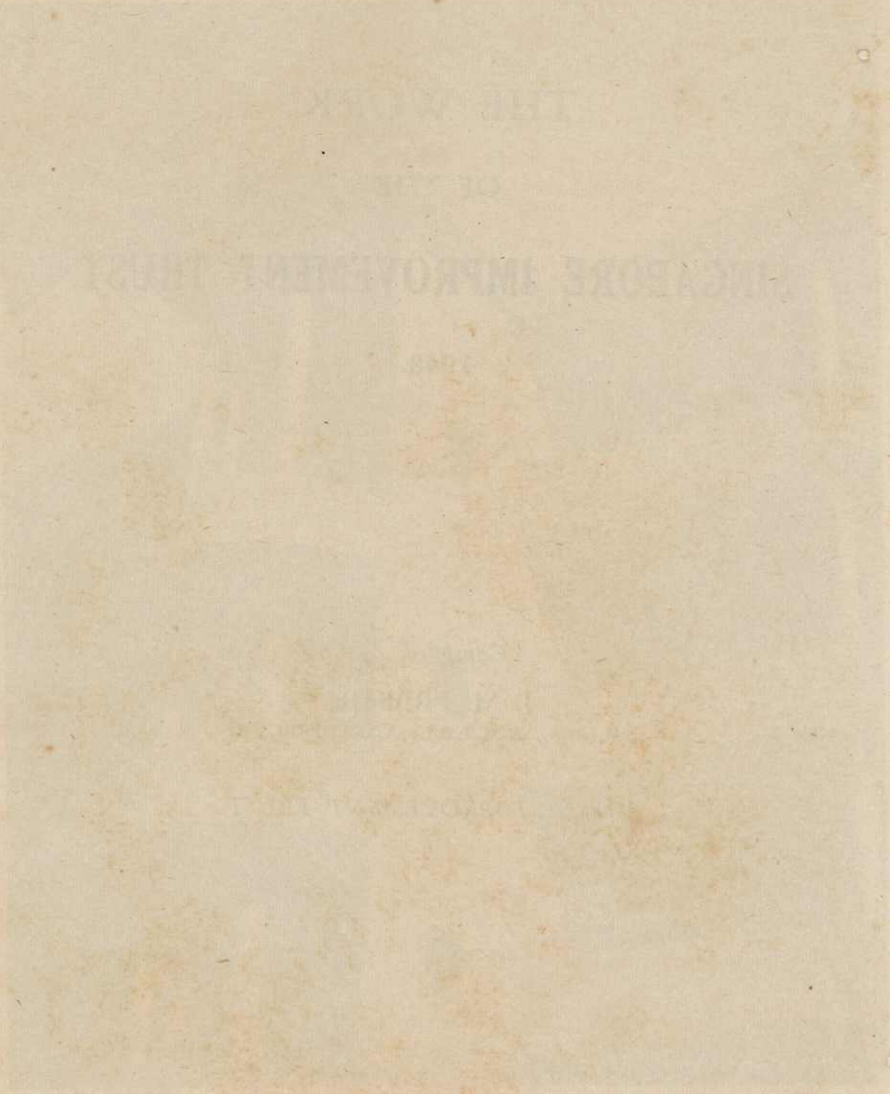
J. M. FRASER,

A.R.I.B.A., A.M.T.P.I., A.M.I.STRUCT.E.

Manager, IMPROVEMENT TRUST

*Published by Authority of Singapore Improvement Trust
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SINGAPORE IMPROVEMENT TRUST
Report for 1948

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List of Senior Officers—1948.

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BOARD OF TRUSTEES AT 31/12/48.

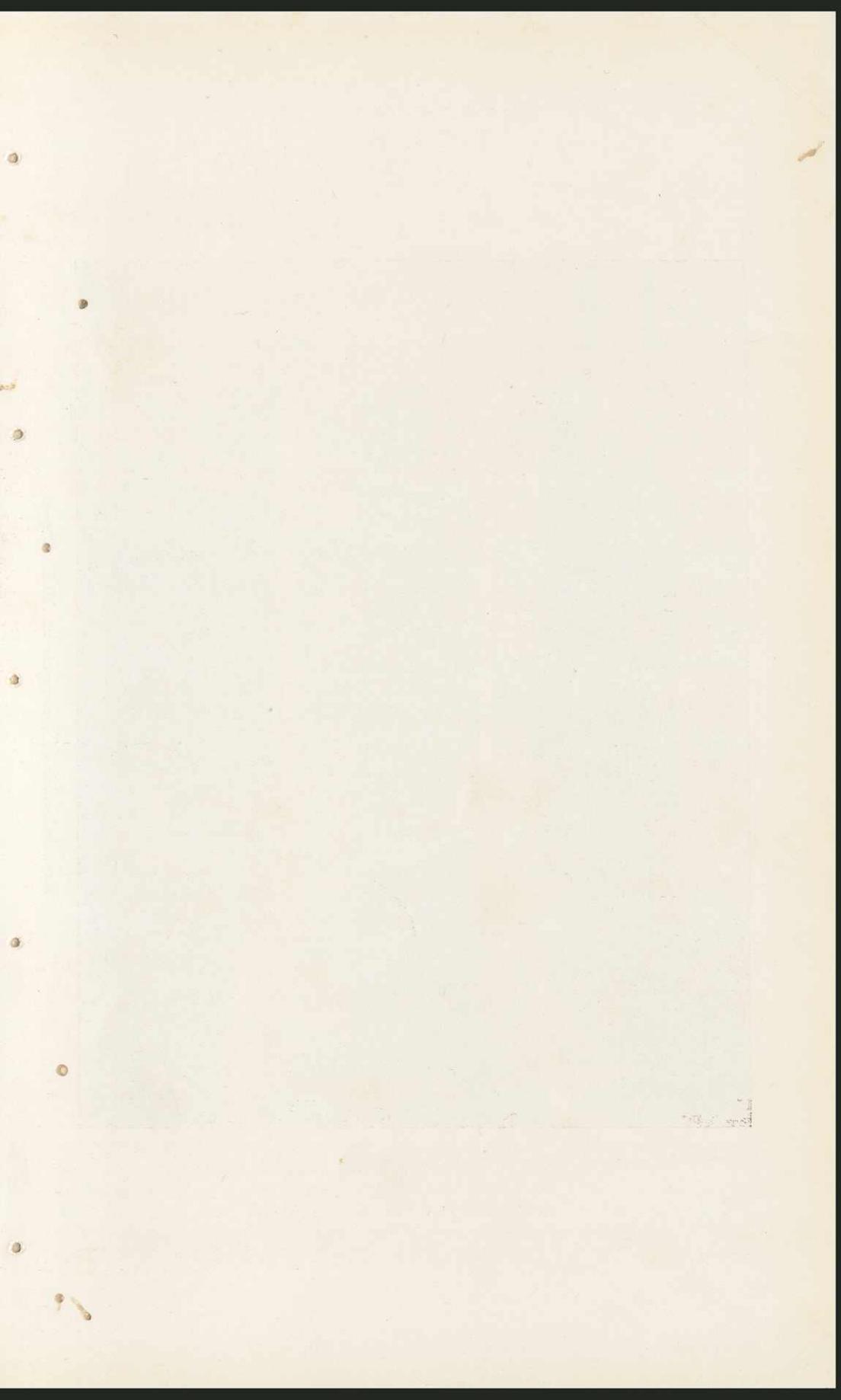
- Chairman, Improvement Trust:* - THE HON'BLE MR. W. L. BLYTHE, M.C.S.
- Hon. the Financial Secretary:* - THE HON'BLE MR. J. D. M. SMITH,
C.M.G., M.C.S.
- Chairman, Rural Board:* - - - THE HON'BLE MR. C. W. A. SENNET, M.C.S.
- Director of Public Works:* - W. A. KIRK, ESQ., E.D., M.I.C.E.
- Municipal Health Officer:* - - DR. N. A. CANTON, M.B., B.CH., B.A.O., J.P.
- Representatives of Municipal Commissioners:* - { J. A. ELIAS, ESQ., J.P.
D. ROBERTSON, ESQ.
- Representative of Rural Board:* CHIN CHYE FONG, ESQ., J.P.
- Appointed by H.E. the Governor:* { E. GALISTAN, ESQ., J.P.
R. RENTON, ESQ., J.P.
THE HON'BLE MR. THIO CHAN BEE, J.P.
- Legal Adviser:* - - - - - THE HON'BLE MR. JOHN LAYCOCK.
-

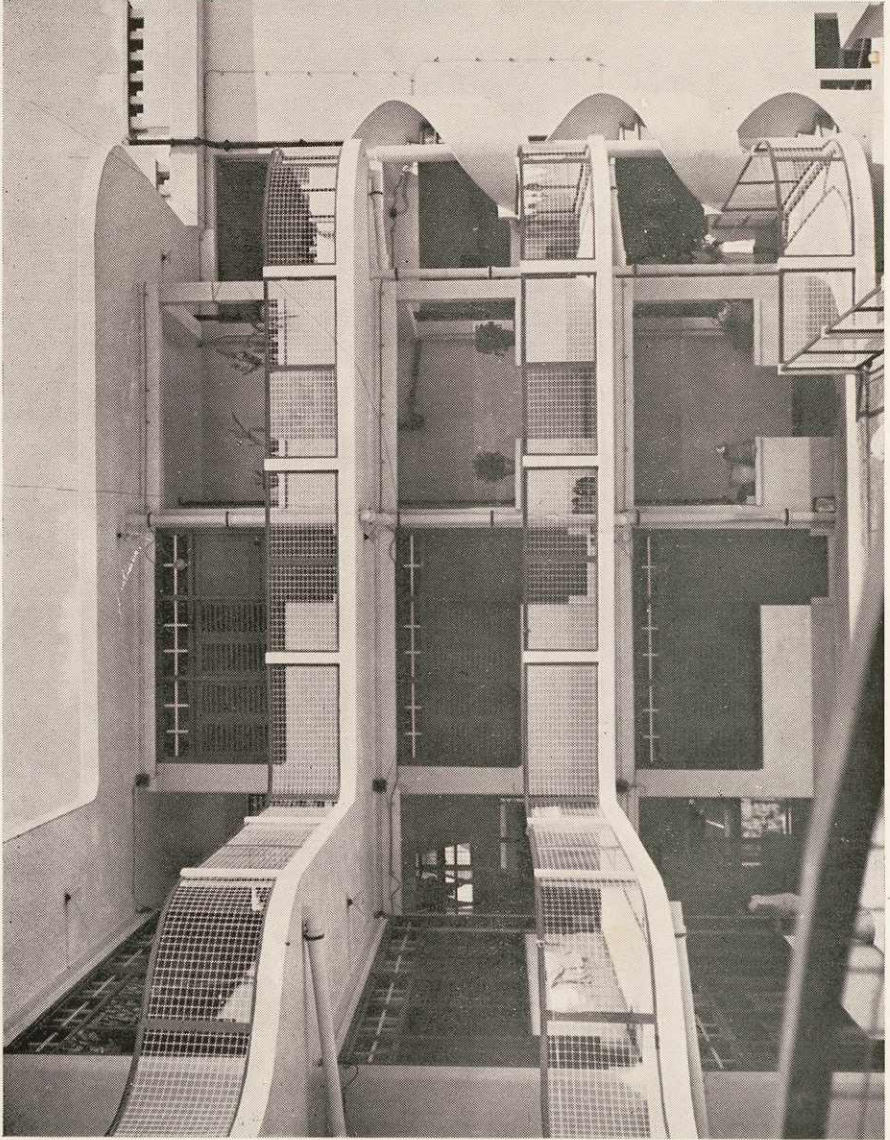
SENIOR STAFF AT 31/12/48.

Manager, Improvement Trust:

JAMES M. FRASER, A.R.I.B.A., A.M.T.P.I., A.M.I. STRUCT, E.

- | | | |
|---|--|--|
| <p><i>Senior Architects & Planners:</i>
(Designate)</p> <p>S. C. WOOLMER,
A.R.I.B.A., A.M.T.P.I.</p> <p>L. PAGE,
A.R.I.B.A., A.M.T.P.I.</p> <p><i>Asst. Architects:</i></p> <p>F. M. HOWIE, A.R.I.B.A.</p> <p>ROBERT KAN FOON NUNG,
A.R.I.B.A., DIP. ARCH. (LOND.).</p> <p><i>Estates Officer:</i></p> <p>H. C. TINSLEY, F.A.I.</p> | <p><i>Secretary:</i></p> <p>ALEX. GREENHILL</p> <p><i>Asst. Secretary:</i></p> <p>W. F. MACHIN</p> | <p><i>Lands & Planning Officer:</i></p> <p>F. E. A. B. SEWELL,
A.M.T.P.I.</p> <p><i>Asst. Planning Officer:</i>
(Designate)</p> <p>G. E. MAGNAY, A.A. DIP.,
A.R.I.B.A.</p> <p><i>Asst. Lands Officer:</i></p> <p>(Vacant)</p> <p><i>Surveyor:</i></p> <p>W. H. SMART, M.N.Z.I.S.</p> |
|---|--|--|





Rear balconies of tenements at Albert Street

PART I.

INTRODUCTION.

1. The Singapore Improvement Trust came of age on July 1st, 1948 and this 21st anniversary year was marked by the most important building developments since the Trust came into being. Government for the first time granted the Trust a loan, viz. \$5 Million, for the express purpose of Housing other than Housing carried out specifically under Improvement Schemes. The Government recognised the necessity for the Trust to manage its own Housing Estates and in consequence an Estates Office was brought into being.

2. Although Statutory Housing Powers are still awaited, and the Report of the Housing Committee of 1947 has yet to be adopted, the Trust has, with Government's approval, carried out the first year's building programme based on the preliminary programme of that report, at an estimated cost of \$7 Million.

3. The Trust's Planning Powers have been limited to laying out roads, back lanes, open spaces and drainage and to the preparation and implementation of Improvement Schemes. The lack of Zoning Powers has held up the much needed preparation of a Master Plan for the whole island. Nevertheless during the year the first steps were taken in the field of research and a diagnostic survey. Public interest in the making of this plan was stimulated by the visit of the world famous town planner, Sir Patrick Abercrombie. Under the patronage of H.E. the Governor, Sir Patrick opened a Town Planning and Housing Exhibition which was organised jointly by the British Council, the Public Relations Office and the Trust and held in the British Council's premises from the 29th November to 11th December. In addition he gave addresses in the Victoria Theatre, at the Singapore Rotary Club and on the Radio. He also held important consultations with H.E. the Governor and his advisers on the subject of Planning and Housing which it is hoped will bear fruit in the form of more comprehensive Planning and Housing Powers to deal effectively with this most pressing problem.

4. The main limiting factor in the year's work has been the problem of staff. The constant changes which have been necessary throughout the year are referred to at the end of the Report in Appendix A.

5. **The Board of Trustees.**

There has been one change in the personnel of the Unofficial Trustees during the year. Mr. Chew Hock Leong resigned in October and his place was taken by The Hon'ble Mr. Thio Chan Bee as a nominee of the Governor. Mr. Corbet was on leave from 20th May 1948 till the end of the year and Mr. D. Robertson deputised for him during this period. The Chairman Mr. L. Rayman went on leave prior to retirement in April and his place was taken by Mr. W. L. Blythe, M.C.S.

6. **The Late Mr. L. Rayman, M.C.S.**

It is with the deepest regret that I have to record the death of our late Chairman which took place on 28th December 1948. Mr. Rayman has guided the policy of the Trust with great energy, wisdom and understanding, and was deeply interested in, and largely responsible for, the Trust's progressive Housing Policy. The Trust suffered a great loss on his retirement which has been made so tragic by his sudden death. The Trust has sent a message of sympathy to his widow and young family, and has recorded the loss in an official minute. I would like to put on record here that all members of the Trust Staff feel that in Mr. Rayman's passing they have lost not only a wise administrator but a firm friend.

7. **Office Accommodation.**

During the past year the position regarding office accommodation has become acute. The Drawing Office and the Estates Office are now so crowded that it is difficult for the staff to work at full efficiency. A temporary relief has been obtained in the allotment of a back room but this is now overcrowded as well, and there is nowhere to put the additional staff which must be recruited in 1949. The Housing of the Trust in the Municipal Offices is an arrangement of mutual convenience, but unless more space can be made available some of the Trust Departments will have to seek accommodation elsewhere. At Appendix B is shown a comparison between the present office accommodation and that required for efficient working. This may not be a suitable time for the Trust to build itself office accommodation, but efforts will have to be made to secure more office space, even temporarily, if the work of the Trust is to be carried on in an efficient manner.

8. **Liaison with Municipal Commissioners.**

In most of its work it is necessary for the Trust to maintain close liaison with Municipal Departments and on the smooth co-operation between the Trust and these departments depends much of the efficiency of the Trust. It is pleasing to report that such co-operation exists, and whilst at times there may be differences of opinion on methods to be adopted to solve a common problem, there are few which cannot be solved by mutual consultation and discussion.

The Trust's accounts are kept by the Municipal Treasurer and his Department handles all Trust moneys including the collection of rents. All accounts are subject to internal and Government audit and monthly statements are prepared.

The Municipal Assessor is also valuer to the Trust and his Department acts as custodian of all Title Deeds, carries out all Land Office searches and negotiations for acquisitions under the Trust Ordinance.

The Trust is well served by both these Departments which are paid for their services at a rate agreed annually.

9. **Liaison with Government.**

In the same way but perhaps to a lesser extent liaison is maintained with Government Departments. In particular the work of the Land Office and Rural Board has much in common with the Trust. In matters concerning the alienation of land, and particularly in connection with the renewal of Crown leases, the Trust acts in an advisory capacity, and close co-operation exists between the Manager and the Commissioner of Lands. It is most important for the development of the Island that such co-operation should be maintained and strengthened.

The Government Survey Office supervises generally the work of the Trust Survey Department which works in the Government Survey Office to Survey Office standards. Government is paid an annual fee for this supervision.

10. **Expired 99 Year Crown Leases.**

During the latter part of the year a most important step forward was taken in the development of the expired 99 year lease-hold property on the lines recommended by the Weisberg Report. The Trust decided to place at the disposal of Government for re-housing purposes the 102 Tenements and 33 Shops erected on Trust Land at Smith Street and Sago Street and Government agreed to proceed with the demolition of the block bounded by Upper Pickering Street, Upper Hokien Street, South Bridge Road and New Bridge Road.

A census was carried out by the Land Office and revealed that accommodation was required for 619 family units and 87 business premises. The Trust then agreed to provide accommodation for all displaced persons by making available the Artisans' Quarters and Shops under construction at Balestier and the Shops at Kampong Silat. A scheme for transferring the shopkeepers to their new quarters was carefully worked out by the Trust's Estates Department and alternative accommodation allocated in accordance with this scheme. The shops were allotted by a ballot which was attended by two representatives of the Chinese Chamber of Commerce.

There was at first strong opposition to the scheme by both shopkeepers and residents but when the advantages of the new accommodation were realised most of the opposition was withdrawn. Rehousing commenced with the occupation of the Smith Street, Sago Street tenements in December and at the time of writing more than two-thirds of the shopkeepers and residents have moved into their new accommodation. The scheme is expected to be completed and the block of slums demolished by the middle of 1949.

The 1950 Building Programme will provide for the re-development of the cleared site and only shortage of staff prevents this being carried out in 1949.

This is the most important central slum clearance scheme which the Trust is to carry out; it is only the first instalment of a programme for

dealing with all such slum properties belonging to Government. The success of such schemes can only be secured by close co-operation with Government Departments.

11. **Rural Area.**

Although most of the Trust's Funds have hitherto been spent in the Municipal Area, the Trust is deeply interested in the development of the Rural Area, and there is much scope here for further co-operation in the matter of Development Control. In the matter of main communications and in Housing Development it is possible that in the future the Trust will play a greater part in the Rural Area.

12. **Committee Work.**

The Trust was represented on the Committee which presented the 1947 Housing Report, and the Manager attends all meetings of the Reclamation Committee and most Government Sites Committees. The Trust is also represented on the Traffic Advisory Committee and the Control of Buildings Committee.

13. **Princess Elizabeth Housing Scheme.**

In the early part of 1948 working drawings were prepared for flats to be erected to celebrate the Wedding of Princess Elizabeth at the request of the Central Celebrations Committee. At a meeting of this Committee in May 1948 the Manager was appointed Convenor of the working committee charged with the task of bringing this scheme to fruition. A number of meetings were held and agreement reached on the schemes prepared. A draft ordinance was submitted to Government to enable the Trust to carry out the building and management of the proposed estates. Legal difficulties were encountered and for the latter few months of the year it was impossible to make any progress.

Since the end of the year however, new legislation has been drafted and it is hoped that the necessary enabling powers will be given to the Trust in the near future. But for the legal hitch the workmen's dwellings would now have been completed, and it is a matter of considerable regret that this delay has occurred.

14. **Visitors.**

During the year the Trust has had a number of visits from representatives of the Colonial Office and other interested persons from Britain and elsewhere. Most of these visitors have been conducted on tours of inspection of slum conditions and the Trust Housing Estates, and all have been impressed with the magnitude of the problem and the methods being adopted for its solution. Of these visitors the most important was the Minister of State for the Colonies, Rt. Hon. the Earl of Listowel who carried out an extensive tour. Another important visit was that of Messrs. A. Awberry and Dally, two British Labour Leaders who produced an interesting report. Mr. Chinn of the Social Welfare Department of the Colonial

Office was most interested in the work being carried out in rehousing. Interesting discussions and tours of inspection were carried out with Mr. Nutcombe Hume of the Colonial Development Corporation and Mr. McFadzean the local representative.

15. **The Future.**

It is possible that as a result of the Housing Report and other reports which have to be considered by Government a large measure of reorganization will have to be carried out within the Trust, but whatever the future may hold, it may be said that in the post-war period the Trust has not been idle. It has at least shown the way in the provision of better housing for the working and clerical classes, and by so doing demonstrated what can be done with economy in a field that is hardly touched by private enterprise.

PART II.

CHAPTER I.

Finance.

The finances of the Trust fall under three main heads (i) Improvement Fund; (ii) \$10 Million Fund; (iii) Loan A/c.

The Annual Accounts for 1948 have not yet been completed but the following information and estimated figures can be given.

(i) Improvement Fund.

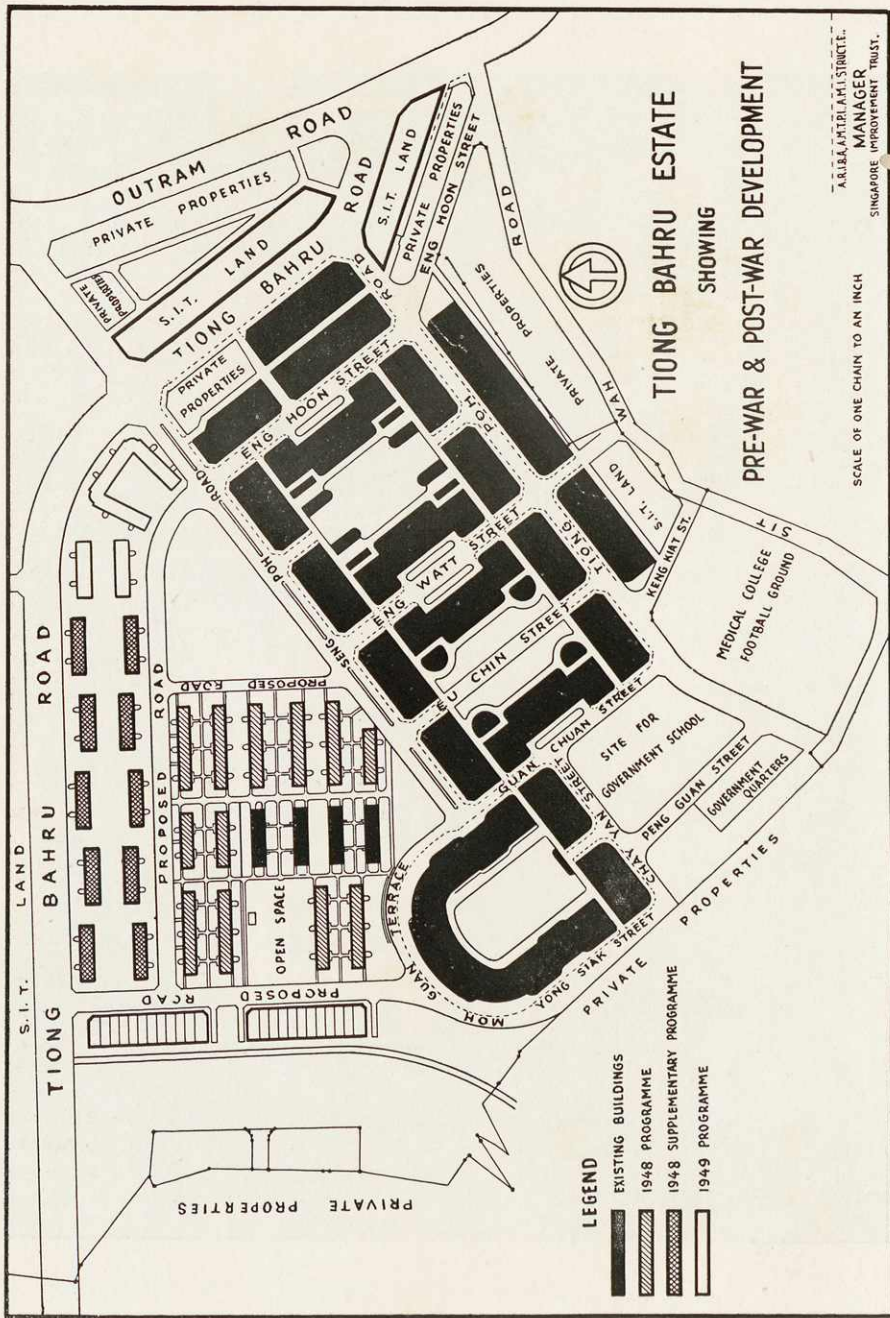
Estimated Balance (Revised) 1 January, 1948		\$1,599,678
Revenue:		\$
Improvement Rate under Section 22 ..	593,000	
Government Contribution under Section 23	508,000	
Rents from Properties	679,900	
Rents from Land	95,000	
Reimbursements under Section 145 & 148 of the Municipal Ordinance—Back Lanes	60,000	
Miscellaneous	65,220	2,001,120
		<hr/>
		\$3,600,798
Expenditure:		\$
Personal Emoluments and Cost of Living Allowances	350,000	
Administration	217,580	
Maintenance of Property etc.	282,220	
Back Lanes	30,000	
General Improvement Plan	32,000	
Housing and Improvement Schemes ..	1,854,000	2,765,800
		<hr/>
Estimated Balance 31 December, 1948		\$ 834,998
		<hr/>

Most of the above items are self explanatory.

In connection with the sums of \$593,000 and \$508,000 in respect of Improvement Rate and Government Contribution it should be explained that the Singapore Improvement Ordinance provides that the Municipal



Flats at Tiong Bahru



Layout of Tiong Bahru Estate

Commissioners shall assess and levy an improvement rate on the value of all houses and lands within the Municipal area at such rate as the Board, with the approval of the Legislative Council shall fix (Section 22, Improvement Ordinance). Such improvement rate must not exceed five per centum of the annual value of the property rated. This rate has remained at 2% since the formation of the Trust in 1927.

Government contributes to the Trust from the general revenues of the Colony a sum equal to the proceeds of the improvement rate (Section 23, Improvement Ordinance) but as such contributions are based on the collections for previous half years the amount received from Government in any year usually varies somewhat from the amount actually collected under Section 22.

During its early years the Trust had no power to build except where expressly laid down in an Improvement Scheme but was obliged to provide accommodation for persons actually de housed by action taken either under an Improvement Scheme (Part VI, Improvement Ordinance) or by demolition of insanitary buildings (Part V, Improvement Ordinance). In consequence the revenues made available to the Trust were not such as to permit of housing on a large scale. Expenditure of \$1,854,000 on Housing and Improvement Schemes during 1948 was only possible owing to the substantial balance (\$1,599,678) available at 1 January, 1948. This balance was available owing to the fact that little building was possible during 1941 and 1945/46. The Trust regard it as essential that further housing should be provided and as its funds are insufficient it has asked Government for the necessary financial assistance as explained under Loan A/c.

(ii) \$10 Million Fund.

It was appreciated by Government on the formation of the Trust in 1927 that the Ordinary revenues of the Trust would be insufficient to deal with large slum clearance schemes and Government earmarked a sum of \$10 Million for such purpose. This Fund has with the approval of Government also been utilised in three ways viz.

- (a) for the acquisition and clearance of slum property,
- (b) for the acquisition and development of land and the opening up of roads and
- (c) housing schemes to relieve overcrowding and to facilitate the re-housing of slum dwellers.

In the years immediately prior to the Occupation the Fund was largely used for erection of new housing as an indirect contribution to slum clearance and relief of overcrowding and only approximately \$1¼ Million remained available on the resumption of Civil Government after the War.

In 1947 the Trust acquired a large area of land between Alexandra Road and Holland Road at a cost of \$787,500 which was debited to the \$10 Million Fund. It is intended in due course to develop this land.

During 1948 the sum of \$350,000 was spent on Earthwork, Flats and Dwellings at Kampong Silat and \$35,000 was expended in developing land at Alexandra Road. The \$10 Million Fund is consequently nearly exhausted.

(iii) Loan A/c.

It has been explained above that the ordinary revenues of the Trust are inadequate to permit of housing schemes on a large scale and that the \$10 Million Fund which had latterly been utilised for housing is nearly exhausted. It had become apparent in 1947 that the Trust would have to be given considerable financial assistance if additional housing on the scale considered necessary was to be provided. In September, 1947 the Trust prepared a programme of new housing to be undertaken in 1948 amounting to approximately \$7 Million and asked Government for an amount of \$5 Million towards this Programme. Government agreed to advance this sum on loan, repayments to be made annually over a period of 40 years with interest at 3% on the balance outstanding from time to time.

Approximately \$2,324,000 of the Loan had been expended on housing at 31 December, 1948 but contracts had been let and work was in progress for a further \$2,450,000. This loan will therefore be nearly exhausted within the next few months.

The Trust has submitted for Government's approval a Building Programme for 1949 estimated to cost over \$6 Million and has asked Government for a further loan of \$5 Million in order to carry out this Programme.

CHAPTER II.**General Improvement Plan.**

The work carried out under the General Improvement Plan is detailed under the report of the Lands and Planning Section, and in Appendix D. The plan itself consists of a series of Standard Survey Sheets of the Island on different scales. These show a considerable amount of Survey detail but the plan itself is a piecemeal affair and can only be studied by reference to individual sheets. 204 Statutory additions and amendments to the plan were approved during 1948.

The General Improvement Plan is in no way a Town Plan in the modern sense as it is neither comprehensive nor complete. It is only a record of Statutory approvals under the Ordinance. Nevertheless it requires a considerable amount of technical and administrative work to keep this record up to date.

CHAPTER III.**Improvement Schemes.**

In 1948 no new Improvement Schemes were initiated under Part VI of the Ordinance, but work proceeded on a number of prewar schemes viz.

- | | |
|--------------------|--|
| 1. Balestier Road. | Erection of Artisans Quarters and Shops. |
| 2. Race Course. | Erection of 64 Flats. |

3. Kampong Silat. Erection of Flats, Artisans Quarters and Shops.
4. Sago St., Smith St. Erection of 102 Tenements and 33 Shops.
5. Lorong Krian. Erection of 60 Tenements and 10 Shops.

A number of new Improvement Schemes have been planned but as they all entail the acquisition of considerable areas of expensive property they will have to await the provision of adequate funds or be tackled in some other way.

CHAPTER IV.

Back Lanes.

No Back Lane reconstruction work was carried out during 1948, but outstanding acquisitions were proceeded with. Whilst it is the Trust's policy not to proceed with expensive back lane reconstruction at present it has been necessary to apply for back lane orders in certain cases where building operations call for the opening up of a back lane. Only essential reconstruction work will be done in such cases.

The recovery of outstanding Back Lane charges has proceeded during the year the work being taken over by the new Assistant Secretary and a sum of \$77,143.06 has been recovered.

CHAPTER V.

New Housing.

The Housing Report of 1947 suggested a three year preliminary programme and during 1948 the Trust carried out the first year of this programme. Contracts were let during the year to the value of \$4,762,000 and a total of \$3,965,000 was spent during the year on new houses. The buildings for which contracts were let during the year included 676 artisans quarters, 176 flats, 162 tenements and 115 shops, and a supplementary contract for 160 flats at Tiong Bahru was started before the end of the year. More than half the above buildings were completed during the year, and all should be finished by the middle of 1949.

Artisans Quarters.

○ The 676 artisans quarters and 72 shops are of the concrete posts and panel prefabricated type evolved by the Trust in 1947. This system has proved very flexible, having been easily adapted to shops and a larger type of house with no basic alteration. It has proved its worth in speed of erection and economy of labour and materials. Government has adopted this type for the erection of police quarters, and copies of the plans have been passed to the Federation Government, Kuala Lumpur Municipality and other Town Boards by request, and also to a number of private builders in Singapore.

Tenements.

The tenements recently completed at Smith St./Sago St. are on a new and very open plan, with spacious communal halls, kitchens and laundries. They are being used to rehouse tenants displaced from the Hokien St., Pickering St. area of expired 99 year Crown leases prior to clearance of the area. They are proving most popular with their new occupants.

Flats.

The flats both at Tiong Bahru and Kampong Silat have been erected on the open development plan which makes light wells and back yards unnecessary and gives surrounding open grass plots and playgrounds. The 1948 type is somewhat more spacious than the 1947 and gives large balconies front and rear.

Kampong Silat.

During the year development has started on the Kampong Silat Improvement Scheme. A development scheme will be carried out on a three year programme of squatter clearance and rehousing. About half of the site has now been cleared and levelled, and the first contract of 64 houses and 21 shops has been completed.

The second contract for a block of 48 flats is now in progress and should be completed in April 1949.

Balestier Estate.

The contract for 296 artisans quarters and 27 shops at Balestier will complete the development of this Estate except for an area alongside Towner Road which has been reserved for shops and flats. The Estate now consists of 20 flats, 1302 artisans quarters and 63 shops, including a Municipal Clinic. There is a site for a School and provision is being made for market places. There is ample space still available for community and other public buildings, and the Estate should become a self contained unit when completely developed.

Tiong Bahru.

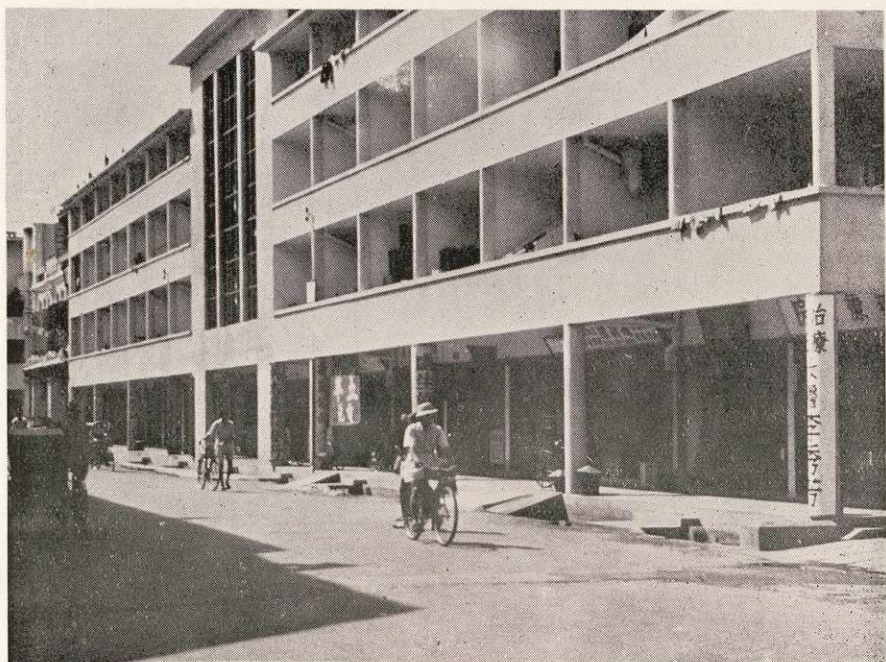
Development is proceeding in accordance with the plan published in last year's report. 64 flats were occupied in April 1948.

Old Race Course.

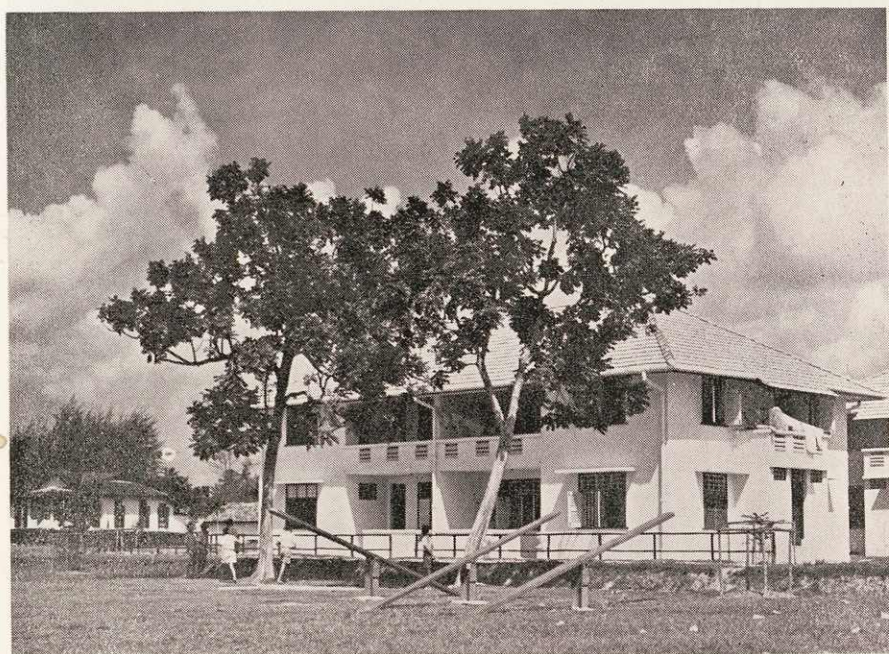
64 two-storey flats have been completed at the Old Race Course as quarters for the Subordinate Staff. Half of these will become available to the public and though rentals are high they should prove popular as they are the best type of flat the Trust has yet produced. Considerable difficulty was experienced in the foundations owing to extremely bad subsoil and raft foundations were used over part of the site.

1949 Programme.

A programme of \$10 Million was planned for 1949, but this had to be reduced to approx. \$6¼ Million because of shortage of Architectural Staff.



Tenements at Smith Street



Semi-detached flats at Old Race Course

The staff has been working at full capacity during 1948 and although only two Senior Officers were available for the greater part of 1948 the staff has done an excellent job. The overhead costs of the Architectural Staff for 1948 including administration came to less than 2½%. This is less than half the fees a private architect would charge for the same type of work. A high standard of supervision has nevertheless been obtained and the quality of Trust building work bears comparison with any that is being produced in Singapore. If this standard is to be maintained, it is essential that adequately trained and experienced staff be recruited and retained.

The Trust has only been able to skim the surface of the housing problem in this city, and cannot hope to do more unless the means are made available. Money in itself will not solve the problem, without the skill and organisation that is required to spend the money to the best purpose. The best brains and the utmost energy must be employed to deal with housing in Singapore and sufficient inducement must be offered if they are to be obtained.

If the programme envisaged by the Housing Report is to be carried through, the staff will need to be strongly reinforced in all departments.

CHAPTER VI.

Maintenance of Property.

A number of rehabilitation contracts let during 1947 were completed in 1948, notably the Tiong Bahru Area which for the past year has looked more like its prewar self. A contract was let for the renovation of the Henderson Road Estate near the end of the year and that, together with contracts for redecoration and repairs at Lavender Street and Madras Street, will complete the rehabilitation of Trust properties.

It is probable that most of the flat roofs at Tiong Bahru will require to be relaid during the next five years and experiments are now taking place as to the best methods of sealing these roofs. The 10-year guarantee has expired.

PART III.

1. LANDS AND PLANNING SECTION.

Staff at the end of 1948

(approved additions for 1949 shown bracketed) :—

(Asst. Planning Officer)	Lands & Planning Officer	Asst. Lands Officer
		Land Inspectors 2
(Draughtsman 1)	Chief Draughtsman 1	Land Overseer 1
(Apprentice Draughtsman 1)	Draughtsmen 10	
	Temporary Draughtsman 1	Clerks 2
	Apprentice Draughtsmen 3	
	Apprentice Draughtsmen (vacant) 1	
	(Apprentice Draughtsman 1)	
	Plan record Clerk	
	Plan Printer	
	(Asst. Plan Printer)	
	(Tracers 3)	

The continual and unfortunate changes in the Senior Staff in this Section placed a heavy burden on the Lands & Planning Officer and the officers who in turn acted as Assistant Lands Officer. Much credit is due to the Lands Section Subordinate staff for maintaining orderly records throughout the year.

The Drawing Office staff has worked hard and exceedingly well during the year in which the amount of work has vastly increased. Routine work has been so great that the preparation of new Standard Tracings, Sheets and G.I.P. Sheets has had to be kept to a minimum although, as will be seen from the report below, much work has to be done in the replacement of missing sheets.

The duties of the new Section and the work done for the year 1948 are set out below:—

- (i) The control of the General Improvement Plan (G.I.P.) Drawing Office staff and Lands Section staff.
- (ii) The supervision of all entries, additions and alterations to the G.I.P. Standard Sheets and Tracings.

- (iii) The checking of building plans forwarded by the Municipal Architect and Building Survey or the Chairman, Rural Board; indicating thereon the correct lay-out and recording data thereon from the Standard Sheets and when completed the recording of the plans on the G.I.P. and Tracings.
 - (iv) The investigation of private lay-outs submitted under Section 59 of the Ordinance which numbered 339 during the year, of which 203 were approved and recorded on the G.I.P.
 - (v) Legal Enquiries: 2,335 Legal enquiries were received during the year. These usually sought information regarding lay-outs under Sections 52 or 59 of the Ordinance, regarding Notices under Sections 2, 52, 61, 63, 66, or 67, 75, 78, 92, 97 or 104 of the Ordinance or regarding Back Lane or other charges.
 - (vi) During 1948 1,543 plans were prepared and sold to the public at rates fixed by the Governor-in-Council.
 - (vii) Miscellaneous lay-outs; see Appendix D.
 - (viii) The maintenance of plan records. The total number of plans required for the complete coverage of Singapore Island is 412, comprising $\frac{1}{2}$ chain, 1 chain and 4 chain sheets. For each G.I.P. Sheet there should be a corresponding sheet upon which all Minute Paper references, lay-outs proposals and leasehold, freehold and statutory grant property is shown in addition to information shown on the G.I.P. There should also be a corresponding tracing for each G.I.P. Owing to losses during the occupation the Trust is short of 235 G.I.P. Sheets, 7 Standard Sheets and 61 Tracings. During the year 1948, 11 new Tracings were prepared and 2 G.I.P. Sheets and 2 Standard Sheets were completed.
 - (ix) Plan printing. Although at the beginning of the year the Trust's two printing machines were giving trouble, 5,000 plans were printed during the year.
 - (x) Earthworks. The control of earthworks contracts. See Appendix D.
 - (xi) The recording of Acquisition and Sales of Trust land. See Appendix D.
 - (xii) The control of tenancies of Trust lands and removal of trespassers. See Appendix D.
 - (xiii) The leasing or sale of Trust lands.
-

Leases and Sales of Trust Lands.

The following details give the number of parcels of Trust land for which negotiations have been carried out during 1948:—

(a) **Leases.**

At the end of 1948 there were 41 parcels of Trust land under negotiations for 99-year leases. In all these cases negotiations were commenced before the inauguration of the Trust policy to auction unwanted lands in the future.

Serangoon Road Housing Scheme.

In addition to the above leases, 21 bungalow lots and 16 shophouses lots at Serangoon Road are now the subject of negotiations for leasing. These form the majority of building lots which the Trust is offering to the public for the purpose of building private bungalows and shophouses for the use of the lessees. For these 37 lots plans have already been approved by the Board of Trustees, leaving 16 lots, out of a total of 53, for which final negotiations have yet to be completed.

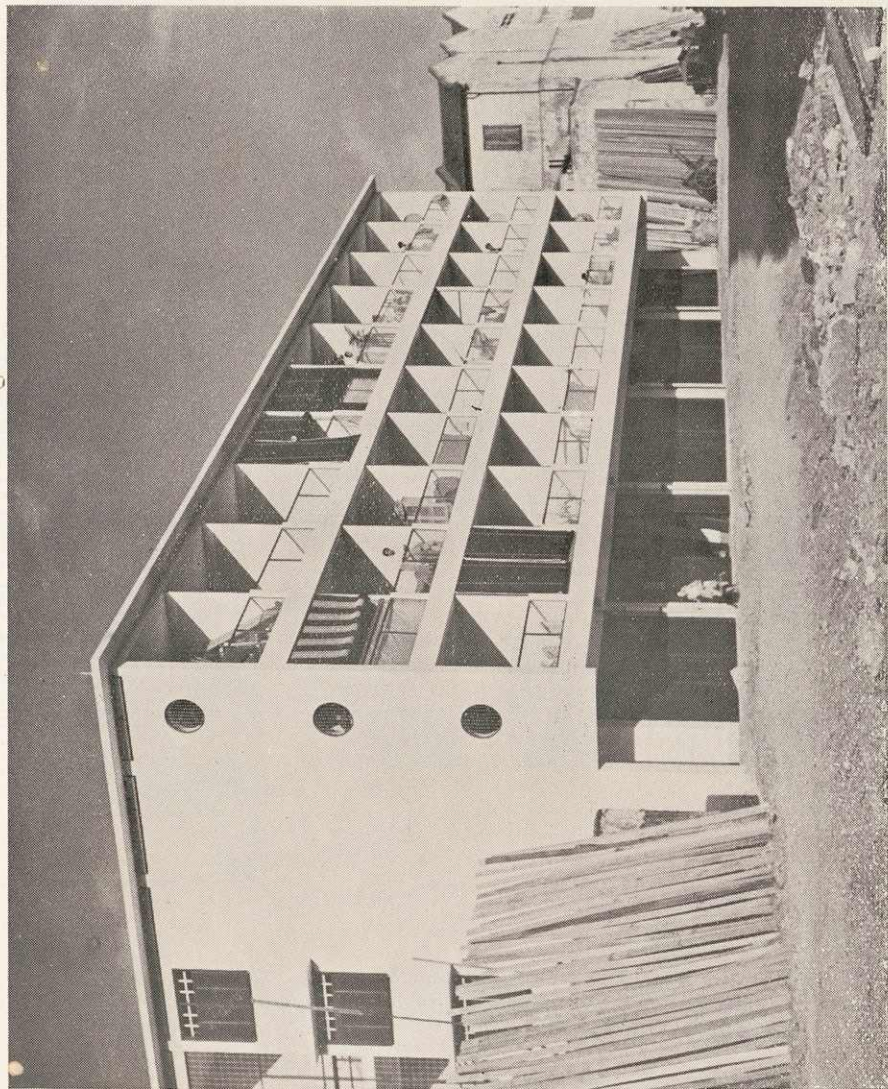
(b) **Auctions.**

The leases of 13 parcels of land are to be put up for public auction early in 1949. At least two of these parcels of land will be further subdivided into smaller building lots.

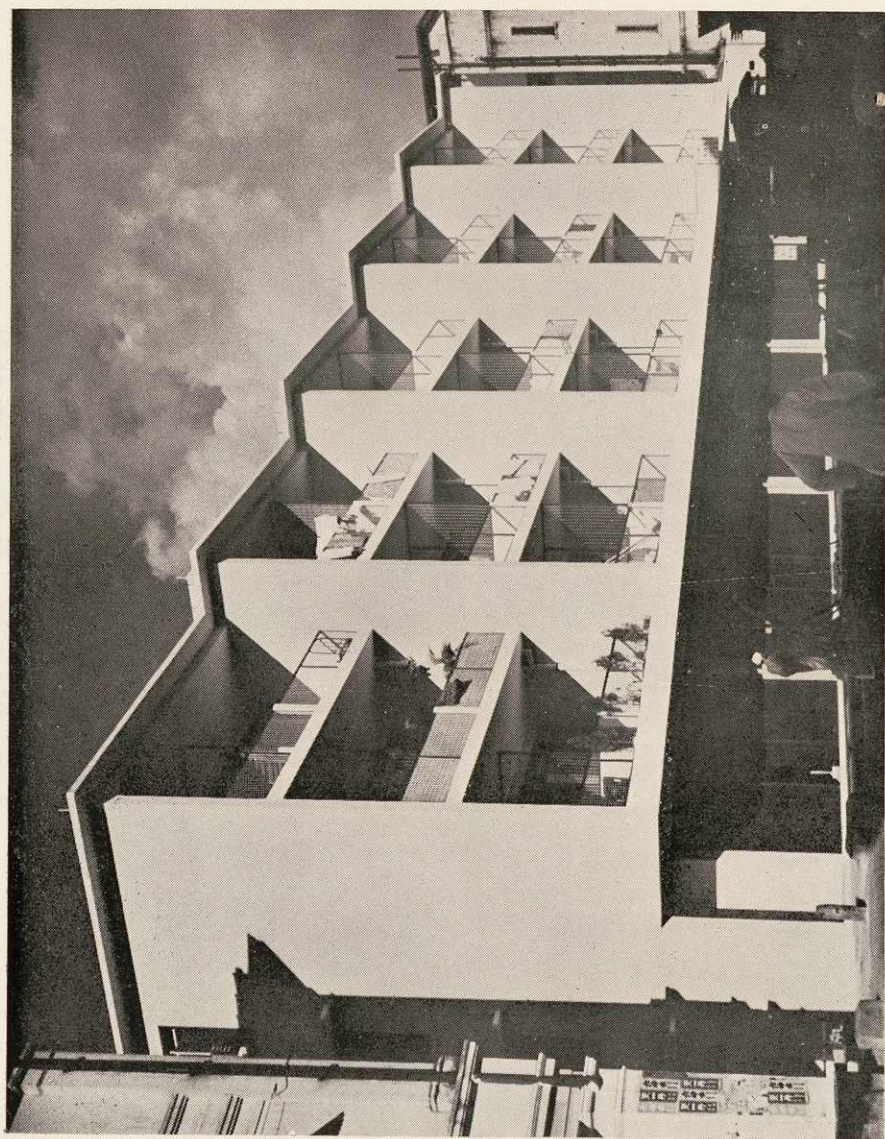
(c) **Sales.**

At the end of 1948 there were 7 parcels of land for which definite negotiations for outright sale were in progress. In the case of 5 lots negotiations were suspended pending a decision on the part of the adjoining owners.

From the foregoing details it will be seen that 103 parcels of Trust land were being considered for disposal to the public during 1948.



Tenements and shops at Cheng Yam Place



Tenements and shops at Albert Street

2. ARCHITECTURAL SECTION.

The work of this section is described fairly fully under the section on New Housing and the Senior Staff is dealt with in the Main Report. The Subordinate Staff consists of four Senior Draughtsmen, two Draughtsmen and five apprentices. The staff is divided into four teams each of which carry out a job from start to finish including all the necessary details under the supervision of an Asst. Architect. The staff is barely adequate for the work in hand and will have to be increased when further office accommodation is available to carry out the proposed building programme. The staff are being encouraged to take the Draughtsmen's Examinations of the Institute of Architects of Malaya, and three have already passed Grade II.

The outside staff consists of one Temporary Building Supervisor, one Building Inspector, and Temporary Clerks of Works as required in each job. In addition a Stores Clerk has recently been employed to look after the Trust's Building Store.

The Building Store which was inaugurated a year ago has played an important part in the completion to time of the various building contracts, and the policy of ordering in advance materials which are in short supply has been of great help in the successful completion of the Building Programme. The Store has become an indispensable asset especially in regard to general maintenance work and will be used more extensively in future for this purpose.

3. ESTATES SECTION.

The Board of Trustees decided, in December 1947, that the increasing volume of work entailed in the management of the Trust properties justified the formation of an Estates Section.

The nucleus of the new Section was obtained from the existing staff of the Secretariat and the Survey Sections in December 1947, consisting of:—

- 1 Estates Officer
- 2 Maintenance Officers
- 2 Estates Inspectors
- 4 Clerk-Typists

The first few months of 1948 were spent in organisation of the routine work of the section.

The Estates Officer commenced his duties officially on 1st May, and it was soon apparent that the staff was insufficient to carry out even the current work entailed. Approval was therefore obtained to appoint additional officers. The staff at 31st December 1948 was as follows:—

- 1 Estate Officer
- 6 Estates Supervisors
- 1 Senior Clerk
- 1 Shorthand-Typist
- 4 Clerk-Typists

It was found difficult to recruit officers trained in Housing Management, but it should be recorded that all who have been appointed have shown great keenness in their work, and in consequence the organisation of the Section has proceeded satisfactorily. A considerable amount of the more urgent work has been completed.

To overcome the lack of technical knowledge arrangements have been made for five members of the staff to study the subject of Estate Management with the College of Estate Management, London. The course will start in January 1949 and it is hoped that all five officers will take the first examination of the Royal Institute of Chartered Surveyors (Estate Management) in March 1951.

Properties.

The total number of properties taken over by the Section on 1st January 1948 were:—

Type of Accommodation	Number	Estimated Population
Flats	805	6,768
Houses	135	810
Artisans' Quarters	844	5,284

Type of Accommodation	Number	Estimated Population
Shops	66	—
Tenements	477	2,699
Houses Pending Demolition ..	61	150
	2,388	15,711

During 1948 the Section assumed control of 963 new properties, bringing the total number of properties to 3351 at 31st December 1948.

A detail schedule and summary of properties as at 31st December 1948 is contained in Appendix E.

The supervision of the estates has been carried out by the Estate Supervisors, who have each been allocated Estates as follows:—

1. Tiong Baharu Estates (pre 1947)		871 lettings
2. Tiong Bahru (post 1947)		64 "
3. Lorong Limau Estate	486	} 982 "
Kim Keat Lane Estate	76	
Whampoe Estate	388	
Balestier Road	32	
4. Lavender Street Estate	118	} 546 "
Balestier New Estate	323	
Farrer Park Estate	105	
5. New Bridge Road Estate	549	} 588 "
Albert Street Estate	30	
Madras Street	9	
6. Henderson Road	154	} 300 "
Kampong Silat	85	
Houses Pending Demolition	61	
	Total	3,351 lettings

It should be noted that two of the Supervisors have, at the moment only comparatively small Estates. This has been so arranged in order that the properties completed in early 1949 can be taken over without undue reorganisation.

Application Registers.

The Application Registers have been enlarged and subdivided in order that all types of applications may be given more individual consideration.

There are now the following Registers in existence.

1.	Register for Flats or Houses	with	1,725 applicants
2.	" " Artisans' Quarters	"	1,694 "
3.	" " Tenements	"	868 "
4.	" " Shops	"	250 "
5.	" " Transfers to Larger Accommodation		50 "

Register No. 5 has been introduced as a means of recording the cases of overcrowding which exist in Trust properties and it is hoped that the extreme cases may be dealt with in the near future. This can be done by offering, wherever possible, larger accommodation to these applicants and reletting their existing accommodation to smaller families.

The Application Register for Flats and Artisans Quarters was closed in December 1947. The Application Register for Artisans' Quarters was reopened for a few months but owing to the large number of applications received was closed again in July 1948.

The total number of applications received to 31st December 1948 was 10,901 made up as follows:—

Flats	..	..	..	4,756
Artisans' Quarters	..	..	..	4,324
Tenements	..	..	..	877
Shops	..	..	..	894
Transfers	..	..	..	50
				<hr/>
				10,901
				<hr/>

Lettings

There has been a total of 1044 lettings during 1948, made up as follows:—

New Lettings	..	..	963
Re-lettings	..	..	81
			<hr/>
			1,044
			<hr/>

The Trust has commenced rehousing the occupants of the Upper Hokien Street—Upper Pickering Street area prior to the demolition of the properties in that area which have reverted to the Crown upon the expiry of the leases. At 31st December, 1948, 102 occupiers of dwelling premises and 81 occupiers of shop premises from this area have been allocated accommodation at Smith Street, Sago Street, Balestier Estate or Kampong Silat Estate.

Renewals of Existing Tenancy Agreements.

In accordance with the provision of the Control of Rent Ordinance 1947, the rents of most of the Trust properties were increased.

The exceptions to this increase of rent were:—

- (1) Staff Quarters at Lavender Street
- (2) Godowns at Tiong Bahru
- (3) New premises erected after the date of the Ordinance.

Notices to Quit were served expiring on 29th February 1948 and new tenancies were offered at the new rentals commencing on 1st March 1948.

During 1947 a new and more comprehensive Tenancy Agreement had been drafted and approved, and it was decided that the increase of rentals and the creation of new tenancies was an opportune movement to introduce the new form of Tenancy Agreement.

This has been a work of some magnitude involving inspections of each tenancy, completion of the new agreements and a thorough check of all the occupiers in order that the identity of the tenant could satisfactorily be established. At 31st December 1948, 1,289 tenancies had been found to be in order and had been renewed, 44 had been found to be unauthorised, and action had been commenced to eject these occupiers.

Exemption from Control of Rent Ordinance 1947.

As a result of representation by the Board of Trustees to the Governor in Council exemption of all Trust properties from the above Ordinance (subject to certain provisions), was obtained on 2nd January 1948.

The provisions were as follows:—

- (i) no action shall be taken to evict any occupant from the said premises without the prior written approval of a committee consisting of Mr. Paul Sammy as Chairman and the following persons as members who shall be nominated respectively by the Union and Associations concerned and approved by the Governor:—
 - (a) a representative of the Clerical and Administrative Workers Union;
 - (b) a representative of the Singapore Association;
 - (c) two representatives of the Singapore Ratepayers Association one of whom shall represent tenants, the other house owners; and
- (ii) the rents of the said premises shall not be increased beyond the limits provided by section 7 of the said Ordinance.

The Committee sat for the first time on 29th January 1948 and has held fortnightly meetings since that date.

A total of 83 cases have been heard and approval has been given to commence action in 75 of these. The remaining applications have either been dismissed by the Committee or have been settled before the actual hearing either by a transfer of tenancy to the present occupiers or by the occupiers vacating the premises.

After the Committee had held several meetings it was decided that the wording of the exemption required amendment upon several points.

Application was therefore made to Governor-in-Council for the necessary amendments to be enacted.

Action for Ejectment in Approved Cases.

After obtaining the approval of the Committee constituted under the above Ordinance, Notices to Quit have been served in 64 cases and at 31st December 1948, 20 of these have been passed to the Legal Adviser for action in the District Court.

Considerable difficulty is being experienced in cases where the tenant has vacated the premises and has left the Colony or where the tenant's new address is unknown. In such cases it is necessary in order to obtain possession to prove an assignment of tenancy or to establish that the tenant has left an agent in charge, against whom action can be taken. These are difficult facts to establish and consequently it is possible that in such cases action for trespass will have to be taken in the High Court.

Maintenance.

The general maintenance of the Estates has been carried out with a total labour force of 84. Each Estate has its own individual force of grass cutters and sweepers as follows:—

Estates	Mandore	Grass Cutters	Sweepers
Henderson Road Estate	—	3	—
Balestier Estate	2	30	—
New Bridge Road Estate	—	—	14
Albert Street Estate	—	—	2
Tiong Bahru Estate	—	8	11
Farrer Park Estate	—	1	—
Lavender Street Estate	—	2	—
Kay Siang Road Estate	—	9	2
Madras Street	—	—	—
Kampong Silat	—	—	—
Total	2	53	29

There has been a decided improvement in the general appearance of the Estates since the Supervisors have been allocated individual Estates. The improvement being particularly noticeable in tenement properties.

Planting of trees and levelling of open spaces have been carried out at Tiong Bahru during the year, but much work still remains to be done before the open spaces of the Estates are made satisfactory.

Minor repair work has been carried out during the year by contractors.

The possibility of carrying out such minor repair work by departmental labour, or by means of term maintenance contracts is now being investigated.

4. SURVEY OFFICE.

Staff.

The following table shows the Staff position at 31.12.48 as compared with that at 31.12.47.

	31.12.47	31.12.48
Senior surveyors	4	1
Subordinate surveyors ..	4	6
Draughtsmen	10	10
Computers	6	8
Apprentices	3	5
Plan Clerk	—	1
Peon	1	1

During the year one Grade III draughtsman resigned and a new draughtsman was appointed in the same grade.

One new Grade III computer was engaged during the year.

The balance of the increase in numbers is accounted for by the return to the Survey Office of some draughtsmen and computers who had been working in the main office.

Survey Labourers.

The labour force has been increased from 31 to 37, making 6 parties in the field. No increase in labourers' wages was made during the year.

Equipment.

Early in the year the arrival of 6 new Watts micrometer theodolites from England greatly alleviated the position. The much needed steel tapes have not yet arrived and we are subsisting chiefly on borrowed Government tapes and one pre-war 5 chain band of our own. Apart from this our field parties are reasonably well equipped.

Office equipment has been augmented considerably by the arrival of parallel rulers, set squares, scales etc., but more scales, bow-pens etc, are still required.

Two new 'Madas' semi-electric calculating machines were purchased during the year and this has helped considerably the work of the computers.

A complete set of 'type' as used in printing on Certified Plans and on our I. T. plans came to hand in the middle of the year.

Materials.

No new plan forms have been received from England since the re-occupation and unless those ordered at least two years ago arrive soon, the position may become embarrassing.

Other materials such as water-colours, pencils, nibs etc., are apparently readily available now locally and our stocks are satisfactory.

Survey costs.

Towards the end of the year the hourly costs for field work and for office work were revised and it was found that the cost of field work now is

\$5.50 per party per hour and that of office work \$2.00 per man per hour against pre-war costs of respectively \$3.50 and \$1.20.

It has been decided to apply these rates when charging for work done on behalf of the Municipal Commissioners or for work which is paid for by private individuals.

Staff Training and Examinations.

Although it has not been possible to recruit another senior surveyor the position regarding staff training is considerably better than it was a year ago. One surveyor sat for 2nd Technical Examination in May and passed in all but one subject. He is expected to pass this in Jan. 1949. Two junior surveyors sat for Junior Technical Examination—both have to sit for one subject again in January, 1949. Apart from these three, six other candidates will be presenting themselves for examinations in Jan. 1949, three taking Junior Technical as computers, one 1st Technical as surveyor, one 1st Technical as computer and one 1st Technical as draughtsman.

General.

Although the staff has been increased during the year from 25 to 32 (28%), the office space has been decreased by approximately 30% as the space has been allotted to another department.

It will be seen from the following return of work that, although the staff has been increased during the year from 21 to 25 only, the number of surveys completed (not counting office jobs for which there has been no field work) has increased from 117 in 1947 to 226 in 1948.

Return of surveys completed during 1948

(Showing also figures for 1947)

	1947	1948
Requisition Surveys, Certified Plans ..	5	30
(Lots subdivided 139)		
Building Plan surveys	33	96
Declaration Plans	3	3
Deed Plans (sets)	23	10
Setting out surveys	10	26
Surveys for alienation of land ..	5	6
General surveys	4	12
Engineering surveys	19	20
Large Topographical	4	10
Small "	11	13
Tracings, no survey	28	70
Computed areas, no survey	16	18
General Minute Papers	179	404

In addition to the above 16 Surveys of various kinds were in hand on 31.12.48.

5. TOWN PLANNING SURVEY AND RESEARCH.

The reasons for the carrying out of a complete diagnostic survey of Singapore Town and Island and for research based on the information gathered from such a survey were fully set out in Chapter 12 of the Singapore Improvement Trust Report for the years 1927 to 1947.

Although the work under this heading was begun in 1947, the progress during 1948 was necessarily slow due to the increased demands of routine work upon the Senior Officers of the Trust. Despite the slow progress of the actual survey, it has been possible, however, to lay the foundations for the carrying out of the ultimate survey and also to deal with certain sections of the work.

For the sake of continuity, the work of this survey is referred to under the main groupings given in the 1947 report:—

(a) **Administration.**

No work under this heading has yet been possible.

(b) **Land.**

Early in 1948 an experimental Land Utilisation Survey of one of the Rural Mukims was carried out. It was discovered from this that the existing Trust staff could not hope to carry out the completion of the Land Utilisation Survey on their own. Towards the end of 1948 contact was made with the Department of Geography, Raffles College, and it is expected that sometime in 1949, it will be possible to carry out in co-operation with Raffles College a Land Utilisation Survey of some magnitude.

The boundaries of villages as used for purposes connected with the 1947 Census of Population have been depicted on 4-chain plans.

In collaboration with the Royal Air Force, air cover was produced for a large part of Singapore Town and for the land each side of Bukit Timah Road. These aerial photographs have been of great value to the Trust and to other Departments and it is hoped that the Royal Air Force may soon be able to continue their work in this field.

(c) **Housing.**

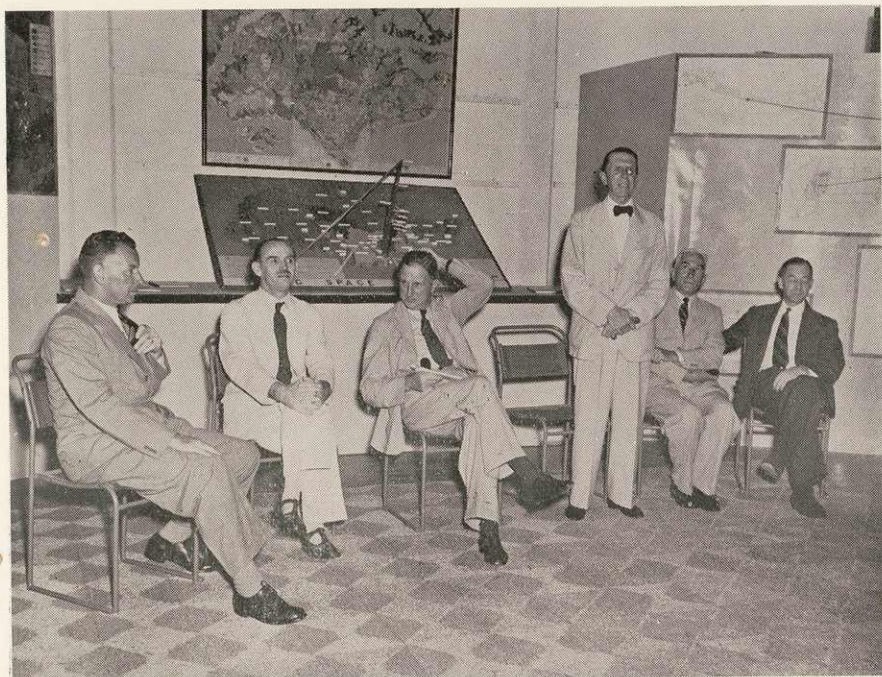
The Trust's Estates Section has carried out small housing surveys for its own purposes. These have proved of great value from a planning point of view.

The information on matters relevant on housing contained in the Social Welfare Report is likewise of value but as yet the statistics have not been fully analysed to suit planning survey requirements.

(d) **Education.**

Preliminary investigations have been carried out with the Department of Education for the purposes of determining the ideal conditions for educational establishments. It is expected that matters of mutual interest will shortly be finalised.

Town Planning & Housing Exhibition, 29 November—11 December, 1948



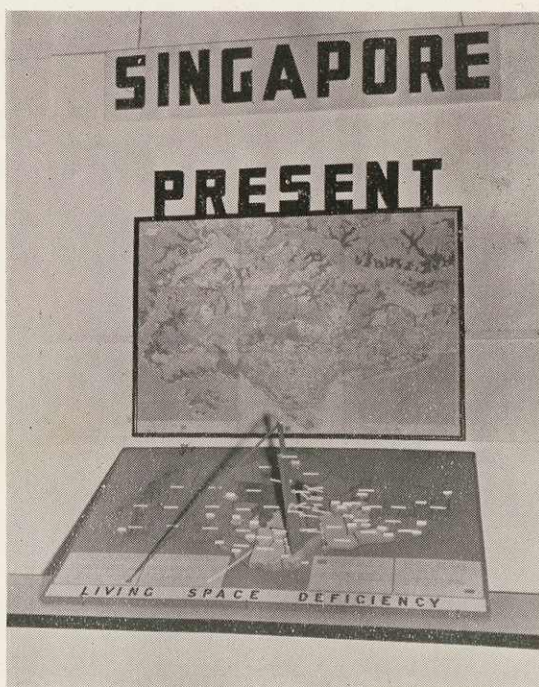
Sir Patrick Abercrombie speaking at the opening of the Exhibition



A model of Tiong Bahru Estate. (In the foreground are the Hon'ble the Colonial Secretary, the Hon'ble Mr. Thio Chan Bee and the Hon'ble Mr. Lim Yew Hock)



H.E. The Governor, Sir Patrick Abercrombie and the Manager, S.I.T., consider a model showing the density of populated areas in Singapore



Population density model

(e) **Public Health.**

No survey work has as yet been carried out under these headings and no research has therefore been possible.

(f) **Social Welfare.**

The statistical information given in the Social Welfare Report has not yet been analysed for town planning purposes.

(g) **Population.**

From the published preliminary details of the 1947 Census of Population, a three dimensional diagram of population density was produced. This diagram was displayed at the Housing and Town Planning Exhibition held at the end of 1948. Sir Patrick Abercrombie made particular reference to this exhibit during his address on opening the Exhibition.

The analysis of Census figures and the Social Welfare Report must be awaited before further research can be undertaken under this heading.

(h) **Recreation.**

Certain research has been carried out relating to the recreational requirements of the population of Singapore but this is not as yet in a form which can be made public.

(i) **Transport.**

Research has been carried out with particular reference to sizes of roundabouts required for large service vehicles.

Statistics are regularly collected in respect of general increases in number of vehicles on the road.

While Sir Patrick Abercrombie was in Singapore, he emphasised the need for a diagnostic survey—a need which has already been stressed in Paragraph 21 of the Report of Singapore Housing Committee. It is hoped that in the near future the necessary staff and equipment may be made available for the purpose of carrying out this survey.

In connection with the complete survey, a Schedule of Statistics required has already been prepared and this is to be circulated shortly in order to ascertain how much of the required information is readily available, and so to assess the size of the diagnostic survey staff which will be required.

As quoted in the Report of the Singapore Housing Committee “we seek a city having foundation”.

The required foundations can only be based on an accurate knowledge of existing conditions.

APPENDIX A.

THE STAFF.**Architectural Section.**

Mr. A. G. Church, Chief Architect and Town Planner resigned early in the year. Mr. Magnay was engaged chiefly on essential work with the Lands & Planning Department. Messrs. Woolmer and Page had to carry on without assistance until the recruitment of Messrs. Howie and Robert Kan in September.

Lands & Planning Section.

The liaison work of the Lands & Planning Department has increased in tempo as general conditions in the Colony have improved, entailing the submission of more building plans, private layout plans, legal and general enquiries. This Department which combined the Lands Section with the Planning Drawing Office came into being in March under Mr. Sewell (the Lands & Planning Officer) upon the retirement of Mr. V. P. Barbat (1st Asst. Engineer) who had been with the Trust for eighteen years. Mr. Magnay who in 1947 was recruited as an architect had to spend most of his time as Assistant Lands Officer and before the end of the year was appointed to the new post of Assistant Planning Officer officially effective as from 1/1/49.

Survey Section.

In 1948 the work carried out by the Survey Department far exceeded that carried out during the previous year. The Trust still requires another Senior Surveyor and it is hoped that the proposed revised salaries will attract a suitable officer to this post. The Survey Staff was augmented by two subordinate surveyors, two computers and two apprentices this year.

Secretariat.

The Secretariat did not escape staff changes. Until the arrival of Mr. Nelson in May, this department was under the control of Mr. Tinsley, then Acting Secretary. Mr. Nelson held the fort for three months until Mr. Greenhill's return from leave and in August Mr. Machin was appointed Assistant Secretary. The clerical staff worked hard during the year and it is unfortunate that several promising junior clerks resigned to take up what appeared to them then, more remunerative appointments elsewhere. The proposed revision of salaries should do much to encourage continuity of service.

Estates Section.

The most significant change in the organization of Office has been the formation of an Estates Section. It has been recognised for some time that the care and management of Trust property and the control of lettings was a specialised job and provision was therefore made in the 1948 Estimates for the formation of an Estates Section. This section has been in operation since the beginning of the year, but was not properly organised until 1st

May, 1948. The Section has had a very busy year building up a staff and coping with the tremendous volume of work resulting from the Trust's Housing Programme. It has been impossible to recruit locally, officers trained in Estate Management, and a scheme for the training of Estate Supervisors has been inaugurated which will extend over a period of years. In the particular circumstances which prevail in Singapore the job of Estate Management is even more complex than students of the orthodox schools could imagine. Nevertheless the orthodox scientific training is necessary, and local problems can only be mastered by local experience.

This Section is one which will continue to expand so long as the Trust keeps on building, and it is essential that a properly trained staff should be built up for the many years of Estate Management which lie ahead.

2010 2771, on 10th June 1948
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APPENDIX A.—(Contd.)

Senior Staff on duty during 1948.

	Senior Architect & Planner	Asst. Architects & Planners	Estates Officer	Secretary	Asst. Secretary	1st Asst. Engineer	Lands and Planning Officer	Asst. Lands Officer	Surveyor
January:	A. G. Church	S. C. Woolmer (RL)	—	H. C. Tinsley (Acting)	—	V. P. Barbat	—	G. E. Magnay (Acting)	W. H. Smart
February:	A. G. Church (RX)	S. C. Woolmer	G. E. Magnay (Acting)	H. C. Tinsley (Acting)	—	V. P. Barbat (R)	—	A. E. Broadhurst	W. H. Smart
March:	—	S. C. Woolmer	G. E. Magnay (Acting)	H. C. Tinsley (Acting)	—	—	F. E. A. B. Sewell (X)	A. E. Broadhurst	W. H. Smart
April:	—	S. C. Woolmer	G. E. Magnay (Acting)	H. C. Tinsley (Acting)	—	—	F. E. A. B. Sewell	A. E. Broadhurst	W. H. Smart
May:	—	S. C. Woolmer	H. C. Tinsley (X)	D. Nelson (T) (Acting)	—	—	F. E. A. B. Sewell (D)	A. E. Broadhurst	W. H. Smart
June:	—	S. C. Woolmer	H. C. Tinsley	D. Nelson (Acting)	—	—	—	—	W. H. Smart
July:	—	S. C. Woolmer	H. C. Tinsley	D. Nelson (Acting)	—	—	—	—	W. H. Smart
August:	—	S. C. Woolmer	W. F. Machin (C)	A. Greenhill (RL)	—	—	F. E. A. B. Sewell	G. E. Magnay (Acting)	D. Nelson (Acting)
September:	—	S. C. Woolmer	W. F. Machin (Acting)	A. Greenhill	—	—	F. E. A. B. Sewell	D. Nelson (Acting)	W. H. Smart
		F. M. Howie (C)							
		R. F. N. Kan (P)							
October:	—	S. C. Woolmer	H. C. Tinsley	A. Greenhill	W. F. Machin	—	F. E. A. B. Sewell	D. Nelson (RX)	W. H. Smart
		L. Page (I)							
		F. M. Howie							
		R. F. N. Kan							
November:	—	S. C. Woolmer	H. C. Tinsley	A. Greenhill	W. F. Machin	—	F. E. A. B. Sewell	G. E. Magnay (Acting)	W. H. Smart
		F. M. Howie							
		R. F. N. Kan							
December:	—	S. C. Woolmer	H. C. Tinsley	A. Greenhill	W. F. Machin	—	F. E. A. B. Sewell	G. E. Magnay (Acting)	W. H. Smart
		F. M. Howie							
		R. F. N. Kan							

C = Recruited on Agreement.

RL = Returned from vacation leave.

R = Retired — over age.

T = Recruited temporarily. Prewar officer over retiring age.

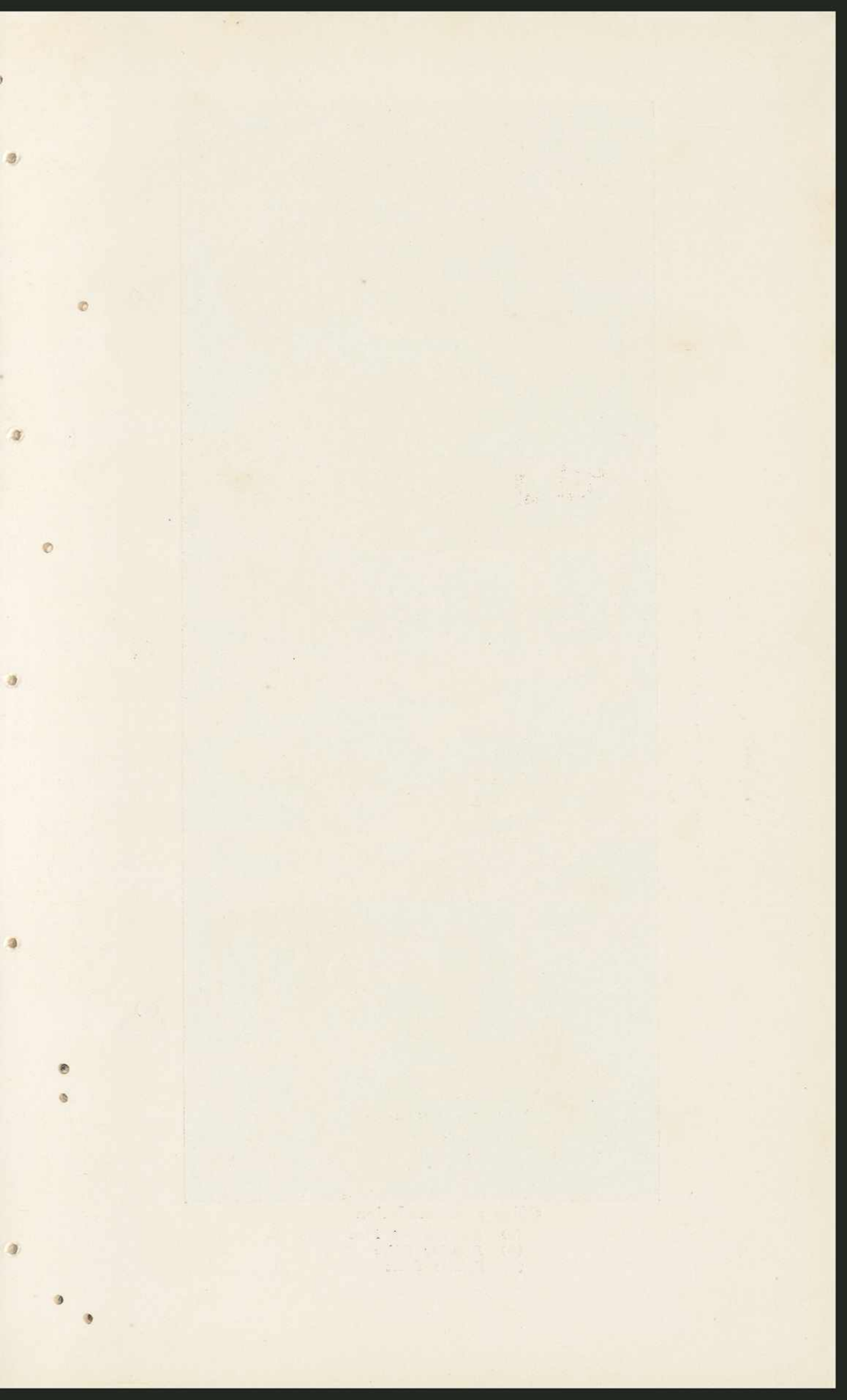
X = Commencement of new office, e.g., Estates Office, Lands & Planning Office.

P = Recruited on six months' probation.

RX = Resigned.

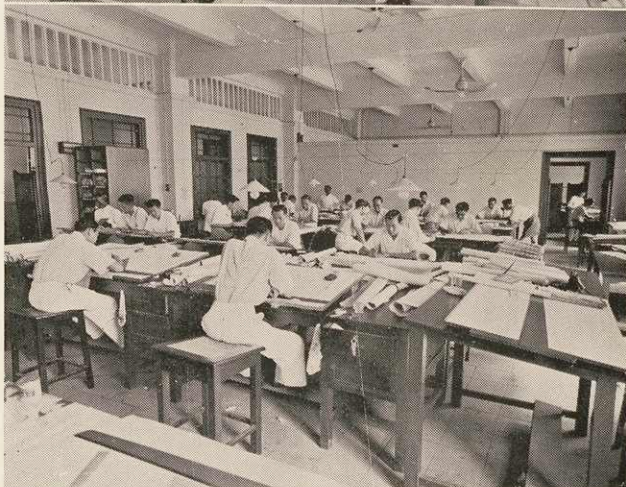
L = Commenced vacation leave.

D = Services terminated.





(a)



(b)



(c)

Office accommodation

- (a) *Improvement Plan Office*
- (b) *Drawing Office*
- (c) *Estates Office*

APPENDIX B.

OFFICE ACCOMMODATION.

	<u>Present</u>	<u>Required</u>
	Sq. ft.	Sq. ft.
Architectural Dept. 	1430	2500
Estates Office 	1630	5500
Lands & Planning Office ..	2155	5000
Secretariat 	2260	3500
Survey Office 	2700	5000
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Total	10175 sq. ft.	21500 sq. ft.
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APPENDIX C.

SCHEDULE OF CONTRACTS LET IN 1948.

Contract No.

- | | |
|-------|--|
| 1/48 | Erecting one block of Tenements at Sago Street and one block of Tenements at Smith Street. (\$384,500) |
| 2/48 | Constructing paths and drains and cutting and filling earth and planting grass at and about 4 blocks of flats at Tiong Bahru. (\$27,500) |
| 3/48 | Executing and completing Pre-cast Concrete Piling for two blocks of tenements at Albert Street and Cheng Yan Place. (\$65,548.14) |
| 4/48 | Preparing steelwork Designs and supplying Steel Reinforcement for 2 blocks of Tenements at Cheng Yan Place and Albert Street. (\$48,000) |
| 5/48 | Erecting 24 shops at Kim Keat Road and laying back-lanes and drains. (\$84,820.52) |
| 6/48 | Carrying out "Vibro" Piling for the Tiong Bahru 1948 Building Scheme. (\$129,535.44) |
| 7/48 | Carrying out a sanitary and water installation for 2 blocks of tenements at Smith Street and Sago Street. (\$33,850) |
| 8/48 | Erecting two Blocks of Tenements at Albert Street and Cheng Yan Place. (\$209,950) |
| 9/48 | Erecting sixteen blocks of flats at the Old Race Course. (\$469,500) |
| 10/48 | Carrying out a sanitary and water installation to 44 Artizan's Quarters at Henderson Road. (\$17,000) |
| 11/48 | Carrying out "Vibro" Piling for the Tiong Bahru Building Scheme along the South side of Tiong Bahru Road. (\$185,837.69) |
| 12/48 | Carrying out a public and private electric lighting and wiring installation and a lightning protective installation at Smith Street and Sago Street. (\$14,223.50) |
| 13/48 | Erecting 296 houses and 27 shops at Balestier Road and laying paths and backlanes and levelling the whole site. (\$705,371) |
| 14/48 | Preparing designs for and supplying and delivering the steel necessary for the erection of Twelve Blocks of Flats at Tiong Bahru. (\$192,976) |
| 15/48 | Erecting twelve blocks of flats at Tiong Bahru. (\$1,193,880) |
| 16/48 | Repairing and altering Nos. 11 & 12 Kay Siang Rd. (\$8,300) |

APPENDIX C.—(Contd.)

SCHEDULE OF CONTRACTS LET IN 1948.**Contract No.**

- 17/48 Erecting and completing 64 houses and 21 shops at Kampong Silat and laying paths, backlanes, drains, forming roads and including filling. (\$209,000)
- 18/48 Carrying out a Sanitary and Water Installation for two blocks of Tenements at Albert Street and Cheng Yan Place. (\$20,619)
- 19/48 Erecting and completing one block of 48 flats at Kampong Silat. (\$286,850)
- 20/48 Carrying out a sanitary and water installation for 12 Blocks of Flats at Tiong Bahru. (\$110,000)
- 21/48 Carrying out a sanitary and water installation for 16 Blocks of Flats at Old Race Course. (\$27,500)
- 22/48 Clearing and levelling by cutting and filling of earth on certain land off Kampong Bahru Road. (Silat Road) (\$1,931)
- 23/48 Carrying out a Lighting, Wiring and Lightning Protective Installation for Sixteen Blocks of Flats at Old Race Course. (\$16,113)
- 24/48 Erecting 80 Artizan Quarters and making up roads, paths and open spaces and planting trees at Whampoe Estates. (\$170,000)
- 25/48 Carrying out a Public & Private Lighting and Wiring Installation for 2 blocks of tenements at Albert Street and Cheng Yan Place. (\$7,750)
- 26/48 Carrying out a Public & Private Electric Lighting Installation at 12 blocks of Flats at Tiong Bahru. (\$35,425.50)
- 27/48 Carrying out a Lightning Protective Installation for two blocks of tenements at Albert Street and Cheng Yan Place. (\$970)
- 28/48 Carrying out a Lightning Protective Installation at 12 blocks of Flats at Tiong Bahru. (\$3,780)
- 29/48 Carrying out the design and erection of Reinforced concrete frames for 10 Blocks of Flats at Tiong Bahru. (\$351,000)
- 30/48 Constructing roads and drains at Serangoon Road. (\$22,930)
- 31/48 Carrying out a Lightning Protective Installation for 10 Blocks of Flats at Tiong Bahru. (\$2,374)

APPENDIX C.—(Contd.)

SCHEDULE OF CONTRACTS LET IN 1948.**Contract No.**

- 32/48 Executing certain repairs and alterations to concrete paths and backlanes, concrete pavements and drains at Lorong Limau Estate. (\$2,100)
- 33/48 Repairs to walls and floors of 69 Bathrooms at 56-76 Keong Siak Road and 18-60 Kreta Ayer Road. (even number only) (\$2,533)
- 34/48 Executing certain repairs, redecorations and alterations to 107 houses, rehabilitations of concrete drains and open spaces at Henderson Road Estate. (\$10,580)
- 35/48 Carrying out a sanitary and water installation for 10 Blocks of Flats at Tiong Bahru, Singapore. (\$72,200)
- 36/48 Carrying out a Public and Private Electric lighting and wiring installation for 10 Blocks of Flats at Tiong Bahru, Singapore. (\$22,000)
- 37/48 Carrying out certain repairs and redecoration to Nos. 17 & 19 Kay Siang Road. (\$5,271.50)
-

APPENDIX D.

LANDS AND PLANNING SECTION.

GENERAL IMPROVEMENT PLAN:

(a) **Control of Buildings in relating to the G.I.P.**

Municipal Area:—	Building Plans checked for lay-out and recorded on Standard Sheets	888
	Requisition for setting out of road and back lanes in respect of Building Plans	92
	Building Plans of completed buildings recorded on the G.I.P.	81
Rural Board Area:—	Building and permit plans checked for layout and recorded on Standard Sheets	1156
	Building and permit plans built to	1260

(b) **Additions and/or alterations to the G.I.P. under Section 59.**

Layouts under consideration on 1.1.48	11
” received during 1948	339
” returned for corrections and not resubmitted within 14 days	107
” disapproved by the Board	8
” approved by the Board and incorporated in the G.I.P.	203
” under consideration on 31.12.48	32

(c) **Additions and/or alteration under Section 52.**

Abandonment of plan No. 24 of 1931, Havelock Road.

(d) **Legal enquiries and Sale Plans.**

Legal requisitions Forms in connection with the G.I.P. received and answered	2335
Plans of parts of the G.I.P. sold	1533

(e) **Maintenance of the G.I.P.**

Scale		Full Re- quirements	Avail- able	Prepared in 1948
33 ft. to an inch.	Tracings	89	64	6
	Standard Sheets	89	84	2
	G.I.P.	89	30	2
1 ch. to an inch.	Tracings	212	184	5
	Standard Sheets	212	212	—
	G.I.P.	212	114	—
4 ch. to an inch.	Tracings	111	103	—
	Standard Sheets	111	109	—
	G.I.P.	111	42	—
		1236	942	15

APPENDIX D.—(Contd.)

(f) No. of plans printed on Trust's printing machines 5000

MISCELLANEOUS LAYOUTS PREPARED:

1. Amended Ring Road—Alexandra Road/Holland Road.
2. Amended Bukit Timah Bye-pass Road.
3. Proposed Roundabout at junction of corner of Buona Vista Road and Pasir Panjang Road.
4. Proposed gyratory traffic junction for Clemenceau Avenue and River Valley Road.
5. Extension of Poh Huat Road to Yio Chu Kang Road.
6. Proposed Fly-over from Empress Place to River Valley Road.
7. Proposed Bye-pass Road from Tampenis Road to Yio Chu Kang Rd.
8. Plan of proposed One-way Traffic Routes for Singapore Town.

Plans Prepared for Housing and Planning Exhibition:

- Singapore in 1854 (colouring)
 Singapore in 1882 (")
 Plan shewing development of road systems in stages from 1819 to 1948.
 Plan of buildings completed by the Trust.
 Plan of roads completed since 1927 and future roads envisaged.
 Plan showing open space deficiencies.
 Model depicting population densities for each Town-Subdivision and Mukim of Singapore Island.

EARTHWORKS:

Contract No.	14/47	22/48	By Agreement
Site	Kampong Silat	Kampong Silat	Henderson Rd. Ring Road Excavation
Commenced on	20.10.47	15.11.48	11.3.48
Completed	24. 6.48	16.12.48	10.11.48
Earthwork	44,894 cu. yds.	2,324 cu. yds.	43,028 cu. yds.
Drainage Excavated	770 cu. yds.	396 cu. yds.	—
Toal Cost:	\$42,264.90	\$3,057.44	Cr. \$4,138.60*

* Royalty of 10 cts. per cubic yard on earth removed to Alexandra Brick Works.

APPENDIX D.—(Contd.)

TRUST LAND ACQUISITIONS AND SALES RECORDED ON G.I.P.

Acquisitions

Ite.n Nos.	Lots Nos.	T.S. or Mukim	Estimated Area Square Feet	Location and Remarks
1.	75-1 pt	T.S. 25	436	Amendment No. 1/1946
2.	104-11 pt	Mk. II	40680	Amendment No. 1/1946
3.	313-3	T.S. 6	364	B. L. No. 120
4.	320-1	T.S. 6	137	B. L. No. 120
5.	387-3	Mk. XXV	1452	} B. L. No. 209 Now lots 387-5 & 387-6
6.	387-4		967	
7.	234-2 pt	T.S. 18	7657	Crown Land Owen Road
8.	C.R.	T.S. 18	2015	Crown Reserve Owen Road
9.	332-3	T.S. 13	1600	Nos. 71 & 73 Johore Road Acquired under Section 48(1)
10.	2-45	T.S. 5	28	B. L. No. 140 Pt. of No 4 Sago Lane

Sales:

1.	95-8 pt.	Mk. XXV	9628	Dunman Road To Municipal Commissioners
2.	224-6 pt	T.S. 3	141 554	B. L. 114 Anson Rd. & Enggor St.
3.	224-9 pt	T.S. 3	13	do.
4.	301-6	T. S. 6	59	B. L. 124 No. 3 Trengganu Street
5.	372-5 pt	T.S. 4	111	B. L. 160 Land in rear of No. 11 China Street
6.	337-42	T.S. 6	105	B. L. 119 Land at rear of 258 & 252 South Bridge Rd.

APPENDIX D.—(Contd.)

Item Nos.	Lots Nos.	T.S. or Mukim	Estimated Area Square Feet	Location and Remarks
7.	325-6 pt	T.S. 6	80	B. L. 119 Land in rear of 260 & 262 South Bridge Rd.
8.	220-2 pt	T.S. 4	71	B. L. 155 Land in rear of 21 Lorong Telok
9.	3344	T.S. 6	250	B. L. 119 Land in rear of 19 to 20 Trengganu St.
10.	336-8 pt	T.S. 6	130	do.
11.	518-2 pt	T.S. 18	16,547	Land at Owen Rd. (\$10 Million Fund)
12.	2-32	T.S. 5	38	B. L. 140 Land in rear of No. 14 Sago Street
13.	2-24	T.S. 5	241	B. L. 140 Land in rear of Nos. 292, 294 & 296 Sago St.
14.	2-44	T.S. 5	465	B. L. 140 Land in rear of 284 to 290 evens Sago St.

APPENDIX D.—(Contd.)

CONTROL OF TRUST LANDS.

	TENANTS			TRESPASSERS			TOTALS		
	Domestic	Non-Domestic	Total	Domestic	Non-Domestic	Total	Domestic	Non-Domestic	Total
Number at 1st Jan. 1948	315	140	455	138	2	140	453	142	595
Recorded during 1948	107	31	138	29	27	56	136	58	194
Total Recorded	422	171	593	167	29	196	589	200	789
Land vacated during 1948	89	42	131	63	27	90	152	69	221
Number at 1st Jan. 1949	333	129	462	104	2	106	437	131	568
	Net Decrease during 1948								
	27								

APPENDIX D.—(Contd.)

REVENUE FROM S.I.T. LANDS—1948.

Estimated Revenue in respect of monthly tenancies	..	\$ 75,829.80
Estimated Revenue in respect of land requisition by Armed Services	.. .. .	49,705.32
Revenue in respect of staging wayangs on S.I.T. lands:		
Rent:	\$750.00
Forfeit:	20.00
		<hr/>
		770.00
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		\$126,305.12
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A. HOUSING ESTATES.

Estates	Date of Construction	Rental	Type of Accommodation				Estimated Population
			Flats	Shops	Houses	Rooms	
1. Tiong Bahru ..	1936-1948	Flats \$16.80 to \$33.60 \$35.00 to \$50.00 Rooms \$13.65 to \$16.80 Shops \$31.25 to \$156.25 Artisans' Qrs. \$20.00	848	33	—	54	5,358
2. Whampoe ..	1947-1948	Shops \$50.00 Artisans' Qrs. \$ 7.35 Artisans' Qrs. \$3.50 to \$20.00	—	24	364	—	2,184
3. Kim Keat Lane ..	1931	Shops \$50.00 Artisans' Qrs. \$ 7.35	—	—	76	—	456
4. Lorong Limau ..	1932-1948	Artisans' Qrs. \$3.50 to \$20.00	—	—	486	—	2,916
5. Balestier Road ..	1948	Flats \$55.00 to \$70.00 Shops \$170/- to \$285/- Artisans' Qrs. \$20.00 Shops \$50.00 to \$70.00	20	39	296	—	1,896

APPENDIX E.—(Contd.)

A. HOUSING ESTATES.

Estates	Date of Construction	Rental	Type of Accommodation				Estimated Population
			Flats	Shops	Houses	Rooms	
6. Lavender Street	1929	\$21.00 to \$26.25	—	—	118	—	708
7. Old Race Course	1941	\$36.75	—	—	17	—	102
8. Henderson Road	1928-1948	Artisans' Qrs. \$7.35 to \$20.00	—	—	154	—	924
9. Kampong Silat ..	1948	Artisans' Qrs. \$20.00	—	—	64	—	384
10. Owen Road ..	1947	Shops \$50.00 to \$70.00 Flats \$60.00 to \$90.00	12	12	—	—	72
11. Farrer Park ..	1948	Shops \$120/- to \$215/- Flats \$70.00 to \$80.00	64	—	—	—	384
12. Madras Street ..	1940	\$24.15 to \$27.30	9	—	—	—	54

B. TENEMENTS.

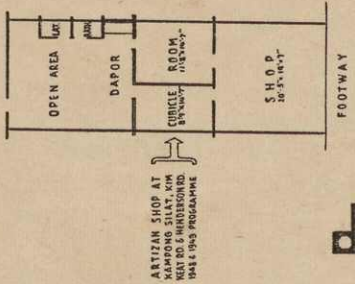
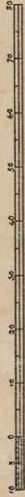
Estates	Date of Construction	Rental	Type of Accommodation				Estimated Population
			Flats	Shops	Houses	Rooms	
1. Smith Street & Sago Street ..	1948	Rooms \$16.00 to \$21.00 Shops \$90.00 to \$207.00	—	33	—	102	510
2. Kreta Ayer Road	1930	Rooms \$8.00 to \$12.00 Shops \$40.00	—	1	—	141	705
3. Keong Saik Road	1931	Rooms \$8.00 to \$12.00 Shops \$25.00	—	2	—	62	310
4. New Bridge Road	1938	Rooms \$17.00 to \$19.00 Shops \$75.00 to \$140.00	—	6	—	65	325
5. Trengganu Street	1940	Rooms \$17.00 to \$19.00 Shops \$120.00 to \$200.00	—	4	—	42	210
6. Banda Street ..	1938	Rooms \$15.00 to \$20.00 Shops \$45.00 to \$85.00	—	4	—	87	435
7. Albert Street ..	1934	Rooms \$13.00 to \$21.00 Shops \$70.00	—	4	—	26	130

APPENDIX E.—(Contd.)

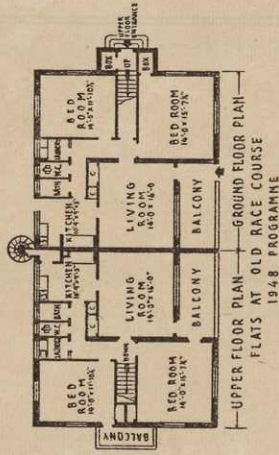
PROPERTIES UNDER CONSTRUCTION at 31.12.48.

	Flats	Tenements	Art. Qrs.	Shops	Total
1. ✓ Albert St. and Cheng Yan Place	—	60	—	10	70
2. ✓ Tiong Bahru ..	264	—	—	—	264
3. Kampong Silat ^{WS}	48	—	—	—	48
4. ✓ Lorong Limau & Kim Keat Road	—	—	80	—	80
TOTAL	312	60	80	10	462

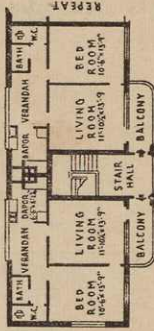
TYPE PLANS OF IMPROVEMENT TRUST POST WAR HOUSING



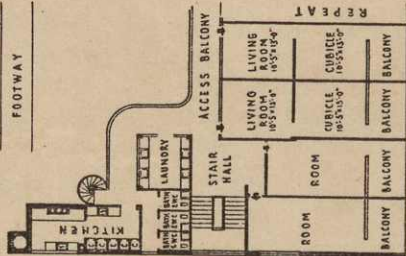
ARTISAN SHOP AT NEAR END OF HIGHWAY WITH VEHICLE GARAGE AND STAIRS
1949 PROGRAMME



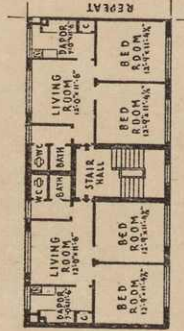
UPPER FLOOR PLAN - OLD RACE COURSE
FLATS AT OLD RACE COURSE
1948 PROGRAMME



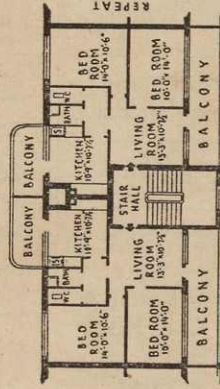
WORKERS FLATS AT OLD RACE COURSE
1949 PROGRAMME



TENEMENTS AT ALBERT ST. 6 CHENG VAN PLACE
1949 PROGRAMME

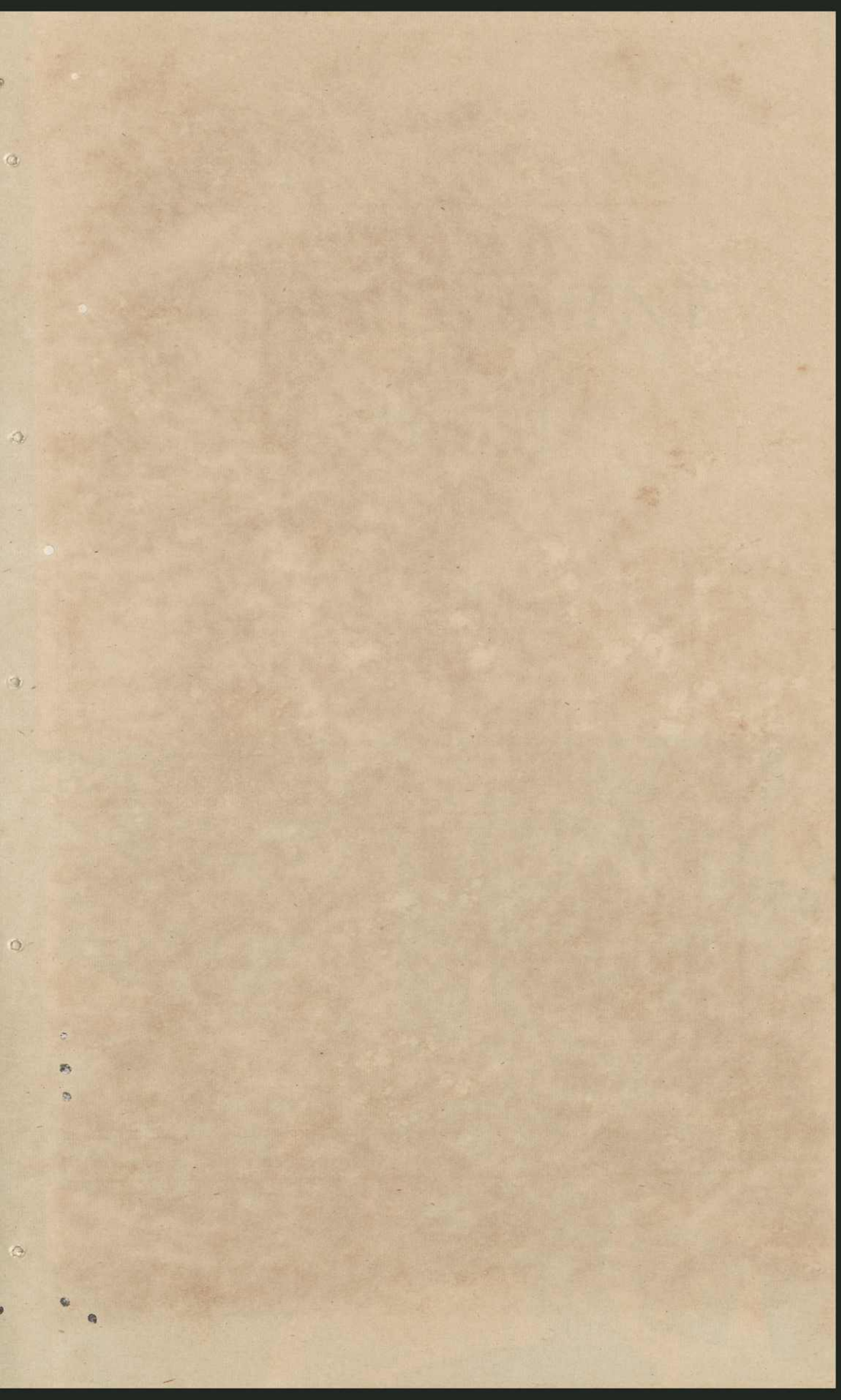


WORKERS FLATS AT KAMPONG SILAT
1949 PROGRAMME



FLATS AT KAMPONG SILAT
1948 PROGRAMME

A. I. T. P. L.
ARCHITECTS
SINGAPORE IMPROVEMENT TRUST



With the Compliments of

The Manager

The Singapore Improvement Trust

SINGAPORE

IMPROVEMENT

TRUST

1949





Seng Poh Road—Tiong Bahru Estate

THE WORK
OF THE
SINGAPORE IMPROVEMENT TRUST
1949

Compiled by
J. M. FRASER,
A.R.I.B.A., A.M.T.P.I., A.M.I.STRUCT.E.

Manager,
Singapore Improvement Trust

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BOARD OF TRUSTEES AT 31st DECEMBER, 1949.

<i>Chairman, Improvement Trust</i>	THE HON. MR. T. P. F. MCNEICE, O.B.E. Deputy President, Municipal Commission
<i>Hon. the Acting Financial Secretary</i>	J. E. PEPPER, ESQ.
<i>Chairman, Rural Board</i> ..	THE HON. MR. J. A. HARVEY.
<i>Director of Public Works</i> ..	W. A. KIRK, ESQ., E.D., M.I.C.E.
<i>Municipal Health Officer</i> ..	DR. N. A. CANTON, M.B., CH.B., B.A.O., J.P.
<i>Representatives of the Municipal Commissioners</i>	P. J. JOHNSON, ESQ. A. P. RAJAH, ESQ.
<i>Representative of the Rural Board</i>	CHIN CHYE FONG, ESQ., S.C.H., J.P.
<i>Appointed by H. E. the Governor</i>	E. GALISTAN, ESQ., M.C.H., J.P. R. RENTON, ESQ., J.P. THE HON. MR. THIO CHAN BEE, J.P.
<i>Legal Adviser</i>	THE HON. MR. JOHN LAYCOCK.

SENIOR STAFF AT 31st DECEMBER, 1949.

Manager, Improvement Trust:

JAMES M. FRASER, A.R.I.B.A., A.M.T.P.I., A.M.I. STRUCT. E.

<i>Senior Architects & Planners</i>	<i>Secretary</i>	<i>Senior Planning Officer</i>
S. C. WOOLMER, A.R.I.B.A., A.M.T.P.I.	ALEX. GREENHILL	F. E. A. B. SEWELL, A.M.T.P.I.
L. PAGE, A.R.I.B.A., A.M.T.P.I.	<i>Asst. Secretary</i>	<i>Asst. Planning Officers</i>
	W. F. MACHIN	G. E. MAGNAY, A.A. DIP., A.R.I.B.A.

<i>Asst. Architects</i>	<i>Estates Officer</i>	<i>(Temporary)</i>
ROBERT KAN FOON NUNG, A.R.I.B.A., DIP. ARCH. (LOND.)	H. C. TINSLEY, F.A.I.	MRS. LENA SANDERS, B.SC., (ECON.) (LOND.)

ROLF KOREN, A.R.I.B.A., A.M.T.P.I.	<i>Asst. Estates Officers</i>	<i>Surveyor</i>
G. M. DAVIDSON, A.R.I.B.A.	J. M. CARTER G. W. CLARRY	W. H. SMART, M.I.S., (N.Z.) A.R.I.C.S.

THE WORK
OF THE
SINGAPORE IMPROVEMENT TRUST
1949

Report prepared by
J. M. FRASER
SINGAPORE IMPROVEMENT TRUST
Singapore
Singapore Improvement Trust

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SINGAPORE IMPROVEMENT TRUST

Report for 1949

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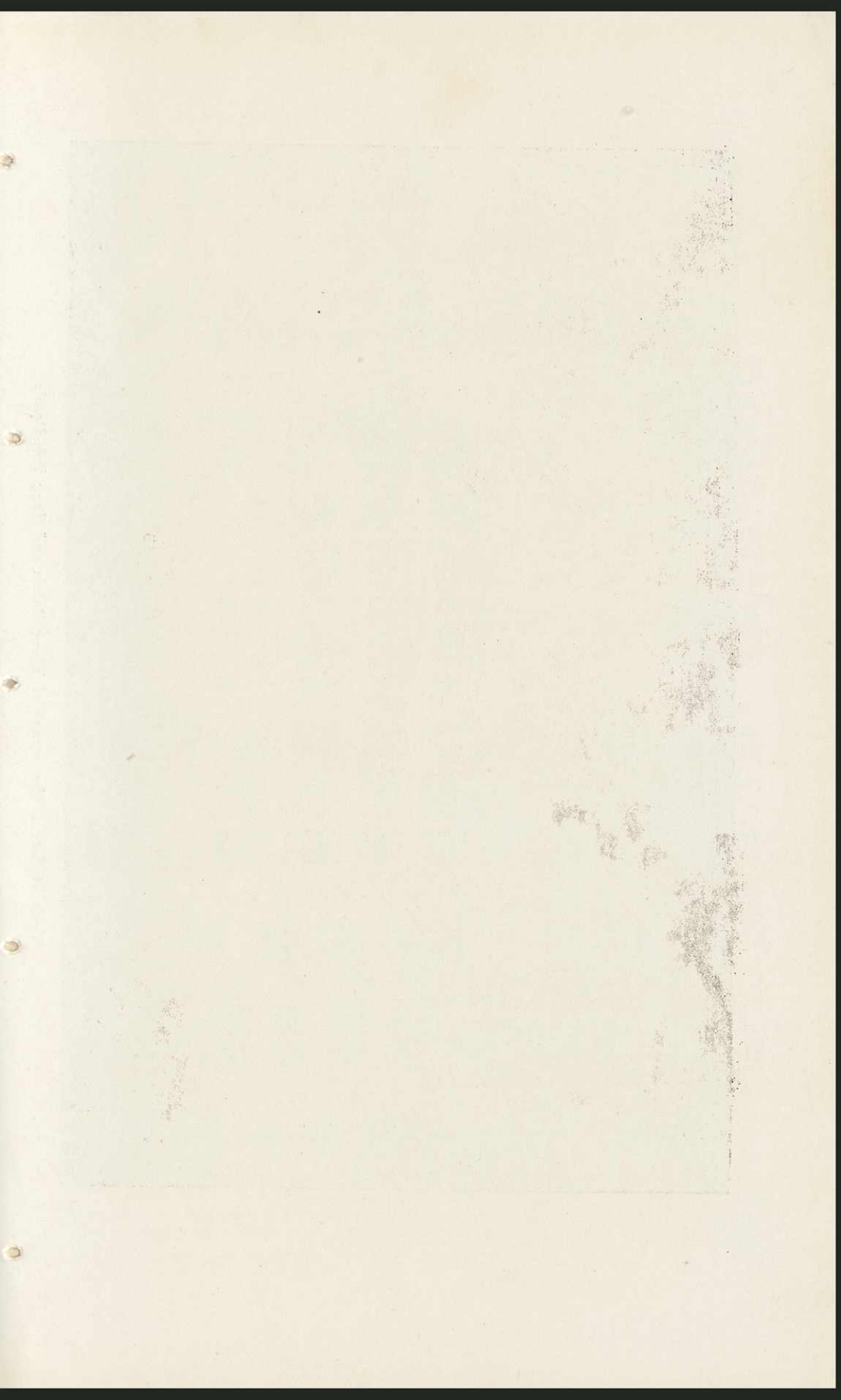
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PART I.

INTRODUCTION.

1. The Singapore Improvement Trust has had a year of steady progress and considerable expansion during 1949. The loan of \$5 million for housing which was granted by Government in 1948 was used up during the year in addition to the funds from revenue and the balance of the \$10 million Fund used for housing purposes. A further loan of \$5 million was granted in 1949 for the current year's housing programme and this money will be used as and when it is required. A further sum of \$12 ½ million has been earmarked for the 1950 Housing Programme. The terms of these loans were settled during the year on the basis of an interest rate of 3% and a repayment period of forty years. This repayment period places a heavy financial burden on the Trust and keeps rentals at a high level. In order that rentals may be reduced the Trust has asked Government to extend the repayment period to sixty years which is in conformity with housing loans in the United Kingdom.

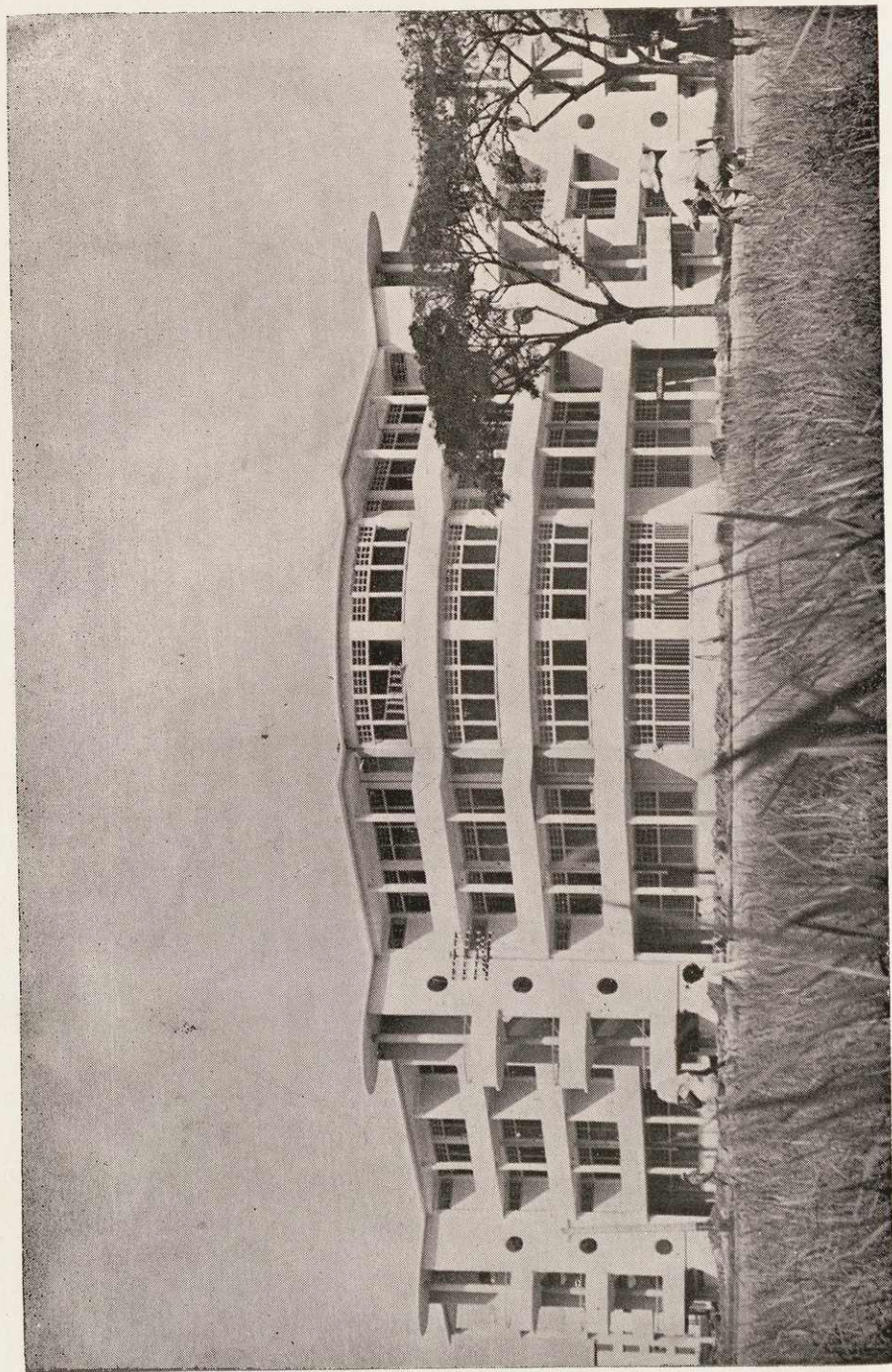
2. The report of the Housing Committee appointed in 1947 was laid on the table of the Legislative Council on the 17th August, 1948. On the 15th March, 1949, the Legislative Council passed the following resolution:—

“That the Council—

- (1) takes note of the recommendations of the Housing Committee laid on the Table of Council on 17th August, 1948;
- (2) accepts the principle of the short-term recommendations in paragraph 19 thereof;
- (3) approves the immediate preparation of the diagnostic survey;
- (4) approves the immediate preparation of the necessary legislation and the administrative machinery to carry out the survey and the preparation of an over-all plan.”

3. Survey.

During the year proposals were put forward to Government for a diagnostic survey of the Colony prior to the preparation of a Master Plan. The staff of the Trust as at present constituted is in no position to carry out a survey of the magnitude required and, if this work is to be proceeded with, it is quite plain that an ad hoc survey team must be appointed. As was pointed out in Chapter 12 of the 1947 Report much of the basic information already exists in public departments in Singapore but this data must be collected and co-ordinated. Such work can only be done by an efficient survey team. Specific proposals for the appointment of a survey team have now been before Government for some months and it is hoped that the team will be appointed soon and will start work during 1950. It is estimated that a period of three years will be required to carry out a complete survey and to prepare a Master Plan for the Colony.



Block of flats at the corner of Tiong Bahru and Seng Poh Roads

It may well be that 1950 will see the end of the Singapore Improvement Trust as it exists at present. A great deal of work has been put into the preparation of this Bill by officers of the Trust, and it has been described in the Press as most important and far-reaching legislation.

6. **Research in the United Kingdom.**

As a result of Government's consultations with Sir Patrick Abercrombie in 1948 the Manager left Singapore for the United Kingdom in late February, 1949, with instructions to investigate the latest developments in planning and housing. Extensive investigations were carried out over a wide field and valuable contacts were made with planning and housing authorities in the United Kingdom. As a result of these investigations a lengthy report has been submitted to the Trustees and Government. The results of these investigations in the United Kingdom have been of considerable value in the preparation of the Singapore Development Bill.

7. **Board of Trustees.**

During the year changes have occurred in the Board of Trustees.

It is with deep regret that I have to record the death on 16th July, 1949 of Mr. J. A. Elias who had been a Trustee almost continuously since the formation of the Trust in 1927. Mr. Elias was a highly respected and most valuable member of the Board and his death has left a gap which is not easy to fill.

During November Mr. D. Robertson resigned from the Board for business reasons. The two vacancies for Municipal representatives were filled by Messrs. P. J. Johnson and A. P. Rajah.

On his appointment as Acting Colonial Secretary, Mr. J. D. M. Smith was succeeded by Mr. J. E. Pepper and Mr. C. W. A. Sennett, on his retirement, was replaced by Mr. J. A. Harvey as Chairman of the Rural Board.

The Chairman, Mr. W. L. Blythe, went on vacation leave in December and Mr. T. P. F. McNeice, has been Chairman of the Board since that date.

8. **Committees.**

During 1949 it has been found necessary to delegate certain of the Board's work to committees, and a permanent Estates Committee has been formed to deal with the many complex problems of the Estates Section.

Near the end of the year an ad hoc committee was formed to report on the whole question of rentals of Trust property and to make recommendations on housing subsidies and rent equalization. After three months' work the Committee has submitted two interim reports to the Board.

The Trust is represented by the Manager on the Traffic Advisory Committee and the Special Markets Committee and much work is carried out for other Municipal and Government Committees.

4. Legislation.

In June 1949 a Housing Bill was introduced into the Legislative Council by the Honourable Mr. John Laycock. This Bill provided for the formation of a Housing Trust which would undertake Housing and Development Schemes in the Colony. After its first reading the Bill was considered by a Select Committee, and in October 1949 this Committee recommended that further consideration should be postponed pending the introduction of more comprehensive legislation which was then being prepared as the result of the findings of a Sub-Committee of the Executive Council under the Chairmanship of the Hon. Mr. W. L. Blythe.

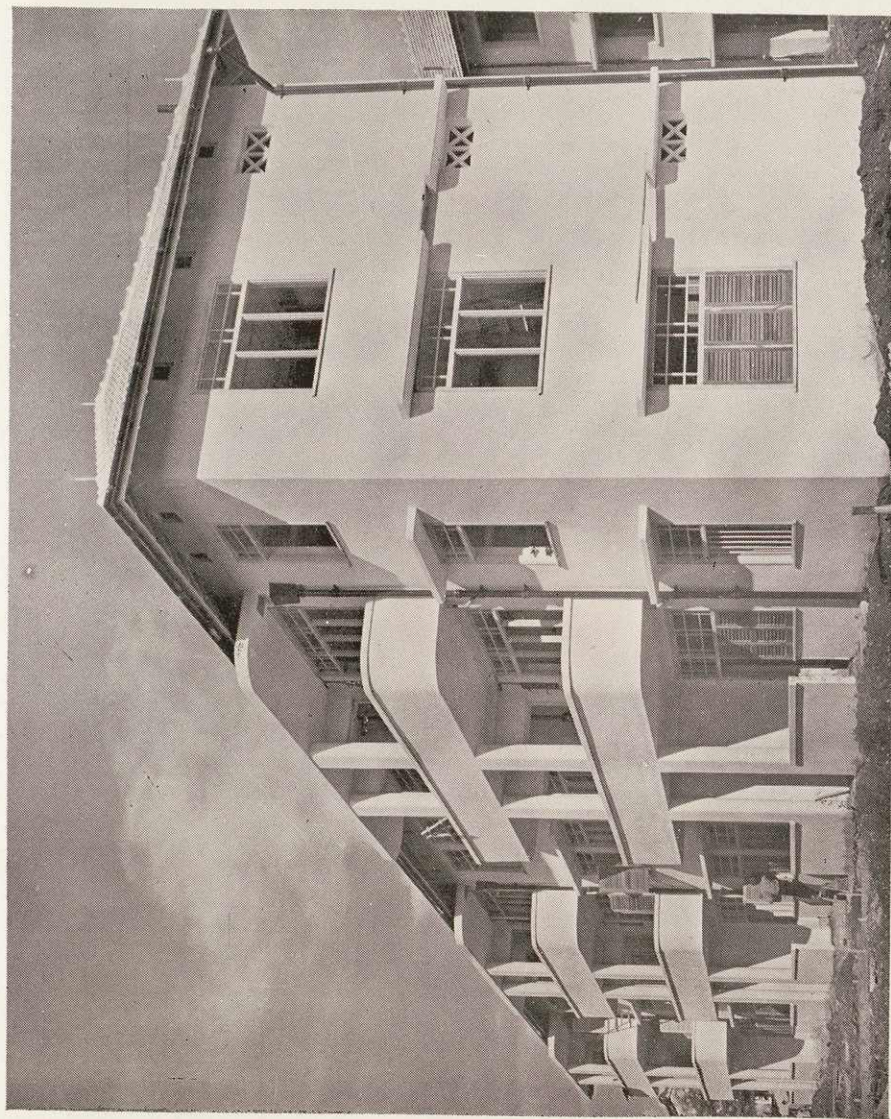
The preparation of the Singapore Development Bill was completed in November and the Bill was submitted to the Legislative Council on 20th December and read for the first time. It was then referred to a Select Committee under the Chairmanship of the Hon. Mr. J. A. Harvey, Commissioner of Lands, for consideration.

5. Development Bill.

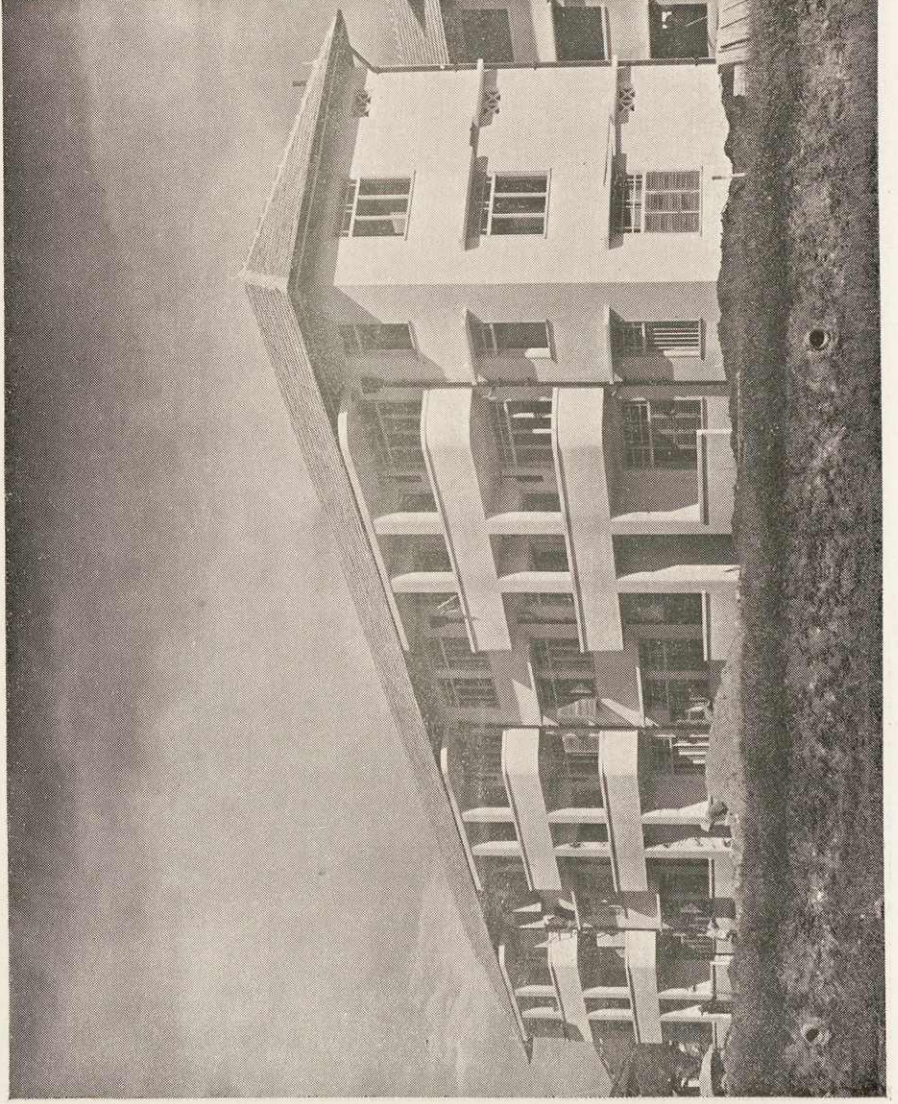
The Development Bill covers the fields of Planning, Housing and Improvement and provides for the setting up of a Development Board for the Colony in place of the Singapore Improvement Trust. The present assets, liabilities and duties of the Trust would be taken over by the Singapore Development Board. The Bill is divided into the following parts:—

- Part I. — Preliminary.
- Part II. — Development Board.
- Part III. — Finance.
- Part IV. — Plans.
- Part V. — Control of Development and Sub-division of Land.
- Part VI. — Improvement Schemes.
- Part VII. — Provisions for securing Repair, Maintenance and Sanitary Condition of Houses.
- Part VIII. — Clearance and Re-development.
- Part IX. — Provision of Housing Accommodation.
- Part X. — Back-lanes.
- Part XI. — Purchase, Sale and Compulsory Acquisition of Land.
- Part XII. — Compensation.
- Part XIII. — Penalties.
- Part XIV. — General.

It is a comprehensive measure containing 253 sections and if approved in its present form, will provide up-to-date planning and housing legislation for the Colony. The Bill incorporates most of the legislation that was proposed under the amended Singapore Improvement Bill which was prepared by Mr. H. A. O'Connor as a result a Committee which sat from 1936 to 1938.



Princess Elizabeth Flats, Farrer Park



Princess Elizabeth Flats, Farrer Park

The distribution of Trust Staff will then be:—

- Municipal Offices - - - Manager, Secretariat & Planning Section.
 Mansoor Street Temporary Office - - - Architectural Section.
 Tiong Bahru Office - - Estates Section.
 Fullerton Building - - Survey Section.

This arrangement can only be regarded as a temporary solution of the problem and is neither convenient nor economical.

Plans are being made for the erection of permanent central offices which will house the Trust, Land Office and Survey Office in one building and we look forward to the time when these plans will mature.

12. Visitors.

An almost continuous stream of visitors from overseas are shown over the work of the Trust and most of them are particularly interested in housing.

Perhaps the most distinguished visitor in 1949 was Lord Forrester, Chairman of the Association for Planning and Regional Reconstruction (A.P.R.R.) who is particularly interested in the planning of Singapore and was greatly impressed with the housing work which he saw. During his stay in Singapore he had conversations with members of the Legislative Council on the work of the A.P.R.R.

13. Pilot Survey.

An interesting experiment was carried out during the Easter Holidays when the geography students of Raffles College carried out a trial land utilization survey of an area of land ripe for development. The details of this survey are described in Part III of this Report.

14. Princess Elizabeth Housing Scheme.

During the year an Ordinance was passed which put in the hands of the Trust the administration of this Scheme, and in the latter part of the year a contract was let for the erection of 72 flats at Race Course Road. It is hoped that these will be completed by the middle of 1950.

The rural part of the Scheme will be built on approximately 12 acres of land which have been given for this purpose by Messrs. Credit Foncier D'Extreme Orient. It is hoped to let a contract for this attractive rural scheme before June 1950.

15. Public Relations.

By reason of its work, especially in the sphere of housing of the public, the Trust is often in the news and the reports which appear are very often neither accurate nor fair-minded. It is difficult to deal with ill informed criticism in the Press, particularly when the Press is unwilling to publish impartially and in full, statements which are designed for the information

of the public. It is felt that real progress can be achieved only by the co-operation of the public who are influenced largely by what they read in the Press, and this can only come if the Press will lay more stress on the truth and less on sensation.

The Trust is ably supported in its work by the Public Relations Officer who is at all times most helpful.

All officers of the Trust in their dealings with the public endeavour to observe the golden rules of politeness and patience as befitting public servants.

16. Singapore Progress Exhibition.

The Public Relations Officer kindly arranged for the Trust to have a stand at the Singapore Progress Exhibition held at the Happy World Park in October. The stall however was a small one and only a limited number of exhibits could be accommodated. These included models of Tiong Bahru housing, a block of flats, plans shewing road development in progressive stages from 1927 to 1948 and Trust schemes proposed as well as completed. In addition a number of photographs were shown including an enlarged aerial photograph of Tiong Bahru Estate.

17. Staff.

During the year the staff was increased by three senior officers and twelve junior officers and subordinates. In spite of these increases all Sections have been working below establishment and the pressure of work has been such that many officers have been working under considerable strain. In addition the Manager, the Secretary and a Senior Architect were absent for more than half of the year; the Manager and Mr. Page on vacation leave and the Secretary on sick leave.

Great credit is due to the officers who carried on in their absence and to all who have gladly accepted much extra work and carried it out efficiently. I wish to thank all officers, senior and subordinate, who have shown steady loyalty and helpful co-operation throughout the year.

18. Obituary.

It is with deep regret that I have to record the death on 14th August, 1949, of Mr. R. G. Baptist who served the Trust for eleven years, first as a survey draftsman and later as a building overseer. Mr. Baptist was a most efficient and conscientious officer and one whom the Trust could ill afford to lose.

All members of the Trust staff join in this expression of sympathy to his widow and son.

PART II

CHAPTER 1.

Finance.

The finances of the Trust fall under four main heads:

- (i) Improvement Fund
- (ii) Loan Account
- (iii) Princess Elizabeth Fund
- (iv) \$10 Million Fund.

The Annual Accounts for 1949 are not yet available so the figures given are approximate.

(i) Improvement Fund

	\$	\$
Estimated Balance (revised) 1 January, 1949		831,495
Revenue:—		
Improvement Rate under Section 22 ..	650,000	
Government Contribution under Section 23	570,000	
Rents from Properties	945,800	
Rents from Land	150,000	
Reimbursements under Sections 145 & 148 of the Municipal Ordinance—Back Lanes	35,000	
Miscellaneous	73,250	2,424,050
	<hr/>	<hr/>
		3,255,545
Expenditure:—		
Personal Emoluments	540,040	
Administration	256,115	
Maintenance of Property etc.	368,640	
Back Lanes	50,000	
General Improvement Plan	4,000	
Housing & Improvement Schemes	1,265,000	
Loan Charges	145,400	2,629,195
	<hr/>	<hr/>
Estimated Balance—31 December, 1949		\$626,350
		<hr/>

This is the Fund into which all ordinary revenues are paid and from which all normal expenditure is met.

The Improvement Ordinance provides that the Municipal Commissioners shall assess and levy an improvement rate on the value of all houses and lands within the Municipal area at such rate as the Board, with the approval of the Legislative Council, shall fix. Such improvement rate must not exceed five per centum of the annual value of the property rated. This rate has remained at 2% since the formation of the Trust in 1927. Government contributes to the Trust from the general revenues of the Colony a sum equal to the proceeds of the improvement rate for the preceding half year. The total income from both sources for 1949 was \$1,220,000/-. This statutory income was at one time almost the only source of Trust revenue.

Owing to the large building programmes which have been undertaken during the last two years, rents of properties, estimated at \$1,096,400/-, now provide almost as large a sum as the statutory income and will exceed it in 1950.

Most of the items under Expenditure are self explanatory. The sum of \$1,265,000/- shown against Housing and Improvement Schemes has been almost entirely spent on new buildings. This sum only represents about one quarter of the total sum spent on building as the greater part of the annual building programme is now financed from Loan account. When the Trust was formed in 1927 it was not the intention that it should provide new housing except where expressly laid down in an Improvement Scheme or where it was obliged to do so because persons were actually dishoused by action taken under the Ordinance e.g. demolition of insanitary buildings. The Trust's building powers were later extended but its statutory income has not been increased and now that building is proceeding on a large scale recourse has been made to the borrowing powers permitted by the Ordinance.

(ii) Loan Account.

It has been explained above that the ordinary revenues of the Trust are insufficient to permit of housing schemes on the scale now considered to be essential. In both 1948 and 1949 the Trust prepared large programmes for housing and in submitting them to Government explained that financial assistance would have to be provided if these schemes were to be implemented. Government agreed in each case to advance a sum of \$5 million, repayments to be made annually over a period of forty years with interest at 3%. During 1949 the sum of approximately \$3,103,000 was spent from Loan Account on new housing.

(iii) Princess Elizabeth Fund.

In 1947 a committee was formed in Singapore to organise the celebration to be held on the occasion of the marriage of H. R. H. Princess Elizabeth to H.R.H. the Duke of Edinburgh. The funds were partly expended on such celebrations and after the presentation of a congratulatory message and personal gift to Her Royal Highness a balance of \$800,429/- remained for the provision of some permanent memorial of the occasion.

It was decided that this balance should be applied to the erection of workmen's dwellings on two estates, one in the Municipal Area and the other

in the Rural Board Area. The funds were vested in the Improvement Trust for this purpose. \$120,000/- has already been spent. The total cost of the buildings is expected to exceed slightly the funds available and the excess will be met from Trust funds. The Trust will maintain the buildings and receive rents therefrom.

(iv) \$10 Million Fund.

On the formation of the Trust in 1927 a sum of \$10 Million was earmarked by Government for the clearance of slum areas. The exact manner in which this money was to be expended was never clearly defined and it has, with Government approval, been used to a large extent to provide housing to relieve overcrowding and thus make an indirect contribution to slum clearance.

One or two schemes for acquisition and clearance of slum property have been financed from this Fund but the cost of slum clearance by acquisition at market rates is too costly for much to be done by this method.

Monies have also been spent on the acquisition and development of land for building. A sum of \$787,500/- expended during 1947 on the acquisition of land between Alexandra Road and Holland Road was debited to the \$10 Million Fund.

The Fund is for all practical purposes exhausted and is now being wound up.

CHAPTER 2.

General Improvement Plan.

This part of the work of the Trust is under the direct control of the Senior Planning Officer who has two Assistant Planning Officers and a staff of sixteen draughtsmen. Their work during 1949 is detailed in the Sectional Report and in Appendix A.

All development which takes place on the Island is recorded on Standard Survey Sheets and is controlled in accordance with the General Improvement Plan. The Section carries out preliminary surveys for general development and undertakes all earthwork contracts. It deals with all applications for development, answers all queries on statutory planning and acts as an information bureau for all intending purchasers and developers of land.

Two additional senior officers are required to deal with the ever increasing work of this section and it is hoped to recruit them in 1950.

CHAPTER 3.

Improvement Schemes.

Although no new Improvement Schemes were initiated in 1949 much building work was carried out in the completion of current schemes viz.

Balestier Road. - - Completion of 392 artisans' quarters & 27 shops.

- Race Course - - - Erection of twelve blocks of 3-storey flats and eight blocks of 2-storey flats.
- Kampong Silat. - - Erection of five blocks of 3-storey flats. Completion of one block of 4-storey flats.

CHAPTER 4.

Back Lanes.

Since 1946 it has been the policy of the Trust to open up back lanes only where essential reconstruction has to be carried out or where building operations make it imperative. No new back lane schemes have been initiated.

The reconstruction of one office building was carried out to complete a back lane behind Malacca Street. This was carried out at the owner's expense.

\$51,135/— was recovered during the year in back lane charges.

CHAPTER 5.

New Housing.

A large portion of the three year programme, Housing Report, 1947, has now been completed and more has been put in hand.

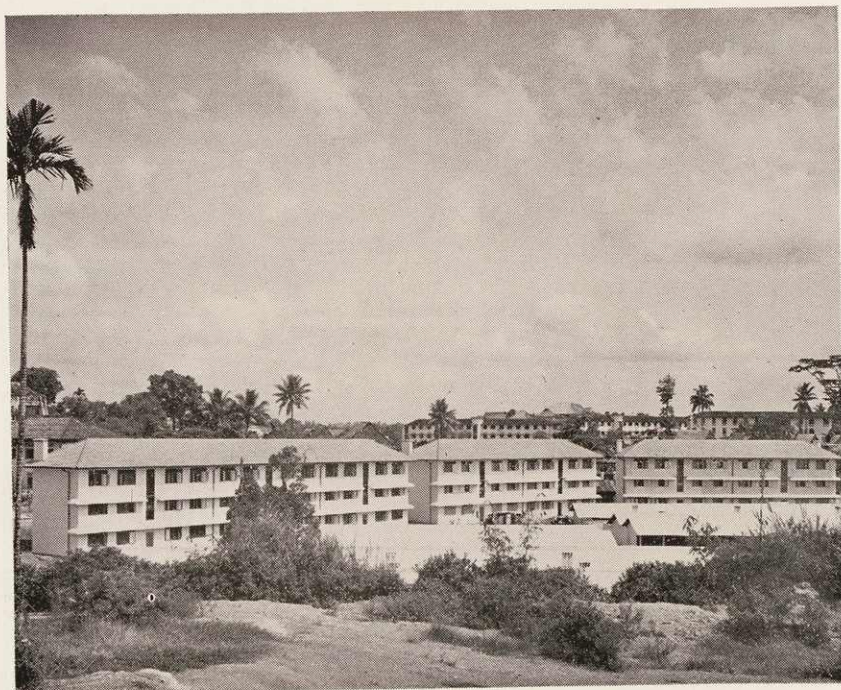
Owing to the time taken in obtaining Government approval to each year's programme it is possible to put in hand but not to complete the current year's work. The whole of the 1948 Building Programme was completed by the middle of 1949 and most of the 1949 Programme was started during the year. The only schemes which the Trust were unable to start were those on Crown Lands which at the end of the year were still awaiting clearance. The figures for completion during 1949 are flats 376, artisans' quarters 247, tenements 60 and shops 49. This may sound disappointing but the volume of work in hand is always increasing and it is expected that the rate of completion will be stepped up considerably in 1950.

Compared with the housing work of the colony the Trust's production, and even its target of 1250 houses a year, lags far behind the natural increase of population which in 1949 was approximately 35,000. About 5,000 houses per annum are required, and if the Trust is to cope with only half of this need it will have to double its present target. Government's allocation of loan funds in 1949 was \$5 million. In 1950 it is \$12½ million. With road work, site acquisition and preparation etc. this is sufficient to build approximately 2,000 houses and shops with no allowance for community facilities. With the present staff and the local rate of building production, which is governed by the availability of basic materials and skilled labour, this programme is not likely to be completed before the end of 1951.

It will be seen therefore that housing programmes as at present conceived are a long way from solving the ever increasing housing shortage although they make a most valuable contribution towards its solution. It should also be remembered that in addition there are more than a quarter of a million people living in slums who are still waiting to be rehoused.



Impression of the four-storey flats at Tiong Bahru Road, 1950 Programme



Some of the five blocks of three-storey flats at Kampong Silat



Workmen's flats—Kampong Silat

If the slum problem is ever to be solved a much bolder and more comprehensive solution must be found. Much hard work has to be done, and many hundreds of millions of dollars require to be spent—or one should say invested—for good housing is the best possible investment.

The Architectural & Building Staff has done excellent work throughout the year and has had the welcome reinforcement of two keen assistant architects. Although standardisation is now the order of the day there is still scope for imaginative treatment of different sites and the quality of the work carried out continues to be of a high standard.

CHAPTER 6.

Maintenance and Management of Property

This work is in the care of the Estates Section which as an entity is less than two years old. This Section also looks after all Trust lands and their management.

The rehabilitation of pre-war property has been practically completed but the day to day maintenance of nearly 4,000 houses is no mean task, particularly as many of the tenants are not very helpful.

The Trust sets a high standard of maintenance and regular inspections are carried out in all properties. It is hoped eventually to combine the duties of maintenance and management in the Estates Supervisors, but as most of them are still young and untrained, essential maintenance is in the charge of the more experienced officers. A large staff of labourers is employed to take care of the tidiness and appearance of the housing estates and this requires constant supervision.

Estate Management is a science of which only a small part has ever been practised in Singapore, and the training of a staff to carry out effectively the management of large public housing estates will take some years. This can be helped along by public co-operation, but except in rare instances this quality is sadly lacking.

The volume of work being carried out by this Section has called for frequent reorganisation of a very inadequate staff, but when growing pains have been overcome and consolidation achieved greater efficiency will result. By reason of its task this Section is under constant public criticism, and provided such criticism is helpful and well directed it is welcome. The work would be greatly assisted if the public would try to understand the problems involved and assist by giving concise and accurate information to the Estates Officer.

PART III.

I. GENERAL IMPROVEMENT PLANNING SECTION.

The designation of the Lands & Planning Section was changed to the General Improvement Planning Section in May, 1949, when the Lands Section came under the control of the Estates Officer. The report on Trust Lands will therefore be found under the Estates Section.

The work of the General Improvement Planning Section may be outlined as follows:

- (a) Planning
- (b) Planning Survey
- (c) Applications
- (d) Liaison
- (e) Engineering

(a) **Planning**—may be divided into:

- (i) proposals initiated under the Singapore Improvement Ordinance for new roads, road widenings, junctions, back lanes and drain reserves;
- (ii) layouts for Crown lands; and
- (iii) suggested layouts for land owners.

The very great amount of routine work dealt with during the year limited the time given to general planning. Current planning schemes are scheduled under Appendix A.

The General Improvement Plan at present is made up of 89 half chain to the inch sheets, 212 one chain to the inch sheets and 111 four chain to the inch sheets. A common scale series is now envisaged for civic survey purposes.

(b) **Planning Survey**

(i) *Preliminary*—Questionnaires seeking the source of information required for a diagnostic survey were despatched to all Government and Municipal Departments and to organisations considered to be in a position to contribute data. The answers already received to these questionnaires will assist in the carrying out of a diagnostic survey when Government authority to proceed therewith is granted.

(ii) *Land Utilisation*—During the Easter vacation of 1949, thirty students and certain members of the staff of Raffles College carried out a land utilisation survey of about 10 square miles of Singapore, being the area bounded approximately by the 8th mile Ponggol Road, 9th mile Tampenis Road, Bartley Road, Braddell Road and 8th mile Yio Chu Kang Road. The Trust provided two sets of four-chain plans covering the area and stated what information was required to be shown on the plans.

The students were in the field for twelve days and prepared one coloured set of plans which was retained by the College as evidence of the students' work for assessment and other purposes. Another uncoloured set was prepared for the Trust and subsequently coloured by the staff of the Drawing Office according to the standard notation for survey utilisation maps issued by the Ministry of Town and Country Planning in their Circular No. 29 (in so far as it is possible for Singapore).

Apart from classifying land uses, the students also sketched in such buildings, tracks, drains etc. which were not already shown on the four-chain sheets. The resulting set of maps indicates very clearly the areas of unauthorised development. Such information is of immense value to the Trust. From the point of view of any future planning for Singapore which may be envisaged, it is of utmost importance to know which areas are being developed and in what manner, to what extent industry is being mixed with residential development, which areas are undesirable for future development (large tracts of swamps, etc.).

It is possible that with the further co-operation of the University this valuable information could be obtained for the whole of Singapore Island.

(iii) *Aerial Survey*.—Owing to other priorities no additional aerial photographs were received during the year. Photographs of one half of the Municipal Area and a section of Bukit Timah Road Area were received in 1948. Until the coverage of the whole island is complete the large amount of unauthorised development which has taken place, particularly in the Rural Board Area, can be recorded only by carrying out a large scale and lengthy land survey.

(c) **Applications**—under this heading falls the investigation of all private layouts submitted under Section 59 of the Singapore Improvement Ordinance and applications under Section 58 for the Board's written permission to development which is not in accordance with the General Improvement Plan. The details of the applications approved during the year are given in Appendix A. These are arranged to shew the trend of proposed development in the various Town Subdivisions and Mukims (districts) of the Island, but do not, of course, reveal the amount of rebuilding to established layouts. This schedule may be compared to that dealing with the details of building plans checked, indicating actual development.

(d) **Liaison**—covers the interpretation of the General Improvement Plan to Government and Municipal Department, lawyers, and the general public, the checking with regard to layout of building plans referred to the Trust by both the Municipal Architect & Building Surveyor and the Chairman of the Rural Board, and the answering of legal enquiry forms. Statistics regarding these are given in Appendix A but no record can be made of the numerous interviews or telephonic enquiries that were made. The sale of reproductions of portions of the General Improvement Plan sheets remained high as will be seen from Appendix A.

(e) **Engineering**—was limited to the computation of quantities for and the control of earthwork contracts.

II. ARCHITECTURAL SECTION.

For reasons largely outside the control of the Trust it was not possible to complete the proposed 1949 Building Programme within the year. The major causes of the delay were that the Building Programme and accompanying loan were not approved by Government until May and certain sites scheduled for use were not cleared of existing buildings. Shortage of staff contributed to some extent.

Contracts.

Contracts to the value of approximately \$4 million were completed during the year with a further \$5 million under construction at the 31st December, 1949.

The actual buildings completed were 376 flats, 247 artisans' quarters, 60 tenements and 49 shops mainly in the Kampong Silat, Tiong Bahru, Farrer Park and Balestier areas. 552 flats, 142 artisans' quarters and 32 shops were under construction on 31st December, 1949.

Methods.

The policy of the Trust during the year was to make no basic changes in plans or layouts but rather to improve finishings and amenities in the existing designs. One completely new technique has however been evolved—a simple flat design constructed of precast lightweight hollow concrete blocks with integral reinforced concrete frame. Only one contract of this type was let in 1949 but this has already proved that the method will provide a considerable saving in cost and it is expected that as soon as the technique is fully understood it will also, as in the case of the pre-fabricated artisans' quarters, prove speedier than previous methods in use.

In connection with the planning of flats the Trust decided that three bedroom flats were needed to deal with some of the larger families that it is called upon to house. A proportion of flats of this size, generally about one third, is now included in almost all new flat schemes, the remainder having two bedrooms as before, except in the case of the Princess Elizabeth Schemes at Farrer Park and its complementary blocks where a single bedroom type is being erected for the low wage earner.

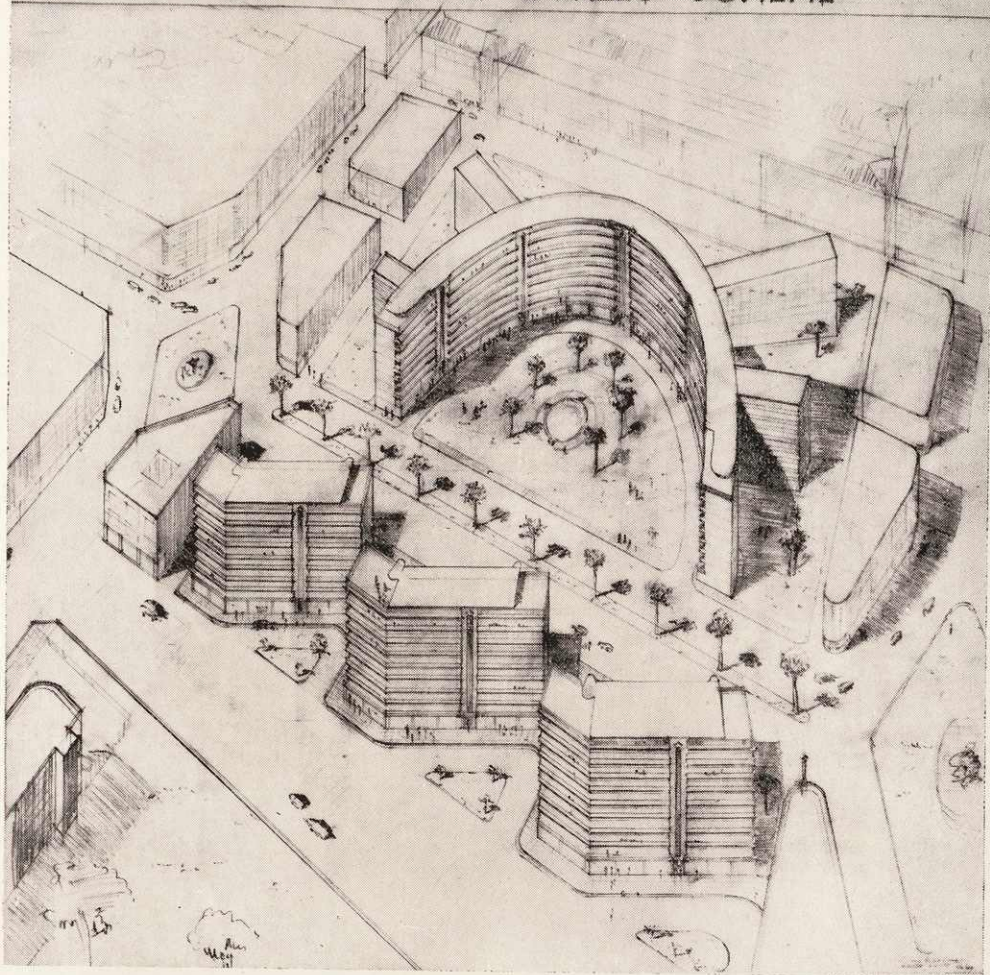
Princess Elizabeth Scheme.

During the year the Princess Elizabeth Fund was handed over to the Trust by an Ordinance passed by the Legislative Council, and an immediate start was made on half of the scheme scheduled for the Municipal Area at Farrer Park. This part of the Scheme provides 72 flats and is expected to be completed by June 1950. The other half of the Scheme in the Rural Board Area at Bukit Timah should commence in June, 1950.

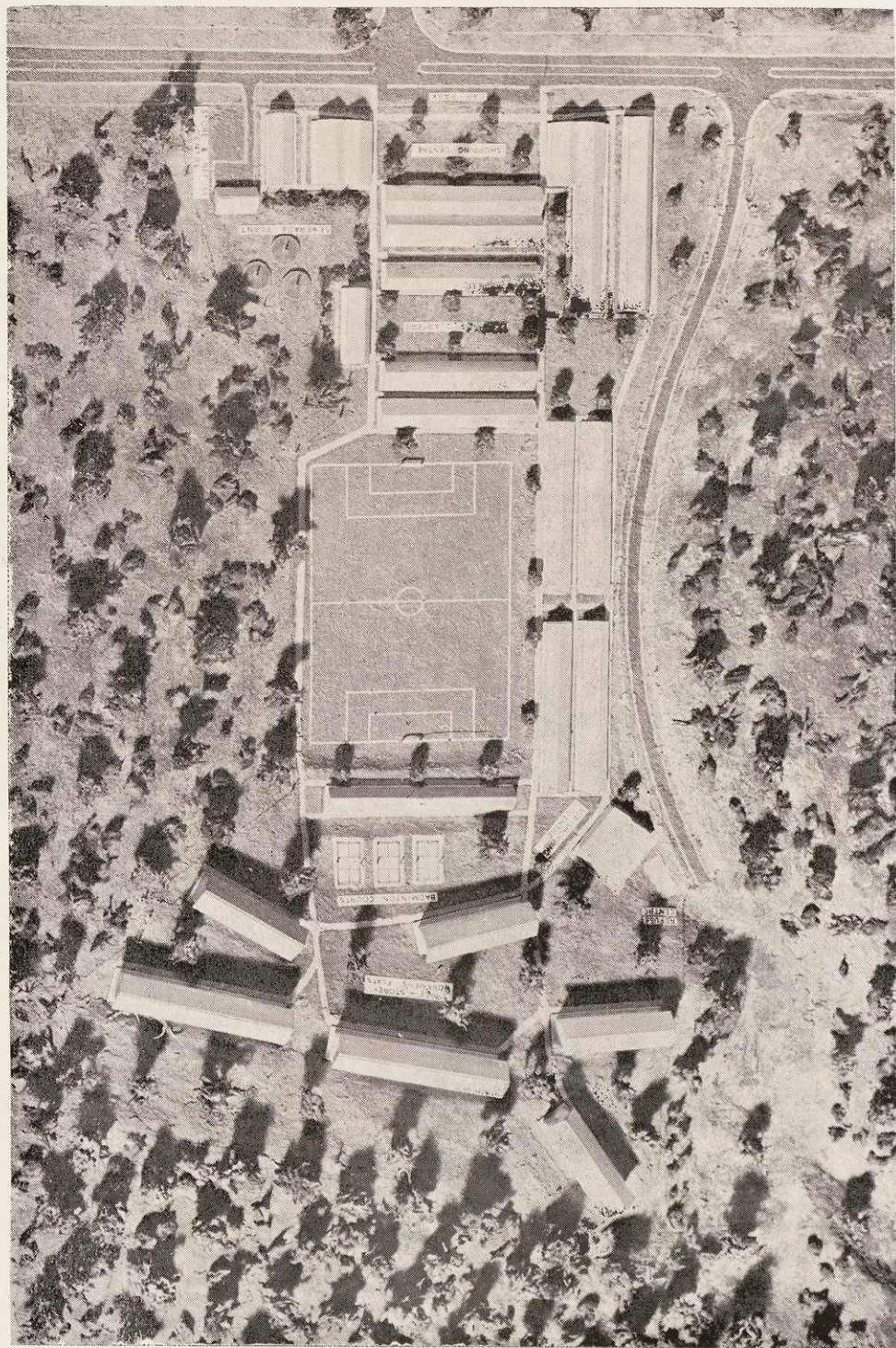
Amenities.

Some of the added amenities which have been provided in 1949 include the provision of gas in the better types of flats and refuse chutes for all flats, proper provision for drying rails, showers in bathrooms, verandah lighting etc. Generally speaking the standard of finishing has also been

UPPER HOKKIEN STREET SCHEME



An artist's impression of the Upper Hokkien Street Scheme



Model of Princess Elizabeth Estate, off Bukit Timah Road

improved e.g. by the use internally of cementone instead of Chinese colour-wash, paint on joinery in artisans' quarters instead of wood preservative and better ironmongery.

1950 Building Programme.

The 1950 Building Programme which has been approved by the Trustees amounts to approximately \$12½ million and as in 1948 and 1949 Government will be asked to finance the Programme by a loan. It allows for 1,676 flats, 152 artisans' quarters and 112 shops and it is expected that as the architectural staff has now been increased contracts for the whole amount will be let, if not actually completed, by the end of the year, subject to early approval of the Programme and loan by Government.

It is not expected that there will be any large scale changes in types or design during 1950, except in the case of one contract in the central area where three blocks of nine-storey flats and shops are proposed. The previous highest building carried out by the Trust is five storeys high.

Costs.

Building costs in 1949 have generally remained on the same level as 1948 with a slight decrease in the first half of the year and a slight rise in the second half probably largely due to the devaluation of sterling and a temporary shortage of cement. The average cost of a three apartment flat in the standard reinforced concrete frame and panel wall construction has been between \$5,500/- and \$6,500/- per flat, depending on floor area, and of the lightweight hollow block construction previously mentioned, approx. \$5,100/-. These figures include electric lighting, sanitary and water installation as well as immediately adjacent paths, turfing and normal foundations but exclude piling. The cost of the standard artisans' quarter has continued to decrease and is now approximately \$2,100/- per house, with extras of \$450/- per house for waterborne sanitation and \$70 for electricity, where these are available.

General.

On the whole the year has been a very satisfactory one despite the fact that it was not possible to keep strictly to the original expenditure and building programme.

A schedule of all building contracts carried out appears in Appendix B.

III. ESTATES SECTION.

The Estates Section has now been in existence for two years and during that time has developed much more rapidly than was visualised at its inception in December, 1947.

This rapid growth has created an acute shortage of office accommodation which has now been overcome by the construction of new offices at Tiong Bahru. The Section moved into the new premises in February, 1950.

The merging of the Lands and Estates Sections which had been under consideration for some months was satisfactorily completed in May, 1949, without serious disruption of the work of either Section.

The amalgamation of the two Sections and the arrival of a new officer from England made it possible to reallocate many of the duties in connection with the supervision and maintenance of the housing estates. The effect of this reorganisation is already noticeable on many of the estates and will undoubtedly result in further improvements in the future.

2. Housing Estates.

The supervision of the estates has been carried out satisfactorily by the staff of Supervisors. Although much useful work has been accomplished there is still a tendency on the part of the tenants to view the work of these officers with a certain amount of suspicion. This attitude tends to make the Supervisors' tasks more difficult and unfortunately considerably curtails welfare work, one of the most important parts of efficient estate management.

Every effort is being made to obtain the confidence of the tenants and to encourage them to approach the Supervisors with any suggestions for improvements or with any problem concerning the welfare of the estate, or their own homes and families.

Rehabilitation of pre-war estates and the development of the post-war estates has proceeded smoothly during the year. General improvement in the quality and quantity of day to day maintenance of the estates has been very noticeable and as a result the Trust now has many housing estates which are amongst the finest examples of modern housing schemes in South East Asia.

A list of estates is given at Appendix C.

3. The Points System.

The registration of applicants for accommodation ceased in 1947 owing to the large numbers received and the limited number of staff available for registration. For the same reasons it has been impossible to recommence registration during 1949.

In May, 1949, the Board of Trustees appointed an Estates Committee which is empowered to consider all appeals made by applicants for

accommodation and to make recommendations to the Board upon all matters concerning the Points System.

One of the first matters which the Committee studied was the existing Points System and after several meetings submitted a revised system to the Board of Trustees which was formally approved on 22nd June, 1949.

The Committee were of the opinion that the amended Points System should be brought into operation at the earliest possible moment together with the reopening of the register.

Preparatory work was undertaken immediately. Final details are now being completed and it is expected that registration will commence in the near future.

4. Sale and Leasing of Trust Land.

The amalgamation of the Lands Section with the Estates Section appeared to be an opportune moment for the complete reorganisation of all records of Trust lands and this work has been proceeding steadily since that date. It is not expected that the new records will be completed for some time as much research into old records is required.

The Trust has adopted the policy of issuing 99 year leases for Trust land which is available for private development and numerous building agreements and leases have been completed, mainly at Alexandra Road, Serangoon Road and Owen Road. The development of the industrial area at Alexandra has not proceeded as rapidly as could be desired owing to the continued occupation by the Services of much of the land. There is however an increasing list of enquiries for leases and it is hoped that these enquiries will result in the more rapid development of the area during 1950.

Approval has been given for certain parcels of Trust land to be disposed of by auction. This land will not be sold outright but the successful bidders will be granted leases for 99 years. Final details for the first auction are now being completed and the auction will be held in March 1950.

Statistics of tenants and trespassers of Trust lands are given in Appendix D.

5. Clearance of Trust and Crown land.

In order to proceed with the Building Programme a considerable number of occupants of Trust and Crown land have been offered alternative accommodation in newly constructed housing estates.

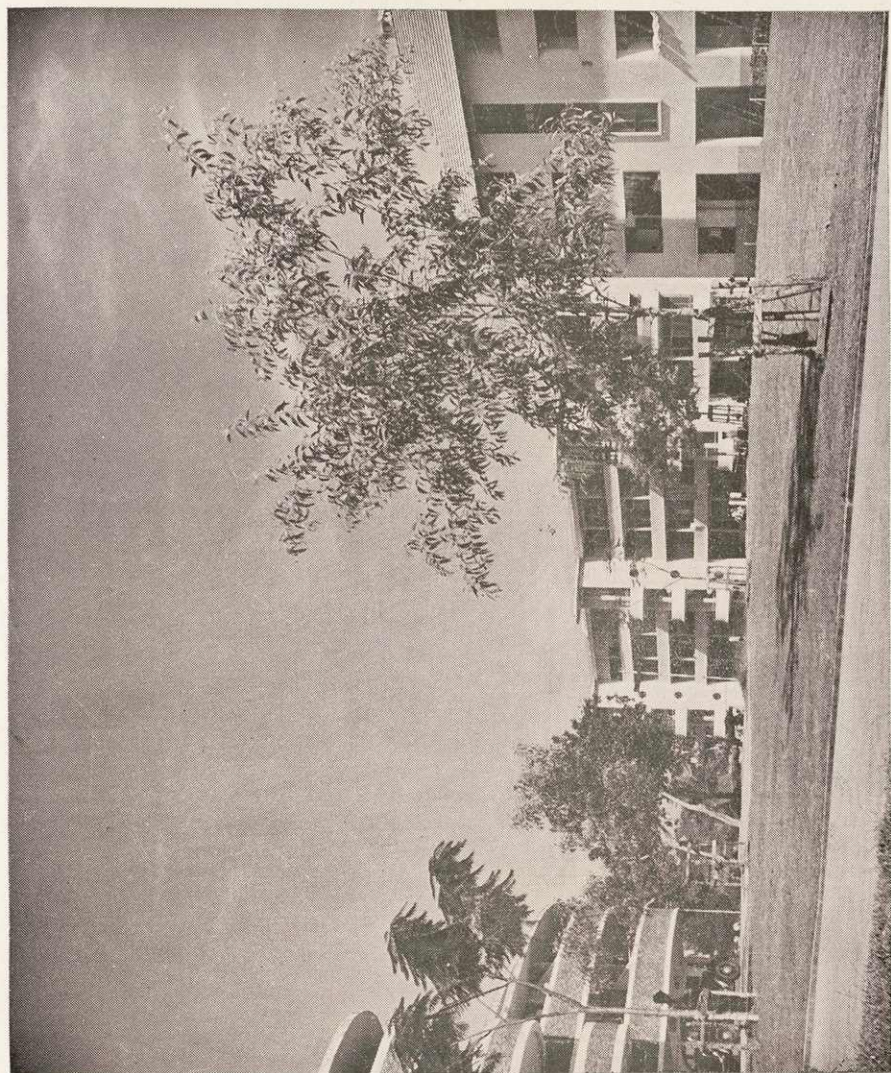
The main areas which have been cleared during 1949 are at Upper Hokien Street, Kampong Silat, Owen Road, Prinsep Street and Short Street. 1,207 families have been evicted from these areas and of these 558 have accepted the alternative accommodation offered by the Trust. The remainder have obtained accommodation elsewhere. A considerable number of the occupants of Trust land at Kampong Silat have obtained temporary accommodation pending the completion of the workmen's flats on this site, vide Appendix E.

In addition to these clearance schemes the Trust has undertaken the rehousing of occupants of certain buildings which are considered to be dangerous and which require to be demolished. At 31st December, 1949, 118 families had been registered for alternative accommodation and they will be rehoused at Havelock Road Estate, a new housing development which is being constructed on Crown Land.

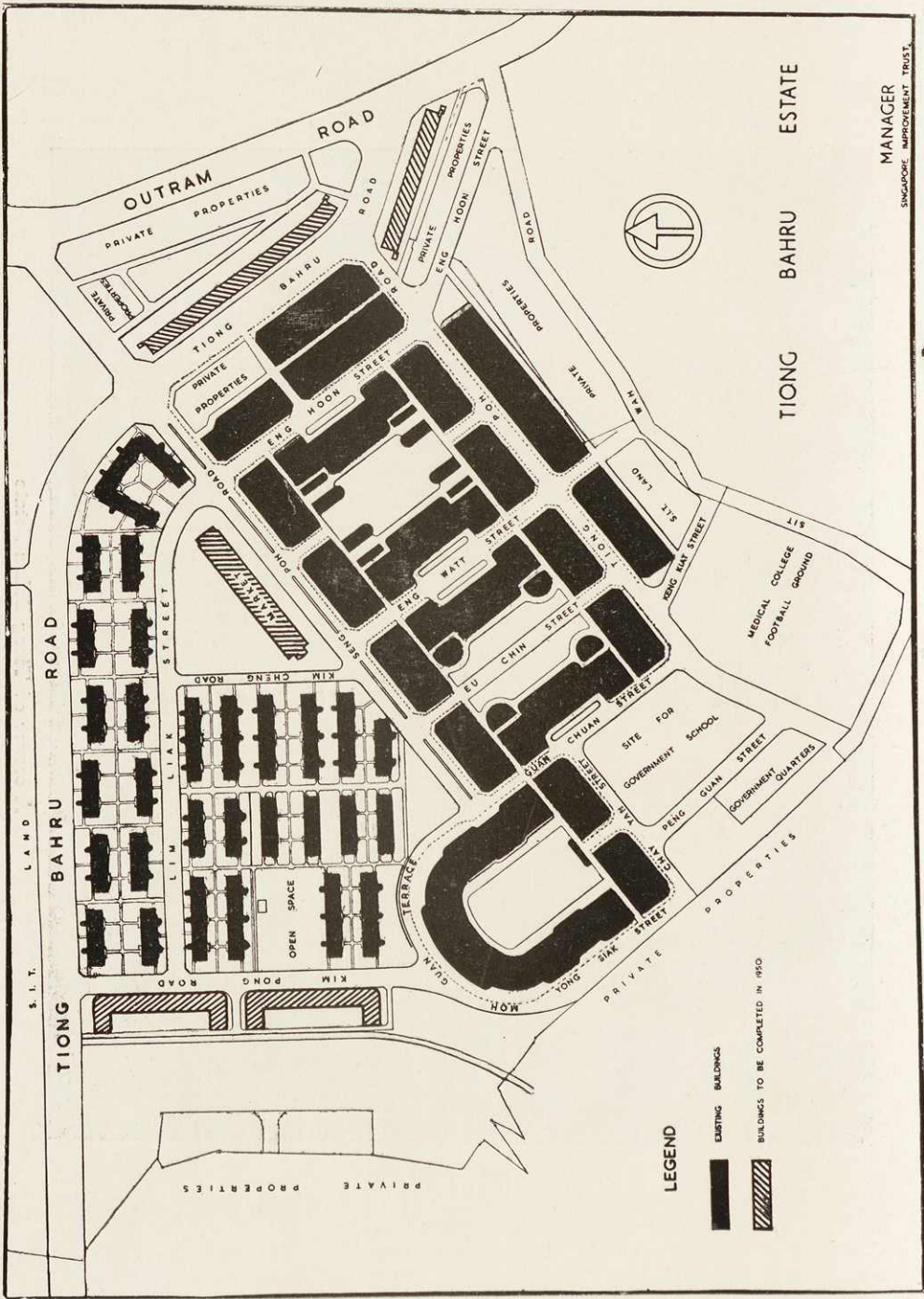
6. Training of the Staff.

Eight of the staff applied for membership of the Royal Institute of Chartered Surveyors, five have been accepted as students of the Institute and are now studying for their first professional examination which will be held in Singapore in March, 1951. The remaining three are required to qualify in certain subjects before admission to the Institute and will sit for the qualifying examination in January, 1950.

Coaching for the professional examinations is by means of a correspondence course with the College of Estate Management, London, and also by lectures from senior officers of the Trust.



A corner of Tiong Bahru Estate



LEGEND

- EXISTING BUILDINGS
- ▨ BUILDINGS TO BE COMPLETED IN 1950

TIONG BAHRU ESTATE

MANAGER
SINGAPORE IMPROVEMENT TRUST

IV. SURVEY OFFICE.

Appendix F shows that the total number of completed surveys for which work in the field was required was 252 compared with 226 in 1948.

153 surveys were executed for the Municipal Commission, 137 of them being Building Plan surveys. This is a 50% increase on the pre-war average.

One of the most extensive title surveys executed during the year was of 413 acres of undeveloped land between Alexandra Road and Buona Vista Road. This involved about five miles of cutting through secondary growth and the fixing of 368 survey marks of which 195 were boundary stones.

Another large survey for title purposes was the pre-war built-on area at Tiong Bahru. This concerned nineteen built-on blocks, three back lanes, two open spaces and six portions of formed road. For this survey 296 boundary marks were placed.

A topographical survey of the land from Finlayson Green to Keppel Road between Robinson Road, Anson Road and the sea was also carried out. This covered about 120 acres.

During the year Lieut. Jackson's 'Plan of Singapore', 1827, and G.D. Coleman's 'Map of Singapore', 1836, were redrawn from the originals which are in Raffles Museum.

Staff.

The composition of the staff is shown in Appendix F.

Five apprentices were engaged early in the year for initial training as draughtsmen. For the first time two new apprentices were sent to the Technical College, Kuala Lumpur, on a four year Survey Course.

Nine officers sat for the departmental examinations held by the Surveyor-General, Malaya,—six obtained complete passes and three post passes.

Survey Labourers.

The survey labourers continue to give good service, the numerical strength being 37, the same as at 31st December, 1948. There were no labour troubles during the year.

Equipment.

The six field parties are reasonably well equipped except for the lack of one-chain reader bands which are expected from England early in 1950.

Materials

Most drawing materials are now available in Singapore and with the arrival from England of new plan forms, stocks are satisfactory for the first time since the war.

APPENDIX A.

GENERAL IMPROVEMENT PLAN.**Control of buildings in relation to the General Improvement Plan.**

Municipal Area

(1) Plans checked for layout in respect of proposed new buildings	1,452
(2) Plans checked for layout in respect of additions and alterations to buildings	115
(3) Requisitions for setting out road and back lane lines in respect of buildings	502
(4) Buildings completed and recorded on the General Improvement Plan	534

Details of Building Plans referred during 1949.

Municipal Area

	Bungalows	Shop-Houses	Terrace Houses	Factories	Others	Total
New Buildings	358	282	148	8	656	1,452
Additions & Alterations	36	52	1	1	25	115
Requisitions for setting out	22	174	152	—	154	502
Buildings Completed	178	124	25	6	201	534
TOTAL	594	632	326	15	1,036	2,603

Rural Board Area

Building and Permit Plans checked for layout and recorded on 812 sheets	1,165
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Additions and Alterations to the General Improvement Plan under Section 59 Improvement Ordinance.

	1948	1949
Layouts under consideration on 1st January	11	32
Layouts received during the year	339	505
Layouts returned for corrections and not resubmitted within 14 days	107	154
Layouts disapproved by the Board of Trustees	8	5
Layouts approved by the Board and incorporated in the General Improvement Plan	203	251
Layouts under consideration at the end of the year	32	127

Details of Building Lots Approved.

T.S. or Mukim Number	Bunga- lows		Semi- Detached Bunga- lows		Terrace Houses		Shop Houses		Factories		Others		TOTAL	
	T.S.	M.	T.S.	M.	T.S.	M.	T.S.	M.	T.S.	M.	T.S.	M.	T.S.	M.
I	—	1	—	—	—	—	—	—	—	—	—	3	—	4
II	—	37	—	4	—	—	—	—	—	4	—	4	—	49
III	—	3	—	—	—	—	—	—	—	—	1	1	1	4
IV	—	76	—	2	—	—	—	—	—	—	—	3	—	81
V	—	—	—	—	—	—	—	—	—	—	—	3	—	3
VI	—	—	—	—	—	—	—	—	—	—	—	5	—	5
VII	—	—	—	—	—	—	1	—	—	—	—	—	1	—
IX	—	—	—	—	—	—	—	3	—	—	—	—	—	3
X	—	—	—	—	—	—	—	—	—	—	—	1	—	1
XI	—	3	—	—	—	—	—	—	—	—	—	—	—	3
XIII	—	47	—	—	—	7	—	33	—	—	—	2	—	89
XVI	5	—	—	—	—	—	—	6	—	—	—	—	—	11
XVII	—	190	—	6	—	24	42	—	—	—	5	2	47	222
XVIII	—	29	4	—	—	38	—	24	—	—	—	—	66	29
XX	2	21	—	—	—	—	—	—	—	—	1	—	3	21
XXI	5	7	—	—	—	—	—	—	—	—	4	4	9	11
XXII	—	79	—	—	—	—	—	10	—	—	—	3	—	92
XXIII	—	25	—	—	—	1	8	—	14	—	—	3	—	47
XXIV	1	68	—	—	—	9	18	—	58	1	—	1	17	121
XXV	20	29	2	11	—	48	—	15	—	—	—	2	6	241
XXVI	6	87	6	17	—	96	—	68	—	—	—	—	7	275
XXVII	2	8	2	3	—	13	—	30	—	—	—	6	2	40
XXVIII	29	2	—	—	—	6	—	—	—	—	—	—	2	35
XXIX	2	—	—	—	—	—	—	—	—	—	—	—	—	2
TOTAL	72	712	14	43	54	214	103	201	1	4	23	65	267	1239

Legal Enquiries and Sale of Plans.

	1948	1949
Legal Requisition forms in connection with the General Improvement Plan received and answered	2335	2801
Plans of parts of the General Improvement Plan sold	1533	1874

Rehabilitation of the General Improvement Plan and Standard Sheets.

Scale	Tracings		Standard Sheets		General Improvement Plan	
	1948	1949	1948	1949	1948	1949
33 feet to 1 inch	6	2	2	7	2	9
1 chain to 1 inch	5	1	—	3	—	3
4 chains to 1 inch	—	1	—	—	—	—
Total	11	4	2	10	2	12

Number of plans printed on Trust printing machines.

1948	—	5,000
1949	—	5,303

Layouts under consideration during 1949.

Title	Position at 31.12.49
1. Amended Ring Road, Alexandra Road/ Holland Road	Consideration of objections
2. Amended Bukit Timah By-pass Road	Valuation of land to be acquired.
3. Proposed Roundabout at junction of Buona Vista and Pasir Panjang Roads	Submitted to the Governor in Council.
4. Proposed gyrating traffic junction for Clemenceau Avenue and River Valley Road	Submitted to the Governor in Council.
5. Proposed By-pass Road from Tam- penis Road to Yio Chu Kang Road	Land Survey completed.
6. Proposed Fly-over from Empress Place to River Valley Road	Shelved.
7. Proposed Fly-over from St. Andrew's Road to Waterloo Street over Stamford Canal	Agreed to in principle by the Singapore Traffic Advisory Committee.
8. Plan of proposed One-way Traffic Routes (amended)	Forwarded by the Singapore Traffic Advisory Committee to the Singapore Traction Co. for comments.
9. Widening of North Bridge Road from Bras Basah Road to Crawford Street	Topographical survey in hand
10. Amended layout of Telok Ayer Basin Area (Crown Land)	Plan under consideration by Government.

GENERAL IMPROVEMENT PLANNING SECTION
COMPARATIVE VOLUME OF ROUTINE WORK
FOR YEARS
1947, 1948, 1949

LEGEND

- EXPENSES
- PERSONNEL
- MATERIALS & SUPPLIES
- TRAVEL & MEALS
- RENTALS
- UTILITIES
- MAINTENANCE
- OTHER



- | | |
|--|--|
| 11. Layout of Crown Land at Tanjong Rhu | Layout plan being considered by Government. |
| 12. Kallang Basin Area layout | Topographical survey in hand |
| 13. Proposed layout Bukit Timah Village (South) | Preliminary plan. |
| 14. Bukit Batoh Park layout | Amended plans supplied to Government. |
| 15. Proposed amendment to layout of Victoria Street, Rochore Road, North Bridge Road, Arab Street and Beach Road | Preliminary investigation |
| 16. Proposed Ring Road, Alexandra Road to Kampong Bahru Road | Topographical survey completed for proposed amendment. |
| 17. Proposed widening for part of Kampong Bahru Road | Topographical survey completed. |
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APPENDIX B.

SCHEDULE OF CONTRACTS LET IN 1949.**Contract No.**

1/49	Carrying out an electric lighting installation to 296 houses and 27 shops at Balestier Road ..	\$22,744.00
2/49	Constructing roads and drains at Towner Road. (Balestier Road)	33,000.00
3/49	Carrying out site work, drains, paths, levelling etc. for 12 blocks of flats at Tiong Bahru. ..	28,770.00
4/49	Carrying out sanitary and water installation for one block of flats at Kampong Silat. ..	17,100.00
6/49	Carrying out sanitary installation to one block of two storey shophouses at Owen Road. ..	11,664.00
7/49	Constructing concrete roads and drains at Tiong Bahru, Singapore.	47,650.00
8/49	Converting fifteen ground floor flats at Seng Poh Road into shops.	11,036.11
9/49	Carrying out electric lighting and lightning protective installations to one block of flats at Kampong Silat.	7,758.00
10/49	Carrying out the rehabilitation, repairs and redecorations to 118 houses at Lavender Street Estate, Singapore	42,349.75
11/49	Carrying out certain repairs to concrete paths, backlanes and drains at Lorong Limau Estate.	2,950.00
12/49	Erecting and completing 52 semi-permanent artisans' quarters, 12 shops and 4 lavatory blocks of 2 baths & 2 w.cs. each at Henderson Road.	148,714.00
13/49	Carrying out certain rehabilitations and redecorations to a block of tenements at Madras Street.	4,248.00
14/49	Carrying out "Vibro" piling for 10 blocks of terrace houses at Old Race Course, Singapore.	71,013.52
15/49	Erecting and completing 5 blocks of workmen's flats at Kampong Silat, Singapore.	310,900.00
16/49	Carrying out "Vibro" piling for 6 blocks of flats at Old Race Course.	53,841.18
17/49	Carrying out sanitary and water installation for 3 blocks of flats at Tiong Bahru. ..	39,479.00

18/49	Carrying out the installation of public and private lighting and wiring for 3 blocks of flats at Tiong Bahru.	9,767.00
19/49	Carrying out the installation of private lighting and wiring to 64 artisans' quarters and 21 shops at Kampong Silat.	5,334.00
21/49	Carrying out erection and completion of 3 senior staff quarters at Kay Siang Road, Singapore.	138,980.00
22/49	Erecting and completing 3 blocks of four-storey flats comprising the design and erection of reinforced concrete frame and execution of brickwork, joinery, plastering, painting, paths, drains, grassing and finishing etc. to same.	417,850.00
23/49	Carrying out "Vibro" piling for 6 blocks of three-storey workmen's flats at Old Race Course. (Princess Elizabeth Scheme)	56,430.00
24/49	Completing the finishings of 12 blocks of flats at Tiong Bahru.	180,000.00
25/49	Carrying out the installation of public and private lighting and lightning protective system to 5 blocks of workmen's flats at Kampong Silat.	8,174.00
26/49	Carrying out the water and sanitary installation of 5 blocks of workmen's flats at Kampong Silat.	33,189.00
27/49	Carrying out "Vibro" piling for 24 blocks of two-storey flats at Old Race Course.	24,139.51
28/49	Erecting and completing 142 semi-permanent artisans' quarters and 32 shops at Tiong Bahru Road and Alexandra Road.	430,000.00
29/49	Carrying out the installation of the lightning protective system for 3 blocks of flats at Tiong Bahru.	664.85
30/49	Clearing and levelling, by cutting and filling, of earth on certain land at Kampong Silat, Singapore.	4,508.00
31/49	Erecting 8 blocks of three-storey workmen's flats at Old Race Course.	580,000.00
32/49	Carrying out the sanitary and water installation for 52 artisans' quarters, 12 shops and 4 blocks of 2 baths & 2 w.cs. each at Henderson Road Estate.	28,417.00

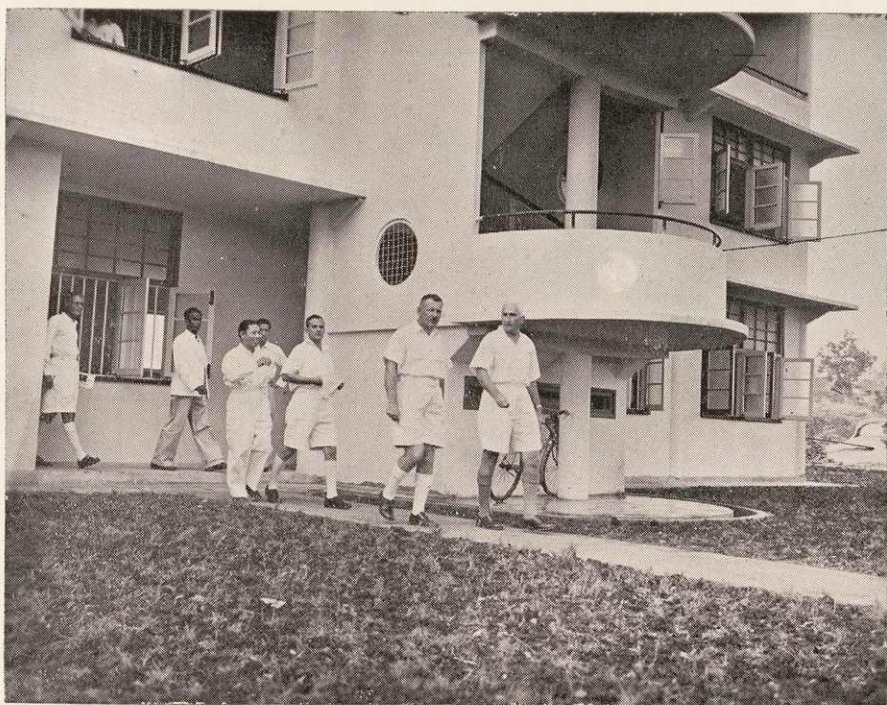
33/49	Carrying out the sanitary and water installations for 6 blocks of three-storey flats at Old Race Course.	48,552.00
34/49	Carrying out and completion of electric wiring, light installation and installation of lightning protective system at 3 senior officers' quarters at Kay Siang Road.	4,188.00
35/49	Installing public and private lighting and wiring and lightning protective system for 8 blocks of workmen's flats at Old Race Course.	12,374.00
36/49	Carrying out "Vibro" piling for 3 blocks of three-storey flats at Henderson Road. . .	30,785.68
37/49	Carrying out certain alterations, redecorations and repairs to No. 14, Kay Siang Road. . .	4,950.00
38/49	Carrying out the construction of refuse bin lockers at New Bridge Road Estate . . .	4,200.00
39/49	Erecting 4 blocks of three-storey workmen's flats at Old Course. (Princess Elizabeth Scheme)	288,000.00
40/49	Installing public and private lighting and wiring and lightning protective system 4 blocks of workmen's flats at Farrer Road. (Princess Elizabeth Scheme)	8,480.00
41/49	Carrying out the sanitary and water installation for 4 blocks of three-storey flats at Farrer Park (Princess Elizabeth Scheme)	32,368.00
42/49	Carrying out the finishings of 10 blocks of flats at Tiong Bahru.	464,000.00
43/49	Installing sanitary and water installation at 8 blocks of two storey flats at Race Course Road, Singapore	12,900.00
44/49	Partially demolishing No. 3, Malacca Street and creating a back lane on the vacated site	6,645.00
45/49	Building and completing 8 blocks of two storey flats at Race Course Road	214,634.00
46/49	Carrying out the installation of private lighting and wiring for 52 artisans' quarters and 12 shops at Henderson Road	3,869.00
47/49	Carrying out the sanitary and water installation for 142 artisans' quarters and 32 shops at Tiong Bahru Road and Alexandra Road. . .	64,348.00
48/49	Carrying out "Vibro" piling for 2 blocks of four-storey flats and shops at Kim Pong Road and Tiong Bahru Road.	20,387.00

49/49	Carrying out the public and private lighting and lightning protective system for 8 blocks of two-storey flats at Old Race Course. (Dorset Road)	5,782.00
50/49	Carrying out the erection and completion of 8 blocks of three storey workmen's flats at Old Race Course. (Dorset Road)	638,450.00
		<hr/>
		\$4,635,583.60
		<hr/>

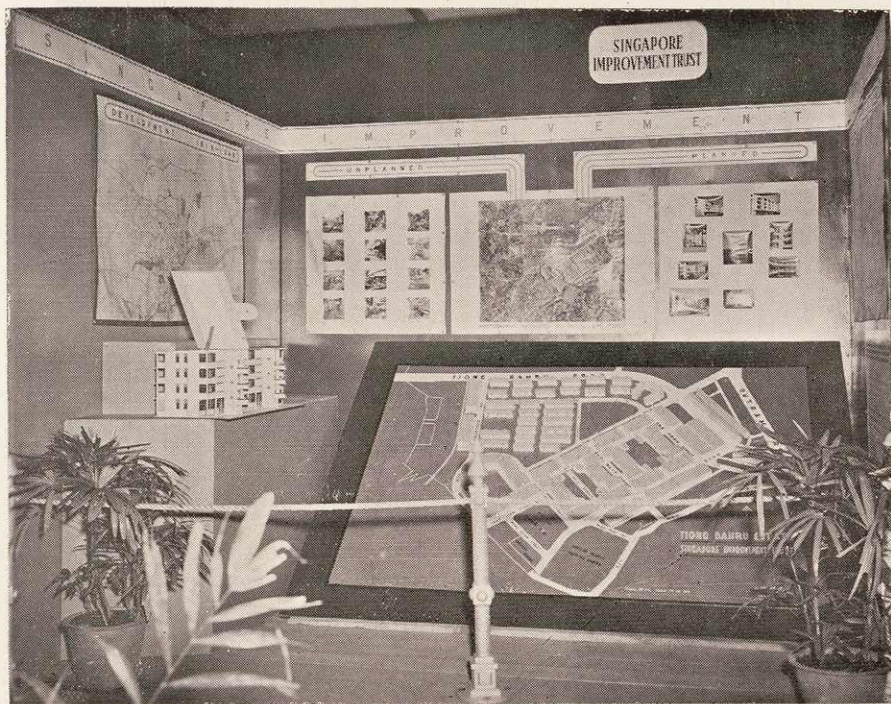
APPENDIX C.

HOUSING ESTATES.

Estate	Date of Construction	Monthly Rentals	Types of Accommodation				Total	Estimated Population	
			Flats	Shops	Houses	Apartments			Art. Qrs.
1. Tiong Bahru ..	1936-1949	Flats \$16.80 to \$68.00 Apartments \$13.65 to \$16.80 Shops \$31.25 to \$156.25	1,112	33	—	54	—	1,199	9,600
2. Balestier ..		Artisans' Qrs. \$20.00 Shops \$50.00	—	24	—	—	424		
Whampoa ..	1947-1948	Artisans' Qrs. \$7.35	—	—	—	—	76		
Kim Keat Lane ..	1931	Artisans' Qrs. \$5.25 to \$20.00	—	—	—	—	506		
Lorong Limau ..	1932-1948	Flats \$55.00 to \$70.00 Shops \$170.00 to \$285.00	20	12	—	—	—		
Towner Road ..	1948	Artisans' Qrs. \$20.00 Shops \$50.00 to \$70.00	—	27	—	—	296	1,385	9,700
Rayman ..	1948	Carried Forward	1,132	96	—	54	1,302	2,584	19,300



H.E. The Officer Administering the Government accompanied by the Manager inspecting new flats at Tiong Bahru Road

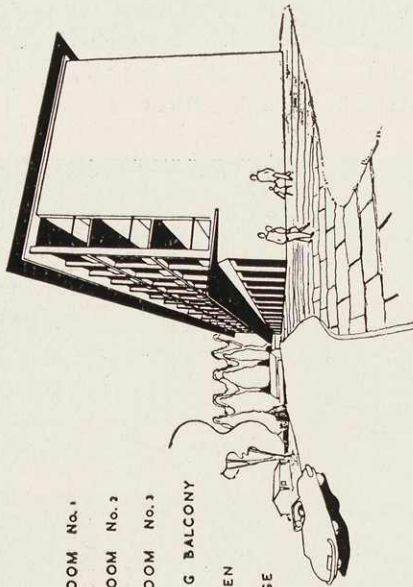


Singapore Progress Exhibition—October, 1949

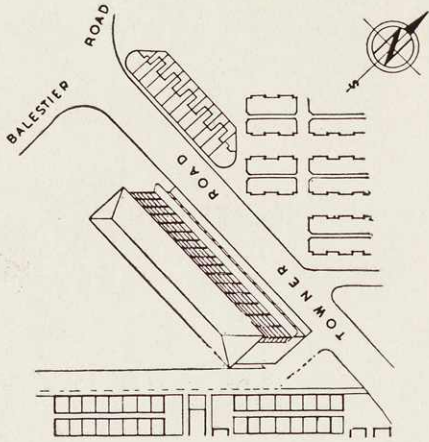
(P.R.O. Photo)

LEGEND.

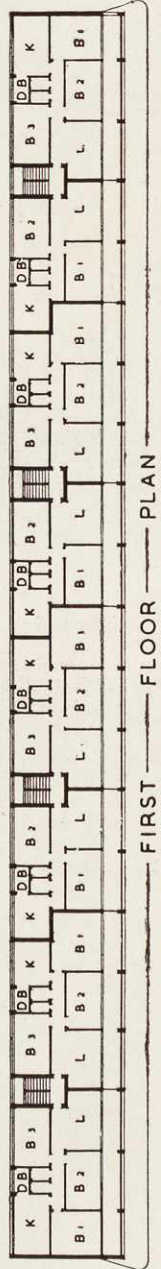
- B₁ BEDROOM No.1
- B₂ BEDROOM No.2
- B₃ BEDROOM No.3
- DB DRYING BALCONY
- K KITCHEN
- L LOUNGE



PERSPECTIVE SKETCH



SITE PLAN



FIRST FLOOR PLAN

BLOCK OF SHOPS & FLATS AT TOWNER ROAD

ARCHITECT
ADOLF KOHN
A.R.C.S. A.M.P.S.

JAMES M. HARRIS
C.A.S. & C.T.F. (L.S.C. PHOTO)
MANAGER
MUNICIPAL ENGINEERING DEPT.

HOUSING ESTATES (Continued).

Estate	Date of Construction	Monthly Rentals	Types of Accommodation					Total	Estimated Population
			Flats	Shops	Houses	Apartments	Art. Qrs.		
3. Lavender Street	1929	Brought Forward Houses \$21.00 to \$26.25	1,132	96	—	54	1,302	19,300	
4. Farrer Park ..			—	—	118	—	—	710	
Old Race Course	1941	Houses \$36.75	—	—	17	—	—		
Owen Road ..	1947	Flats \$60.00 to \$90.00	12	12	—	—	—		
Cumberland Lane	1948	Flats \$70.00 to \$80.00	64	—	—	—	—	760	
5. Henderson Road	1928-1949	Artisans' Qrs. \$7.35 to \$20.00 Shops \$70.00	—	12	—	—	206	1,240	
		Carried Forward	1,208	120	135	54	1,508	22,010	

HOUSING ESTATES (Continued).

Estate	Date of Construction	Monthly Rental	Types of Accommodation					Total	Estimated Population
			Flats	Shops	Houses	Apartments	Art. Qrs.		
6. Kampong Silat	1948-1949	Brought Forward	1,208	120	135	54	1,508	3,025	22,010
		Artisans' Qrs. \$20.00							
		Shops \$50.00 to \$70.00	48	21	—	—	64		
		Flats \$57.00 to \$82.00							
7. Madras Street ..	1940	Flats \$24.15 to \$27.30	9	—	—	—	—	9	50
8. New Bridge	1948	Apartments \$16.00 to \$21.00	—	33	—	102	—	—	—
		Shops \$90.00 to \$207.00							
Kreta Ayer Road	1930	Apartments \$8.00 to \$12.00	—	1	—	141	—	—	—
		Shops \$40.00							
Keong Saik Road	1931	Apartments \$8.00 to \$12.00	—	2	—	62	—	—	—
		Shops \$25.00							
New Bridge Road	1938	Apartments \$17.00 to \$19.00	—	6	—	65	—	—	—
		Shops \$75.00 to \$140.00							
		Carried Forward	1,265	183	135	424	1,572	3,167	22,990

HOUSING ESTATES (Continued).

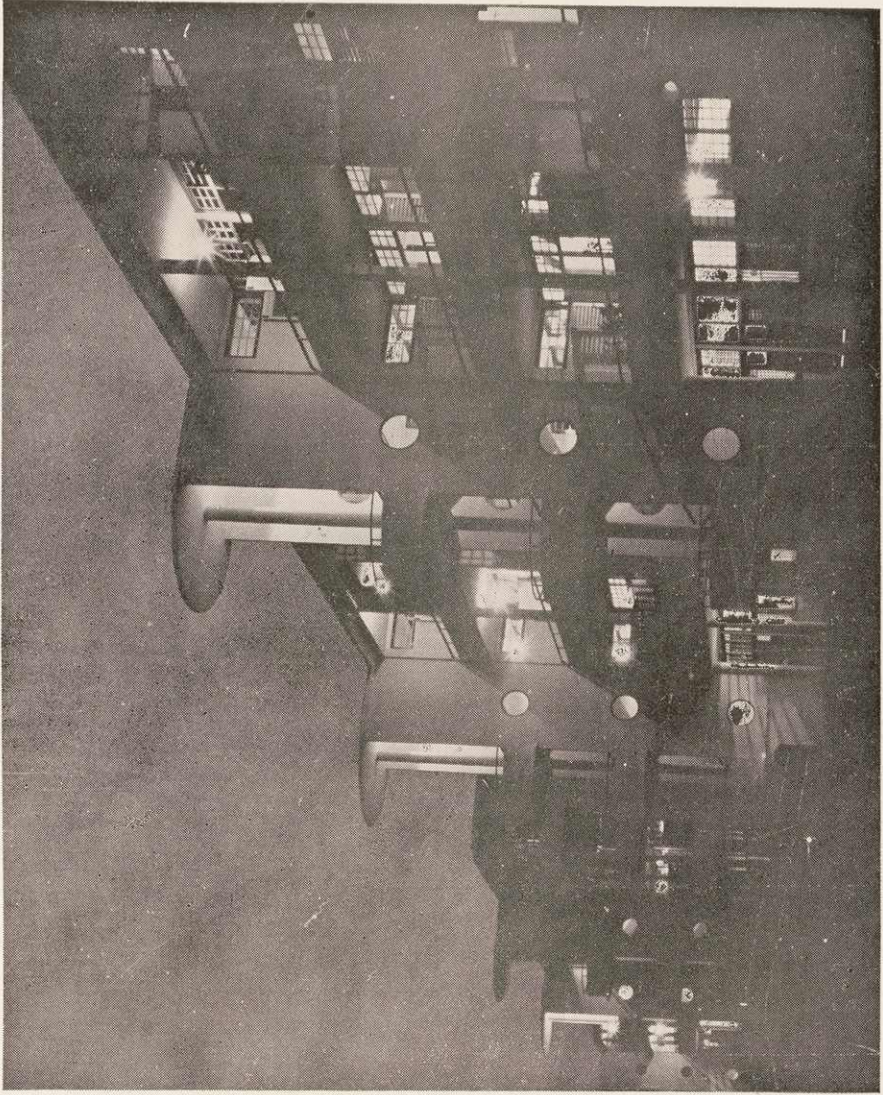
Estate	Date of Construction	Monthly Rental	Types of Accommodation					Total	Estimated Population
			Flats	Shops	Houses	Apartments	Art. Qrs.		
Trengganu Street	1940	Brought Forward Apartments \$17.00 to \$19.00 Shops \$120.00 to \$200.00	1,265	183	135	424	1,572	3,167	22,990
Banda Street	1938	Apartments \$15.00 to \$20.00 Shops \$45.00 to \$85.00	—	4	—	42	—	—	—
9. Albert Street			—	4	—	87	—	—	—
Albert Street	1934-1949	Apartments \$13.00 to \$35.00 Shops \$70.00 to \$275.00	—	9	—	56	—	—	3,000
Cheng Yan Place	1949	Apartments \$18.00 to \$24.00 Shops \$125.00 to \$180.00	—	5	—	30	—	—	—
Houses pending Demolition	—	Various	—	—	54	—	—	100	430
			1,265	205	189	639	1,572	3,870	26,960

PROPERTIES COMPLETED DURING 1949

Estates	Flats	Apart- ments	Art. Qrs.	Shops	Total
1. Tiong Bahru	264	—	—	—	264
2. Balestier	—	—	195	27	222
3. Henderson Road	—	—	52	12	64
4. Kampong Silat	48	—	—	—	48
5. Albert Street	—	30	—	5	35
6. Cheng Yan Place	—	30	—	5	35
7. Old Race Course	64	—	—	—	64
Total	376	60	247	49	732

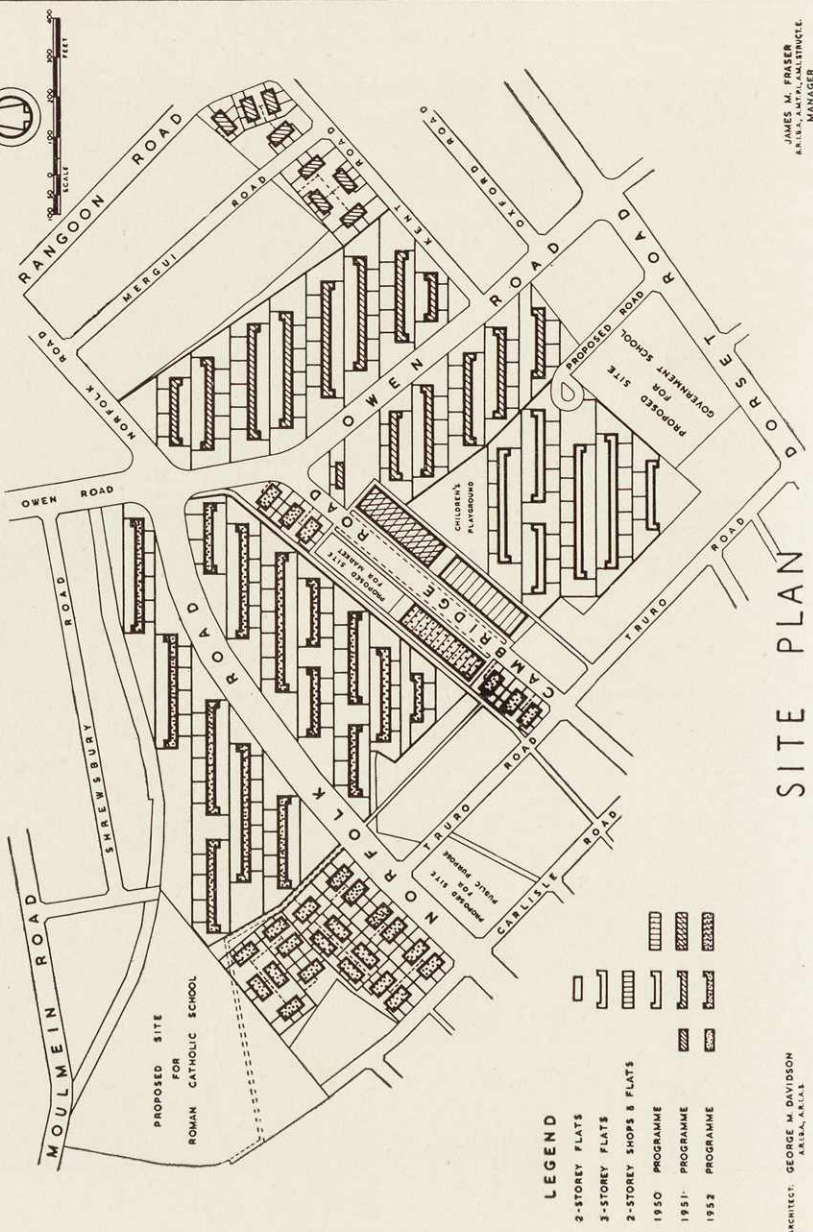
Accommodation provided under the above schemes is as follows:-

- (1) Tiong Bahru:- Flats—containing one living room, two bedrooms, kitchen, bath, w.c. and front and back balconies on all upper floors. Total floor areas vary between 575 sq. ft. and 809 sq. ft.
- (2) Balestier:- Artisans' Quarters—comprising two rooms, cooking space, bathroom, w.c. and enclosed unroofed yard with total floor area of 595 sq. ft.
- (3) Henderson Rd.:- Artisans' Quarters—as for (2) but 661 sq. ft. area. Shops—single storey with living, cooking and sanitary accommodation at rear.
- (4) Kampong Silat:- Flats—containing living room, kitchen, bathroom, w.c., front and back verandah and either two or three bedrooms. Total area of flat varies from 884 sq. ft. to 1242 sq. ft.
- (5) & (6) Albert Street & Cheng Yan Place:- Tenements—having communal cooking, washing and playing facilities in kitchens, laundries and halls with grouped sanitary accommodation. The living quarters being either one room of approximately 230 sq. ft. or two rooms of approximately 370 sq. ft.
- (7) Old Race Course:- Flats—same basic accommodation as (1) above, but larger type with laundry. Total floor area 1120 sq. ft.



Tiong Bahru at night

SINGAPORE IMPROVEMENT TRUST
KAMPONG JAYA
 3-YEAR DEVELOPMENT PLAN



- LEGEND**
- 2-STORY FLATS
 - 3-STORY FLATS
 - 2-STORY SHOPS & FLATS
 - 1950 PROGRAMME
 - 1951 PROGRAMME
 - 1952 PROGRAMME

ARCHITECT: GEORGE M. DAVIDSON
 S.A.S.A., A.C.I.A.A.
 ADVISOR: JAMES W. FRASER
 S.A.S.A., A.C.I.A.A., A.M.I.C.E.
 MANAGER: SINGAPORE IMPROVEMENT TRUST

PROPERTIES UNDER CONSTRUCTION AT 31.12.49.

Estates	Flats	Apart- ments	Art. Qrs.	Shops	Total
1. Tiong Bahru	232	—	—	—	232
2. Alexandra Road	—	—	142	32	174
3. Kampong Silat	72	—	—	—	72
4. Farrer Park (including Prin- cess Elizabeth Flats)	248	—	—	—	248
	552	—	142	32	726

GROSS ANNUAL RENTALS FROM TRUST PROPERTIES.

Gross Annual Rentals 1949	\$1,008,789.61
1948	693,574.32
Increase during 1949	\$ 315,215.29

REVENUE FROM TRUST LANDS 1949.

Revenue from monthly tenancies	\$ 71,642.99
requisition by Services	92,895.35
wayangs, etc.	1,180.00
Total	\$ 165,718.34

APPENDIX D.

CONTROL OF TRUST LANDS.

	TENANTS			TRESPASSERS			TOTALS		
	Domestic	Non-Domestic	Total	Domestic	Non-Domestic	Total	Domestic	Non-Domestic	Total
Number at 1st Jan. 1949	333	129	462	104	2	106	437	131	568
Recorded during 1949	15	35	50	6	8	14	21	43	64
Total Recorded	348	164	512	110	10	120	458	174	632
Land vacated during 1949	81	36	117	5	9	14	86	45	131
Number at 1st Jan. 1950	267	128	395	105	1	106	372	129	501
	Net Decrease during 1949								
	67								

APPENDIX E.

SLUM CLEARANCE PROGRAMME—SCHEDULE A.

Rehousing Completed.

No.	Property	Total families dishoused	Families rehoused by Trust	Families who found own accommodation	Families awaiting rehousing
1.	Kim Keat Road Temple Site	38	38	—	—
2.	Balestier Plain	60	36	24	—
3.	Serangoon Road	4	4	—	—
4.	Dorset Road, Owen Road etc.	40	3	37	—
5.	Bendemeer Road	8	8	—	—
6.	Chay Yan Street	18	18	—	—
7.	Henderson Road	14	10	4	—
8.	Omar Road	7	3	4	—
9.	Kampong Silat	411	63	252	96
10.	Upper Hokien Street, etc.	488	428	60	
11.	Prinsep Street, etc.	95	64	31	—
12.	Tiong Bahru	9	6	3	—
	TOTAL	1,192	681	415	96

Total properties constructed post-war 1,713 (including shop premises).

Properties used for rehousing 681.

SLUM CLEARANCE PROGRAMME—SCHEDULE B.

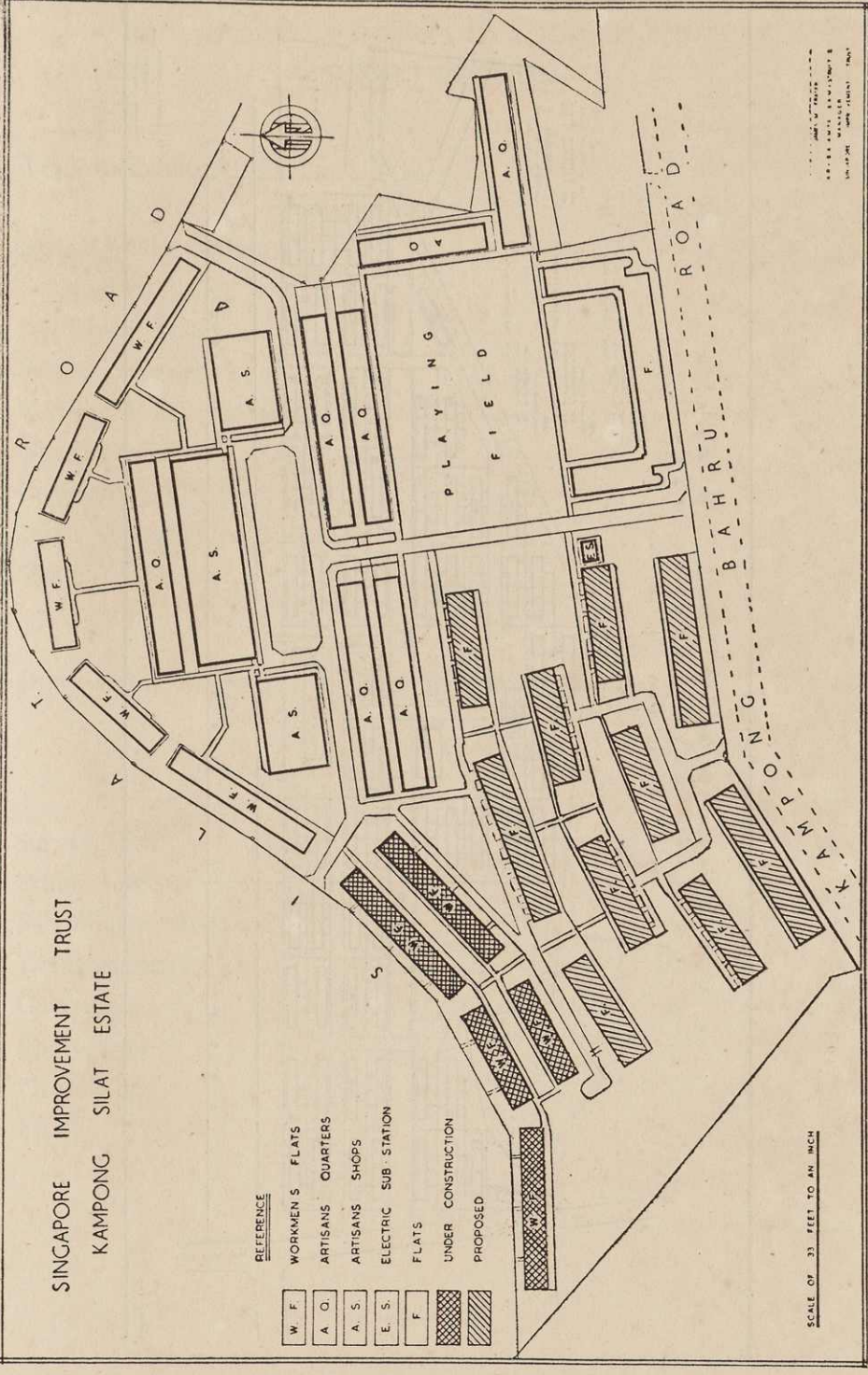
Families still to be rehoused.

District	Dwelling	Business	Rehousing Area	Remarks
Mosque Street	78	—	Havelock Road	Non Govt. Employees occupying Govt. Qtrs.
Upper Chin Chew St.	97	5	Havelock Road	Dangerous Buildings
Palembang Road	37	4	Havelock Road	Dangerous Buildings
Victoria Street	25	5	—	Trust Housing Scheme
South Bridge Road	114	28	—	Back Lane Scheme
TOTALS	351	42	—	—

SINGAPORE IMPROVEMENT TRUST
 KAMPONG SILAT ESTATE

REFERENCE

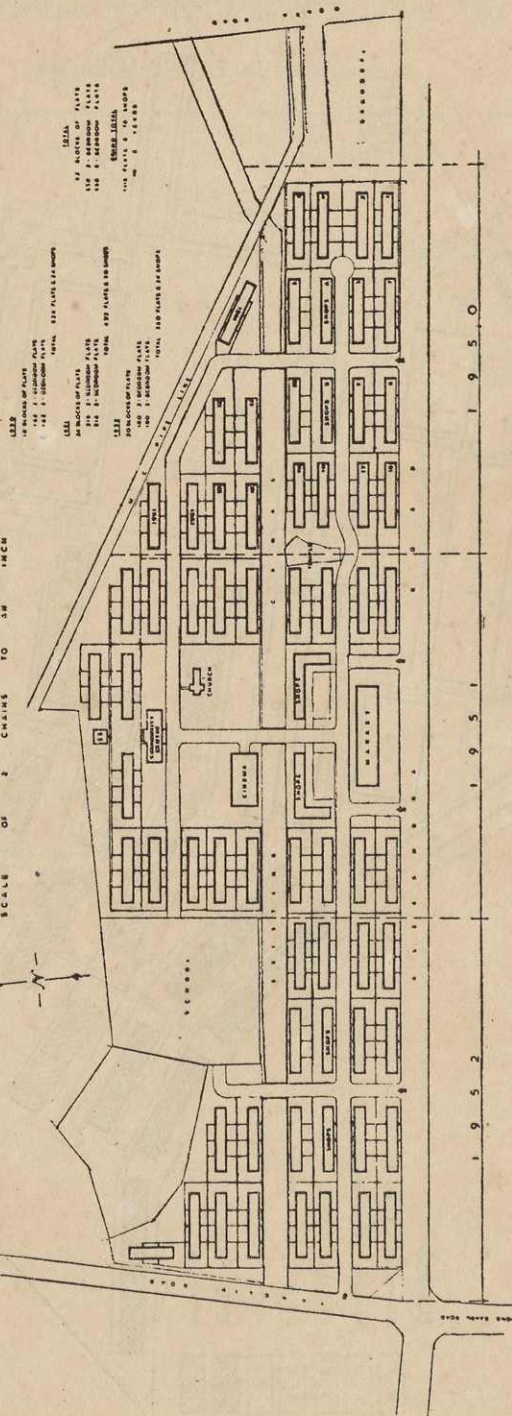
- W. F. WORKMEN'S FLATS
- A. O. ARTISANS' QUARTERS
- A. S. ARTISANS' SHOPS
- E. S. ELECTRIC SUB-STATION
- F. FLATS
- [Cross-hatched box] UNDER CONSTRUCTION
- [Diagonal-hatched box] PROPOSED



SCALE OF 33 FEET TO AN INCH

ALEXANDRIA ROAD DEVELOPMENT PLAN

SCALE OF 2 CHAINS TO 3/4" INCH



DRAWN BY: [Name]
 CHECKED BY: [Name]
 APPROVED BY: [Name]

SCALE OF 2 CHAINS TO 3/4" INCH

APPENDIX F.

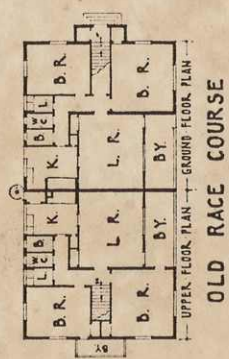
SURVEY SECTION.

	1948	1949
Requisition Surveys, Certified Plans	30	17
Lots subdivided	139	126
Building Plan surveys	96	137
Declaration Plans	3	—
Deed Plans (sets)	10	6
Setting out surveys	26	17
Certified Plans (ultimate)	6	5
General surveys	12	26
Engineering surveys	20	24
Large Topographical	10	11
Small Topographical	13	9
	<hr/>	<hr/>
	226	252
Other survey actions not requiring field work ..	29	32
	<hr/>	<hr/>
Total ..	255	284
	<hr/>	<hr/>
Survey Staff	31.12.48	13.12.49
Senior surveyor	1	1
Subordinate surveyors	6	6
Draughtsmen	10	9
Computers	8	8
Apprentices	5	9
Plan Clerk	1	1
Peon	1	1
	<hr/>	<hr/>
Total ..	32	35
	<hr/>	<hr/>

LEGEND

- SH = STAIR HALL
- L.R. = LIVING ROOM
- B.R. = BED ROOM
- BY = BALCONY
- A.B.Y. = ACCESS BALC.
- V. = VERANDAH
- K. = KITCHEN
- D. = DAPOR
- B. = BATH
- WG = WATER CLOSET
- L. = LAUNDRY

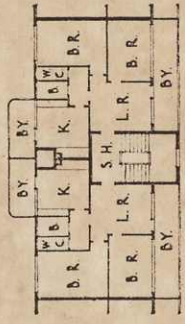
TYPE PLANS OF S. I. T. POST - WAR HOUSING



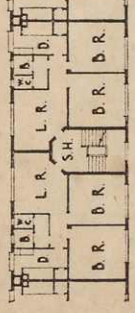
OLD RACE COURSE



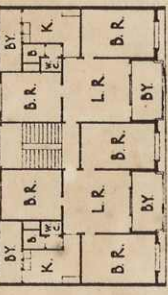
FARRER PARK



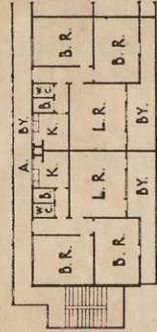
KAMPONG BAHRU



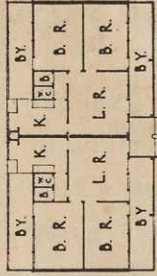
KAMPONG SILAT



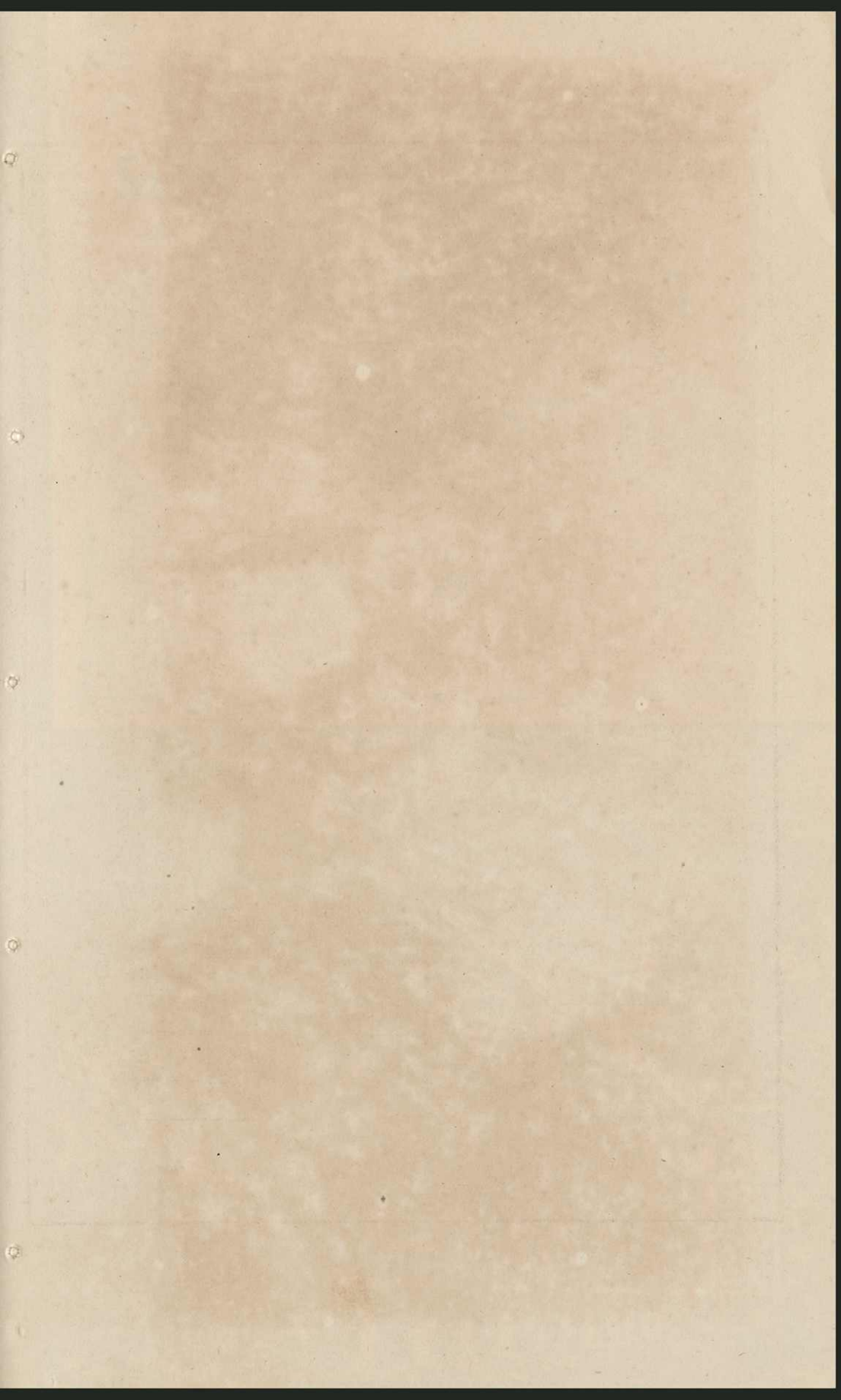
TIONG BAHRU



JALAN BESAR



TIONG BAHRU



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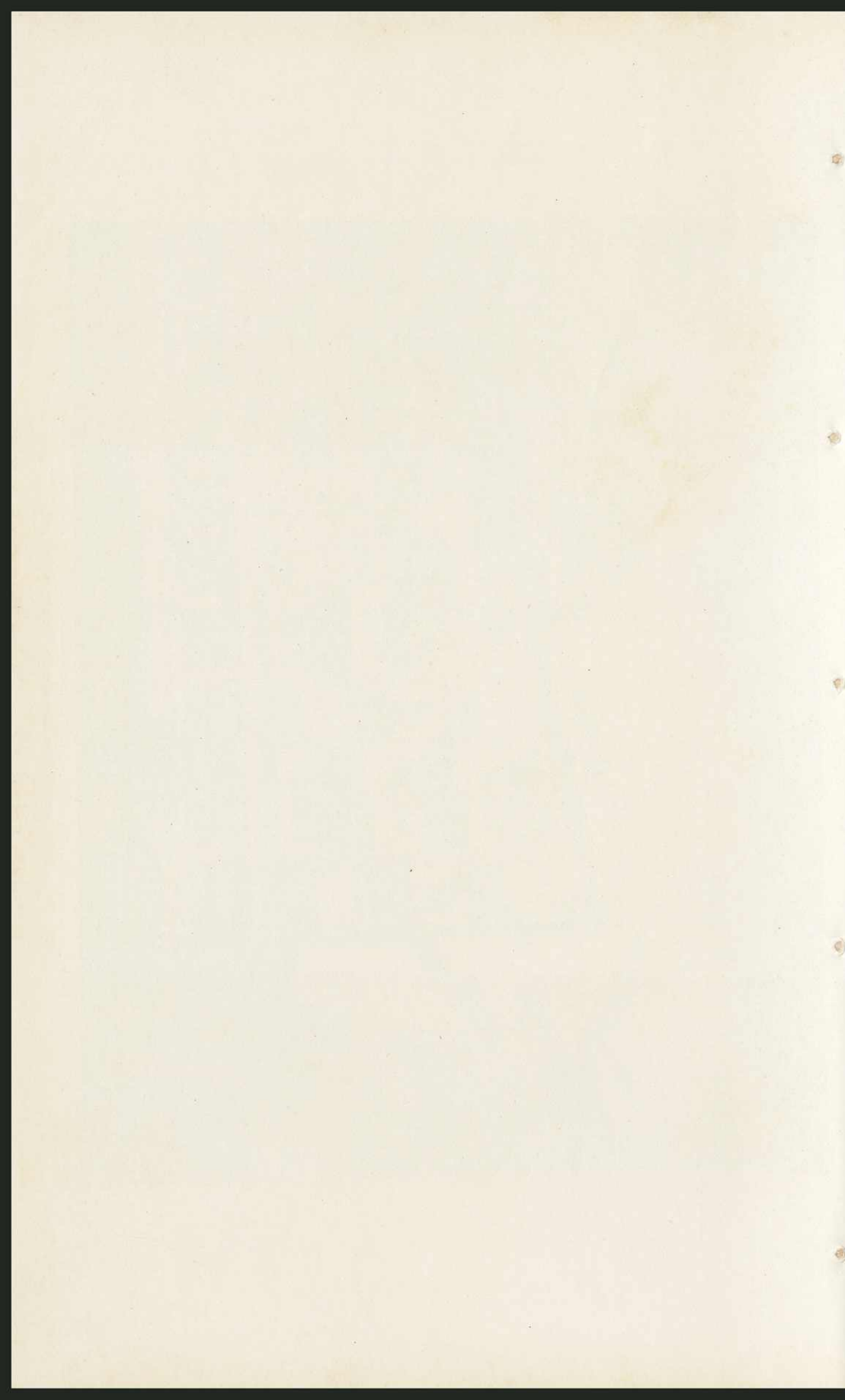
With the Compliments of

The Manager

The Singapore Improvement Trust



Flats and shops at Tiong Bahru Road



THE WORK
OF THE
SINGAPORE IMPROVEMENT TRUST
1950

Compiled by
J. M. FRASER,
A.R.I.B.A., A.M.T.P.I., A.M.I.STRUCT.E.

Manager,
Singapore Improvement Trust

HOUSING & DEVELOPMENT BOARD	
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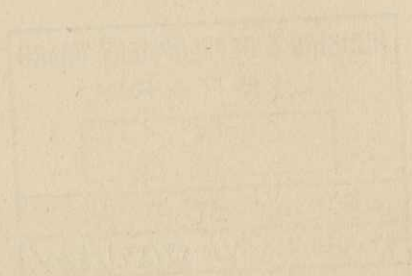
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THE WORK
OF THE
SINGAPORE IMPROVEMENT TRUST

1950

Printed by
THE PRESS
SINGAPORE



Price: Two Dollars

BOARD OF TRUSTEES AT 31st DECEMBER, 1950.

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The Hon. the Acting Financial Secretary	A. GILMOUR, Esq., C.M.G., M.C.S.
Chairman, Rural Board	THE HON. MR. J. A. HARVEY.
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The Acting Municipal Health Officer		DR. W. E. HUTCHINSON, J.P.
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Legal Adviser	THE HON. MR. JOHN LAYCOCK.

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JAMES M. FRASER, A.R.I.B.A., A.M.T.P.I., A.M.I.STRUCT.E.

Senior Architect & Planners:
S. C. WOOLMER,
A.R.I.B.A., A.M.T.P.I.

Secretary:
ALEX. GREENHILL

Senior Planning Officer:
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A.M.T.P.I.

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A.R.I.B.A., A.M.T.P.I.

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M.I.S.(N.Z.), A.R.I.C.S.

ROLF KOREN,
A.R.I.B.A., A.M.T.P.I.

Estates Officer:
H. C. TINSLEY, F.A.I.

(Temporary)
MRS. LENA SANDERS,
B.Sc., (ECON.) (LOND.)

G. M. DAVIDSON, A.R.I.B.A.

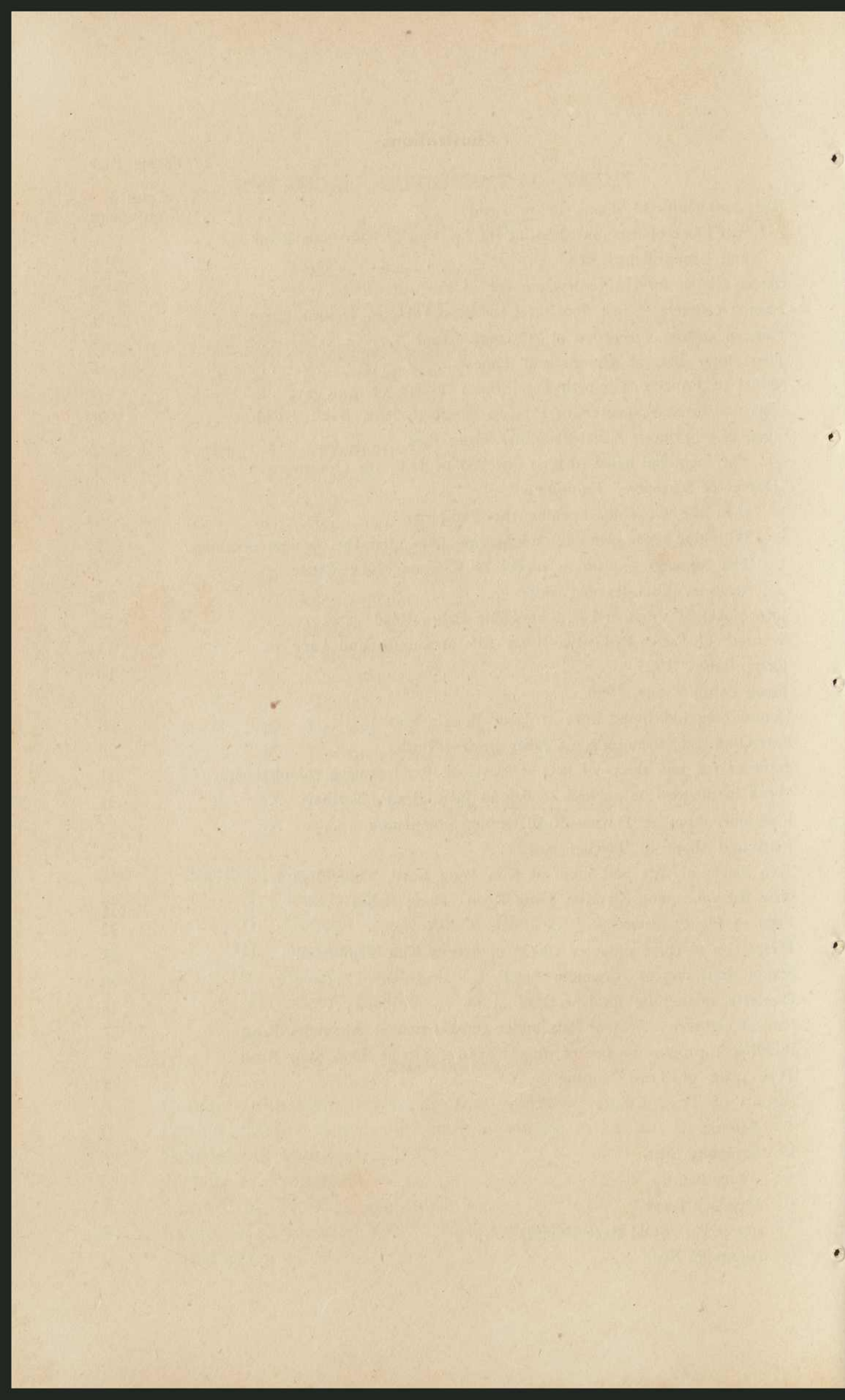
Asst. Estates Officers:
J. M. CARTER
G. W. CLARRY
V. E. BERGER

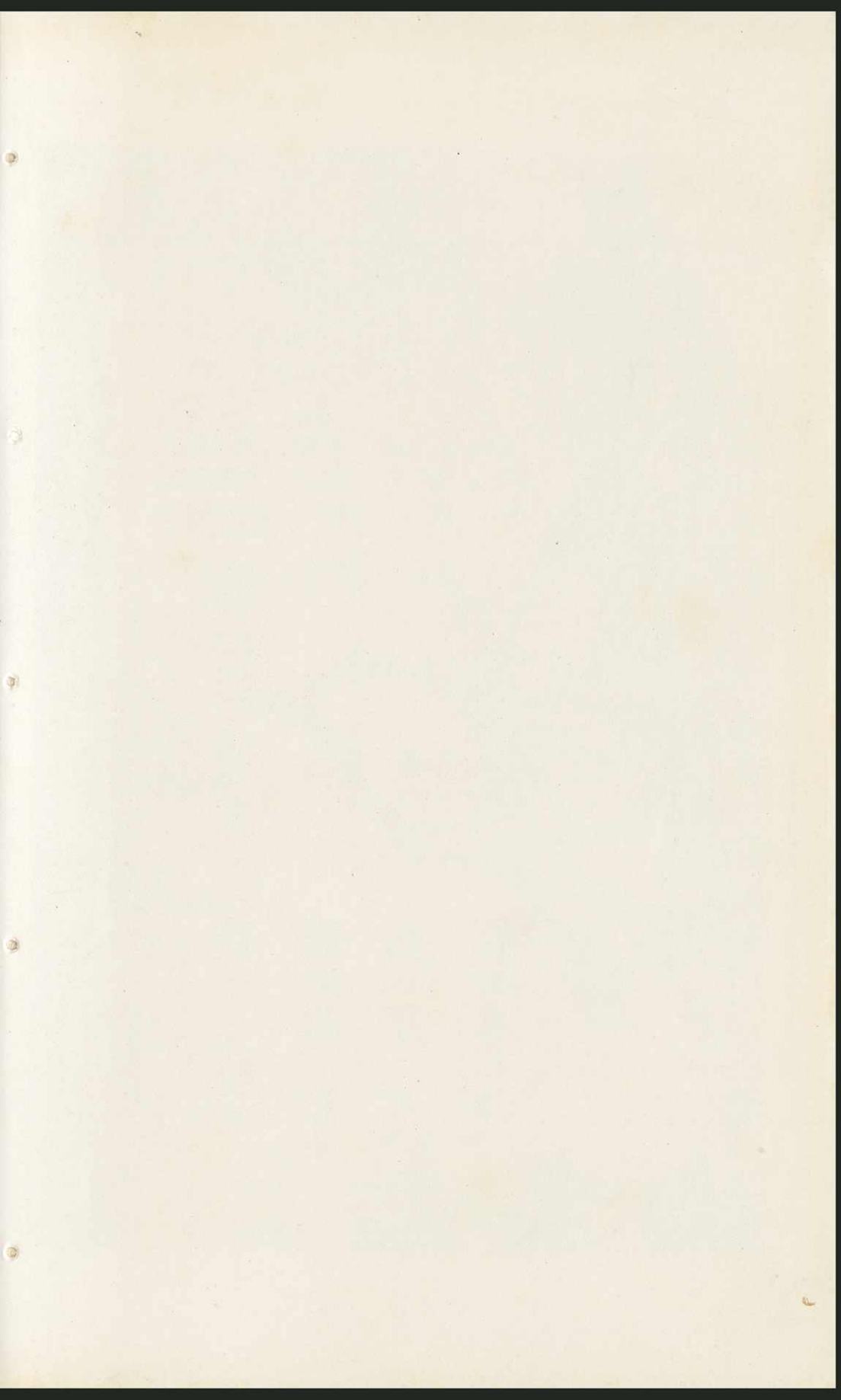
Surveyor-in-charge:
W. H. SMART, M.I.S.(N.Z.),
A.R.I.C.S.
Surveyor:
R. M. PARKER, M.I.S.(N.Z.).

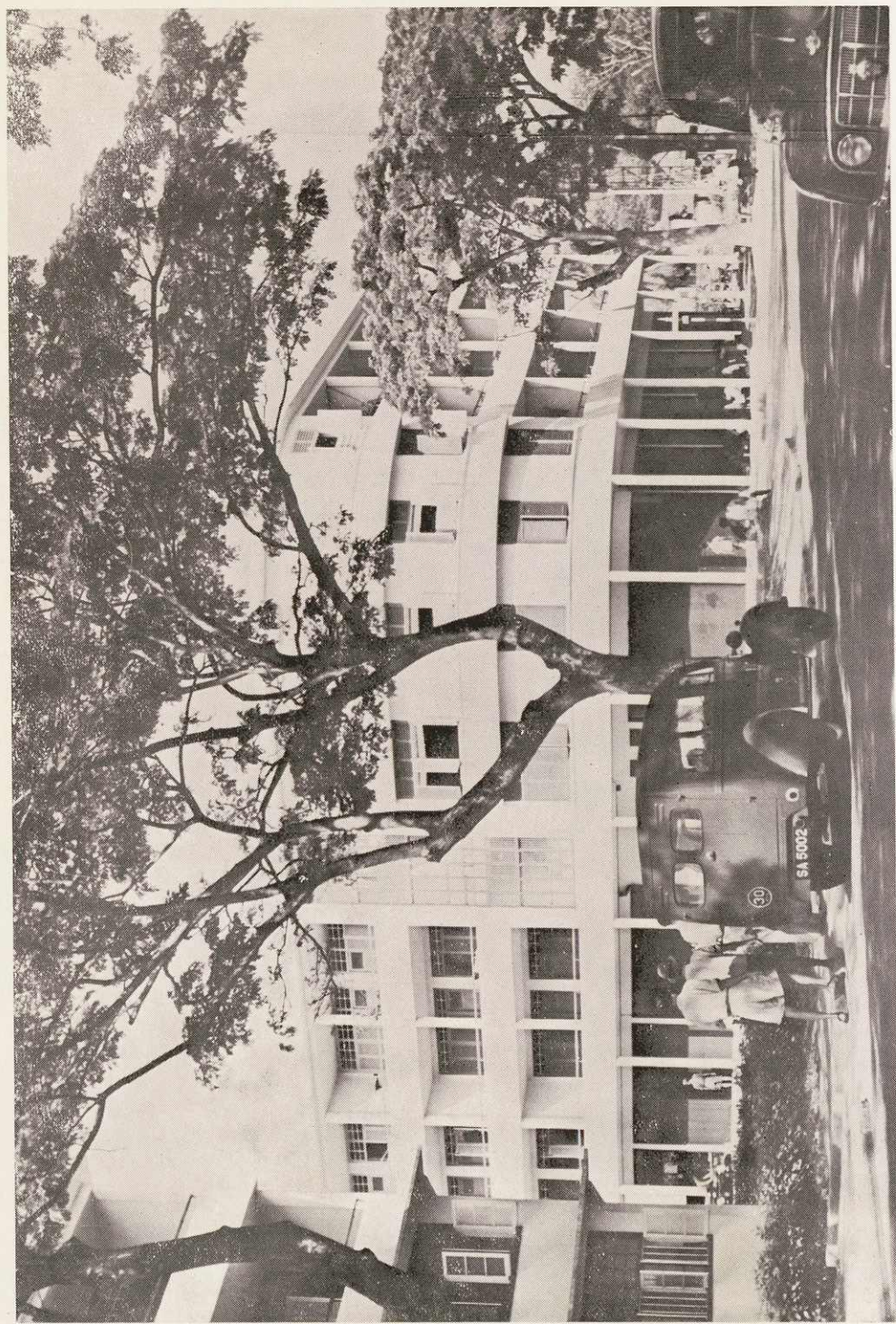
Asst. Engineer (R.C.)
WONG GAI HONG,
A.M.I.STRUCT.E., M.I.B.E.

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Alexandra Road	







A corner block of flats and shops at the junction of Kim Pong Road and Tiong Bahru Road

PART I.

1. Introduction.

1950 has been a year of solid achievement for the Singapore Improvement Trust. It is almost five years since the Trust started its activities after the Japanese Occupation and the British Military Administration. A great deal has been accomplished in this time and the tempo is still increasing. So much work lies ahead however that it would be presumptuous to try to analyse the nature and size of the organization required five years from now. The tasks which loom ahead are truly formidable and to many they seem almost insoluble. The population of the Island is now well over a million and growing at the rate of 36,000 a year. Half this population is badly housed and the present housing programme is dealing with only half the natural increase. The Island has no over-all plan nor has a survey to prepare this plan been undertaken yet.

Legislation is still inadequate and present powers are being stretched to their utmost. The situation is being held in check with considerable difficulty. The cold winds of financial stringency are beginning to make themselves felt and yet there has never been so much money in the Colony. With rubber and tin fetching the highest prices ever, money is flowing fast and yet the mass of the population is living in filthy slums.

It is a crazy situation and reflects the craziness of the world around us.

In spite of this the work of the Trust continues to expand and each section gets steadily larger, whilst the budget for 1951 provides for an expenditure of approximately \$28,000,000. The most spectacular development continues to be in new housing and on this the expenditure for 1950 was approximately \$8 million. For the last three months of the year the expenditure on housing averaged more than \$1 million a month and at the end of the year over \$22 million in loan funds had been committed although only \$10 million of this had been actually borrowed. The financial position is a sound one and the Trust's assets are considerable, as can be seen from the accounts.

Although as a public concern the Trust is a non-profit making body it is run on sound business lines. The public can be assured that its interests are at all times the first consideration of the Board, and that its money is spent to the best advantage.

When the interests of the community come first the private interests of individuals are bound to take second place, and whilst fair treatment is accorded to all at all times, it is as well for the individual members of the community to bear this axiom in mind.

2. Finance.

Under the provisions of the Improvement Ordinance the main accounts of the Trust are kept by the Municipal Treasurer who is also responsible for the collection and banking of rents, payment of bills, salaries and wages and the internal audit of all transactions.

The Annual Budget is prepared by the Secretary of the Trust and the Secretariat prepares all pay sheets and vouchers and records such against the appropriate vote.

The Government Auditor carries out a continuous audit of expenditure.

It has been suggested that the existing accounting arrangements which are twenty-three years old, and were appropriate and economical when the Trust was a much smaller body, have now served their purpose. It is thought that with the great expansion of the Trust it would be more appropriate if the whole accounting system was placed under the control of an officer solely responsible to the Board. A proposal on these lines is now under consideration.

The finances of the Trust fall under three main heads (1) Improvement Fund (2) Loan Account (3) Special Funds. The Annual Accounts for 1950 have not yet been completed but the following approximate figures and information can be given.

(i) Improvement Fund		\$
Revised Estimated Balance, 1 January, 1950		1,782,726
Revenue:—		
Improvement Rate under Section 22	700,000	
Government Contribution under Section 23	745,000	
Rents and Service Charges	1,483,350	
Reimbursements under Sections 145 & 148,		
Municipal Ordinance — Back Lanes	10,000	
Sale of Land	200,000	
Miscellaneous	51,300	3,189,650
	<hr/>	<hr/>
		4,972,376
Expenditure:—		
Personal Emoluments	663,000	
Administration	298,605	
Management of Property	428,795	
Back Lanes	10,000	
General Improvement Plan	64,000	
Loan Charges	77,500	
Housing & Improvement Schemes	1,189,800	2,731,700
	<hr/>	<hr/>
Estimated Balance — 31 December, 1950		\$2,240,676

This is the Fund into which all normal revenue is paid and from which all ordinary expenditure is met.

The Improvement Ordinance provides that the Municipal Commissioners shall assess and levy an improvement rate on the value of all houses and lands within the Municipal area at such rate as the Board with the approval of the Legislative Council shall fix. Such improvement rate

A NEW SINGAPORE

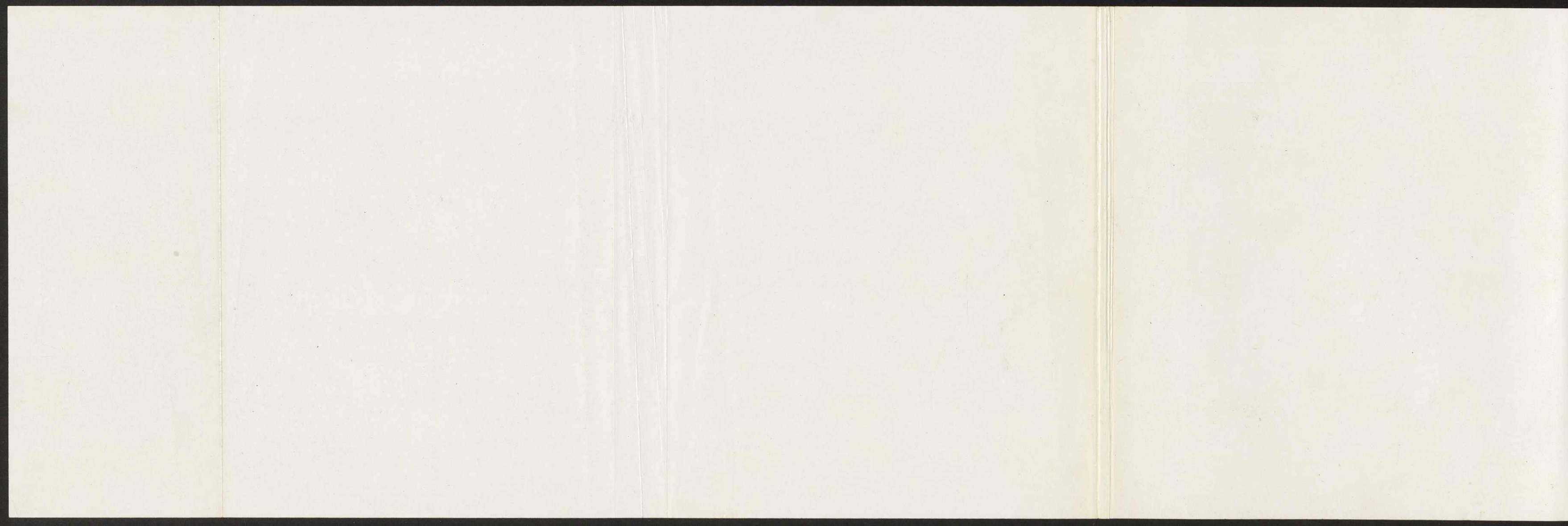
AN AXONOMETRIC SKETCH ♦ SCALE OF APPROXIMATELY 2 CHAINS TO AN INCH



SKETCH DESIGN FOR THE REDEVELOPMENT OF THE WATERFRONT

ARCHITECT ROLF KOCKER

SCALE OF APPROXIMATELY 2 CHAINS TO AN INCH



must not exceed five per centum of the annual value of the property rated. This rate has remained at 2% since the formation of the Trust in 1927. Government contributes to the Trust from the general revenues of the Colony a sum equal to the proceeds of the Improvement Rate for the preceding half year.

It should here be mentioned that heretofore the Trust has not paid Municipal assessment on Trust properties and the Municipality has not paid Improvement Rate on Municipal properties and all properties which by statutory provision are exempted from the payment of Municipal rates. It is proposed that in future the Trust shall pay Municipal assessment on Trust properties and that the Municipality shall pay Improvement Rate on Municipal properties and other properties exempt from Municipal assessment. If this is approved by Government a net sum of approximately \$300,000 is likely to become payable to the Municipality by the Trust in respect of 1950 and this amount will of course increase annually as additional buildings are erected.

The estimated total income from the Improvement Rate and the Government contribution for the year 1950 is as shown, \$1,445,000/-. At one time this statutory income was almost the only source of Trust revenue. In 1950 the income from rents of Trust properties estimated at \$1,483,350 exceeds the statutory income for the first time and owing to the large annual additions to Trust properties it will certainly exceed it in future years provided of course there is no substantial increase in the per centum of the Improvement Rate.

Most of the items under Expenditure are self explanatory. The sum of \$1,189,800 shown against Housing and Improvement Schemes has been spent on housing at Kampong Silat and the provision of sanitary, electricity and water services to Trust properties which were without these amenities.

The monies available under Improvement Fund are of course quite inadequate to provide new housing on the scale now considered necessary and recourse has been made to the borrowing powers permitted by the Ordinance (see Loan Account). It is proposed in future that all new building, except staff quarters, shall be charged to Loan Account. In respect of 1951 it is intended that such monies as are available after paying for the cost of running the Trust and loan charges shall be expended on Improvement Schemes.

(ii) Loan Account

It has been explained above that the ordinary revenues of the Trust are insufficient to permit of housing schemes on the scale now considered to be necessary. In 1948, 1949 and 1950 the Trust prepared programmes for housing and in submitting them to Government explained that financial assistance would have to be provided if these schemes were to be implemented. Government agreed to grant loans as follows: 1948 \$5 Million, 1949 \$5 Million, 1950 \$12½ Million. These loans are repayable annually over a period of sixty years with interest at 3%. During 1950 the sum of approximately \$8 Million was spent from Loan Account on new housing.

(iii) Special Funds

(a) Princess Elizabeth Fund

In 1947 a committee was formed in Singapore to organise the celebration to be held on the occasion of the marriage of H.R.H. Princess Elizabeth to H.R.H. the Duke of Edinburgh. The funds were partly expended on such celebrations and after the presentation of a congratulatory message and personal gift to Her Royal Highness a balance of \$800,429 remained for the provision of some permanent memorial of the occasion.

It was decided that this balance should be applied to the erection of workmen's dwellings on two estates, one in the Municipal Area, the other in the Rural Board Area and the funds were vested in the Improvement Trust for this purpose.

The dwellings in the Municipal Area at Old Race Course were opened on 8 June, 1950, by H.E. the Governor (Sir Franklin Gimson, K.C.M.G.), His Majesty's Principal Secretary of State for the Colonies (The Rt. Hon. James Griffiths, P.C., M.P.) being present.

The dwellings in the Rural Board Area at Princess Elizabeth Park will be completed during 1951. These buildings will form part of a larger scheme for housing in this Area.

In both cases the Trust maintains the buildings and receives the rents therefrom.

(b) \$10 Million Fund

It was explained in the Annual Report for 1949 that this Fund initially earmarked for slum clearance but largely used for new housing, acquisition of land etc. was being wound up. This has now been done by charging to the Fund the cost of further work on the Kampong Silat Improvement Scheme to the extent of funds available.

3. Legislation.

The Singapore Development Bill upon which so much of the future work of the Trust depends, and which was read for the first time and referred to a Select Committee in December, 1949, has made no progress during the year. The Bill has not been discussed in Legislative Council and in fact the report of the Select Committee had not been presented at the end of the year.

The report of the Committee was in fact laid on the table at the meeting of the Legislative Council in February 1951. The report was neither favourable nor unfavourable and recommended that no new Island authority should be created till an expert on local government had given a comprehensive report on the authorities now existing.

Although the formation of a Development Board would mean the end of the Improvement Trust it would mean the beginning of a new era in the planned development of the Colony and as such would be a big step forward. It is, to say the least, extremely disappointing that such an important step should be thus indefinitely postponed.



Placing concrete at first floor level for flats at Upper Hokien Street



Flats in course of erection at Alexandra Road



Two storey flats at Cumberland Lane

Government has, however, agreed to give the Trust essential planning powers and to clarify certain awkward and unworkable parts of the Singapore Improvement Ordinance as recommended by the 1938 Committee and approved by Government. These amendments will be made without prejudice to the report of the local government expert, and the framework of the Singapore Improvement Trust will remain. It is hoped that these amendments to the Ordinance will have a successful passage through Legislative Council, as the carrying out of a Diagnostic Survey and the preparation of a Master Plan for the Island depend upon them. Whether the new wine will taste better in old bottles remains to be seen.

The only important amendment to the Singapore Improvement Ordinance during 1950 was to Section 59 which deals with the submission of layouts of land for the approval of the Board. This amendment provides for the payment in advance of survey fees to the Land Office so that a proper survey of the subdivisions can be put in hand as soon as the layout is approved. This will enable the Survey Office to carry out a comprehensive survey of all approved layouts instead of having to wait and survey each lot individually after it is sold. A consequent saving in time and cost of survey will be effected and will be to the advantage of the bona fide developer.

4. Diagnostic Survey.

Although Government approved the preparation of a diagnostic survey in March 1949 little has been done to carry out the survey as no staff has been available for this work. This survey cannot be carried out until an ad hoc team has been appointed.

5. Land Utilisation Survey.

Following on the Pilot Survey carried out in 1949 arrangements were made with the Lecturer in Geography of the University of Malaya to carry out an extensive land utilisation survey of the Island during the summer vacation. Twenty-eight students took part in this Survey and were able to cover a large portion of the island. The plotting of this Survey is not yet completed, but it will form a useful part of the diagnostic survey of the Island. The results are accurate enough for general planning and zoning, and the survey has been mutually beneficial to the students and to the Trust. Our thanks are due to the Department of Geography, University of Malaya, for the ready and helpful co-operation which has been given, and we look forward to further joint efforts in the future.

6. Board of Trustees.

Throughout the year Mr. T. P. F. McNeice has carried out the duties of Chairman of the Trust in his capacity as President of the Municipal Commission.

Unofficial members of the Board have remained the same throughout the year.

At the beginning of the year Mr. E. A. Gardiner took the place of Mr. W. A. Kirk as Director of Public Works on the latter's retirement, and Mr. J. E. Pepper who went on vacation leave at the end of the year was replaced by Mr. Andrew Gilmour as Financial Secretary.

7. Committees.

As time goes on the agenda for Trust meetings gets larger and it will soon be necessary to delegate more work to committees. The only standing committee at present is the Estates Committee which has had a very busy year and has got through a great deal of work. An average of nearly two meetings a month has been held. As a result of the report of an Investigation Committee the scope of the Estates Committee has been considerably widened and as from the beginning of 1951 the Committee has been reconstituted with the Manager as chairman.

In May a Committee was appointed to investigate and report on the organisation of the Estates Section and after ten meetings submitted a report to the Board in November. The Report made far-reaching recommendations regarding the organisation and running of the Section.

As a result of the Report a further ad hoc committee was formed to investigate the system of allocation of Trust houses, and this committee submitted two reports as a result of which a new system of allocation is being instituted in 1951.

The Rentals Committee which was formed at the end of 1949 to look into the whole question of rentals and subsidies prepared three reports. As a result most of the Trust rentals have been standardised, and for the year 1950 were subject to a rebate of 15%. This rebate has been made possible by the extension of Government loans from forty to sixty years. The maintenance of this reduction will depend largely on building costs for future housing.

This Committee has also recommended that no direct subsidy should be made to housing, but that Government should consider subsidising the poorer classes of tenants by affording some measure of rent assistance where necessary.

The Manager is a member of the Traffic Advisory Committee which has forwarded for the consideration of Government a comprehensive scheme for one-way traffic prepared by the Trust. The Manager has also served as a member of other committees including the Municipal Attap Dwellings Committee and the Markets Committee.

Mr. Woolmer as Senior Architect served on the working party for the revision of the Municipal Building Bye-laws and the Committee has produced two reports, one on low cost housing and another on sub-standard housing. As a result of the former a new code of practice for low cost dwellings has been adopted by the Municipal Commissioners.

8. Liaison.

The Trust maintains close liaison with all Municipal Departments and with the Land Office, Public Works Department and the Colonial Secretariat on matters affecting the work of the Trust.

The Municipal Treasurer continues to keep the accounts of the Trust and collects all rents of Trust properties.

The Municipal Assessor is also valuer to the Trust and conducts negotiations for the acquisition of land and property required by the Trust.

The Trust advises Government generally on the layout and development of Crown Lands and on matters affecting the renewal of Crown Leases. The link between the Land Office and the Trust is being continually strengthened. It is essential that this link should be strong if the Trust is to function properly as the planning authority of the Colony.

In dealing with building plans it is essential that the Municipal and Rural Board Building Departments should maintain the closest liaison with the Trust Planning Office, and this is done through one of the Trust's planning officers.

9. Expansion.

Every year sees further expansion in the activities of the Trust and the volume of work in all Sections becomes steadily greater as time goes on. To cope with the ever increasing work of the Secretariat, another Assistant Secretary was appointed and commenced duty in October 1950. A Probationary Assistant Secretary has also been appointed and there is provision in the Budget for a second.

In May 1950 the Architectural Section moved out of the main office and now has more elbow room in the new temporary office built behind the Supreme Court. During the year a Structural Engineer was added to the staff and he has a small sub-department consisting of a technical assistant and two draughtsmen. The Architectural Section has taken over all maintenance of Trust buildings from 1st January, 1951, and there is a Maintenance Officer with a staff mainly taken over from the Estates Section. In the new office this staff is comfortably housed and is organised in such a way as to be able to deal effectively with the large amount of work which it turns out. The organisation and supervision of an annual building programme of \$17 million is no mean task. The removal of the Architectural Section has allowed the Planning Section more room in the main office, but with the increase in the staff of draughtsmen it is still necessary for a sub-section of this staff to be housed in a back room of the Municipal Offices.

The chart accompanying the Planning Section Report, Appendix A, illustrates clearly the increase in the volume of work dealt with by this Section. During 1950 an additional planning officer arrived from England, but the senior staff of the division is still two officers short of establishment.

The Survey Section is the most stable section of the Trust and tackles quietly and efficiently all the work allotted to it. This Section was reinforced during the year by another Senior Surveyor and this allowed the Surveyor-in-Charge to proceed on vacation leave in August. This Section has also had to move its office in Fullerton Building and the new office will be much more roomy and convenient.

The Estates Section has had the busiest year in its short history, and a committee of the Trust has spent a great deal of time in looking into the whole organisation of this Section. There is no doubt that this Section

has attempted to do too much with the largely untrained and inexperienced staff at its disposal, and steps are now being taken to limit the work to the capacity of the staff employed.

It has been extremely difficult to recruit the right kind of staff to train for Estates work, but a welcome reinforcement arrived in August in the person of an additional Assistant Estates Officer. The Estates Officer went on vacation leave in November.

It is hoped that the new system of allocation of Trust houses will result in the smoother running of this part of the work, and that it will allow the present staff to concentrate more of their time on proper estate management. The office accommodation at Tiong Bahru is adequate for present requirements but its distance from the main office creates considerable inconvenience and unavoidable delay.

10. **Planning Adviser.**

The first phase in the preparation of a Plan for Singapore was started in 1950 by the appointment of Sir George Pepler, c.b., as Planning Adviser to the Government of Singapore. No better choice could have been made and Singapore is indeed fortunate in having a planner of the calibre of Sir George to advise for the next three years. After a distinguished career as Chief Planning Officer to the United Kingdom Government for over twenty years Sir George has just completed his second term as President of the Town Planning Institute. He is the President of the International Federation of Housing and Town Planning which in 1950 held its twentieth Congress in Amsterdam attended by seven hundred delegates from all over the world. Lady Pepler is Secretary to this Federation and is an eminent authority on housing matters in the United Kingdom. She is also a member of the London County Council and of the Kensington Royal Borough Council.

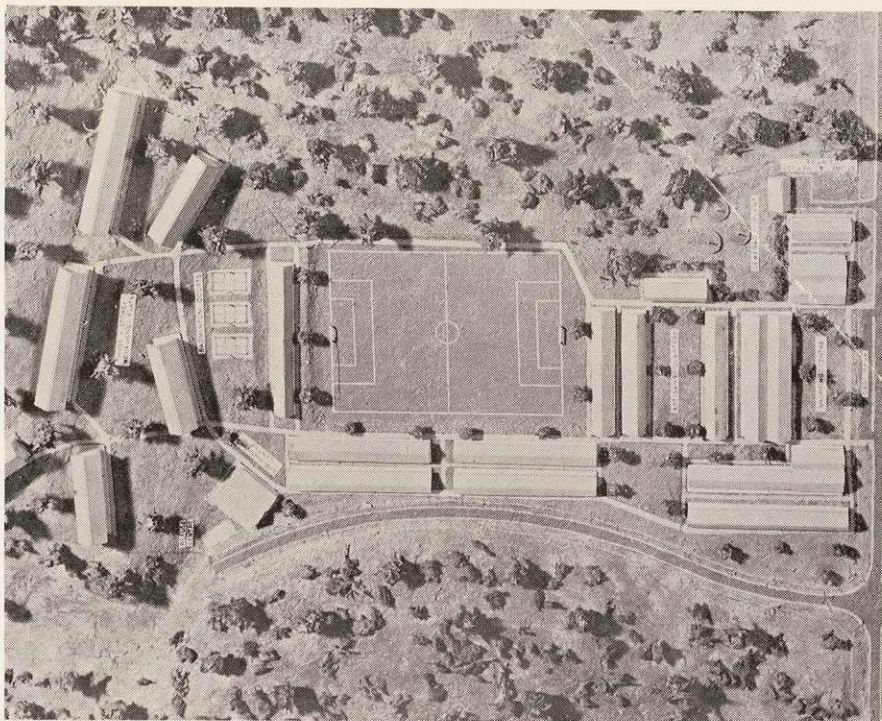
Both Sir George and Lady Pepler arrived in Singapore on 12th December, 1950, and put in a month of strenuous work before their departure in the middle of January, 1951. With their headquarters in the offices of the Trust full opportunity was taken to obtain their advice not only on matters concerned with Island planning and legislation, but also on the solution of current problems. Sir George has presented a preliminary report to Government on the next steps to be taken in the planning programme, and has advised on the staff required to prepare the diagnostic survey. It is hoped that Government will lose no time in initiating the legislation required and implementing the proposals for staff. Lady Pepler's advice on matters of Housing and Housing Management was invaluable, and a strong link has been forged between the Singapore Improvement Trust and the administration of the world's greatest Housing Authority.

We look forward with eagerness to their return in the summer of 1951 for a longer stay with us.

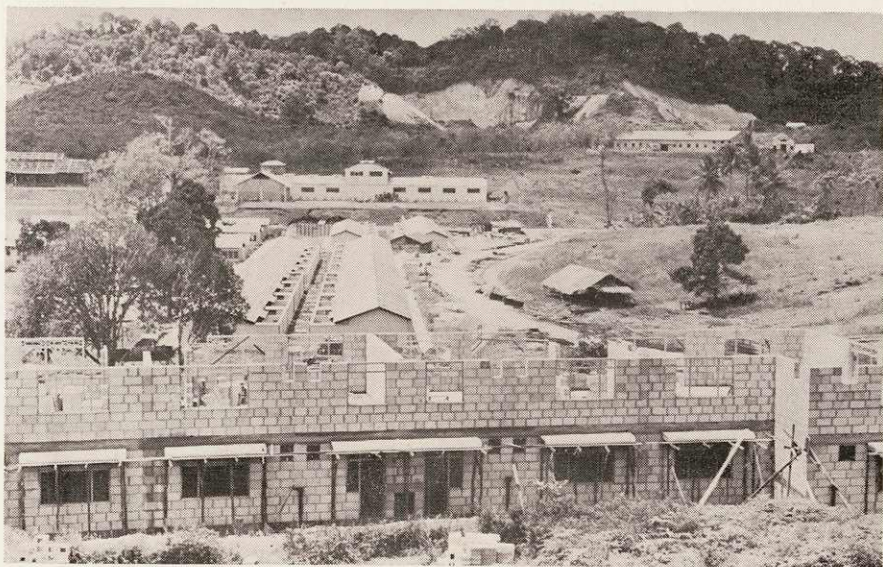
11. **Rentals.**

In 1947 the Trust decided to charge rentals which would produce a return of 4½% on capital expended. It has since been considered that this policy was not very satisfactory as rentals calculated on this basis worked

→
View
point
of
photo
below



Model of Princess Elizabeth Park, Bukit Timah



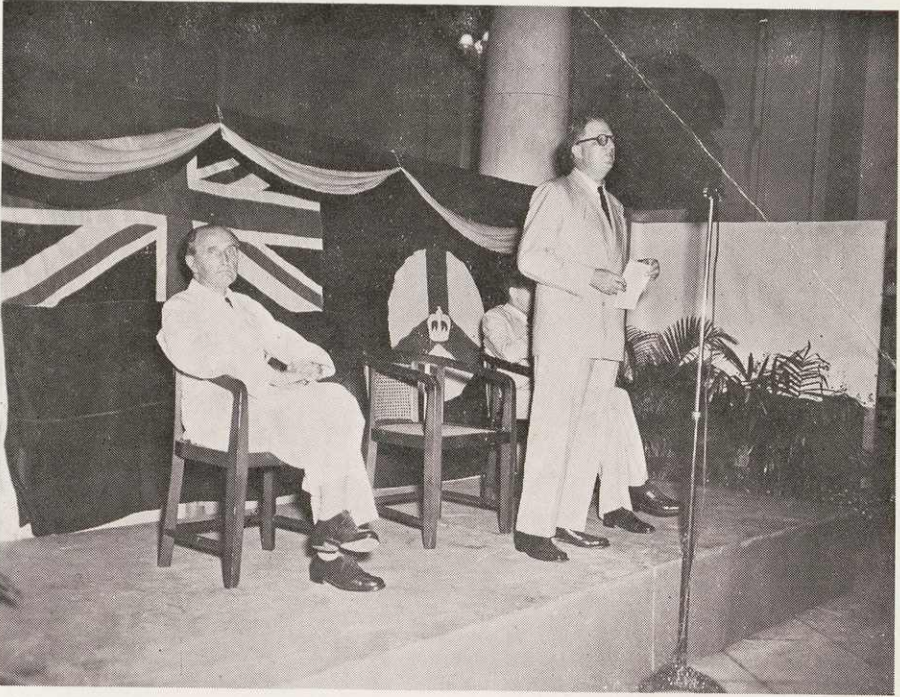
Flats and artisans' quarters at Princess Elizabeth Park, Bukit Timah, in course of erection

PRINCESS ELIZABETH FLATS, FARRER PARK



The memorial name plate is unveiled by H.E. the Governor, watched by the Manager, S.I.T.

"HOMES OF SINGAPORE" EXHIBITION



H.E. the Governor opening the Exhibition, supported by Sir George Pepler, C.B., Town Planning Consultant, seated in the foreground

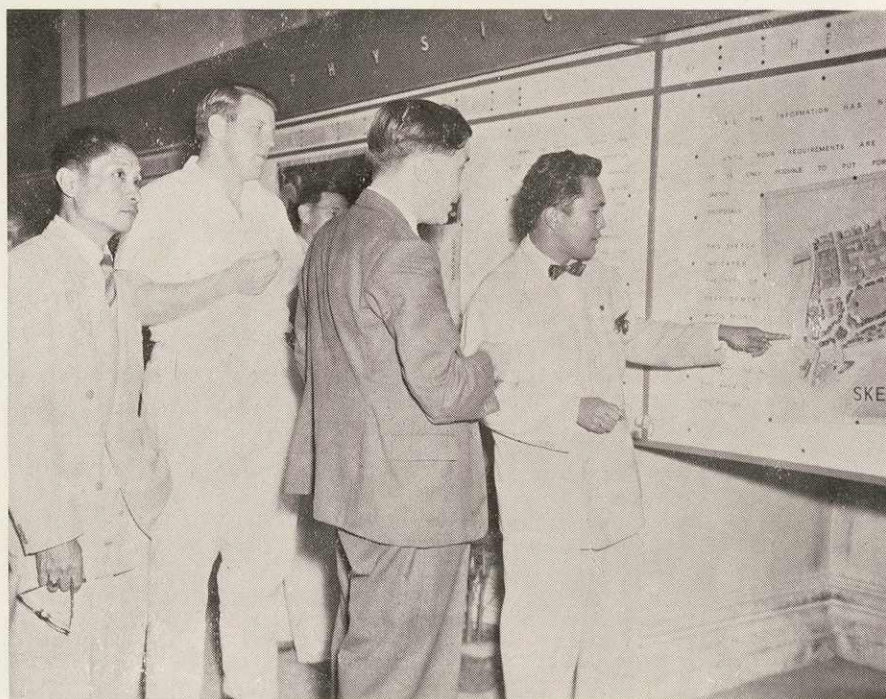


Watching town planning and housing films after the opening ceremony. (From left to right) Sir. George Pepler, C.B., Hon. the Colonial Secretary, Chairman, S.I.T., Prof. J. Thyse, Mr. A. C. Kayanan and others

"HOMES OF SINGAPORE" EXHIBITION



The Manager, S.I.T., explains a model of Kampong Silat Estate to H.E. the Governor and Mr. G. G. Thomson, Public Relations Secretary



Mr. A. C. Kayanan, member of the U.N.O. Tropical Housing Mission discusses an exhibit with the Trust Officers responsible for the Exhibition and Mr. P. G. Peralta, of the Public Relations Office, Singapore

out too high for the ordinary Trust tenant to afford. It was, therefore, decided at the end of 1949 to form a committee of the Trust to consider the whole rental policy in relation to the terms of Government loans. This Committee met on a number of occasions during the first part of 1950 and formulated a rental policy which was later accepted by the Trust and put into operation as from the 1st January, 1950.

Broadly speaking the rental policy of the Trust now is that it endeavours to cover its expenditure, making neither profit nor sustaining loss but charging rentals sufficient to pay the three per cent interest which is charged on Government loans. The rentals are fixed for all Trust properties on a basis of "accommodation standard," and the "fair rental valuation" figure thus arrived at is included in the tenancy agreement. In order however to give tenants the benefit of any saving which the Trust has effected in building costs, a system of rent rebates has been brought into force. It was decided that only outgoings should be covered and by doing so it was possible to give a rebate of 15% on the standard rentals for 1950. This reduction was brought into force as from the 1st January, 1950, and it has been continued for the year 1951. How long the Trust will be able to maintain this reduction will depend on the cost of future schemes and the overall profit and loss account on Trust housing.

There is no other country in the world known to the writer which is able to house its lower-paid workers in a reasonable standard of comfort without any kind of subsidy whatsoever.

12. **Housing Finance.**

The factor which contributed most to the above reduction in rentals was the arrangement which it has been possible to make with Government to borrow money on sixty years repayment at three per cent. Formerly Government had agreed to forty year loans but this was not considered a sufficiently long time to amortise properties which would last for approximately a hundred years. The extension of the loans to sixty years was approved early in 1950 and the effect of this loan policy is now seen in the lower rentals which are now charged.

The term of sixty years corresponds with the terms of loans which are given by the Public Works Loan Board to Local Authorities in the United Kingdom and unless it is possible for Government to continue these long term loans at a low rate of interest, the Trust will not be able to maintain a sound policy of Housing Finance.

13. **Planning & Housing Exhibition.**

To coincide with the visit of Sir George Pepler and also the short visit of the U.N.O. Tropical Housing Mission an exhibition was organised by the Trust with the help of the Public Relations Department in the Victoria Memorial Hall. The title of this Exhibition was "The Homes of Singapore" and it ran from the 6th to 21st January, 1951. The opening ceremony was performed by His Excellency The Governor. An address was given by Sir George Pepler and the Chairman was the Hon'ble Mr. T. P. F. McNeice. This Exhibition caught the imagination of the Singapore public and excellent attendances were recorded every day.

A series of Housing and Planning talks were given at the Exhibition followed by suitable film shows on various aspects of the home in relation to the community. The speakers were Messrs. R. Gardner-Medwin, A. Kayanan, A. W. Frisby, A. D. Stutchbury, Drs. Vickers & Lowe and Rev. R. K. S. Adams. To conclude these talks a planning forum was held one evening and those taking part were 'Che Fatimah binte Haji Haron, President, Women's Section of the Singapore Malay Union; Che Zaharah Za'ba, Supervisor of the Women's Section, Malay Programmes, Radio Malaya; Miss M. E. de Souza, a school teacher; Mr. A. P. Rajah, member of the Municipal Commission; Mr. Francis Thomas, former President of the Singapore Labour Party; with the Manager, Improvement Trust as Chairman.

14. Visitors.

The Trust has had some very distinguished visitors during 1950. Of first importance was the visit of the Secretary of State for the Colonies, the Rt. Hon. James Griffiths who spent some time visiting the Estates Section and the houses at Tiong Bahru Estate. He later attended the opening of the Princess Elizabeth Housing Scheme at Race Course Road and there gave a most encouraging and congratulatory speech.

The Parliamentary delegation which visited Singapore in September was extremely interested in the work of the Trust and two of the delegates, Messrs. A. T. Lennox-Boyd and E. Popplewell did an extensive tour of the Trust's Housing Estates and the slum areas.

Whilst the U.N.O. Tropical Housing Mission was in Singapore they made the office of the Trust their Headquarters and during two short visits of four days each, got a thorough insight into the work of the Trust. It was both an honour and an inspiration to have four such distinguished planning & housing experts in our midst and it would be hard to say who benefited most by this visit, the Trust or the Mission. The visit was wound up by a memorable meeting in the Municipal Council Chamber at which the Chairman of the Trust presided over a gathering of Government and Municipal Heads of Departments and Trustees. The members of the Mission were:—

Jacob Crane Esq.	-	-	-	-	Washington
R. J. Gardner-Medwin Esq.	-	-	-	-	Edinburgh
A. Kayanan Esq.	-	-	-	-	Phillipines
Prof. J. Thyse	-	-	-	-	Indonesia

Administrators, Architects, Sociologist, Planners, Journalists, Engineers and Manufacturers were amongst the other visitors who were shown round the work of the Trust and whilst they are too numerous to mention by name we have in fact recorded their names in a Visitors' Book. Hardly a week passes without some visitor from overseas asking to be shown round the work of the Trust, and it has been necessary to set out a standard tour of the Housing Estates which seem to be of particular interest to most of them. Whilst these visits take up quite a lot of the time of the Senior Staff they are of value in publicising the work which the Trust is doing.

The Trust has reached a stage when public relations are of first importance not only to the public of Singapore but to the visiting public as well.

We find visitors most interested in our problems, and in the methods which are being used for their solution, and it may be that our work has a considerable influence on what the world thinks of Singapore. We feel therefore that it is part of our job to tell the world what we are doing, and we are always glad to welcome visitors particularly from overseas.

15. **Princess Elizabeth Housing Scheme.**

During 1950 the first part of the Princess Elizabeth Housing Scheme was completed. This part comprises four blocks of 3-storey flats in Race Course Road. This portion of the Scheme was officially opened by His Excellency the Governor in the presence of the Secretary of State for the Colonies, Mr. James Griffiths, at a ceremony held on the 6th of June, 1950. After this ceremony, which was witnessed by a large and representative gathering of the citizens of Singapore, the flats were inspected by all present.

In his remarks the Secretary of State for the Colonies said that these flats were something of which Singapore could justly be proud and that they compared very favourably with any workmen's flats which he had seen in the United Kingdom.

The seventy-two flats comprising this part of the Scheme are occupied partly by workmen nominated by the public and the Services of Singapore and partly by workmen taken from the application register. The flats are let at \$18 a month, which is a very preferential rate, the actual fair economic rental being twice as much.

The second portion of the Scheme at 9¼ mile Bukit Timah Road, the land for which was gifted by Credit Foncier, was commenced in the middle of 1950 and it is hoped that the Scheme will be completed by the middle of 1951. This portion of the Scheme comprises 84 artisans' quarters and 84 workmen's flats and it is proposed that these should be occupied by workmen employed in the Bukit Timah district. This Estate will be known as "Princess Elizabeth Park" and will form the nucleus of an important residential area in the vicinity.

16. **Staff.**

The rapidly expanding work of the Trust has made it necessary to expand the staff of all Sections with the exception of the Survey Section. From 1951 onwards, Sections will be known as Departments and the departmental heads will function as such and be responsible through the Secretariat to the Manager. The establishment of the Trust for 1950 provided for 22 senior officers, but at the end of the year, there were only twenty senior officers on the permanent staff, four of whom had less than six months' service. It has been found extremely difficult to recruit the necessary senior staff and, in particular, planning officers, and at the end of the year there were two planning officers still to be recruited.

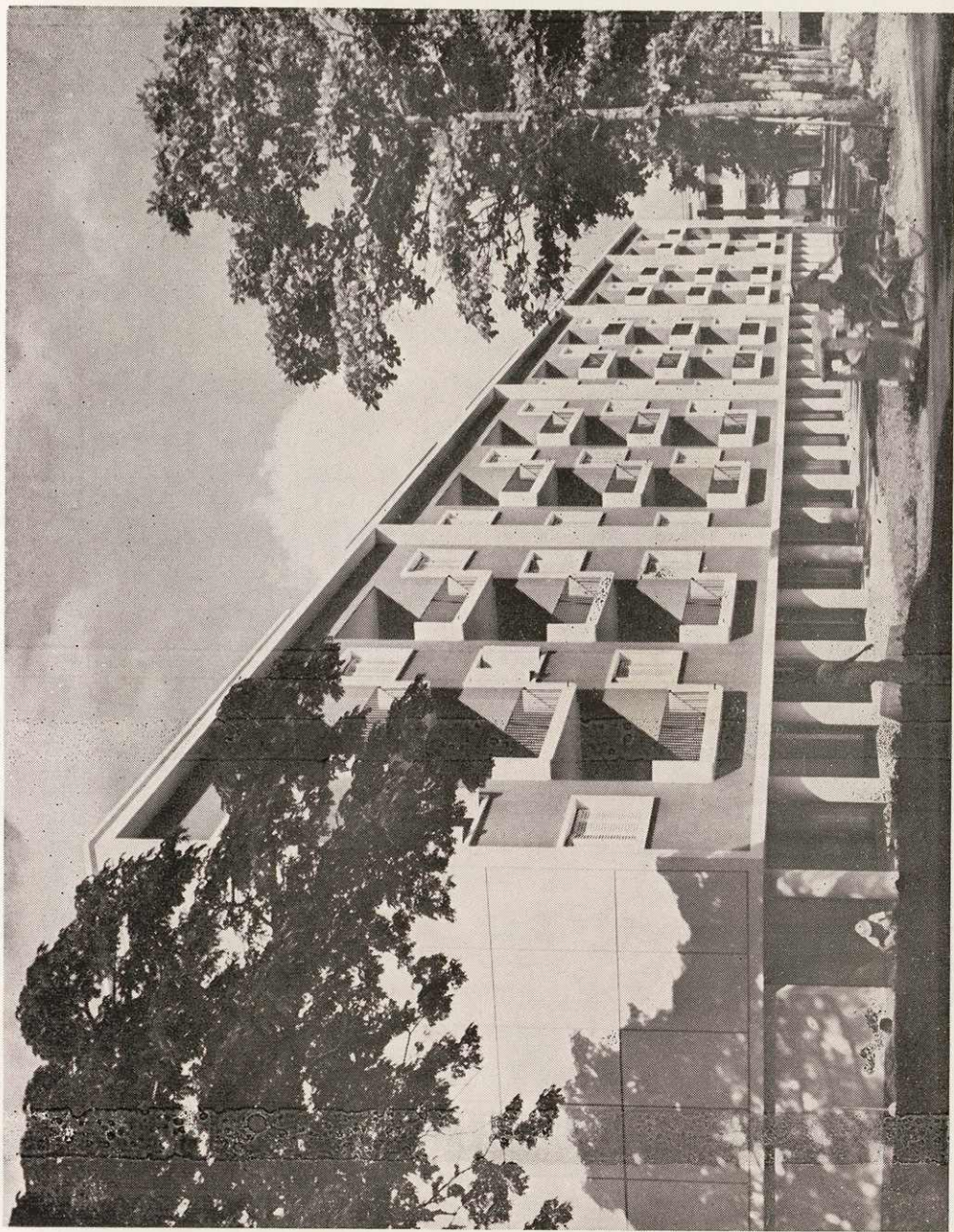
The Secretariat was strengthened in the latter half of the year by the addition of an Assistant Secretary and a Probationary Assistant. An Assistant Estates Officer was appointed in the middle of the year and has been kept extremely busy since his arrival. The Estates Officer went on leave in November. Two new Planning Officers were appointed; one arrived in

August and the other at the end of December. There is still a tremendous back-log of work to be made up in the Planning Office and this cannot be done unless a full senior staff is recruited. For three years the Trust has been trying to get a second surveyor and in 1950 the appointment was filled just in time for the Surveyor in Charge to go on his vacation leave in August.

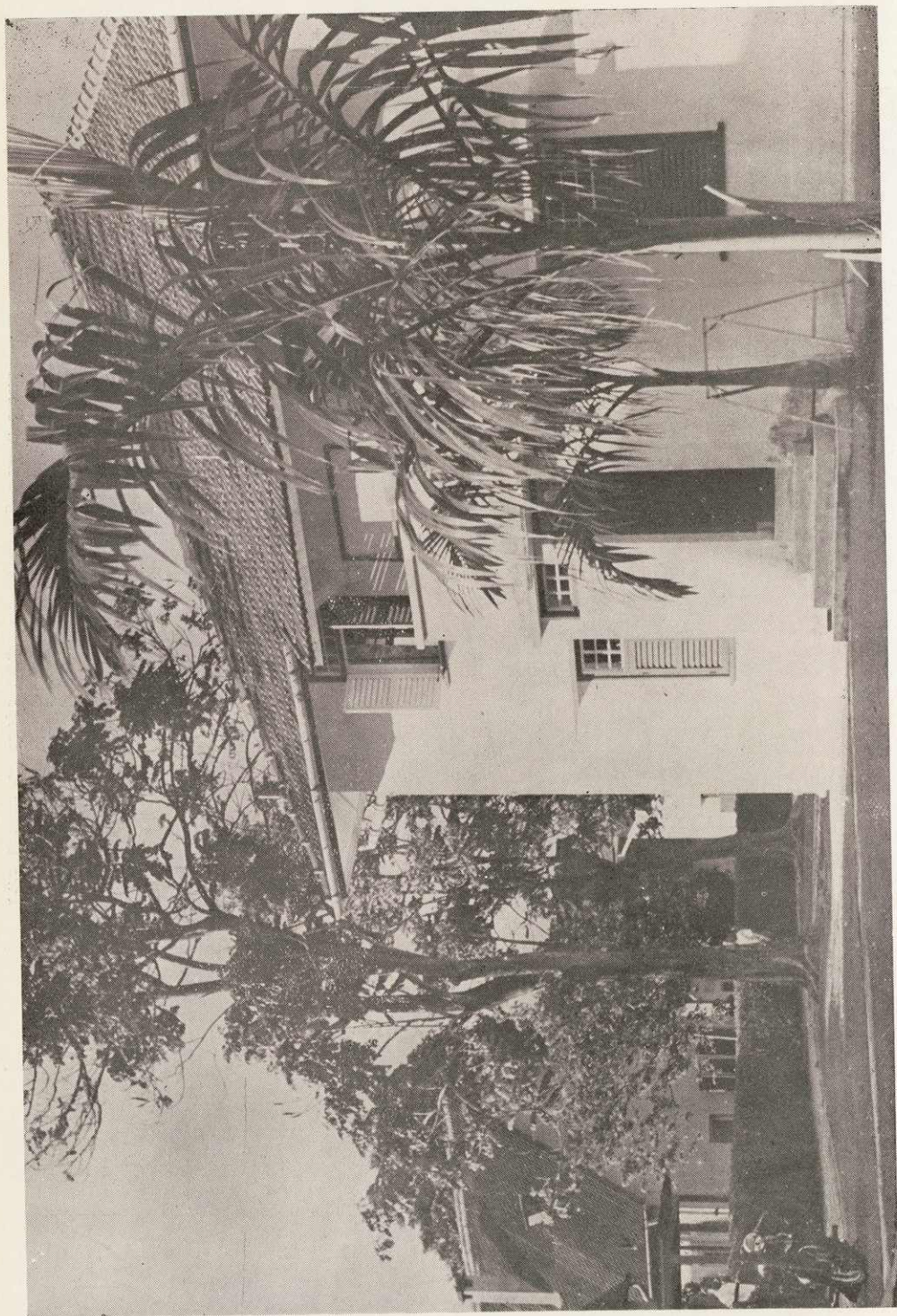
A Structural Engineering Sub-section has now been added to the Architectural Section and in August 1950 a Structural Engineer was appointed. Later in the year an Assistant Structural Engineer and two Structural Draftsmen were added to the staff. The structural engineering work for most large contracts will now be carried out by the Trust's staff instead of being farmed out to private firms.

Junior staff of the right calibre has been just as difficult to recruit as senior staff, and at the end of the year many appointments remained unfilled. It has been extremely difficult to fill vacant posts particularly in the Planning and Estates Sections and it would seem that the supply of School Certificate boys who are willing to take jobs as clerks and draftsmen is still too small for the demand. Not only many of our potential employees, but a number of our existing staff has been attracted by the higher salaries and better prospects now offered by the Education Department. Unless we are able to compete with the terms which are offered in that Department, it will mean that the Trust must continue to be short staffed or to be content with a poorer quality of employee.

I would like to express my thanks for the loyal co-operation and hard work which has been carried out by the present staff, very often under difficult conditions. The fact that the Trust has been able to function in a satisfactory manner throughout the year is largely due to the willingness of the staff to undertake extra work and to give up much of their spare time in doing so.



Two blocks of shops and flats at Tiong Bahru Road



A corner of Farrer Park — two storey flats at Cumberland Lane

PART II.

SECTIONAL REPORTS.

I. SECRETARIAT.

The Secretariat is responsible for all normal administrative matters. Questions of policy are dealt with by the Chairman and the Board through the Manager.

The great expansion of activities in all departments of the Trust has caused a consequential increase in the work and responsibilities of the Secretariat. The post war increase in staff from about 70 to 200 and the continual reorganisation consequent upon increased activities has in itself thrown a considerable burden on this Section of the Trust. Little reference has been made to the work of the Secretariat in previous Annual Reports but as it is responsible in a large degree for the efficient day to day running of the Trust some reference to its work is now considered desirable.

Excluding financial work which has grown greatly and is referred to in Part I Section 2, some of the matters for which the Secretariat is responsible are:—(i) Committee work (ii) Registry of minute papers and documents (iii) Recruitment of staff, pay, terms of service (iv) Contracts (v) Back Lanes, acquisitions and recovery charges (vi) Action under Parts IV & VI of the Ordinance (Widenings, Improvement Schemes acquisitions etc.) (vii) Correspondence (viii) Annual Report (ix) Library (x) Furniture, office equipment, supplies (xi) Stenographers' pool (xii) Inter-departmental organisation (xiii) Liaison with Municipal Departments.

The establishment at the beginning of the year consisted of the Secretary, Assistant Secretary, 18 Clerks and 12 Peons. In order to cope with the increase in work the following additional staff was approved during the year:—Second Assistant Secretary, 2 Probationary Assistants, 3 Clerks and 1 Peon.

The Assistant Secretary who was recruited from the United Kingdom arrived in October.

One Probationary Assistant was appointed in July and the other in October. The latter has since resigned to take up an appointment with Government. It should be explained that the intention in appointing these Probationary Assistants was to train local men for eventual appointment, if suitable, to an Assistant Secretaryship.

II. GENERAL IMPROVEMENT PLANNING SECTION.

The year 1950 saw a further increase in all spheres of the work of the Planning Section. Such an increase was made possible by standardisation and specialisation rather than by an increase in staff which represented a total, including senior staff, of 8,418 man-days worked, instead of a possible 12,300 man-days, allowing for leave periods, had a full establishment been available. However, the recruiting of both the Senior and Junior Planning Staff proved difficult due to the apparent scarcity of appropriately qualified men.

Appendix A gives the statistical details of the greater part of the work of the Section. Extra steps in procedure were imposed by (a) Ordinance No. 26 of 1950, being an amendment to Section 59 of the Trust Ordinance, (b) by the Rural Board (Classes of Buildings—Rural Board) Bylaws, and (c) the imposition of fees for written Legal Requisitions, whilst the Development Bill before the Legislative Council added impetus to the preparation of a new series of plans which will be most useful for diagnostic survey purposes.

Private Layouts.

The payment by applicants of survey fees to the Collector of Land Revenue prior to submission of layout plans to the Trust resulted in a slight falling off of submissions for the two months following its introduction on the 5th July, but it will be seen that 308 private layouts were approved in 1950, against 251 in 1949. More good layouts and fewer amended ones are likely to be the outcome of the prior payment of fees which incidentally enables the Government Survey Office to do larger Requisition Surveys of contiguous lots and this is much cheaper for the developers.

Private layouts in the Rural Area are affected by the Classes of Buildings Bylaws. Prior approval of the Rural Board has been necessary since 18th November, 1949, to the layout of building lots other than bungalow lots. In this matter the Rural Board is advised by the Trust, which in fact gives the Trust a greater say in zoning, essential to proper planning, than it has in the Municipal Area.

In 1950 the Planning Section took over all the clerical work attached to Planning applications and the need for clerical assistance has been felt.

Building Plans.

Figures for building plans in the Rural Board Area shew a greater increase than for the Municipal Area.

Fees for Legal Requisitions.

A charge of \$1/- for each resurvey lot referred to in a legal requisition answered by the Trust was applicable after 14th June, 1950. An extra charge of \$1/- per lot was payable in respect of a lot for which back lane charges had to be computed. The fees collected were to cover the salary of a clerk required to assist a senior officer in referring to the General Improvement Plan and for filing applications.

Rehabilitation of Plans.

Work was commenced in March, 1950, on the new 20" x 15", one, two, and eight chain plans. After a number of the one chain plans had been completed the small Plan Rehabilitation Subsection concentrated on the eight chain plans so that the Department of Geography of the University of Malaya would have suitable basic plans for carrying out a Land Utilisation Survey during the mid-year vacation. This Survey is dealt with under a separate heading.

In some cases new four chain tracings had to be prepared before a good photostat reduction could be made, but in most cases the blacking out on the negatives and reinstatement on positive transparencies sufficed where the original four chain tracings were damaged.

In bringing our sheets up to date the eight chain vertical aerial photographs produced by the Royal Air Force would be of the greatest value. The Government Chief Surveyor is endeavouring to obtain authority to reproduce these photographs.

Layouts.

Of the seventeen planning proposals under consideration during the year (Appendix A refers) new layouts were drafted for the Telok Ayer Reclamation (South) Scheme, the Covent Garden Scheme, the widening of Kampong Bahru Road and a roundabout at its junction with Keppel Road, the Holland Village Bypass, proposed new road from Holland Road to Bukit Timah Road and the Bukit Timah Village (South) Layout. The layout for the River Valley Road/Clemenceau Avenue Roundabout received the Governor-in-Council's approval in February.

Improvement Schemes.

The Telok Ayer Reclamation (South) Scheme and the Covent Garden Scheme which are among the larger schemes undertaken by the Trust are to be proceeded with in 1951.

Back Lanes.

The Trust's policy is to open up new back lanes only where there are urgent reasons for doing so. Where reconstruction of buildings is necessary upon opening up a back lane at least one-third of the occupants of the houses affected require rehousing, and this would further aggravate the housing shortage.

However, planning for back lanes must continue, bearing in mind that certain blocks or areas or dilapidated buildings may be more effectively dealt with by Improvement Schemes or under the provisions of a new Ordinance.

Earthworks.

A contract for 16,000 cubic yards of cutting, transporting and levelling, was completed on the 1950 housing site at Havelock Road. A second contract for cutting, transporting and levelling the 1950 housing sites at Kampong Silat, Kampong Java and Jalan Besar (North) commenced on 1/6/1950 and its completion is overdue. Excessively hard earth encountered at Kampong Silat, from whence the earth is being transported to the other two sites, wet weather, difficulty experienced by the contractor with his labourers and with transport hire have been the chief causes for such delay. At 31/12/50 building operations were in progress on two of the sites and piling had started on the third.

Miscellaneous Plans.

Of the miscellaneous plans prepared two of interest appear in this Report, (i) Tiong Bahru as it was in 1925 and (ii) as Tiong Bahru is to-day.

Land Utilisation Survey.

The Survey which was carried out by the Department of Geography, University of Malaya, in conjunction with the Trust, was a continuation of the work which was done last year. Twenty-six students and two members of the staff who were in the field for six weeks during the summer vacation, were greatly hindered during the last fortnight of their work by unfavourable weather conditions. Nevertheless the greater part of the Island has now been surveyed, the most important portion still to be done being the Town area, for which suitable plans were not then available. 81 sheets are now complete out of a total of 123.

The information sought this year was similar to that of last year but covered a somewhat wider field (see Appendix B). It included natural cultivated and industrial land uses, commercial, industrial and residential development of both a permanent and temporary nature, waterways, bus routes, etc.

The survey was plotted on the new eight chain series of plans which the Improvement Trust is producing in readiness for the diagnostic survey. This means that the work carried out last year will have to be reduced on to the new sheets. This will eventually be done by the cartographer of the University who has been colouring up the final mounted sheets from the field sheets handed in by the students. Several of these coloured plans covering a portion of the Island were exhibited at the recent "Homes of Singapore" Exhibition.

When the survey of the whole Island has been completed and the coloured sheets are available for daily reference they will be of immense value in the future planning of Singapore.

III. ARCHITECTURAL SECTION.

Housing.

During 1950 the rate of housing development in Singapore has definitely been speeded up both by the official bodies and by private owners. The main proportion of the low cost housing was again, as in previous years, carried out by the Singapore Improvement Trust. The Trust's building programme for 1950 amounted to approximately \$11½ million and an additional \$4 million remained to be carried out from the 1949 programme delayed through reasons outside the Trust's control. By the end of the year a considerable amount of this backlog had been overtaken: during the year 855 flats, 236 artisans' quarters and 43 shops were completed, with a further 1342 flats, 152 artisan's quarters and 130 shops under construction at the 31st December, 1950. The total value of housing work carried out during the year amounted to approximately \$8 million as compared with approximately \$4½ million in 1948 and \$4 million in 1949 and during

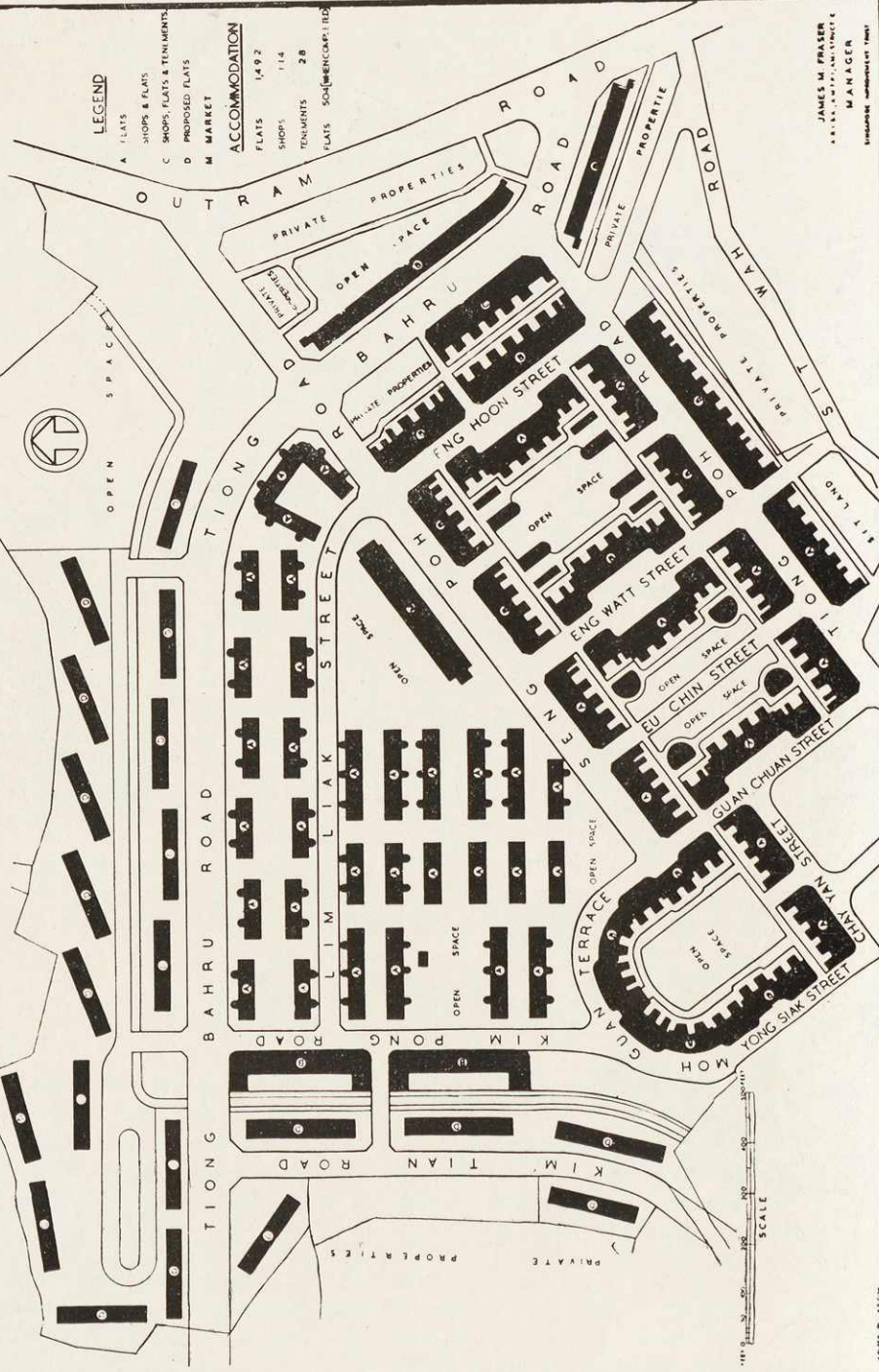


Full page

Tiong Bahru — 1925

TIONG BAHRU 1925

SINGAPORE IMPROVEMENT TRUST — THONG BAHRU ESTATE —



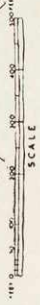
LEGEND

- A FLATS
- B SHOPS & FLATS
- C SHOPS, FLATS & TENEMENTS
- D PROPOSED FLATS
- M MARKET

ACCOMMODATION

FLATS	1,492
SHOPS	114
TENEMENTS	28
FLATS (UNCOMPLETED)	

JAMES M. FRASER
 ARCHT. & CIVIL ENGINEER
 MANAGER
 SINGAPORE IMPROVEMENT TRUST



the last three months of the year an average expenditure of more than \$1 million per month was reached. It is anticipated that this rate of expenditure will be at least maintained and probably considerably exceeded throughout 1951. The value of work under construction at 31st December, 1950, was approximately \$12¼ million, and contracts for the whole of the 1950 programme were let during the year with the exception of one site which at the time of writing has still not been cleared of existing buildings.

A wide variety of flats have been built ranging from one to four bedrooms, with and without balconies and with varying standards of finishings. In all cases however the policy has been followed of using the best possible materials within the standard set, in order to keep down maintenance costs to a minimum. All multi-storey flats now have refuse chutes, showers and good ironmongery and paintwork, and in the better class flats electric power points and gas are laid on. All flats are laid out in generous open spaces, which are turfed and planted with trees and maintained in first class order by the Trust's maintenance staff. The hollow block flats evolved by the Trust in 1949 have still proved the cheapest type and can be erected very speedily.

The Trust has continued to build artisans' quarters outside the central areas on the same plans as in previous years. These quarters are the cheapest permanent or semi permanent structures that can be erected and have a lower maintenance cost than any 'temporary' structure. The actual frame including walls, doors, windows, roof and dapor, and including erection, costs approximately \$1,500 for a floor area of 500 square feet plus an enclosed unroofed yard of 162 square feet. These quarters are built in terraces of four, six or eight, laid out around turfed open spaces planted with trees, and have proved cool and healthy. A large number of the tenants of these houses have come from congested cubicles in the centres of the town or from squalid and often insanitary squatters huts and the improvement in health, particularly of the children, after quite a short period on one of the Trust's artisans' quarters estates, is most noticeable. In 1951 a larger type of artisans' quarter will probably be built having two bedrooms. In each successive contract slight improvements have been made in materials, fittings and finishings and all quarters constructed in 1950 had modern sanitation, individual water supply and electricity.

Each estate of artisans' quarters is provided with its own self-contained shopping centre of prefabricated shops of a similar standard and construction to the artisans' quarters. Shops have also been provided on the ground floor of a number of blocks of flats in positions suitable for commerce.

During 1950 the Trust commenced work on the first major development scheme on Crown land cleared on the falling-in of 99-year Crown leases. This is in the Upper Hokien Street area and is the first part of a comprehensive clearance and redevelopment scheme designed to open up the most overcrowded area in Singapore and to provide a dual carriageway through road to the city centre. The land is to be developed with nine storey shops and flats giving the highest reasonable density, with good open space, light and air around the buildings. These flats will have lifts and will be the highest buildings that the Trust has so far constructed.

They are expected to be completed towards the end of 1951. A number of other areas of Crown land are also being developed; in all cases the Trust is purchasing the land from the Crown at an agreed figure.

All Trust housing schemes are now carried on by loans from Government repayable in sixty years at 3% interest. Loans have so far been approved by the Legislative Council for \$5 million in 1948, \$5 million in 1949 and \$12½ million in 1950.

The Trust's 1951 programme amounts to approximately \$16½ million but it will not be possible, on account of difficulties in clearing land, to complete the programme during the year. It is however anticipated that approximately 2,294 flats, 352 artisans' quarters and 144 shops will be completed during 1951, being an average of more than seven dwellings per day.

Some of the difficulties involved in carrying out a large scale housing programme in Singapore should be mentioned. The difficulty is not in deciding how it should be done or even in preparing plans, but in the practical aspects of land, finance, building materials and labour. Many of the desirable areas for housing are occupied by squatters, and the difficulties of clearing them are considerable involving the offer of alternative accommodation and complicated and expensive legal action. Even when the land is cleared it may need filling, access roads and provision of sewers and other services before it is ready for building. With regard to building materials, shortages are already being felt in the basic materials timbers and steel, and to a certain extent in cement and bricks, and with the present world situation it is not likely that the position will materially improve. There have been labour shortages from time to time, particularly in the skilled trades, and any large increase in the housing programme would inevitably result in a scramble for labour with consequent higher rates of pay and increased building costs.

Other activities and staff.

In addition to the housing programme the Section has carried out a large number of minor repair and maintenance contracts including provision of electricity, individual water supply and modern sanitation to artisans' quarters and subsequent concreting of the backlanes.

Layouts have been produced for a number of areas, including the 460 acre site at Alexandra Road, and the usual alienations and conversions of leases of Crown lands have been dealt with.

Quite a considerable amount of time has also been spent in showing visiting missions, including the United Nations Tropical Housing Mission, and other distinguished visitors around Trust properties and buildings under construction. Plans, photographs and reports on Trust housing have been provided for their use and also sent on request to a number of other countries in various parts of the world as well as to the Federation of Malaya.

The office technical staff of the Section which has carried out the whole of this work during 1950 consisted of 5 Architects, 13 Draftsmen, a Building Supervisor and a Technical Assistant. During the latter half of the

year an engineering sub-section was set up to design and supervise the reinforced concrete and ancillary work. This Sub-section now consists of an engineer, a design assistant and three draftsmen.

It is anticipated that the staff of the Section will be just adequate to deal with the greatly increased 1951 programme provided no additional schemes of a major nature materialize.

A schedule of building contracts carried out in 1950 appears in Appendix C.

IV. ESTATES SECTION.

The Estates Section has now completed the third year of its existence. From a nucleus of one Estates Officer and a staff of eight the Section has grown to its present strength, viz. one Estates Officer, three Assistant Estates Officers and a staff of thirty-six.

At the same time the work of the Section has increased from the management of 2,388 tenancies of all types at 1st January, 1948, until at 31st December, 1950, at which date the Section was responsible for

- (a) the management of 4,920 tenancies of all types,
- (b) the management of all Trust lands both developed and undeveloped amounting to some one thousand acres in all,
- (c) the administration of a complex points system for housing allocations and
- (d) the work of clearing and resettling the occupants of areas scheduled for development or redevelopment.

The ever increasing volume of work coupled with the difficulties encountered in the recruitment of suitable and adequate staff resulted in the appointment of a Committee of the Board of Trustees during the second half of the year to enquire into the whole organization and duties of the Section.

Far reaching recommendations have been made and are now being put into effect. These include a considerable revision in the type and quantity of work to be handled by the Section. One result of the enquiry is that from 1st January, 1951 routine maintenance of Trust buildings will be carried out by the Architectural Section.

Housing Estates.

A list of Estates is given at Appendix D. All Estates are at present administered from one central office situated on the Tiong Bahru Estate. This work is carried out by the Assistant Estates Officers through 4 Estates Supervisors and 6 Probationary Estates Supervisors each in charge of one or more Estates. These are responsible for site works and general planting and the tidiness of the Estates for which a large labour force is employed. They are also responsible for seeing new tenants established and ensuring that tenancy agreements are carried out, and, until the end of 1950, all minor maintenance work on the properties. The Supervisors also assist in the clearance of development areas where the persons to be rehoused are accommodated on their Estates.

The problems of cleanliness, refuse disposal and the upkeep of grassed and planted areas are important matters in Singapore. Grass grows at four or five times the rate of growth in a temperate climate and continual cutting is necessary. The speedy disposal of refuse is essential as putrefaction is very rapid.

Household and other refuse is collected and removed daily by the Trust labour force to collection centres of the Municipal Town Cleansing Department.

The total labour force for conservancy has grown from 2 mandores and 82 labourers in 1947, to a total of 13 mandores and 191 labourers at the end of 1950.

The Points System.

It was hoped to reopen the application register early in 1950, but this has been impossible due to the difficulty in recruiting staff. The Register was extended during the year to include all unregistered applicants who applied before 31st March, 1948.

Rehousing.

In addition to the Housing Register persons who are to be evicted from areas scheduled for development are offered alternative accommodation. Retiring Government and Municipal employees are now able to register their names two years before they retire. Certain special cases of persons who were in desperate circumstances have been allotted accommodation by the Estates Committee after full investigation. It has been decided that as from 1st January, 1951, no cases outside the Register will be considered by the Estates Committee except in cases where houses have been destroyed by fire or other exceptional circumstances.

During the latter part of the year a special committee of the Board of Trustees was formed to evolve a completely new scheme to facilitate the re-opening of the register early in 1951. The scheme to be adopted has been conditioned largely by the difficulty experienced in the recruitment of suitable staff and is being evolved to avoid this difficulty as far as possible. The administration of the Register is in the hands of one of the Assistant Estates Officers.

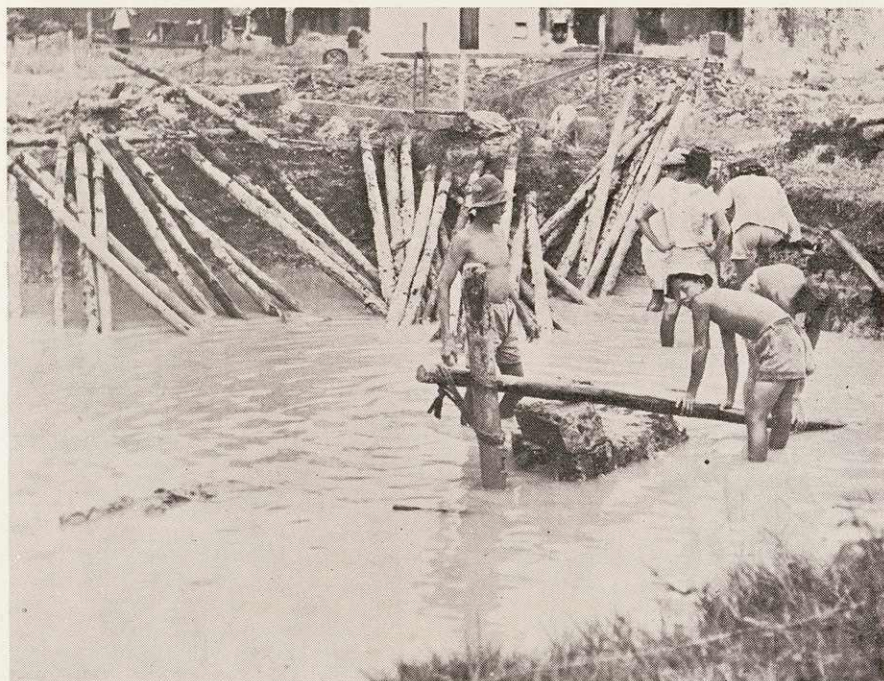
Management of Trust Lands.

This work comprises

- (a) The control and upkeep of all land acquired by or on behalf of the Trust,
- (b) The administration of a considerable number of Land tenancies,
- (c) The handling of sales and leases of Trust Land for residential and industrial development by private enterprise, and the supervision of this development,
- (d) The clearance of land which is required for development by the Trust.



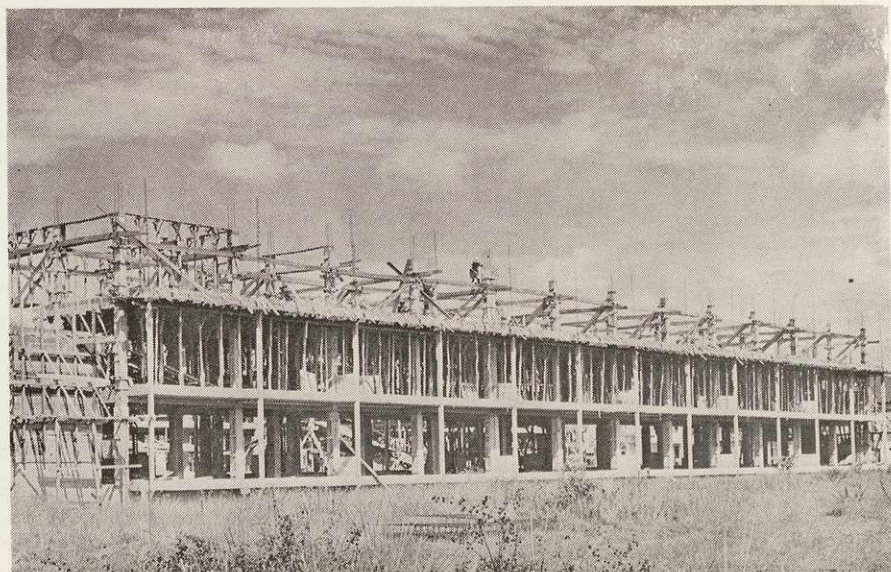
Demolishing old foundations at Jalan Besar (North)



Extracting old bakau piles at Jalan Besar (North)
to make way for new foundations



Some of the ten blocks of flats at Havelock Road nearing completion



Work in progress on a block of flats at Jalan Besar (North)

Sales of land are confined to the disposal of small areas unsuitable for independent development which are acquired by adjoining owners when developing their own property. In many cases this affords a means for the Trust to secure development in accordance with modern standards in cases where it would otherwise have no effective control.

Land capable of independent development and not required for development by the Trust is alienated on lease for 99 years subject to a building agreement which ensures development to the standards approved by the Trust within a limited period of time.

In the case of residential or business development the land is now leased by public auction or by tender on a rental bid. In the case of industrial development, leases are negotiated by private treaty. Industrial development is confined to the Trust's Industrial Area at Alexandra Road.

A successful auction of certain parcels of Trust land was held on 29th March, 1950. Rental bids were well above the reserves in all cases largely due to the fact that no premium is required.

The management work is divided between two of the Assistant Estates Officers with the assistance of two Lands Inspectors and one Lands Overseer.

Statistics of Tenancies and Occupants of Trust lands are given at Appendix E.

Clearance of Trust and Crown Lands.

Work is in hand continually on clearance of land for development under the annual building programmes. Nearly all land is under heavy occupation by squatters and permanent buildings scheduled for demolition (mostly expired 99-year Crown Leases) are all in the crowded areas of Chinatown.

Although Trust accommodation is offered to all dishoused occupants of these areas many of them do not take it up. The reasons given for this are usually

- (a) that the accommodation offered is not in a convenient locality for them or
- (b) that they are unable or unwilling to pay the economic rent. In many such cases rent assistance would appear to be necessary if these people are to be properly housed.

Committees and Court Work.

The growing realisation of the importance of good management in public housing and the constant publicity given to such work in a house-hungry community, prompted the Trust at the end of 1949 to appoint an Estates Committee. This standing Committee was formed primarily to supervise the allocation of accommodation under the points system, but its work has been extended to cover all aspects of the management of the housing estates. Meetings of this Committee have averaged two a month during the year.

919 new tenancies were allocated and 195 existing tenancies re-let. The Committee personally interviewed 138 applicants during the year.

These figures compare with the total of 1098 new lettings handed over to the Section during the year. The balance of 179 new lettings comprise accommodation in hand at 31st December, 1950, for rehousing from slum clearance areas, and accommodation which has been allocated but refused by the applicants and awaiting reallocation.

It is interesting to note that although there is an acute housing shortage, normally up to 40% of the applicants now on the Register refuse the first allocation of accommodation for various reasons and are often prepared to wait a considerable time until accommodation in a more suitable locality is ready for occupation. Many of the so-called desperate cases have definite ideas on the type of accommodation they will accept and where they are prepared to go.

Eviction Committee.

The pre-war property of the Trust is conditionally exempt from the operation of the Rent Control Ordinance, 1947, and one of the conditions is that approval must be obtained from a special Committee appointed by Government before action can be taken to evict tenants of such property.

During the year 46 cases were taken before the Committee and of these 32 were approved, including 10 cases in respect of land tenancies the areas of which were required for development. 7 cases were rejected, 5 withdrawn and 2 postponed.

The Committee has been sympathetic to the Trust in most cases, but the system is cumbersome and results in a disproportionate amount of work in managing the controlled properties and most of the land tenancies which were created before the Ordinance was enacted.

A rapidly decreasing proportion of the total properties will be subject to this control, and it is obviously illogical for a housing authority to have part of its properties controlled and part uncontrolled. The natural tendency is towards a divergence of policy in the management of the two types of property.

Court Work.

Cases which were considered serious enough to justify action to evict totalled 104, consisting of 22 in the pre-war properties and 82 in the post-war properties. Some actions are withdrawn if the tenant subsequently rectifies the breach of agreement. Approximately half the remainder require Court Action to recover possession.

It is therefore illuminating to record that only 14 of these cases were heard in the District Court during the year. The amazing difference in these figures is almost entirely due to the chronic congestion in the District Court. Delays of up to six months are common and the cumulative period required to recover possession is often more than nine months.

Such conditions place a heavy bargaining weapon in the hands of a tenant and the majority have not been slow to make full use of this.

Rent Committee.

During the year a Committee of the Board of Trustees was appointed to revise the rents of all post-war properties largely because of continual agitation against the alleged high rents.

The Committee after a period of intense work was able to formulate proposals which resulted in an overall rebate of 15% of the rents on all post-war tenancies except the lowest rentals in respect of artisans' quarters which were already fixed as low as possible under the existing arrangements for financing Trust building.

There is no doubt however that even with this reduction the rents of the post-war properties are still beyond the means of a certain class of wage earners. This is evidenced by the tremendous demand for accommodation in the pre-war properties where the rents are only a little above the pre-war levels.

Organisation.

Management is sectionalized internally to allow the greatest possible specialization in detail.

Land Management comprises the administration of some 450 squatter type tenancies and 125 units of leasehold development, mostly in the early stages, together with clearance of land for redevelopment. This involved the movement of about five hundred families during the year and demolition of various buildings ranging from brick warehouses to squatter huts. The work is divided roughly between two Assistant Estates Officers and one clerk.

Housing Estates are divided roughly in the proportion 1:2:2 between the three Assistant Estates Officers with two clerks.

The Application Register is at present under supervision of an Assistant Estates Officer with the smaller number of tenancies and this Officer also administers the lettings division.

At 31st December, 1950, there were approximately 4500 registered applicants still waiting for accommodation and approximately 14,000 unregistered.

Staff.

Until August 1950 the Senior Staff comprised the Estates Officer and two Assistant Estates Officers. At that time the Estates Officer administered the Application Register and the Lettings Section.

The arrival of a third Assistant Estates Officer in August permitted a reorganization as described.

In November 1950 the Estates Officer went on leave and during his absence one of the Assistant Estates Officers has carried out his duties.

V. SURVEY SECTION.

The return of completed surveys is shown in Appendix F.

The total number of surveys executed in the field was 303 as compared with 252 in 1949. Apart from these, 38 survey actions, requiring no field work, were carried out in the office. This increase is due mainly to the completion of 177 building plans, executed for the Municipal Commission, compared with 137 in 1949. There was also an increase in setting out surveys from 17 to 33 due to the more extensive building programme being carried out by the Trust and the erection of sub-stations, laying of sewers etc. by the Municipal Commission.

One of the largest surveys was that of the centre-line and cross-sections of the proposed road from 6 m.s. Bukit Timah Road to 5¾ m.s. Holland Road. Another large survey was of the Geylang Basin, from Guillemard Road to Geylang Road, showing levels on a 100 ft. grid and existing buildings with floor levels.

Staff.

The composition of the staff is shown in Appendix F.

The Surveyor-in-Charge went on leave in August. In April three apprentices resigned, but two, who were being trained for the Planning Section, in this office, have been transferred to this Section.

One newly appointed apprentice transferred to the Estates Section after three months service. There are now vacancies for five survey apprentices to fill the establishment, as two vacancies for computers and one for draftsmen have been replaced by three vacancies for survey apprentices.

It is intended to fill these early in 1951.

Staff Training and Examinations.

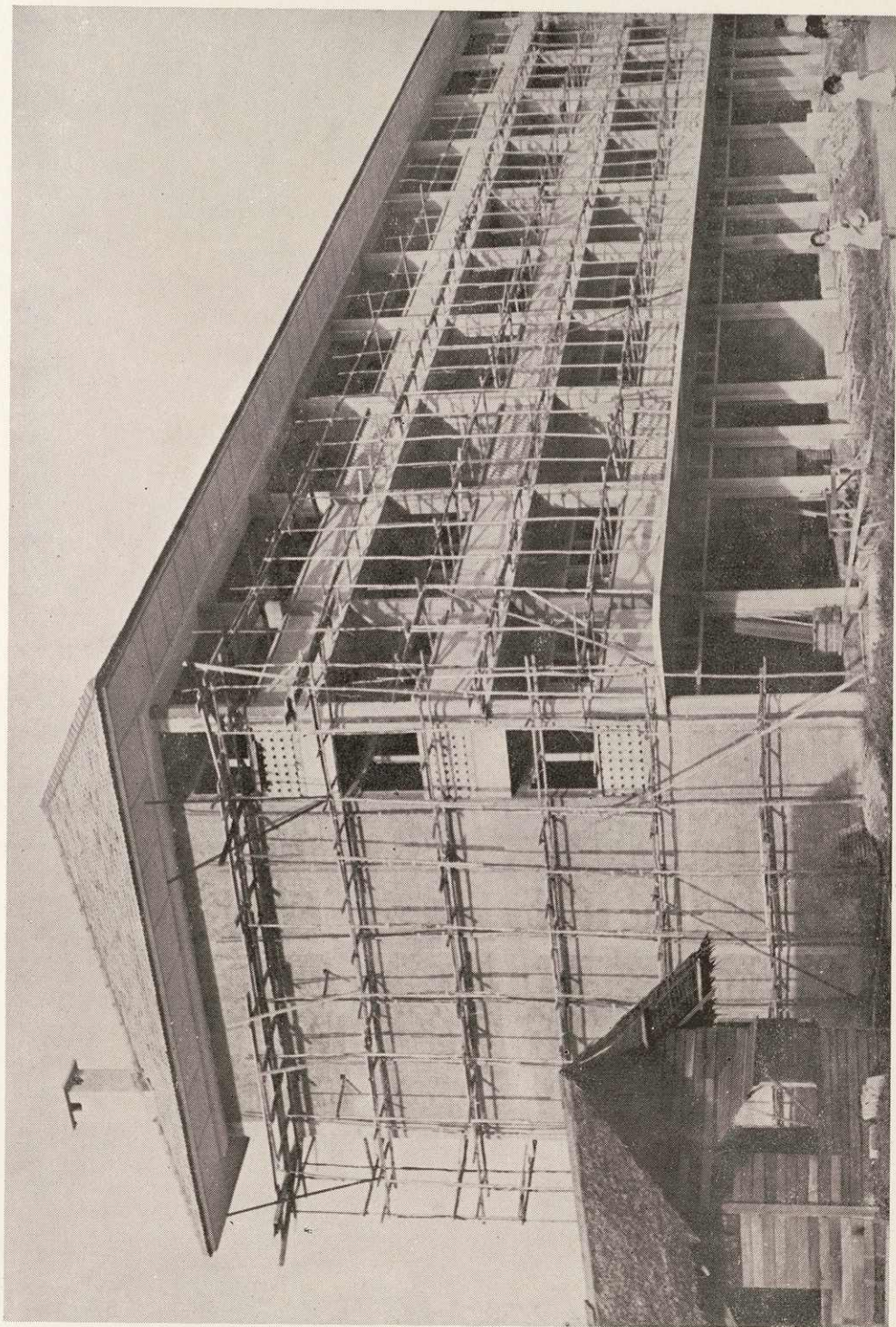
Two apprentices have been at the Technical College at Kuala Lumpur, since August 1949, on a four year course in surveying.

Twelve officers sat for the 1950 Survey Department examinations. Nine obtained complete passes and three, post passes. During the year Efficiency Tests were given to three computers and they passed satisfactorily.

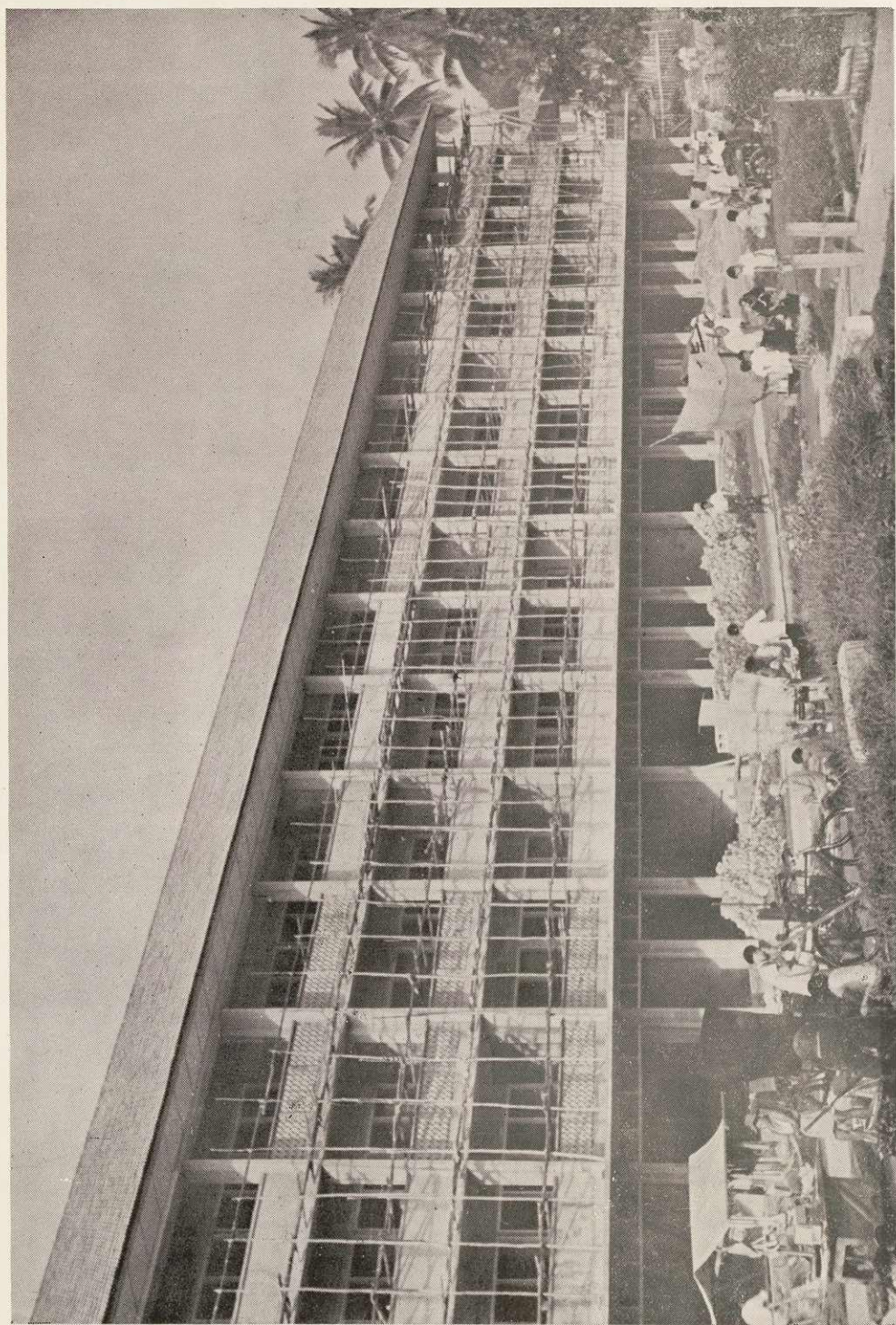
When the Surveyor in Charge returns from leave more time can be devoted to training the younger members of the staff.

Survey Labourers.

The Survey labourers continued to give good service and the numerical strength has been increased from 37 to 42. This was to form another field party, making seven, which are fully occupied as there are nine officers capable of managing a party.



Flats and shops at Towner Road nearing completion



Flats and shops at Townner Road

Equipment.

The field parties are reasonably well equipped at present, except for one, which is lacking a good theodolite. This was damaged in an accident while in use and should be repaired shortly.

Materials.

New supplies of plan forms arrived recently and replenished the dwindling stock. Most other materials can be obtained locally.

General.

There is still a shortage of office space, but the office should be moving to another room in the same floor during January or February 1951 and this should make working conditions far more pleasant.

APPENDIX A.

GENERAL IMPROVEMENT PLAN SECTION.

Details of Private Building Plans during 1949 and 1950.

Municipal Area.

	Year	Bungalows	Shop- Houses	Terrace Houses	Factories	Others	Total
New Buildings	1949	358	282	148	8	656	1,452
	1950	415	193	287	5	841	1,741
Additions & Alterations ..	1949	36	52	1	1	25	115
	1950	22	43	—	1	31	97
Requisitions for setting out	1949	22	174	152	—	154	502
	1950	41	178	75	5	235	534
Buildings Completed ..	1949	178	124	25	6	201	534
	1950	179	152	76	2	220	629
TOTAL	1949	594	632	326	15	1,036	2,603
TOTAL	1950	657	566	438	13	1,327	3,001

Rural Board Area.

Building and Permit Plans checked for layout and recorded 1949 = 1,165
1950 = 1,875

Additions and Alterations to the General Improvement Plan under
Section 59 Improvement Ordinance.

	1948	1949	1950
Layouts under consideration 1st January	11	32	127
Layouts received during the year	339	505	494
Layouts returned for corrections and not re-submitted within 14 days	107	154	211
Layouts disapproved by the Board of Trustees	8	5	14
Layouts approved by the Board and incorporated in the General Improvement Plan	203	251	308
Layouts under consideration at the end of the year ..	32	127	88

Legal Enquiries and Sale of Plans.

	1948	1949	1950
Legal Requisition forms in connection with the General Improvement Plan received and answered	2335	2801	2934
Plans sold	1533	1874	2864

Rehabilitation of the General Improvement Plan
and Standard Sheets in 1950.

New Tracings						
½ chain .. .. .	..	..	..	..	..	30
1 chain .. .. .	..	..	..	..	..	4
4 chains .. .. .	..	..	..	..	..	1
New G.I.P. Sheets						
½ chain .. .. .	..	..	..	..	..	6
1 chain .. .. .	..	..	..	..	..	—
4 chains .. .. .	..	..	..	..	..	—
New Standard Sheets						
½ chain .. .. .	..	..	..	..	..	—
1 chain .. .. .	..	..	..	..	..	—
4 chains .. .. .	..	..	..	..	..	—

GENERAL IMPROVEMENT PLANNING SECTION

GENERAL IMPROVEMENT PLANNING SECTION

FOR YEAR 1950

1950

1950

1950

1950

1950

1950

1950

1950

1950

1950

1950

1950

1950

1950

1950

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1950

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1950

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1950

NEW SERIES

Photostat Transparencies or Tracings (completed)

1 chain	50
2 chains	..	..	..	..	6
8 chains	..	..	..	..	69

G.I.P. Sheets printed

1 chain	..	..	..	..	—
2 chains	..	..	..	..	17
8 chains	..	..	..	..	10

Standard Sheets printed

1 chain	..	..	..	..	—
2 chains	..	..	..	..	17
8 chains	..	..	..	..	10

Number of plans printed on Trust printing machines.

1948	..	..	..	..	5,000
1949	..	..	..	..	5,303
1950	..	..	..	..	8,241

Layouts under consideration during 1950.

Title	Position at 31.12.50
1. Roundabout—River Valley Road/ Clemenceau Avenue	Approved by Governor-in-Council. Acquisitions in hand.
2. Telok Ayer Reclamation(N)	Crown Land. No further action by the Trust.
3. Telok Ayer Reclamation(S)	Approved by Board of the Improvement Trust.
4. Ring Road/Holland Road/ Alexandra Road	Forwarded to Colonial Secretary on 10/7/1950 for Governor-in-Council. Approved on 7/1/1951.
5. Bukit Timah Road By-pass	Advertised and Notices served.
6. Tampenis Village By-pass	Alignment adjusted — Excision areas being calculated.
7. Holland Village By-pass	Plotted on Standard Sheets—To remain as a proposal pro tem.
8. Bukit Timah Village (S)	Amended plan under consideration by Rural Board.
9. Proposed Road Holland Road/ Bukit Timah Road	Contour Plan completed. Centre Line fixed Executive Engineer Rural in agreement.
10. Widening of Kampong Bahru Road	Plotted on Standard Sheets. To remain as a proposal pro tem.
11. Widening of Nelson Road	Plotted on Standard Sheets. To remain as a proposal pro tem.
12. Kallang Basin Layout	Awaiting receipt of Vertical Aerial Photographs.
13. Amendment to Farrer Park layout	Statistics completed.
14. Covent Garden Scheme	Amended Preliminary Plans prepared—Costs for acquisition obtained.
15. Havelock Road Layout	Preliminary Investigation in hand.
16. One-way Traffic plan	Plans sent to Colonial Secretary.
17. Roundabout—Keppel & Kampong Bahru Roads	Preliminary Plans under consideration by Manager, Improvement Trust.

APPENDIX B.

LAND UTILISATION SURVEY FOR SINGAPORE.

Information shown in the Maps.

Natural Vegetation.

1. Marsh
 - (a) fresh
 - (b) tidal
2. Secondary vegetation
 - (a) lallang
 - (b) bush — not exceeding man's height
 - (c) timberland

Cultivated land.

3. Market gardening
 - (a) Commercial
 - (b) Subsistence
4. Orchards or Banana Trees
5. Plantation
 - (a) rubber
 - (b) coconut
 - (c) pineapple
 - (d) oil palm

Industrial Uses.

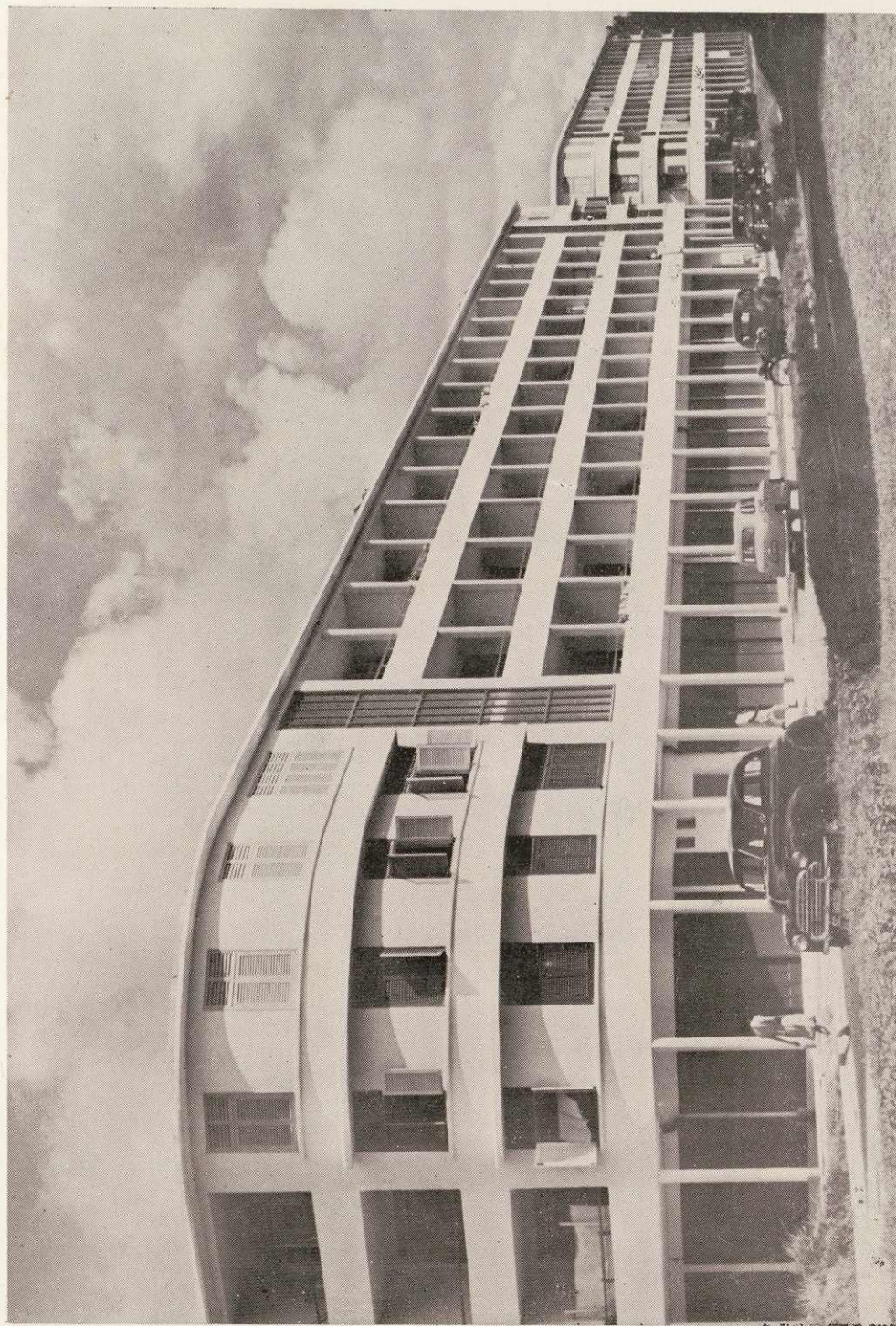
6. Quarrying (opencast)
 - (a) clay laterite
 - (b) sand
 - (c) gravel
 - (d) granite
7. Derelict land, tips, tailings, fillings, dumps

Development.

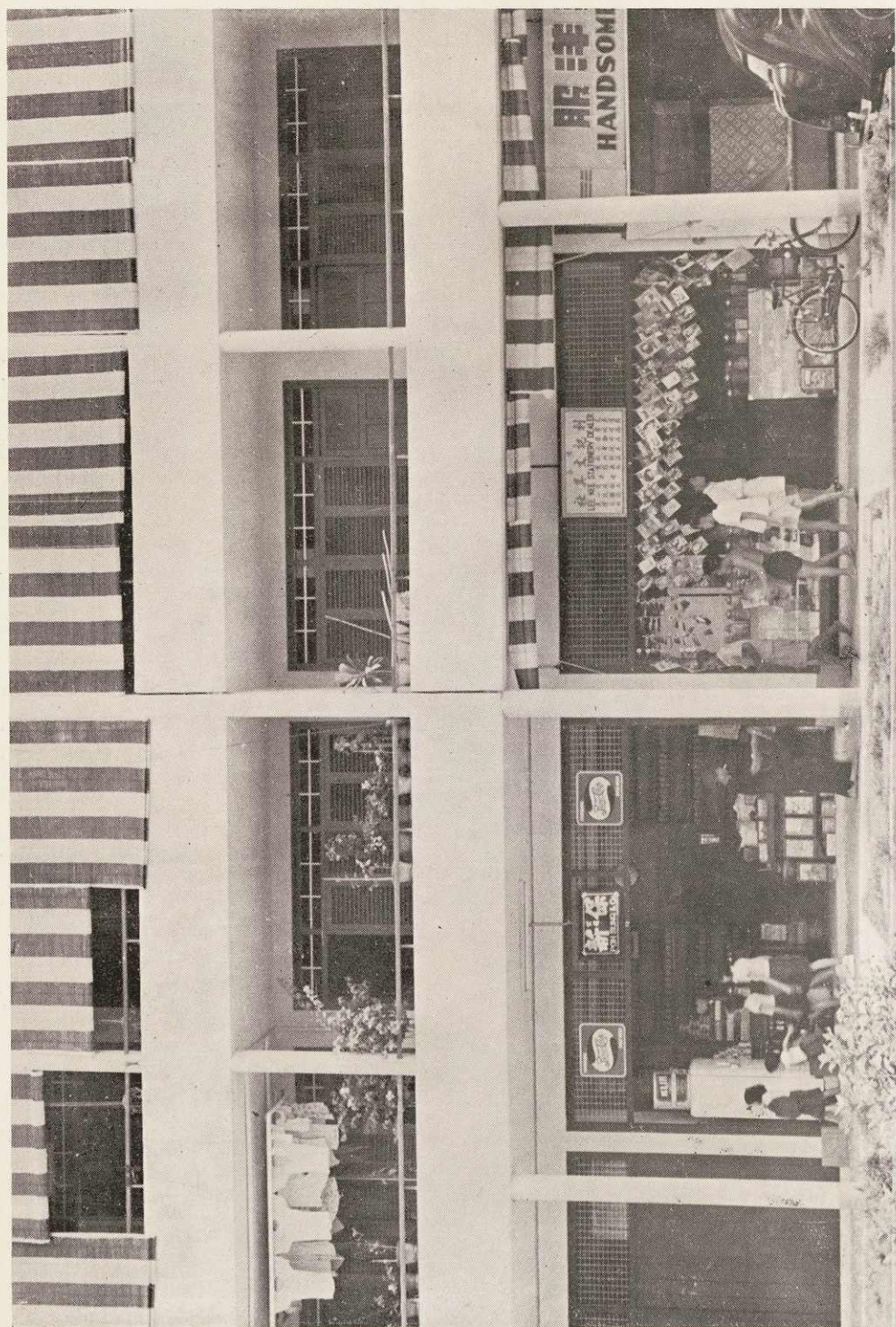
8. Industrial
 - (a) Industry
 - (b) Special Industry (dangerous & offensive)
9. Shopping

Shops	{	<ol style="list-style-type: none"> (a) Permanent buildings (b) Temporary buildings (c) Petrol filling stations (d) Markets (official covered) (e) Street markets
-------	---	---

Shophouses to be indicated as partly shops and partly residential buildings.



Two blocks of flats and shops at Kim Pong Road, Tiong Bahru



New flats and shops at Kim Pong Road, Tiong Bahru

10. Commercial

- (a) Offices (including banks & post offices)
- (b) Godowns (see also 17)

11. Buildings for civic, cultural and other special uses, including places of public assembly and schools.

- H Hospitals
- C Clinics
- S Schools
- E Other educational buildings
- I Welfare institutions
- W Places of Worship
 - + Church
 - u mosque
 - o temple
- G Government or Municipal buildings
- K Cinemas
- SB Swimming baths

Other uses such as sports arenas, etc. to be indicated by appropriate lettering.

Residential.

12. Dwelling houses

- (a) Permanent buildings
- (b) Temporary buildings

13. Residential buildings (including flats, hostels, hotels but not hospitals, sanatoria or welfare institutions).

14. Cleared building sites

15. Stations for public vehicles (bus and taxis stands) and other public car parks.

16. Land used for all railway purposes.

17. Waterways (whether docks, harbours or inland waterways of traffic importance).

18. Wharves, depots & land used in connection with waterways.

19. Other land covered by water.

20. Land liable to flooding (if known).

21. Public open spaces.

22. Private open spaces (including grounds or houses, hospitals schools etc.).

- GC Golf courses
- C Cemeteries

23. Airfields.

24. Waterworks & reservoirs.

25. Sewage disposal works.

26. Gas works.

27. Power stations.

Main Roads ===== Other metalled roads ::=:::==

Footpaths ===== Bus routes —————

APPENDIX C.

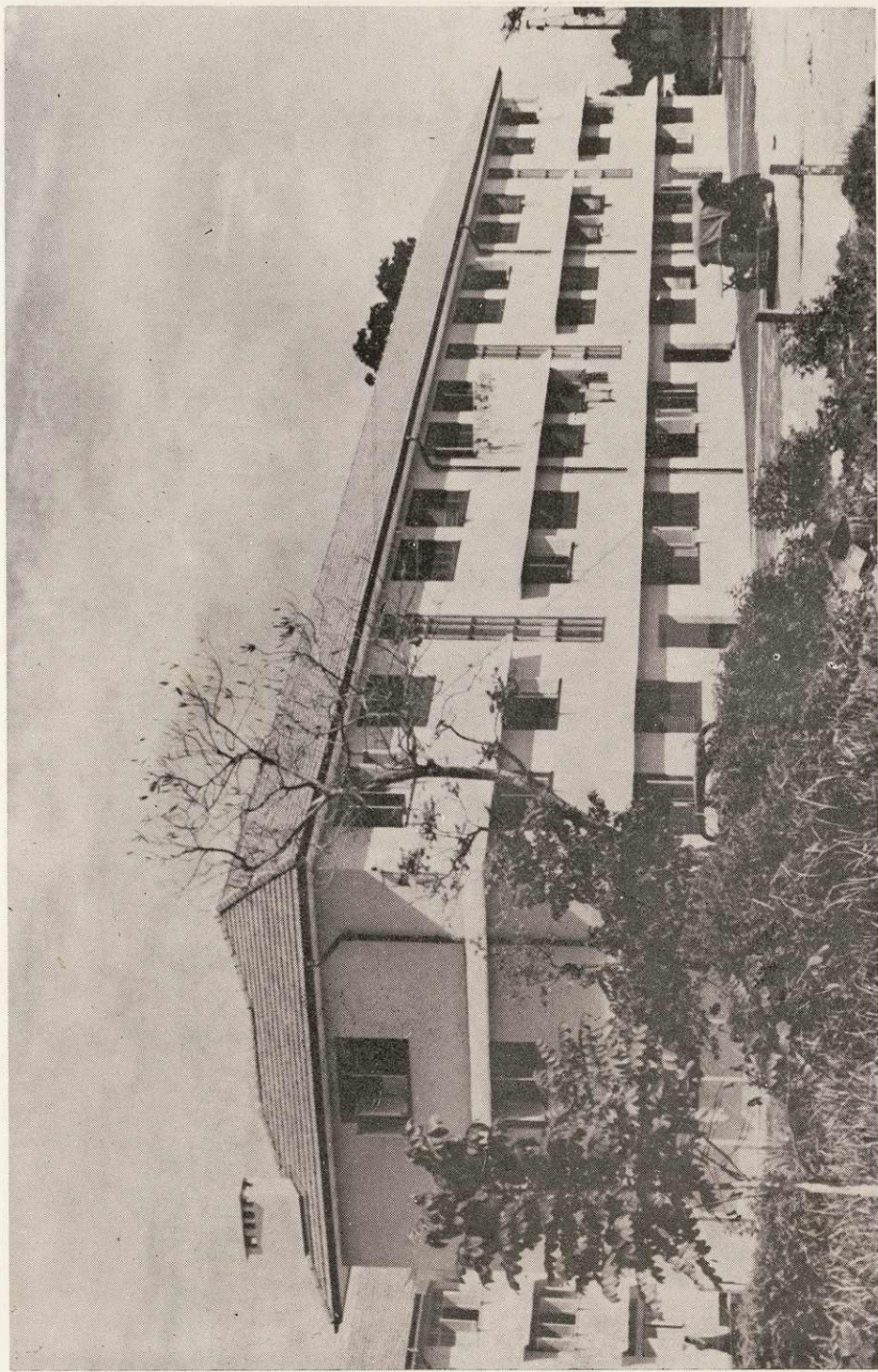
SCHEDULE OF CONTRACTS LET IN 1950.

Contract No.		\$
1/50	Clearing, cutting and filling on lot 116-16pt. T.S.XXIV Havelock Road.	\$25,185.00
2/50	Carrying out the sanitary and water installation to 8 blocks of workmen's flats at Old Race Course (Dorset Road)	58,000.00
3/50	Carrying out the electrical and lightning conductor system installation for 8 blocks of workmen's flats at Old Race Course (Dorset Road)	16,338.00
4/50	Supply and delivery of furniture to the Tiong Bahru Estates Office	4,644.75
5/50	Carrying out water installation for 296 artisans' quarters and 27 shops at Rayman Estate.	15,820.00
6/50	Carrying out the installation of private lighting and wiring to 44 artisans' quarters and 10 semi-detached houses at Henderson Road.	2,794.00
7/50	Carrying out repairs and redecoration to No. 10 Kay Siang Road.	4,100.00
8/50	Carrying out the construction of three blocks of workmen's flats at Henderson Road/Tiong Bahru Road.	224,800.00
9/50	Carrying out the installation of private lighting and wiring to 142 artisans' quarters and 32 shops at Tiong Bahru Road and Alexandra Road.	9,685.00
10/50	Carrying out the construction of back lane and division walls at 284 to 294 (even), South Bridge Road.	3,850.00
11/50	Carrying out the erection and completion of a temporary office building at Mansoor Street.	32,000.00
12/50	Carrying out the erection and completion of 5 blocks of 3 storey flats at Kampong Silat (3B).	363,900.00
13/50	Carrying out the erection and completion of 2 blocks of 42 flats and 20 shops each at Kim Pong Road and Tiong Bahru Road.	648,471.00
14/50	Carrying out sanitary and water installations for 3 blocks of 3-storey flats at Henderson Road	22,604.00
15/50	Carrying out electrical and lightning conductor system installations for 3 blocks of workmen' flats at Henderson Road.	4,762.00
16/50	Clearing, cutting and filling on land at Kampong Silat, Kampong Java area and Jalan Besar, northern area.	66,296.00
17/50	Supply and delivery of furniture to temporary office for Architectural Staff at Mansoor Street.	4,727.00
18/50	Carrying out the construction of an 8' 0" wide road at Tiong Bahru Estate.	1,380.00
19/50	Having land at Kay Siang Road, cleared, cut and filled.	2,500.00
20/50	Carrying out "Positive" piling for 10 blocks of 4-storey flats at Havelock Road.	222,377.56
21/50	Carrying out the installation of public and private lighting and wiring and lightning protective system for 5 blocks of workmen's flats at Kampong Silat.	6,894.00
22/50	Carrying out and completing the sanitary and water installations for 5 blocks of workmen's flats at Kampong Silat.	33,100.00
23/50	Sanitary and water installations for 2 blocks of 84 flats and 40 shops at Kim Pong Road.	49,700.00

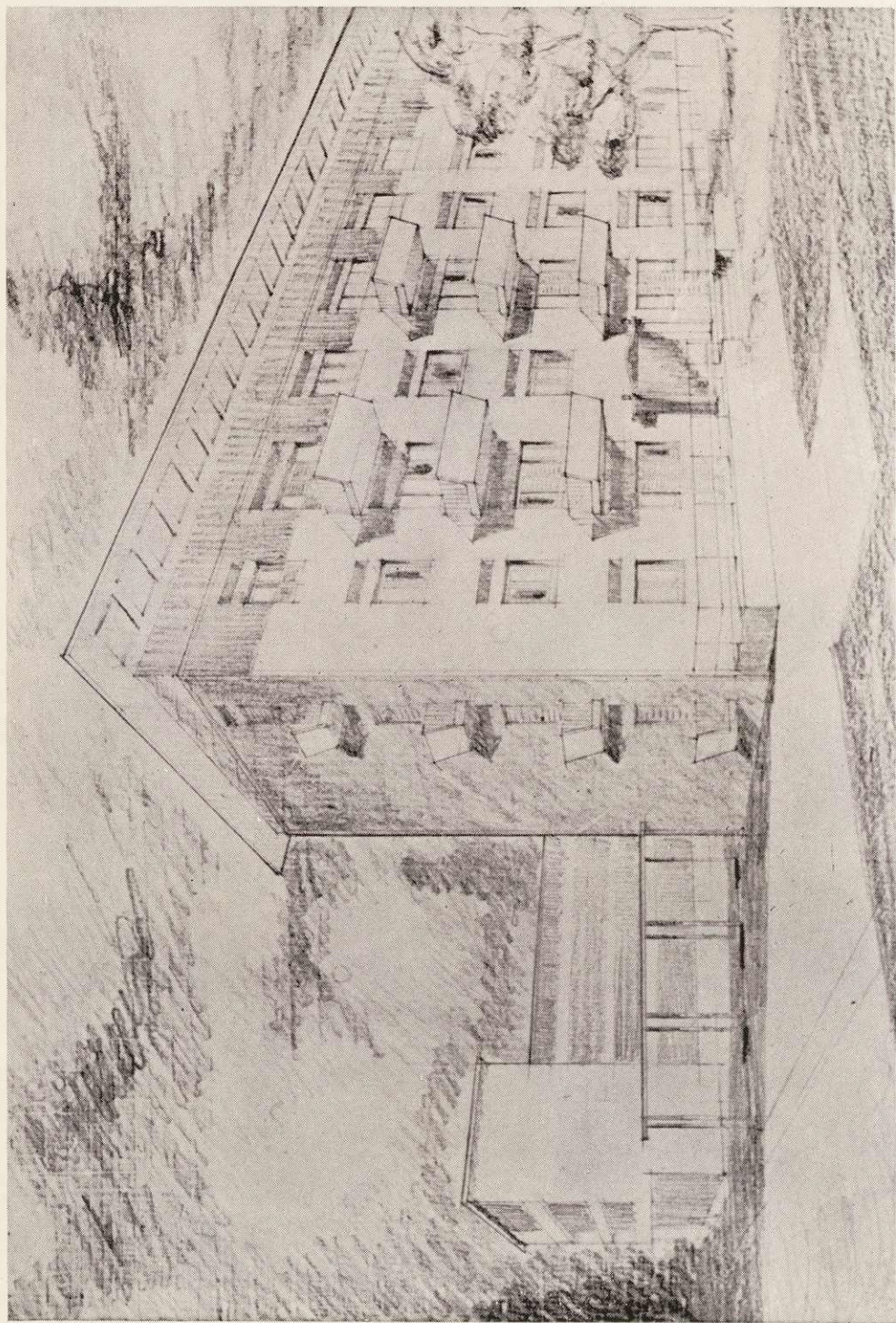
24/50	Sanitary installation for 118 houses at Lavender Street Estate.	38,553.00
25/50	Rehabilitation of sanitary installation at one block of tenements at Albert Street.	2,520.00
26/50	Erecting and completing 2 blocks of 78 flats and 26 shops at Tiong Bahru Road.	737,500.00
27/50	Carrying out of concrete piling for 2 blocks of 4-storey flats and shops at Tiong Bahru Road.	54,057.72
28/50	Carrying out alterations to house at No. 142-A, Bukit Timah Road.	1,350.00
29/50	Erection and completion of 10 blocks of 4-storey workmen's flats, 68 artisans' quarters, 21 shops, 1 electric sub-station, 2 dust bin lockers, roads, paths, drains, etc. at Havelock Road.	1,668,000.00
30/50	Carrying out "Positive" piling for one block of flats and shops at Towner Road.	31,435.15
31/50	Erecting and completing 42 semi-permanent artisans' quarters at Towner Road.	128,000.00
32/50	Sanitary and water installations for 42 artisans' quarters at Towner Road.	18,142.00
33/50	Carrying out repairs to and redecoration of No. 6 Kay Siang Road.	2,298.00
34/50	Carrying out of concrete piling for 18 blocks of 3-storey flats at Alexandra Road.	202,268.77
35/50	Erection and completion of 7 blocks of 4-storey flats and one twelve-stall dust-bin lockers, including site work, at Prinsep Street.	639,500.00
36/50	Installation of private lighting and wiring for 42 artisan's quarters at Towner Road.	2,100.00
37/50	Carrying out the construction and completion of minor sewers at Princess Elizabeth Estate, Bukit Timah Road.	24,500.00
38/50	Sanitary and water installations for 10 blocks of workmen's flats, 68 artisans' quarters and 21 shops at Havelock Road.	123,600.00
39/50	Carrying out the erection and completion of one block of 24 flats and 13 shops and one sub-station including sundry site works at Balestier Estate.	256,000.00
40/50	Carrying out and completing sanitary and water installations to 2 blocks of 78 flats and 26 shops at Tiong Bahru Road.	41,777.00
41/50	Carrying out the erection and completion of 3 senior officers' quarters at Kay Siang Road.	140,790.00
42/50	Carrying out of installations of electric lighting and lightning protective system to ten blocks of workmen's flats, 68 artisans' quarters and 21 shops at Havelock Road.	28,694.00
43/50	Carrying out the installation of public and private lighting and wiring and lightning protective system for two blocks of 84 flats and 40 shops at Kim Pong Road.	12,862.00
44/50	Carrying out the erection and completion of seven blocks of 126 flats and one block of 6 shops and sundry site work in connection therewith at Alexandra Road.	851,000.00
45/50	Carrying out "Positive" piling for the 3 blocks of 9 storey flats at Upper Hokien Street.	149,500.00

Approx.
(uncompleted)

46/50	Carrying out the erection and completion of nine blocks of flats and sundry site works at Jalan Besar(North). . .	1,236,750.00
47/50	Carrying out the erection and completion of 11 blocks of 198 flats and one block of 6 shops including sundry site work in connection therewith at Alexandra Road ..	1,288,456.00
48/50	Carrying out the erection and completion of six blocks of workmen's flats, 84 artisans' quarters and 18 shops and sundry site works at Princess Elizabeth Estate, Bukit Timah Road.	797,433.00
49/50	Carrying out the erection and completion of ten blocks of 4-storey flats and sundry site work at Kampong Silat.	1,070,944.00
50/50	Supply and delivery of 1,500 domestic refuse bins. . .	10,350.00
51/50	Installation of public and private lighting and wiring and lightning protective system for 2 blocks of flats and shops at Tiong Bahru Road.	16,939.00
52/50	Carrying out the sanitary and water installations for 7 blocks of 4-storey flats at Prinsep Street.	53,637.00
53/50	Erecting 3 blocks of 3-storey flats at Boon Keng Road.	262,900.00
53/1/50	Carrying out and completing the sanitary installation at 3 blocks of flats at Boon Keng Road.	18,600.00
54/50	Sanitary and water installations to 1 block of 4-storey flats at Towner Road.	20,000.00
56/50	Rehabilitation of electric lighting and wiring system for 21 blocks of pre-war flats at Tiong Bahru Estate. . .	42,394.00
57/50	Installation of public and private lighting and wiring and lightning protective system for 7 blocks of flats at Prinsep Street.	14,706.00
58/60	Sanitary and water installation to 9 blocks of flats at Jalan Besar (North).	86,996.00
59/50	Sanitary and water installations to 6 blocks of flats, 84 artisans' quarters and 18 shops at Princess Elizabeth Estate, Bukit Timah Road.	70,000.00
60/50	Repair work to roofs of houses damaged by storm at Kim Keat Road.	17,048.00
61/50	Installation of private lighting and wiring to 1006 artisans' quarters and 24 shops at Balestier Estate.	64,652.50
62/50	Installation of public and private lighting and wiring and lightning protective system for 1 block of flats and shops at Towner Road.	3,993.00
63/50	Sanitary and water installations to 12 shops and 20 flats at Towner Road and artisans' quarters and shops at Balestier and Kampong Silat.	150,923.00
64/50	Sanitary and water installations to 18 blocks of flats and 2 blocks of shops at Alexandra Road.	147,600.00
65/50	Carrying out certain repairs to 1 block of shops and flats at Owen Road.	3,600.00
66/50	Concreting of backlanes to artisans' quarters at Tiong Bahru, Alexandra and Henderson Roads.	15,350.00
	TOTAL	\$12,371,647.45



Flats at Dorset Road



Perspective of three proposed blocks of flats at Kim Tian Road

HOUSING ESTATES.

No.	Estates	Year of Construction	Rental	TYPE OF ACCOMMODATION					Total	Estimated Population
				Flats	Shops	Houses	Apartments	Art. Qrs.		
1.	T'iong Bahru ..	1936-1950	Flats \$ 16.80 to \$ 64.00 Apartments \$ 13.65 to \$ 16.80 Shops \$ 31.25 to \$156.25	1,329	48	—	54	—	1,431	11,000
2.	Balestier ..	1947-1948	Art. Qrs. \$ 20.00 Shops \$ 50.00	—	24	—	—	424	—	—
	Whampoa ..	1931	Art. Qrs. \$ 7.35	—	—	—	—	76	—	—
	Kim Keat Lane	1932-1948	Art. Qrs. \$ 5.25 to \$ 20.00	—	—	—	—	506	—	—
	Lorong Limau ..	1948-1950	Art. Qrs. \$ 51.00 to \$ 60.00	—	—	—	—	—	—	—
	Towner Road ..		Flats \$170.00 to \$285.00 Shops	20	12	—	—	42	—	—
	Rayman ..	1948	Art. Qrs. \$ 20.00 Shops \$ 50.00 to \$ 70.00	—	27	—	—	296	1,427	10,000
3.	Lavender Street ..	1926	Houses \$ 21.00 to \$ 26.25	—	—	118	—	—	118	710
4.	Farrer Park	1941	Houses \$ 36.75	—	—	17	—	—	—	—
	Old Race Course	1947	Flats \$ 51.00 to \$ 64.00 Shops \$120.00 to \$215.00	12	12	—	—	—	—	—
	Owen Road ..	1948	Flats \$ 64.00 to \$ 68.00	64	—	—	—	—	—	—
	Cumberland Lane	1950	Flats \$ 34.00 to \$ 68.00	176	—	—	—	—	—	—
	Race Course Road	1950	Flats \$ 38.00 to \$ 55.00	144	—	—	—	—	—	—
	Dorset Road ..	1950	Flats \$ 18.00 to \$ 20.00	72	—	—	—	—	497	3,500
	Princess Elizabeth			—	—	—	—	—	—	—

HOUSING ESTATES (Continued).

No.	Estates	Year of Construction	Rental	TYPE OF ACCOMMODATION					Total	Estimated Population
				Flats	Shops	Houses	Apartments	Art. Qrs.		
5.	Henderson Road	1928-1950	Art. Qrs. Shops Flats Flats Shops Art. Qrs. Flats	48	44	—	—	348	440	2,500
6.	Kampong Silat ..	1948-1950	\$ 7.35 to \$ 20.00 \$ 70.00 \$ 38.00 \$ 38.00 to \$ 68.00 \$ 50.00 to \$ 70.00 \$ 20.00 \$ 24.15 to \$ 27.30	198 9	21 —	—	—	64 —	283 9	2,000 50
7.	Madras Street ..	1940								
8.	New Bridge Road									
	Kreta Ayer Road	1930	Apartments Shops	—	1	—	141	—		
	Keong Saik Road	1931	Apartments Shops	—	2	—	62	—		
	New Bridge Road	1938	Apartments Shops	—	6	—	65	—		
	Banda Street ..	1938	Shops Apartments	—	4	—	87	—		
	Trengganu Street	1940	Shops Apartments	—	4	—	42	—		
	Smith St. & Sago St.	1948	Shops Apartments	—	33	—	102	—	549	3,000
9.	Albert Street	1934-1949	Shops Apartments	—	9	—	56	—		
	Albert Street ..		Shops Apartments	—	5	—	30	—	100	430
10.	Houses Pending Demolition ..	—	Various	—	—	54	—	—	54	540
				2,072	252	189	639	1,756	4,908	33,730

PROPERTIES COMPLETED DURING 1950.

Estates	Flats	Shops	Houses	Apartment-ments	Art. Qrs.	Total
✓ 1. Tiong Bahru	232	—	—	—	—	232
✓ 2. Balestier	—	—	—	—	42	42
✓ 3. Farrer Park	392	—	—	—	—	392
4. Henderson Road	48	32	—	—	142	222
✓ 5. Kampong Silat	150	—	—	—	—	150
	822	32	—	—	184	1,038

PROPERTIES UNDER CONSTRUCTION AT 31.12.50.

Estates	Flats	Shops	Houses	Apartment-ments	Art. Qrs.	Total
✓ 1. Tiong Bahru	162	66	—	—	—	228
✓ 2. Boon Keng Road	36	—	—	—	—	36
3. Jalan Besar	176	—	—	—	—	176
4. Kampong Silat	184	—	—	—	—	184
5. Prinsep Street	112	—	—	—	—	112
✓ 6. Towner Road	24	13	—	—	—	37
7. Alexandra Road	324	12	—	—	—	336
✓ 8. Princess Elizabeth—Bt Timah	84	18	—	—	84	186
✓ 9. Havelock Road	240	21	—	—	68	329
	1,342	130	—	—	152	1,624

GROSS ANNUAL RENTALS FROM TRUST PROPERTIES.

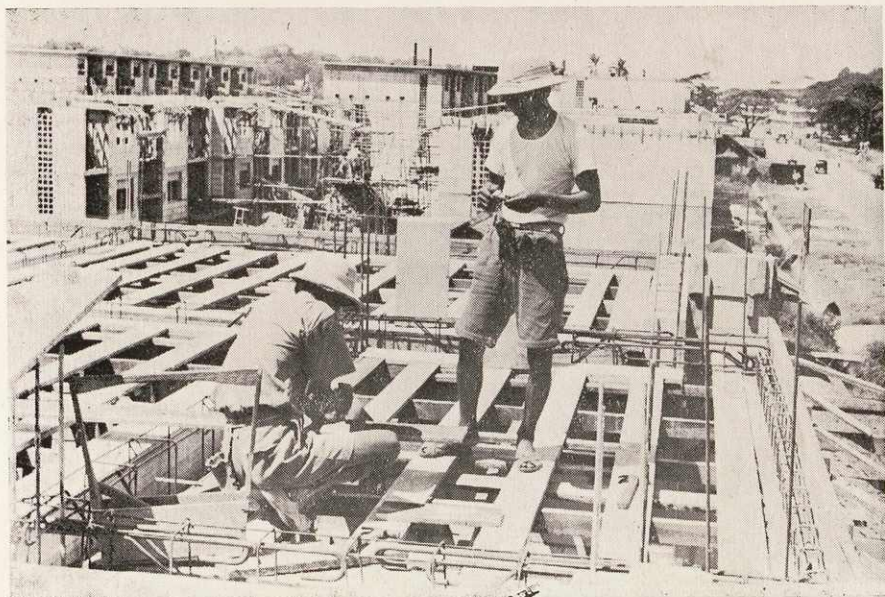
Gross Annual Rentals 1950	..	..	..	\$ 1,410,851.61
1949	..	..	..	1,008,789.61
Increase during 1950	..	..	..	\$ 402,062.00

REVENUE FROM TRUST LANDS 1950.

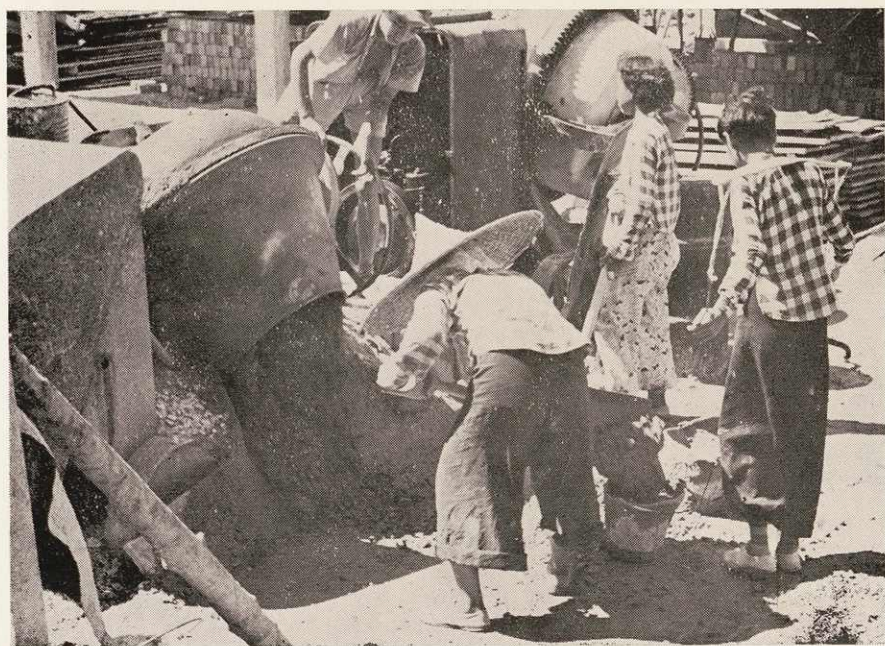
Revenue from monthly tenancies	..	..	..	\$ 70,593.69
requisition by Services	..	..	..	35,552.44
wayangs	..	..	..	430.00
			TOTAL	\$ 106,576.13

APPENDIX E.
CONTROL OF TRUST LANDS.

	TENANTS			TRESPASSERS			TOTALS		
	Domestic	Non-Domestic	Total	Domestic	Non-Domestic	Total	Domestic	Non-Domestic	Total
Number at 1st Jan. 1950	267	128	395	105	1	106	372	129	501
Recorded during 1950	—	3	3	8	5	13	8	8	16
Total Recorded	267	131	398	113	6	119	380	137	517
Land vacated during 1950	21	21	42	6	2	8	27	23	50
Number at 1st Jan. 1951	246	110	356	107	4	111	353	114	467
	Net Decrease during 1950								
	34								



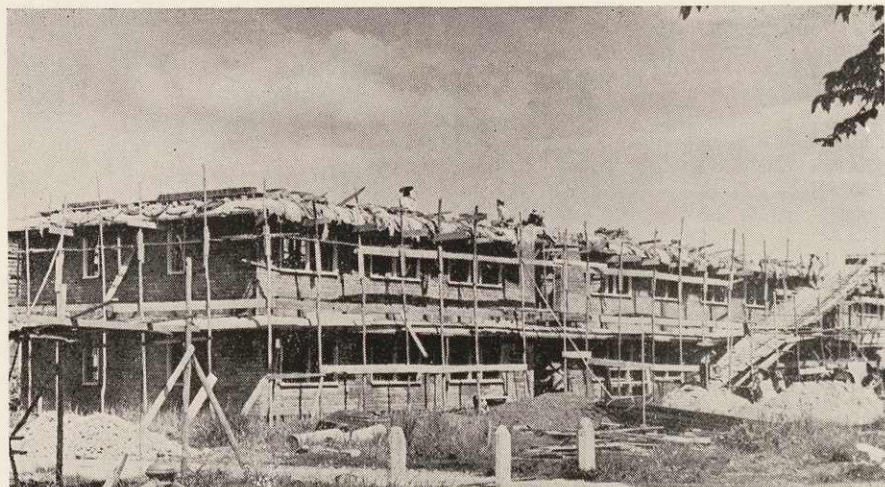
Fixing shuttering at Alexandra Road



Concrete mixing by local workers



Part of eighteen blocks of flats under construction at Alexandra Road



Building in progress on one of three blocks of flats at Boon Keng Road

APPENDIX F.

Return of Surveys completed during 1950 giving also figures for 1949.

	1949	1950
	—	—
Requisition surveys, Certified plans	17	10
Lots subdivided	126	80
Building Plan surveys	137	177
Deed Plans (set)	6	7
Setting out surveys	17	33
Certified Plans (ultimate)	5	4
Back Lane surveys	—	3
General surveys	26	20
Engineering surveys	24	19
Topographical surveys	20	30
	—	—
	252	303
Other survey actions not requiring field work	32	38
	—	—
	284	341
	—	—

Drafting work completed during 1950.

Plans	243
Tracings	480
Prints	697

Staff position at 31.12.50 compared with that at 31.12.49.

	31.12.49	31.12.50
Surveyor-in-charge	1	1
Surveyor	—	1
Subordinate surveyors	6	8
Draftsmen	9	8
Computers	8	8
Apprentices	9	7
Plan Clerk	1	1
Peon	1	1
	—	—
TOTAL:	35	35
	—	—

APPENDIX G.

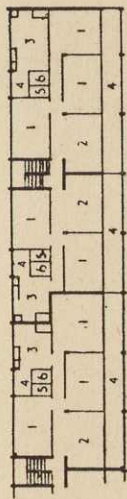
DISTRIBUTION OF STAFF — 31st DECEMBER, 1950.

	Secretary & Asst. Secretaries	Architects	Assistant Engineer	Planning Officers	Estates Officers	Surveyors	Technical Assistants	Probationary Assistants	Draftsmen	Maintenance Supervisors	Estates Supervisors	Subordinate Surveyors	Computers	Clerks	Clerks of Works	Peons	Miscellaneous	Mandores	Labourers	Total
Secretariat	3							1						20		9				33
General Improvement Plan Section				4					23					3			2			32
Architectural Section		5	1				3		15						18	1	1			44
Estates Section					4					2	13			14		3	1	11	179	227
Survey Section						2			9			10	8	1				7	35	72
TOTAL	3	5	1	4	4	2	3	1	47	2	13	10	8	38	18	13	4	18	214	408

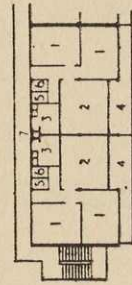
S. I. T.
TYPE PLANS OF POST-
WAR HOUSING

SCALE
FEET 0 10 20 30 40

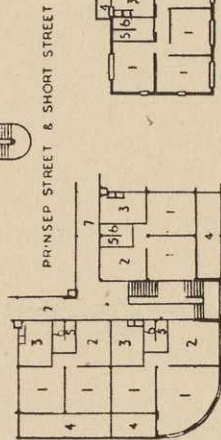
- LEGEND:
1 BED ROOM
2 LIVING ROOM
3 KITCHEN
4 BALCONY
5 P. C.
6 BATH
7 ACCESS BALCONY
8 LIFT



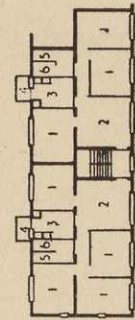
TOWNER ROAD



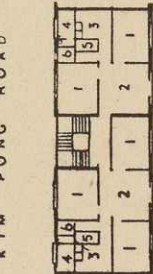
JALAN BESAR NORTH



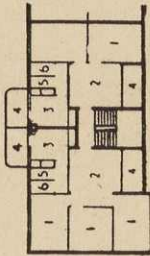
PRINSEP STREET & SHORT STREET



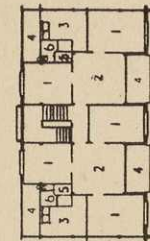
BOON KENG ROAD & BENDEMEER ROAD



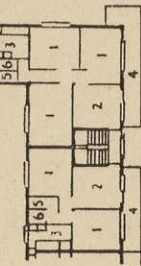
KIM PONG ROAD



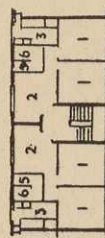
KAMPOONG SILAT



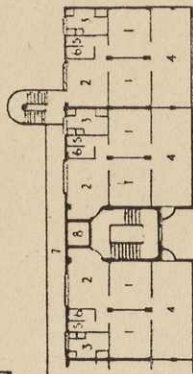
TIONG BAHRU ROAD



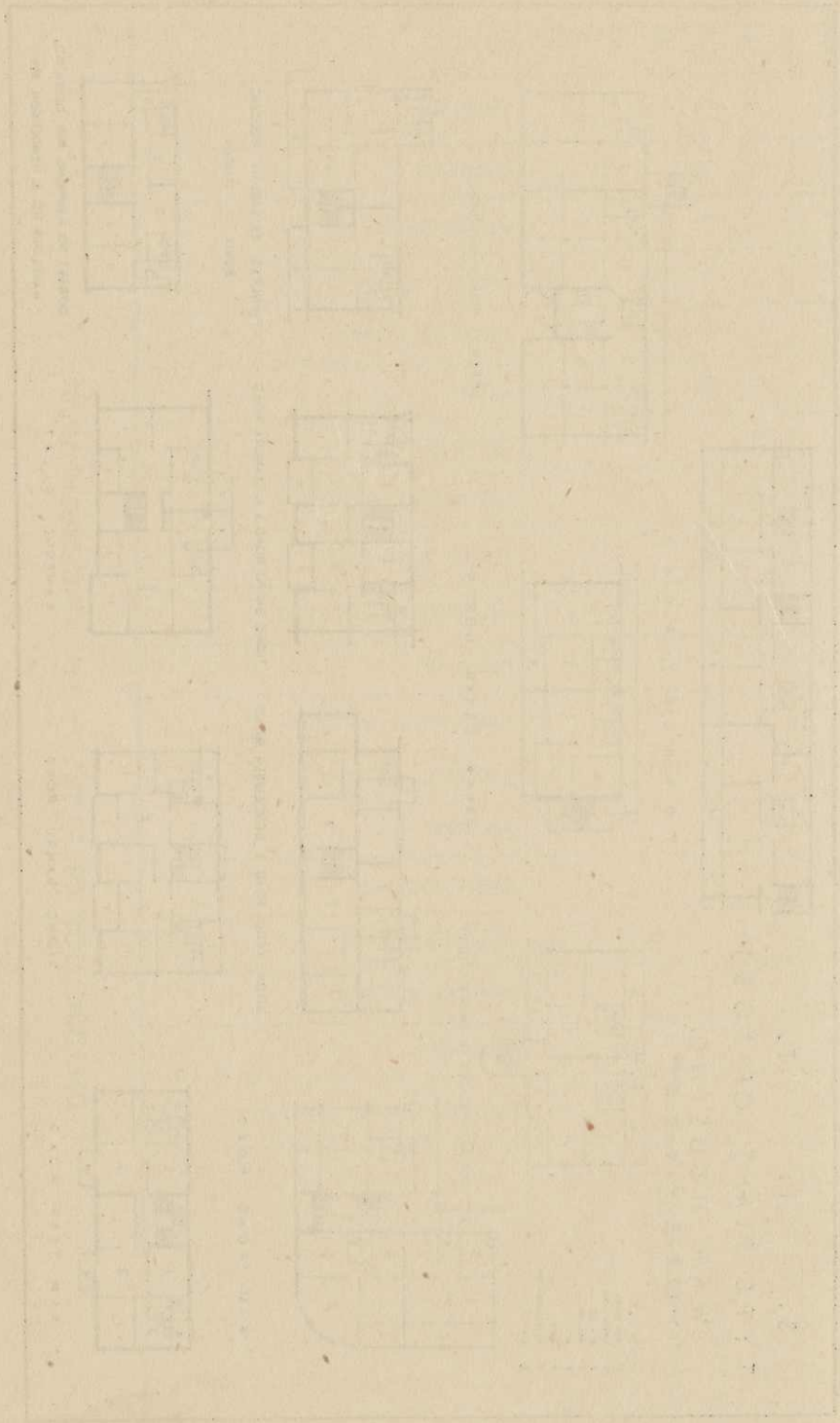
PRINCESS ELIZABETH HOUSING
BUKIT TIMAH



DORSET RD., KAMPOONG JAWA, DELTA RD.,
NAVELOCK RD. & HENDERSON RD.



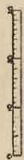
UPPER PICKERING STREET



LAYOUTS
OF
TRUST ESTATES

LAYOUTS
OF
TRUST ESTATES

SINGAPORE IMPROVEMENT TRUST
 KAMPONG SILAT ESTATE
 SITE PLAN

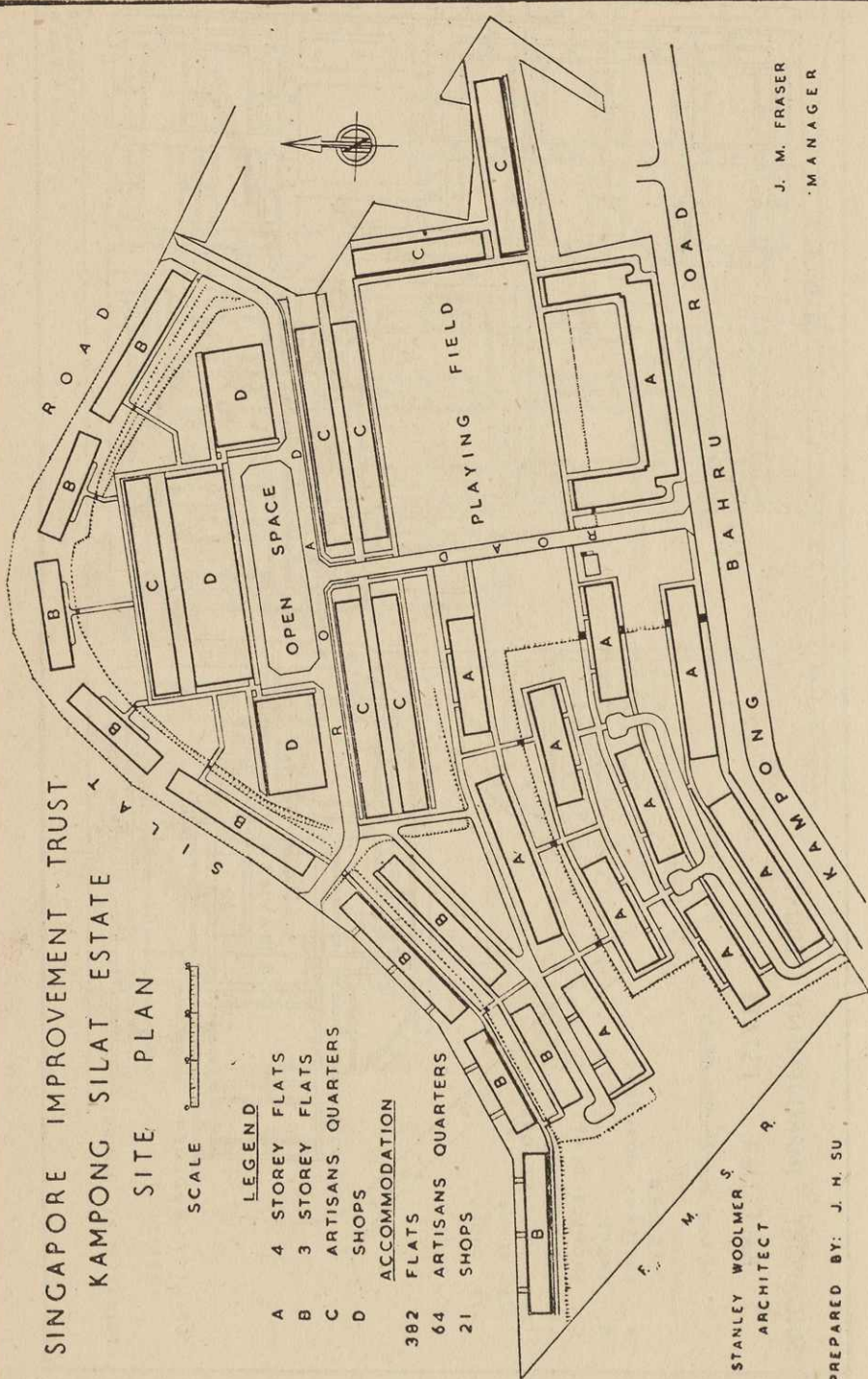
SCALE 

LEGEND

- A 4 STOREY FLATS
- B 3 STOREY FLATS
- C ARTISANS' QUARTERS
- D SHOPS

ACCOMMODATION

- 382 FLATS
- 64 ARTISANS' QUARTERS
- 21 SHOPS

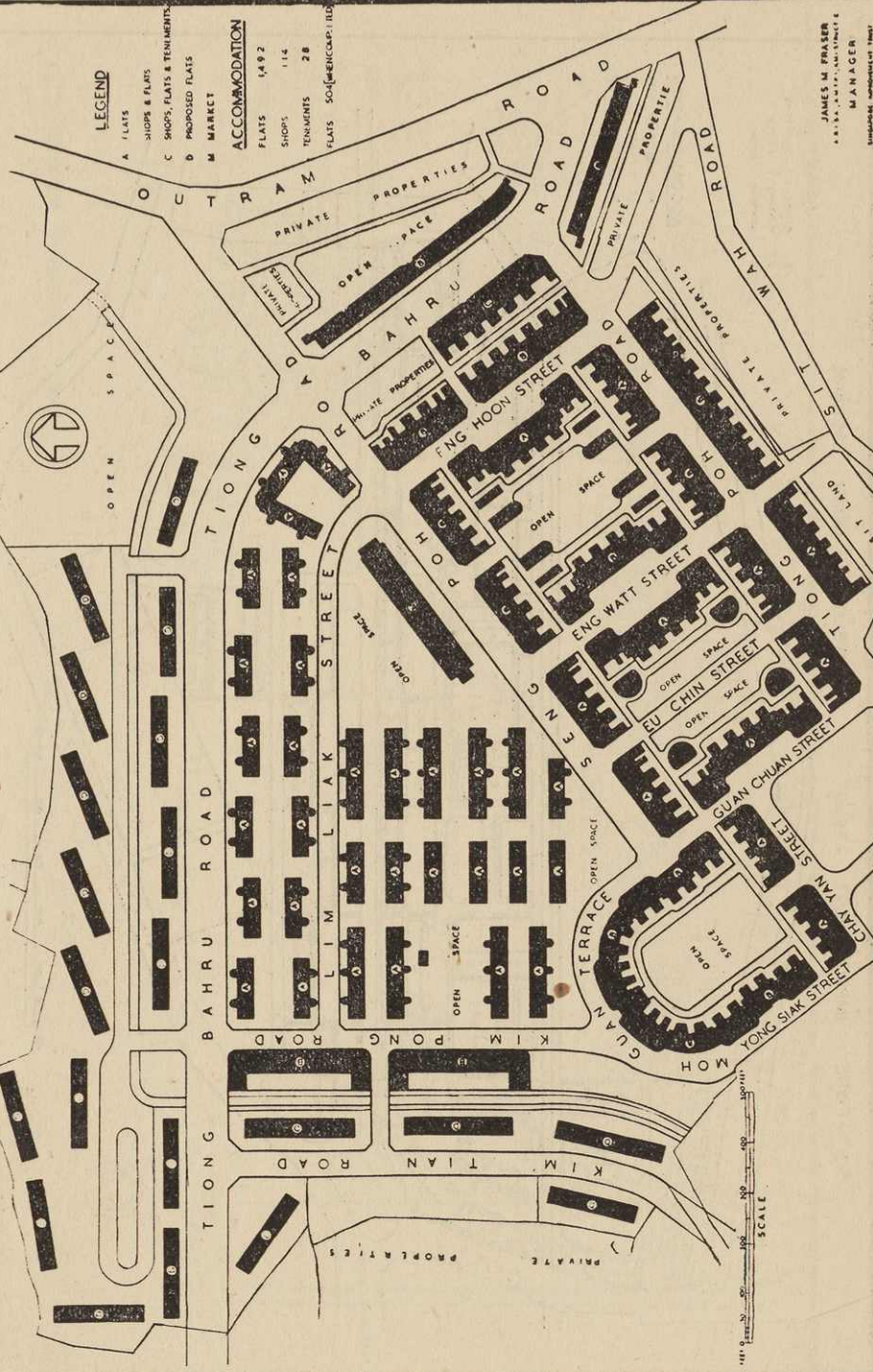


STANLEY WOOLMER
 ARCHITECT

PREPARED BY: J. H. SU

J. M. FRASER
 MANAGER

SINGAPORE IMPROVEMENT TRUST — TIONG BAHRU ESTATE



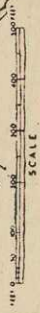
LEGEND

- A FLATS
- B SHOPS & FLATS
- C SHOPS, FLATS & TENEMENTS
- D PROPOSED FLATS
- M MARKET

ACCOMMODATION

- FLATS 1492
- SHOPS 114
- TENEMENTS 28
- FLATS 504 (SINGAPORE)

JAMES M FRASER
 ARCHT. & CIVIL ENGINEER
 MANAGER
 SINGAPORE IMPROVEMENT TRUST



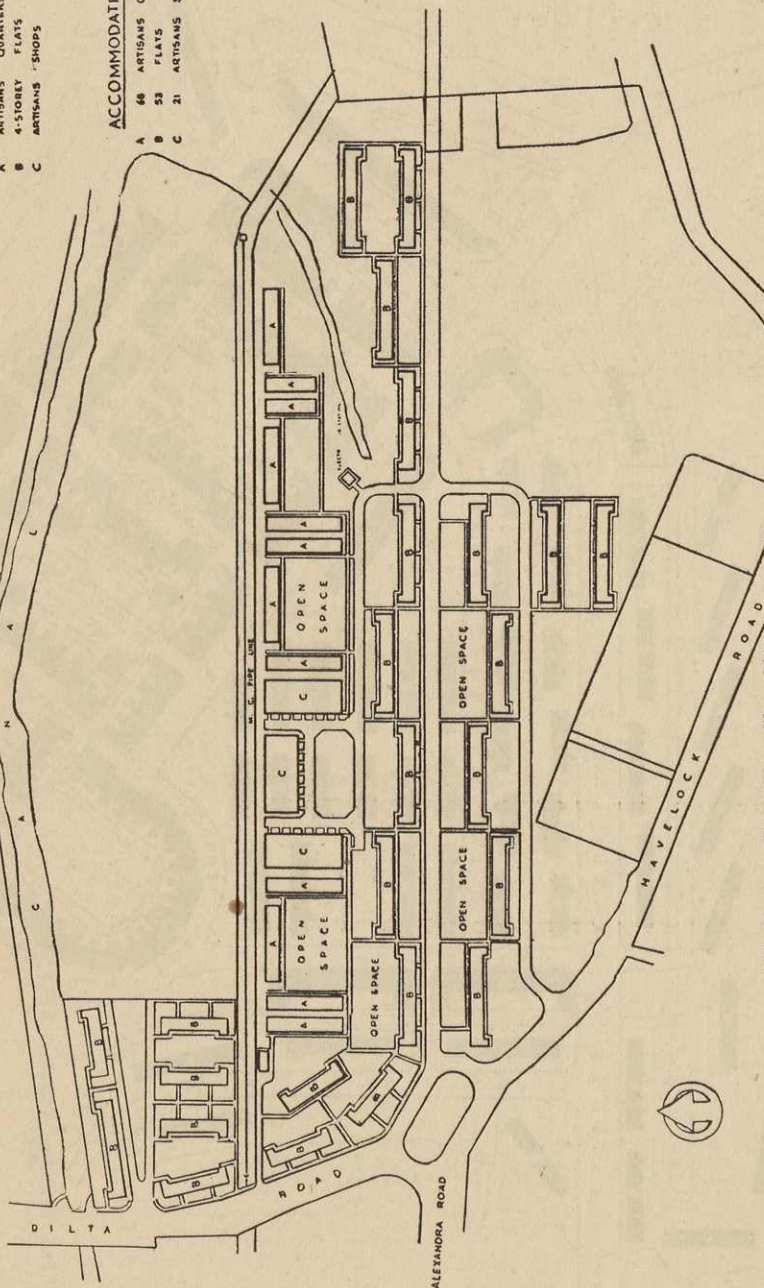
SINGAPORE IMPROVEMENT TRUST HAVELOCK ROAD SCHEME

LEGEND

- A ARTISANS QUARTERS
- B 4-STORY FLATS
- C ARTISANS SHOPS

ACCOMMODATION

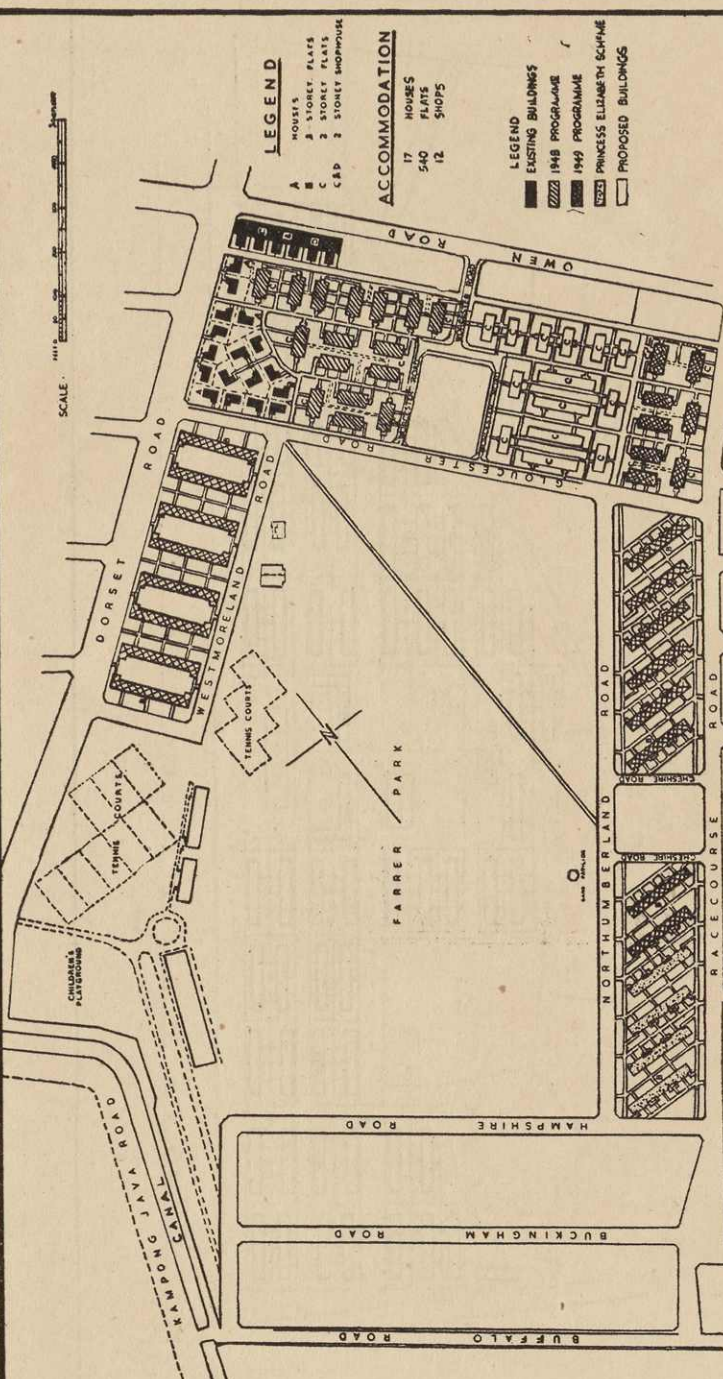
- A 66 ARTISANS QRS.
- B 53 FLATS
- C 21 ARTISANS SHOPS



SCALE
0 50 100 150 200 250 300 350 400 FEET

JAMES M FRASER
MANAGER
SINGAPORE IMPROVEMENT TRUST

SCALE: 1:111' 1" = 1" = 100'



LEGEND

- HOUSING
 A 3 STOREY FLATS
 B 2 STOREY FLATS
 C 2 STOREY FLATS
 CAD 2 STOREY SHOPHOUSE

ACCOMMODATION

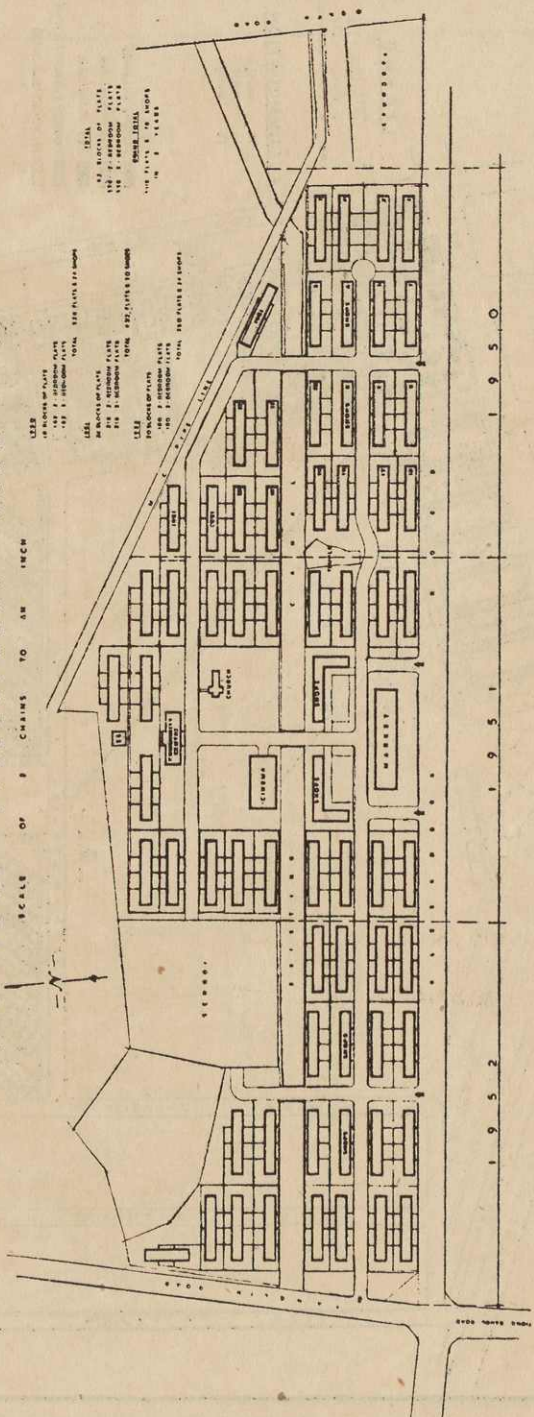
- 17 HOUSES
 540 FLATS
 12 SHOPS

- LEGEND**
 ■ EXISTING BUILDINGS
 ▨ 1948 PROGRAMME
 ▩ 1949 PROGRAMME
 ▭ PRINCESS ELIZABETH SCHEME
 □ PROPOSED BUILDINGS

SINGAPORE IMPROVEMENT TRUST
 HOUSING DEVELOPMENT AT OLD RACE COURSE

ALEXANDRIA ROAD 3 YEAR DEVELOPMENT PLAN

SCALE OF 1 CHAIN TO AN INCH

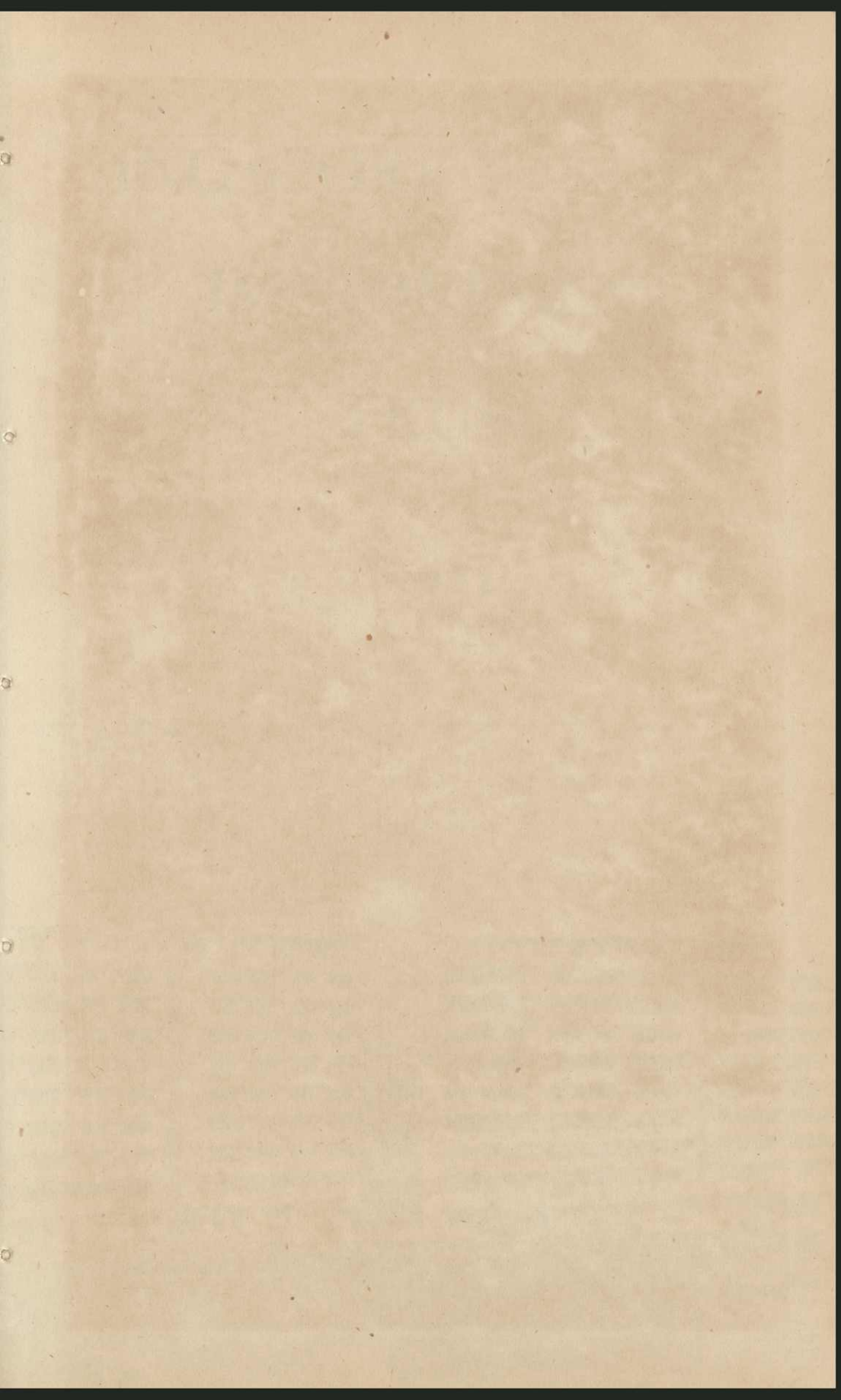


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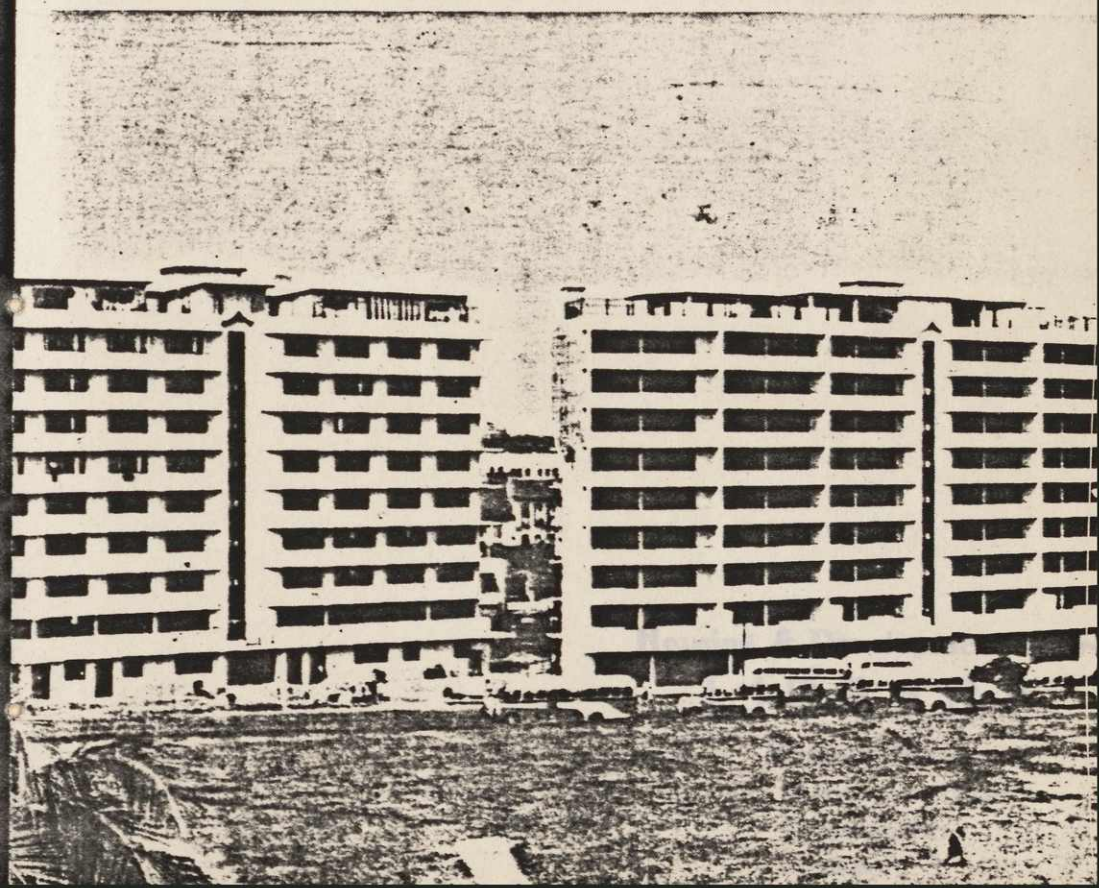


SINGAPORE

IMPROVEMENT

TRUST

1951



SINGAPORE

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TRUST

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SINGAPORE IMPROVEMENT TRUST

Housing & Development Board

LIBRARY

Princess House
332 Alexandra Road
Queenstown
Singapore 3.

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The Manager

The Singapore Improvement Trust

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THE WORK
OF THE
SINGAPORE IMPROVEMENT TRUST
1951

Compiled by

J. M. FRASER,

A.R.I.B.A., M.T.P.I., A.M.I.STRUCT. E.

Manager,

Singapore Improvement Trust

*Published by Authority of the Singapore Improvement Trust
and printed by Malaya Publishing House, Ltd., Singapore.*

PRICE: TWO DOLLARS.

THE WORK
OF THE
SINGAPORE IMPROVEMENT TRUST

1881

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J. M. FRASER

At the Singapore Press

The Singapore Improvement Trust
Singapore Improvement Trust

Printed and Published by

J. M. Fraser

BOARD OF TRUSTEES AT 31st DECEMBER, 1951.

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Representatives of the City Council		E. V. DAVIES ESQ. A. P. RAJAH ESQ.
Representative of the Rural Board		CHIN CHYE FONG ESQ., S.C.H., J.P.
Appointed by H. E. the Governor		E. GALISTAN ESQ., M.B.E. ROBERT RENTON ESQ., J.P. The Hon'ble MR. THIO CHAN BEE, J.P.
The Hon'ble the Acting Financial Secretary	.. .. .	W. C. TAYLOR ESQ., M.C.S.
Chairman, Rural Board	.. ..	The Hon'ble MR. J. A. HARVEY, M.C.S.
The Director of Public Works, Singapore	.. .. .	E. A. GARDINER ESQ., B.SC., A.K.C., A.M.I.C.E., A.M.I.MECH.E., M.I.W.E.
The City Health Officer	.. ..	DR. N. A. CANTON, J.P.
Legal Adviser	.. .. .	The Hon'ble MR. JOHN LAYCOCK.

SENIOR STAFF AT 31st DECEMBER, 1951.

Manager, Improvement Trust:

JAMES M. FRASER, A.R.I.B.A., M.T.P.I., A.M.I.STRUCT.E.

Senior Architects & Planners:

S. C. WOOLMER,
A.R.I.B.A., M.T.P.I.

L. PAGE,
A.R.I.B.A., M.T.P.I.

Asst. Architects:

ROBERT KAN FOON NUNG,
A.R.I.B.A., DIP. ARCH. (LOND.)

ROLF KOREN,
A.R.I.B.A., A.M.T.P.I.

A. J. A. WALLWORK, A.R.I.B.A.

Asst. Engineer (R.C.)
WONG GAI HONG,
A.M.I.STRUCT.E., M.I.B.E.

Secretary:

ALEX. GREENHILL

Asst. Secretaries:

W. F. MACHIN

F. M. DYSON

Estates Officer:

H. C. TINSLEY, F.A.I.

Asst. Estates Officers:

J. M. CARTER

G. W. CLARRY
B.SC. (Estate Management)

V. E. BERGER, A.A.I.

Chief Improvement Plan Officer.

F. E. A. B. SEWELL, M.T.P.I.

Asst. Planning Officers:

G. E. MAGNAY, A.A.DIP.,
A.R.I.B.A., A.M.T.P.I.

C. O. BARNETT, M.T.P.I.,
M.I.S. (N.Z.) A.R.I.C.S.

G. MILL, DIP.T.P., A.M.T.P.I.

(Temporary)

MRS. LISA HO, B.A.

Surveyor-in-Charge:

W. H. SMART, M.I.S. (N.Z.),
A.R.I.C.S.

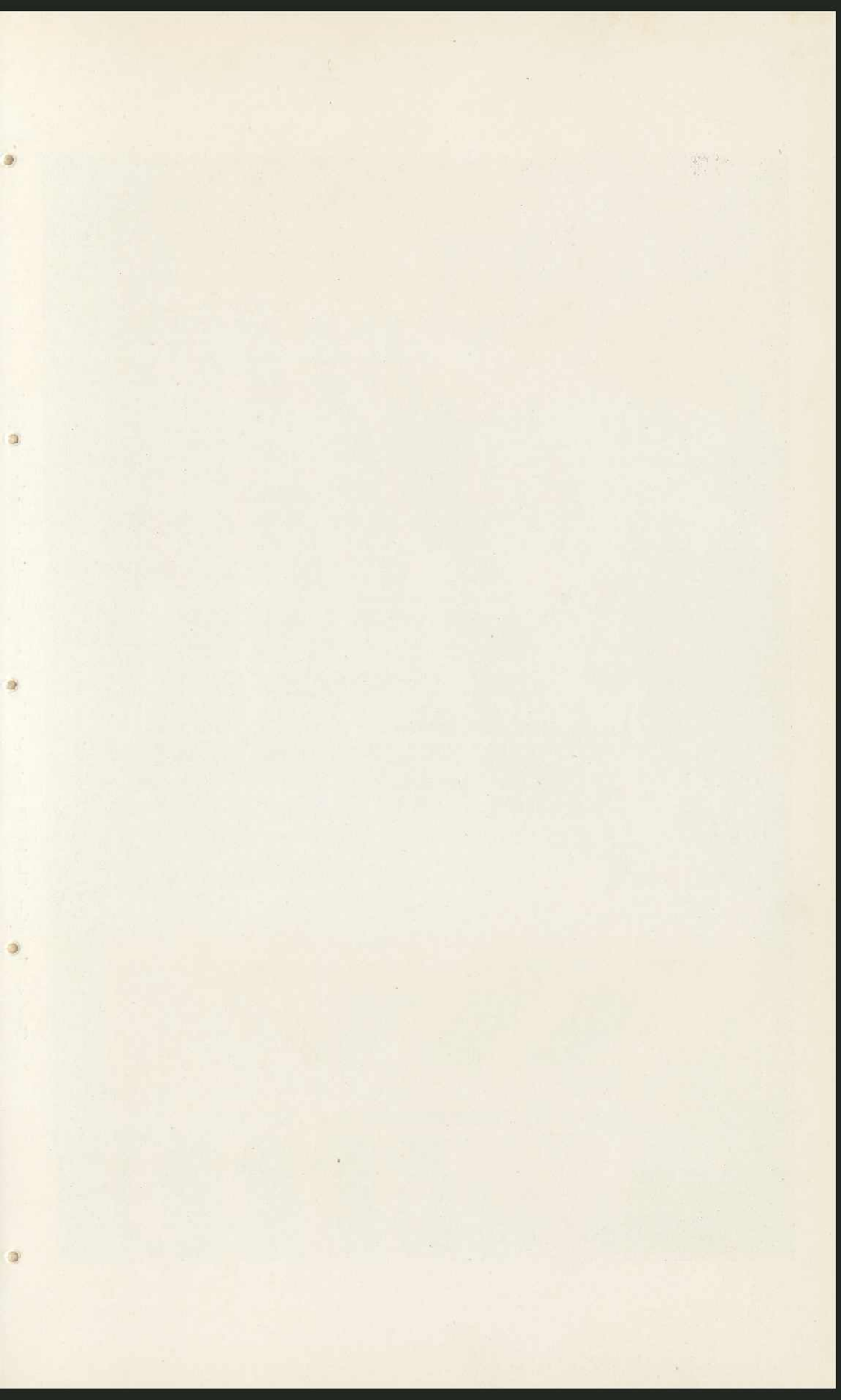
Surveyor:

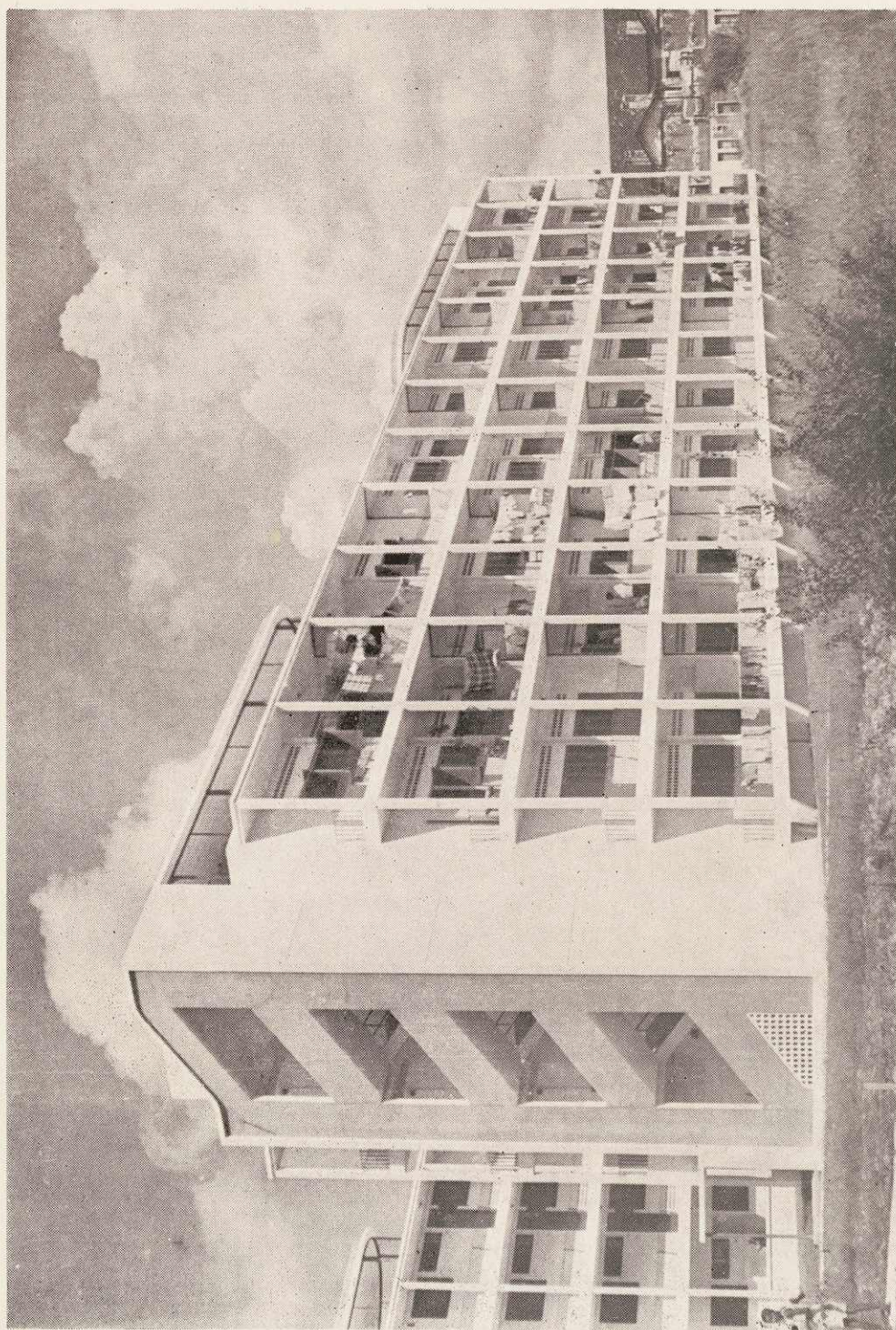
R. M. PARKER, M.I.S. (N.Z.),
A.R.I.C.S.

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One of the nine blocks of flats at Jalan Besar (North) already occupied.

PART I.

1. Introduction.

1951 has been a year of intense activity and in spite of many frustrations and setbacks the Trust has made considerable progress in its work of controlling and coordinating the physical development of the Island of Singapore and providing housing accommodation for its rapidly growing population.

Singapore moves at a terrific pace and the tempo is always increasing. This applies not only to the expansion of population but also to the development of all those things which go to make up what is called modern civilization. One has only to leave the Colony for about three months to see how the place changes even in that short space of time. These changes appear not only on the face of Singapore and in the people one meets from day to day, but the people of Singapore, the inhabitants who are living their lives here, are changing themselves more rapidly than they would care to admit. Their customs, habits and outlook are undergoing constant change and the old ways are rapidly giving place to new. This challenge must be met by those who are guiding the destinies of the people of this great City and progress must be carefully channelled in the right direction.

What was good for twenty years ago is not necessarily good for today. Old and well established principles and methods must be under constant review, and a public authority must be a few jumps ahead of the people in thought and action if public needs are to be rightly fulfilled. The public has a short memory and there is little good in extolling the virtues of the past. It is equally useless to look too far into the future, for the people are living in the present and they are concerned with what is happening now.

In this march of progress frustration is inevitable and the Trust has had its share of frustration in 1951. High costs of materials and acute shortage of building labour have slowed down the achievement of targets in the housing programme. Houses are taking about twice as long to build as they did two years ago and there is a natural reluctance on the part of the Trust to accept inflated costs.

All this has meant that the completion of houses has been cut by fifty per cent and commencement of new programmes has been delayed by nearly twelve months. In an organization which has just got into top gear this frustration is hard to take, and it makes it no easier when ill informed criticism is levelled at the organization.

It should be remembered that the Trust has no legal obligation to provide houses at all, and what it has done in the alleviation of the housing situation has been entirely on its own initiative, and with the help of money borrowed from Government. Public housing is still nobody's business, and if Singapore wants public housing the legal, financial and physical means must be made available to meet the need.

2. Legislation.

The Singapore Development Bill which was introduced into Legislative Council in December, 1949, was shelved on the recommendation of the

Select Committee, in February, 1951, pending the report of Dr. Hill on the future of local Government in the Colony. Government agreed however to introduce legislation which would give the necessary power to:—

- (a) Prepare a Diagnostic Survey and Master Plan.
- (b) Control the use and development of land.
- (c) Stabilise the value of land required for Public Purposes.
- (d) Increase the betterment recoverable in Improvement Schemes.

There was also a backlog of amendments to the Improvement Ordinance which had been approved in principle by Government before the war as a result of the Report of the 1938 Committee on the Improvement Ordinance, and it was considered that the opportunity should be taken of redrafting the Ordinance completely to give effect to these recommendations and incorporating the latest agreed amendments. Consequently a formidable new Improvement Bill was drafted entailing a great amount of work.

The Bill included most of the legislation for planning and part of the legislation for housing which had been written into the Development Bill, but rounded off many of the rough edges which became apparent after further study of the former Bill.

The new Bill also gave effect to the recommendations, accepted by the Board, of the Trust Reorganization Committee. The Bill was scrutinized by Sir George Pepler, Planning Adviser to the Government, during his second visit to Singapore from July to September, 1951, and was printed and considered by the Executive Council in October, 1951.

Government did not however see fit to introduce this Bill to Legislative Council. It was feared that some of the more controversial measures might delay the passage of the simple and urgent measures which were necessary to get the Diagnostic Survey started. Instead a very short enabling Bill was introduced and passed through all stages in December. This amendment made it the duty of the Trust to carry out a Diagnostic Survey and prepare a Master Plan within three years.

The provisions of the main Bill have, however, by no means been abandoned and it will obviously form the basis of future amendments or even separate Ordinances when Government's policy has been decided. The Diagnostic Survey will proceed but a Master Plan will be useless unless the machinery is provided to carry it out. In the meantime the Trust cannot hope to deal with the problems of slum clearance and housing with its hands tied behind its back.

The Singapore Improvement Bill, 1951, has all the ingredients which make up comprehensive legislation for the three main tasks in which the Trust is now engaged viz. Improvement and Slum Clearance, Town and Country Planning and Public Housing. If the Trust is to be charged with the responsibility for these jobs it must clearly be given adequate powers.

Much time and money is being wasted on the present cumbersome and outdated legislation, and progress will continue to be slow until these powers are obtained. If Singapore wants to fight the battle of the slums and develop as a City worthy of the name this Bill will provide the powers that are required.

3. Finance.

The main accounts of the Trust continue to be kept by the Municipal Treasurer in accordance with the provisions of the Improvement Ordinance. The proposal that the whole accounting system should be placed under the control of an officer solely responsible to the Board, referred to in a previous Report, was finally approved in December, 1951, and it is hoped that the Accountant will commence his duties about the middle of 1952.

The Annual Accounts for 1951 have not yet been completed but the following approximate figures and information can be given.

(i) Improvement Fund.

It is out of this Fund that all ordinary expenditure is met and into which all normal revenue is paid.

Estimated Balance 1 January, 1951		\$1,620,475
Revenue:—		
Improvement Rate under Section 22 ..	\$ 750,000	
Government Contribution under Section 23 ..	923,000	
Rents and Service Charges	2,035,030	
Reimbursements under Sections 145 & 148		
Municipal Ordinance—Back Lanes ..	70,000	
Sale of Lands	120,000	
Miscellaneous items	59,000	3,957,030
		<hr/>
		\$5,577,505
Expenditure:—		
Personal Emoluments	\$ 945,000	
Administration	379,055	
Management of Property	690,180	
Back Lanes	25,000	
General Improvement Plan	102,000	
Loan Charges	732,000	
Housing and Development Schemes ..	395,500	3,268,735
		<hr/>
Estimated Balance 31 December, 1951		\$2,308,770
		<hr/>

The income derived from the recovery of Back Lane charges under Sections 145 & 148 of the Municipal Ordinance shows an increase of \$60,000 over the previous year. These charges are recovered by the Secretariat and with the appointment of the Second Assistant Secretary towards the end of 1950 action on the many difficult cases was renewed. There is still a large sum recoverable under this heading and action is proceeding, but many of the cases remaining are extremely involved.

The expenditure of \$395,500 on Housing and Development Schemes has been spent on the provision of staff quarters, and sanitary, electricity and water services to Trust properties which have been without them.

(ii) Loan Account.

Government has agreed to grant loans up to a total of \$22½ million for the Trust's 1948, 1949 and 1950 housing programmes. During 1951 the Trust received from Government a further \$11 million in loans to finance these schemes. Loans value \$9 million had been received previously from Government and therefore a total of \$20 million has now been drawn on these loans.

Government has agreed in principle to the 1951 building programme and whilst the Trust requires a loan of \$16 million for this, Government has not yet committed itself to any loan but has assured the Trust that funds will be available to ensure that there is no interruption in the provision of housing.

(iii) Special Fund.**Princess Elizabeth Fund.**

The balance of the Fund collected on the occasion of the marriage of H.R.H. Princess Elizabeth to H.R.H. the Duke of Edinburgh was vested in the Trust for the erection of workmen's dwellings in two estates, one in the Municipal Area the other in the Rural Board Area.

The dwellings in the Municipal Area were completed during 1950 and those in the Rural Board Area were finished during 1951. The Fund has now been exhausted the details being as follows:—

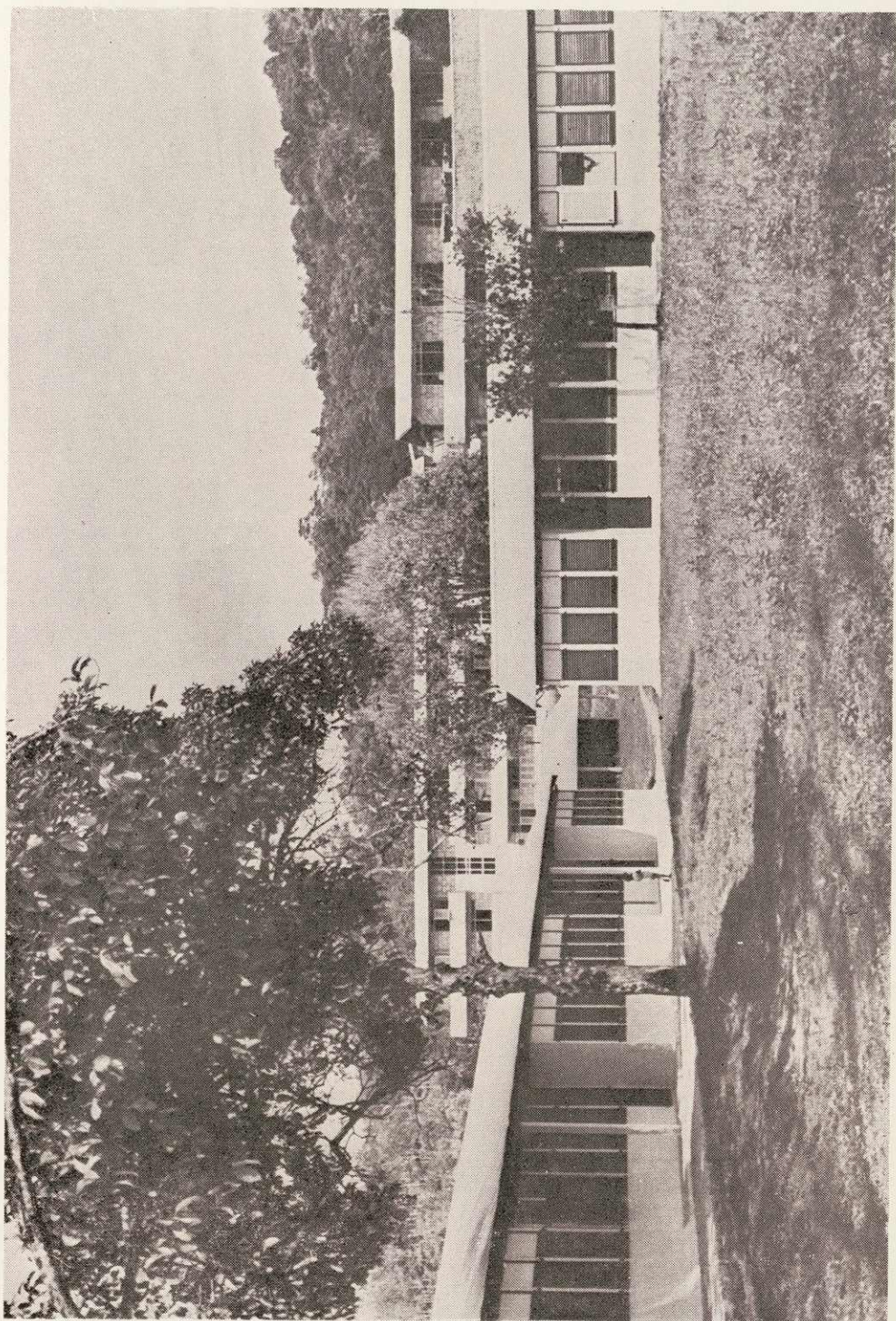
4 blocks of 3 storey workmen's flats at Old Race Course completed in 1950	\$397,644
84 artisans quarters at Princess Elizabeth Park, Bukit Timah, completed in 1951	\$402,785
	<hr/>
Total of Fund received by the Trust ..	\$800,429
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The Trust will be responsible for the maintenance of these properties and the rentals which are very low, will be paid into Trust funds.

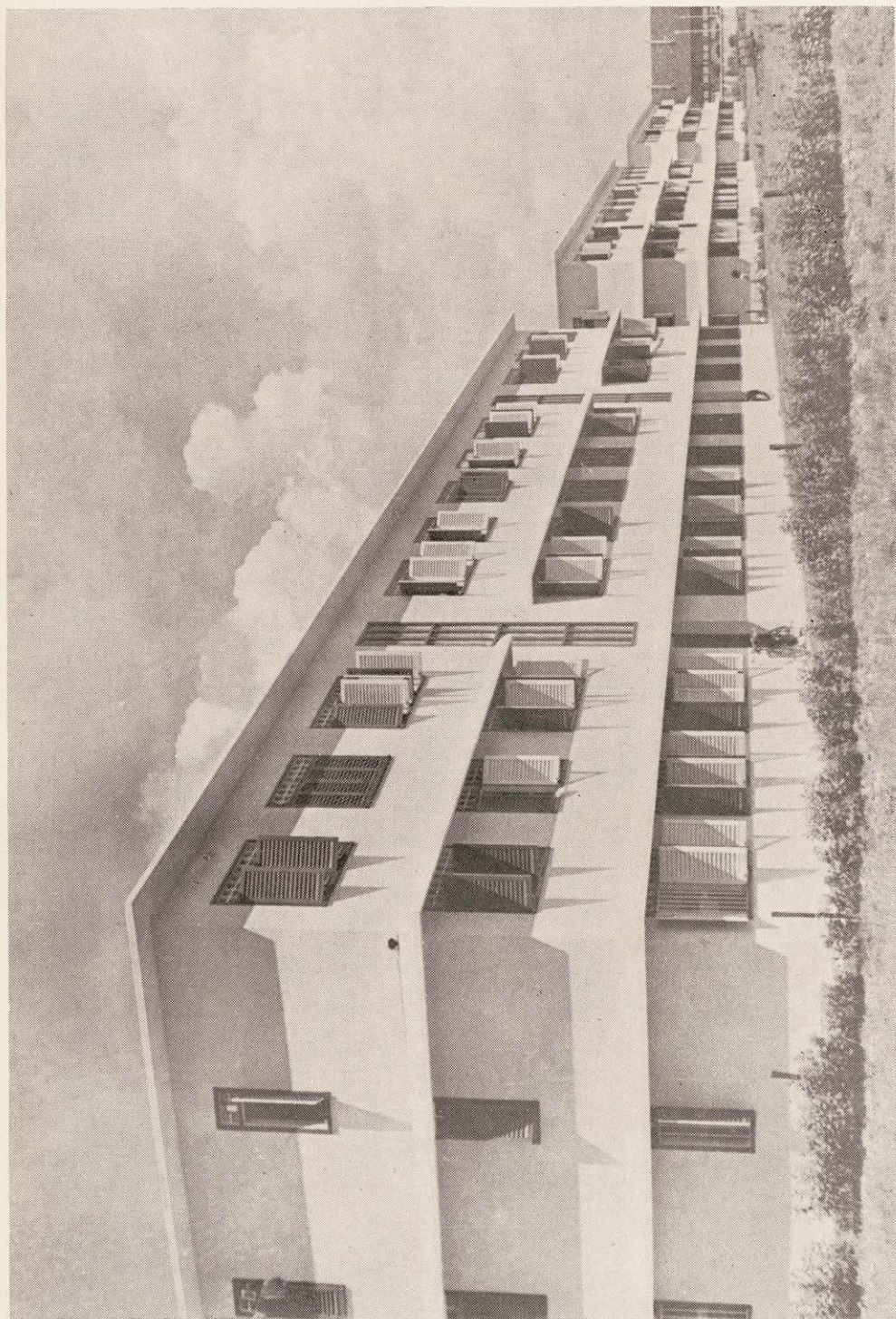
4. Reorganisation.

When the Trust was formed, nearly twenty five years ago, the population was approximately 400,000. In those days there was a slum problem and there was a degree of overcrowding, but nothing to compare with the magnitude of the problem today. There was a housing shortage but not a housing famine, and the public was not conscious of the need for planning and housing as they are today. In 1927 the Trust was formed for the purpose of Town Improvement and the main tasks as laid down in the Ordinance were the preparation of a General Improvement Plan and the carrying out of Improvement Schemes. This was not Town Planning but Town Improvement. Power to control the subdivision of land came later in 1932, and no zoning powers have ever been given. The Trust was as its name implies, an Improvement Trust.

The situation is very different in 1952.



A corner of the Princess Elizabeth Estate, off Bukit Timah Road, showing artisans' quarters and workmen's flats.



Completed flats at Boon Keng Road

During the past twenty five years Singapore has grown into a metropolis of over a million population and is the focal centre of South East Asia. The physical framework for this growth has been quite inadequate and has failed to cope with the rapid expansion of trade, industry, education, culture and recreation. In housing alone the Colony has been unable to replace the wastage and deterioration of existing property, far less provide for the population increase which is now estimated at nearly 40,000 a year. Standards of housing accommodation have been revolutionized during the last quarter century but nearly half of the population still live in the slums. The Trust has carried out a great deal of work both within and outwith the scope of the Ordinance, and is now firmly fixed in the minds of the public as the Housing Authority for Singapore.

Steady expansion of Trust activities took place before the war and very rapid expansion has taken place since. The 1947 Report outlined the history for the first twenty years. Since 1947 the growth and expansion of work has been phenomenal but the organisation is substantially the same as it was then. A Board of five officials and six unofficials sits with the President of the City Council as ex-officio chairman, and with the Manager as chief technical officer.

In 1927 the Manager had three senior officers and about fifteen junior officers. Most of the work carried out was in the preparation of Improvement Schemes, back lane schemes and giving advice on the laying out of land for development or sale. About 1930 there was a great deal of survey work in hand for these schemes and the survey side expanded to six senior surveyors on contract. A cadre of local surveyors, computers and draughtsmen were trained and local staff took the place of expatriate surveyors. All building contracts for back lane schemes and rehousing were then carried out by the Municipal Architect and redevelopment on Improvement Schemes was carried out mostly by private enterprise.

It was not till 1936 that the Trust undertook its own building work, and the back lane reconstruction programme, as well as a new housing programme, was carried out by new architectural staff built up between 1936 and 1941. Earthworks contracts were carried out by a small engineering staff attached to the General Improvement Plan staff and subdivisions were under the charge of the First Assistant Engineer. At the outbreak of war in 1941 the staff consisted of 9 senior officers, 36 survey staff, 12 General Improvement Plan draughtsmen, 12 architectural staff and 14 clerks. Since 1945 the scope and volume of work has steadily widened and increased. Land subdivisions have more than tripled, as have building plans and legal enquiries. Land control has presented an entirely new problem and has entailed a great deal of work—particularly the squatter problem. The building programme has rapidly gained momentum and this has meant the clearance of squatters for rehousing as well as a large programme of new housing.

Housing and Estate Management has reached such proportions that a small Estates Section started in 1947 has now grown into the largest department of the Trust. The staff required to open and maintain the Housing Register is part of this Department.

Administration and staff problems have been particularly complicated since the war and the Secretariat staff has had to be doubled. The Trust has decided that it is essential to have its own accounting staff and this

will become another small Department. The only department which has remained more or less as it was before the war is the Survey Department which has been relieved of the pressure of back lane work and is engaged in general survey work mainly in connection with housing estates and the setting out of buildings.

Before the war the Trust was regarded as equivalent to a Municipal Department but it is now a public authority with six separate departments under the control of the Manager. The 1952 Budget provides for an expenditure of \$27 Million and a staff of thirty senior officers, 269 junior officers and a labouring staff of nearly 400. A continuous process of adjustment and regrouping has been going on for the past four years and this has been hampered by a shortage of staff.

Early in 1951 it became apparent that this reorganisation must be consolidated and officially recognised. In March a Committee was appointed to study and report on this matter and this Committee presented three reports to the Board. These reports were accepted and Government was asked to sanction the changes and give them effect where necessary by legislation. The reply from Government was agreement in principle but that the final form must await the report on Local Government Organisation by Dr. Hill. This report was published in February 1952 and is likely to be under consideration for some time.

It proposes that the Trust should be abolished! I do not propose to comment on this here but the fact remains that reorganisation has taken place within the Trust. A new nine storey building will be occupied in July, 1952, which will house all Departments except the Survey Department.

The only changes which have not taken place are in the Board and in the management. Briefly the proposed organisation is as follows;—

- (a) A full time Chairman.
- (b) The Manager to become Deputy Chairman.
- (c) The Board to be increased from eleven to fourteen.
- (d) The Board to have power to delegate statutory duties to any committee or officer of the Trust.
- (e) Four Standing Committees to be formed viz;
 - (i) Finance & General Purposes.
 - (ii) Planning.
 - (iii) Building and
 - (iv) Estates.
- (f) The Departments of the Trust to be as follows:—
 - (i) Planning Team — Chief Planning Officer.
 - (ii) General Improvement Plan Department — Chief Improvement Plan Officer.
 - (iii) Architectural Department — Chief Architect.
 - (iv) Estates Department — Estates Manager.
 - (v) Survey Department — Surveyor in Charge.
 - (vi) Secretariat — Secretary.
 - (vii) Accounts Department — Accountant.
- (g) Administration and staffing charges consequent on the above.

Whilst appreciating the need for reorganisation at the top Government has deferred approval of items (a) to (d). Two of the four Committees have been appointed viz.—Estates and Building, and the other two will be appointed when committee clerks have been trained. In the meantime ad hoc committees are formed to deal with particular problems.

It is possible that as time goes on the committee system may be modified so that time and work may be saved. It is here that the need for reorganisation is obvious, and there is now a proposal to appoint an Organisation and Methods expert to study the whole matter and make recommendations for streamlining procedure. Board meetings get more lengthy and tedious as time goes on and the more difficult items are either referred to a committee or deferred for further consideration which means irritating delay. Item (f) is now in operation and the salaries of heads of departments have been regraded to correspond with their increased responsibilities. Full delegation of duties cannot take place until legislative authority is obtained. It is hoped that this will be obtained soon.

The Trust will celebrate its twenty fifth Anniversary on 1st July, 1952.

5. **Planning Progress.**

The Departmental Report of the General Improvement Plan Department details very clearly the vast increase in the work which this Department has had to carry out during the year. This is mainly work which has to be carried out to a time schedule and cannot be allowed to accumulate. Comparative figures are given for subdivisions, building plans, (Municipal and Rural) and legal enquiries. The volume of work continues to increase. A section of the draughting staff is engaged in preparing new standard sheets for the whole of the Island and until this is completed the work of recording physical and statutory changes cannot be proceeded with smoothly.

The Planning Team is dependent on this Department for the preparation of its basic maps.

For the greater part of the year the Senior Planning Officer was either on leave or acting for the Manager, and the Department had only two experienced senior officers, one on General Improvement Plan work and one on engineering. The staff was augmented during the year by two senior officers and two probationary assistants and by the end of the year the statutory planning work was running smoothly. The layout and subdivision plans number between fifty and seventy a month and these are now approved by exhibition at Board meetings instead of being circulated. This system is more expeditious and is working well but it makes a very heavy item on a long agenda.

6. **Site Preparation - Earthwork Contracts.**

The Trust has reached a stage in the development of its lands where every site needs to be prepared by the letting of an earthwork contract after the squatters are removed. Some of these contracts reach major proportions and take up a considerable time. For the next few years this type of work will increase in magnitude and mechanical equipment, of which Singapore is woefully short, will have to be used. Costs for this

type of work have also risen sharply due to increased wages and the Trust has now decided to purchase its own equipment in an effort to reduce costs and expedite site preparation.

7. Survey and Planning Team.

During the year the proposals for appointing a Diagnostic Survey and Planning Team reached finality, and the senior officers for the Team were all appointed before the end of the year. They consist of;—

- (a) Chief Planning Officer. B.Sc. (Estate Management), A.R.I.C.S., M.T.P.I., Surveyor and Planner.
- (b) Planning Officer. A.A.Dip., A.R.I.B.A., A.M.T.P.I., Architect and Planner.
- (c) Planning Officer. B.Sc. (Lond). Economic Geographer & Planner.
- (d) Planning Officer. Diploma of Town Planning (Manchester). Planner.
- (e) Administrative Officer. L.C.C. experience.

Officers (b) & (d) are seconded from the General Improvement Plan Department and the others were appointed in the United Kingdom.

The junior staff which is now being recruited consists of two probationers, four clerks and six draughtsmen. The Team started work in January, 1952, and has three years in which to prepare the Survey and Master Plan. The Team works under the general direction of Sir George Pepler, Planning Adviser to Government and under the supervision of the Manager. The salaries and administrative costs of the Team are payable by Government under a separate budget.

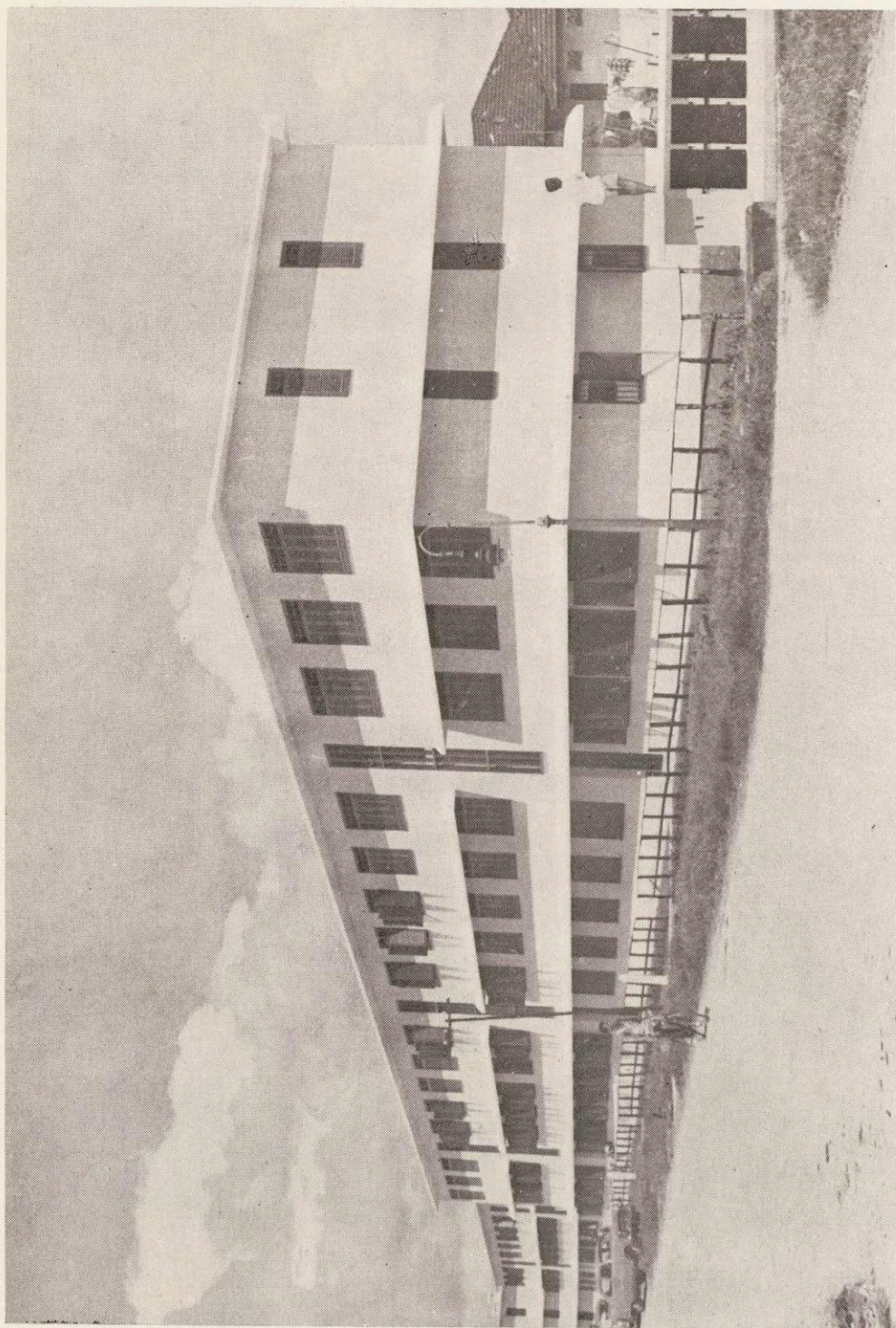
Until the Pickering Street offices are ready the Team is working in shop accommodation on one of the Trust's housing estates.

8. Housing Progress.

The report of the Architectural Department and Appendix B shows the amount of new work which has been carried out during the year. In 1951 the housing programme moved into top gear and although the number of houses completed by the 31st December was only 732 an additional 566 were ready for occupation during January 1952. A sum of over \$12 million was spent on housing during the year and the number of houses under construction at 31st December was 2030 representing a capital cost of approximately \$20 Million. Whereas two years ago the average time of completion for a contract of four storey flats was six months, the time is now approximately twelve months. This is due in part to delay in the supply of essential materials but mainly due to the serious shortage of skilled labour. Site and works organisation become very difficult and expensive under such circumstances and the result has been that contracts cost up to fifty per cent more than they did in 1949. The Trust is still producing houses cheaper than private enterprise. This is achieved by careful office preparation in the first place, a system of tendering on the basis of a full specification, complete working drawings and details, schedule of prices and prompt settlement of claims. This system together with close supervision on the job itself produces the best possible value for the public money which is being spent.



Part of Kampong Silat Estate



New flats at Bendemeer Road

For nine months of the year the Architectural Department has been without the services of the Senior Architect, Mr. Stanley Woolmer, who was fortunate in gaining a Commonwealth Fellowship for one year to study building methods and organization in the United States of America. Only two fellowships are available annually in the Colonial Empire and the Trust considers it a signal honour that a Trust officer should be chosen for this important study.

9. **Housing Management.**

It is considered by many authorities on the subject that the most important part of housing is housing management. Housing Estates are designed and built in a matter of two or three years and normally the architect's job finishes here. Good housing should last from fifty to a hundred years, and the success or otherwise of a scheme depends largely on how the houses are managed during their long life. Local authorities in European countries and in America, where extensive public housing is being carried out, realise the necessity and value of good housing management, and they employ highly trained and well paid staffs to carry out this important work.

There is more in housing management than rent collection and repairs. In fact the Estates Department of the Trust does neither but is fully engaged in the other phases of management. When a small Estates Section was formed in 1947 with one senior officer, two inspectors, and half a dozen clerks, few people realised that in four years this staff would require to be expanded to five senior officers and over fifty other office staff. The number of Trust houses has of course more than trebled since that time but this is not the sole reason for the large increase of staff. Prior to 1947 organised public housing management was unknown to Singapore and it has been hard to convince many people of the need for it.

The Trust has learned the hard way. The absolute necessity for efficient management and for an adequate staff to carry it out is emphasised in the report of the Committee which investigated the working of the Estates Section in 1950.

The rapid growth of this Section, now the Estates Department, caused a lot of growing pains and many of them were due to the necessity to employ untrained junior staff to try to cope with problems which required the services of trained and experienced officers. For three years the Section "just grewed like Topsy" and there was strong evidence that it was growing in the wrong way.

The peculiar circumstances of the housing famine and the value placed by the public on obtaining housing accommodation at any cost, coupled with the methods which were used and are still being used to discredit the staff and condemn the Trust, have had a demoralising effect on many young and inexperienced officers who were honestly trying to do their best under very difficult conditions.

Stronger leadership may have had a steadying effect, but strong action does not always have official backing, and the Department has passed through a difficult period particularly in regard to the retention of staff on which much time has been spent on training.

With the adoption of the Report of the Committee of Enquiry a period of reorganisation followed and this is in the process of being carried out. It is felt that the corner has now been turned and with the new appointment of an Estates Manager of some considerable experience there will be extra strength where it is required. Many problems have still to be ironed out particularly in the training of junior staff but the staff position has greatly improved in the last year.

The biggest piece of work which was carried out by the Department during the year was the opening of the new application register. This required careful preparation after the conditions had been approved by the Board, and a special staff was employed and trained to deal with registration of applicants. The register was opened on the 11th October, 1951, and after the opening day when the initial rush had abated the process of registration went smoothly. By the end of the year approximately 50,000 application forms had been given out and 7924 applicants registered. The system is working well and is so safeguarded that many of the troubles of the past should be eliminated.

Credit is due to the staff for the excellent manner in which the registration was organised and the smooth way it is now being carried out. The register now forms a valuable source of information on the housing needs of the people who are registered, and the work of allocation is comparatively simple.

10. **Improvement Schemes.**

The 1951 Budget provided for expenditure of one million dollars on three Improvement Schemes. Only a very small amount has in fact been spent on preliminary work as it has been found impossible to finalise the preparation of any of these schemes due to lack of senior staff. The preparation of a large Improvement Scheme entails a large amount of highly technical work, and little progress can be made until senior staff is available. It is the intention that these schemes should have the full time attention of an architect planner on the General Improvement Plan Staff and at the time of writing an appointment has just been made. These schemes will entail extensive acquisition and redevelopment of slum areas and the provision of alternative accommodation must be dovetailed into the housing programme.

11. **Board of Trustees.**

The Chairman of the Board Mr. T. P. F. McNeice was absent on leave from March to September and his place was taken by Mr. Norman Ward as Acting President, Municipal Commission. A tribute was paid to Mr. Ward at the September Board Meeting for his sterling work as interim chairman, by his patience and understanding at meetings and his quick grasp and tactful handling of the problems which arose during his term of office.

There have been two changes in the Board from the previous year. Mr. W. C. Taylor took the place of Mr. Andrew Gilmour as Acting Financial Secretary and has been a great asset to the Board throughout the year. Mr. P. J. Johnson was replaced in January by Mr. D. Robertson who served throughout the year. Mr. Johnson was an unfortunate victim of the Riots

in December, 1951, and is still recovering from that terrible experience. We wish him a complete recovery. Dr. N. A. Canton returned from leave in December, 1950 and resumed his seat on the Board. Dr. W. E. Hutchinson, his Deputy, who has since retired from City Council service was not only a valuable member of the Board but did a great deal of most valuable work in co-operation with the staff of the Trust, in his capacity as Deputy City Health Officer. His services to the Trust were more than merely official.

12. Staff.

A further expansion of staff has taken place during the year, and Appendix H, shows the number present in each Department.

Eight senior officers have been recruited but only two started work during the year, these being one planning officer and one assistant architect. Two planning officers and three of the Diagnostic Survey Team staff arrived early in 1952 and the Estates Manager is due to arrive in March. Mr. G. M. Davidson left in April, 1951, to take up an appointment with the Penang Municipality. Mrs. Liza Ho replaced Mrs. Lena Sanders in March, 1951, as a temporary assistant planning officer. Both these ladies have done excellent work in filling a most vital appointment pending recruitment of permanent planning officers. The senior staff establishment for 1952 is thirty. At the end of 1951 there were twenty one senior officers on the staff.

The system of recruiting University of Malaya graduates for probationary senior officers posts came into operation during the year and six appointments were made, comprising four planning officers and two estates officers. These probationers sign a three years' contract, and must pass the intermediate examination of the Town Planning Institute or the Royal Institution of Chartered Surveyors before being put on the permanent staff. These appointments are well paid and present excellent opportunities for local graduates. The success of the scheme will depend on the graduates themselves. There are still two vacancies in the planning team for planning probationers. Two probationary assistant secretaries have been appointed and are progressing satisfactorily.

Good junior staff is still difficult to recruit.

The time scale was adopted by the Trust with the salary revision scheme but I consider that it is quite unsuitable for the Trust organisation. A committee has been appointed to consider its revision. Cadetship Schemes have been prepared for the Architects, Planning and Estates Departments to allow brilliant boys to rise to higher posts by passing recognised examinations, but the difficulty is to attract the steady and reliable recruit. There are plenty of scholarships available for the brilliant boys which will take them to the University for further study or to technical courses in the United Kingdom, or America.

The junior and probationary staff at the end of 1951 numbered 197. There is provision in the 1952 Budget for 269.

Throughout the year most of the Departments were short staffed particularly the Secretariat, General Improvement Plan Department and the Estates

Department. The fact that no serious delays occurred in current work reflects credit on the nucleus of hard working officers in these Departments.

I would like to express my appreciation of the work which these loyal officers have put in, and for the valuable hours of overtime which appear to go unrewarded but which are not forgotten.

13. **Manager's Tour of America.**

At the invitation of the Singapore Government and under the auspices of the Economic Cooperation Administration the Manager undertook a tour of the United States and the Caribbean areas for the purpose of studying Housing and Planning in these countries. The trip was made by air via the United Kingdom and the Atlantic, returning via the Pacific and Hong Kong. Three months were spent on the trip, and the following States and Cities were visited:— Washington D. C., Pittsburg, Toronto, Boston, New York, Philadelphia, Tennessee Valley, Georgia, Florida, Puerto Rico, Jamaica, Mexico, Texas, California, Hawaii, Manila and Hong Kong.

The tour was one of intense interest and although the time spent at each place was necessarily limited a very full programme of visits and discussions was carried out and an immense amount of information on a great variety of subjects collected. The subjects studied included planning methods and legislation, highways and parkways, traffic control and parking, housing policy and legislation, materials and methods of construction, site organisation and equipment, housing management, multi-storey housing and community planning, slum clearance and redevelopment, and industrial planning. In Puerto Rico interesting experiments in aided self help housing were studied and methods of housing finance in the different countries were compared.

It will be understood that in the short time available it was not possible to make an exhaustive study of all these subjects, but sufficient was learned to be of considerable help in planning a policy and programme for the special problem of Singapore. A full report is being prepared and it is hoped that it will be published.

14. **Five Year Programme.**

The pressure of work has been so great since the war that it has not been possible to look far into the future and plan a programme of work for more than a year or two ahead. The preliminary three year housing programme proposed by the Housing Committee in the 1947 Housing Report has been completed with modifications and additions but it has not been possible to plan a long term housing programme or in fact any other development programme for want of a Master Plan. Planning has been confined to carrying out statutory duties and this work although very necessary is in a sense unproductive.

Housing has been carried out to programmes approved annually and provided for in the annual estimates, but housing schemes cannot be carried out within the limits of an annual programme and always overlap from one year to the other. Consequently due to unavoidable delays in the clearing of sites, etc., parts of the 1949 housing programme may not be commenced till 1951, and not completed till 1952, and final payments may not be made

till 1953. This does not mean that production is lagging behind but it does mean that the details of Annual Estimates may be far out at the end of the year and the true position is difficult to show.

This applies also to Improvement Schemes and other construction projects and the only way to get a true picture of constructional programme and progress is to prepare a progressive plan for a number of years. In order to avoid confusion therefore the Trust's Housing Programmes for the past few years have been numbered instead of bearing the name of the year in which they were initiated. The 1948 Programme becomes No 1 and the 1952 Programme becomes No. 5. - Appendix C shows how these programmes have progressed and the money committed and spent during the past four years.

A five year housing programme has been prepared which provides for the complete development of the land now in the possession of the Trust and in future years it is proposed that a complete five year programme of constructional works will be put up with the Annual Budget to give a picture of proposals five years in advance. This can only be done within the framework of the Master Plan and it is hoped that this will be sufficiently advanced to allow a five year programme to be prepared in 1952.

PART II
SECTIONAL REPORTS

I. SECRETARIAT

The further increase of the various Trust Departments has resulted in the expansion and re-organisation of the Secretariat. Certain administrative duties of the Manager were delegated to the Secretary and with a number of ad hoc committees being formed, approval was obtained for the appointment of another Assistant Secretary and two Committee Clerks. The latter were intended as a nucleus for the introduction of the committee system which has become necessary by the increase in the work of the Trust. Of the scheme introduced in 1950, one Probationary Assistant has already completed his probationary period and the other has been with the Trust for more than six months. It is considered that this scheme is developing very satisfactorily.

Other Departments, except the Estates Department, were still without their own clerical staff and the Secretariat has therefore had to perform the clerical duties of those Departments. Provision has been made in 1952 for all Departments to have their own clerical staff and become self supporting; the Secretariat will then act in a similar manner to the Secretariat of the City Council.

Financial matters are still the responsibility of the Secretariat under the City Treasurer, but the Board, in December, approved the appointment of an Accountant. It is hoped that financial matters will be dealt with by a separate Accounts Department after the Accountant has arrived and become familiar with the working of the Trust.

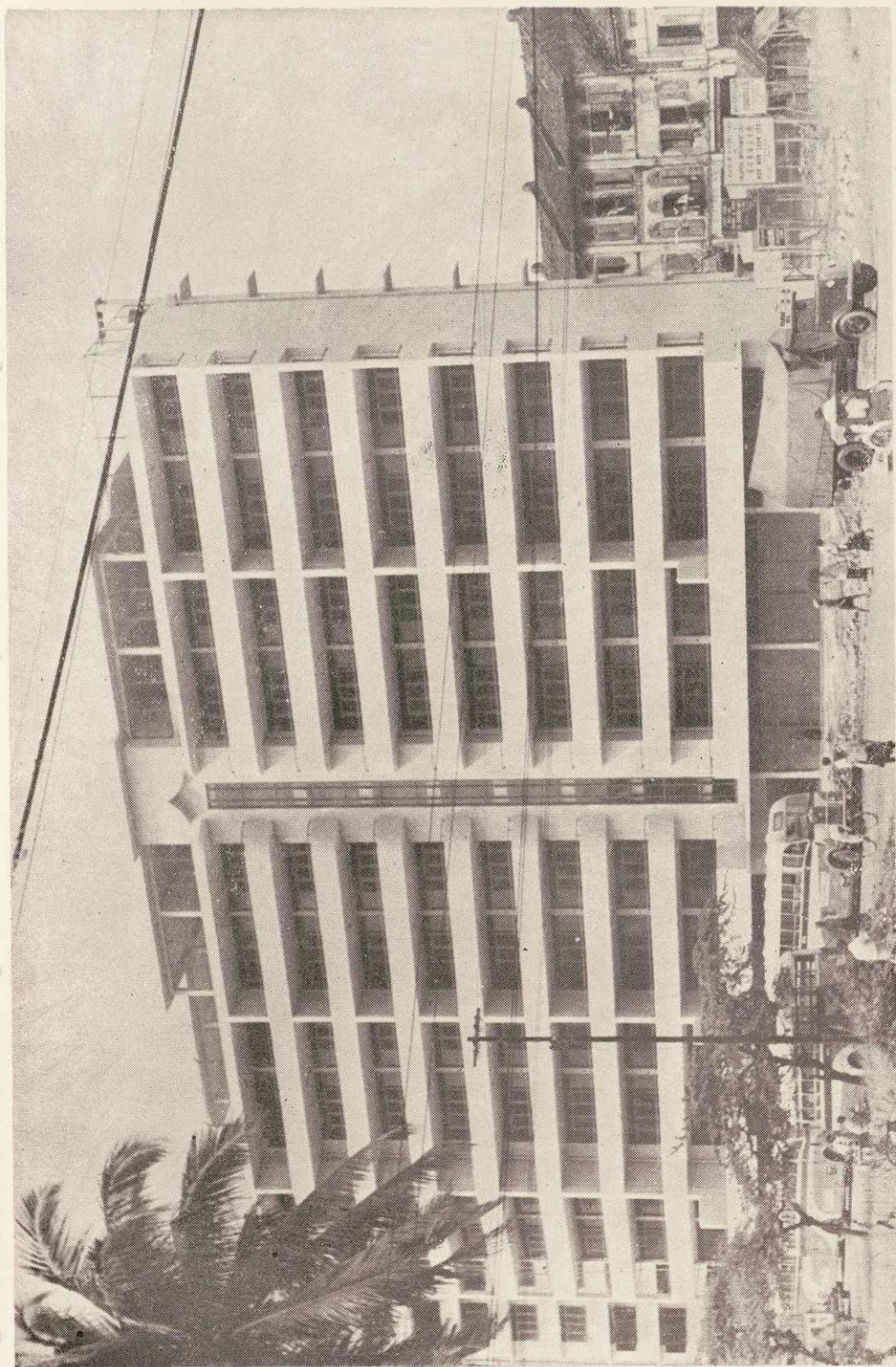
Reference is made in Part I, Section 3, to the improved collection of back lane charges during 1951 now that the Second Assistant Secretary has been able to devote his attention to this.

II. GENERAL IMPROVEMENT PLAN DEPARTMENT

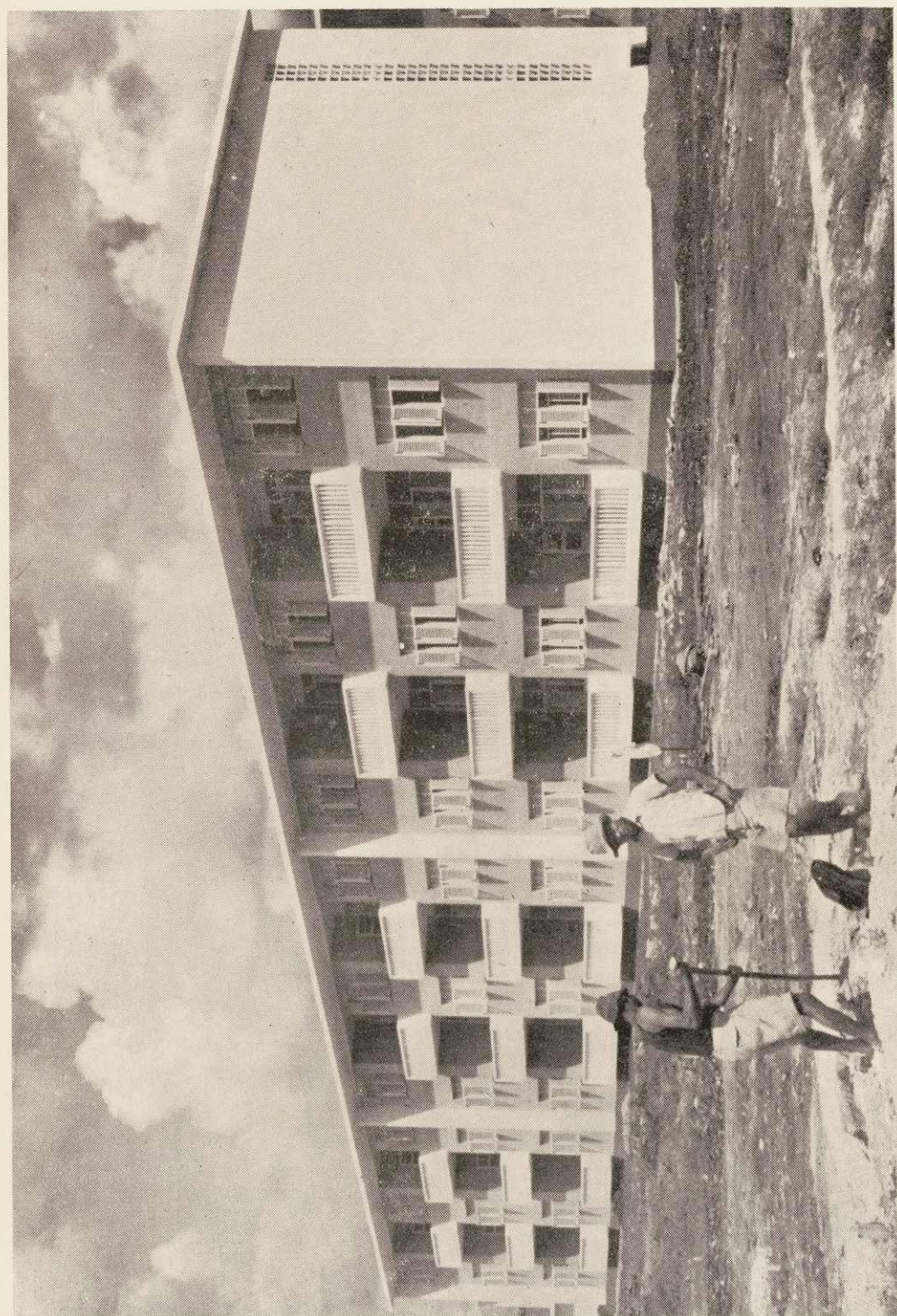
Preliminaries

The work of the General Improvement Plan Department falls properly into four separate and distinct categories:—

- (i) Work initiated by the Trust for improvement of the City and Island of Singapore, under the terms of Ordinance.
- (ii) The constant revision of the records which are part of the General Improvement Plan.
- (iii) The control of land and development under Sections 58 and 59 of the Ordinance.
- (iv) All earthworks required for the preparation of sites to be used for the Trust's building programme.



One of three blocks of nine-storey flats, shops & offices at Upper Pickering Street.



Laying out the estate at Alexandra Road after completion of building.

Categories (ii) and (iii) are statutory and the volume of work involved is not controlled by the Trust. It is estimated that the overall work connected with the rehabilitation and revision of the General Improvement Plan increased by 120%, while that connected with the control of development of land increased by 50%.

Category (iv), while not being statutory, is nevertheless of high priority, as it would not be politic to hold up the building programme. During 1951, the work involved increased by 236%.

The increase in staff during 1951 was 18%, but this included clerical staff recruited to carry out work formerly dealt with by the Secretariat. In actual practice, the increase in staff available to deal with the increased work referred to above was less than 10%.

Although a complete re-organisation of methods was carried out, it was inevitable that the standard of work in the Department had to be reduced and it was only by increased vigilance by the senior members of the staff that no major errors were made. For the first time post-war, there was a back-log of routine work in certain sections at the end of 1951.

Work initiated by the Trust under category (i) was virtually at a stand-still, for it was impossible to spare any staff, senior or subordinate from the routine work under the other three categories.

Detailed reports of the work under each category are as follows:—

1. Work Initiated by the Trust under the Ordinance.

(a) Layouts and Improvement Schemes.

To the nineteen planning proposals under consideration during 1950, two were added during 1951 (Appendix A refers). As at 31st December three layouts had been approved by the Governor in Council, four finalised plans had been submitted for approval, six plans, including three Improvement Schemes were in the course of amendment, while the remaining six plans were in abeyance.

(b) Back Lanes.

No work connected with back lanes was initiated or carried out by this Department during 1951.

2. Revision and rehabilitation of the General Improvement Plan.

Work proceeded during 1951 on the new 20" x 15" plans. Instead of the reduction of scale in all cases, it was agreed, in consultation with the Government Chief Surveyor, to concentrate on two scales only: all plans for the City area to be produced at a scale of one chain to one inch and all plans for the Rural area to be produced at a scale of eight chains to one inch. It was further agreed that the plans for the City area should be orientated north and south in keeping with Survey Office plans, instead of each street block being depicted on a separate sheet orientated to suit the shape of the block in its relation to the size and shape of the sheet.

Appendix A indicates the progress made during 1951, when the increase over 1950 was 10% in completed sheets. To this must be added a further increase of 364 sheets or 184% in preparation, many of which will be completed early 1952.

It is expected that plans to a scale of eight chains to one inch will shortly be made available for the City area. There would then be coverage for the whole Island at this scale, which is also the scale of the aerial photographs which are now in use. The advantage of having the General Improvement Plan, aerial photographs, the land utilisation survey (to be completed during 1952) all to one scale needs no emphasis.

3. Control of land and development in accordance with the General Improvement Plan.

It was in this section that the greatest difficulties were experienced during 1951. The majority of the work falls on the senior officers and the clerical staff, and of the staff of ten on this establishment, only five were available during the first half of the year and eight during the second half. After the first quarter, only one of these had been in the service of the Trust before the beginning of the year.

Of the total man hours spent in the Department, 72% were devoted to work under this heading.

(a) Private Layouts.

In order to deal adequately with the 49% increase in work connected with the submission of proposals under Sections 58 and 59, a new system of filing was devised and put into operation during the second half of the year. All records are now kept by the Department thus saving much time unnecessarily spent referring to Secretariat records. There were no major changes in routine procedure, except that submissions must now be made on a standard form which materially reduces clerical work.

The types of submissions have not altered during the year, but there were fewer large scale proposals than previously. This may have been because most of the landowners whose land is assessed as potential building land had already submitted their proposals for the sale of the land to intending developers.

(b) Building Plans.

The 62% increase in building plans for the City area was partly compensated for by the 15% reduction in those for the Rural area. However, the amount of work involved in attending to Rural area zoning proposals increased considerably and it is probable that the work connected with the checking of building plans and the layout of the lots was at least 55% greater than during 1950.

Although not yet in operation, a new procedure has been devised in co-operation with the City Architect and Building Surveyor, whereby site plans will be checked by the Trust before the submission of full building plans. If the layout is not in order, time will be saved by all Departments concerned and the owner will be spared the expense of preparing plans for a building which may not be permitted.

(c) **Legal Requisitions.**

The work necessitated by the increase of 11% over 1950 in the number of requisitions received fell largely on the clerical section. An average of over 12 written and 20 oral enquiries were dealt with daily.

(d) **Alienations of Crown Lands.**

During the second quarter of the year, the work connected with checking the proposed alienation of Crown Lands was transferred from the Architectural Department. This work is properly the responsibility of this Department and the transfer represented the last major change in distribution of work following the formation of distinct departments within the Trust.

As the procedure for dealing with this work has only recently been completely related to existing work in the Department there were inevitable delays and at the end of the year there was a substantial volume of work outstanding for which no trained officer was available. It is expected that new officers, recruited in the last quarter of the year and who should commence duties early in 1952 will be able to deal with this back-log at an early date.

(e) **Printing Section.**

It is fortunate that the sale of copies of the General Improvement Plan to the public decreased by 19%, because the overall increase of 11% in plans printed (resulting from the increased number of plans for office use) strained the capacity of the printing machinery to the limit. A new printing machine is expected from the United Kingdom at an early date, and it will then be possible to cope with a further increase of about 50% without difficulty.

4. Earthworks.

The Trust having utilised most of the relatively level land in its ownership, it is now necessary to carry out considerable cutting and filling before the more hilly land is suitable for housing under the Trust's building programme.

It is estimated that the actual amount of work carried out during 1951 represented an increase of 236% over 1950, in terms of the value of work, and an increase of nearly 150% in terms of time spent in office work and supervision.

Contracts dealt with during 1951 consist of the balance of the 1950 Kampong Silat contract, and new contracts for two areas at Kampong Java, one at Delta Road, one at Farrer Park and the first half of a major development south of Tiong Bahru Road. The contracts involved the movement of 89,229 cubic yards of earth and the subsequent levelling of the site.

Even larger contracts are expected in 1952 and a separate section of the Department has been formed to deal with them.

5. Incidental work.

In addition to the work under the four major categories with which this report has dealt so far, there were other small but important jobs carried out for other Departments.

(a) Work for Government Departments.

For the Safety First Week Exhibition in June 1951 (Public Relations Department and Police) three special maps were prepared and one chart and a statistical model were designed for execution by the Departments concerned.

(b) Work for City Departments.

New plans and copies were prepared of the proposed One Way Traffic System for use by the City Vehicles and Traffic Committee.

The site of the hawkers' shelter on the promenade was set out for the City Architect so as to conform to the line of the proposed sub-arterial road on the Beach Road Reclamation.

(c) Work for Trust Departments.

Apart from minor non-routine work for sister Departments in the Trust, the majority of work connected with the setting up of the Diagnostic Survey Team fell to this Department. The recruiting and training of the junior and subordinate staff and the preliminary arrangements for accommodation and furniture were carried out and budget provision made for these items as well as those for which expenditure might be expected in 1952.

The preparation of a new map of the Island to a scale of 1 to 25,000 was carried out primarily by draftsmen recruited for the Team under the supervision of the officers of this Department. This work necessitated the evolution of a technique of preparation new to Singapore.

The records of Trust lands were handed over to the Estates Department during 1952. As time permitted, work in connection with the revision of these records (in collaboration with the Estates Department) was carried out. This work was not yet completed at the end of the year.

6. General.

At the end of 1951, owing to difficulties in recruitment and retention of officers, senior, junior and subordinate, there were 20% vacancies in the establishment. Added to this a further 8% (representing 4 trained draftsmen) were lent to the Diagnostic Survey Team.

At the beginning of 1952, therefore, trained staff were available for only 72% of the approved establishment. As the monthly records of the Department show that the increase of work during 1951, as indicated in this report, is following an upward trend, it is very doubtful if the Department will be in a position during 1952 to undertake any work other than that imposed upon it by statutory requirements.

APPENDIX A.

GENERAL IMPROVEMENT PLAN DEPARTMENT.

Details of Private Building Plans referred during 1949, 1950 and 1951.

(a) CITY AREA.

	Year	Bungalows	Shop- Houses	Terrace Houses	Factories	Others	Total
New Buildings	1949	358	282	148	8	656	1452
	1950	415	193	287	5	841	1741
	1951	808	377	340	14	1280	2819
Additions & Alterations	1949	36	52	1	1	25	115
	1950	22	43	—	1	31	97
	1951	26	29	5	0	24	84
Requisition for setting out	1949	22	174	152	—	154	502
	1950	41	178	75	5	235	534
	1951	25	241	218	11	369	864
Buildings Completed	1949	178	124	25	6	201	534
	1950	179	152	76	2	220	629
	1951	231	189	89	2	339	850
TOTAL	1949	594	632	326	15	1036	2603
	1950	657	566	438	13	1327	3001
	1951	1090	836	652	27	2012	4617

(b) RURAL AREA.

New Buildings, Additions and Alterations and Buildings Completed

1949 — 1165

1950 — 1875

1951 — 1593

**Additions and Alterations to the General Improvement Plan under
Sections 58 and 59, Singapore Improvement Ordinance.**

	1948	1949	1950	1951
Proposals under consideration 1st January.	11	32	127	88
Proposals received during the year	339	505	494	683
Proposals for correction and not resubmitted within 14 days	107	154	211	142
Proposals disapproved by the Board of Trustees	8	5	14	33
Proposals approved by the Board and incorporated in the General Improvement Plan (Section 58).	203	251	308	79
Proposals approved by the Board and incorporated in the General Improvement plan (Section 59).				379
Proposals under consideration 31st December.	32	127	88	138

Legal Enquiries, Sales of Copies of General Improvement Plan.

	1948	1949	1950	1951
Legal Requisition forms in connection with the General Improvement Plan received and answered	2335	2801	2934	3258
Copies of General Improve- ment Plan sold	1533	1874	*2864	2317
Prints made on Trust Print- ing machines	5000	5303	8241	9187

*Increased assessment of land resulted in many enquiries and sales of plans to affected owners.

Rehabilitation of the General Improvement Plan.

(a) Old Series - Size of Plan 40" x 30".

No work was done on the old series of plans during 1951.

(b) New Series - Size of Plan 20" x 15".

	Completed 1950	Completed 1951	In preparation 31.12.51	Balance to be prepared	Total no. of sheets.
(i) Transparencies					
1 chain (preliminary)	50+	37+	—	—	87+
(final)	—	15	364	228	607
2 chains (now abandoned)	6x	9x	—	—	—
8 chains	69	40	—	—	109
Total	125	101	364	228	803
(ii) General Improvement Plan Sheets					
1 chain (preliminary)	—	37+	—	50+	87+
(final)	—	—	—	607	607
2 chains (now abandoned)	17x	—	—	—	—
8 chains	10	19	—	80	109
Total	27	56	—	737	803
(iii) Standard Sheets.					
1 chain (preliminary)	—	37+	—	50+	87+
(final)	—	—	—	607	607
2 chains (now abandoned)	17x	—	—	—	—
8 chains	10	19	—	80	109
Total	27	56	—	737	803
Total work	179	213	364	1702	2409
Less x work abandoned	40x	9x	—	—	—
Less + preliminary sheets	50+	111+	—	100+	261+
Total of Final Sheets	89	93	364	1602	2148

Details of Trust Layouts and Improvement Schemes under consideration during 1951.

Title.	Position as at 31.12.51.
1. Roundabout—River Valley Road/Clemenceau Avenue	Approved by Governor in Council
2. Telok Ayer Reclamation (N)	Revised plans prepared by Trust under consideration by Government and City Council.
3. Telok Ayer Reclamation (S) Improvement Scheme	Revised plans to conform to Singapore Harbour Board proposals in preparation.
4. Ring Road/Holland Road/Alexandra Road	Approved by Governor in Council
5. Bukit Timah Village By-pass.	Approved by Governor in Council
6. Tampenis Village By-pass	Deferred final siting of new airport.
7. Holland Village By-pass	In abeyance
8. Bukit Timah Village (S)	To obtain Order in Council
9. Proposed Road—Holland Road/Bukit Timah Road	Preliminary calculations
10. Widening of Kampong Bahru Road	Preliminary designs for junction with proposed Ring Road.
11. Widening of Nelson Road	To await development.
12. Kallang Basin Layout	With City Engineer for drainage and canal proposals.
13. Amendment to Race Course Improvement Scheme	Revised scheme in preparation.
14. Covent Garden Improvement Scheme	Revision of road junctions under consideration
15. Havlock Road Layout	In abeyance
16. One Way Traffic Plan	Under consideration by the City Council.
17. Roundabout—Keppel Road/Kampong Bahru Road	Revised plan necessitated by Singapore Harbour Board's proposals.
18. Re-alignment of Jalan Tua Kong	Approved by Board of the Improvement Trust.
19. Beach Road Reclamation Scheme	New Road set out at junction with Stamford Road, Coastal Road alignment to be reconsidered as Kallang Airport is to be replaced by a new Airport at Paya Lebar.

III. ARCHITECTURAL DEPARTMENT.

The Trust's housing work in 1951 has been considerably delayed due to a sharp rise in building costs during the first half of the year. The letting of several large contracts was postponed in the hope that prices would fall. It was only in the last few months of the year that these contracts were eventually let and this will mean that the buildings will not be completed until late in 1952. There remains now only two of the 1951 projects to be let - one at Kim Tian Road, Tiong Bahru and the other at Alexandra Road. Both these sites have been piled and sewered and the hollow blocks have been manufactured but the Trustees were dissatisfied with the tenders received. The Trust is committed to the schemes, however, and steps are being taken to effect economies.

In addition to the work on the 1951 programme, the Department was engaged in completing the backlog of the 1950 programme which was carried over into 1951.

During the year large housing schemes were completed or about to be completed at Alexandra Road, Kampong Silat, Prinsep Street, Tiong Bahru, Princess Elizabeth Park, Bukit Timah, Balestier, Jalan Besar and Havelock Road. Other contracts at Alexandra Road, Tiong Bahru, Kampong Java, Upper Pickering Street, Tiong Bahru Road and Havelock Road will be completed towards the end of 1952.

During the year 462 flats, 118 shops and 152 artizans' quarters were completed, and handed over to the Estates Department and 566 flats were handed over in January 1952 the delay being due to provision of Municipal services. 1,582 flats, 79 shops and 448 artizans' quarters were under construction at 31st December, 1951. Approximately \$12 million was spent on construction during the year compared with \$8 million in 1950 and \$4 million in 1949. The value of work under construction at 31st December, 1951, was \$20,093,000/-

The rate of progress on most schemes has been slow due to factors outside the Trust's control. There have been periodic shortages in materials, especially in cement, steel, granite and roofing tiles. The shortages in cement and tiles have eased but steel is expensive and short granite supplies have retarded progress seriously. The question of granite is now being taken up with Government. Shortages in steel are still expected due to the speed-up in armament programmes throughout the world.

The shortage of skilled labour is now acute. The flow of skilled tradesmen from Hong Kong and South China has ceased and the trade is having great difficulty in finding sufficient competent labour. The result is a sharp rise in labour costs. On the initiative of the Trust a Working Party was formed to investigate the possibility of overcoming the shortage and its report will be forwarded to Government shortly.

The Princess Elizabeth Park Scheme at Bukit Timah, the artizans quarters in which were built out of the Princess Elizabeth Fund, is now almost complete and will provide in all 84 artizans' quarters, 84 flats and 18 shops in the rural area.

The Upper Pickering Street nine-storey scheme will be finished about June, 1952. It has been necessary to convert the centre block into offices

for the Trust owing to the expansion of staff. In this block will be housed all Trust Departments except the Survey Department. The move is regarded as temporary and it is hoped eventually to house the Trust, Lands Office and Government and Trust Survey Offices in a new building at Beach Road.

Trust Sites available for housing schemes will soon be exhausted. There remain sites at Alexandra Road adjacent to Tanglin Road, Kampong Java, Farrer Road, the south side of Tiong Bahru Road and Alexandra Estate (West), the latter being about 460 acres and will be developed in stages over a period of from 3 to 5 years. These sites of course are quite inadequate to deal with the housing shortage and the whole question of sites is being investigated.

A pilot plan is needed during the next six months which at least will indicate the areas where houses are to be constructed so that sites can be reserved as soon as possible. Many of the best housing sites on the Island and in the City are occupied by graves and squatters, often adjacent. A scheme is now being considered by the Trust which may entail taking over cemeteries and developing them as housing estates. The areas cleared of squatters will then be developed for housing also.

An exhibition entitled "The Homes of Singapore" was organised by the Trust and the Public Relations Department and was opened by the Governor of Singapore on 6th January, 1951. This coincided with Sir George Pepler's first visit as Planning Adviser to the Colony and with the visit of the U.N.O. Tropical Housing Mission. The report of the Housing Mission has since been published and whilst it is admitted that the assessment of the problem in Singapore was adequate, it cannot be said that anything was discovered which we do not already know about the problem its solution. The achievements of the Trust were somewhat casually dealt with.

Mr. S. C. Woolmer, Senior Architect, was fortunate in obtaining a Fellowship to the the United States of America to study building techniques. He went on leave in April, 1951, and will return in July, 1952. It is hoped that the study of these techniques will be of some value in application to building site problems in Singapore. During this period Mr. Lincoln Page, Senior Architect, was in charge of the Department.

A great deal of time has been spent by members of the Department in conducting visitors over Trust properties and in conference with them. Among them were visitors from Mauritius, Australia, the British Broadcasting Corporation, The London Times, The London Observer, Indo-China, London Borough Councillors, United States of America, Copenhagen, Rangoon, Manila, The Federation, and Hong Kong. All showed a great interest in Trust housing. This Department hopes that in the near future an information bureau will be started so that the various aspects of the Trust work can be presented to visitors and the public in the form of statistics, descriptions, plans and photographs.

The active officers of the Department at 31.12.51 consisted of 5 Architects with a staff of 22, 1 R. C. Engineer with a staff of 5, 1 Maintenance Officer with a staff of 5, and 13 temporary Clerk-of-Works.

A Schedule of contracts let in 1951 in connection with the construction of buildings is shown in Appendix B.

Appendix C shows the progress of the housing programmes.



Part of nine blocks of workmen's flats at Delta Road in course of construction



Preparation of building site at Tiong Bahru (South)



Part of eight blocks of workmen's flats at Kampong Java (Part III) nearing completion.

APPENDIX B.

SCHEDULE OF CONTRACTS LET IN 1951.

Contract No.		
1/51	Re-installation of public and private lighting and wiring for 2 blocks of tenements at Kreta Ayer Road and Keong Siak Road	\$ 6,257.00
2/51	Term contract for the execution of tradesmen's work at S.I.T. Buildings and Estates.	At Schedule of Rates plus 15%
3/51	Installation of electric lighting and wiring and lightning protective system for 6 blocks of workmen's flats, 84 artisans' quarters and 18 shops at Princess Elizabeth Estate, Bukit Timah Road.	15,949.00
4/51	Carrying out the erection and completion of 3 blocks of 9 storey flats and shops at Upper Pickering Street	948,000.00
4/1/51	Carrying out the completion of water and sanitary installation to 3 blocks of 9 storey flats at Upper Pickering Street.	94,000.00
4/2/51	Installation of public and private lighting and lightning protective system to 3 blocks of 9 storey shops and flats at Upper Pickering Street	21,875.00
4/3/51	Supply, delivery and installation of 3 elevators in 3 blocks of 9 storey flats and shops at Upper Pickering Street.	67,940.00
5/51	Carrying out and completion of certain repairs and redecorations of No. 15 Kay Siang Road.	3,480.00
6/51	Carrying out the completion of the installation of public and private electric lighting and lightning protective system to 18 blocks of flats and 2 blocks of shops at Alexandra Road. (1950 Programme).	46,490.00
7/51	Erection and completion of 4 blocks of 3 storey flats at Bendemeer Road.	449,500.00
7/1/51	Electrical installation to 4 blocks of 3 storey flats at Bendemeer Road.	12,444.00
8/51	Carrying out the sanitary and water installation for 10 blocks of 4 storey flats at Kampong Silat	96,430.00
9/51	Carrying out and completion of electrical installations to 3 senior officers' houses at Kay Siang Road.	4,530.00

10/51	Carrying out the manufacture, supply and delivery of furniture for 3 senior officers' quarters at Kay Siang Road.	6,296.55
11/51	Carrying out concrete piling for 5 blocks of 4 storey flats at Tiong Bahru (North) Contract I.	59,641.19
12/51	Carrying out concrete piling for 9 blocks of 4 storey flats to be erected between Delta Road and Canal.	70,563.00
13/51	Carrying out and completing concrete piling for 11 blocks of 3 storey flats and 2 blocks of 2 storey flats at Kampong Java (1950 and 1951, Part I)	245,559.15
14/51	Carrying out the erection and completion of 11 blocks of 3 storey flats and 2 blocks of 2 storey flats and shops at Kampong Java (Contract 1950 and Part I of 1951.)	1,957,500.00
14/1/51	Electrical contract to 11 blocks of flats and 2 blocks of shops and flats at Kampong Java.	32,390.00
14/2/51	Sanitary and water installation to 11 blocks of flats and 2 blocks of shops and flats at Kampong Java.	180,473.00
15/51	Concrete piling for 8 blocks of 3 storey workmen's flats at Kampong Java (Part III)	86,365.44
16/51	Cutting from Henderson Road and transporting to, clearing, cutting and filling at Delta Road area.	16,015.40
17/51	Cutting from site off Henderson Road and transporting to, clearing, cutting and filling at Kampong Java area.	32,868.50
18/51	Public and private lighting and wiring and lightning protective system for 10 blocks of flats at Kampong Silat.	23,537.00
19/51	Carrying out and completing concrete piling for 24 blocks of flats at Alexandra Road.	118,490.76
20/51	Concrete piling for 5 blocks of 4 storey flats at Kim Tian Road, Tiong Bahru.	46,574.03
21/51	Concrete piling for 6 blocks of 4 storey workmen's flats at Delta Road and Canal (Contract II).	88,642.16
22/51	Carrying out repairs and redecorations of No. 8, Kay Siang Road.	3,630.00
23/51	Cutting from site off Henderson Road and clearing, cutting and filling at Tiong Bahru Road.	175,977.60

24/51	Constructing and completing a sewerage purification works at Princess Elizabeth Park, Bukit Timah Road.	131,000.00	✓
25/51	Supply and erection of pumps, electrical equipment, and distributors for a sewerage purification plant at Princess Elizabeth Park, Bukit Timah Road.	16,352.00	✓
26/51	Supply and installation of playground equipment at Tiong Bahru Estate.	3,800.00	
27/51	Reinforced concrete consultants for 2 blocks of flats at Tiong Bahru Road.	7,648.40	
28/51	Term contract for execution of "Tradesmen's Work" during period 1.7.51 to 31.12.51		
			Schedule of Rates plus 40%
29/51	Re-installation of public and private lighting and wiring for one block of tenements and shops at Albert Street (Pre-war).	1,563.00	
30/51	Preparation of reinforced concrete frame design and pile caps for one block of shops and flats at Towner Road.	7,000.00	
31/51	Reinforced concrete consultants for 3 blocks of flats at Upper Pickering Street.	9,355.90	
32/51	Sanitary and water installation to 4 blocks of flats at Bendemeer Road.	37,800.00	
33/51	Supplying and erecting angle iron clothes-drying racks behind post-war flats at Tiong Bahru.	3,808.00	
34/51	Erection and completion of 64 artisans' quarters at Alexandra Road and Tiong Bahru Road	229,881.00	
34/1/51	Sanitary and water installation to 64 artisans' quarters at Alexandra Road and Tiong Bahru Road.	32,000.00	
34/2/51	Electrical installation to 64 artisans quarters at Alexandra Road and Tiong Bahru Road.	5,270.00	
35/51	Repairs to concrete flat roofs of 2 blocks of tenements at Sago Street and Smith Street.	8,900.00	
36/51	Manufacturing counter, weldmesh screens, railings, working table and shelf and installing at No. 2, Kim Pong Road and S.I.T. Estates Office.	2,730.00	
37/51	Construction of sub-soil drainage at 142 artisans' quarters and 32 shops at Alexandra Road.	10,500.00	
38/51	Electrical installation to 9 blocks of flats at Jalan Besar (North).	26,876.00	
39/51	Erection of 8 blocks of 3 storey flats at Kampong Java area.	1,491,000.00	
39/1/51	Electrical installation to 8 blocks of 3 storey flats at Kampong Java.	22,892.00	

39/2/51	Sanitary and water installations to 8 blocks of 3 storey flats at Kampong Java.	118,800.00
40/51	Carrying out repairs and redecorations to tenements at Keong Saik Road, Kreta Ayer Road and Banda Street.	27,313.00
41/51	Repairs to concrete flat roof to one block of flats, Nos. 18-32 (even) inclusive at Chay Yan Street, Tiong Bahru.	14,500.00
42/51	Erection of 7 blocks of 2 storey flats at Owen Road — Kent Road site.	330,000.00
42/1/51	Electrical installation to 7 blocks of 2 storey flats at Kampong Java.	6,995.00
43/51	Cutting from site off Henderson Road and clearing, stripping and filling at Gloucester Road.	12,483.00
44/51	Having the back lanes of 52 artisans' quarters and 12 shops at Henderson Road concreted.	5,660.00
45/51	Repairs and redecorations to 534 artisans' quarters (pre-war) at Lorong Limau and Kim Keat Lane Estates.	53,320.00
46/51	Erecting and completing the extension to electric substation at Tiong Bahru Estate, Singapore.	3,400.00
47/51	Erecting and completing one garage at No. 11, Kay Siang Road, Singapore.	2,880.00
48/51	Acting as reinforced concrete consultants in connection with erection of 9 blocks of 4 storey flats and one sub-station at Jalan Besar (North).	6,599.56
49/51	Erection of 5 blocks of 4 storey flats at Tiong Bahru (North), (Contract).	1,018,000.00
49/1/51	Sanitary installation to 5 blocks of 4 storey flats at Tiong Bahru (North), (Contract I).	60,000.00
50/51	Erection of 384 artisans' quarters and 18 shops at Tiong Bahru Road and Henderson Road.	1,354,000.00
51/51	Erection of one electric sub-station at Alexandra Road, Singapore.	8,800.00
52/51	Erection of 9 blocks of 4 storey workmen's flats between Delta Road and Canal.	1,153,978.00
53/51	Repairs and redecorations to one block of tenements (per-war) at Albert Street.	13,500.00
54/51	Repairs to concrete flat roofs of one block of flats Nos. 69-85 at Seng Poh Road.	12,180.00
55/51	Repairs to concrete flat roofs of one block of flats Nos. 51-67 at Seng Poh Road.	12,180.00
56/51	Repairs to concrete flat roofs of one block of flats Nos. 33-49 at Seng Poh Road.	12,180.00

		\$11,186,563.64

APPENDIX C

HOUSING POSITION FROM POST-WAR TO 31.12.51

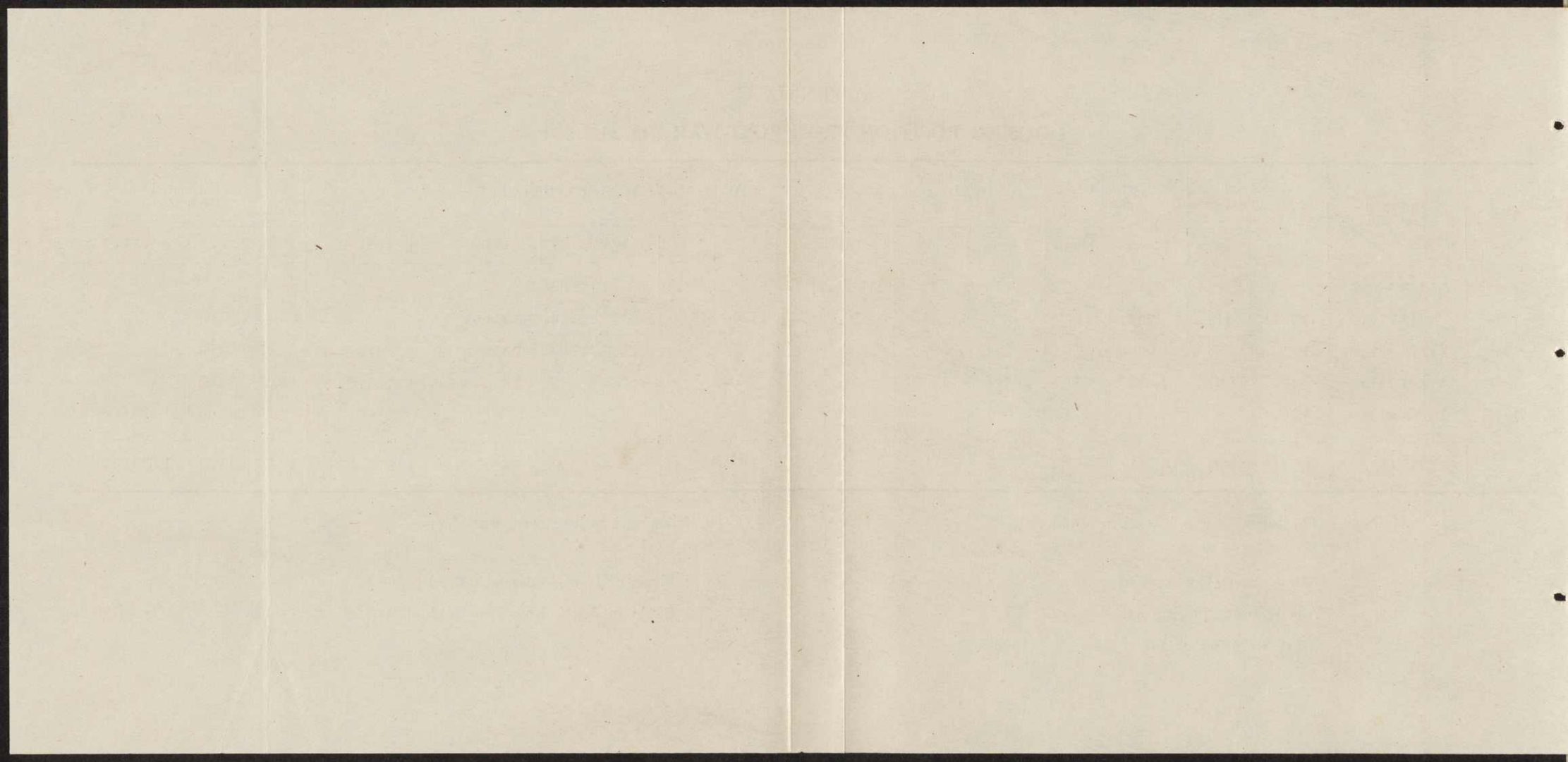
Year	Approved Estimate	Approved accommodation		Actually Built		Yearly Progressive Total under construction		ACTUAL YEARLY EXPENDITURE					Estimated Back log.	
		Living	Shops	Living	Shops	Living	Shops	1947	1948	1949	1950	1951	1952	1953
1947	\$2,139,559.00	488	24	212	12	276	12	\$1,618,906.00	\$ 162,953.00	\$ 14,138.00				
1948	6,218,174.00	1,177	115	422	69	876	58	—	3,562,845.00	2,323,529.00	\$ 464,932.00			
1949	3,369,325.00	1,060	84	928	70	694	32	—	—	1,857,745.00	3,498,867.00	\$ 41,263.00	\$ 10,000.00	
1950	13,001,741.00	1,639	92	1,006	32	1,494	130	—	—	—	3,526,405.00	8,283,027.00	3,025,000.00	
1951	16,389,814.00	1,860	88	1,180	124	2,030	79	—	—	—	—	2,154,317.00	7,702,000.00	\$1,670,000.00
	\$41,118,613.00	6,224	403	3,748	307	5,370	311	\$1,618,906.00	3,725,798.00	4,195,412.00	7,490,204.00	10,478,607.00	10,737,000.00	1,670,000.00

Note: The following jobs have been abandoned:—

	Flats	Shops
Manila Street/Queen Street	86	8
Albert Street/Prinsep Street	72	13
Short Street/Selegie Rd.	130	20
	<u>288</u>	<u>41</u>

The following jobs have been suspended:—

	Flats	Shops
14 Blocks of Flats — Alexandra Road	250	—
5 Blocks of flats — Kim Tian Road	120	—
	<u>372</u>	<u>—</u>



IV ESTATES DEPARTMENT

The Department has been working to improve the efficiency of its operations and to ensure that the public receives the best possible service. This has been achieved through a number of measures, including the implementation of new systems and the recruitment of staff with the necessary skills and experience.

The Department is committed to transparency and accountability in its operations. It will continue to work closely with the public and other stakeholders to ensure that its actions are in line with the highest standards of integrity and efficiency.

The Department is also committed to providing a high level of customer service. It will continue to invest in training and development to ensure that its staff are equipped with the skills and knowledge needed to meet the needs of the public.

The Department is committed to working in partnership with other government departments and agencies to ensure that its actions are coordinated and effective. It will continue to work closely with the private sector and academia to promote innovation and economic growth.

The Department is committed to promoting equality and diversity in its operations. It will continue to work to ensure that all members of the public are treated fairly and that the Department's services are accessible to all.

The Department is committed to working in partnership with the public to ensure that its actions are in line with the highest standards of integrity and efficiency. It will continue to work closely with the public and other stakeholders to ensure that its actions are in line with the highest standards of integrity and efficiency.

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IV ESTATES DEPARTMENT

During 1951 the Estates Department has been concerned mainly with reorganisation, the largest item of which was the preparation of a new system of registration of applicants for accommodation. The new system was commenced on 11th October, 1951. Other items of reorganisation have been the handing over of routine maintenance and repairs to the Architectural Department, the taking over of additional land records from the General Improvement Planning Department, the forming of a new section to deal with rehousing from slum clearance areas.

Full details of these activities are supplied later in this report.

Housing Estates.

Appendix D gives details of all Housing Estates as at 31st December, 1951.

There has been a noticeable improvement in the Estates and in the conduct of the tenants regarding the care of their homes. There has also been much more appreciation shown of the efforts to develop the Estates, and consequently a large tree planting programme, and plans for the provision of children's playing grounds, badminton courts, etc., have been prepared for 1952.

The Trust management policy, which was at first strange to many of the tenants is becoming more widely understood by both the public and the tenants, and we are obtaining much more active co-operation.

The general upkeep of open spaces, collection of refuse, etc., continues to be maintained by means of a direct labour force. There has been an increase in the mechanisation of the estates equipment by the purchase of motor and hand lawn mowers.

Electric lighting and water systems have now been installed in all artisan quarters and where main sewers are available artisan quarters have been supplied with water borne sewerage system.

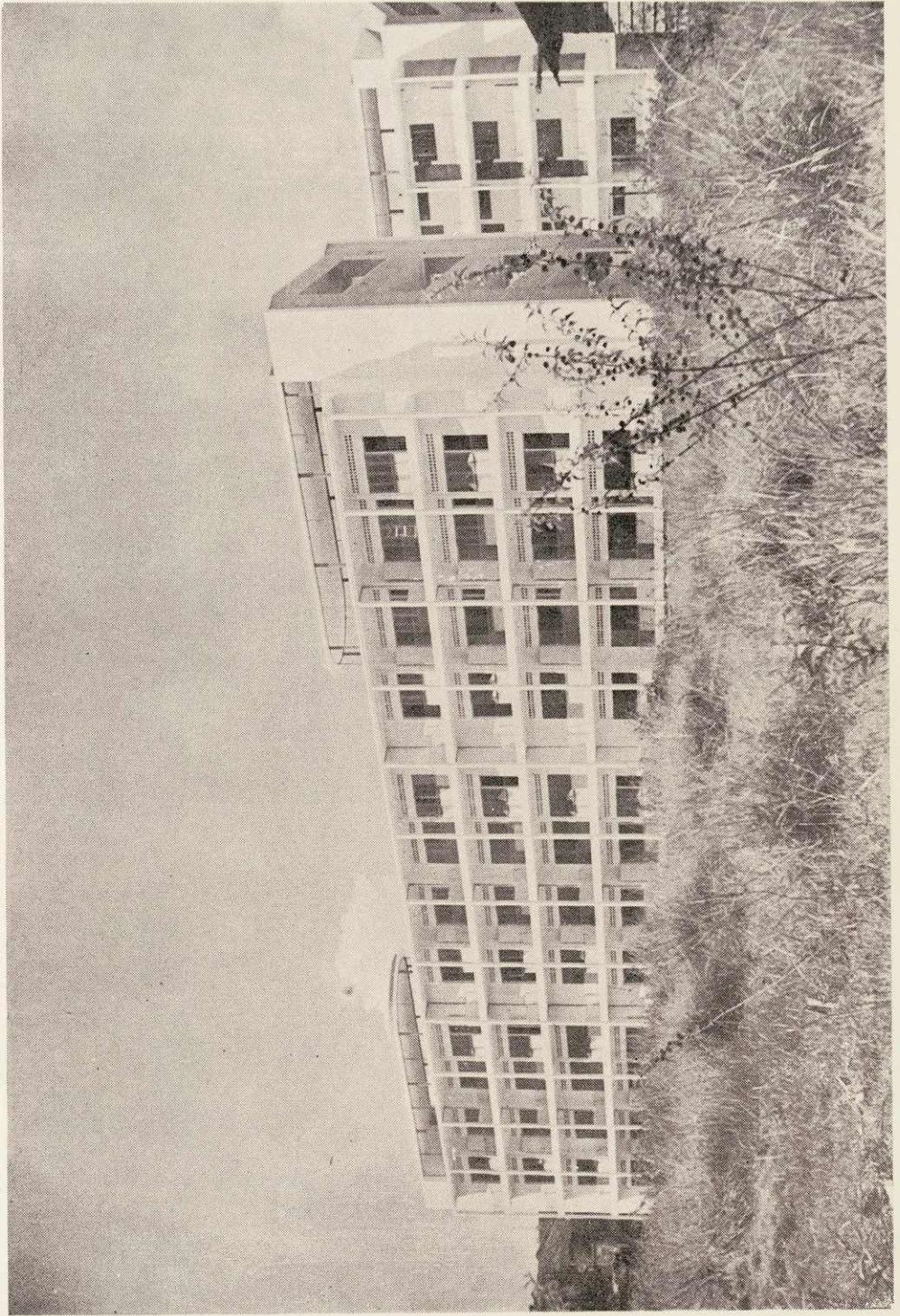
The problem of hawker control has become acute, due mainly to action by the Superintendent, Town Cleansing, and the Police being restricted pending the adoption of the Hawkers Inquiry Commission report.

Several estates mainly in Balestier and Tiong Bahru area are seriously affected and without assistance from the Town Cleansing Department and the Police, this Department finds great difficulty in enforcing any organised system of control.

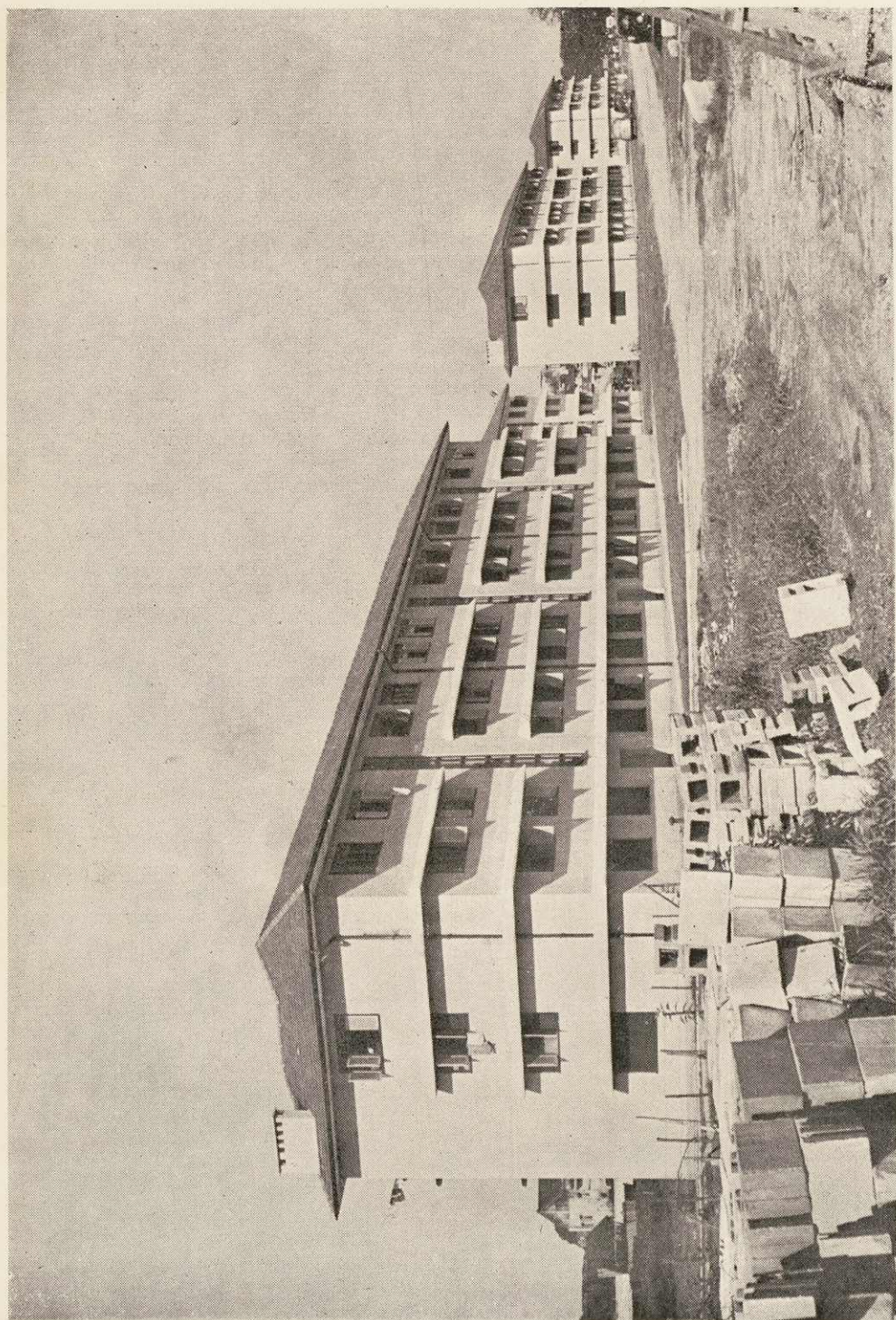
Community Centres.

In accordance with the Trust policy of encouraging the development of community centres on the larger estates, there are now centres at:—

Tiong Bahru Estate
Henderson Road Estate.
Balestier Estate.



Completed flats at Jalan Besar (North)



Some of the ten blocks of flats at Havelock Road showing the hollow blocks used in their erection in the foreground.

In these three estates premises have been made available for the use of the members of the centres, and wherever possible advice and guidance is given to the organisers. It should be stressed however that the initiative for such undertakings must come from the tenants themselves.

Management and Disposal of Trust Land.

In addition to housing management the Estates Dept. looks after all lands belonging to the Trust and the leasing and letting thereof. This job has been carried out jointly by two senior officers as part of their duties, but it requires the full attention of one senior officer. When the Estates Manager arrives it is hoped that one officer will be able to devote the whole of his time to this work.

The work in connection with Trust lands has been particularly heavy during 1951 involving as it does clearance of many sites for rebuilding, and the demolition of obsolete property. Much preparatory work is necessary before an area can be cleared of occupiers, and in order to facilitate this a new section has been formed which now deals solely with registration and records of occupiers to be dishoused from land required for building or improvement schemes. Details of these clearance schemes are contained in Appendix E.

A considerable amount of land under requisition by the War Department has been released during the course of the year and it is expected that only two areas at Alexandra Road will remain in military occupation after 1952.

Sale and Leasing of Land.

(a) Alexandra Road Industrial Area

The Trust's industrial estate at Alexandra Road comprises a total area of some 80 acres, approximately 3 miles from the centre of the City, with good, existing or proposed, road and rail access.

There is approximately 50 acres of land immediately available for development. The balance is awaiting the completion of extensive site preparation. The land immediately available is subdivided into 25 separate lots, the area of each lot varying between one and five acres, the average being approximately 80,000 square feet in area.

The Trust does not carry out the development itself but confines its activities to the negotiation of leases including approval of the industries, the plans of buildings to be erected, overall supervision of actual construction and general planning control. The construction of buildings and financing of the industries is entirely the responsibility of the prospective lesses.

At the present time all available land is either under active negotiation or actually under agreement or lease with the exception of two industrial lots which are still occupied by the War Department for military purposes.

It is anticipated that all negotiations on the land at present available for development will be substantially completed by the end of 1952.

(b) Owen Road

This scheme for the private development of building lots which were leased for the term of 99 years was completed during the year. A total of 12 leases have been issued.

(c) Serangoon Road — Chew Hock Leong Estate.

The additional scheme was also initiated to encourage private development on a 99-year lease basis. The scheme comprises 23 bungalow lots and 30 shophouse lots.

The plans are submitted for Trust approval and the scheme is under the general supervision of the Trust.

During 1951 the majority of the leases were issued. Constant vigilance was required of the Trust to prevent sub-standard work due to the very severe conditions which existed in the building industry during 1951.

(d) Dunman Road

This is a similar scheme to encourage private development but on this occasion the sites were auctioned on a 99-year lease basis.

This scheme, comprising 11 bungalow lots, 9 shophouse lots and 1 hotel site, was also adversely affected by the shortage of labour and rising price of building materials during this period. A year's extension of the Building Agreements, which expired in March 1952, has been sanctioned by the Board in view of these difficulties.

Buildings which were started early in 1951 were completed satisfactorily and comprise 4 bungalows and a hotel.

The remaining 9 shophouse lots and 2 further bungalow sites are expected to be completed within the first quarter of 1952.

(e) Individual Leases and Conveyances

Various negotiations are in hand for the disposal of isolated pieces of land in various parts of the town area either on lease or by sale.

Application Register.

Detailed planning and preparation for the opening of the new application register occupied much of the year, and the register was eventually reopened on 11th October, 1951.

Temporary staff was recruited to deal with the expected rush of applications, and this staff had succeeded in dealing with the issue of some 50,000 application forms and the registration of approximately 8,000 applicants by the end of the year.

The Board of Trustees after much consideration decided to introduce certain basic qualifications which must be satisfied before the application can be registered.

The Trust is unable to deal with all the families requiring accommodation in Singapore, and the basic qualifications required for registration are designed with the object of selecting the families in greatest need of accommodation when the basic qualification have been fulfilled.

Interesting details of the Application Register is contained in Appendix F.

Estates Committee.

The Estates Committee is a Committee appointed by the Board of Trustees to supervise the management of the Trust Housing Estates and the allocation of all new properties.

The Committee consists of:—

Manager, S.I.T. (Chairman)
E. Galistan, Esq.
The Hon'ble Mr. Thio Chan Bee
Chin Chye Fong, Esq.

Fourteen meetings were held during 1951, and the scope of the matters referred to this Committee continues to widen. The Committee was fortunate in having the attendance and advice of Lady Pepler at several meetings during the year.

Eviction Committee.

The prewar properties of the Trust are conditionally exempt from the Control of Rent Ordinance 1947, and one of the conditions is that approval must be obtained from a special Committee appointed by Government before action may be commenced to evict tenants of such property.

This Committee heard 34 applications during the year and of these 27 were approved, and seven disapproved.

Application has been made to Government for the total exemption of Trust properties from the Control of Rent Ordinance, but no decision has yet been reached.

Staff.

The Estates Officer returned from leave in July 1951 and the position at 31.12.51 was as follows:—

Senior Officers	.. ..	4
Probationary Senior Officers	.. ..	2
Technical Staff	.. ..	17
Clerical Staff	.. ..	34

There were the following vacancies at 31.12.51:—

Technical Staff	.. ..	1
Clerical Staff	.. ..	8

Labour Force.

The Labour force employed on Housing Estates at 31.12.51 was:—

Mandores	.. ..	15
Labourers	.. ..	221

APPENDIX D.
HOUSING ESTATES.

No.	Estates	Year of Construction	Rental	TYPE OF ACCOMMODATION					Total	Estimated Population		
				Flats	Shops	Houses	Apartment-ments	Art. Qrs.				
1.	Tiong Bahru Estate	1936-1951	Flats \$ 16.80 to \$ 72.00 Apartments \$ 13.65 to \$ 16.80 Shops \$ 31.25 to \$180.00	1,491	114	—	54	—	1,659	11,500		
2.	Balestier Estate Whampoa ...	1947-1948	Art. Qrs. \$ 20.00 Shops \$ 50.00	—	24	—	—	424	1,464	10,200		
	Kim Kiat Lane ..	1931	Art. Qrs. \$ 7.35	—	—	—	—	506				
	Lorong Limau ..	1932-1948	Art. Qrs. \$ 5.25 to \$ 20.00	—	—	—	—	—				
	Towner Road ..	1948-1951	Flats \$ 50.00 to \$ 68.00 Shops \$145.00 to \$250.00	—	—	—	—	—				
	Rayman ..	1948	Art. Qrs. \$ 20.00 Art. Qrs. \$ 20.00 Shops \$ 50.00 to \$ 70.00	44	25	—	—	42				
3.	Lavender Street Estate Tronoh Road etc., Bendemeer Road etc.,	1926 1950-1951	Houses \$ 21.00 to \$ 26.25 Flats	— 36	—	118	—	—	154	1,000		
4.	Farrer Park Estate Old Race Course Owen Road ..	1941 1947	Houses \$ 36.75 Flats \$ 51.00 to \$ 64.00 Shops \$120.00 to \$215.00	—	—	17	—	—	497	3,550		
	Cumberland Lane	1948	Flats \$ 64.00 to \$ 68.00	12	12	—	—	—				
	Race Course Road	1950	Flats \$ 34.00 to \$ 68.00	64	—	—	—	—				
	Dorset Road ..	1950	Flats \$ 38.00 to \$ 55.00	176	—	—	—	—				
	Princess Elizabeth	1950	Flats \$ 18.00 to \$ 20.00	144	—	—	—	—				
5.	Henderson Road Estate Henderson Road	1928-1950	Flats \$ 38.00 Shops \$ 70.00	—	—	—	—	—	440	2,700		
	Alexandra Road (South)	1949-1951	Art. Qrs. \$ 8.40 to \$ 20.00 Shops \$ 70.00 Art. Qrs. \$ 20.00	48	12	—	—	206				
6.	Kampong Silat Estate	1948-1950	Flats \$ 38.00 to \$ 68.00 Shops \$ 50.00 to \$ 70.00 Art. Qrs. \$ 20.00	—	32	—	—	142				
7.	Madras St. Estate	1940	Flats \$ 24.15 to \$ 27.30	198	21	—	—	64	283	2,050		
8.	New Bridge Road Estate Kreta Ayer Road	1930	Flats \$ 8.40 to \$ 12.60 Shops \$ 50.00	9	—	—	—	—	9	55		
	Keong Saik Road	1931	Flats \$ 8.40 to \$ 12.60 Shops \$ 31.25	—	1	—	141	—	549	3,075		
	New Bridge Road	1938	Flats \$ 10.50 to \$ 21.00 Shops \$125.00 to \$218.00	—	2	—	62	—				
	Banda Street ..	1938	Flats \$ 15.75 to \$ 21.00 Shops \$ 56.25 to \$106.25	—	6	—	65	—				
	Trengganu Street Smith Street & Sago Street	1938	Flats \$ 17.85 to \$ 19.95 Shops \$150.00 to \$250.00	—	4	—	87	—				
		1940	Flats \$ 17.85 to \$ 19.95 Shops \$150.00 to \$250.00	—	4	—	42	—				
		1948	Flats \$ 16.00 to \$ 21.00 Shops \$ 90.00 to \$207.00	—	33	—	102	—				
9.	Albert St. Estate Albert Street .. Cheng Yan Place	1934-1949 1949	Flats \$ 13.65 to \$ 35.00 Shops \$ 70.00 to \$275.00 Apartments \$ 18.00 to \$ 24.00	—	9	—	56	—				
10.	Havelock Rd. Estate	1950-1951	Shops \$125.00 to \$180.00 Flats \$ 45.00 to \$ 63.00 Shops \$ 70.00 Art. Qrs. \$ 20.00	—	5	—	30	—			100	500
11.	Princess Elizabeth Park	1950-1951	Flats \$ 60.00 } Art. Qrs. \$ 12.50 } Various	240	21	—	—	68			329	2,100
12.	Houses Pending Demolition	—		—	18	—	—	84			102	450
				—	—	43	—	—	43	450		
				2,534	370	178	639	1,908	5,629	37,630		

APPENDIX D. (Continued).

LETTINGS OF TRUST PROPERTIES

ACTUAL RENTALS AT 31.12.51

PREWAR PROPERTIES

Rooms	Up to \$10/-	\$10.01 to \$20/-	\$20.01 to \$30/-	\$30.01 to \$40/-	\$40.01 to \$50/-	\$50.01 to \$60/-	\$60.01 to \$70/-	Staff Qrs. @ 6% of Salary	Lab Qrs. Rent Free	TOTAL
1	151	314	11						2	478
2	641	31	65					2	1	740
3			332					21		353
4			385	77						462
5				2						2
Total	792	345	793	79				23	3	2035
Percentage	39%	17%	39%	3.9%				1%	0.1%	
POST-WAR PROPERTIES										
1		35	124	3						162
2		1148		32				3	77	1296
3		72	9	686	151	457	68	38		1481
4						143	58	6		207
5										
Total		1291	133	721	151	600	126	47	77	3146
Percentage		41%	4.2%	23%	4.8%	19%	4%	1.5%	2.5%	
Grand Total	792	1636	926	800	151	600	126	70	80	5181
Percentage	15.2%	31.6%	17.9%	15.4%	2.9%	11.6%	2.5%	1.4%	1.5%	

APPENDIX D. (Continued).

PROPERTIES TAKEN OVER DURING 1951.

Estates	Flats	Shops	Art. Qrs.	Total
1. Tiong Bahru				
Kim Pong Road	84	40	—	124
Tiong Bahru Road	78	26	—	104
2. Havelock Road	240	21	68	329
3. Bukit Timah (Princess Elizabeth)	—	18	84	102
4. Towner Road	24	13	—	37
5. Boon Keng Road	36	—	—	36
Total	462	118	152	732

PROPERTIES TAKEN OVER IN JANUARY 1952.

Estates	Flats	Shops	Art. Qrs.	Total
1. Kampong Silat	184	—	—	184
2. Prinsep Street	112	—	—	112
3. Princess Elizabeth (Bukit Timah)	84	—	—	84
4. Alexandra Road	126	—	—	126
5. Bendemer Road	60	—	—	60
Total	566	—	—	566
GRAND TOTAL	1,028	118	152	1,298

OTHER PROPERTIES UNDER CONSTRUCTION AT 31.12.51

Estates	Flats	Shops	Art. Qrs.	Total
Jalan Besar	176	—	—	176
Upper Hokien Street	80	15	—	95
Kampong Java	532	24	—	556
Havelock Road	296	—	—	296
Alexandra Road (South)	—	—	64	64
Alexandra Road (North)	378	22	—	400
Tiong Bahru (South)	—	18	384	402
Total	1,462	79	448	1,989

APPENDIX E.

**REHOUSING OF OCCUPIERS OF TRUST LAND
AS AT 31.12.1951**

SCHEME	Total in Census		Registered		Not Reg.		Housed		Still to be Housed		Cancelled		Remarks
	Dwell-ings	Shops	Dwell-ings	Shops	Dwell-ings	Shops	Dwell-ings	Shops	Dwell-ings	Shops	Dwell-ings	Shops	
Temple Site Kim Keat Rd.	38	—	38	—	—	—	38	—	—	—	—	—	
Balestier Plain	60	—	36	—	24	—	36	—	—	—	—	—	
Serangoon Rd.	4	—	4	—	—	—	4	—	—	—	—	—	
Dorset Road / Owen Road	40	—	3	—	37	—	3	—	—	—	—	—	
Bendemeer Road	8	—	8	—	—	—	8	—	—	—	—	—	
Chay Yan St.	18	—	18	—	—	—	18	—	—	—	—	—	
Kg. Silat 1st Batch	130	—	59	—	71	—	24	—	—	—	35	—	
— do — 2nd Batch	167	6	57	6	110	—	21	5	—	—	36	1	
— do — 3rd Batch	87	3	37	3	50	—	25	1	—	—	12	2	
2 Ann Siang Hill	15	1	15	1	—	—	8	1	—	—	7	—	
246-252 Victoria St.	9	2	9	2	—	—	9	2	—	—	—	—	
319, 321 South Bridge Road	6	3	6	3	—	—	5	3	—	—	1	—	
93 Johore Road	1	—	1	—	—	—	1	—	—	—	—	—	
Kg. Java (1951)	75	—	60	—	15	—	52	—	—	—	8	—	
231-237 Tanglin Rd. Widening	5	2	4	2	1	—	4	2	—	—	—	—	
Temple Site K. Keat Rd. (1952)	5	1	5	1	—	—	3	—	1	1	1	—	
Kg. Java (1952)	91	—	—	—	91	—	—	—	—	—	—	—	1952 action
TOTAL	759	18	360	18	399	—	259	14	1	1	100	3	

REHOUSING OF CROWN TENANTS AS AT 31.12.1951

SCHEME	Total in census submitted by L. O.		Reg-istered		Not Reg.		Housed		Still to be Housed		Refused unsuitable cancelled		Remarks
	Dwel-lings	Shops	Dwel-lings	Shops	Dwel-lings	Shops	Dwel-lings	Shops	Dwel-lings	Shops	Dwel-lings	Shops	
Omar Road	7	—	3	—	4	—	3	—	—	—	—	—	
Upper Pickering St.	488	—	428	—	60	—	428	—	—	—	—	—	
Short St.	95	—	65	—	30	—	65	—	—	—	—	—	
Henderson Rd.	14	—	10	—	4	—	10	—	—	—	—	—	1949
Tiong Bahru Rd.	9	—	6	—	3	—	6	—	—	—	—	—	
Victoria St/ Manila St.	25	5	25	5	—	—	11	—	—	—	14	5	
Palembang Rd./ Java Road	66	4	55	4	11	—	29	1	11	3	15	—	
70, 71, 72 Upper Chinchew St.	98	4	9	4	89	—	1	1	—	—	8	3	
Mosque St.	78	—	40	—	38	—	37	—	—	—	3	—	
139, 141 Dorset Rd.	24	—	19	—	5	—	18	—	—	—	1	—	
Carpenter St./ Hongkong St./	96	22	70	20	26	2	19	—	39	—	12	20	
Havelock Rd./ Delta Road	78	1	73	1	5	—	68	1	—	—	5	—	
Wayang St./ Canal Rd.	22	4	21	4	1	—	18	—	—	—	3	4	
Henderson Rd./ Tg. Bahru Rd.	188	9	154	9	34	—	34	3	101	5	19	1	1950/ 1951
Kg. Silat Rd. Reserve	34	2	14	1	20	1	1	1	13	—	—	—	
Prinsep St.	191	19	165	19	26	—	60	9	74	—	31	10	scheme post- poned
Outram Rd. (1952)	10	2	10	2	—	—	7	1	2	1	1	—	
Selegie Rd.	453	54	371	45	82	9	—	—	371	45	—	—	
TOTAL	1976	126	1538	114	438	12	815	17	611	54	112	43	

Upper Hokkien St, South Bridge Rd., Upper Chinchew St., Upper Nankin St. and New Bridge Rd. clearance scheme not included in above schedule.

Total occupiers as per Land Office = 1119 Families, 193 Shops.

APPENDIX F

FAMILY UNITS OF APPLICATIONS FOR TRUST ACCOMMODATON

	NUMBER OF PERSONS IN FAMILY UNIT													Total	Percentage
	17	16	15	14	13	12	11	10	9	8	7	6	5		
13 Points						2	4	2	8	8	1			25	.32
12½ "								1		6	6	1		14	.18
12 "				1		2		4	3	3	4	13		30	.38
11½ "						1			3		4	4	17	29	.37
11 "						1	1			1		4	1	8	.09
10½ "											3	1	8	12	.15
10 "	1	1	2	2	14	50	67	168	341	440	8	7		1101	13.89
9½ "						9	5	10	30	126	772	18	17	987	12.46
9 "		1	1	1	1	12	17	34	77	119	208	1066	27	1564	19.74
8½ "				1	2	5	3	16	21	35	183	217	1015	1498	18.90
8 "		2				5	13	23	42	56	33	177	5	356	4.49
7½ "					1		4	7	7	21	86	51	263	440	5.55
7 "				1	3	6	6	8	27	30	26	117	9	233	2.94
6½ "						1		2	3	17	61	35	159	278	3.51
6 "								2	2	5	18	76	7	110	1.39
5½ "								1	2	6	7	32	121	169	2.13
5 "												1	1	2	.03
4 "				1	3	11	14	32	35	63	1	2	2	164	2.07
3½ "								1	7	20	126	2		156	1.97
3 "					1		3	2	6	15	38	195	12	272	3.43
2½ "							2		3	17	37	87	327	473	5.97
2 "												1		1	.01
1 "												1	1	2	.03
Total	1	4	3	7	25	105	139	313	617	988	1622	2108	1992	7924	
Percentage	.01%	.05%	.04%	.09%	.32%	1.33%	1.75%	3.95%	7.78%	12.47%	20.47%	26.60%	25.14%		100%

APPENDIX F.

**AVERAGE FAMILY INCOME OF APPLICANTS
FOR TRUST ACCOMMODATION**

Family Income	NUMBER OF PERSONS IN FAMILY UNIT																	Total	Percentage
	17	16	15	14	13	12	11	10	9	8	7	6	5						
\$0 — \$199						1	2	9	25	85	149	225	318	814	10.27				
\$200 — \$299					2	10	10	52	102	236	447	724	801	2384	30.09				
\$300 — \$399		1	1	1	4	17	28	91	219	280	488	643	518	2291	28.91				
\$400 — \$499				2	4	31	46	77	163	200	328	336	229	1416	17.87				
\$500 — \$599		2		2	7	23	27	50	59	116	130	112	69	597	7.53				
\$600 — \$699		1	2	2	3	17	15	24	39	39	54	49	39	284	3.58				
\$700 — \$799	1				5	6	8	9	8	30	24	15	15	121	1.53				
\$800							3	1	2	2	2	4	3	17	.22				
Total	1	4	3	7	25	105	139	313	617	988	1622	2108	1992	7924					
Percentage	.01%	.05%	.04%	.09%	.32%	1.33%	1.75%	3.95%	7.78%	12.47%	20.47%	26.60%	25.14%	100%					

V. SURVEY DEPARTMENT

The Return of completed surveys is shown in Appendix G.

The total number of surveys executed was 357 compared with 303 in 1950.

200 building plan surveys were carried out for the City Council. This represents a 100% increase on the pre-war average.

The topographical and cross-section survey of the Alexandra West Estate was by far the largest work undertaken during the year. This work involved the cutting and clearing of 49 miles of traverse and cross-section lines. Over 8,000 levels were taken and 570 buildings fixed. The total area covered was 539 acres.

Staff.

The composition of the staff is shown in Appendix G.

Six new apprentices were engaged early in the year but one of these and two other apprentices resigned later in the year.

Two apprentices who were sent to the Technical College, Kuala Lumpur in August, 1949, completed their first two years satisfactorily in July, 1951, and are now in the field in Singapore for their third year. They will return to the Technical College for their fourth and final year in August 1952.

The only vacancies at the moment are for 3 apprentices and one draughtsman.

Five officers presented themselves for the Government Survey Department Examinations. Three obtained full passes and two, post passes.

Mr. V. Fernando, subordinate surveyor, was awarded a Colonial Development and Welfare Fund Scholarship which entitles him to three years study in Land Surveying at the University of Queensland.

Survey Labourers.

The strength of the labour force remains the same as in 1950 - 42 labourers forming 7 survey parties.

Equipment and Materials.

At the end of the year one new vernier theodolite was purchased. As previously we had only seven theodolites for seven parties, this will now allow us to have the theodolites overhauled regularly and kept in good working order.

Other survey equipment is in good condition.

Stocks of survey and drawing materials have been coming to hand regularly and by buying up a large stock of mounted drawing paper which happened to be available a possible shortage in 1952 has been averted.

Appendix G.**Return of surveys completed in 1951 giving also figures for 1950.**

	1950.	1951.
Requisition Surveys, Certified Plans	10	29
Surveyed lots	80	94
Building Plan surveys	177	200
Declaration Plans, (sets of)	—	3
Deed Plans, (sets of)	7	16
Setting out surveys	33	27
Certified Plan surveys, (ultimate)	4	7
Engineering surveys	19	32
Topographical surveys	30	9
General surveys	20	32
Back Lane surveys	3	2
	<hr/>	<hr/>
Total completed surveys for year	303	357

Draughting work

	1950.	1951.
Plans	243	331
Tracings	480	578
Prints	697	970

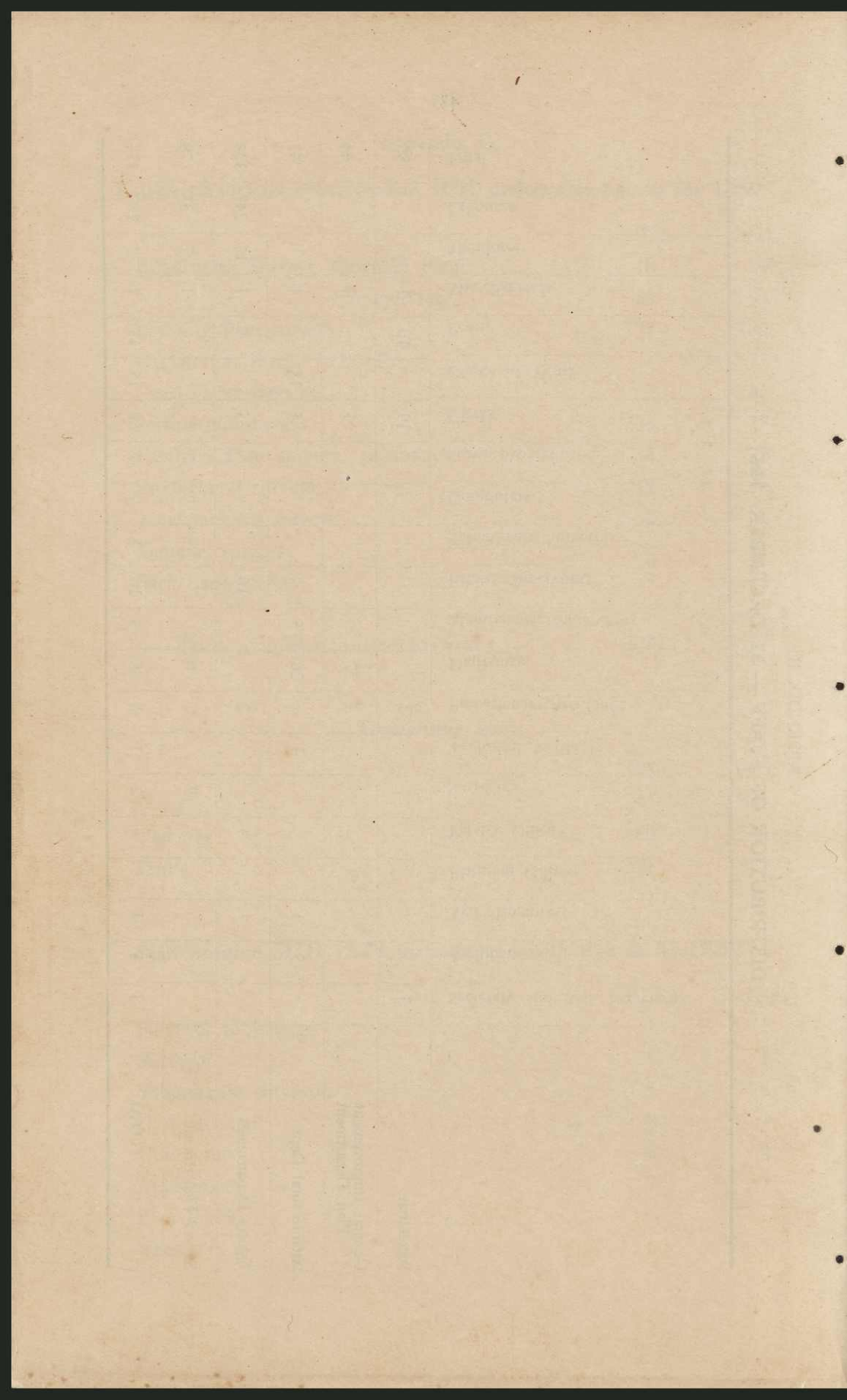
Staff position at 31.12.51 as compared with that at 31.12.50.

	31.12.50	31.12.51
Surveyor in Charge	1	1
Surveyor	1	1
Subordinate surveyors	8	8
Draughtsmen	8	9
Computers	8	9
Apprentices	7	7
Plan Clerk	1	1
Vacancies	6	4

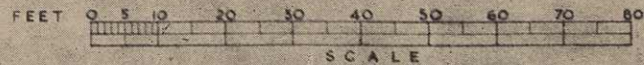
APPENDIX H.

DISTRIBUTION OF STAFF — 31 DECEMBER, 1951

	Secretary and Asst. Secretaries	Architects	Asst. Engineers	Planning Officers	Estates Officers	Surveyors	Technical Assistants	Probationary Assistants	Draftsmen	Maintenance Supervisors	Estates Supervisors	Subordinate Surveyors	Computers	Survey Apprentices	Clerks	Clerks of Works	Peons	Miscellaneous	Mandores	Labourers	Total
Secretariat	3							2							19	10	1	1			35
General Improvement Plan Department ..				5				4	27						5			3			44
Architectural Dept. ..		5	1				1		20	5					1	18		1			52
Estates Department ..					4			2			16				35		5	1	15	247	325
Survey Department ..						2			9			8	9	7				1	7	35	78
TOTAL	3	5	1	5	4	2	1	8	56	5	16	8	9	7	60	18	15	7	22	282	534

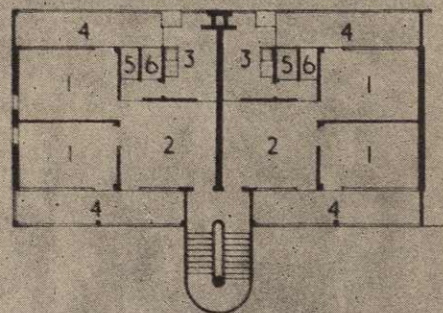


SINGAPORE IMPROVEMENT TRUST TYPE PLANS OF POST-WAR HOUSING

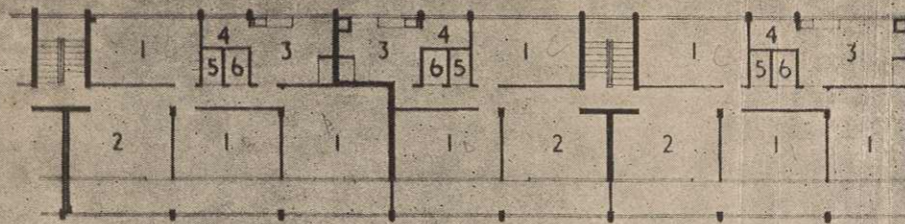


LEGEND

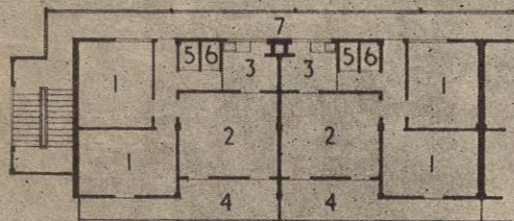
- 1. BED ROOM
- 2. LIVING ROOM
- 3. KITCHEN
- 4. BALCONY
- 5. W. C.
- 6. BATH
- 7. ACCESS BALCONY
- 8. LIFT
- 9. SHOP



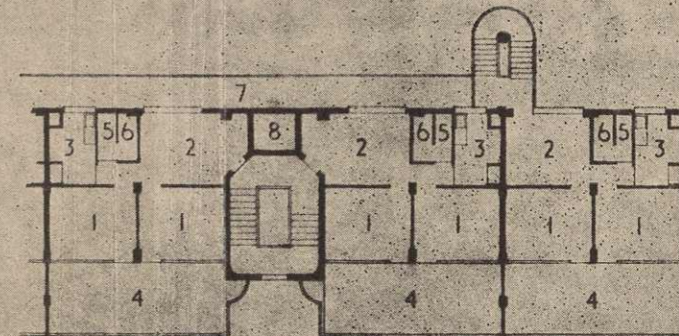
PRINSEP STREET & SHORT STREET



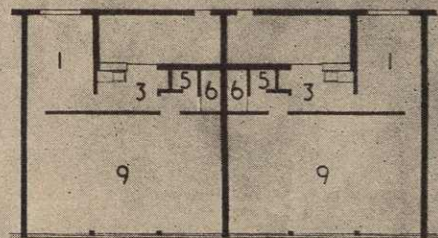
TOWNER ROAD



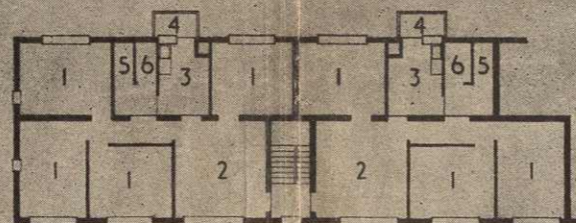
JALAN BESAR NORTH



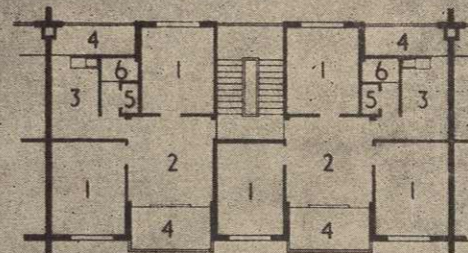
UPPER PICKERING STREET



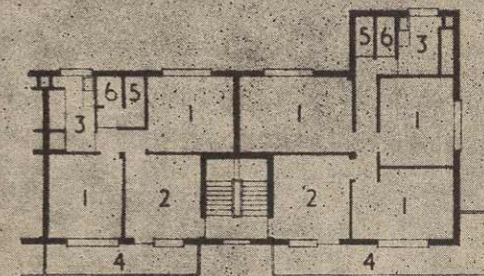
ALEXANDRA ROAD SHOPS



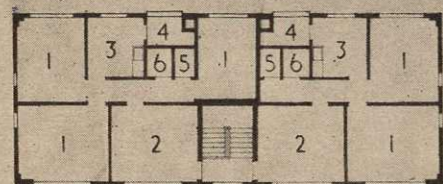
BOON KENG ROAD & BENDEMEER ROAD



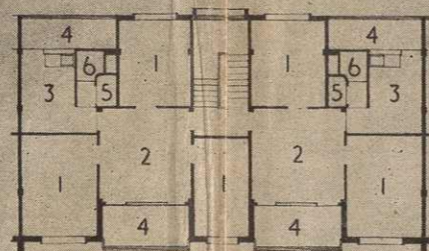
TIONG BAHRU RD. & ALEXANDRA RD.



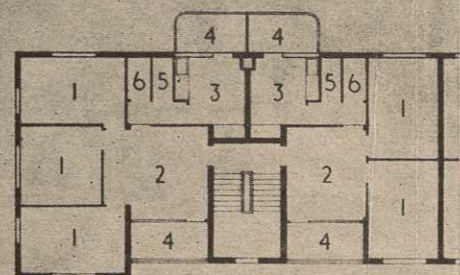
PRINCESS ELIZABETH HOUSING
BUKIT TIMAH



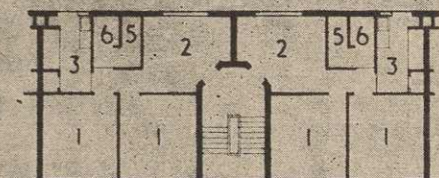
KAMPONG JAVA



TIONG BAHRU ROAD



KAMPONG SILAT

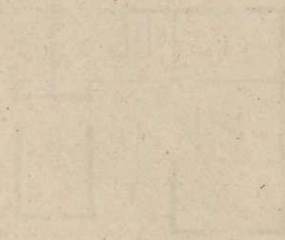


DORSET RD., KAMPONG JAVA, DELTA RD.,
HAVELOCK RD. & HENDERSON RD.

IMPROVEMENT
IN THE
ART OF
ROUING

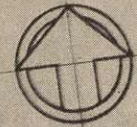
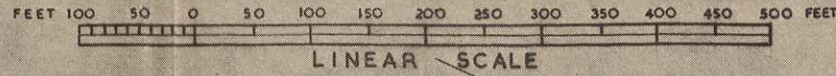


IMPROVEMENT
IN THE
ART OF
ROUING



LAYOUTS
OF
TRUST ESTATES

SINGAPORE IMPROVEMENT TRUST ALEXANDRA ROAD 1951 SCHEME

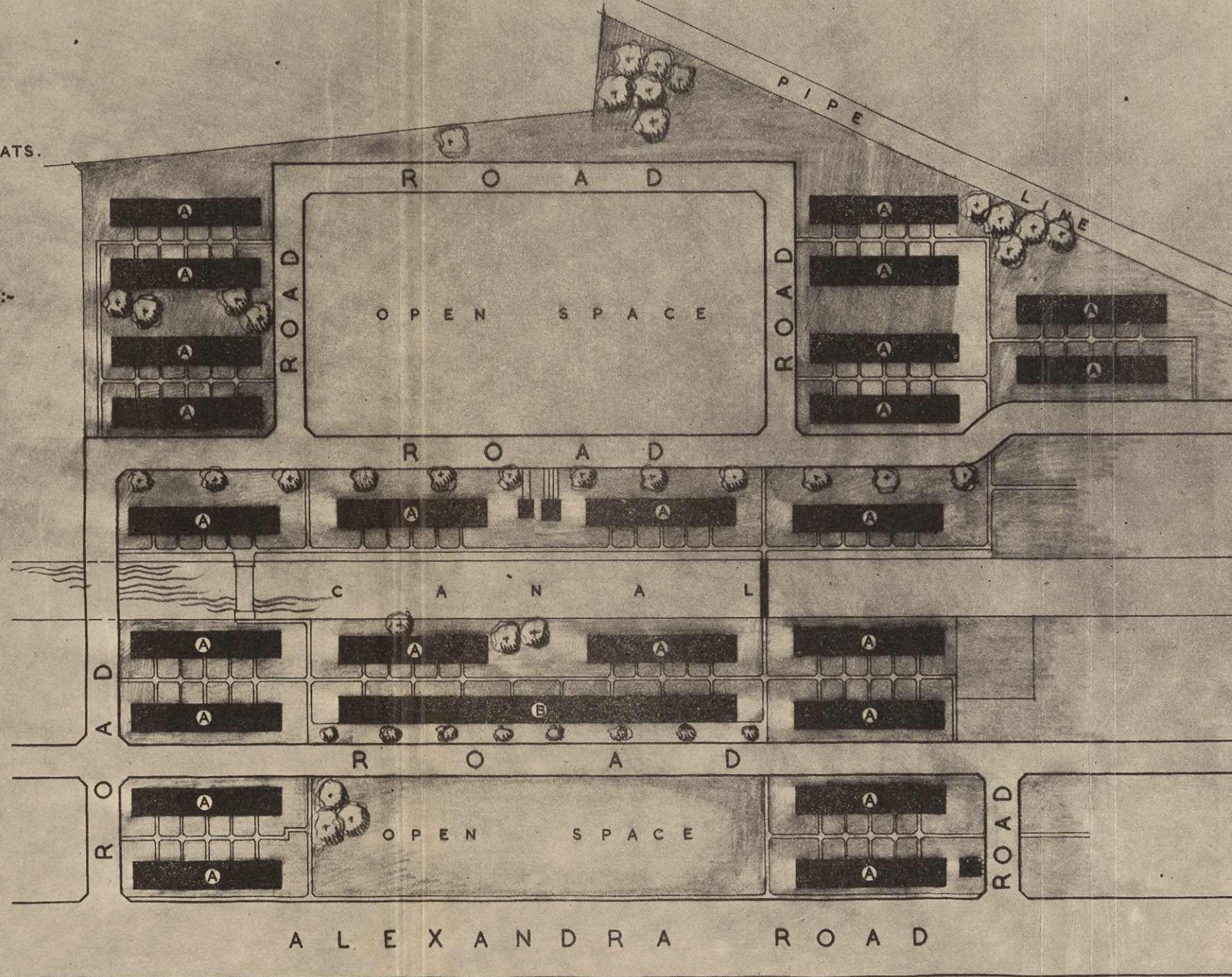


LEGEND:-

- A** 3-STOREY FLATS.
- B** SHOPS.

ACCOMMODATION:-

- A** 432 FLATS.
- B** 16 SHOPS.



LAYOUT PLAN

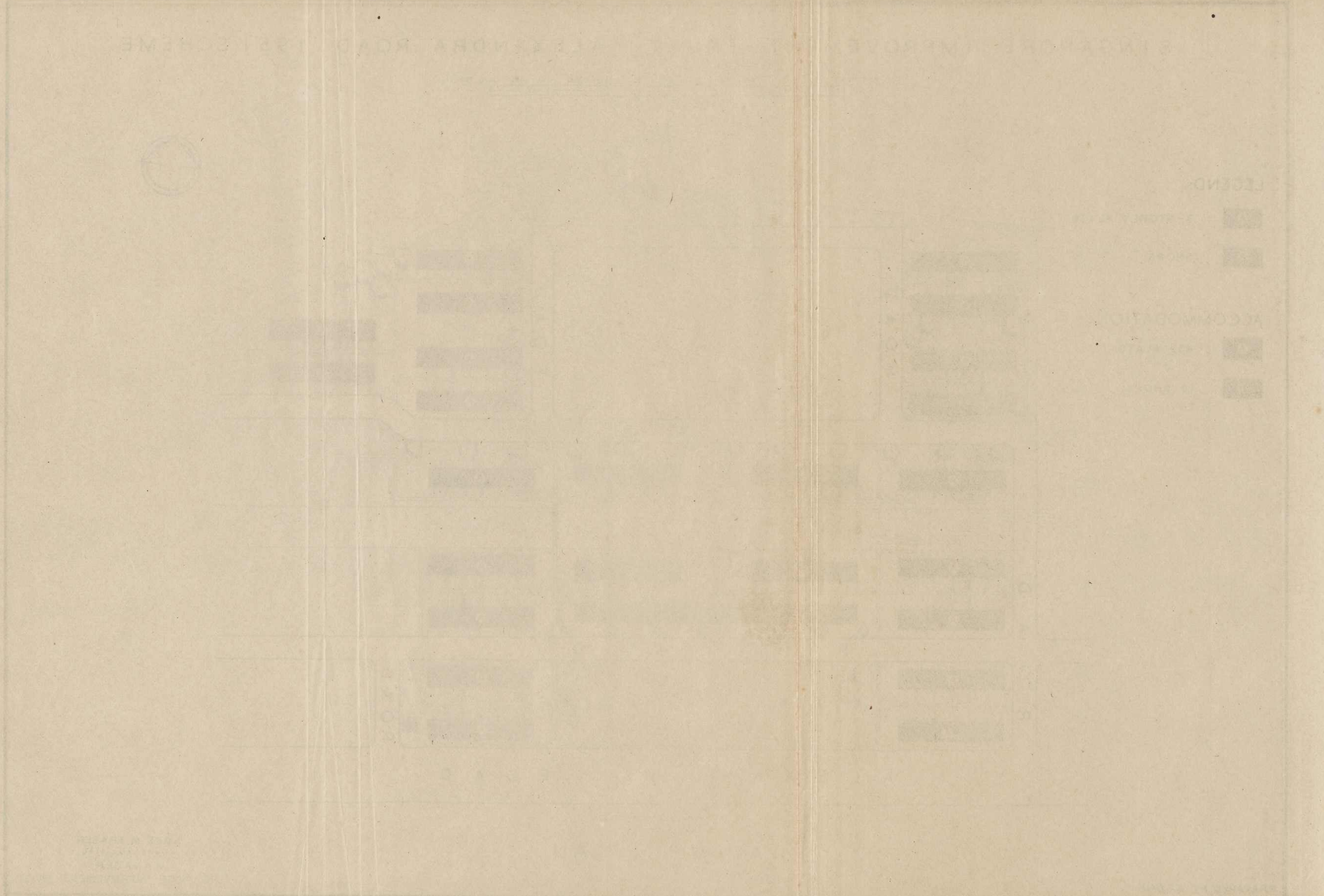
1
SCHEMATIC

ALLENDALE ROAD

ALLENDALE ROAD



LEGEND



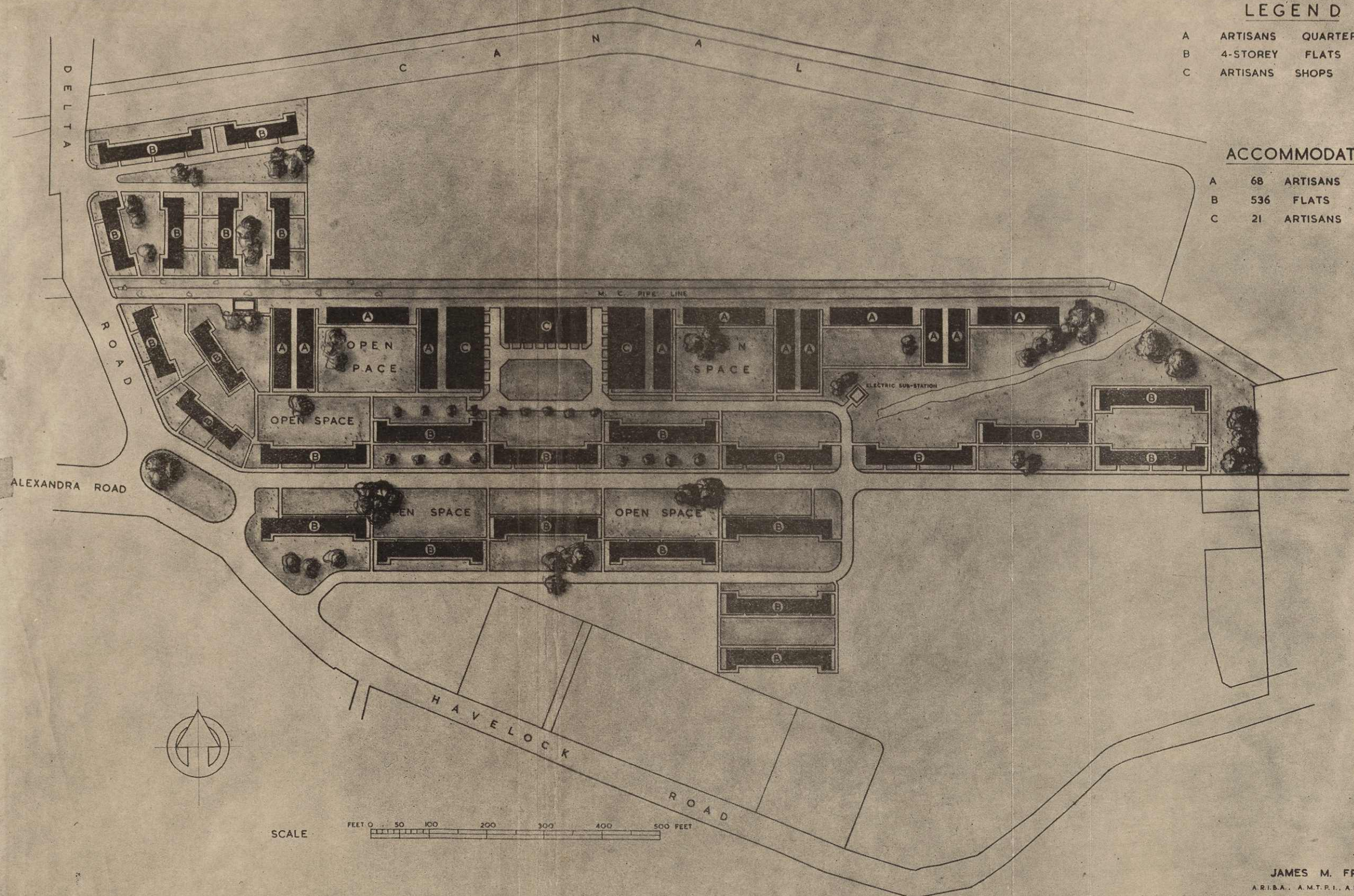
SINGAPORE IMPROVEMENT TRUST HAVELOCK ROAD SCHEME

LEGEND

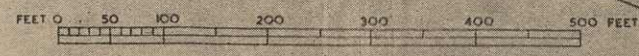
- A ARTISANS QUARTERS
- B 4-STOREY FLATS
- C ARTISANS SHOPS

ACCOMMODATION

- A 68 ARTISANS QRS.
- B 536 FLATS
- C 21 ARTISANS SHOPS



SCALE



1850
1851
1852

ACCOMMODATION
1853
1854






1855
1856
1857

SINGAPORE IMPROVEMENT TRUST

CAMBRIDGE ROAD

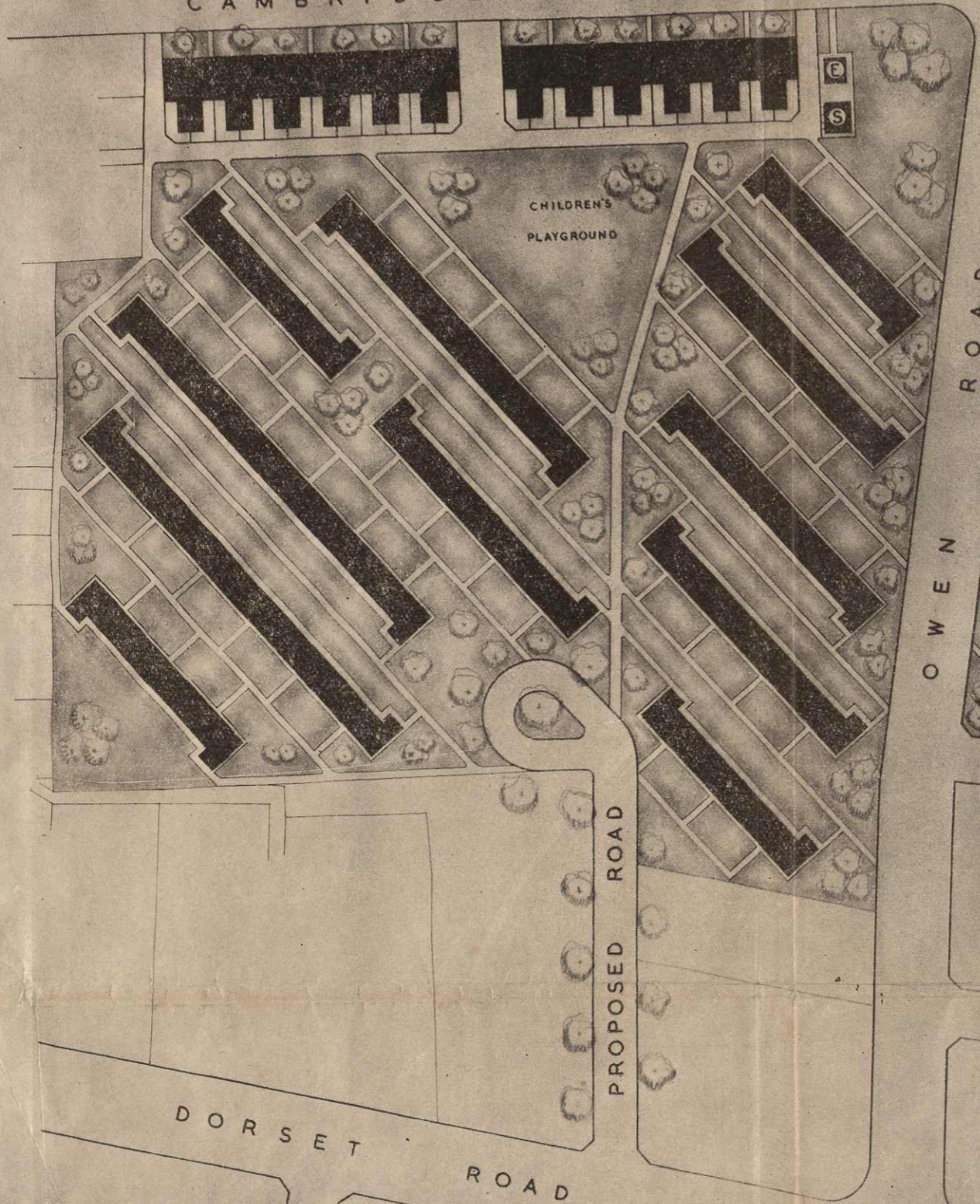
NORFOLK ROAD

LEGEND

-  2-STOREY SHOPS & FLATS
-  3-STOREY FLATS
-  2-STOREY FLATS
-  ELECTRIC SUB-STATION
-  STORE & REFUSE-YARD

ACCOMMODATION

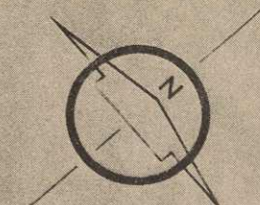
TOTAL 24 SHOPS
 TOTAL 532 FLATS



KAMPONG JAVA SCHEME

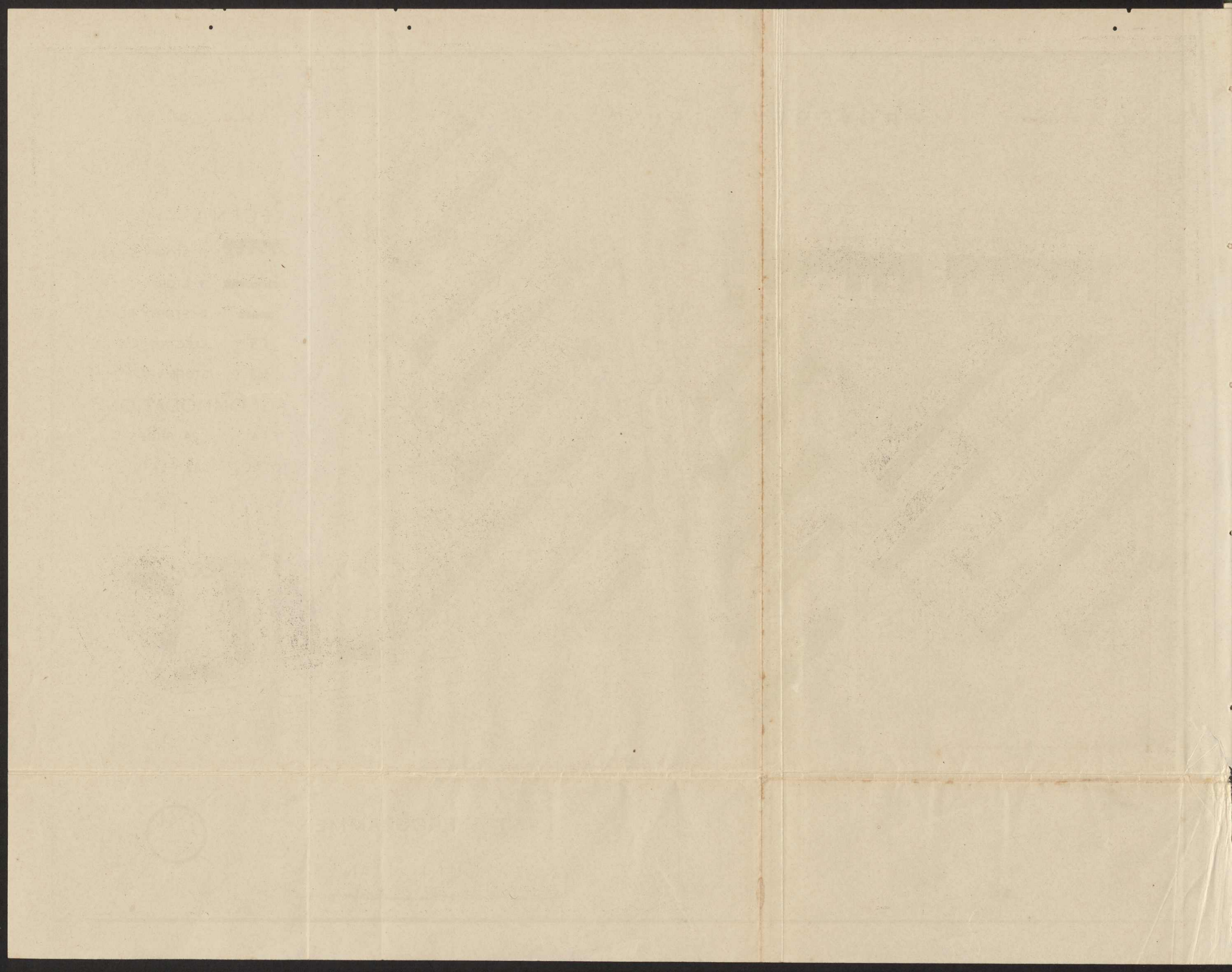
1951 PROGRAMME

LAYOUT PLAN

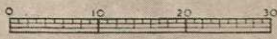


JAMES M. FRASER
 ARCHT. & AMPL. ARCHT. & STRUCT. E.
 MANAGER
 SINGAPORE IMPROVEMENT TRUST.

PREPARED BY C. K. HOI G



SINGAPORE IMPROVEMENT TRUST
 KAMPONG SILAT ESTATE
 SITE PLAN

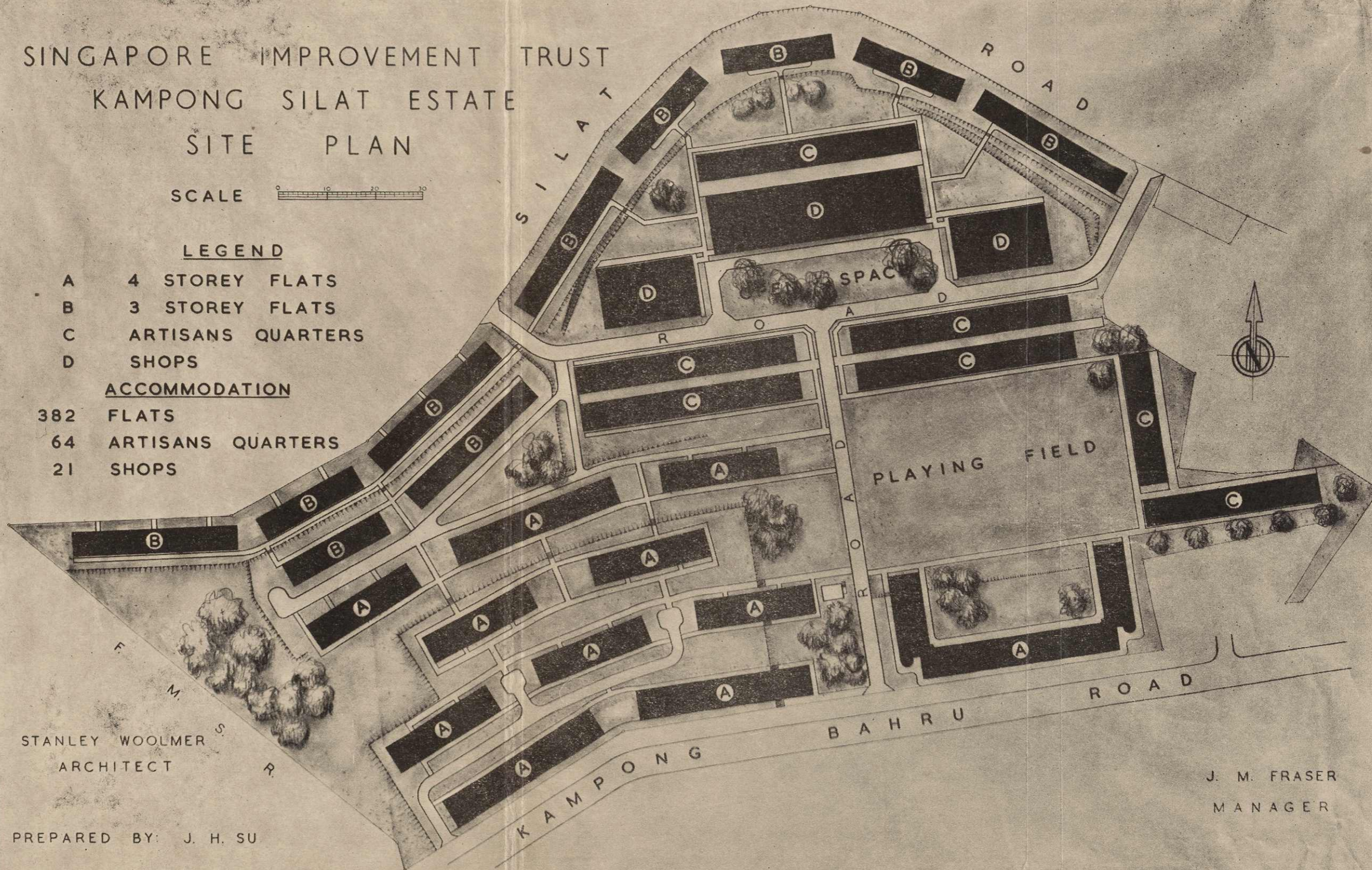
SCALE 

LEGEND

- A 4 STOREY FLATS
- B 3 STOREY FLATS
- C ARTISANS QUARTERS
- D SHOPS

ACCOMMODATION

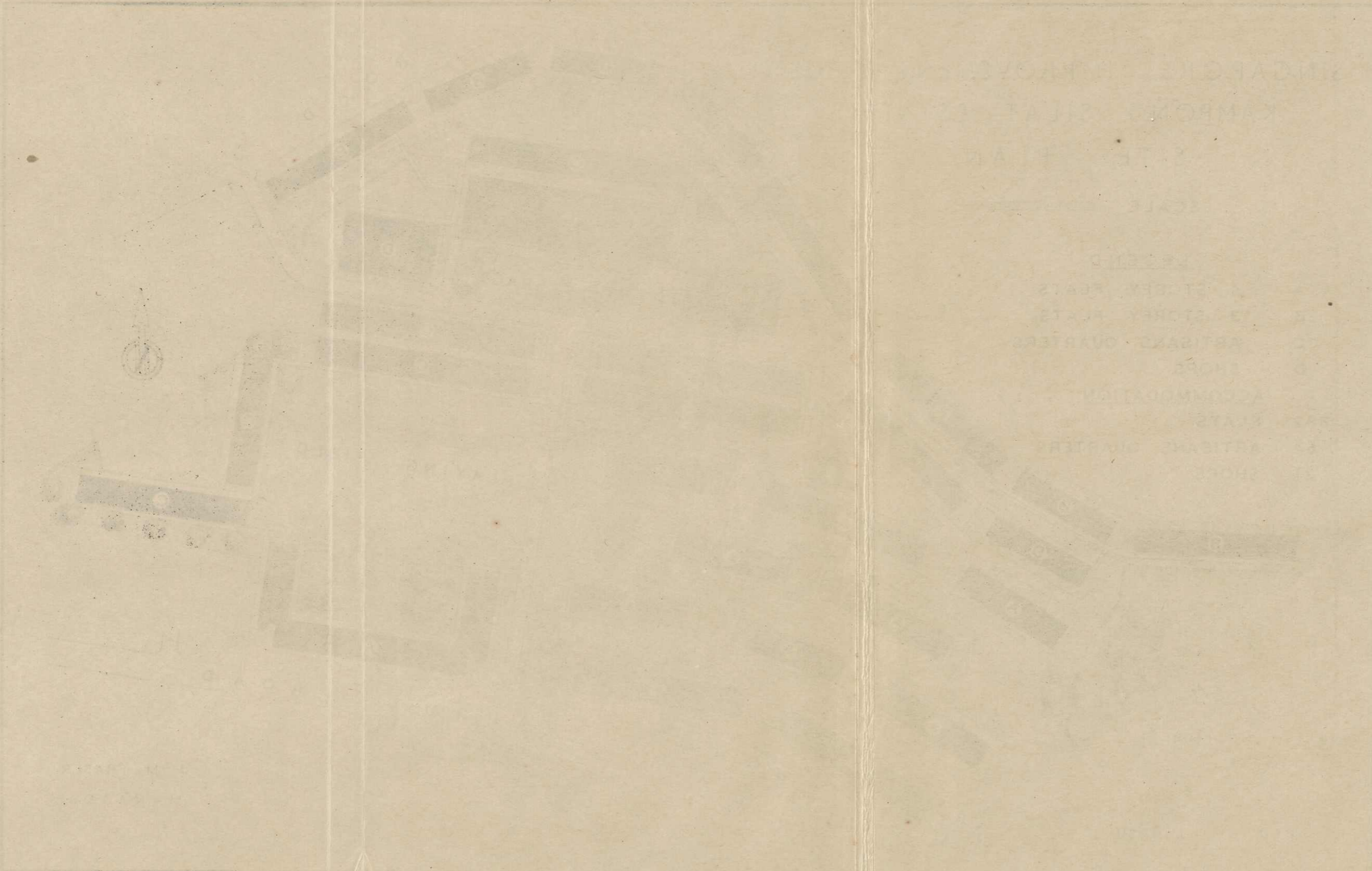
- 382 FLATS
- 64 ARTISANS QUARTERS
- 21 SHOPS



STANLEY WOOLMER
 ARCHITECT

J. M. FRASER
 MANAGER

PREPARED BY: J. H. SU



INDIAN...
KAR...
...

...

...

...

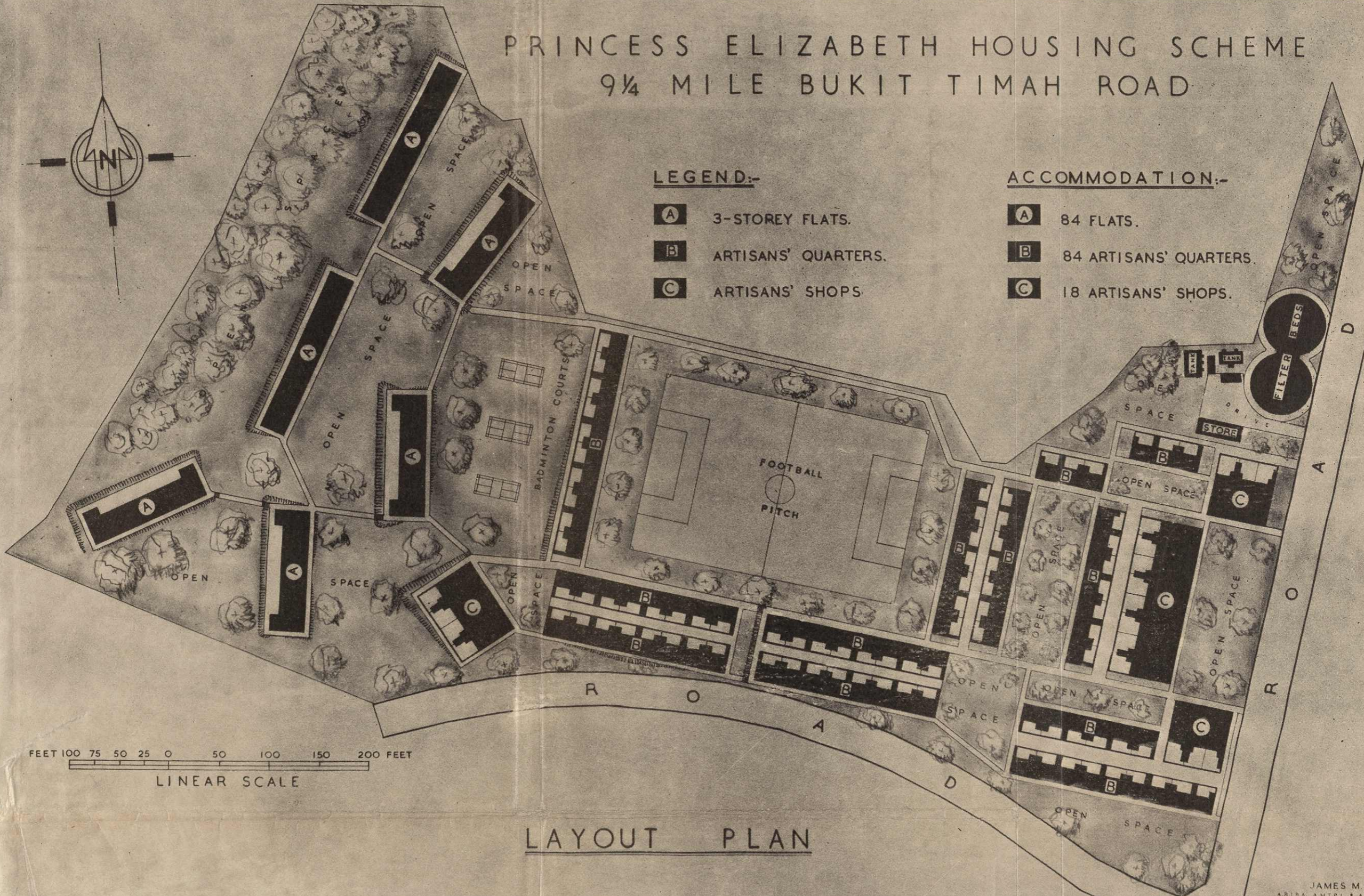
PRINCESS ELIZABETH HOUSING SCHEME
9 1/4 MILE BUKIT TIMAH ROAD

LEGEND:-

- A** 3-STOREY FLATS.
- B** ARTISANS' QUARTERS.
- C** ARTISANS' SHOPS

ACCOMMODATION:-

- A** 84 FLATS.
- B** 84 ARTISANS' QUARTERS.
- C** 18 ARTISANS' SHOPS.



LAYOUT PLAN

FEET 100 75 50 25 0 50 100 150 200 FEET

LINEAR SCALE

JAMES M. FRASER,
ARCHT., A.M.P.I., & A.M.I. STRUCT. E.
MANAGER,
SINGAPORE IMPROVEMENT TRUST.

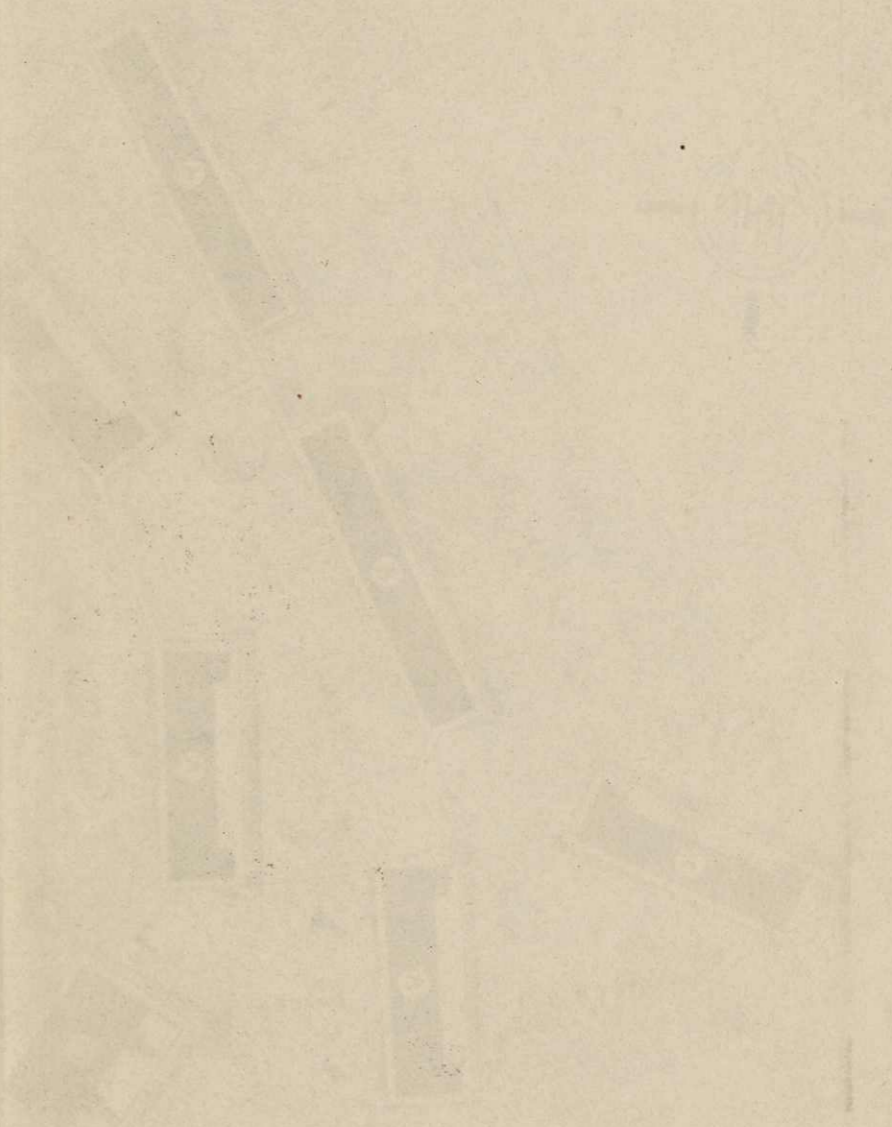
TRUST DEVELOPMENT

ELIZABETH ROAD SCHEME

COMMODATION

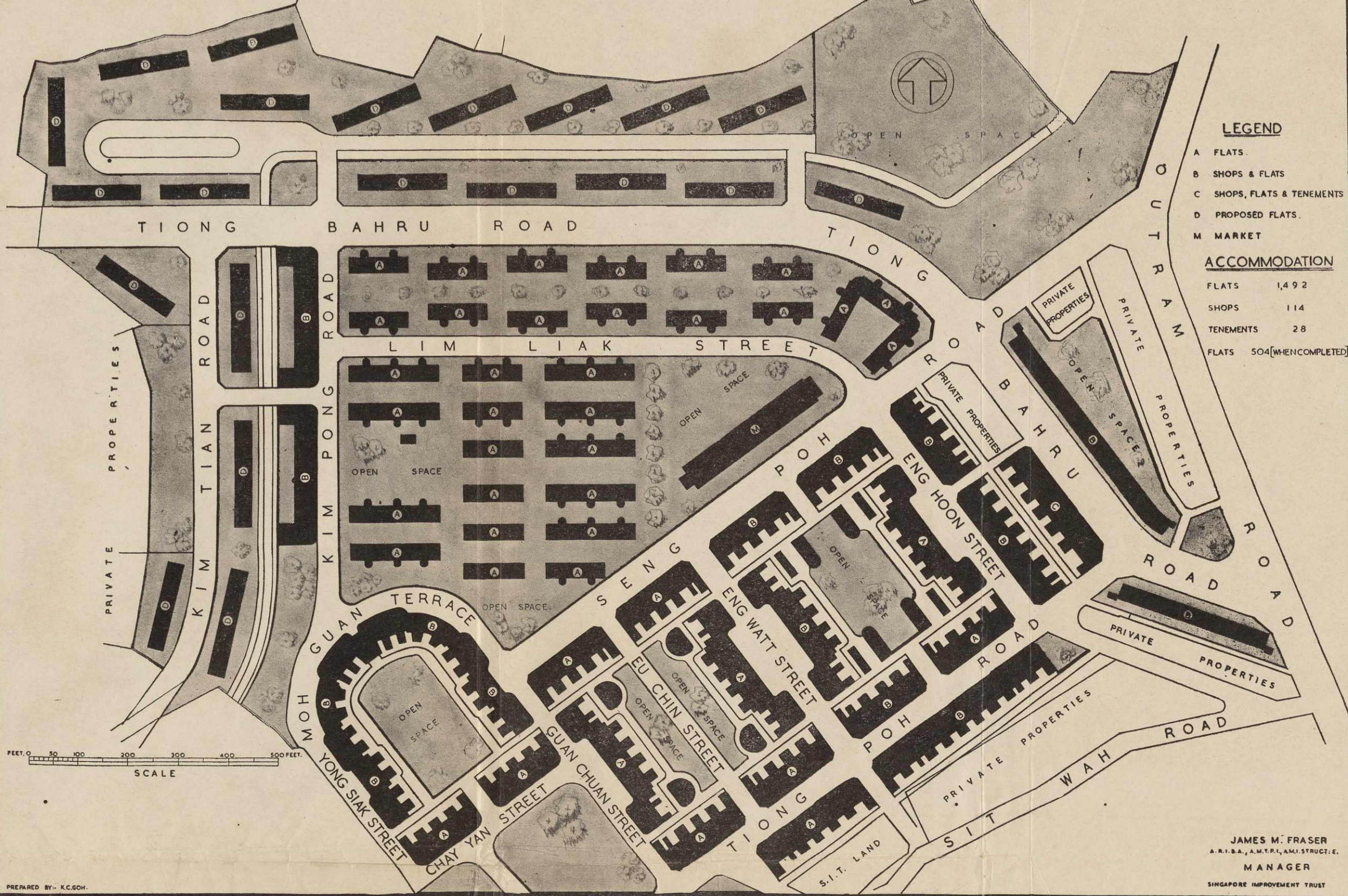
- 64 FLATS
- 84 ARTISANS' QUARTERS
- 18 ARTISANS' SHOPS

- 64 FLATS
- 84 ARTISANS' QUARTERS
- 18 ARTISANS' SHOPS



PLAN

— SINGAPORE IMPROVEMENT TRUST — TIONG BAHRU ESTATE —

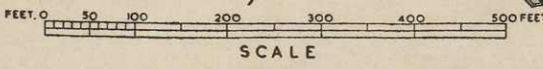


LEGEND

- A FLATS.
- B SHOPS & FLATS
- C SHOPS, FLATS & TENEMENTS
- D PROPOSED FLATS.
- M MARKET

ACCOMMODATION

FLATS	1,492
SHOPS	114
TENEMENTS	28
FLATS	504 [WHEN COMPLETED]

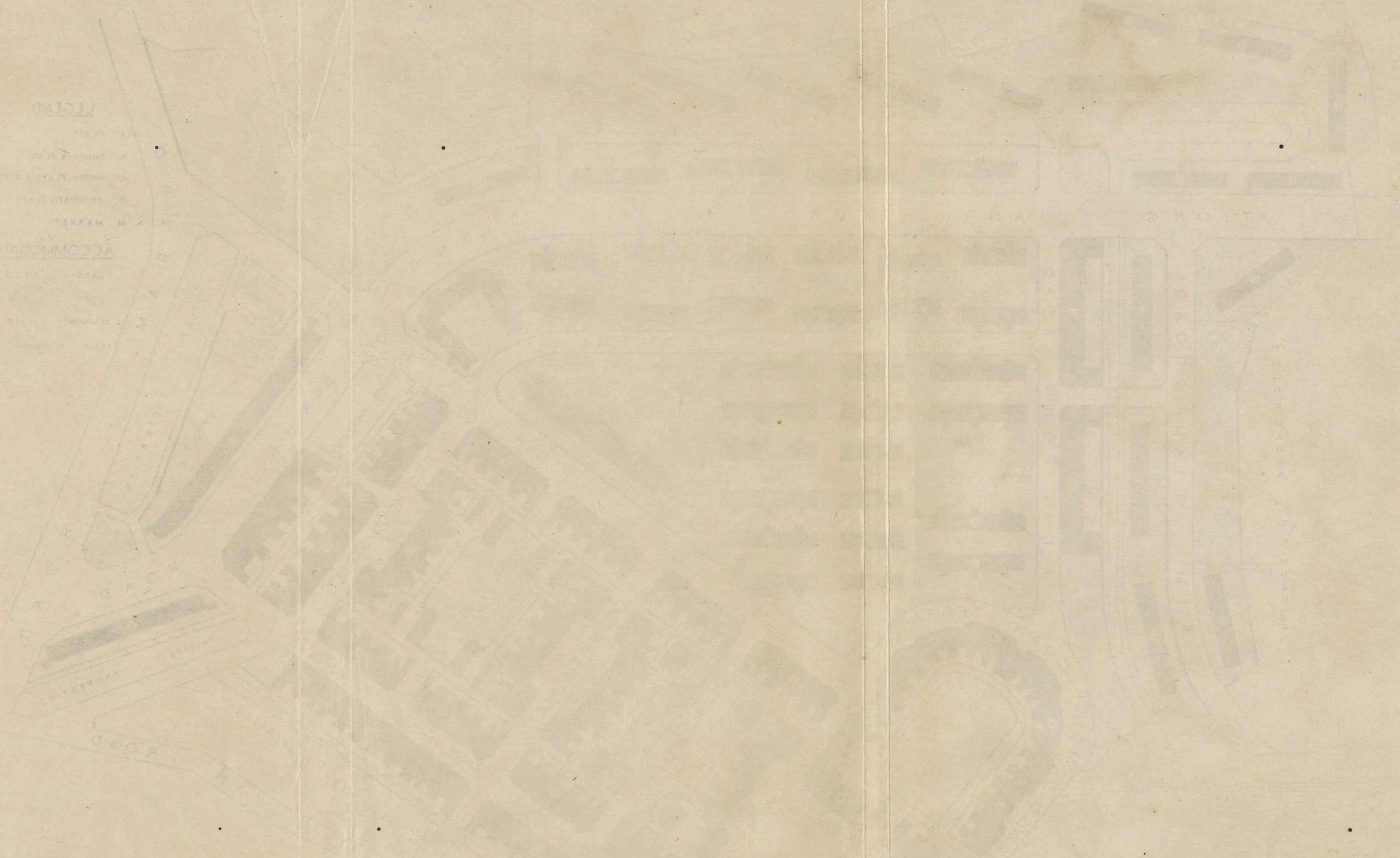


PREPARED BY: K.C.GOH.

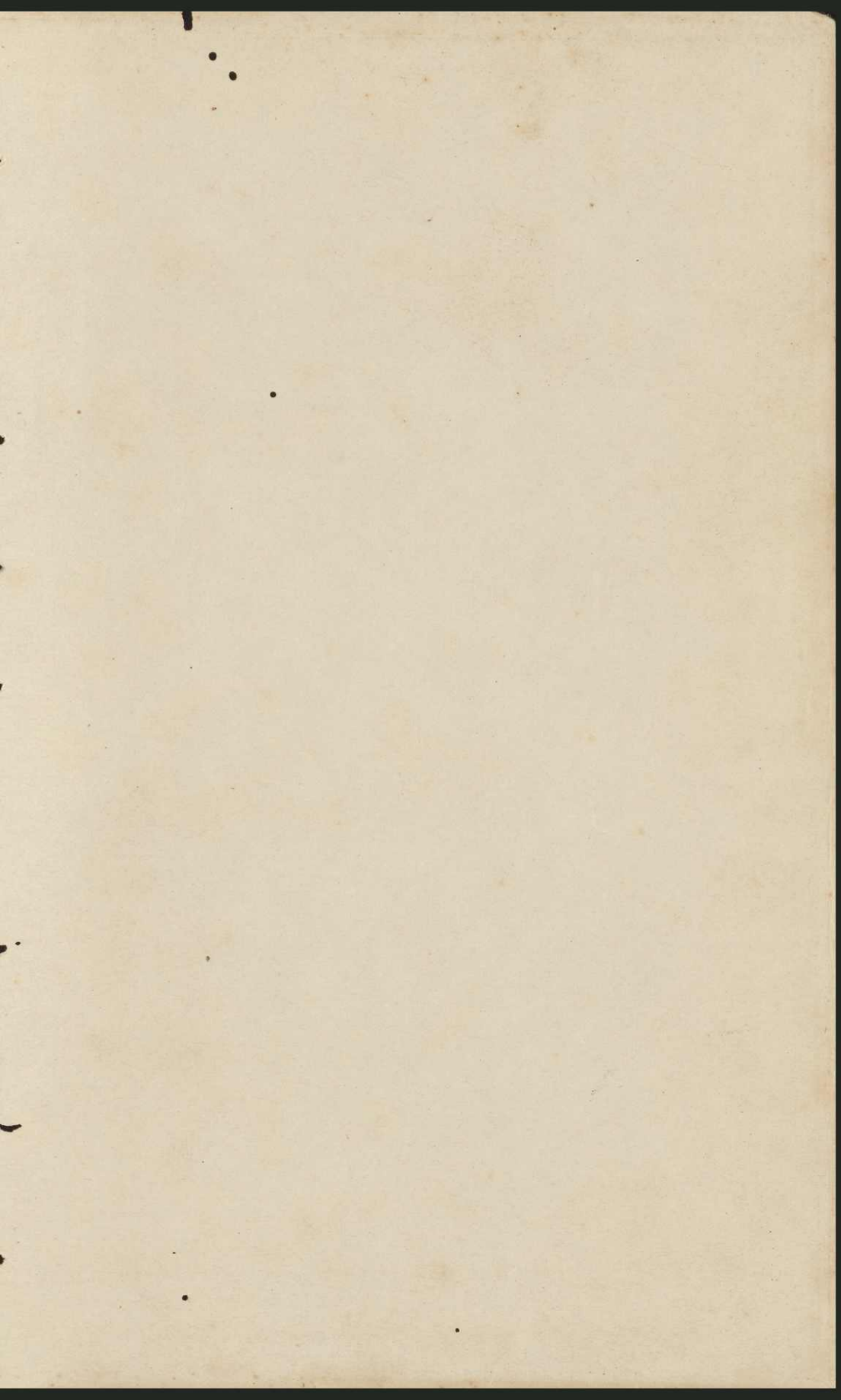
JAMES M. FRASER
 A.R.I.B.A., A.M.T.P.I., A.M.I. STRUCT. E.
MANAGER
 SINGAPORE IMPROVEMENT TRUST

LEGEND

- 1. MAIN ROAD
- 2. SECONDARY ROAD
- 3. ALLEY
- 4. MARKET
- 5. ACCOMMODATION
- 6. OPEN SPACE
- 7. GARDEN
- 8. DRIVE
- 9. FENCE
- 10. WALL
- 11. POLE
- 12. WELL
- 13. TOWER
- 14. CHURCH
- 15. SCHOOL
- 16. TEMPLE
- 17. MONASTERY
- 18. PALACE
- 19. HOUSE
- 20. SHED
- 21. BARN
- 22. STABLE
- 23. CATTLE
- 24. HORSE
- 25. PIG
- 26. CHICKEN
- 27. FISH
- 28. PLANT
- 29. TREE
- 30. WATER



JAMES H. JOYCE
 ARCHT. & CIVIL ENGR.
 11, RAFFLES PLACE, SINGAPORE.



SINGAPORE IMPROVEMENT TRUST ∞ 1952



THE
WORK OF THE SINGAPORE
IMPROVEMENT TRUST 1952

THE
WORK OF THE SINGAPORE
IMPROVEMENT TRUST 1922

THE
WORK OF THE SINGAPORE
IMPROVEMENT TRUST 1952

Compiled by

J. M. FRASER

A.R.I.B.A., M.T.P.I., A.M.I.STRUCT.E.

Manager

Singapore Improvement Trust

Published by Authority

GOVERNMENT PRINTING OFFICE, SINGAPORE

*Printed by
R. D. Gillespie
Acting Government Printer
Singapore*

—
1953

Price: \$2

THE
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IMPROVEMENT TRUST 1952

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IMPROVEMENT TRUST 1952

By
J. N. PRASE
Secretary, Singapore Improvement Trust
Singapore

Printed at the
Singapore Government Printing Office

THE
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The Government Printer,
Singapore.

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SOME OF THE 11 BLOCKS OF FOUR-STOREY FLATS AT TIONG
BAHRU ROAD

A VIEW OF LOW COST HOUSING AT BULLER CAMP, OFF
ALEXANDRA ROAD

ARTISANS' QUARTERS ON TIONG BAHRU ROAD (SOUTH)

THREE BLOCKS OF SHOPS, OFFICES AND FLATS AT UPPER
PICKERING STREET

PART OF THE ALEXANDRA ROAD ESTATE

PART OF THE LOW COST HOUSING AT BULLER CAMP, OFF
ALEXANDRA ROAD

TWO BLOCKS OF FLATS ON THE DELTA/HAVELOCK ROAD
ESTATE

A GENERAL VIEW OF THE 11 BLOCKS OF FOUR-STOREY FLATS
AT TIONG BAHRU ROAD

PREFACE

It is an anomaly that the work of the Singapore Improvement Trust which attracts the greatest attention and criticism is that which is subsidiary to the main function of the Trust. Circumstances have combined to place upon the Trust the mantle of housing authority. In spite of completely inadequate resources the Trust has not sought to evade the enormous task which is presented by the housing situation but has applied itself wholeheartedly to meeting the public need.

The general public is never slow to criticise but is frequently unwilling to give active co-operation to the forces of authority. Inevitably the administration of the Singapore Improvement Trust has been exposed to attacks since the number of persons not yet accommodated greatly exceeds those for whom houses have been made available. These attacks should not obscure the fact that although the Trust has never been constituted a housing authority and is in fact inadequately equipped to fulfil that role it has, particularly during the past year, provided a notable contribution to solving the housing problem of the Colony.

To the many officers of the Improvement Trust who have given outstanding service in dealing with this huge problem appreciation and thanks are due.

T. P. F. McNEICE,
Chairman,
Singapore Improvement Trust.

SINGAPORE, 26th May, 1953.

PREFACE

It is an irony of fate that the work of the Singapore Improvement Society, which has done so much for the betterment of the island, should have been the subject of a book which is now being written. The Society's work has been so successful that it has become a model for other islands in the East. The Society's work has been so successful that it has become a model for other islands in the East.

The general public is not slow to recognize the value of the Society's work. The Society's work has been so successful that it has become a model for other islands in the East. The Society's work has been so successful that it has become a model for other islands in the East.

In the many efforts of the Improvement Society, it has been given the opportunity to be heard in the many efforts of the Improvement Society, it has been given the opportunity to be heard in the many efforts of the Improvement Society, it has been given the opportunity to be heard.

J. P. H. MERRICK

Singapore Improvement Society
Singapore, 1911

BOARD OF TRUSTEES AT 31ST DECEMBER, 1952

Chairman, Improvement Trust	...	T. P. F. McNeice, Esq., C.M.G., O.B.E., M.C.S., The Honourable the President, City Council.
Representatives of the City Council	...	A. P. Rajah, Esq. C. F. SMITH, Esq. (from 12-12-52).
Representative of the Rural Board	...	Vacant.
Appointed by H.E. the Governor	...	E. Galistan, Esq., M.B.E., M.C.H., J.P. Robert Renton, Esq., J.P. The Honourable Mr. Thio Chan Bee, J.P.
The Honourable the Financial Secretary	...	W. C. Taylor, Esq., M.C.S.
Chairman, Rural Board	...	E. V. G. Day, Esq., C.M.G. (from 16-11-52).
The Director of Public Works, Singapore	...	A. Wear, Esq., B.Sc., M.I.C.E. (from 1-9-52).
The City Health Officer	...	Dr. N. A. Canton, J.P.

Changes during 1952

Representatives of the City Council	...	E. V. Davies, Esq. Retired on 6-12-52.
Representative of the Rural Board	...	Chin Chye Fong, Esq., M.B.E., S.C.H., J.P. Retired on 6-12-52.
Chairman, Rural Board	...	The Honourable Mr. J. A. Harvey, M.C.S. (to 16-11-52).
The Director of Public Works, Singapore	...	E. A. Gardiner, Esq., B.Sc., A.K.C., A.M.I.C.E., A.M.I. MECH.E., M.I.W.E. Retired on 18-2-52. R. E. Pitt, Esq., B.B.C., M.I.C.E., M.I. MUN.E. (from 18-2-52 to 1-9-52).
Legal Adviser	...	The Honourable Mr. John Laycock.

PART I

PART I

SINGAPORE IMPROVEMENT TRUST

ANNUAL REPORT 1952

Page 7: For the first paragraph substitute:—

LEGISLATION

There has unfortunately been no progress with regard to Planning or Housing Legislation in 1952. The Trust still functions as a Planning Authority with the powers given by the Singapore Improvement Ordinance, somewhat inadequately reinforced by the amendments of December 1951, which give the power and duty to prepare a Diagnostic Survey and Master Plan. The machinery to make a Master Plan work is still missing. Little progress can be made with real planning till such power is given. The Singapore Improvement Bill, 1951, on which so much time was spent, appears to be a dead letter. The Trust still struggles with out-of-date legal machinery which is cumbersome, expensive and only partially effective.

THE GREAT EASTERN LIFE INSURANCE COMPANY

NEW YORK, N. Y.

IN SENATE

January 10, 1901

REPORT OF THE BOARD OF DIRECTORS FOR THE YEAR ENDING DECEMBER 31, 1900

The Board of Directors of the Great Eastern Life Insurance Company, organized under the laws of the State of New York, has the honor to submit herewith its report for the year ending December 31, 1900, together with the financial statements and the report of the actuaries.

The business of the company during the year has been conducted in accordance with the policy of the Board, which is to maintain a conservative and safe investment of the assets of the company, and to pay to the policyholders the largest amount of dividends consistent with the safety of the company.

The assets of the company at the end of the year were \$1,000,000, and the liabilities were \$900,000, leaving a surplus of \$100,000. The surplus has been distributed to the policyholders in the form of dividends, and the company has paid to them a total of \$500,000 during the year.

The company has also paid to the policyholders a total of \$1,000,000 in the form of annuities and other benefits during the year. The company has also received from the policyholders a total of \$1,000,000 in the form of premiums during the year.

The company has also received from the policyholders a total of \$1,000,000 in the form of interest on loans during the year. The company has also received from the policyholders a total of \$1,000,000 in the form of interest on deposits during the year.

The company has also received from the policyholders a total of \$1,000,000 in the form of interest on bonds during the year. The company has also received from the policyholders a total of \$1,000,000 in the form of interest on stocks during the year.

The company has also received from the policyholders a total of \$1,000,000 in the form of interest on real estate during the year. The company has also received from the policyholders a total of \$1,000,000 in the form of interest on other investments during the year.

The company has also received from the policyholders a total of \$1,000,000 in the form of interest on other assets during the year. The company has also received from the policyholders a total of \$1,000,000 in the form of interest on other liabilities during the year.

The company has also received from the policyholders a total of \$1,000,000 in the form of interest on other items during the year. The company has also received from the policyholders a total of \$1,000,000 in the form of interest on other matters during the year.

INTRODUCTION

THREE YEARS ago, it was thought that the days of the Singapore Improvement Trust were numbered. At that time, the Singapore Development Bill was being considered by a Select Committee. If this Bill had been passed, the Trust would have been replaced by a Development Board with comprehensive powers for Planning, Housing and Redevelopment.

After considering the Bill for a year, the Select Committee tabled a report in Legislative Council in February 1951, and Legislative Council decided that no new Authority should be created till a Local Government expert had reported on the Local Government authorities in the Colony. Dr. L. C. Hill of Exeter University, who had previously done similar reports for the West Indian and African colonies, spent five months in the Colony, during the second half of 1951, on the Reform of Local Government. Seven pages of this Report were devoted to the Singapore Improvement Trust. Briefly, his conclusions were that the Trust was doing work which should be carried out by the Government and City Council, and that as a public body the Trust was unnecessary. He recommended its abolition—Government to take over Planning, and the City Council to take over Housing. The other functions and duties of the Trust were not dealt with in the Report.

The Hill Report had a mixed reception. The Trust sent in its views on the Report within three months, and the City Council within the year. Government has made no decision as yet on the future of the Trust. The proposals are so far-reaching that it may be some time before a decision is made. If changes are to take place, they will not take place overnight.

Present indications are that the Trust will continue in existence for a long time yet, and during the past year it has in fact assumed further responsibilities in connection with Crown Lands and reverted property, and is acting for Government in the laying out and development of Squatter Resettlement areas. During 1952, much of the new work which has been started in recent years has been consolidated and the Trust is now firmly established as the Agent for Government for all matters connected with Planning, Housing and Land use.

LEGISLATION

There has unfortunately been no progress with regard to Planning or Housing Legislation in 1952. The Trust still functions as a Planning Authority with the powers given by the Singapore Improvement Ordinance, somewhat inadequately reinforced by the amendments of December 1951, which give the power and duty to prepare a Diagnostic Survey and Master Plan. The machinery to make a Master Plan work is still missing. The Singapore Improvement Bill, 1951, on which so much time was spent, appears to be a dead letter, and there is still no Legislation for Housing. Little progress can be made with real planning till such power is given. The Trust still struggles with out-of-date legal machinery which is cumbersome, expensive and only partially effective.

The Trust is recognised as the Housing Authority for the Colony, but it has no Housing Ordinance. Government provides the money and the Trust builds and manages its Housing Estates.

FINANCE

Funds for Housing are provided by Government Loans and up to the beginning of 1952, \$22½ million had then been provided on the basis of repayment in sixty years at 3 per cent interest. A further loan of \$16 million was approved in 1952 at a rate of interest of 4 per cent, repayable over sixty years. A Building Programme, No. 5, was approved in 1952 and this will require an additional loan of \$21 million during 1953. The responsibility for repayment of these loans lies with the Trust, and rents have to be fixed which will cover all outgoings, including loan repayment. No subsidies are available to ease this burden, and the Trust has to balance its Budget. It is therefore necessary for the Trust to charge rentals which are truly economic and this should be borne in mind when criticism is made of the Trust's rental policy. The Trust makes no profit on Housing, and in fact over the past three years it has made a considerable loss which has had to be made up from its general funds. The accounts will show how its balances are rapidly diminishing.

During 1952, the Trust appointed its own Accountant who will take over the accounts of the Trust from the City Treasurer as soon as staff can be recruited to do this work. In the meantime, Housing Accounts are not separated from other Trust accounts but this separation will take place as from 1st January, 1953 so that a clearer picture will be available of the cost of Housing to the Trust. The position of the Trust's finances is given in more detail in the report of the Secretariat.

NEW OFFICES

The Trust celebrated its Semi-Jubilee by moving into its new offices at Upper Pickering Street in August 1952. This was a welcome move as it gathered the departments which were accommodated in four different locations under one roof. The administrative advantages of this are obvious, and it has been a pronounced success enabling more efficient supervision and control. The offices which are in fact converted flats in a ten-storey block, are not ideal as they are situated in the heart of the Southern congested area with all its attendant noise and distraction, but they front on an open space and this makes up for many deficiencies. Eight floors are used as offices and the upper two floors as Senior Officers' flats. The accommodation is adequate but not excessive, and if the staff continues to expand the upper two floors may be required for office space in due course. The occupation of this block is on a five-year plan by which time it is hoped that permanent offices will be available.

The Survey Department is still housed in Fullerton Building, adjacent to the offices of the Government Survey Department with which it works in close liaison.

DEPARTMENTAL ORGANIZATION

The organization of the Trust into Departments has been consolidated during the year and at the end of the year the staffs of five departments were nearly up to strength. The Estates and Lands Department was still short of senior and junior staff but at the time of writing, these vacancies have nearly all been filled. The departmental system is working well and inter-departmental liaison is comparatively simple when all are in one building. A monthly meeting of Heads of Departments is held under the Manager and matters of departmental organization are reviewed at these meetings. Organization charts are now in existence and delegation of duties and responsibilities is clear-cut. There is still room for improvement in the production of work in some departments but the way is now clear for the Organization and Methods Advisers to tell us how this can be achieved.

The new Estates Manager arrived in March 1952, and set to work immediately to reorganize the Department. This was not an easy task and it has taken a year to sort out a rather complicated problem, and find the kind of staff and equipment considered suitable for the various jobs. I have every confidence that the new organization, given time, will make a vast improvement in the efficiency of this Department. After considerable delay, a decision was made in July on the appointment of a Deputy Lands Manager and since then this Department has been divided into two divisions—Housing and Lands—each under a Deputy.

The Housing Division will undertake the control of all 99-year reverted Crown properties and the Lands Division will supervise all Crown lands as from 1st April, 1953.

COMMITTEES

In 1951 the Trust decided to introduce the Committee system and for the past year, two Committee clerks have been in training. An Estates Committee has been in existence since 1950, and numerous *ad hoc* committees have been formed since that time to deal with matters such as building programmes, rentals, staff housing, appointments, etc. The agenda at Board meetings became unwieldy and many matters had to be referred to committees for detailed consideration. It was therefore decided to adopt a system of standing committees and at the Board meeting in December 1952, the following Standing Committees were appointed:—

(a) Personnel	...	...	Chairman A. P. Rajah, Esq., The Manager and 2 Trustees.
(b) Estates	...	...	„ The Manager and 3 Trustees.
(c) Rentals	...	...	„ The Manager and 4 Trustees.
(d) Building	...	...	„ The Manager and 3 Trustees.
(e) Planning	...	...	„ The Chairman, Rural Board and 3 Trustees.
(f) Senior Officers Quarters	...	...	„ Honourable Mr. Thio Chan Bee, The Manager and 2 Representatives from the Senior Officers' Association.

The Planning Committee meets fortnightly and deals with all planning applications and planning proposals. The Chief Planning Officer and the Chief Improvement Plan Officer are in attendance. Applicants for planning approval are invited to attend this Committee to explain their proposals if they so desire.

The Estates, Personnel and Building Committees meet monthly, and the Rentals and Senior Officers' Quarters Committees as and when necessary.

In addition to these Committees, the Manager is a member of the Traffic Advisory Committee, the Kallang Basin Development Committee and the Planning Co-ordination Committee, as well as a number of other joint committees formed from time to time for special purposes. Approximately half his time is spent on committee work. The Chief Planning Officer, Chief Improvement Plan Officer and Chief Architect are members of committees and working parties on a number of planning and building matters connected with Trust work.

STATUTORY PLANNING

The report of the General Improvement Plan Department gives details of the amount of statutory planning work carried out and 1952 has been a record year in this respect. A completely new system for the submission and approval of plans and proposals under sections 58 and 59 of the Ordinance was instituted during the latter part of the year in response to representations made by the Singapore Ratepayers' Association and the Institute of Architects

of Malaya. The new system is working reasonably well in spite of the inadequacy of the Ordinance, and by the end of the year a large backlog of work had been cleared up. Planning approval can now be given within a month of submission if plans are in order. The Planning Committee with its fortnightly meetings has made this possible.

PLANNING OF CROWN AND TRUST LAND

The Trust acts as adviser to Government on planning matters affecting Crown land and there is constant liaison between the Land Office and the General Improvement Plan Department and Diagnostic Survey Team. Plans are being examined every day in connection with alienation and development of Crown land, and in particular, advice has been given on the following developments during 1952:—

- (i) Kallang Basin Development Scheme;
- (ii) Shenton Way Building Scheme;
- (iii) Telok Ayer Basin Layout and Development;
- (iv) Squatter Resettlement Areas.

All layouts for the development of Trust land are also scrutinized by the General Improvement Plan Department and Diagnostic Survey Team.

A working party of Trust officers is planning the development of the land recently acquired by Government to the north of Sungei Whampoa. This area is to be developed as a satellite suburb within the city area with provision therein for the requirements of sixty thousand people, including housing, shopping centres, schools, places of worship and entertainment, public buildings and open spaces.

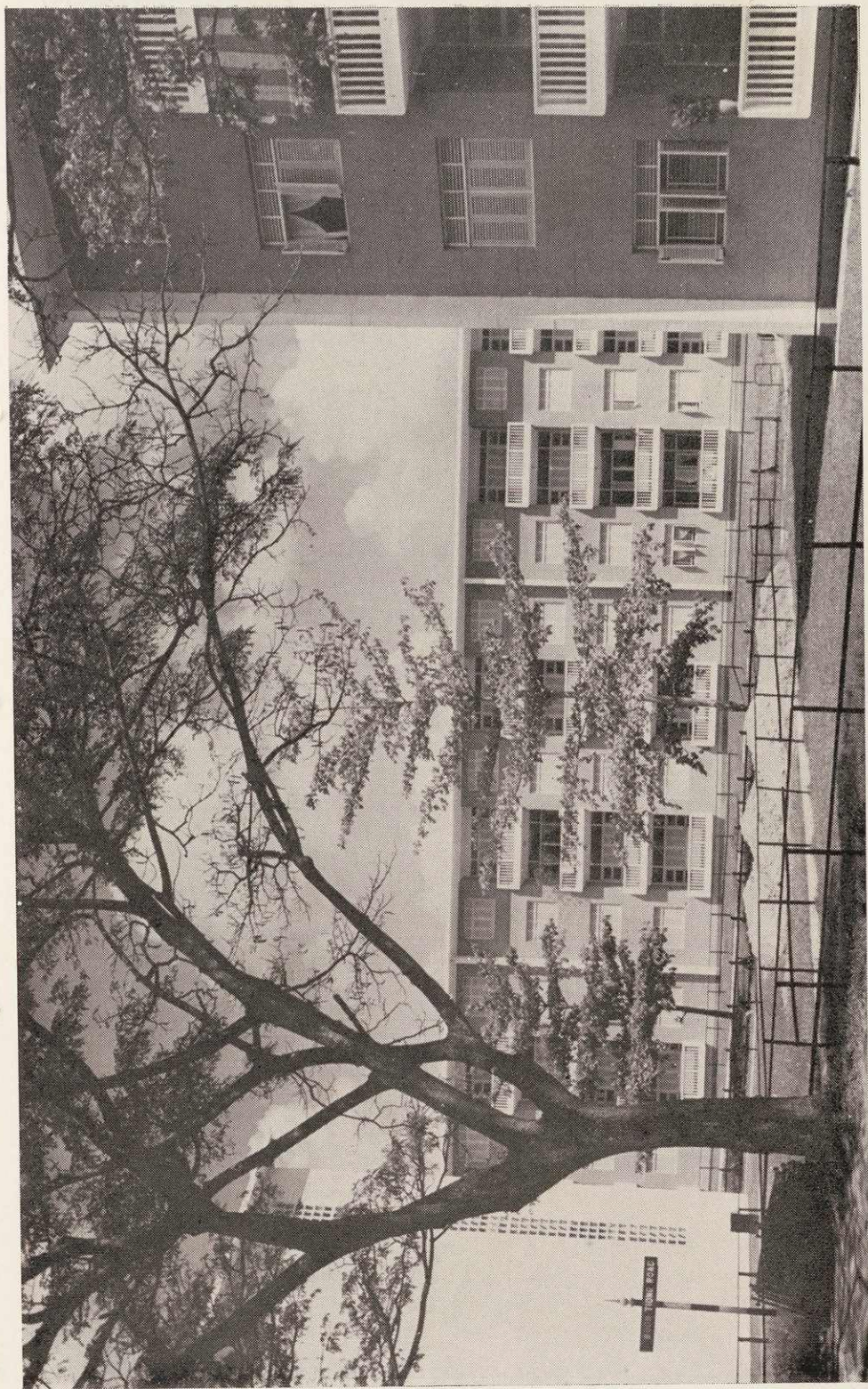
ENGINEERING WORK

The General Improvement Plan Department carries out all the site preparation work for housing projects and also the earthworks and drainage required for the formation of ring roads on the General Improvement Plan. The Department has two qualified planning engineers on the staff, and contracts for this work are constantly in progress. Housing programmes cannot be carried out till sites are prepared and the Trust has now no ready made sites. All the land now available requires considerable earthwork preparation and drainage before building can commence and the speed of the building programme depends on this preparation work.

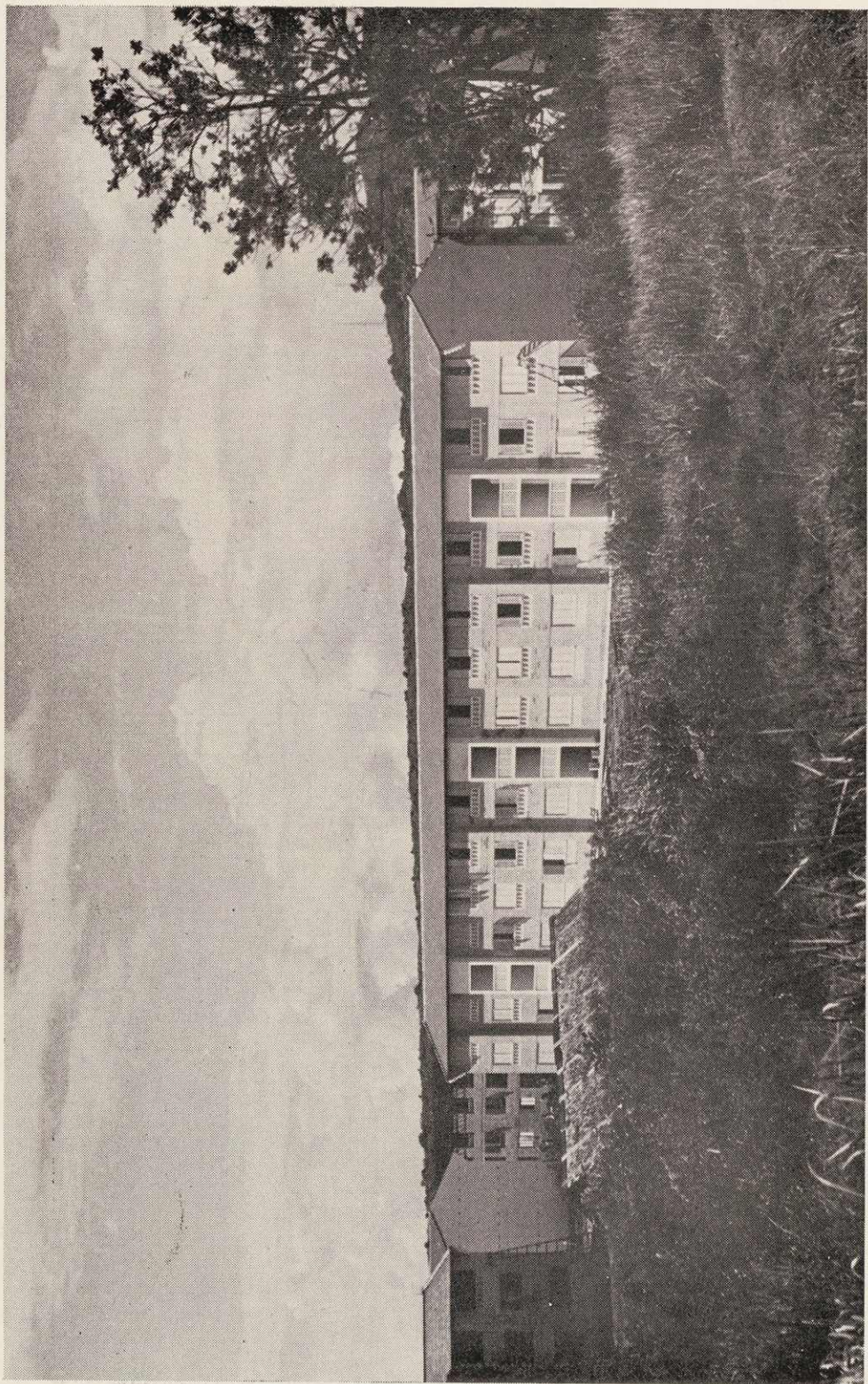
To expedite this work, two bulldozers were purchased in 1952 and although they were in operation for the last quarter only, it is obvious that they will pay for themselves in a short time. Further machinery of this nature will be required in 1953 if the building programmes are to be carried out speedily and economically. Contract rates are so high that it may be more economical to carry out the work departmentally. The formation of the Ring Road between Henderson Road and Alexandra Road is being done in this way and this should be completed in 1953.

HOUSING PROGRESS

Early in the year, housing progress was retarded by a complete recasting of Programme No. 5 which was rendered necessary by the high building costs then prevailing. The Trust, with the approval of Government, decided that the quality of its housing must be reduced and experiments were made with



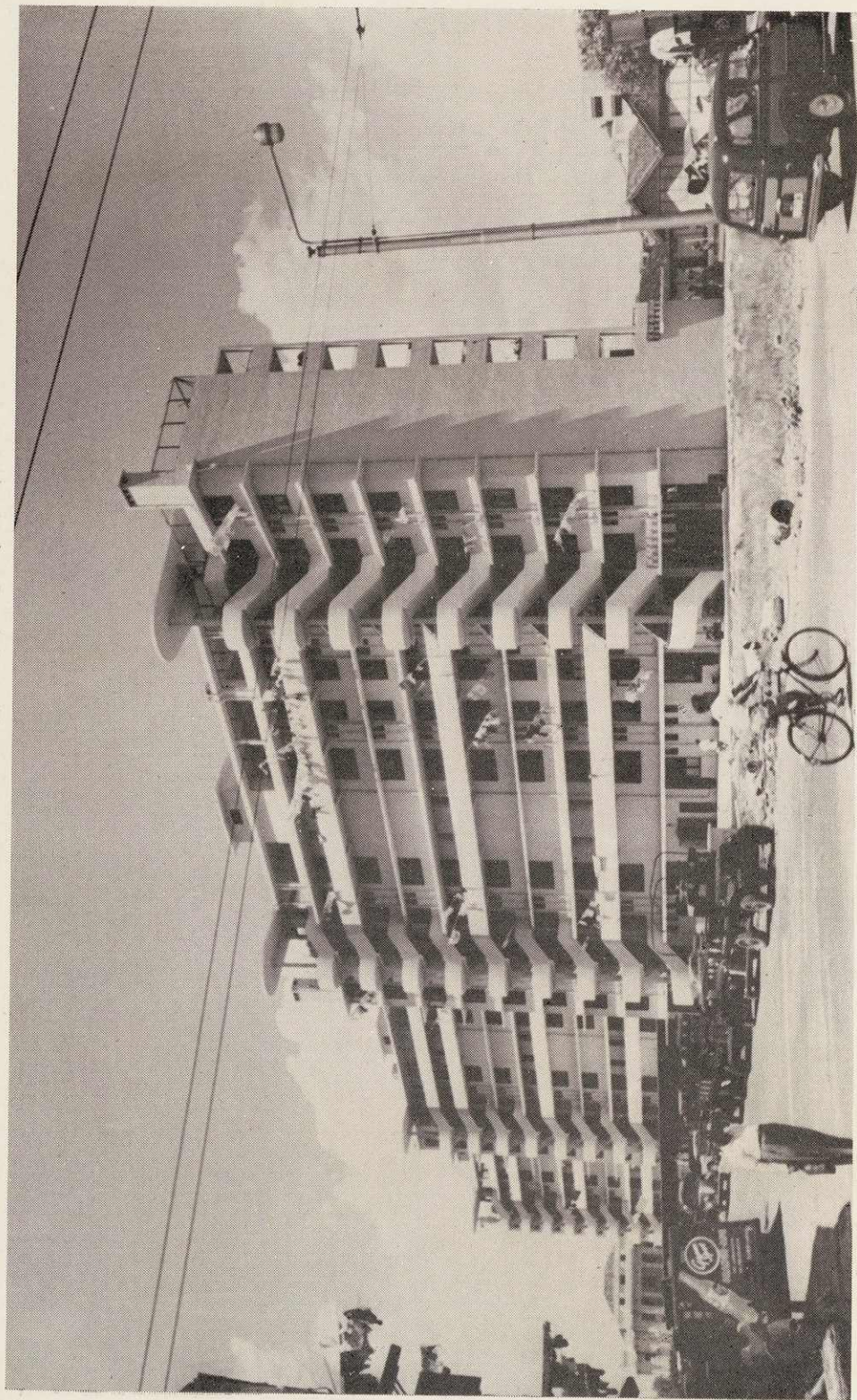
Some of the 11 blocks of four-storey flats at Tiong Bahru Road



A view of low cost housing at Buller Camp, off Alexandra Road



Artisans' Quarters on Tiong Bahru Road (South)



Three blocks of shops, offices and flats at Upper Pickering Street

2

prototype designs which cut the construction and accommodation standards down to the minimum allowed by the Low Cost Building Code. A three-storey average of two bedroom flat was adopted, built of load bearing hollow blocks with the cheapest joinery and finishings, and a waiver of the by-laws was obtained to allow for 8 feet ceiling heights.

In order to conserve land and build to the maximum density, a type of seven-storey flat was designed for sites with good foundations. These are reinforced concrete framed with panel hollow block walls and the minimum type of joinery and finishings. A revised Building Programme No. 5 was then prepared to cover a loan of \$21 million and these two types form the bulk of this Programme. It provides for 2,997 flats and 22 shops. More than half this Programme had been put in hand before the end of the year. The first project of 222 three-storey flats on a prepared site was commenced in July, 1952, and should be completed by the end of April, 1953.

The number of houses completed during 1952 was 1,823 plus 63 shops, and the number under construction at the end of the year was 1,742 flats and 26 shops

The cost of the three-storey type with site preparation, roads, sewers and services complete will be between \$5,400 and \$6,000, and the seven-storey type between \$6,300 and \$6,900

HOUSING MANAGEMENT

The new Estates Manager arrived in Singapore in March 1952. An officer with more than twenty years experience in Estates Management who has held the post of Chief Housing Officer in two London Boroughs since the end of the War, Mr. Lee brought a wealth of experience to this task. He has tackled it with energy and enthusiasm but at the end of his first year, he admits there are many facets of the problem peculiar to Singapore to which only local knowledge and experience can produce a satisfactory answer. Mr. Lee has applied himself assiduously to the most difficult task of re-arranging the work of the Department at a time when new work continued to pile in, and a vast number of difficult and distasteful problems required to be settled.

First there was the problem of corruption and forgery which had been under investigation by the C.I.D. for about three years and culminated in sixty-six tenants being given notices to quit. The cases dragged on for over a year and as a result two junior officers of the Trust were arrested and charged. One was convicted and given three years' imprisonment and the other jumped bail and disappeared. Their trials revealed that there was considerable business being carried on by brokers, some of them Trust tenants, who were extracting money from ignorant people desperate for housing accommodation. These brokers were using for their own profit information on genuine allocations which had leaked out of the office.

Steps have been taken to stop these leakages and purge the offending staff, and steps are still being taken to educate the public and tighten up the system of allocations and internal security. A great deal of senior officers' time has been spent in investigating these matters and organizing methods to prevent a recurrence.

Much irresponsible and unhelpful publicity has been given in the Press and elsewhere to these unfortunate matters, and people who ought to know better have levelled criticism at the Trust's methods, most of which has been quite unjustified. Helpful criticism is always welcomed and information given is acted upon promptly, but the amount of useful information given by the public is almost negligible. The Department cannot put its house in order

unless the public is prepared to co-operate. Every effort has been made during the past twelve months to encourage such co-operation. Brochures have been issued in English and Chinese outlining the rules of allocation and giving advice to tenants and applicants.

A staff of investigation officers has been appointed to go into individual applicants housing needs and all information given is treated as confidential. Lady Housing Visitors are being appointed to deal with the tenancies and to visit and advise tenants on their problems. These ladies are carefully selected and are women of experience, tact and integrity. The Housing Assistants previously employed on this work are now being transferred to other duties mainly concerned with control of labour and conservancy.

The policy of recruiting young boys straight from school to do this work has been abandoned as being quite unsatisfactory. In the past three years, out of 80 Junior Assistants engaged in this Department, 40 have resigned or been dismissed.

By April 1953, the staff of the Estates Department should for the first time in its history be adequate to carry out the duties required of it. Recruiting the right kind of people to do this work is not easy and when they have been recruited, no miracles can be expected within a short time. There is, however, good reason to hope that there will be a great improvement in the quality of the work carried out in the next twelve months and that better relations will be established between the tenants and the Trust officers, and between the public and the Trust. The Estates Department will continue to strive for greater efficiency and better public relations.

SURVEY WORK

The Survey Department which works in close liaison with the Government Survey Office is the oldest established branch of the Trust. It carries out a great deal of essential work quietly and efficiently, with a staff of 41 surveyors, computers and draftsmen, and has seven survey gangs. The Departmental report shows the nature and extent of the work carried out. In addition to preliminary surveys for Trust development, it is responsible for setting out all new buildings in the City and its title surveys are accepted by the Government Survey Office. A highly trained staff has carried out a heavy programme. Two Asian surveyors have gained scholarships for higher training in Australia and New Zealand and two juniors are maintained at the Kuala Lumpur Technical College for preliminary training.

IMPROVEMENT SCHEMES

The addition of senior staff to the General Improvement Plan Department made it possible to carry out some preliminary work on Improvement schemes for the first time since the War. The exacting requirements of the Ordinance make it necessary for a great deal of preliminary work to be put in before a scheme can be prepared. The procedure for approval is cumbersome and lengthy and if amendments are necessary much of this work may be rendered abortive. Three schemes have been prepared and are in the following stages:—

- | | | |
|------------------------------------|-----|--|
| (1) Covent Garden | ... | Approved by the Board and notices to all owners being prepared. |
| (2) Telok Ayer | ... | Approved by the Board and Government asked to finance the Scheme. |
| (3) Grove Estate Flood Alleviation | ... | Preliminary Scheme prepared for City Council who will finance this scheme. |

Other schemes are in the preliminary stages but cannot be carried out unless outside finance is available. Scheme (1) will itself exhaust the funds which the Trust has available at present. With its existing financial resources, the Trust cannot hope to tackle the large slum clearance and redevelopment schemes which are urgently necessary.

LANDS WORK

The newly formed Lands Division of the Estates Department has taken over a large backlog of work which has received quite inadequate attention during the last five years. Details of this work are given in the Estates Department report. There is still insufficient trained staff to carry out this work with expedition and efficiency. With the new junior staff now being recruited, it should be possible to clear most of the backlog in 1954 but with the continual expansion of work and responsibilities, the senior staff must be strengthened if real progress is to be made. The Trust has valuable land, not in housing areas, which can be profitably developed and revenue can be substantially increased if trained staff is available to deal with potential developers. If planning is to be successful and land development satisfactory, the Trust must have a strong Lands Division.

DIAGNOSTIC SURVEY TEAM

This Team has just completed a year of steady and most useful work. The foundations have been laid for the Plan of Singapore, and the next two years will show whether these foundations are solid and secure. A wealth of information is being carefully compiled and will be co-ordinated into a Plan to guide the future development of the Colony. A preliminary plan is now ready for publication and criticism but cannot be published until legislation is passed to protect it from land speculation. Valuable time is being lost and valuable effort will be wasted if this legislation is not approved quickly. A plan is useless unless the machinery is available to make it work. Resources may be inadequate but if the plan is good, it will point the way to the resources necessary to carry it out.

STAFF

Appendix *F* shows the staff of the Trust as at 31st December, 1952. The increase from 210 to 247 in office staff was mainly due to the filling of appointments already on the establishment.

The staff of labourers was increased from 304 to 339 to cope with the expansion of the Trust's Housing Estates. With the proposed increase in mechanization, the increases in this staff will be slowed down considerably in 1953.

Twelve senior officers commenced work during the year, viz. four in the Diagnostic Survey Team, three in the General Improvement Plan Department, two in the Architects Department, one Assistant Secretary, an Accountant, and an Estates Manager.

The Manager was on vacation leave from 29th February to 4th September, and Mr. Sewell acted as Manager for this period.

The Secretary, Mr. A. Greenhill, went on six months leave in January 1952, and during his leave was appointed Organization and Methods Officer to the City Council and the Trust. He did a six months course in Organization and Methods at H.M. Treasury and returned to Singapore in February 1953. Mr. Machin acted as Secretary during his leave and has been confirmed in the appointment from 7th August, 1952.

There are now two Assistant Secretaries and two supernumerary Secretarial Assistants who were appointed in 1952 after a year of probationary service.

The Trust has now nine Probationary Officers who are being trained for senior posts, viz. three in the Estates Department, two in the Diagnostic Survey Team and four in the General Improvement Plan Department. These officers are on a three-year agreement and are studying for professional qualifications. Six of these officers are graduates of the University of Malaya.

There is still some difficulty in recruiting suitable junior staff especially in the Technical Departments. The Grade I School Certificate boys seem to go to the University or for further education abroad, and the Grade II boys go into teaching, commerce, or business. Most of our recruits are still Grade III and are somewhat below the standard which is required, but so long as we are tied to long time scales, we cannot expect to get the most promising recruits. Cadetship schemes have been explored and approved but are apparently not attractive enough for the limited vision of the youth of Singapore. The situation may change if times get harder.

With the exception of the Estates Department, most Departments managed to fill their staff vacancies during the year, but there is still a heavy turnover of junior officers in the lower grades mainly because of "tasters" who stay for a few months only. Vacancies which occur in the experienced technical grades are very hard to fill.

With better staffed departments, the work has been speeded up considerably but there is still room for improvement. Salary scales were revised at the end of the year to the advantage of the majority of the staff. It is doubtful whether this has made anyone more contented. There is still evidence of too much attention being given to the reward and too little to the successful accomplishment of the task. Real achievement can only come when this state of affairs is reversed. To all my officers, and there are many, who have put their job first and given unstintingly of their service, I offer my grateful thanks.

THE FUTURE

There is evidence that harder times lie ahead. Whether there is a real slump in store or not (and I am no pessimist) it is obvious that money is not so plentiful and people will have to work harder to maintain their standards of life. This is not a bad thing. The Trust has a tremendous job to do, and the job is only just beginning. To do it will require men who are keen and capable and who will not spare themselves to see it through. Speculation on what the future set-up may be is futile and will not get the job done.

No one knows what the future may hold, but we do know that this is a time of great opportunity to get on with the work that lies to our hands. However inadequate our tools may be, we must press on in the belief that our efforts are worth while, and in the hope that one day we shall have the machinery that we need. We cannot see the end of our task, but we shall go ahead and tackle it with faith, courage and energy.

PART II

PART II

SENIOR STAFF AS AT 31ST DECEMBER, 1952

Manager, Improvement Trust

James M. Fraser, A.R.I.B.A., M.T.P.I., A.M.I.STRUCT.E.

Secretary:

W. F. Machin, A.C.I.S.

Assistant Secretaries:

F. M. Dyson.

D. Wong Chin Duing.

Accountant:

K. V. Tomson, A.I.M.T.A.

Chief Improvement Plan Officer:

F. E. A. B. Sewell, M.T.P.I.

Planning Officers:

C. O. Barnett, M.T.P.I., M.I.S. (N.Z.),
A.R.I.C.S.

H. Firshman, A.R.I.B.A., A.M.T.P.I., DIP.T.P.

D. Cuttiford, A.M.I.C.E., A.M.T.P.I.

P. R. Davison, A.R.I.B.A., A.A.DIP.

Diagnostic Survey Team:

Chief Planning Officer:

D. H. Komlosy, B.Sc., M.T.P.I., A.R.I.C.S.

Planning Officers:

G. E. Magnay, A.R.I.B.A., A.M.T.P.I., A.A.DIP.

K. Watts, B.Sc., A.M.T.P.I.

G. Mill, DIP.T.P., A.M.T.P.I.

Administrative Officer:

S. J. Askew.

Chief Architect:

S. C. Woolmer, A.R.I.B.A., M.T.P.I.

Senior Architect:

Lincoln Page, A.R.I.B.A., M.T.P.I.

Assistant Architects:

A. J. A. Wallwork, A.R.I.B.A.

A. M. Jones, A.R.I.B.A.

I. H. Gibbs, A.R.I.B.A.

Assistant Engineer (R.C.):

Wong Gai Hong, A.M.I.STRUCT.E., M.I.B.E.

Estates and Lands Manager:

J. C. Lee, F.A.L.P., F.I.Housing.

Deputy Estates Manager:

H. C. Tinsley, F.A.I.

Deputy Lands Manager:

G. W. Clarry, B.Sc. (Estate Management) A.R.I.C.S., A.A.I.

Estates Officers:

J. M. Carter.

V. E. Berger, A.A.I.

Surveyor-in-Charge:

W. H. Smart, M.I.S. (N.Z.), A.R.I.C.S.

Surveyor:

R. M. Parker, M.I.S. (N.Z.), A.R.I.C.S.

SECRETARIAT

(including Accounts Department)

THE SECRETARIAT has continued to be responsible for the general administration of the Trust and for financial matters, other than the main accounts.

Whilst the Estates Department and Diagnostic Survey Team had sufficient clerical staff to undertake their own internal administration it has still been necessary for the Secretariat to perform some of the clerical duties of the other Departments, although these duties have been lightened by the additional clerical staff approved for most of the Departments.

Within the Secretariat the appointment of two committee clerks has enabled the work resulting from the creation of additional *ad hoc* committees to be dealt with expeditiously. Some of this work has been done by the two secretarial assistants who are being trained for senior officers' posts. Both these officers have now completed their probationary period and they are gaining further experience in the supernumerary posts of secretarial assistant.

The main accounts of the Trust continued to be kept by the City Treasurer in accordance with the provisions of the Improvement Ordinance, but the Secretariat has been responsible for the preparation of the annual estimates, vouchers for payment and other similar duties relating to financial matters under the general supervision of the City Treasurer.

Following the Board's approval in December, 1951, of the proposal that the whole accounting system should be placed under the control of an officer solely responsible to the Board, a qualified accountant (A.I.M.T.A.) was appointed and commenced his duties in July, 1952. During the latter half of 1952 the Accountant submitted his proposals for the staffing of his Department and also for the mechanisation of the accounts system. The Board adopted the majority of these proposals, including the mechanised system and the Accountant took over the main financial duties of the Secretary from 1st January, 1953, and prepared a programme for taking over the accounts from the City Treasurer during 1953.

The annual accounts for 1952 have not yet been completed but the following approximate figures and information can be given.

Improvement Fund

It is this Fund out of which ordinary expenditure is met and into which normal revenue is paid:—

	\$	\$
Estimated balance, 1st January, 1952	...	2,484,994
Revenue:—		
Improvement Rate under Section 22 (Improvement Ordinance)	925,000	
Government Contribution under Section 23	835,000	
Rents, service and conservancy charges	2,769,853	
Reimbursements under Sections 145 and 148		
Municipal Ordinance—back lanes	50,000	
Sale of land	35,700	
Hire of earthmoving machinery	50,000	
Miscellaneous items	75,730	
	4,741,283	
Carried forward	...	7,226,277

	\$	\$
	<i>Brought forward</i> ...	7,226,277
<i>Expenditure:—</i>		
Personal Emoluments ...	1,118,500	
Administration ...	520,910	
Management of property ...	2,024,850	
Back lanes ...	15,000	
General Improvement Plan ...	59,000	
Loan Charges ...	1,092,170	
Housing and development schemes ...	629,000	
Improvement schemes ...	50,000	
	<hr/>	5,509,430
Estimated balance 31st December, 1952 ...		<hr/> 1,716,847

Whilst revenue continued to increase there was a large rise in expenditure due to the assessment on Trust properties let for profit becoming payable for the first time in 1952. The amount actually paid for assessment in 1952 was \$826,820 and this accounts for most of the large increase in the cost of management of property which increased from \$707,014 in 1951 to \$2,024,850 in the year under review.

The loan charges increased from \$726,164 in 1951 to \$1,065,992 in 1952 following the further drawing of loan funds outlined in (ii) below.

The expenditure of \$629,000 on Housing and Development Schemes has been spent on the investigation of housing sites, the development of land, including the purchase of earth moving machinery, the provision of staff quarters and the purchase of property to ensure the proper future development of a congested area.

Loan Account

Government has now approved loans up to a total of \$38½ millions for the Trust's Building Programmes 1 to 4.

The interest rate of the 1951 loan of \$16 million was raised by Government to 4 per cent, all the previous loans bearing only 3 per cent interest. This increased interest charge will be reflected in the higher rents of Trust accommodation built with this loan.

During the year a further \$13½ million were drawn by the Trust on loan account and a total of \$32½ million has now been received from Government.

Government has agreed in principle to Building Programme No. 5, which was commenced in 1952, and this Programme will be financed by a further loan of \$21 million from Government.

Staff

The Secretary (Mr. Alex. Greenhill) proceeded on leave in January, and the First Assistant Secretary (Mr. W. F. Machin) was Acting Secretary in his absence. During his leave Mr. Greenhill was appointed Organization and Methods Officer to the City Council and the Trust and Mr. Machin was appointed Secretary from 11th August, 1952, and Messrs. Dyson and Wong appointed First and Second Assistant Secretaries respectively.

It is pleasing to note that there have been very few changes in the subordinate staff of the Department during the year.

The position at 31st December, 1952, was:—

Secretary	...	...	...	...	1
Assistant Secretaries	...	...	...	...	2
Secretarial Assistants (Supernumerary)	...	...	...	...	2
Chief Clerk	...	...	...	...	1
Senior Clerk	...	...	...	...	1
Committee Clerks	...	...	...	...	2
Personal Assistant to Manager	...	...	...	...	1
Shorthand-typists	...	...	...	...	2
Typists	...	...	...	...	2
Clerks	...	...	...	...	9
Telephone Operators	...	...	...	...	2
Peons	...	...	...	...	8
					<hr/>
			Total	...	33
					<hr/>

GENERAL IMPROVEMENT PLAN DEPARTMENT

The General Improvement Plan

The General Improvement Plan Department as its name implies is primarily associated with the Trust's functions in relation to the General Improvement Plan (known in short as the G.I.P.) which is a compilation of a series of cadastral maps at $\frac{1}{2}$, 1, 4 and 8 chain to the inch scale, and recording all Planning Approvals whether initiated by the Municipal Council prior to 1927, the Trust since, or by private property owners. Private development and sub-division proposals become Statutory upon Planning Permission or Layout Approval being granted by the Trust, whilst the Trust Planning Projects and Schemes require the approval of the Governor-in-Council.

Exhibition and Sale of Plans

The G.I.P. may be inspected during office hours, and copies of the various plans may be purchased by the public. Information is also given regarding the G.I.P. in answers to legal inquiries.

Assistance to the Public

The G.I.P. does not designate the use of any land until a specific use has been permitted for that land by means of an application under Section 58 of the Singapore Improvement Ordinance. The Planning Officers of the Department are usually personally consulted, and give advice based on the findings of the Diagnostic Survey Team.

To further assist the public, much time and thought have been given to the preparation of comprehensive Planning Application forms, and in streamlining the procedure in dealing with Planning Applications. Furthermore the Board of Trustees, on 10th September, 1952, appointed a Planning Committee, which has since met twice monthly to consider and give approval to appropriate applications, passing on to the full Board for approval or disapproval the problematical applications.

Planning Control

Any contravention of the G.I.P. without the Trust's Permission may be rectified by the Trust at the expense of the contravenor in addition to the imposition of a penalty. It has not been found necessary to take such action. Since the end of 1951 a further control has been introduced in the Legislation requiring persons to obtain the Trust's Written Permission to the change of use of any land or buildings. This additional control is in many cases complementary to that of the G.I.P. and intended to be an Interim Development Control pending the completion of the Master Plan by the Diagnostic Survey Team and its approval by the Governor-in-Council. It is expected fuller planning legislation will be introduced before the approval of the Master Plan.

Building Plans

The method of planning control on Building Plans in the City Area was changed as from 1st August, 1952. As from that date Building Plans ceased to be referred to the Trust by the City Architect and Building Surveyor and instead the Architects were required to obtain certification that the use and layout were in accordance with the General Improvement Plan prior to submission of the Building Plans to the City Architect and Building Surveyor.

Rural Board Matters

A similar revised procedure respecting Building Plans has been adopted by the Rural Board and will come into effect early in 1953.

The Department is represented at the Rural Board Zoning Committee and the advice of the Diagnostic Survey Team is made available for each application considered.

Temporary Occupation Licences are submitted to the Trust by the Rural Board for certification.

Improvement Schemes and Layouts

The more positive planning in the form of Trust Layouts and Improvement Schemes which add to or amend the G.I.P. had to be much curtailed until September as only three of the full complement of six senior officers of the department were until then operative, the Chief Improvement Plan Officer having acted for the Manager and the Improvement Plan Officer (Schemes) having been loaned to the Architectural Department. One Improvement Plan Officer remains seconded to the Diagnostic Survey Team.

In the last three months of the year revised plans for the Covent Garden Improvement Scheme, and the Telok Ayer Improvement Scheme were prepared and were approved by the Board, both Schemes were almost ready for submission to the Governor-in-Council at the end of the year. The Board also approved the plan of the Radial Road through the Trust 530 acre estate at Alexandra West. Of the remaining larger proposals the department prepared plans for projected communications in the Kallang Basin and Aerodrome Areas and preliminary plans for the development of the Trust's 600 acre 'dormitory town' to the north east of the City.

Liaison

The Department of necessity works in close touch with Government and City Council Departments and usually drafts the layout plans for Crown Land. As in the case of the development of Shenton Way the Trust prepares plans for, and controls the design and appearance of the buildings.

Plans

Rehabilitation of the Trust's plans and maps has shown good progress in the year. The new series of 1 chain to the inch transparencies for the City Area and 8 chain transparencies with island coverage have now been completed and require only to be brought up-to-date with recent Planning Permissions and Sub-division approvals. Prints from the new series have been of great assistance to the Diagnostic Survey Team.

Earthworks

Earthwork projects are designed and the contracts let and supervised by this Department; the drawings are based on topo surveys and measure-up surveys which have been carried out by the Trust Surveyor-in-Charge.

During the year earthwork contracts were completed at Tiong Bahru (South), Gloucester Road, Norfolk Road, Kim Keat Road, Outram Road (1st), Farrer Park (Balance), Delta Road (Balance), Kampong Silat (Balance) and the following contracts were commenced, Kim Tian Road, Tanglin Road, Alexandra West (Buller Hill), Ring Road near Henderson Road.

Works scheduled for next year and under investigation are Tiong Bahru (South), Ring Road (Part), Alexandra West (Part), Farrer Road, Flood Alleviation Scheme and another large proposal, totalling some 1,500,000 cubic yards.

In February 1952 the Department was given the responsibility of purchasing two Bulldozers and ancillary equipment for hire to Trust earthwork contractors. From 1st September, 1952, the Trust has been operating these machines for our contractors or on Trust work.

Printing Machinery

The printing of plans was greatly facilitated by the acquisition in April of a new combined dye line printing and developing machine to replace the twenty-five year old carbon arc machine.

Staff

The junior staff was for the first time since the war brought up to establishment in March by the employment of both boys and girls of sub-School Certificate Standard. The full junior establishment was generally maintained till the end of the year although there was a predominance of newly recruited and untrained personnel partly due to secondment of three, and at one time four, Senior Draftsmen to the Diagnostic Survey Team.

APPENDIX A

GENERAL IMPROVEMENT PLAN DEPARTMENT

Details of Trust Layouts and Improvement Schemes under consideration during 1952

	<i>Title</i>	<i>Position as at 31st December, 1952</i>
1.	Roundabout—River Valley Road/Clemenceau Avenue	Acquisitions in progress.
2.	Telok Ayer Reclamation (N)	Approved by Executive Council.
3.	Telok Ayer Reclamation (S) Improvement Scheme	Revised Layout approved by Board of the Improvement Trust.
4.	Ring Road/Holland Road/Alexandra Road	Acquisitions in progress.
5.	Bukit Timah Village By-pass	Acquisitions in progress.
6.	Tampenis Village By-pass	Deferred final siting of new airport.
7.	Holland Village By-pass	Agreed to in principle by the Board in conjunction with Western Radial Road.
8.	Bukit Timah Village (S)	With Governor-in-Council.
9.	Proposed Road—Holland Road/Bukit Timah Road	Awaiting details from the Diagnostic Survey Team.
10.	Widening of Kampong Bahru Road	Proposal stage.
11.	Widening of Nelson Road	To remain as a proposal.
12.	Kallang Basin Layout	With Kallang Basin <i>Ad Hoc</i> Committee.
13.	Amendment to Race Course Improvement Scheme	Scheme drafted.
14.	Covent Garden Improvement Scheme	Layout approved by Board of the Improvement Trust.
15.	Havelock Road Layout	Preliminary proposals.
16.	One Way Traffic Plan	Adopted by City Council.
17.	Roundabout—Keppel Road/Kampong Bahru Road	Proposal stage.
18.	Re-alignment of Jalan Tua Kong	Advertised.
19.	Beach Road Reclamation Scheme	With Government <i>Ad Hoc</i> Committee.
20.	Air Port Area Re-development	With Government <i>Ad Hoc</i> Committee.
21.	Kallang Basin Scheme	With Government <i>Ad Hoc</i> Committee.
22.	Duxton Hill Improvement Scheme	Proposal stage.
23.	Western Radial Alexandra (W) Alignment	Approved by Board of the Improvement Trust.
24.	Thomson Road Housing and Re-development Scheme	Draft proposal.
25.	South Central Re-development	Draft proposals.
26.	Tanjong Rhu Playing Fields Area	Revised plans furnished to Government.

ADDITIONS AND ALTERATIONS TO THE GENERAL IMPROVEMENT PLAN UNDER
SECTIONS 58 AND 59, SINGAPORE IMPROVEMENT ORDINANCE

	1948	1949	1950	1951	1952
Proposals under consideration, 1st January	11	32	127	88	138
Proposals received during the year ..	339	505	494	683	800
Proposals for correction and not resubmitted within 14 days	107	154	211	142	231
Proposals disapproved by the Board of Trustees	8	5	14	33	63
Proposals approved by the Board and incor- porated in the General Improvement Plan (Section 58)	203	251	308	79	508
Proposals approved by the Board and incor- porated in the General Improvement Plan (Section 59)				379	
Proposals under consideration, 31st Decem- ber	32	127	88	138	136

LEGAL ENQUIRIES AND SALES OF COPIES OF GENERAL IMPROVEMENT PLAN

	1948	1949	1950	1951	1952
Legal Requisition forms in connection with the General Improvement Plan received and answered	2,335	2,801	2,934	3,258	2,090
Copies of General Improvement Plan sold	1,533	1,874	2,864	2,317	2,876
Prints made on Trust Printing machines ..	5,000	5,303	8,241	9,187	8,401

REQUISITION FOR SETTING OUT-CITY AREA

Year	Bunga- lows	Shop- Houses	Terrace Houses	Fac- tories	Others	Total
1949	22	174	152	..	154	502
1950	41	178	75	5	235	534
1951	25	241	218	11	369	864
1952	17	266	114	21	426	844

NEW BUILDINGS, ADDITIONS AND ALTERATIONS AND BUILDINGS COMPLETED,
RURAL AREA

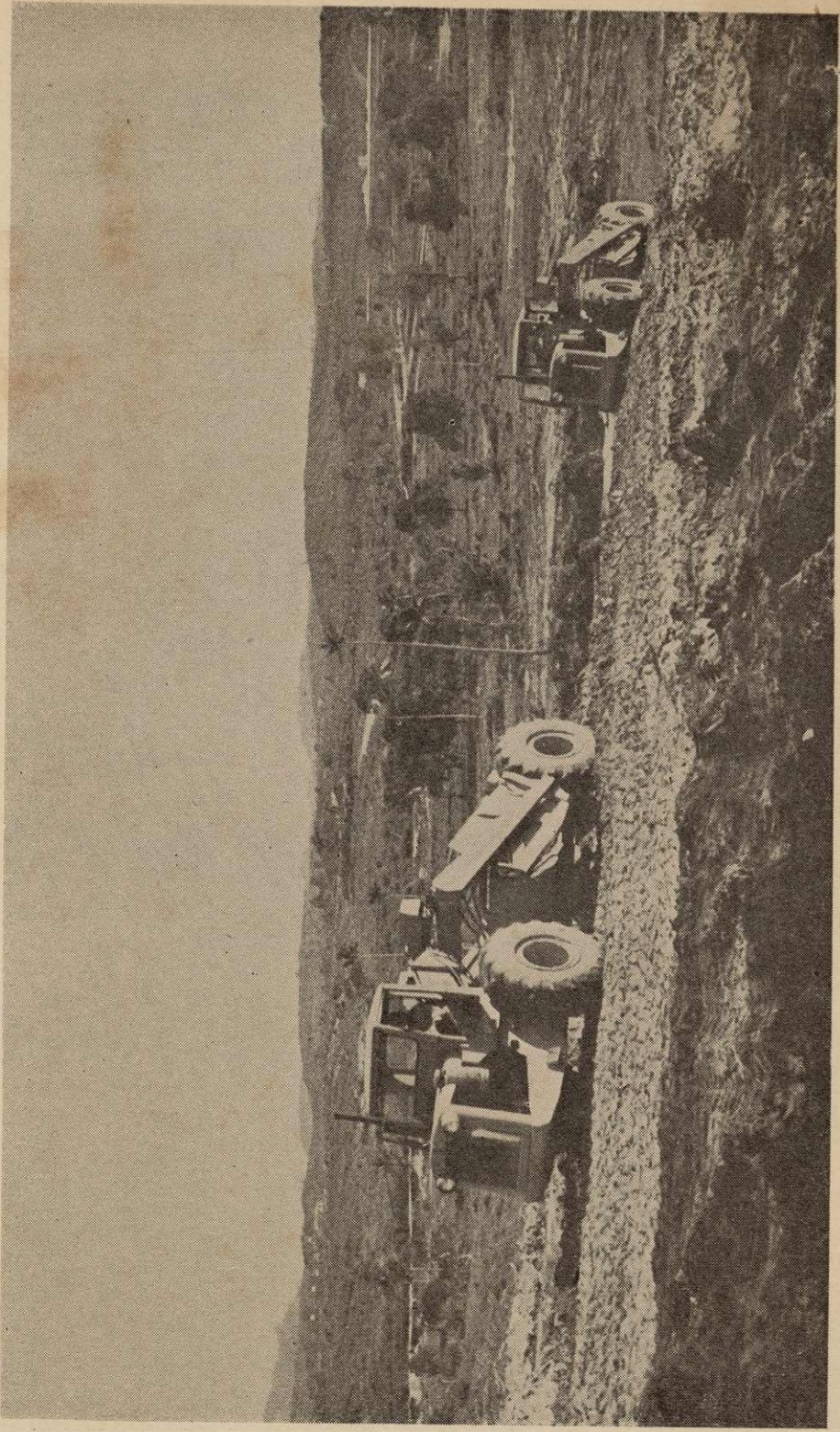
1949	1950	1951	1952
1,165	1,875	1,593	1,406

SCHEDULE OF BUILDINGS FOR WHICH PLANNING PERMISSION WAS GRANTED
BY BOARD OF IMPROVEMENT TRUST IN 1952

	City Area	Rural Area	Total
Bungalows	699	571	1,270
Flats (total units)	2,589	280	2,869
Terrace Houses	455	149	604
Shophouses	49	88	137
Shops (lock-up)	158	14	172
Boarding Houses	5	3	8
Artisan Quarters	152	..	152
Labourers' Quarters (Blocks)	3	29	32
Public Buildings (Schools and etc.)	20	7	27
Religious Buildings	3	3	6
Barrack Houses	1	..	1
Factories/Workshops	11	21	32
Godowns	73	10	83
Offices	13	1	14
Electric Sub-Stations	6	2	8
Petrol Service Stations	10	3	13
Others	7	64	71
Total ..	4,254	1,245	5,499

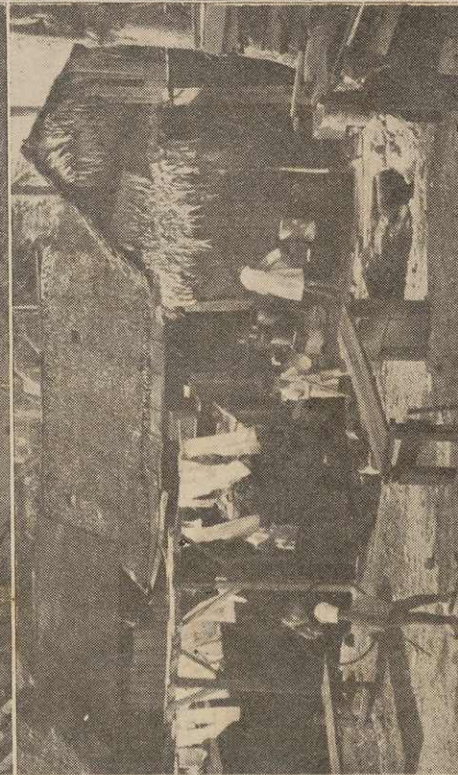
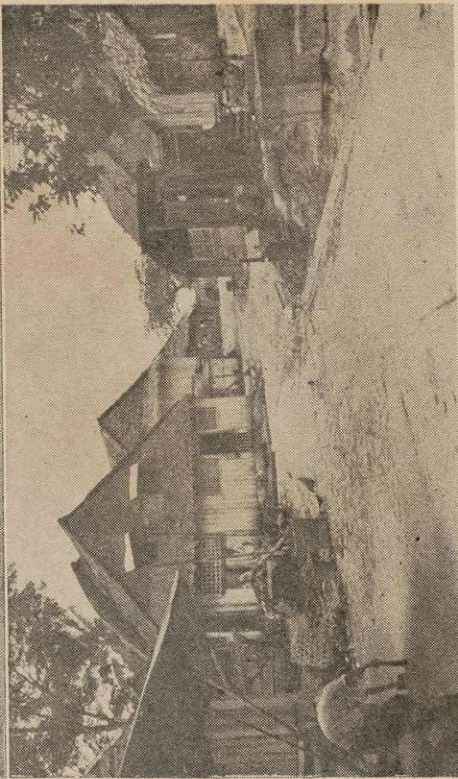
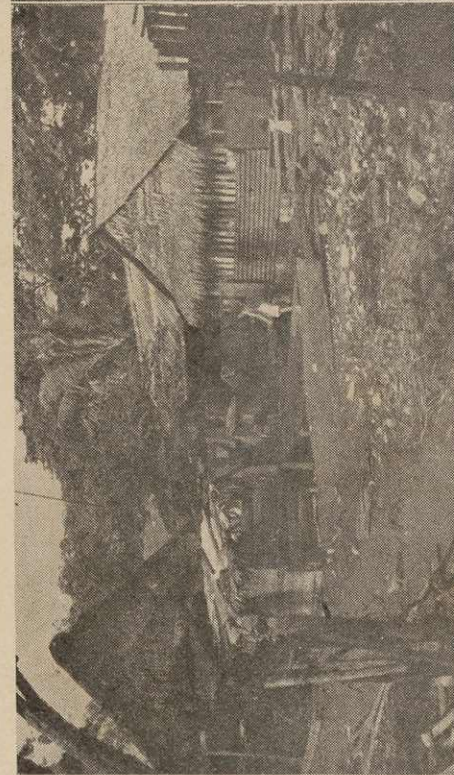
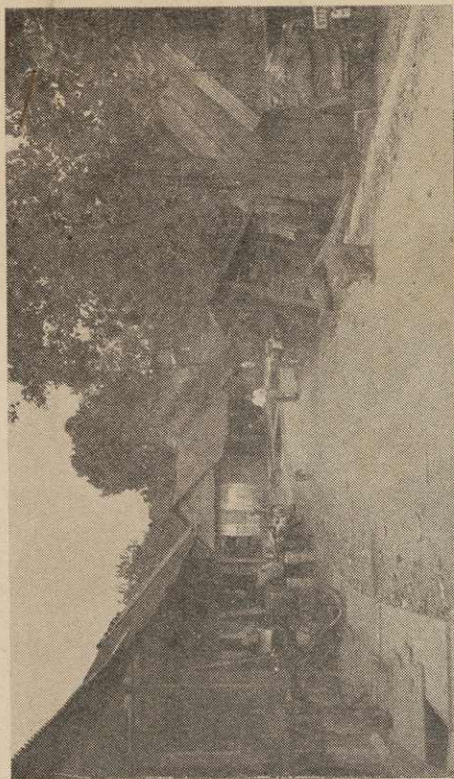
TOTAL EARTHWORKS FOR 1952

<i>Cutting Site</i>	<i>Filling Site</i>	<i>Yardage in 1,000 cubic yards</i>
Tiong Bahru South	Tiong Bahru South	56
Tiong Bahru South	Gloucester Road	12
Tiong Bahru South	Norfolk Road	80
Kim Keat Road	Kim Keat Road	19
Outram Road	Kampong Silat, Delta Road and Gloucester Road	10
Tiong Bahru South	Alexandra Road	16
Tiong Bahru South	Tiong Bahru South and Ring Road	25
Outram Road	Kim Tian Road	2
Hock San Brickworks	Sold	23

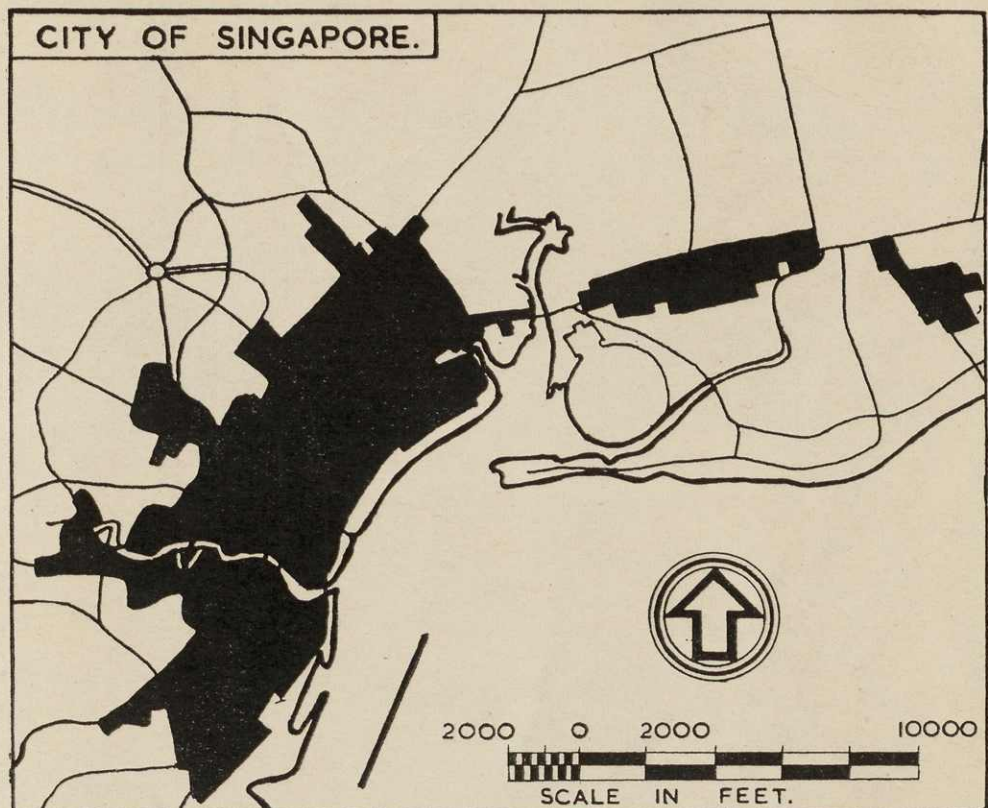


X

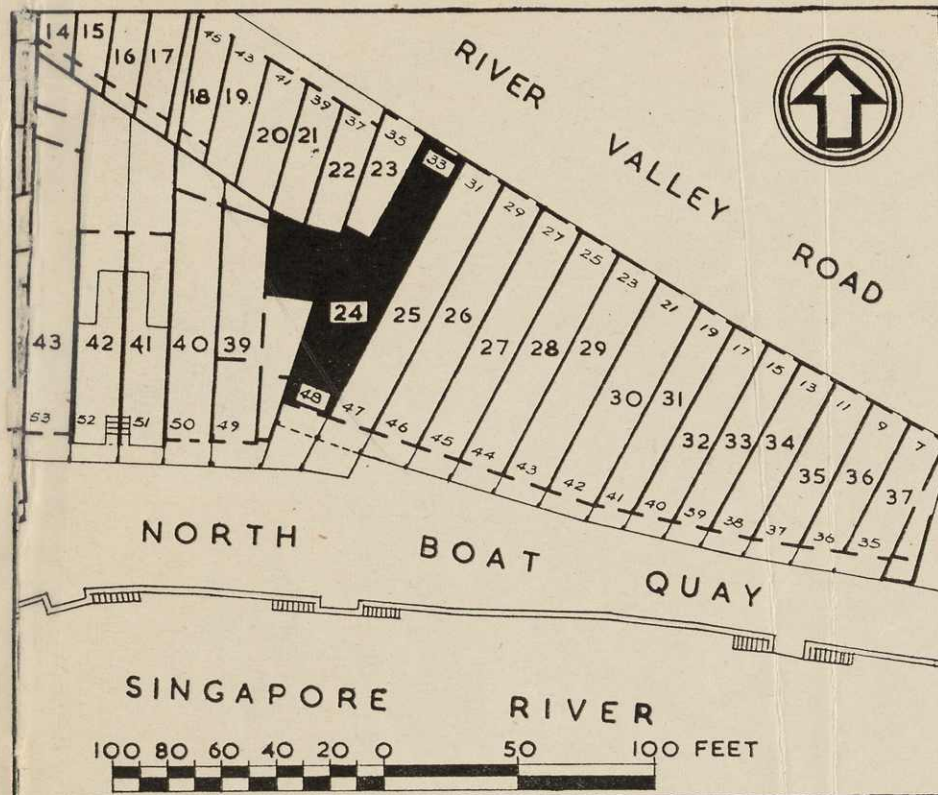
Earth-moving machinery levelling a site for building



Squatter huts in areas to be redeveloped.



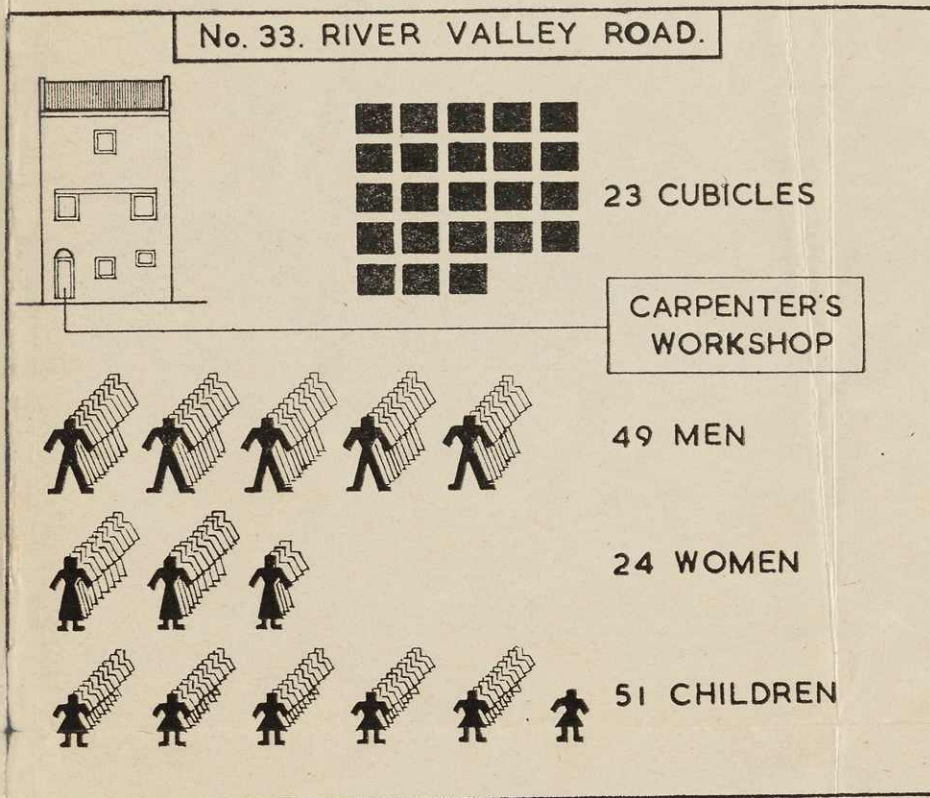
1. Area surveyed



2. Typical one chain sheet



3. Typical shophouse



4. Information collected

DIAGNOSTIC SURVEY AND MASER PLAN FOR SINGAPORE
URBAN LAND USE SURVEY

Street—RIVER VALLEY ROAD—NORTH BOAT QUAY
Block—5/1
T.S.—IX

Sheet No. 3

Surveyed by—LEE CHEOK LENG
Checked by—A.G.S. DANARAJ
Mapped by—A.G.S. DANARAJ

Date—20-3-52
Date—1-9-52
Date—1-10-52

Map No.	LAND USE TYPE			Age	Cond.	Site	W.C.	Mt.	ROOMS CUBICLES SPACE				PERSONS				Place of work	Race	Remarks
	Ground Use	First Fl. Use	Other Fl. Use						R	A	S	M	W	CH	F				
22/37	General Food Store Residential ..	Residential ..	—	1	1	1	1		2	5	2	6	4	20	5	Mostly Near	1		
23/35	Chinese Musical In- strument Shop Re- sidential ..	Residential ..	Residential ..	1	1	1	1		3	5	3	7	6	14	7	Mostly Near	1		
24/33	Residential Carpenter's Workshop ..	Residential ..	Residential ..	1	1	1	1		3	23	10	49	24	51	25	Mostly Near	1		
25/31	Ch: Godown ..	Residential ..	Residential ..	1	1	1	1		3	7	3	10	12	10	3	Mostly Near	1		
26/29	Residential ..	Residential ..	Residential ..	1	1	1	1		3	14	..	20	16	43	15	Mostly Near	1		

5. Specimen land use form



1. CHILDREN
 2. WOMEN
 3. MEN
 4. ADULTS
 5. TOTAL POPULATION
 6. ...
 7. ...
 8. ...
 9. ...
 10. ...



DIAGNOSTIC SURVEY TEAM

Under section 52A of the Singapore Improvement Ordinance, the Board of the Trust is required to carry out a diagnostic survey of the Colony and, not later than 3 years after 1st January, 1952, or within such extended period as the Governor-in-Council may allow, submit to the Governor-in-Council a report of the survey together with a Master Plan indicating the manner in which the Board proposes that land in the Colony should be used, whether by the carrying out thereon of development or otherwise, and the stages by which any such development should be carried out.

To execute the survey and prepare the Plan a Diagnostic Survey Team has been recruited to work under the general supervision of Sir George Pepler, C.B., and the Manager of the Trust. The Team consists of a Chief Planning Officer and 4 senior officers, 2 probationary planning assistants and a staff of draftsmen and clerks. It commenced work early in January, 1952.

The senior planning officers possess the basic training respectively of a surveyor, an architect, an economic geographer, a planner and an administrative officer, and all have had experience in both broad and detailed planning. Three of the officers were recruited from the United Kingdom and two from the senior staff of the Trust.

The probationary planning assistants are Economics Graduates of the University of Malaya who had some experience of planning work with the Trust before joining the Team.

The nucleus of the junior technical staff consists of officers transferred from the General Improvement Plan Department of the Trust, but the remainder of the junior staff has had to be recruited and trained since the Team began work.

The Team was fortunate in that a considerable amount of planning information had been gathered before their arrival and that planning ideas had been fostered in Singapore by officers of the Trust. They found a fund of goodwill towards their work.

Sir George Pepler, C.B., the Town Planning Adviser to the Colony makes six-monthly visits of about six-weeks' duration to advise on the work of the Team and to deal with major questions of policy as they arise.

The diagnostic survey can be divided into two parts, field surveys and research, which are being carried on simultaneously. The survey is likely to be completed within the first two years of the period of preparation of the Master Plan.

The field surveys involve detailed investigation into existing physical conditions, which is being carried out by the personnel of the Team, aided in certain cases by the temporary employment of students from the University and other sources.

The research programme has been helped by the formation of Study Groups, representative of government and local government, the University, commerce and private interests.

The extent of these investigations is shown by the following synopsis of the Team's work in 1952.

Physical Conditions

A complete land and building use survey is being carried out throughout the Colony, to provide essential data for the Master Plan. This is being done in three stages:

- (1) Urban Use Survey (Central City Area);
- (2) Urban Use Survey (Outer Urban Area);
- (3) Rural Survey.

In these surveys the following methods are being adopted:—

Urban Use Survey (Central City Area)

After a pilot survey had been carried out to discover the best method of carrying out the main survey, 30 students of the University of Malaya, supervised and assisted by members of the Team and Mr. B. W. Hodder of the Department of Geography of the University carried out in June, July and August, 1952, a detailed survey into the use and condition of land and buildings in the congested area of the City. Some 15,000 properties were visited in the City area.

The accompanying illustration (Appendix B) shows the way in which information was collected on the survey of the Central City area. Working from annotated one-chain sheets, students entered details of each property on a form. Much of this information was entered in code-form to accelerate the work. Each form is now being carefully checked and the information transferred to maps which will form a permanent record. An idea of the conditions found by the students can be obtained from diagrams 3 and 4.

Urban Use Survey (Outer Urban Area)

A less detailed but equally important survey of the use of land over the remainder of the urban area was carried out in November and December, 1952, by 24 students of the Teachers' Training College, under the Team's supervision. The area covered in this survey was some 40,000 acres. The information gathered is being entered on eight-chain maps.

Rural Survey

This survey is expected to take place in the summer of 1953.

Vacant Plot Survey

In addition, in order to obtain a quick assessment for the production of a preliminary working plan, a survey of the location and amount of all vacant building land in the City and its environs has been made.

History

Research is being made into the history of the Colony and the growth of the City. Recourse has been had to the early maps of the Colony in the Raffles Library and Museum and the Survey Office.

Population

The high rate of natural increase in the population of Singapore is a major factor to be taken into account in the preparation of the Master Plan. Detailed research is therefore taking place into the nature of this increase in an attempt to forecast as accurately as possible what the future population of the Colony is likely to be. So far, such forecasts have been based upon the 1947 Census results, but it is hoped that more up-to-date statistics will be available before the Master Plan is finally prepared.

To assist in the study of population questions, a Study Group has been formed. Representatives of the University of Malaya and the Social Welfare and Statistics Departments are providing expert advice and local knowledge to aid the Survey Team.

Means of Livelihood

One of the facets of the population problem is whether the Colony will be able to provide sufficient means of livelihood to support the expected increase in the number of its inhabitants. In the past the main activity of the City has centred upon trade, but it seems possible that the best chance for providing more jobs in future lies in industrial expansion. Proposals as to how much land should be devoted to industry, and where it should lie, must depend on very complete knowledge of the industrial economy of the Colony. A Study Group has been formed on this subject and representatives have been drawn from private industry, the University of Malaya and the Statistics and Labour Departments. Consultation with the Colony's industrial and trade associations is taking place and, with their assistance, detailed questionnaires are being prepared which, when answered by private firms, will give a broad picture of the industrial life of the Colony.

As an aspect of industry, a survey of the location and capacity of godowns has been completed.

The Team is in touch with the authorities on agriculture and fisheries and it is likely that the existing plans of those authorities for improvement in productivity will be included in the Master Plan.

Public Utilities

With the co-operation of the heads of the departments concerned, the Team has prepared maps showing the areas served by the public utility undertakings and has noted future plans. The proposals of the Master Plan with regard to the future distribution of population will, of course, affect the plans of public utility undertakings.

Community Services

To ensure that the Plan proposals accord with the needs of the community in *health* and *education*, the authorities on these subjects are being consulted as to their future plans. *Housing* was the subject of early attention by the Survey Team, since it was necessary to assess the demand on land likely to be made for this purpose in future years. The Team made an estimate of the needs arising from (a) natural increase in population (b) overcrowding (c) the need for redevelopment of obsolete property and the replacement of temporary dwellings. On the basis that a family in Singapore comprises 5 persons, that one family should occupy one dwelling, that present fertility rates would continue, that no migration would take place and that a large proportion of the attap population would need rehousing the Team estimated that a housing rate of some 13,000 dwellings a year should be reached and maintained for many years in order to solve the housing problem. Housing policy is not a matter within the purview of the Diagnostic Survey Team and it remains to be decided by higher authority how far this figure can be achieved and, therefore, what areas should be devoted to housing in the Master Plan.

Shopping was the subject of a survey by students of the Teachers' Training College in 1951 under the direction of the Trust before the Team started work. The location and type of shops in the central urban area is also shown in the results of the use survey. *Markets* are the subject of consideration by a Committee constituted by Government; the Team is represented on this Committee.

A survey of *cemeteries* has shown the astonishing amount of land devoted to this purpose and it is likely that consideration will be given to the use of much of the burial grounds in the urban area for purposes more advantageous to the living.

On the subject of the use of land for *defence*, the Survey Team has received active co-operation from representatives of H.M. Forces.

Transport

Arrangements are being made for a survey of road traffic on the Island. With the assistance of the Traffic Police, one origin and destination survey has already been carried out in the Kallang/Beach Road area. Volumetric counts on all major roads are proposed and a survey of areas used for parking of vehicles is to be undertaken. The Team has had the help and advice of all the road traffic authorities in Singapore.

Surveys of water, rail and air traffic are being considered.

Open Space, Recreation and Amenity

The major open spaces in the urban area have been mapped. One of the major proposals of the Master Plan is likely to be the preservation of a 'green belt' of open space around the City, with 'wedges' of open space intruding towards its heart.

A coastal survey is proposed in 1953 and this, together with the Report of the Beaches Committee constituted by Government, should provide data for Master Plan proposals. The suitability of the islands for development as recreational centres and otherwise is also being investigated.

Planning Standards

One of the fundamental issues in the Plan will be a code of planning standards to determine the density of future development in the various parts of the Colony. The drafting of such a code demands an intimate knowledge of all the factors affecting the use of land in Singapore; it is unlikely to be completed until the final stage of preparation of the Plan.

Labour, Materials and Finance

To ensure that the proposals of the Master Plan shall be capable of realisation within the stages to be prescribed, a good deal of research is being done into the resources of the Colony in labour and materials, particularly in the building trade. A Study Group has been formed of representatives of the Master Contractors' Association, the Chinese Contractors' Association, the Institute of Architects of Malaya, H.M. Forces, the Public Works and Labour Departments and the Trust Architect's Department. This group has already carried out a survey of building labour and is pursuing its researches into building materials and the resources of local industry with the co-operation of the Industrial Study Group.

Development Control

In order that the development control exercised under sections 58 and 59 of the Improvement Ordinance shall not prejudice the preparation of the Master Plan, consultation is taking place between the G.I.P. Department and the Survey Team on all applications. In 1952, some 800 applications were the subject of comment by the Team.

Planning Co-ordination Committee

In the interim period before the Master Plan is produced, it was considered that some authority should be in existence which could, in full knowledge of the issues involved and with experience of local conditions,

serve as an advisory body on planning matters, and, in particular, correlate building proposals of Government departments with those of other authorities and private enterprise. To perform this function, the Planning Co-ordination Committee has therefore been constituted consisting of the Commissioner of Lands (*Chairman*), the President of the City Council, the Director of Public Works and the Manager of the Improvement Trust. This Committee has met regularly throughout the year and has given its opinion on many specific planning matters referred to it.

Kallang Basin Redevelopment Committee

The building of the new civil airport at Paya Lebar will render redundant the Kallang Airport. This presents an opportunity for planned redevelopment not only of the airport land, but of the whole Kallang Basin. A Committee has been constituted under the Chairmanship of the Commissioner of Lands to put forward proposals for development; its members represent the City Council, the Public Works Department and the Trust.

Preliminary Island Plan

The preparation of the Master Plan cannot be achieved by the Diagnostic Survey Team alone: it requires the advice and co-operation of all classes of the community. In order to obtain the reactions of various authorities to the ideas of the Survey Team, formulated after only a short programme of surveys, a Preliminary Island Plan consisting of proposals maps and a written Report has been prepared setting out in broad outline a basic pattern for the Master Plan. This Preliminary Plan has two further objects: to serve as a guide in examining proposals for the development of land received whilst the Master Plan is being prepared and to pose major questions of policy which should be answered before the Master Plan is finished.

A major question which affects the publication of the Preliminary Plan itself is that of land prices. Until legislation adequate to prevent land speculation is passed, it will not be possible to make public the provisional proposals for future use of land.

ARCHITECTURAL DEPARTMENT

For the Architectural Department the year 1952 began on a rather subdued note. The sharp rise in prices which occurred in 1951 was still very apparent in the early months of 1952 and, together with shortages of materials, resulted in the cancellation of several schemes and the slowing up of all contracts. Moreover the Department itself was greatly hampered by staff difficulties, in particular the almost simultaneous resignation of two architects and the absence on leave during the whole time of either the Chief Architect or the Senior Architect.

Nevertheless, the year saw the completion of the greatest volume of housing in the Trust's history.

In all 1,375 flats, 448 artisans quarters and 63 shops were completed at a total cost of approximately \$13½ million and there were a further 1,742 flats and 26 shops under construction at 31st December, 1952. These figures include the completion of all schemes in Programmes 3 and 4 and that part of Programme 5 approved under the revised 1951 programme. This latter programme, originally anticipated to cost almost \$21 million and to include a total of 1,850 units was drastically cut early in the year when prices were still found to be very high, to comprise 986 low-cost units at approximately \$7½ million. The new low-cost units are 2 and 3-storey load bearing concrete block construction designed on the most economical lines possible taking full advantage of the provisions of the new Code of Practice for Low-Cost Housing produced by the Building By-law Revision Committee and approved by the City Council. Whilst still maintaining a high standard of structural soundness to minimise maintenance costs, the appearance and finishings generally are definitely of an austerity type.

In the latter part of the year it appeared that prices were stabilising at a somewhat lower level and that adequate supplies of most basic materials were available. In preparing the 1953 projects therefore, the Trust again expanded its proposals to include the remainder of Programme 5 plus a new Programme 6 of a total value of approximately \$19½ million and including 2,657 flats and 24 shops. The flat proposals include a new low-cost 7-storey design for sites of good bearing capacity. Tenders for two schemes of this type have already been received and have been found to be well within the estimates. Work on these schemes will commence early in January 1953 and tenders for other schemes in the programme will be advertised early in the New Year. Provided there is no change in present conditions it is anticipated that the programme will proceed speedily and economically. During 1953 all schemes under construction at the end of 1952 will also be completed and it is hoped that the total number of units completed will exceed the 2,000 mark for the first time in the Trust's history.

Again in 1952 as in 1951 the main areas of development were Tiong Bahru, Havelock Road-Delta Road, Alexandra Road and Kampong Java and, in addition, the scheme at Jalan Besar North and the nine-storey, central area, slum clearance scheme at Upper Pickering Street were completed. As pointed out in last year's report it is now quite apparent that by the end of 1953 the land situation will be extremely critical unless stringent steps are taken during the year to make available and prepare other sites for housing. By the end of that year the Tiong Bahru, Alexandra Road and Kampong Java areas will be virtually completed and except for a few minor schemes the only area likely to be available is the 540 acre estate at Alexandra West. This requires considerable site preparation which has already commenced and

is also largely affected by major City Council flood alleviation proposals. In addition to this site the Crown is acquiring an area of nearly 700 acres for housing north of Balestier Road, but it must inevitably be some considerable time, even at the greatest possible speed, before squatters can be rehoused, earthworks, roads and drainage carried out, and sewerage and other services provided; only then can actual building commence.

The squatter problem has indeed been a great one; almost all Trust schemes have been complicated by it. To assist in overcoming it both on its own and on Trust sites, Government has initiated a squatter resettlement programme. This consists in providing sites to be developed with roads, drains hardstandings for individual squatter huts, and communal latrine and bathing areas. One such site of 164 plots was almost completed during 1952 and two other sites totalling over 150 acres have already been earmarked. The planning and structural work has been carried out by the Trust on behalf of Government.

In addition to the housing programme itself, which includes the site planning, architectural design and planning, structural design and complete supervision and management of all contracts, the Department is responsible for a considerable number of minor works and for the maintenance of all Trust buildings.

The office staff of the Department at 31st December, 1952 was 42, including 5 architects, 1 engineer and a maintenance officer and in addition there was a field staff of 18 clerks of works 12 of them temporary.

A set of Facts and Figures on Trust housing production and a schedule of contracts let during the year is shown in Appendix C.

APPENDIX C

FACTS AND FIGURES ON HOUSING PRODUCTION

Before the War the Singapore Improvement Trust constructed 2,049 housing units and 54 shops.

Building was recommenced after the War in 1947.

The following table gives statistics of properties completed annually since that date.

				<i>Housing Units</i>	<i>Shops</i>	<i>Expenditure</i> <i>Million</i>
						\$
1947	...	...	...	212	12	1½
1948	...	...	...	528	69	4¼
1949	...	...	...	770	58	4
1950	...	...	...	1,058	44	8¼
1951	...	...	...	1,180	124	11½
1952	...	...	...	1,823	63	13¼
			Total	5,571	370	43¼

To the end of 1952 the Trust has therefore constructed 7,620 housing units and 424 shops.

In addition there were under construction at 31st December, 1952, 1,742 housing units and 26 shops.

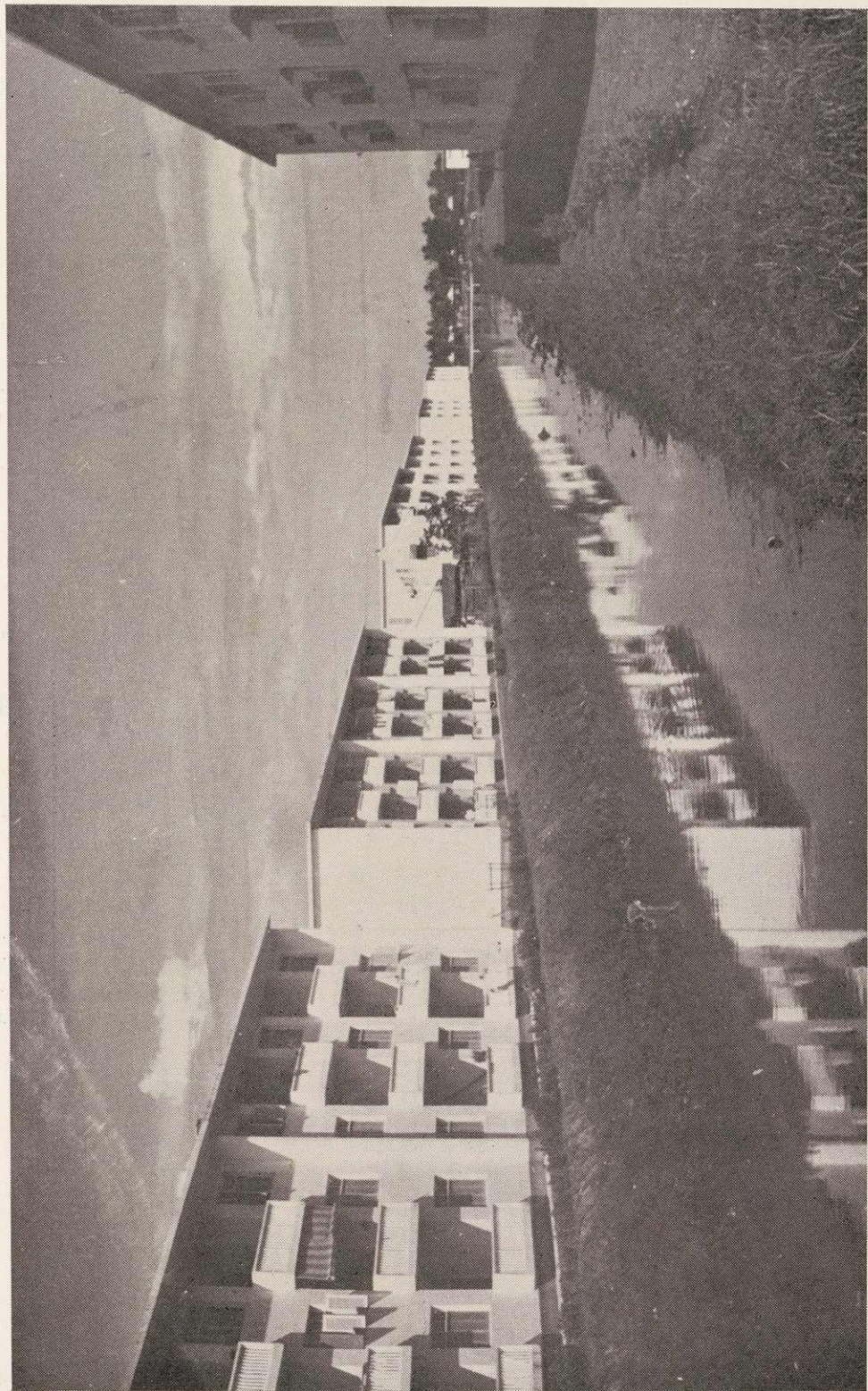
Building programmes 5 and 6 approved by the Board of Trustees and already commenced comprise 3,869 housing units and 42 shops at a total estimated cost of approximately \$27¼ million.

During 1953 it is anticipated that approximately 1,700 housing units and 26 shops will be completed and that approximately 1,550 units will be under construction at 31st December, 1953.

Rentals range from \$7 to \$91 per month.

SCHEDULE OF CONTRACTS LET IN 1952

<i>Contract No.</i>		\$	c.
50/1/51	Sanitary and water installations to 384 Artisans' Quarters and 18 shops at Tiong Bahru and Henderson Road ...	196,980	00
52/1/51	Sanitary and water installations for 9 blocks of Workmen's flats at Delta Road and Canal ...	82,956	00
57/51	Erection of 10 blocks of 180 flats and 1 block of 16 shops at Alexandra Road—Contract I ...	1,793,000	00
57/1/51	Sanitary and water installations to 10 blocks of flats and 1 block of shops at Alexandra Road—Contract I	98,000	00
57/2/51	Installation of public and private lighting and lightning conductor system to 10 blocks of flats and 1 block of 16 shops at Alexandra Road—Contract I of 1951 ...	33,842	00
58/51	Erection of 6 blocks of flats at Delta Road and Canal	1,110,500	00
58/1/51	Sanitary and water installations to 6 blocks of flats at Delta Road/Canal ...	71,404	00
58/2/51	Electrical installation to 6 blocks of flats at Delta Road/Canal ...	16,544	00
59/51	Carrying out sanitary and water installations to 7 blocks of two-storey flats at Kampong Java. (Part II of 1951 Scheme) ...	26,411	00
1/52	'Tradesmen's Work' for term 1st January, 1952 to 30th June, 1952 ...		
		Schedule Rates plus 40%—Mun. area 45%—Rural area.	
3/52	Concrete piling for 11 blocks of flats at Tiong Bahru (North) ...	72,759	84
	<i>Carried forward</i> ...	3,502,396	84



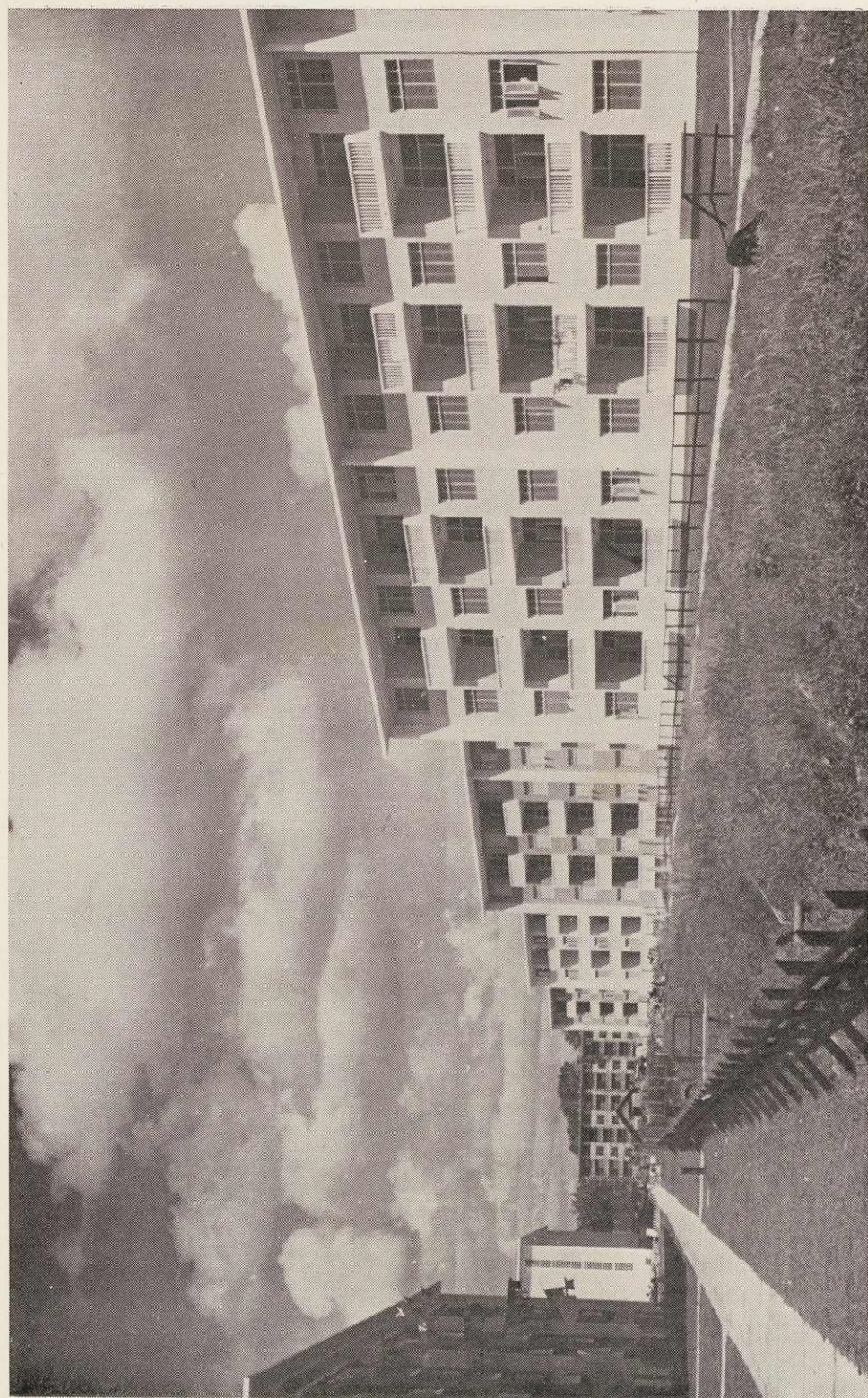
Part of the Alexandra Road Estate



Part of the low cost housing at Buller Camp, off Alexandra Road



Two blocks of flats on the Delta/Havelock Road Estate



A general view of the 11 blocks of four-storey flats at Tiong Bahru Road

SCHEDULE OF CONTRACTS LET IN 1952—*continued*

		\$	c.
	<i>Brought forward</i> ...	3,502,396	84
<i>Contract No.</i>			
4/52	Erection of 11 blocks of four-storey flats at Tiong Bahru (North) ...	2,240,000	00
4/1/52	Sanitary and water installations to 11 blocks of four-storey flats at Tiong Bahru (North) ...	108,345	00
4/2/52	Public and private lighting, lightning conductor system to 11 blocks of flats at Tiong Bahru (North) 1951 ...	56,924	00
5/52	Cutting from site off Henderson Road and clearing, cutting and filling at Kim Keat Road ...	50,450	00
6/52	Repairs to concrete roofs to 3 blocks of flats Nos. 4/20, 40/56 and 58/74 (even numbers) at Tiong Poh Road—Tiong Bahru Estate ...	44,400	00
7/52	Sanitary and water installations to 64 Artisans' Quarters and 21 shops at Kampong Silat ...	37,400	00
8/52	Repairs to concrete roof of 1 block of flats—Nos. 15/31, Seng Poh Road—Tiong Bahru Estate ...	14,000	00
9/52	Repairs to concrete roof of 1 block of flats—Nos. 22/38, Tiong Poh Road—Tiong Bahru Estate ...	15,500	00
10/52	Repairs to concrete roof of 1 block of flats—Nos. 37/59, Tiong Bahru Road—Tiong Bahru Estate ...	25,900	00
11/52	Cutting from site off Henderson Road and clearing, cutting and filling at Norfolk Road/Kampong Java ...	169,670	00
12/52	Cutting and filling of site off Outram Road and filling off Kampong Bahru Road, Delta Road and Gloucester Road ...	34,946	75
13/52	Supply of (1) 14 steel filing cabinets (2) 80 cradle inserts (3) 4 pairs suspension rails and (4) 200 kraft pockets' cap ...	5,850	00
14/52	Repairs and redecorations to 64 Artisans' Quarters and 21 shops at Kampong Silat ...	13,390	00
16/52	Repairs to roof of 1 block of flats Nos. 4-30 (even numbers) Guan Chuan Street ...	31,800	00
17/52	Construction of children playground equipments, badminton courts, paths, etc., at Tiong Bahru Estate ...	10,900	00
18/52	Repairs to roof of 1 block of flats Nos. 2-16 (even numbers) Chay Yan Street ...	18,500	00
19/52	Erection of 11 blocks three-storey flats and siteworks at Buller Camp, Alexandra Road ...	893,000	00
20/52	Execution of 'Tradesmen's Works' at S.I.T., Buildings and Estates for period 1st July, 1952 to 31st December, 1952 ...		
		50%—Mun.	
		area 55%—	
		Rural area.	
21/52	Repairs to roof of 1 block of flats Nos. 31-53 Guan Chuan Street, Nos. 1-41 Moh Guan Terrace and Nos. 4-26 Yong Siak Street ...	85,500	00
22/52	Erection of 1 block three-storey flats for Senior Staff at Ridout Road ...	175,000	00
23/52	Supply and delivery of furniture to S.I.T. Office at Upper Pickering Street ...	14,022	50
24/52	Concrete piling for 38 blocks of flats at Kampong Java—Norfolk Road, North and South ...	135,490	30
		(Work execu-	
		ted up to 31-	
		12-52.)	
25/52	Erection of 24 blocks of three-storey flats at Norfolk Road (North) ...	1,246,000	00
26/52	Repairs and redecorations to 392 Artisans' Quarters and 24 shops at Lorong Limau and Whampoa Square in Whampoa Estate ...	53,000	00
27/52	Erection of 13 blocks three-storey flats and 1 block of shops and flats at Norfolk Road (South)—1952 ...	983,000	00
28/52	Redecoration to No. 14 Kay Siang Road ...	3,240	00
	<i>Carried forward</i> ...	9,968,625	39

SCHEDULE OF CONTRACTS LET IN 1952—*continued*

		\$	c.
	<i>Brought forward</i> ...	9,968,625	39
<i>Contract No.</i>			
29/52	Earthworks—Cutting from site off Henderson Road and clearing, cutting and filling at Alexandra Road ...	66,410	00
30/52	Erection of 1 block of 6 Senior Officers' flat for Government at Ridout Road ...	163,594	00
31/52	Supply and installation of air conditioning units to S.I.T.'s Board Room, Chairman's and Manager's Offices	5,175	00
		plus \$300 cost for installation.	
32/52	Cutting for sites off Alexandra Road, Phase I, clearing, cutting and filling at Alexandra Road ...	100,000	00
33/52	Erection and completion of Electric Sub-station and transformer enclosure and combined store and dustbin compound at Tiong Bahru (South) Henderson Road	15,750	00
34/52	Supply of furniture for Senior Staff flats at Upper Pickering Street ...	5,831	00
35/52	Carrying out, turfing and temporary fencing at and about the 13 blocks of flats and shops at Kampong Java ...	13,550	00
36/52	Carrying out, turfing at and about the 9 blocks of four-storey flats at Delta Road/Canal ...	4,250	00
37/52	Turfing and temporary fencing at and about the 8 blocks of flats at Kampong Java—Part III of 1952 ...	8,680	00
39/52	Turfing at or about the 5 blocks of flats at Tiong Bahru (North) ...	3,250	00
40/52	Concreting of back lanes to existing 4 Artisans' Quarters and 21 shops at Kampong Silat Estate ...	8,625	00
41/52	Sanitary and water installations to 11 blocks of three-storey flats at Buller Camp—Alexandra Road ...	87,182	00
42/52	Carrying out various sitework in or about the Kampong Silat Estate ...	32,245	00
43/52	Carrying out construction of concrete slabs, drains, roads and paths, etc., at attap site—squatter resettlement area north of Macpherson Road ...	100,000	00
		(up to 31-12-52.)	
44/52	Turfing at or about the 6 blocks of four-storey flats at Delta Road/Canal ...	6,364	16
46/52	Cutting from site off Outram Road and clearing, cutting and filling at Kim Tian Road ...	5,018	45
47/52	Supply and delivery of furniture to 6 Senior Officers' flats at Ridout Road ...	11,070	00
48/52	Electrical installation and lightning protective system at Senior Officers' flats at Ridout Road ...	6,186	00
49/52	Repairs and redecorations to 3 blocks of shops and flats—Nos. 2-16 and 18-32 Chay Yan Street, Nos. 31-53 Guan Chuan Street, 1-41 Moh Guan Terrace and 4-26 Yong Siak Street ...	26,500	00
50/52	Repairs and redecorations to 10 blocks of flats (pre-war) at Seng Poh Road, Tiong Poh Road, Tiong Bahru Road and Guan Chuan Street—Tiong Bahru Estate	43,254	00
51/52	Sitework at Upper Pickering Street and Upper Hokkien Street ...	5,814	60
52/52	Repairing concrete roof of 1 block of flats—Nos. 45/65 Tiong Poh Road—Tiong Bahru Estate ...	10,525	00
53/52	Repairing concrete roof of 1 block of flats—Nos. 3/43 Tiong Poh Road—Tiong Bahru Estate ...	18,625	00
54/52	Repairs and redecorations to 7 blocks of Artisans' Quarters at Whampoa Estate ...	5,000	00
	Total ...	10,721,824	60

ESTATES DEPARTMENT

A continuous process of re-organization was carried out in the Department during the year under review. The new system of registration of applicants for accommodation introduced in October 1951 continued during the year. Amendments were made to the qualifications required from applicants in the light of experience gained from the operation of the new system. The whole 'Points System' for allocation of housing accommodation was reviewed in July and a new basis of awarding points for housing need was brought into operation. The form of management adopted on the estates was scrutinised, and proposals were put forward to the Board of Trustees in order to ensure improved physical control of the estates, but at the close of the year the Report had not been adopted. During the year the Department was split into two separate divisions. One division deals with all matters appertaining to housing estate management, and the other controls all undeveloped lands, T.O.L.s, and leases for private housing and industrial development. The numbers on the housing application register increased at the average rate of 210 applications a month.

The various activities of the Department are reported more fully under the separate headings.

Housing Estates

Appendix D gives full details of all Housing Estates at 31st December, 1952.

Much attention has been paid to the control of tenancies and it was noticeable on certain estates that unauthorised occupation was prevalent. Steps were taken to remedy the position by personal approach, and whenever this failed legal action was taken. In order to remedy the position, which had arisen by insufficiently trained staff, proposals for re-organization of the whole of the duties of the technical staff on the estates was submitted by the Estates and Lands Manager to the Board of Trustees for approval. It is intended to introduce Lady Housing Visitors on the estates, with a view to strengthening control where weaknesses in the external management at present exist. Their work will be of a specialist nature, with a simple doctrine of estate management principles to be followed. Special attention will be given to the control of unauthorised occupation and assignment of tenancies under the cloak of sub-letting, and to improving the understanding between landlord and tenant.

Improvement in the care of homes by the tenants has been maintained, and some appreciation is shown of the efforts of the Trust to improve the amenities of the estates by the provision of badminton courts and equipped children's playgrounds.

During the year the Estates Department moved from its temporary office at Tiong Bahru to central offices at Upper Pickering Street.

A further problem was encountered during the year at Senior Staff level. At the commencement of the year the estates were divided into three areas North, South and Central. Each area was under the complete supervision of a Senior Estates Officer, who in addition to housing estate work carried out duties concerning the control of undeveloped lands, squatter control and industrial area development. By mid-year one Senior Officer was seconded to the Lands Office, another was appointed to take over control of the newly formed Lands Division, leaving one officer in charge of the whole external

administration. The matter of Senior Officer control was reviewed by the Board of Trustees towards the end of the year, and it is anticipated that early in 1953 two additional Estates Officers will join the staff.

The housing assistants in addition to supervising tenancies and normal management duties associated therewith, are also in charge of site works and tree planting schemes, and conservancy on the estates. In addition they supervise a large labour force.

The labour force came under review during the year, and reduction in the strength is anticipated during the year 1953, by increased mechanization on the estates. This force is primarily concerned with refuse collection, cleaning of drains and staircases, grass cutting, and general conservancy. Grass grows at four or five times the rate it does in the United Kingdom.

Household refuse is collected from central collecting depôts on the several estates daily by the City Council Cleansing Department. This is essential because decomposition and putrefaction is very rapid in the humid tropics.

The total labour force at the end of the year was 17 mandores and 280 labourers for approximately 8,000 properties.

Housing Register Statistics

The system of allocation is by means of a 'Priority Points Scheme' modelled on the system prevailing in the United Kingdom.

A pamphlet was prepared during the year expressing in the form of question and answer the operation of the system up to the time of rehousing. The pamphlet has had a wide circulation, and is now being published in the Chinese vernacular.

The Board of Trustees has accepted the recommendation that the whole of the application system be converted to the 'Punched Card System' in order to give greater security. This system cannot be put into operation until 1953.

The present Register is a continuous one and maintained by a permanent staff. This staff was put on a permanent basis during the year and is a nucleus of the temporary staff engaged in 1951 to compile the new register.

It is interesting to note that although an acute housing shortage predominates, normally up to 35 per cent of the applicants now on the Register refuse the first allocation for various reasons and are often prepared to wait a considerable time until accommodation in a more suitable locality and at a lower rent is available for occupation. Many applicants have 'whims' which do not countenance the fact that they have an acute housing problem. During the year steps were taken to convince these applicants of the importance of giving more reasonable consideration to the first offer of accommodation made. The second offer is final. A questionnaire was prepared and forwarded to all housing applicants at the close of the year, in order to make a clear and more up to date assessment of their needs.

Rehousing

In addition to applications from the Housing Register persons who are to be evicted from areas scheduled for development are offered alternative accommodation. Special cases which do not come within the purview of the Housing Register are considered by the Estates Committee on their respective merits. A special scheme concerning the rehousing of police personnel on the estates is in operation, and an allocation of 1 unit out of every 100 units of housing accommodation is made to Police Officers.

Members of the staff of the Trust are also eligible for housing accommodation in accordance with Staff Housing Rules.

The Estates Committee gives special consideration to those applicants on the housing register who are to be evicted by Court order or Demolition Order. Each case is considered on its own merits.

Management of Trust Lands

During the year under review the Board of Trustees approved the proposal to create a new division within the Estates Department to be known as the Lands Division. Lands administration was formerly vested in the General Improvement Plan Department, and eventually transferred to the Estates Department. The complex duties of land management, and the expansion of industrial site development warranted a review of the administration, but it was considered that the duties involved the appointment of a full time officer. In July of this year the division was created and the lands duties carried out by the Estates Officers were transferred to a Deputy Lands Manager under the control of the Estates and Lands Manager.

The work comprises:—

- (a) the control and upkeep of all land acquired by or on behalf of the Trust;
- (b) the administration of a considerable number of land tenancies;
- (c) the handling of sales and leases of Trust Land for residential and industrial development by private enterprise, and the supervision of the development;
- (d) the clearance of land which is required for development by the Trust;
- (e) the control of Squatter Resettlement Schemes;
- (f) the patrol of Crown Lands.

There are approximately 450 monthly tenancies of Trust land mainly for the maintenance of attap huts and for vegetable cultivation.

An up-to-date census of the occupiers of all huts is maintained together with plans showing the position of the huts. This work is necessary to prevent further encroachments and to prevent persons, who have not been residing in the area for a significant period from obtaining alternative Trust accommodation when the huts are demolished and the land prepared for development.

Approximately 1,000 families will require rehousing or resettling during 1953 and early 1954.

Many areas of Trust land are still held under tenancies dating from the B.M.A. period. These tenancies are being reviewed prior to recovery for better development.

Twenty-five acres of land are still held under requisition. The Military Authorities are making every effort to release this land and twelve acres will be released early in 1953.

In July 1952 the Trust assumed responsibility for large squatter areas where title to the land is still vested in the Crown, the land having been acquired by the Crown pre-war for the future use of the Trust. The chief areas are in the Kallang Basin, Kampong Alexandra and Henderson Road. Approximately 2,400 families reside in these areas in 600 huts under Temporary Occupation Licences from the Land Office. It is in these areas that a recent wave of mass squatting has been checked. These areas are either insanitary or scheduled for development.

Leasing and Sale of Land

The Trust has several hundred parcels of land under active negotiation for disposal to the general public. Such land is normally disposed of by 99-year lease but if it is sterile, obstructive or unsuitable for individual development it is sold to the adjacent owners. To select the developers, the sites are normally auctioned.

It is expected that a further auction will be held in 1953.

The following are the 99-year lease schemes:—

	<i>Shophouses</i>	<i>Bungalows</i>	<i>Sites</i>	<i>Remarks</i>
Serangoon Road	... 30	23	—	Scheme completed with the exception of 2 bungalows under construction.
Dunman Road	... 10	12	1 hotel	6 bungalows and the hotel have been completed.
Owen Road	... 12	—	—	12 shophouses have been completed.

Alexandra Road Industrial Area

It is intended to encourage the formation in this scheme of a trading estate similar to those in the United Kingdom. To this end the Trust is selecting industrial developers from applications arising from public advertisement. The applicant's need, existing accommodation, business intentions are considered together with sketch plans of the proposed development. Upon approval the licensee signs a two-year Building Agreement which in conjunction with approved architectural plans controls the development. The Trust inspects the quality of workmanship and ensures compliance with the Building Agreement and plans.

There are 25 sites, 7 of which have been completed and it is estimated that the developers will expend about \$12,000,000 in buildings and equipment in this estate.

Rail access will be provided as soon as the tonnage requirements of the various developers are known.

Crown Squatter Patrols

The Commissioner of Lands has asked the Trust to assume responsibility for the patrolling of 22,000 acres of Crown Land from the 1st January, 1953. Such land is dispersed throughout the Island mainly in remote areas.

Staff is being provided from Government Funds to patrol such areas to give the earliest possible notice of any unauthorised erections.

Squatter Resettlement Schemes

A 15-acre site in MacPherson Road (N) has been prepared with 162 lots. The lots consist of concrete hard standing with surface drainage and communal sanitary facilities. These areas will be used for the resettlement of *bona fide* attap dwellers from Crown, City Council or Trust land.

Land for future development contains a high proportion of the true agricultural attap dwellers. Such persons are often unable to afford the rent of Trust properties or unwilling to accept Trust accommodation.

It has been realised, therefore, that provision must be made for resettlement of such persons in an area where they may re-erect their existing huts at a low rent. Government is preparing a resettlement scheme at Bedok for this purpose.

Estates Committee

The Estates Committee is a Committee approved by the Board of Trustees to control the management policy of the Trust housing estates and the allocation of all new properties.

The Committee in 1952 consisted of:—

Manager, S.I.T. (*Chairman*)

E. Galistan, Esq., M.B.E.

The Honourable Mr. Thio Chan Bee

Chin Chye Fong, Esq., M.B.E.

There was one change of membership of the Committee during the year. Mr. E. V. Davies replacing the Honourable Mr. Thio Chan Bee. Fifteen meetings were held during 1952.

Community Centres

The expansion of community centre activity continued during the year. As new housing estates came into being, tenants formed themselves into community groups with the object of forming community centres. These groups apply for exemption under the Societies Ordinance. Subject to the constitution of the centres being satisfactory to the Board of Trustees suitable shop accommodation is allocated to the centre at a nominal rental. Community Centres are new to the Colony, and if they are run on the right lines they can be of great assistance to the Trust in the problem of Estate Management. These centres can help in the establishment of good relations between the Trust and its tenants and can also assist in the provision of amenities on the estates.

Nine Badminton Courts have been provided by the Trust on the estates up to 31st December, 1952.

Three Community Centres are existent, and 2 new centres came into being during the year viz.:—

Kampong Silat.

Princess Elizabeth (Bukit Timah).

Shops

39 lock-up shops and 30 shops with living accommodation have been provided by the Trust during the year. The shops cater for all the needs of the tenants, and avoid long distances being travelled by the tenants for shopping purposes. The tenancies are on a month to month basis, and tenders are usually invited for vacant and newly erected shops. However, the procedure for letting of shops on the estates was reviewed by the Board of Trustees towards the end of the year and it is possible that a new policy may be adopted.

Eviction Committee

The pre-war properties of the Trust continue to be conditionally exempt from the Control of Rent Ordinance, 1947, and one of the conditions is that approval must be first obtained for the Evictions Committee approved by the Government before action may be commenced to evict any tenant of such property.

The Committee heard 25 applications during the year and of these 24 were approved, and 1 disapproved.

Rentals on pre-war properties are still controlled by the Ordinance.

APPENDIX D
HOUSING ESTATES

Estates	Year	LETTINGS						SHOPS		Total	Estate Total		
		NO. OF ROOMS						ROOMS					
		1	2	3	4	5	With	Without					
Tiong Bahru Estate ..	1936	54	14	..	21	10	4	103	1,779		
	1937	..	6	..	107	..	..	12	6	199	
	1938	..	8	..	109	..	..	..	4	211
	1939	..	11	..	53	2	..	..	2	100	
	1940	..	34	..	146	..	..	8	2	258	
	1948	..	32	..	..	..	..	..	..	64
	1949	..	..	264	..	..	..	..	..	264
	1950	..	..	339	..	..	..	..	..	460
	1952	..	..	60	..	..	..	..	66	120
	Balestier Estate ..	1931	..	76		76	1,464
		1932	..	148		148	
		1937	..	232		232	
1939		..	78	..	..	..	..	..	..	78
1947		..	364	20	..	..	..	51	12	396
1948		..	384	..	..	..	..	..	..	435
1949		..	20	..	..	..	..	..	..	20
1950		..	42	..	..	..	..	..	..	42
1951		..	..	9	..	15	..	..	13	37
1928		..	26	92	..	18	..	..	..	118
1951		..	..	..	..	36	24	..	..	36
1952	..	..	..	..	..	..	..	..	60	
Carried forward ..		54	1,475	1,074	620	44	81	109	3,457	214			

APPENDIX D—continued
HOUSING ESTATES—continued

Estates	Year	LETTINGS					SHOPS		Total	Estate Total
		NO. OF ROOMS					ROOMS			
		1	2	3	4	5	With	Without		
<i>Brought forward</i> ..		54	1,475	1,074	620	44	81	109	3,457	
Farrer Park Estate ..	1941	..	..	17	..	..	..	..	17	
	1947	..	..	11	.. 1	..	..	.. 12	24	
	1948	..	..	64	.. 47	..	..	..	64	
	1950	..	216	129	..	..	..	..	392	
	1952	..	..	406	126	..	..	.. 24	556	1,053
Henderson Road ..	1928	..	110	..	..	..	..	..	110	
	1948	..	44	.. 48	..	..	.. 12	..	44	
	1949	..	52	..	..	..	..	..	112	266
Alexandra Road (South) ..	1951	..	142	.. 64	..	..	.. 32	..	174	
	1952	..	..	..	..	..	..	..	64	238
Silat Estate ..	1948	..	.. 64	..	..	..	.. 21	..	21	
	1949	..	..	..	..	..	..	..	64	
	1950	..	..	.. 190	.. 8	..	..	..	198	
	1952	..	..	104	80	..	..	..	184	467
Madras Street ..	1940	..	3	6	..	..	..	..	9	9
New Bridge Estate ..	1930	141	..	..	..	..	..	1	142	
	1931	62	..	..	..	..	..	2	64	
	1938	152	..	..	..	..	..	10	162	
	1940	42	..	..	..	..	..	4	46	
	1948	21	81	..	..	..	.. 2	31	135	549
<i>Carried forward</i> ..		472	2,187	2,113	882	44	148	193	6,039	

APPENDIX D—continued
HOUSING ESTATES—continued

Estates	Year	LETTINGS					SHOPS		Total	Estate Total
		NO. OF ROOMS					ROOMS			
		1	2	3	4	5	With	Without		
<i>Brought forward</i> ..		472	2,187	2,113	882	44	148	193	6,039	
Albert Street ..	1932	26	..	..	..	..	..	4	30	
	1949	27	3	..	..	..	..	5	35	65
Cheng Yan Place ..	1949	12	18	..	..	..	..	5	35	35
Havelock Road Estate ..	1950	..	68	160	80	..	21	..	329	
	1952	..	..	56	56	..	..	..	112	441
Princess Elizabeth Park ..	1951	..	84	..	..	..	..	18	102	
	1952	..	..	60	..	..	..	..	84	186
Alexandra Estate (N) ..	1952	..	..	228	96	..	..	..	336	
Prinsep Street Estate ..	1952	..	..	112	..	..	..	..	112	
Jalan Besar Estate ..	1952	..	..	176	..	..	..	..	176	
Bukit Merah Estate ..	1952	..	40	132	..	..	..	..	172	
Upper Pickering Street ..	1952	..	..	70	..	..	..	15	95	
		..	..	..	..	..	(Offices)	10	95	
Houses pending demolition ..	..	..	..	..	43	..	..	..	43	
Total ..		537	2,400	3,107	1,181	44	169	262	7,700	

RENTS CHARGED

	Rooms	Flats	Houses	Artisan Quarters	Tenements	Shops	
Pre-War	1	76	26	644	477	..	
	2	264	\$16.80 to \$26.25	\$5.25 to \$8.40	..	..
	3	436	\$23.10 to \$28.35	..	..	..
	4	2	\$21.00 to \$31.50	..	..	..
	5	Lock-up	\$33.60	..	..	..
..	Shop cum Dw.	..	..	..	..	39
..	Dw.	..	..	..	..	\$31.25 to \$250.00
Sub-Total	778	..	135	644	477	69	
Post-War	1	248	..	1,304	60	..	
	2	2,538	\$18.00 to \$36.00	\$12.50 to \$21.00	102	..	
	3	4	\$34.00 to \$75.00	\$30.00 to \$42.00	..	..
	4	702	\$58.00 to \$90.00	..	..	..
	5	42	\$77.00	..	..	..
	Lock-up	213
	Shop cum. Dw. Office	\$90.00 to \$735.00
Sub-Total	3,530	..	..	1,500	162	362
Grand Total	4,308	..	135	2,144	639	431	
						7,657	

SINGAPORE IMPROVEMENT TRUST

SUMMARY OF LETTINGS IN RENTAL GROUPS AS AT 31ST DECEMBER, 1952

<i>Rental Group</i>			<i>Total No. of Properties</i>
\$ 7.00 to \$20.00	...	...	2,531
\$21.00 to \$40.00	...	...	1,679
\$41.00 to \$60.00	...	...	1,751
\$61.00 to \$91.00	...	...	1,265
			<hr/>
Total Dwellings	...	...	7,226
Shops \$31.25 to \$735.00	...	...	431
			<hr/>
Grand Total Properties	...	...	7,657

HOUSING REGISTER AND REHOUSING STATISTICS

Total applicants on Register at 1st January, 1952	...	8,626
Total applications on Register at 31st December, 1952	...	11,128
Total applications received during year	...	2,502
Total cases on Housing Register investigated	...	2,492
Total cases approved for rehousing	...	1,574
Total number of new lettings—		
(a) Applicants from Register	...	874
(b) Rehousing from Dangerous Buildings and Clearance schemes	...	401
(c) Bukit Timah Special Scheme, etc.	...	110
		<hr/>
		1,385
Total number of Re-lettings—		
(a) Applicants from Register	...	64
(b) Other rehousing	...	318
		<hr/>
		382

SURVEY DEPARTMENT

The return of completed surveys is shown in Appendix E.

During the year 417 surveys were completed. This represents a 16 per cent increase on the 1951 total of 357.

There was a slight decrease from 200 for 1951 to 183 for 1952 in the number of Building Plan surveys executed for the City Council.

Topographical surveys show an increase from last year's total of 9 to 28 for 1952. This is on account of the increased development work being carried out by the Trust.

Staff

Three new apprentices were appointed early in the year but later one of these and two 1951 apprentices resigned for more lucrative positions.

The two Technical College students returned to Kuala Lumpur in August for their final year at the College.

In addition to Mr. V. Fernando who has now completed the first of three years at the University of Queensland studying Land Surveying, Mr. Lee Eng Kwang a Surveyor/Computer was awarded a U.N.E.S.C.O. Fellowship and in August left for New Zealand for six months to study 'Modern Methods in Topographical Surveying'. He is attached to the Lands and Survey Department and is receiving practical training in the field as well as tuition in topographical map production.

Of the eight officers who presented themselves for the Government Survey Department Examinations, four obtained full passes and four partial passes. Of only three candidates in all Malaya who passed with 'Distinction', two were Trust officers.

The number of survey labourers remains the same as in 1951—42 labourers making 7 parties. There were no labour troubles during the year.

Equipment

One new microptic level was purchased during the year. We now have six micrometer theodolites, two vernier theodolites and three levels. This should now be sufficient to cope with normal Trust work and to allow for regular overhaul.

APPENDIX E

RETURN OF SURVEYS COMPLETED IN 1952 GIVING ALSO FIGURES FOR 1951

	1951	1952
Requisition Surveys, Certified Plans ...	29	53
(Surveyed Lots ...)	94	155)
Building Plan surveys ...	200	187
Declaration Plans (sets of) ...	3	1
Deed Plans (sets of) ...	16	41
Setting out surveys ...	27	32
Certified Plan surveys (ultimate) ...	7	5
Engineering surveys ...	32	34
Topographical surveys ...	9	28
General surveys ...	32	35
Back Lane surveys ...	2	1
	<hr/>	<hr/>
Total completed surveys for the year ...	357	417
	<hr/>	<hr/>

DRAUGHTING WORK

	1951	1952
Plans ...	331	371
Tracings ...	578	727
Prints ...	970	1,214

SURVEY COSTS RECOVERED FROM SURVEYS COMPLETED DURING 1952

	\$	c.
Building Plan surveys ...	21,273	50
Requisition surveys ...	5,628	50
Deed Plans ...	4,469	00
Setting out surveys ...	856	00
Other ...	335	00
	<hr/>	<hr/>
Total costs recovered ...	32,562	00
	<hr/>	<hr/>

THE HISTORY OF THE UNITED STATES

Year	Event
1776	Declaration of Independence
1781	Treaty of Paris
1787	Constitution of the United States
1791	Bill of Rights
1800	Jefferson becomes President
1803	Louisiana Purchase
1812	War of 1812
1820	Missouri Compromise
1823	Monroe Doctrine
1845	Texas Annexation
1846	Mexican-American War
1848	Treaty of Guadalupe Hidalgo
1850	Compromise of 1850
1854	Kansas-Nebraska Act
1857	Dred Scott Decision
1861	Start of the Civil War
1863	Emancipation Proclamation
1865	End of the Civil War
1868	Reconstruction begins
1877	Compromise of 1877
1890	Wreck of the SS S.S. Titanic
1896	Panama Canal
1901	Spanish-American War
1903	Wright Brothers
1909	Woolly Mammoth
1914	World War I
1918	1918 Influenza Pandemic
1929	Wall Street Crash
1933	Prohibition ends
1939	World War II
1945	End of World War II
1947	Marshall Plan
1950	Korean War
1954	Brown v. Board of Education
1957	Sputnik 1
1960	John F. Kennedy
1963	John F. Kennedy assassination
1964	Civil Rights Act
1968	Richard Nixon
1971	Vietnam War
1973	Oil Crisis
1974	Richard Nixon resignation
1977	Jimmy Carter
1981	Iran Hostage Crisis
1981	AIDS
1982	Challenger
1984	Los Angeles Olympics
1986	Chernobyl
1987	Reagan
1989	End of the Cold War
1991	Gulf War
1993	Clinton
1994	Norfolk
1995	Clinton
1997	Clinton
1998	Clinton
1999	Clinton
2001	Bush
2001	9/11
2002	Bush
2003	Iraq War
2004	Bush
2005	Bush
2006	Bush
2007	Bush
2008	Obama
2009	Obama
2010	Obama
2011	Obama
2012	Obama
2013	Obama
2014	Obama
2015	Obama
2016	Trump
2017	Trump
2018	Trump
2019	Trump
2020	Trump
2021	Biden

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THE HISTORY OF THE UNITED STATES
 BY
 JAMES M. SMITH

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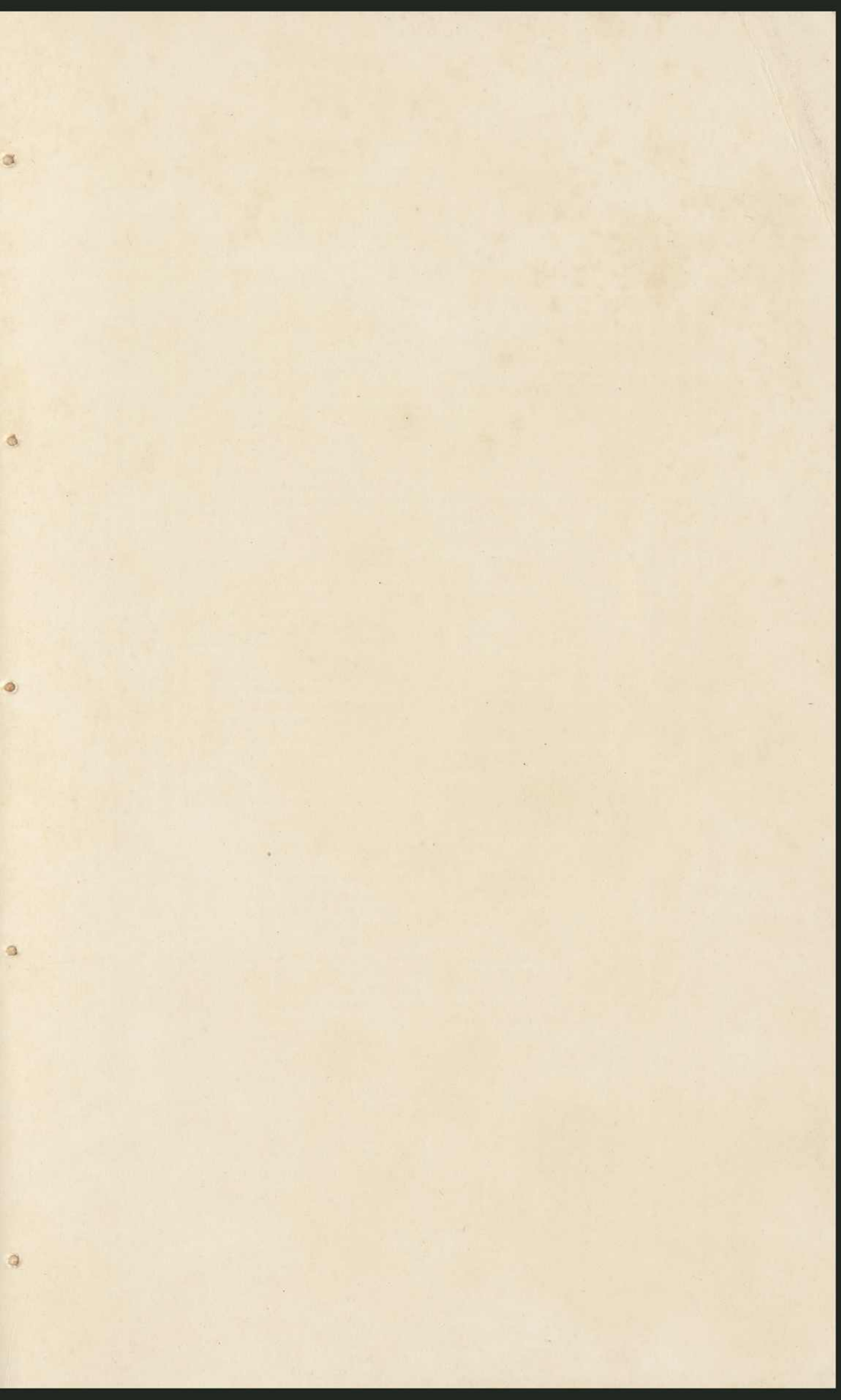
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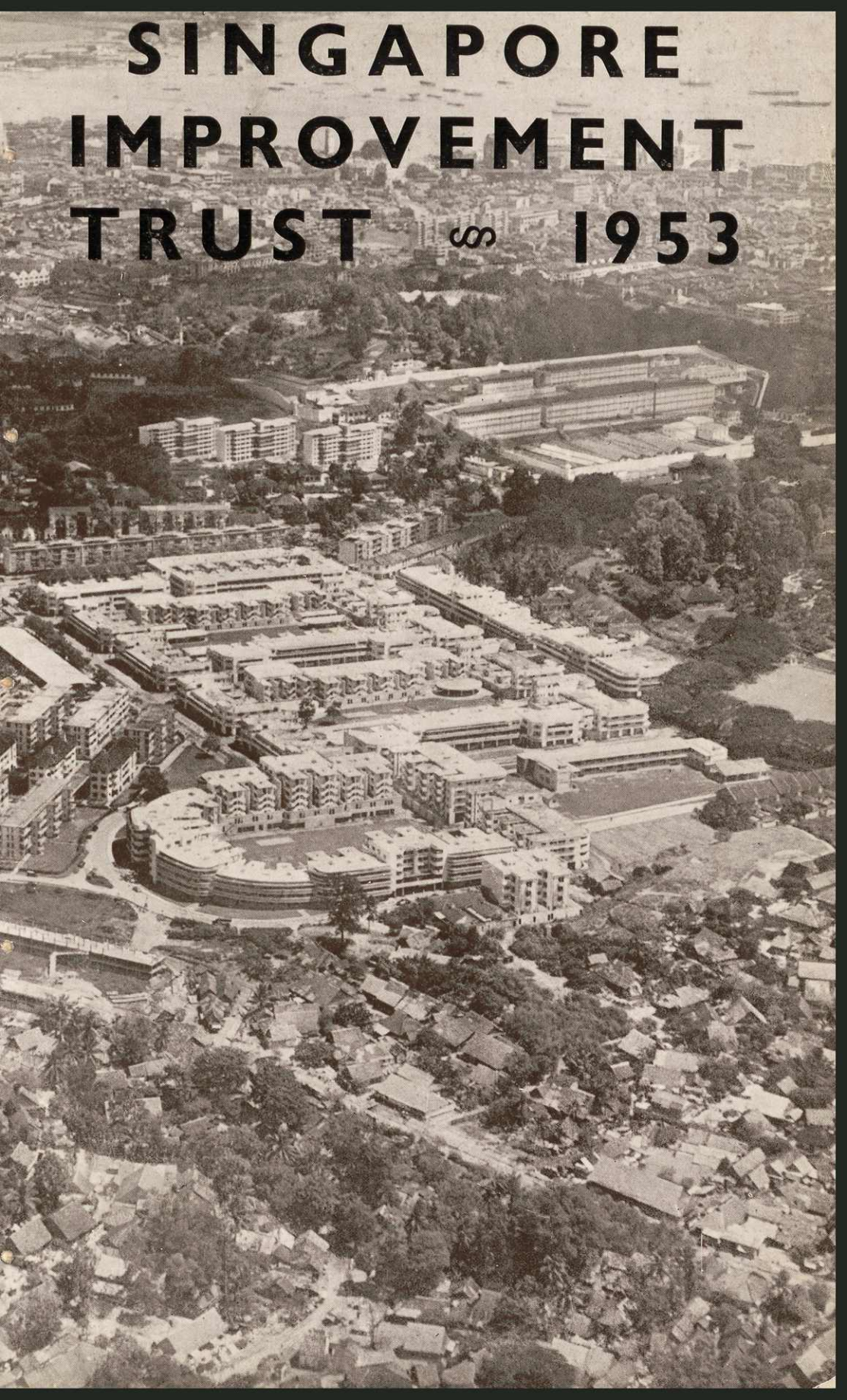
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Setting out surveys ...	856	00
Other ...	335	00
	<hr/>	<hr/>
Total costs recovered ...	32,562	00
	<hr/>	<hr/>

No.	Date	Description
1	1880	...
2	1881	...
3	1882	...
4	1883	...
5	1884	...
6	1885	...
7	1886	...
8	1887	...
9	1888	...
10	1889	...
11	1890	...
12	1891	...
13	1892	...
14	1893	...
15	1894	...
16	1895	...
17	1896	...
18	1897	...
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SINGAPORE IMPROVEMENT TRUST 1953



THE
WORK OF THE SINGAPORE
IMPROVEMENT TRUST 1953

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WORK OF THE SINGAPORE
IMPROVEMENT TRUST 1953

Compiled by

J. M. FRASER

B.A., B.Sc., A.M.I.C.E.
Manager, Singapore Improvement Trust

Published by Authority

GOVERNMENT PRINTING OFFICE, SINGAPORE

THE
WORK OF THE SINGAPORE
IMPROVEMENT TRUST 1923

THE WORK OF THE SINGAPORE IMPROVEMENT TRUST 1953

Introduction

HOUSING

Housing

Singapore Housing Commission

Housing Policy

Post-war Housing Crisis

Housing Management

PLANNING

Planning

Improvement

Engineering Work

Diagnostic Survey

GENERAL

Finance

Lands Work

Survey Work

Organization and Methods Department

Committees

Staff

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Singapore
1953

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A.R.I.B.A., M.T.P.I., A.M.I.STRUCT.E.

Manager, Singapore Improvement Trust

PART II

SENIOR STAFF AS AT 31ST DECEMBER, 1953

SECRETARIAT

ACCOUNTS DEPARTMENT

GENERAL IMPROVEMENT PLAN DEPARTMENT

DIAGNOSTIC SURVEY TEAM

ARCHITECTURAL DEPARTMENT

ESTATES AND LANDS DEPARTMENT

SURVEY DEPARTMENT

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Price: \$2

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(Photo by *Straits Times Press, Ltd.*)

T. S. F. McNEICE
Singapore Government Press

SINGAPORE, 25 FEB 1954

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A GENERAL VIEW OF THE SOUTHERN PART OF SINGAPORE ISLAND FROM TIONG BARU ESTATE (Cover)

PRINCESS ELIZABETH PARK, OFF NEARBY TIONG ROAD—KAMPONG CHIEF DISTRICT AND SEVEN-STORY BLOCKS OF FLATS

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ONE OF THE COMPLETED BLOCKS OF FLATS AT KIN TAN ROAD

LOW RENTAL HOUSING AT NEARBY ROAD

ONE OF THE 11 BLOCKS OF SEVEN-STORY FLATS IN COURSE OF ERECTION AT REDHILL ESTATE, TIONG BARU (SOUTH)

ONE OF THREE BLOCKS OF SEVEN-STORY FLATS AT QUTRAM HILL

PREFACE

THIS REPORT provides evidence of the manner in which in addition to its original functions as an improvement and planning authority, the Singapore Improvement Trust is undertaking the vital problem of housing our ever-growing population.

During 1953, the Trust for the first time built a total of more than 2,000 new housing units. Plans which have already been approved show that this total should be passed easily in future years. Two factors have made this possible. First, a policy has been worked out which will provide for a standard price for sites; any excess over this price will be paid by Government as a housing subsidy. And second, our architects have designed a housing unit at a cost far below anything previously seen in Singapore.

Improvement Schemes which involve the wholesale demolition of insanitary and overcrowded property are not possible in present circumstances. However, the new housing now being erected is one means by which the present situation can be kept in hand and the original purpose for which the Trust was created is not being neglected.

There is some evidence that the housing situation is improving slightly and we may hope that it will continue to improve from now onwards. All those whose labours have contributed to this are entitled to feel some satisfaction that at least a promising approach has been found to a problem which at one time appeared insoluble.

T. P. F. McNEICE,
Chairman,
Singapore Improvement Trust.

SINGAPORE, 4th April, 1954.

PREFACE

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During 1923, the Trust for the first time built a total of more than 1,000 new housing units. Plans which have already been approved show that this total should be passed easily in future years. Two factors have made this possible. First, a policy has been worked out which will provide for a standard price for sites; any excess over this price will be paid by Government as a housing subsidy. And second, our architects have designed a housing unit at a cost far below anything previously seen in Singapore.

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T. P. F. McNEICE,
Chairman,
Singapore Improvement Trust.

SINGAPORE, 4th April, 1924.

BOARD OF TRUSTEES AT 31ST DECEMBER, 1953

- Chairman, Improvement Trust .. T. P. F. McNeice, Esq., C.M.G., O.B.E.,
M.C.S., The President, City Council
- Representatives of the City Council .. A. P. Rajah, Esq.
The Honourable Mr. C. F. Smith, J.P.
- Representative of the Rural Board .. The Honourable Mr. H. J. C. Kulasingha (from
24-12-53)
- Appointed by H. E. the Governor .. The Honourable Mr. Thio Chan Bee, J.P.
James Miller, Esq. (from 1-4-53)
Dr. A. W. S. Thevathasan (from 1-4-53)
- The Financial Secretary .. W. C. Taylor, Esq., M.C.S.
- Chairman, Rural Board .. E. V. G. Day, Esq., C.M.G.
- The Director of Public Works, Singapore A. Wear, Esq., B.Sc., M.I.C.E.
- The City Health Officer .. Dr. N. A. Canton, J.P.

Changes during 1953

- Representative of the Rural Board .. The Honourable Che Ahmad bin Mohamed
Ibrahim (retired 5-12-53)
- Appointed by H. E. the Governor .. R. Renton, Esq., J.P. (retired 31-3-53)
E. Galistan, Esq., M.B.E., M.C.H., J.P. (retired
31-3-53)
- Legal Adviser .. The Honourable Mr. John Laycock

COMMITTEES AS AT 31ST DECEMBER, 1953

Committee	Chairman	Members	No. of Meetings held in 1953
Personnel	A. P. Rajah Esq.	James Miller, Esq. The Hon'ble Mr. C. F. Smith Dr. A. Thevathasan	20
Estates	Manager	The Hon'ble Mr. H. J. C. Kulasingha The Hon'ble Mr. C. F. Smith Dr. A. Thevathasan	15
Rentals	Manager	James Miller, Esq. A. P. Rajah, Esq. The Financial Secretary Chairman, Rural Board	4
Building	Manager	The Hon'ble Mr. C. F. Smith The Hon'ble Mr. Thio Chan Bee Director of Public Works	14
Planning	Chairman, Rural Board	The Hon'ble Mr. H. J. C. Kulasingha A. P. Rajah, Esq. The City Health Officer	24
Senior Officers' Quarters	The Hon'ble Mr. Thio Chan Bee	Manager Two nominees of the Senior Officers' Staff Association	6

PART I

The Singapore Improvement Trust was formed under the Singapore Improvement Ordinance in July, 1927. The Ordinance provides for a Board of Trustees, seven in number, with the President of the City Council as Chairman. The other official members are the Financial Secretary, the Chairman of the Board of Health, the Director of Public Works and the City Health Officer, with an unofficial member, those of whom are nominated by the Governor, three by the City Council and one by the Board.

The main duty of the Trust under the Ordinance is to prepare and maintain a General Improvement Plan to which additions and amendments approved by the Governor in Council are made from time to time. In December, 1927, the Trust was given the additional duty of preparing a Diagnostic Survey and Master Plan of the Colony before the 1st January, 1928, and this work is now being carried out. The Master Plan must be prepared after due regard to the requirements of the Survey and reports.

The work of the Trust is carried out by seven departments under the general supervision of the Manager. They are the General Improvement Plan Department, Estates and Lands Department, Architecture Department, Survey Department, Sanitation, Accounts Department and Diagnostic Survey Team. The staff of the Trust was, at the end of 1931, 111, which includes 101 permanent officers and 10 part-time employees (librarians, post and machine operators, etc.).

The Trust prepares a budget annually which is submitted for Government approval. The main sources of revenue, other than from housing, are a 2.5 per cent Improvement Rate levied on properties in the City and an equivalent contribution from Government.

The Trust is not a housing authority in the true sense of the word. The Singapore Improvement Ordinance does not give the Trust any special housing powers. In the case of improvement schemes, privately owned buildings may be erected by persons displaced from such schemes. All public housing carried out by the Trust has been done under Section 24 (1) of the Ordinance which says: "The Board may, with the approval of the Governor in Council, erect such buildings as the Board may think fit. Public housing in Singapore was started in 1926 when Government recognised the shortage of housing accommodation for the lower income groups, agreed that the Trust should build a block of flats at Tiong Bahru with the object of selling them when completed. These flats were erected on a carefully prepared plan and advertised for sale on completion. The sale was a failure as the market price was not reached at the auction. The idea of selling flats was abandoned for the time being. The Trust, however,

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COMMITTEES AND STAFF

Committee	Chairman	Members	Page
Personnel	A. P. Baskin, Esq.	James Miller, Esq. The Hon. Mr. C. F. Smith Dr. A. Theobald	10
Finance	Manager	The Hon. Mr. H. J. G. Estlin The Hon. Mr. C. F. Smith Dr. A. Theobald	15
Receipts	Manager	James Miller, Esq. A. J. Smith, Esq. The Episcopal Secretary Quartermaster, Naval Station	18
Building	Manager	The Hon. Mr. C. F. Smith The Hon. Mr. H. J. G. Estlin Director of Public Works	14
Planning	Chairman, Rural Board	The Hon. Mr. H. J. G. Estlin A. P. Baskin, Esq. The City Health Officer	24
Senior Officers' Quarter	The Hon. Mr. H. J. G. Estlin Chairman	Manager Two members of the Senior Officers' Staff Association	25

INTRODUCTION

THE SINGAPORE Improvement Trust was formed under the Singapore Improvement Ordinance in July, 1927. The Ordinance provides for a Board of Trustees, eleven in number, with the President of the City Council as Chairman. The other official members are the Financial Secretary, the Chairman of the Rural Board, the Director of Public Works and the City Health Officer, with six unofficial Trustees, three of whom are nominated by the Governor, two by the City Council and one by the Rural Board.

The main duty of the Trust under the Ordinance is to prepare and maintain a General Improvement Plan to which additions and amendments approved by the Governor in Council are made from time to time. In December 1951, the Trust was given the additional duty of preparing a Diagnostic Survey and Master Plan of the Colony before the 1st January, 1955, and this work is now being carried out. This Master Plan must be reviewed every five years after a quinquennial survey and report.

The work of the Trust is carried out by seven departments under the general supervision of the Manager. They are the General Improvement Plan Department, Estates and Lands Department, Architects Department, Survey Department, Secretariat, Accounts Department and Diagnostic Survey Team. The staff of the Trust was, at the end of 1953, 31 senior officers, 318 junior officers and 429 open votes employees (labourers, plant and machine operators, etc.).

The Trust prepares a budget annually which is submitted for Government approval. The main sources of revenue, other than from housing, are a 2 per cent Improvement Rate levied on properties in the City area and an equivalent contribution from Government.

HOUSING

The Trust is not a housing authority in the true sense of the word. The Singapore Improvement Ordinance does not give the Trust any special housing powers. In the case of Improvement Schemes, alternative accommodation may be erected to rehouse persons displaced from such schemes. All public housing carried out by the Trust has been done under Section 44 (3) of the Ordinance which says, 'The Board may with the approval of the Governor in Council erect such buildings as the Board may think fit'. Public housing in Singapore was started in 1936 when Government recognizing the shortage of housing accommodation for the lower income groups, agreed that the Trust should build a block of flats at Tiong Bahru with the object of selling them when completed. These flats were erected on a modified shophouse plan and advertised for sale on completion. The sale was a failure as the upset price was not reached at the auction. The idea of selling flats was abandoned for the time being. The Trust, however,

continued to develop the Tiong Bahru area which had previously been laid out for sale. It also built a number of Artisan Quarters in the Balestier area. At the outbreak of the Japanese War in December 1941, the Trust had erected 2,049 houses on different estates and 54 shops. Of this number, about 900 flats were erected at Tiong Bahru, 550 Artisan Quarters at Balestier and the remainder was made up of tenement buildings in the congested areas. Pre-war rentals range from \$7 for the Artisan Quarters at Balestier to \$29 for the larger flats at Tiong Bahru.

Post-war housing started in 1947. A brief survey of the situation made it clear that the post-war problems were very much greater than those of pre-war. No new building had been carried out during the Japanese occupation. During 1947, the population was approaching the one million mark, more than double what it was twenty years before, and there was a real housing famine.

SINGAPORE HOUSING COMMITTEE, 1947

In 1947, a committee was formed by Government to study and report on this housing famine and a lengthy report was produced giving the outline and history of the problem, and recommending action for the future. This Housing Report was in three parts. Part I dealt with outline and history; Part II with immediate recommendations, types of buildings and finance; Part III with long-term recommendations including the preparation of a Master Plan, the provision of satellite towns, industrial estates and land acquisition. *It recommended that the Singapore Improvement Trust should be the authority responsible not only for the planning of the Island but the housing of the population as well.* The Trust had already started its post-war programme in 1947 and in 1948 it received Government's backing and from that time the Trust has acted as Government's agent for housing in the Colony.

The 1947 Housing Report shows that many blocks in the City contain a population of well over 1,000 persons to the acre and in an area of a thousand acres more than 300,000 people live and work—most staggering figures. The need for the relief of overcrowding was so obvious that details of a preliminary three-year programme were prepared by the Trust and included in the Housing Report. The programme was started immediately and in spite of setbacks, the initial programme has been substantially completed. This preliminary programme provided for the erection of 4,036 houses in three years at a cost of approximately \$32 millions.

Up to the end of 1953, the Trust had completed approximately 8,000 houses and shops at a cost of \$54½ millions. This has been made possible by Government lending the Trust annually at a favourable rate of interest, sufficient money to carry out its housing programmes. Government has recently approved a further loan of \$33½ millions for the erection of 6,000 housing units. The tempo has thus increased from 212 units in 1947 to 2,041 housing units in 1953. The total amount of loans approved by Government is now \$93 millions.

HOUSING POLICY

The housing policy of the Trust has always been to house the lower income groups. The Trust opened a Housing Register in 1947 and laid down a rule that no person earning over \$600 a month would be eligible for Trust housing. It has likewise been the policy of the Trust to build good substantial buildings which could be amortized over sixty years. The Trust has consistently, in the face of considerable criticism and popular demand, resisted the temptation to erect temporary buildings. It believes that the short-term palliative is neither economical nor an answer to a long-term problem, and it also believes that only housing of a permanent and substantial nature requiring a minimum of maintenance will eventually solve this problem. To this end, the technical officers of the Trust have put in valuable work in research and experiment with building materials to find out which materials are the most suitable and durable for the climate in Singapore. High prices combined with shortage of materials and of skilled labour have given rise to crises from time to time. These crises have been accepted as a challenge to the capability and ingenuity of the Trust's technical officers. Prototypes have been built to test public reaction, requirements and tastes. The present policy and programmes have evolved from these researches. The Trust is never completely satisfied with what it builds. Each new building is analysed carefully, mistakes corrected and improvements made in subsequent designs. The perfect house has never been built and never will be, and the Trust will go on learning as its programmes progress.

At the present time, it is estimated that nearly half a million people in Singapore are living in slums or overcrowded conditions. To solve this immediate problem, it is estimated that an expenditure of approximately \$500 millions would be required. This amount of money is of course not available for housing and even if it were, the financial resources of the Colony would not be able to cope with such an expenditure.

The Trust's Housing Register deals with applications from families of five and over. There are still 10,000 applicants unsatisfied which represents approximately 70,000 people. To house this number alone would require an expenditure of at least \$70 millions. The population of Singapore is increasing at the rate of over 40,000 every year and an annual expenditure of \$40 millions would be necessary to house this increase in population.

POST-WAR HOUSING COSTS

At the beginning of 1947, costs were approximately four times what they were before 1939. In 1948 they fell to roughly three times the pre-war figure. After the start of the Korean War, building costs rose rapidly till in the middle of 1951 they were roughly five times pre-war.

The cost of housing is an all important matter and for the past few years the officers of the Trust have directed their attention particularly to lowering the cost of housing, whilst maintaining substantial permanent

buildings to modern standards. This has been a fascinating struggle. It has met with a considerable measure of success. Flats which could be built in 1948 for \$6,000 were costing \$10,000 in 1951. The Trust felt that the time had come to revise its ideas on standards of accommodation and finish. It was decided at the end of 1951 that these standards should be reduced to the absolute minimum consistent with structural efficiency and comfortable living. The new building programme was scrapped and no new contracts were let for six months. Standards were cut down to the minimum compatible with decent living and economical permanent construction. At this time the new low-cost housing code was being prepared and was immediately adopted by the Trust. Prototypes of new buildings were erected and improvements and modifications were incorporated in the new building programme. The aim was to produce a permanent three-room flat for \$5,000 under the new building code and this was first achieved in a contract for 222 houses built on the site of Buller Camp, now known as Princess Margaret Estate. This contract was let in the latter part of 1952 and completed in May 1953. This price standard has been maintained, thanks mainly to a timely drop in building costs of approximately 20 per cent during 1953. Blocks of multi-storeyed flats now being erected with lifts and all services work out at less than \$6,000 per flat. The policy which has now been laid down is that rentals of two bedroom flats should not normally exceed \$50 a month. Provided costs are reasonably stabilized, this will be possible.

The greatest achievement in 1953 was the evolution of a type of low rental house which has been built at a cost of \$2,000. Houses built on this short-term plan are considered to be semi-permanent. They are basic structures with the minimum of space and amenity adequate for working class families. Both single and two-storey types have been evolved, the latter costing roughly \$2,500. The rentals of these houses range from \$20 to \$25 a month and are therefore within the means of the lowest earning group of citizens in Singapore. With proper maintenance these houses should last for 40 years. Government has approved special terms of 3 per cent loans for 40 years for this part of the programme.

Government has also agreed to subsidise the cost of prepared housing sites to the extent that no site used purely for housing purposes should cost the Trust more than \$25,000 an acre. Any additional cost over this figure will be paid by Government. This will be of great assistance in keeping rentals down to a reasonable level. Expensive land has been one of the greatest handicaps to housing progress in the past, and in particular the costs incurred in levelling, filling, draining and roadmaking, as well as foundations and piling and Municipal services. Where housing has to be provided in the central areas, the high cost of land has to be recovered by using the ground floor for commercial purposes, i.e. shops and offices. It will still be necessary to follow this policy if the Trust is to balance its housing budget.

HOUSING MANAGEMENT

Considerable progress has been made during 1953 in the management of Trust houses. The appointment of 12 Lady Housing Visitors and the re-organization of the duties of the Housing Assistants has made possible closer control and liaison between the tenants and the Trust. The Lady Housing Visitors are now responsible for the inspection of tenancies and the day to day problems which arise therefrom. Most of the problems they have to deal with are human ones and therefore not easy to solve but the Trust tenants are now gaining confidence that these problems are being tackled sympathetically and their requirements attended to promptly. The Lady Housing Visitors have not had an easy task but they are learning rapidly and with added experience, relationships should continue to improve.

It is only by the co-operation of tenants and the public in general that abuses of Trust tenancies can be finally eradicated. In spite of serious staff difficulties the investigation of housing applicants has continued satisfactorily and the pool of investigated cases is now such that there is little delay in finding suitably qualified tenants for accommodation as it becomes available.

PLANNING

The planning functions of the Trust have increased considerably since 1927 when the Trust was formed as an authority for Town Improvement. The General Improvement Plan is not really a Town Plan. It is a series of maps built up piecemeal, with additions and alterations approved from time to time by the Governor in Council, plus a mass of land sub-divisions approved by the Board since 1932.

There has been no Master Plan to guide this development, but in December 1951, sanction was given to prepare one. The Diagnostic Survey Team was formed and for the past two years has been working on a comprehensive survey which should be completed by the end of 1954 and submitted to the Governor in Council, together with a Master Plan for the future development of the Island. The departmental report of the Diagnostic Survey Team speaks for itself. The Survey is perhaps the most detailed and comprehensive ever carried out for any region in Asia, and the plan produced should be worthy of the important position which Singapore holds in South-east Asia.

From 1954 onwards the development of Singapore Island will be controlled by a Master Plan which it is hoped will be reinforced by legislation. The progress towards such legislation has been slow but steady, and when constitutional problems have been ironed out and the Trust firmly established as the planning authority for the Colony with adequate powers to do its job, Singapore should grow in a manner worthy of its illustrious founder.

It is of interest here to quote from the report of the Rendel Constitutional Commission which was published in February 1954:—

‘Our view is that any attempt at the present time to make substantial changes in the organization responsible for planning and housing would only lead to difficulties. The most convenient arrangement would be to continue for the time being the Singapore Improvement Trust both as a planning body and as an agency for Government in respect of housing. The execution of town plans and housing schemes would be carried out by the Trust: the plans would have to be submitted to the Minister (for Housing, Lands, Administration of the adjacent Islands, Town and Country Planning and Local Government) for approval and he would also answer for housing matters in the Legislative Assembly.

We consider that this arrangement should ensure that public opinion on housing matters and on the operation of the Trust is given adequate opportunity for expression in the Legislative Assembly; though it would be desirable that the Trust should not be subjected to any closer control of its activities in domestic arrangements than under the present Ordinance. The composition and name of the Trust could, however, suitably be reviewed by the Council of Ministers and the new Legislative Assembly.

We further consider it important that every effort should be made to keep the difficult question of the allocation of accommodation outside the sphere of either local or central politics. In spite of every effort to remedy the situation, the present housing shortage is likely to continue for some time, particularly in view of the rate at which the population of Singapore is increasing. The expectation of earlier or later allocation of accommodation might, therefore, form an important factor in an election. We therefore consider that the allocation of accommodation should continue to be an issue entirely outside politics, and that the best means of ensuring this will be for it to remain a function of the Singapore Improvement Trust’.

From this it will be seen that the Trust’s faith in itself and in its ability to carry out its functions has been justified.

IMPROVEMENT SCHEMES

Due to lack of staff and funds, it has been possible to proceed with only one Improvement Scheme which has been sent to Government for approval. There is a great backlog of Improvement Schemes and redevelopment work to be tackled but this cannot proceed until funds are made available. Many millions of dollars are required for the redevelopment programme but until there is some prospect of funds being made available further work cannot proceed.

ENGINEERING WORK

The preparation of sites in advance of the housing programme has been expedited during 1953 by the formation of a Mechanical Plant Section under the General Improvement Plan Department. Hitherto all earthworks and drainage have been let out to contract but, early in the year, it was decided that the volume of this work was so great that it would be more satisfactory, and also more economical, for the work to be done departmentally. A fleet

of earthmoving machinery was purchased and a maintenance and operating staff recruited and trained.

During the second half of the year the new equipment arrived and the Section got into its stride in the preparation of the Queenstown area. Sites have now been prepared for the erection of about three thousand flats and three schools and the work goes on apace. A Senior Mechanical Plant Superintendent looks after maintenance of the equipment. The work has been organized and closely supervised by Mr. Barnett who acted as Head of the Department during Mr. Sewell's absence on six months leave. This Section has fully justified its existence in every way and is now an essential part of the Trust's housing organization.

DIAGNOSTIC SURVEY TEAM

The departmental report of this Team is given in considerable detail. The Team has had a busy year and although it will not now be possible to publish the Preliminary Island Plan, consultations have covered a wide field and the Master Plan should be ready for submission to Government before the end of 1954. The value of the work being carried out by this Team will not be fully appreciated until the report and the Master Plan are published.

FINANCE

For the first time, this publication contains a report by the Trust Accountant, appointed in 1953, of the work now being undertaken by his department. At the time of writing the handing over of rent collection has just been completed and the City Treasurer who has been the custodian of Trust finances for nearly 27 years, is now finally relieved of this task. For the past few years this job has been growing in magnitude and the hand-over has, of necessity, been a gradual one.

The task of rent collection alone is one of ever increasing magnitude. It is hoped, however, that with this change many administrative problems will be solved and that initial difficulties will soon be overcome by the undoubted advantage of close control. Every assistance has been given by the City Treasurer and his staff in effecting a smooth hand-over and, in particular, the Deputy City Treasurer has been most helpful and co-operative during the six months of organization and planning. The City Treasurer's Department has done a good job for the Trust at comparatively little cost during these many years and willingly accepted an additional burden for much longer than was originally intended. The Trust is indebted to the City Treasurer for his valuable assistance during a difficult period in its financial history.

During 1953 it became evident that with the high building and maintenance costs and the new burden of City assessment levied on Trust properties as from 1st January, 1952, the housing functions of the Trust were incurring a heavy annual loss. In housing the Trust has to pay its way and in order to do this has had to dig deeply into reserves in the Improvement

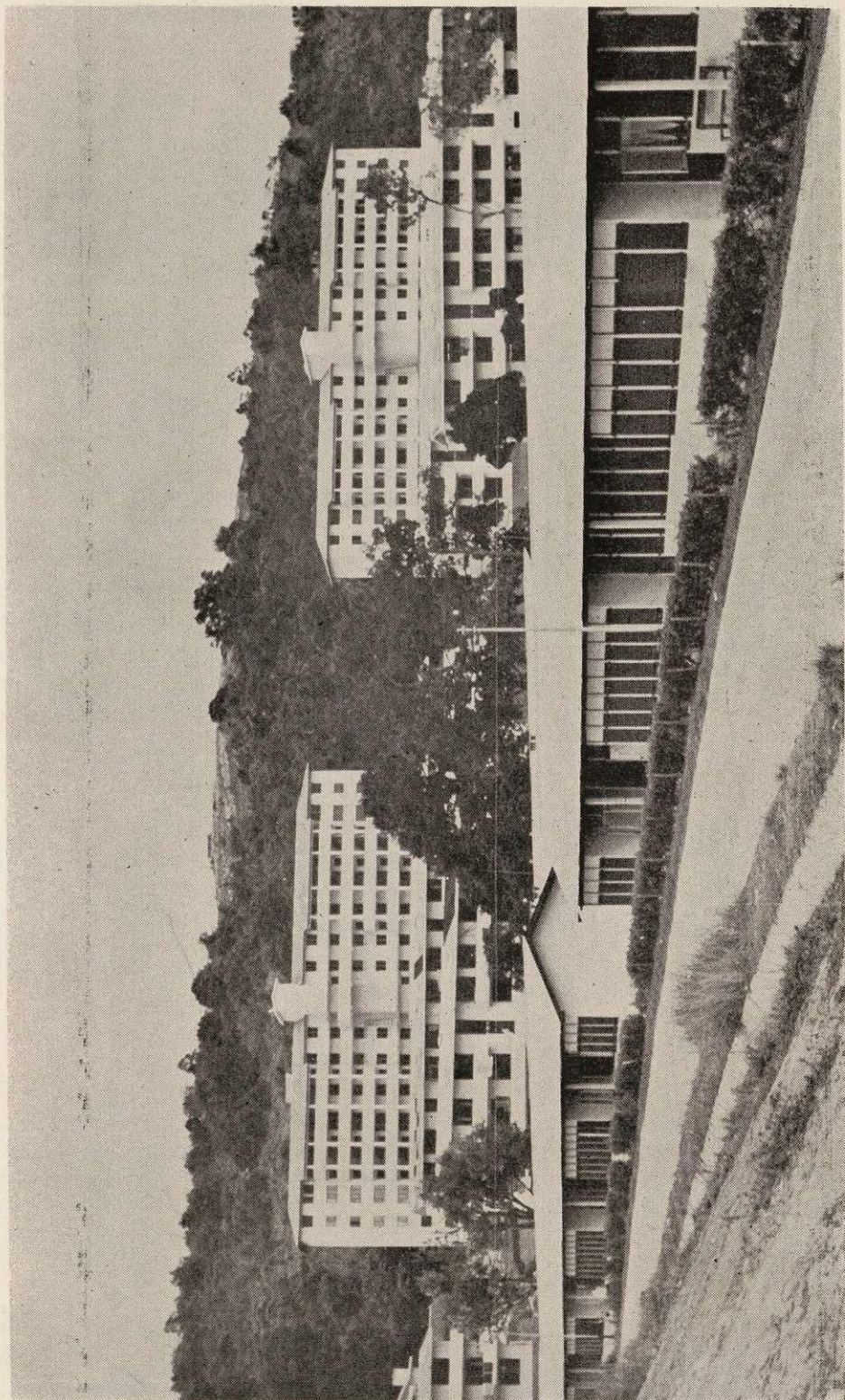
Fund. Prior to 1953, the formula for calculating Trust rents was inadequate to meet the City assessment demands subsequently levied on Trust properties. The Trust was reluctant to raise rents and it was thought at one time that this would be unnecessary. However, the high cost of building during 1951 and 1952, coupled with wage increases, made the position impossible and a full enquiry into housing revenue and expenditure was made in 1953 which revealed that the combined losses during 1952 and 1953 were exceptionally heavy.

Steps were taken to effect the utmost economy in staff and labour, but the committee of enquiry found that even when this was done there would still be an annual deficit. There was, therefore, no alternative but to look to rental revenue for increased income, and the Board decided reluctantly that rents would have to be increased. Government was approached to exempt completely from the Rent Ordinance the Trust pre-war properties, over 2,000 in number. This was not granted, but the Trust was given the same facilities as a private landlord to appeal to the Rent Board and to effect the statutory increases in pre-war rents. Under these circumstances it was impossible to carry out a rent equalization policy. Rents of pre-war properties which were approximately one-third those of post-war properties could only be increased by the amount of assessment levied and this was done from 1st February, 1954. Post-war shops were then increased as from 1st May, 1954, by varying sums in accordance with the market value obtaining in different areas. There remained 6,000 properties built between 1947 and 1953 on which there was no rent control. Proposals to increase the rents on these properties were first made to effect a measure of equalization by levelling out some anomalies but this was found to be impracticable. The Board therefore decided to increase all the rents of these properties by 10 per cent as from 1st June, 1954. It is unfortunate that these rent increases have had to be made during a period when money is scarcer than it has been for some years but some consolation can be had from the undoubted fact that even with these increases, Trust rents are still considerably lower than rents of comparable houses built since the War.

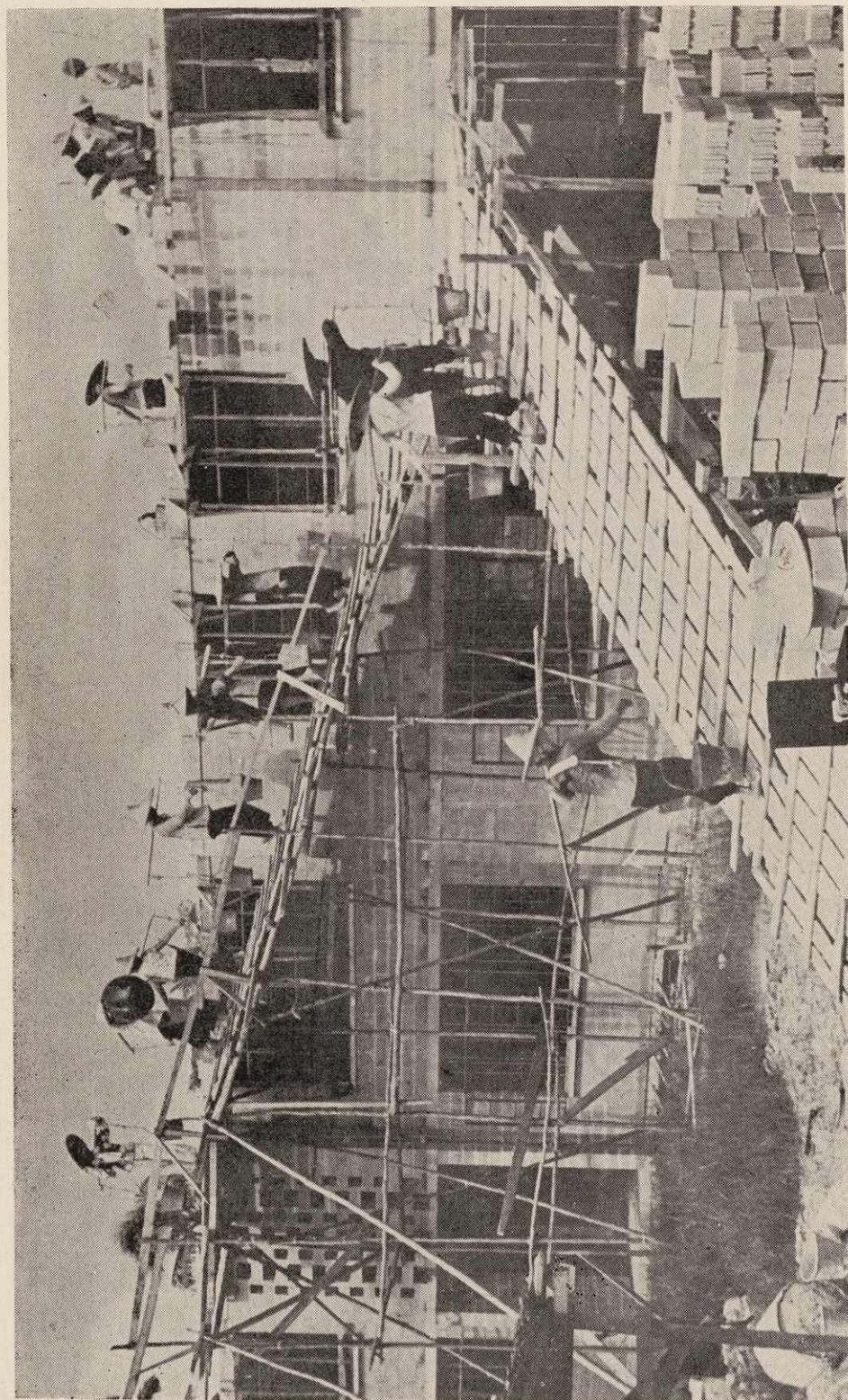
LANDS WORK

The Lands Division has been reorganized to some extent during the year and the staff has been brought up to strength. Mr. Carter, who has had Land Office experience, has been appointed Deputy Lands Manager and he has done an excellent job in bringing the work up-to-date, and in establishing good liaison with the Trust Valuer and the Commissioner of Lands. A new senior officer has been appointed and he will require to take over the work of this Division during Mr. Carter's vacation leave.

The work of preparing a register of Trust assets has been proceeding steadily during the year under the Probationary Lands Officer. This work will take at least another twelve months to complete.



Princess Elizabeth Park, off Bukit Timah Road—Artisans' Quarters and Seven-Storey Blocks of Flats



Work in progress on one of the 34 blocks of Three-Storey Flats at Kim Keat Road

SURVEY WORK

The Survey Department has had a year of steady work. It has a highly trained staff with a record for accurate and reliable work.

ORGANIZATION AND METHODS DEPARTMENT

Arising from the 'Report on the Reform of Local Government' by Dr. L. C. Hill, early in 1952, the City Council and Singapore Improvement Trust set up a Joint Committee to consider what steps could be taken to improve organization and methods in both authorities. This committee considered that a permanent Organization and Methods Department to review continually all City Council and Improvement Trust Departments was required. It recommended that this Department should be staffed initially by an officer experienced in Organization and Methods work seconded from the United Kingdom Civil Service, and another officer to be selected from the staff of either the City Council or Improvement Trust who would, if possible, be attached to the Organization and Methods Division of H. M. Treasury before commencing duty. This proposal was approved by both authorities and with the co-operation of H. M. Treasury the necessary arrangements were made and the officers commenced duty in February 1953.

The principal task of Organization and Methods is a continuous planned review of each department in turn. A secondary duty is to undertake common service assignments of interest to all departments. The planned review of even one department is necessarily a lengthy process and, in order to achieve the greatest good in the shortest time, it was decided to undertake initially some common service assignments.

Reports have been submitted or are in course of preparation of 'The Minute Paper System', 'Numbering of Open Vote Employees', 'Annual Reports on Staff', and a 'Telephone Directory'. Advice has also been given to departments on several minor matters of organization and procedure.

It is proposed to commence a planned review of departments in 1954.

COMMITTEES

The Committee System has now been in operation for a year and has worked very well. Difficult matters are now fully discussed in committee and recommendations put to the monthly Board meeting which deals only with outstanding and controversial matters. The result is that a large volume of business receives detailed consideration before going to the Board and Board meetings are consequently shorter. The number of items dealt with by committees during 1953 was 1,544.

A list of Standing Committees at the end of 1953 is given on page 4.

The Rentals Committee has now given place to a new Finance Committee comprising—the Chairman of the Rural Board (Chairman), the Manager and three Trustees.

The Manager is a member of the following Committees, Working Parties and Study Groups:—

- Kallang Basin Development Committee.
- Planning Co-ordination Committee.
- Industrial Resources Study Group.
- Building Resources Study Group.
- Redevelopment Working Party.

A monthly meeting of Trust Heads of Departments is held by the Manager to co-ordinate the work and to deal with organization and staff matters.

Heads of Departments attend meetings dealing with their respective functions and a number of Government and other Joint Committees.

STAFF

The table published elsewhere in this Report indicates the increase in staff which has been necessary for the ever increasing work of the Trust. Departments are seldom up to establishment and many officers have to work long hours in order to cope with day to day problems.

During the year six senior officers have been appointed and three resigned. Three senior officers have been on vacation leave during the year for a period totalling 19 months. A number of the probationary senior officers will complete their three-year agreements in 1954 and the success or otherwise of this scheme will be reflected in the number of these officers who are able to complete their qualifications for appointment to the senior staff. An Intermediate Grade is being created for those officers who are considered to have good prospects of taking full professional qualifications.

The recruitment of junior staff has been somewhat easier during 1953 but there is still a large turnover. Seventy-six new junior officers have been appointed and nineteen resigned during the year.

Every effort is being made to economize on the outdoor labouring staff carrying on the day to day maintenance of Trust Estates. A reorganization of duties has taken place so that the present labouring staff is able to cover a wider area of work and although properties are increasing rapidly, the increase in the labour force has been small.

After many years of revision and adjustment, the Trust rates of pay and conditions of service are not now unattractive and in a growing organization there are good prospects of promotion for capable officers who are diligent, loyal and have a sense of responsibility. Devotion to duty and conscientious work will bring its reward and the Trust has no place for the time-server. I would like to record my thanks to all members of the staff who have measured up to the standards which are expected of them and particularly to those who have done more.

SENIOR STAFF PART II DECEMBER, 1963

General Administration Staff

JOHN M. FISHER, A.B., B.A., M.P.A., C.M.A., STRUCKS

Director

A. J. KENNEDY, A.B., B.A.

Deputy Director

A. M. DAVIS

D. WONG, CHIEF CLERK

Assistant

T. H. BROWN, A.B., B.A.

Chief Operating Plan Office

A. J. KENNEDY, A.B., B.A.

Department Plan Office

C. G. BROWN, A.B., B.A., M.P.A., STRUCKS

H. STEINBERG, A.B., B.A., M.P.A., STRUCKS

P. A. DEWITT, A.B., B.A., M.P.A., STRUCKS

Administrative Information

A. J. KENNEDY

Administrative Support Staff

Chief Planning Officer

D. W. KENNEDY, A.B., B.A., M.P.A., STRUCKS

Planning Officer

A. E. HENRY, A.B., B.A., M.P.A., STRUCKS

K. A. WILSON, A.B., B.A., M.P.A., STRUCKS

G. W. HENRY, A.B., B.A., M.P.A., STRUCKS

Administrative Officer

A. J. KENNEDY

Chief Auditor

S. C. WOODRUFF, A.B., B.A., M.P.A., STRUCKS

Chief Clerk

DAVID H. PAGE, A.B., B.A., M.P.A., STRUCKS

Assistant Clerk

M. J. A. WOODRUFF, A.B., B.A., M.P.A., STRUCKS

A. M. JONES, A.B., B.A., M.P.A., STRUCKS

C. H. GIBSON, A.B., B.A., M.P.A., STRUCKS

Chief Clerk of the Board

WONG CHU HOANG, A.B., B.A., M.P.A., STRUCKS

Administrative Officer

A. J. KENNEDY

Executive and Legal Advisor

J. S. LEE, A.B., B.A., M.P.A., STRUCKS

A. J. KENNEDY, A.B., B.A., M.P.A., STRUCKS

Deputy General Manager

H. R. THORNTON, A.B., B.A., M.P.A., STRUCKS

Deputy Land Manager

G. W. CLARY, A.B., B.A., M.P.A., STRUCKS (Case Management)

Finance Officer

A. M. GARDNER

A. R. PULFORD, A.B., B.A., M.P.A., STRUCKS

F. J. CARROLL, A.B., B.A., M.P.A., STRUCKS

R. A. BAKER, A.B., B.A., M.P.A., STRUCKS

Programs Chief

W. H. SMITH, A.B., B.A., M.P.A., STRUCKS

Secretary

R. M. PARKER, A.B., B.A., M.P.A., STRUCKS

The Manager is a member of the Advisory Committee, Working Parties and Study Groups.

PART II

General Administration
Financial Administration
Personnel Administration
Technical Administration
Public Relations

A summary of the work of the Trust is given in the following pages. It is intended to show the scope and extent of the work done during the year.

Details of the work done during the year are given in the following pages. It is intended to show the scope and extent of the work done during the year.

The table published elsewhere in this Report indicates the increase in staff which has been necessary for the ever increasing work of the Trust. Departments are working at a high level of efficiency and are working long hours in order to cope with the day to day problems.

During the year an attempt was made to re-organise the staff. This was done by a series of meetings and discussions. A number of the positions which were vacant were filled by promotion. The success of this scheme will be judged by the number of staff who are able to complete their work satisfactorily. An Incentive Grade is being introduced for those officers who are considered to have good prospects of further professional development.

The recruitment of new staff has been somewhat slow during 1963 but there is still a large number of vacancies. Junior officers have been appointed and training continued during the year.

Every effort is being made to increase the output of the staff working on the day to day maintenance of Trust Estates. A reorganisation of duties has taken place so that the present staff is able to cover a wider area of work and all their responsibilities are increasing rapidly. The increase in the labour force has been small.

After many years of revolution and adjustment, the Trust staff of all ranks and conditions of service are not only more cohesive and better qualified but also more efficient and more capable of accepting the responsibility of a wider area of work. It is hoped that the staff will be able to cope with the increasing work which is being entrusted to them. It is a pleasure to thank all the members of the staff who have managed to do their work with a high standard of efficiency and particularly to those who have done most.

SENIOR STAFF AS AT 31ST DECEMBER, 1953

Manager, Improvement Trust

James M. Fraser, A.R.I.B.A., M.T.P.I., A.M.I.STRUCT.E.

Secretary

W. F. Machin, A.C.I.S.

Assistant Secretaries

F. M. Dyson

D. Wong Chin Duing

Accountant

G. F. Good, A.I.M.T.A.

Chief Improvement Plan Officer

F. E. A. B. Sewell, M.T.P.I.

Improvement Plan Officers

C. O. Barnett, F.R.I.C.S., M.T.P.I.,
M.I.S. (N.Z.)

H. Firshman, A.R.I.B.A., A.M.T.P.I.,
DIP.T.P.

P. R. Davison, A.R.I.B.A., A.A.DIP.

Mechanical Plant Superintendent

N. J. Hanlon

DIAGNOSTIC SURVEY TEAM

Chief Planning Officer

D. H. Komlosy, B.Sc., A.R.I.C.S.,
M.T.P.I.

Planning Officers

G. E. Magnay, A.R.I.B.A., A.M.T.P.I.,
A.A.DIP.

K. A. Watts, B.Sc., A.M.T.P.I.

G. Mill, A.M.T.P.I., DIP.T.P. (Manch.)

Administrative Officer

S. J. Askew

Chief Architect

S. C. Woolmer, A.R.I.B.A., M.T.P.I.

Senior Architect

Lincoln Page, A.R.I.B.A., M.T.P.I.

Assistant Architects

A. J. A. Wallwork, A.R.I.B.A.

A. M. Jones, A.R.I.B.A.

I. H. Gibbs, A.R.I.B.A.

Assistant Engineer (R.C.)

Wong Gai Hong, A.M.I.STRUCT.E., M.I.B.E.

Maintenance Officer

F. D'Rozario

Estates and Lands Manager

J. C. Lee, F.I. HOUSING, F.A.I.P.A.,
M.R.I.P.H.H., A.I.S.E.

Deputy Estates Manager

H. C. Tinsley, F.A.I.

Deputy Lands Manager

G. W. Clarry, B.Sc. (Estate Management)
A.R.I.C.S., A.A.I.

Estates Officers

J. M. Carter

A. B. Pulford, A.I. HOUSING

F. J. Carroll, A.R.I.C.S.

R. A. Baker, A.I. HOUSING, A.A.L.P.A.

Surveyor-in-Charge

W. H. Smart, M.I.S. (N.Z.) A.R.I.C.S.

Surveyor

R. M. Parker, M.I.S. (N.Z.), A.R.I.C.S.

SECRETARIAT

Since the inception of the Trust the Secretariat has been responsible for general administration and for financial matters, other than payments and the main accounts. The main accounts of the Trust have been kept by the City Treasurer in accordance with the provisions of the Improvement Ordinance.

In December 1951, the Board of Trustees adopted a proposal that the whole accounting system should be placed under the control of an officer solely responsible to the Board. Following the appointment of an Accountant in July 1952, most of the financial duties of the Secretariat were transferred to a separate Accounts Department from 1st January, 1953.

During 1953 the main duties of the Secretariat have been the responsibility for Board and Committee meetings and staff and establishment matters.

BOARD AND COMMITTEE MEETINGS

Before 1942 the majority of the decisions of the Board were obtained by the circulation of minute papers and any controversial matters were decided at the monthly Board meetings which were usually of short duration. With the rapid expansion of the Trust since 1946 the matters referred to the Board increased and it was found impossible for all of them to be given proper consideration at the normal monthly meeting of the Board of Trustees. Either additional meetings of the Board were held or matters requiring prolonged detailed consideration were referred to *ad hoc* committees for recommendations to be made to the Board. These *ad hoc* committees led to the present system of Standing Committees. In the absence of powers of delegation by the Board, the Standing Committees consider matters in detail and make recommendations for the final decision of the Board at its monthly meeting. Where a decision of the Board is required on a matter not within the terms of reference of the Standing Committees a summary of the matter to be considered is prepared and circulated with the agenda for the Board meeting instead of the former practice of circulating the minute paper. This method is also used to a large extent for committee work. The advantages of this system are that the full history of the case is immediately available without searching through the minute paper, the details are before all Trustees at the meeting during the discussion and minute papers remain available in the office so that other action may proceed without waiting for their return.

The Board agreed in December 1952, to establish five Standing Committees in 1953 and these were,—

Estates, Planning, Building, Personnel and Senior Officers' Quarters Committees.

Of these the Estates Committee has been functioning since May 1949, and the Senior Officers' Quarters Committee since May 1952.

In addition to the Standing Committees a Rentals Committee was appointed to meet as and when necessary and held four meetings during 1953. One *ad hoc* committee, a Working Party on Trust finances, was appointed in December 1953.

STAFF AND ESTABLISHMENT

The staff of the Trust in 1927 was 4 senior officers, 2 subordinate surveyors, 6 draftsmen and 5 clerks, total 17 officers.

On 15th February, 1942, the staff was 10 senior officers, 9 subordinate and apprentice surveyors, 14 computers, 11 architectural draftsmen and tracers, 24 draftsmen, 15 clerks and 2 maintenance officers, total 85 officers, excluding open votes staff.

On 31st December, 1953, the total staff of the Trust was 349 officers (*vide* Appendix F) excluding open votes staff.

With this large increase in the staff of the Trust, the work of the Secretariat on personnel matters has correspondingly increased.

There has been no alteration in the establishment of the Secretariat during the year and only two minor changes in the personnel of the department.

ACCOUNTS DEPARTMENT

The Board of Trustees approved in December 1951 a proposal that the whole accounting system should be centralized in a new department to be formed under the control of an officer solely responsible to the Board through the Manager and the Chairman.

The Secretariat had formerly been responsible for routine preparation of vouchers, payrolls etc., which were then passed to the Treasurer of the City Council for payment. The City Treasurer made all disbursements, prepared and published the Abstract of Accounts on behalf of the Trust and also collected, accounted for and banked the considerable income from tenants' monthly rents, service charges and conservancy charges.

The Trust's first Accountant was appointed in July 1952, and responsibility for all financial matters was assumed from 1st January, 1953, other than for the collection of income from tenants, maintenance of tenants' personal accounts and recovery of arrears. By mutual arrangement these functions relating to rent collection continued to be performed by the City Treasurer's Department pending the proper organization and staffing of the Trust Accounts Department.

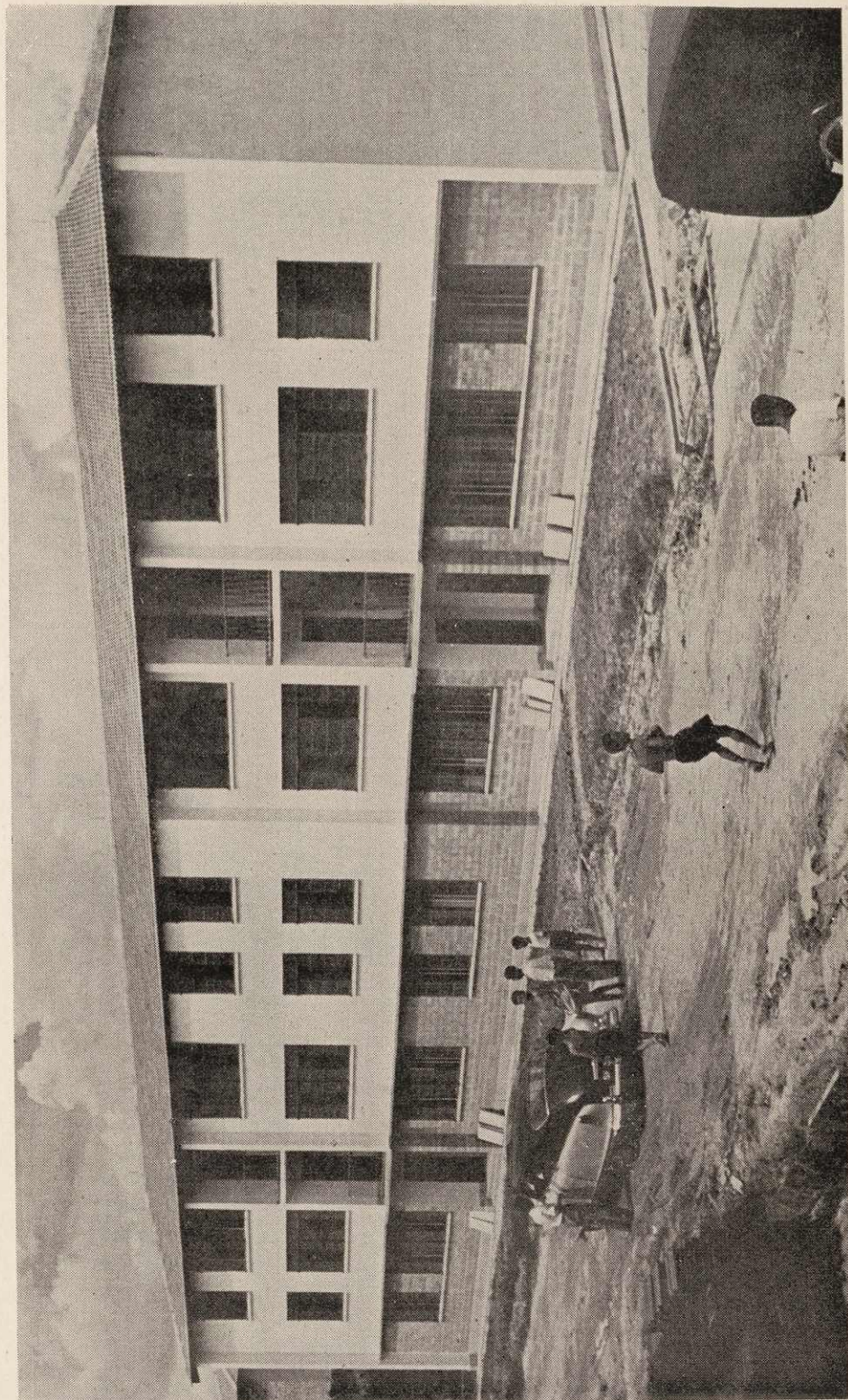
The financial year ended 31st December, 1953, has been eventful and much has been accomplished. The Accountant's initial proposals for staffing the new department were approved, together with arrangements for mechanized punched-card accounting and much of the machinery and special stationery was delivered from the United Kingdom. Before it was possible to implement these plans however, the Accountant left the service of the Trust in March 1953, and an official was seconded from the City Treasurer's Department to act as Trust Accountant, until another appointment could be made.

The present Accountant joined the Trust at the end of May 1953, and conducted a preliminary survey of Trust finances and arrangements. After general consultations, the punched-card accounting scheme was abandoned in favour of different mechanization proposals for rent collection arrangements.

Due to the generosity of the suppliers and the good offices of the City Treasurer it has been possible to dispose of the punched-card equipment and stationery and the matter has now been satisfactorily settled.

At this stage, the final accounts for the year 1953 are not yet available but the following estimates reveal, as at 31st December, 1953, an anticipated moderate increase in the Improvement Fund revenue surplus:—

	\$	\$
Estimated balance as at 1st January, 1953 .. ..	..	1,889,194
Revenue:—		
Improvement Rate under Section 22 of the Improvement Ordinance .. ..	..	1,157,000
<i>Carried forward</i> ..	1,157,000	1,889,194



One of the completed Blocks of Flats at Kim Keat Road



Low Rental Housing at Upper Aljunied Road

	\$	\$
<i>Brought forward</i> ..	1,157,000	1,889,194
Government Contribution under Section 23 ..	1,084,500	
Rent, Service and Conservancy Charges ..	4,536,668	
Reimbursements under Sections 145 and 148 of the Municipal Ordinance —Back-lanes	144,000	
Sale of Land	150,500	
Hire of Earthmoving Machinery	200,000	
Miscellaneous Items	54,200	
	<hr/>	7,326,868
		9,216,062
Expenditure:—		
Personal Emoluments	1,439,000	
Administration	685,416	
Management of Property	2,681,455	
Back-lanes	165,800	
General Improvement Plan	109,000	
Loan Charges	1,668,073	
Housing and Development Schemes	28,700	
Improvement Schemes	12,000	
Constructional Plant and Machinery	400,000	
	<hr/>	7,189,444
Estimated Balance 31st December, 1953		<hr/> 2,026,618

The Improvement Rate collected by the City Council and paid over to the Trust, remained at the customary two per cent of the annual value of all hereditaments let for profit.

The City assessment rate payable by the Trust on its own properties, was increased in total from 29 per cent to 34 per cent as from 1st January, 1953, and a number of properties outside the City boundary became liable to Rural Board assessment.

A scheme of rent rebate at the rate of 15 per cent formerly allowed to many tenants, was withdrawn in its entirety as from 1st May, 1953.

Further purchases of earthmoving machinery were made during 1953 and the scale of operations greatly extended in preparing new housing sites.

Considerable expansion of capital works under building programmes for the erection of dwellings etc., occurred during the year and these continue to be financed by sixty year loans, drawn on advantageous terms, from Government funds.

The first three loans (\$5 million, \$5 million and \$12½ million) are 3 per cent fixed instalment loans, the normal annual reduction in interest charges being \$10,980. The second three loans (\$16 million, \$21 million, \$7½ million) are 4 per cent half-yearly annuities and the \$16 million loan has been finalized on this basis.

The special funds of the Trust, e.g. \$10 million Fund (almost exhausted) and Fire Insurance Fund are separately accounted for, as are the rapidly growing agency functions carried out on behalf of the Colony Government.

The cost of such agency work is reimbursed to the Trust and includes the organization of a Diagnostic Survey Team engaged in preparing a Master Plan for Singapore; the supervision of properties reverting to the Crown on expiry of leases; the maintenance of Crown Lands and their protection from squatter settlement; and the building, supervision and management of low-cost houses to let at minimum rents.

For the initial staff of the new Accounts Department, the year 1953 has been arduous, in that the foundations for considerably extended accounting and sound financial control have had to be planned, in addition to managing the rapidly growing routine work, and to all who have so ably and willingly contributed, the highest praise is due. Many problems have yet to be solved, but progress is being made.

It has been thought for some time that the housing functions of the Trust at present merged in the Improvement Fund, have not been self supporting with the consequent effect of rents being subsidized from other Trust funds. In consequence arrangements are being made to increase during 1954 the rentals of pre-war dwellings and shops by 34 per cent in order to recoup the cost of the City assessment and also to increase tenants' service charges to cover actual costs.

The considerable extension of accounting envisaged in the future will also enable the housing functions to be distinguished and provide the means whereby rental policy may be accurately reviewed and tenants' rent arrears promptly controlled.

The Board of Trustees has agreed in 1954 to the merging of the former Rentals Committee into a Finance Committee in order to co-ordinate the financial implications of general policy.

The immediate problems of the future include—

- (i) the recruitment and training of additional staff;
- (ii) keeping pace with day to day routine, e.g. salaries and wages, weekly pay bills, budgets, committee work, etc.;
- (iii) overtaking the backlog of work;
- (iv) taking over rent collection from the City Treasurer;
- (v) endeavouring to publish the 1953 final accounts in customary form, by 30th June, 1954, the date prescribed by the Ordinance and
- (vi) planning and organizing a considerable extension of the analysis of income and expenditure in the accounts for 1954.

Some measure of change has already been effected in preparing the 1954 budget, by requiring a budget from each department. Future budgets will be detailed in this way, each department having its own separate votes controlled by the head of the department, the exceeding of which will only be permitted by special authority. In this way a more detailed check can be kept on departmental spending and the proper allocation of the expenditure

to the various functions of the Trust and the methods of internal financial control gradually strengthened. Further revisions of the budget will be introduced as opportunity offers, and it is clearly evident that the ultimate perfection of accounting arrangements and financial control and organization generally will necessarily have to be by a process of gradual evolution in the future.

The Trust has at present two Planning Departments. (a) the General Improvement Plan Department with a staff of 17 officers, including an establishment of a senior officer, paid for from the Improvement Fund has since 1952 administered the General Improvement Plan of the island of Singapore, initiated improvement schemes and plans, and dealt with planning applications for private development, legal planning and the production of plans. This department also deals with major site preparation for housing projects. (b) the other, formed in 1951, comprising a staff of 12 officers, including 2 senior officers, all paid for from Government funds, is known as the Diagnostic Survey Team and is specially responsible for carrying out a survey and preparing a Master Plan of the Colony in three years, or such longer period as the Governor may allow. The report for the Diagnostic Survey Team has been prepared by the Chief Planning Officer of the Team under a separate heading.

THE GENERAL IMPROVEMENT PLAN

The General Improvement Plan, itself a statutory plan, is a compilation of a series of cadastral maps at 1:1,250 and 1:500 scales on which is recorded all Planning Schemes and Layouts approved by the Governor in Council, whether initiated by the Municipal Council prior to 1952, or the Trust since. Similarly all private development proposals submitted to and approved by the Board of Trustees are recorded on the General Improvement Plan (G.I.P.), in so far as recording may be done. Nevertheless all stipulations and conditions relating to approved plans form part of the G.I.P.

EXHIBITION AND SALE OF PLANS

The G.I.P. may be inspected during office hours, and copies of the various plans may be purchased by the public. Information is also given regarding the G.I.P. in answers to legal inquiries.

ASSISTANCE TO THE PUBLIC

The G.I.P. does not designate the use of any land until a specific use has been permitted for that land by means of an application under Section 28 of the Singapore Improvement Ordinance. The Planning Officers of the

GENERAL IMPROVEMENT PLAN DEPARTMENT

The Singapore Improvement Trust, a *quasi* Government body formed by the Improvement Ordinance in 1927, apart from its other functions, is the accepted planning authority in Singapore.

The Trust has at present two Planning Departments.

- (a) the General Improvement Plan Department with a staff of 57 officers, including an establishment of 6 senior officers, paid for from the Improvement Fund has since 1927 administered the General Improvement Plan of the Island of Singapore, initiated Improvement Schemes and plans, and dealt with planning applications for private development, legal planning enquiries and the production of plans. This department also deals with major site preparation for housing projects;
- (b) the other, formed in 1952, comprising a staff of 25 officers, including 5 senior officers, all paid for from Government Funds, is known as the Diagnostic Survey Team and is specifically responsible for carrying out a survey and preparing a Master Plan of the Colony in three years, or such longer period as the Governor may allow. The report for the Diagnostic Survey Team has been prepared by the Chief Planning Officer of the Team under a separate heading.

THE GENERAL IMPROVEMENT PLAN

The General Improvement Plan, itself a statutory plan, is a compilation of a series of cadastral maps at $\frac{1}{2}$, 1, 4 and 8 chain to the inch scale on which is recorded all Planning Schemes and Layouts approved by the Governor in Council, whether initiated by the Municipal Council prior to 1927, or the Trust since. Similarly all private development proposals submitted to and approved by the Board of Trustees are recorded on the General Improvement Plan (G.I.P.) in so far as recording may be done. Nevertheless all stipulations and conditions relating to approved plans form part of the G.I.P.

EXHIBITION AND SALE OF PLANS

The G.I.P. may be inspected during office hours, and copies of the various plans may be purchased by the public. Information is also given regarding the G.I.P. in answers to legal inquiries.

ASSISTANCE TO THE PUBLIC

The G.I.P. does not designate the use of any land until a specific use has been permitted for that land by means of an application under Section 58 of the Singapore Improvement Ordinance. The Planning Officers of the

department are usually personally consulted, and at the same time advise intending developers of the views of the Diagnostic Survey Team. It has been found that the comprehensive planning application forms and streamlined procedure now adopted has assisted applicants and enabled the Planning Committee to deal with applications expeditiously.

The Planning Committee has met twice monthly throughout the year and its recommendations are referred to the Board of Trustees for confirmation.

The Board has now authorized the Planning Committee to give advice regarding the best use of land to intending developers who may not be the registered owners.

PLANNING CONTROL

Having regard to the duplication of planning powers in the Colony, the City Council, Rural Board and Singapore Improvement Trust appointed a working party of officials to consider the co-relation of powers so that applications for planning approval would be dealt with by one authority only.

After five months, during which time nine meetings had been held, the 'Report of the Working Party on Planning Powers' was submitted to the relevant authorities. Its recommendations were generally accepted subject to certain conditions by all three bodies. The Rural Board has since acted upon the recommendations, but the City Council has been unable to implement the recommendations. The Trust is ready to put the new procedure into operation as soon as this has been overcome.

BUILDING PLANS

(a) City Council—The procedure by which Architects are required to obtain planning certification prior to submission of building plans to the City Architect and Building Surveyor is functioning efficiently and this procedure is now being extended to cover the submission of road plans to the City Engineer.

(b) Rural Board—A similar procedure respecting building plans has been put into effect.

RURAL BOARD MATTERS

Following a series of conferences with the Rural Board a revised procedure has been adopted to assist applicants in obtaining the issue of Temporary Occupation Licences with considerable saving of time.

Until the transfer of planning powers, the Zoning Committee had been attended by a representative of the Department at all its meetings.

STATUTORY PLANNING

The Trust's statutory planning in the form of Improvement Schemes, and Additions and Alterations to the General Improvement Plan has been

restricted to some extent by the fact that only \$600,000 of the Improvement Fund was budgetted for such improvements during the year.

IMPROVEMENT SCHEMES AND LAYOUTS

Grove Estate Improvement Scheme which is being carried out for the City Council was approved by the Board of Trustees and is now being considered by Government together with the objections to the scheme.

Covent Garden Improvement Scheme has progressed a stage further: after approval by the Board of Trustees it has been amended slightly to meet several objections and is now awaiting the formal withdrawal of these objections which have been met in the amended plan.

Telok Ayer Reclamation (South) Improvement Scheme has been referred back to the Trust for further consideration of the financial provisions.

Jalan Besar layout is now with the Board for final approval.

Race Course Improvement Scheme amendment has been finalized and its completion has been gazetted.

The layout of Queenstown has been approved in principle and detailed plans of Princess Margaret Neighbourhood are being prepared by the Architects Department. Liaison with all departments of the Trust, City Council and Government is maintained by a working party of technical officers.

The Toa Payoh Scheme for a satellite town is now receiving consideration by Government.

LIAISON

The Department, of necessity, works in close touch with Government and City Council Departments and prepares many layout plans for the development of Crown Land. As in the case of the development of Shenton Way, the Trust prepares three-dimensional plans for, and controls the design and appearance of the buildings.

PLANS

Rehabilitation of the Trust's plans and maps has shown good progress during the year. A new series of 1 chain transparencies for the City area, 4 chain transparencies for the Rural area and 8 chain transparencies with Island coverage have now been made and are being brought up-to-date with recent Planning Permissions, Layout Approvals, etc.

EARTHWORKS

Earthwork projects are designed and the contracts let and supervised by this Department; the drawings are based on topographical surveys and measure-up surveys which have been carried out by the Trust's Surveyor-in-Charge.

During the year earthwork contracts were completed at Buller Hill (terminated); Outram Road/Kim Tian Road; Tiong Bahru (South)/Farrer Road/Henderson Road; Tiong Bahru (South)/Tanglin Road and Queenstown (drains); and a contract for the old Hock San Brickworks site is under way.

During the year work by direct labour was started on the Ring Road and Queenstown. Works scheduled for next year and under investigation are Queenstown, Ring Road (part), Flood Alleviation Scheme, and another large proposal totalling some 1½ million cubic yards. Considerable earthworks will probably be required on the various low rental schemes under consideration for Government.

EARTHMOVING EQUIPMENT

The Department has continued to operate the two D7 Caterpillar Bulldozers and ancillary equipment purchased last year, and during the year the Trust acquired additional plant as follows:—

- One Land Rover and Trailer,
- One Gallion Power Grader, and
- Four Tournapulls.

Since its arrival in September all this plant has been working on the Queenstown Scheme preparing the site under direct labour, working two shifts and preparing for the third shift to be started in January 1954.

The maintenance of the plant is organized by the Trust Mechanical Plant Superintendent, working in close co-operation with the Superintendent, Mechanical Stores and Workshops, City Council.

PRINTING MACHINERY

The printing room has now been air-conditioned.

A modified form of autopositive photographic printing is being developed in conjunction with Messrs. Kodak (M.), Limited for the new record sheets.

STAFF

The junior staff continues up to establishment of 51 mainly by the recruitment of probationary entrants, but the Department is still handicapped by the secondment of three senior draftsmen to the Diagnostic Survey Team.

The senior staff has been greatly understrength averaging three and a half officers against an establishment of six. This is due (a) to the transfer of one officer to the City Engineer's Department (b) the impossibility of recruiting a temporary officer to replace the senior officer seconded to the Diagnostic Survey Team and (c) to the absence on leave of the Chief Improvement Plan Officer. However, an officer recently recruited from New Zealand is expected in January.

A field staff of a mechanical plant superintendent, three overseers (temporary) and forty-four plant operators, fitters, etc. has been recruited and almost completely trained for the operation of the three-shift programme of earthworks for Queenstown.

During the year by direct labour was started on the Ring Road and Queenstown. Work scheduled for next year and under investigation are Queenstown, Ring Road (part), Flood Alleviation Scheme, and another large proposal totalling some 12 million cubic yards. Considerable earth-works will probably be required on the various low level schemes under consideration for Government.

EARTHMOVING EQUIPMENT

The Department has continued to operate the two Dy Caterpillar Ballboxes and ancillary equipment purchased last year, and during the year the Trust acquired additional plant as follows:—

- One Land Rover and Trailer
- One Gallon Power Grader, and
- Four Trampolines.

Since its arrival in September all this plant has been working on the Queenstown scheme preparing the site under direct labour, working two shifts and preparing for the third shift to be started in January 1954.

The maintenance of the plant is organized by the Trust Mechanical Plant Superintendent, working in close co-operation with the Superintendent, Mechanical Stores and Workshops, City Council.

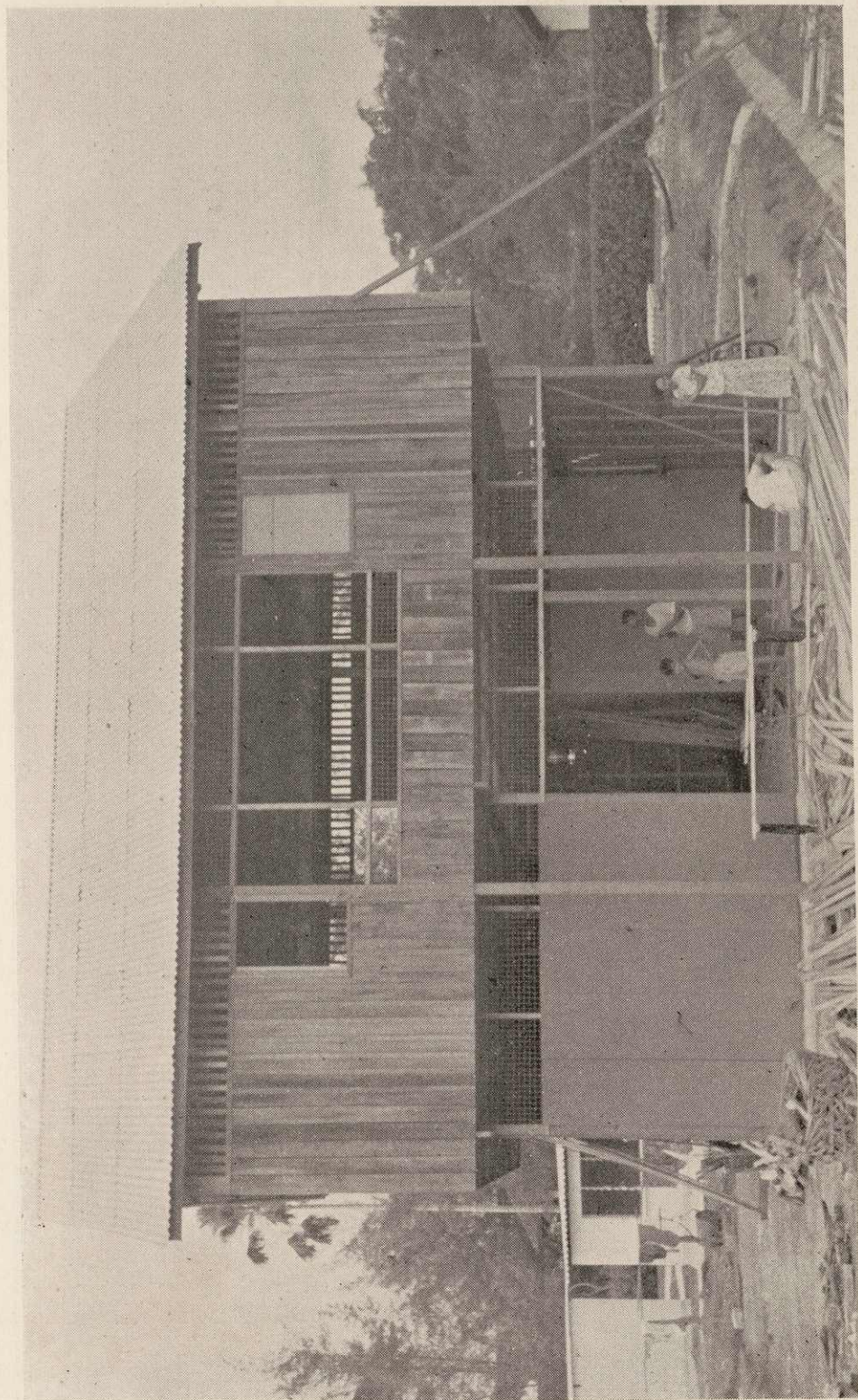
PRINTING MACHINERY

The printing room has now been air-conditioned. A modified form of autographic photographic printing is being developed in conjunction with Messrs. Kodak (M.), Limited for the new record sheets.

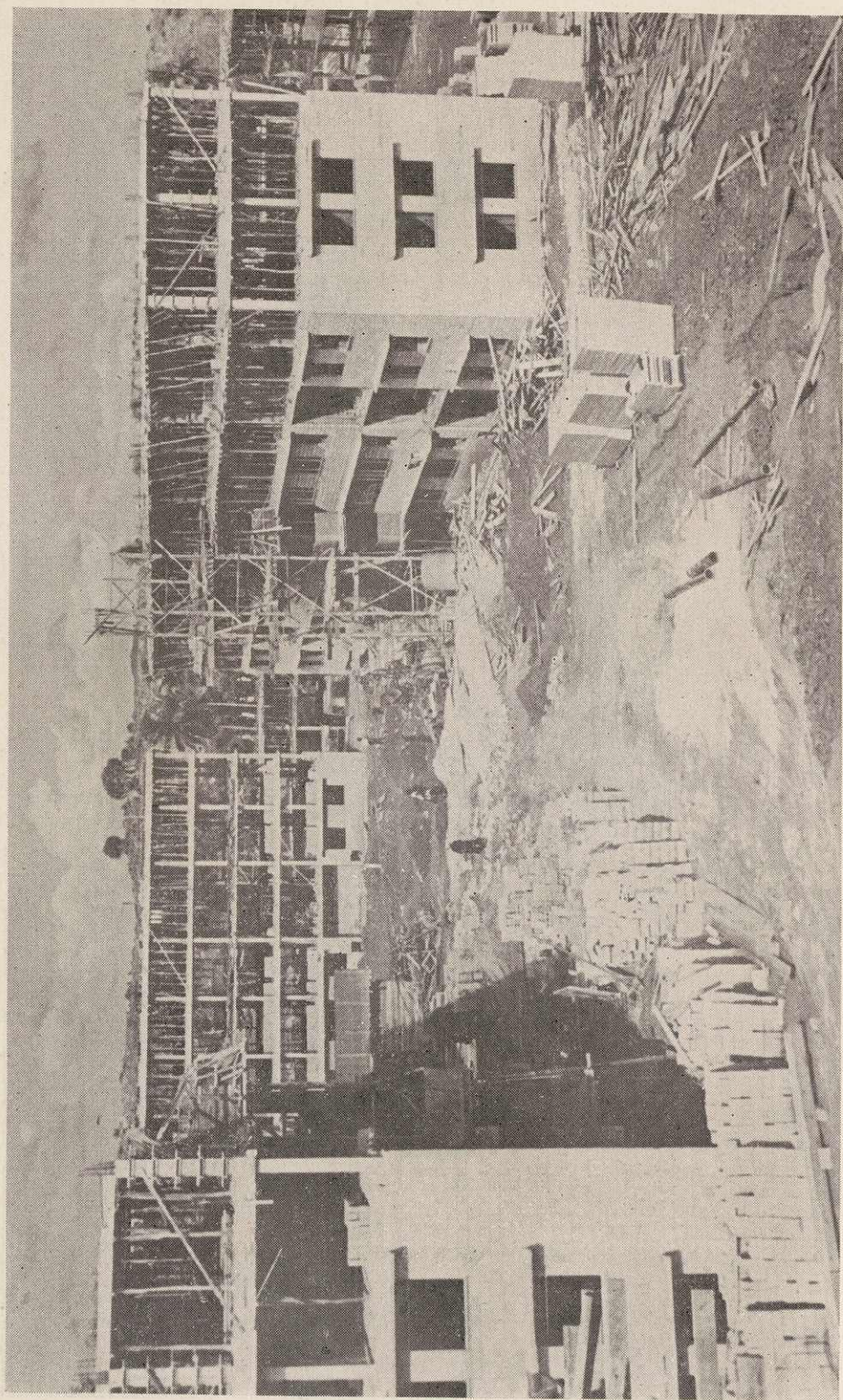
STAFF

The junior staff continues up to establishment of 24 mainly by the recruitment of probationary entrants, but the Department is still handicapped by the recruitment of three senior draughtsmen to the Diagnostic Survey Team, the vacant posts in that team were left open.

The senior staff has been greatly understrength averaging three and a half officers against an establishment of six. This is due (a) to the transfer of one officer to the City Engineer's Department (b) the impossibility of recruiting a temporary officer to replace the senior officer seconded to the Diagnostic Survey Team and (c) to the absence on leave of the Chief Inspector, an officer recently recruited from New Zealand is expected in January.



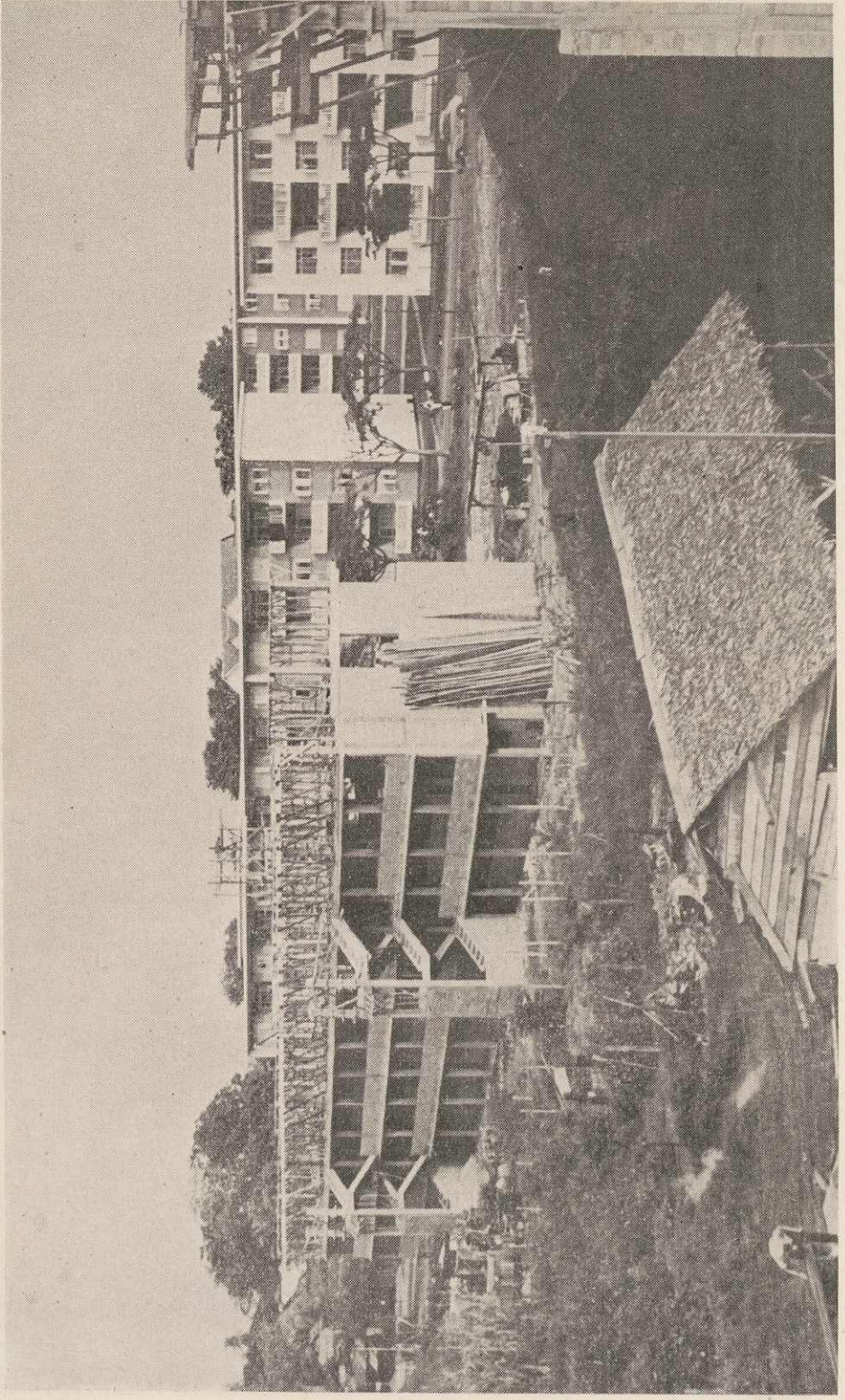
One of the 'Self-Help' Houses erected by a person allocated a site under the Squatter Resettlement Scheme at Upper Aljunied Road.
The Concrete Hard Standing is provided by the Trust



Some of the 21 blocks of Seven-Storey Flats in course of erection at Redhill Estate, Tiong Bahru (South)



One of three blocks of Seven-Storey Flats at Outram Hill



Five Blocks of Four-Storey Flats being built at Kim Tian Road with some earlier Flats of the Tiong Bahru Estate in the background

Appendix A

IMPROVEMENT SCHEMES, GOVERNMENT AND TRUST LAYOUTS

Improvement Schemes

Covent Garden	..	..	Amended layout approved by Board of Trustees
Telok Ayer Reclamation (N.)	..	..	Approved by Government
Havelock Road Extension	..	..	Preliminary proposals
Grove Estate Ponding	..	..	With Government
Race Course Amendment	..	..	Completed
Orchard Road Roundabout	..	..	Proposals being abandoned
Duxton Hill	..	..	Proposals being abandoned
Jalan Besar	..	..	With Board of Trustees for final approval
Telok Ayer Reclamation (S.)	..	..	Referred back by Government

Trust Layout Schemes

Queenstown	..	..	Approved in principle by Board. Princess Margaret Estate Neighbourhood under consideration
South Central Development	..	..	Awaiting Master Plan proposals

Layouts for Government

Toa Payoh Project	..	..	Draft proposals with Government
Kallang Basin	..	..	With Government <i>Ad hoc</i> Committee
Beach Road Reclamation	..	..	Awaiting <i>Ad hoc</i> Committee Report
Kallang Airport Redevelopment	..	..	With Government <i>Ad hoc</i> Committee
Tanjong Rhu Playing Fields Area	..	..	With Government <i>Ad hoc</i> Committee

Low Rental Schemes (formerly Squatter Resettlement Schemes)

South MacPherson Road	..	..	Draft Proposals approved in principle by Government
Tanglin Halt	..	..	Proposal stage
Kampong Batak	..	..	Proposal stage
Guillemard Road	..	..	Proposal stage
Bukit Timah Road	..	..	Proposal stage
Kim Seng Road	..	..	Proposal stage
Upper Aljunied Road	..	..	Scheme completed
Hock San Brickworks	..	..	Scheme approved
Thomson Road	..	..	Proposal stage

Layouts Road Proposals

Bukit Timah Village By-pass	..	..	Acquisition in progress
Bukit Timah Village (S.)	..	..	Acquisition in progress

Alexandra (W.) Radial Road	..	Acquisition in progress
Road through Cemetery at Tanglin Halt	.. ..	With Government
River Valley Road Roundabout	..	Acquisition in progress
Buona Vista Road/West Coast Road Roundabout	.. ..	Approved by Executive Council
Tampenis Village By-pass	..	Alignment set out
Holland Village By-pass	..	Approved in principle by Board
Holland Road to Bukit Timah Road		Alignment set out
Nelson Road widening	..	Remains as a proposal
One-way Traffic Plan	..	Adopted by City Council
Jalan Tua Kong Realignment	..	Being abandoned
Alexandra Road—Gilman Circus/Telok Blangah Road	.. ..	Alignment agreed by City Engineer
Kampong Bahru Road/Hospital Road		Proposal stage
Ring Road—Keppel Road Roundabout	.. ..	Proposal stage
Ring Road—Keppel Road to Kampong Bahru Road	.. ..	Proposal stage
Ring Road—Kampong Bahru Road to Henderson Road	.. ..	Proposal stage
Ring Road—Henderson Road to Alexandra Road	.. ..	Earthworks completed
Ring Road—Alexandra Road to Holland Road	.. ..	Acquisition in progress

BUILDINGS COMPLETED AND RECORDED ON THE GENERAL IMPROVEMENT PLAN

1953

				City	Rural Board
Bungalows	..	..	..	338	149
Flats (units)	..	..	..	2,487	12
Terrace Houses	..	..	..	215	80
Factories	..	..	..	4	8
Shops	..	..	..	194	21
Public Buildings and Schools	..	..	..	9	11
Godowns	..	..	..	9	3
Offices	..	..	..	5	7
Others (Attaps, etc.)	..	..	..	127	291
Low Rental Housing	..	..	..	328	—
				<hr/> 3,716	<hr/> 582

Appendix A—continued

ADDITIONS AND ALTERATIONS TO THE GENERAL IMPROVEMENT PLAN UNDER SECTIONS 58 AND 59,
SINGAPORE IMPROVEMENT ORDINANCE

	1948	1949	1950	1951	1952	1953
Proposals under consideration 1st January	11	32	127	88	138	136
Proposals received during the year	339	505	494	683	800	873
Proposals for correction and not resubmitted within 14 days	107	154	211	142	231	283
Proposals disapproved by the Board of Trustees	8	5	14	33	63	58
Proposals approved by the Board and incorporated in the General Improvement Plan (Sections 58 and 59)	203	251	308	458	508	548
Proposals under consideration 31st December	32	127	88	138	136	120

LEGAL ENQUIRIES AND SALES OF COPIES OF GENERAL IMPROVEMENT PLAN

Legal Requisition forms in connection with the General Improvement Plan received and answered	2,335	2,801	2,934	3,258	2,090	2,073
Copies of General Improvement Plan sold	1,533	1,874	2,864	2,317	2,876	3,975
Prints made on Trust printing machines	5,000	5,303	8,241	9,187	8,401	11,259

Appendix A—continued

SCHEDULE OF BUILDINGS APPROVED BY BOARD OF IMPROVEMENT TRUST

	City Area		Rural Area		Total	
	1952	1953	1952	1953	1952	1953
Bungalows	699	313	571	1,661	1,270	1,974
Flats (total units)	2,589	1,891	280	263	2,869	2,154
Terrace Houses	455	120	149	472	604	592
Shophouses	49	..	88	..	137	..
Shops (lock-up)	158	320	14	231	172	551
Boarding Houses	}	5	7	3	1	8
Hotels						
Artisan Quarters	152	..	..	..	152	..
Labourers' Quarters (Blocks)	3	14	29	17	32	31
Public Buildings (Schools and etc.)	20	17	7	3	27	20
Religious Buildings	3	9	3	9	6	18
Barrack Houses	1	..	..	..	1	..
Factories/Workshops	11	44	21	4	32	48
Godowns	73	25	10	2	83	27
Offices	13	31	1	2	14	33
Electric Sub-stations	6	5	2	1	8	6
Petrol Service Stations	10	12	3	5	13	17
Others	7	61	64	11	71	72
Total	4,254	2,869	1,245	2,682	5,499	5,551

DIAGNOSTIC SURVEY TEAM

During 1953, the second year of its existence, the Team has continued its diagnostic survey of the use of land in the Colony and the preparation of the Master Plan which must, under Section 52A of the Singapore Improvement Ordinance, be submitted to the Governor in Council not later than three years after 1st January, 1952, unless an extension is granted.

The year has been devoted to the completion of the survey programme and the analysis of its results preparatory to the formulation of the final proposals of the Master Plan. By the beginning of the year the Team had completed a Preliminary Plan consisting of 'proposal' maps and a written report, prepared after a short programme of surveys in 1952. The purpose of this Preliminary Plan was to outline a basic pattern for the Master Plan on which authorities, both public and private, could be consulted. In order to protect the public against land speculation stimulated by the proposals of the plan, it was considered necessary to amend the Land Acquisition Ordinance before the plan could be made public. This amendment has not, at the time of writing, yet been made and it has not been possible to publish the Preliminary Island Plan. The Team is concentrating its efforts solely on the preparation of the Master Plan within the statutory period.

Wide consultation is, however, essential to the success of the Master Plan and such consultation has taken place continuously throughout the survey with heads of Government and Local Government Departments and other official bodies and with private interests, subject to the limitations imposed by the possibility of speculation.

Sir George L. Pepler, c.B., Town Planning Adviser to the Colony, paid two visits, each of some six weeks' duration, to Singapore during the year, and has dealt with matters of major policy as they arose. He has given particular attention to legislative measures considered necessary to implement the Master Plan, and to the future organization necessary to administer planning on a permanent basis within the framework of the plan.

The Team has continued to benefit from the advice and direction of the Manager of the Trust and the help of other officers.

SURVEY PROGRAMME

During 1953, the following surveys were carried out under the direction of the Team:—

- (a) Volumetric traffic count;
- (b) Survey of car parking in central City areas;
- (c) Survey of attap areas in and near the City;
- (d) Survey of uses of land in Rural areas.

VOLUMETRIC TRAFFIC COUNT

In order to determine the adequacy or otherwise of the various parts of the Island's road system, the Team proposed to carry out volumetric traffic counts at peak hours of traffic at strategic points. However, representations were made that the opportunity should be taken to carry out a full volumetric traffic count on all important roads and a selection of minor roads, so that, amongst other things, the apportionment of vehicle registration fees between the City Council and the Rural Board, at present based on traffic figures for 1931, could be brought up-to-date.

To direct the count and the interpretation of the results, a Traffic Survey Group was formed and, with some misgivings as to the amount of work involved, the Team undertook the detailed administration of the count.

A total of 862 persons, mostly senior school children, school teachers and City Council staff, worked on the census at 146 census points throughout the Island. The results were obtained on 35,000 forms and showed the traffic flows of each of eight vehicle types in each direction in every quarter-hour period between 5 a.m. and 1 a.m. the next morning, applicable to each day of the week.

As a combined operation between the many volunteers, the bus companies (who extended privileges to persons travelling on this public duty), and Departments of Government, City Council and the Singapore Improvement Trust, the count was an outstanding success.

CAR PARKING SURVEY

After consideration of alternative methods, the Team carried out a survey of car parking in the central areas of the City by aerial photography in June 1953. Seventy-two photographs were taken at various oblique angles from a height of 1,500 feet to show the number of cars parked on each side of every street in the areas surveyed; half were taken in the morning and half in the afternoon, both at 'peak parking time'.

The results will show the true extent of the car parking problem in the central areas and will be used in conjunction with the results of the volumetric traffic count and other surveys as a basis for proposals in the Master Plan to alleviate traffic problems generally.

ATTAP SURVEY

In July 1953, a survey was made of attap dwellings in the City and adjoining areas. It was undertaken owing to the lack of up-to-date information about these areas. It was carried out by means of a hut-to-hut enquiry in all of the most densely populated kampongs. Information obtained included the use of each hut, the number of people living in it, and the amount of accommodation available. Hut locations were mapped where background maps or plans were available. The Team was assisted by between

thirty and forty students from the University of Malaya and the Teachers' Training College, whose work extended over a period of six weeks. An interesting fact immediately revealed by the survey was that the number of people living in temporary accommodation has risen from about 127,000 in 1947 to 185,000 in 1953. The results of this survey will provide vital information in planning the future development of the City.

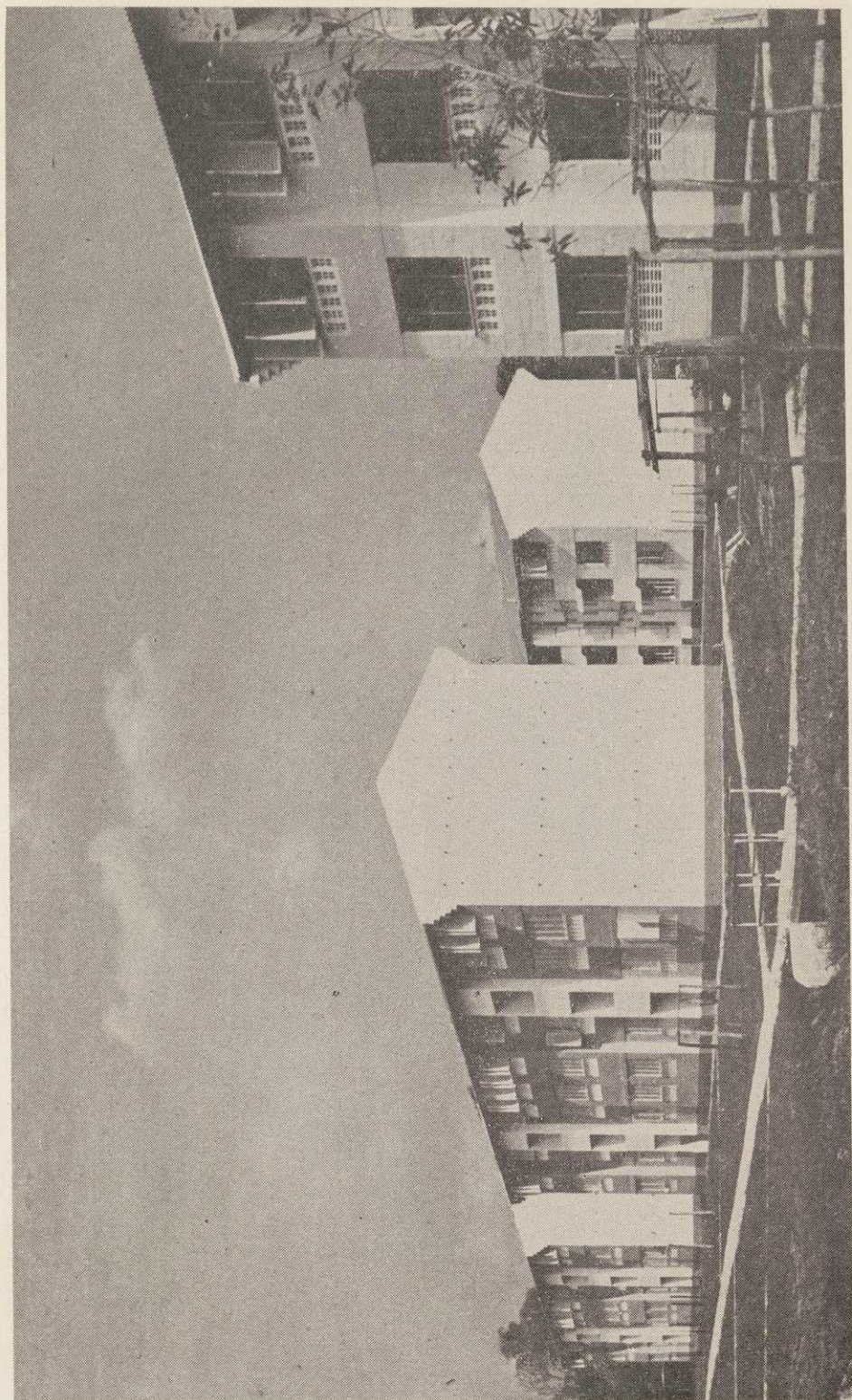
RURAL USE SURVEY

In September 1953, a group of ten honours students from the Department of Geography, University of Malaya, supervised by Mr. B. W. Hodder of that Department, undertook a survey of towns and villages in the rural part of Singapore. They prepared sketch maps showing the location and use of all buildings and land within each settlement. The scope of the survey included information on the numbers of people living in kampongs, the facilities available in each settlement and the reasons why the inhabitants had to travel elsewhere—e.g. to work and to shop. This survey, together with that completed in 1950 by the Department of Geography, and more recent information from maps and aerial photographs will provide a good general knowledge of conditions in rural Singapore. From this survey an estimate has been made of the present position regarding the provision of public utility services and community health provisions which will give valuable information for the preparation of the Master Plan.

ANALYSIS OF SURVEY RESULTS

The year saw the completion of all the main surveys of land use on the Island proposed to be undertaken by the Diagnostic Survey Team. Concurrently, the results of the 1952 urban use survey were being collated, analysed and mapped. When all the work of analysis, etc., is completed early in 1954, the Team will have a complete picture in maps, tables and reports of the type and intensity of uses of land in the central areas of the City at the date of survey and a more general but accurate picture of the use of land elsewhere in the Colony. This information will be of value not only to the Team in the preparation of the Master Plan, but also to numerous other departments and authorities.

On the basis of the facts shown by its land use and other surveys the Team will prepare a code of planning standards to determine how much land should be devoted to particular uses in particular areas and the degree of intensity of that use which should be permitted. In the preparation of this code, the Team will be assisted by the advice and experience of representatives of all the public authorities and interested professional bodies in the Colony. When applied to a particular area, the code will show the deficiency of that area in uses essential to the well-being of its people and the Master Plan will attempt to show how, and in what stages, the deficiencies can be met.



A corner of the Trust Estate at Norfolk Road showing the First Blocks of Low-Cost Housing to be completed there

Q U E E N S T O W N
S I N G A P O R E



The Proposed Development of Queenstown

COMMITTEES, STUDY GROUPS, ETC.

The policy of broadening the basis of the Team's technical experience by seeking the advice and assistance of a number of people who are acknowledged experts in their own fields has continued by means of Working Parties and Study Groups. These Parties, etc., have continued research into questions of population, traffic, industrial and building resources, and the Team has been represented on a Working Party on By-law Planning Powers. The results of this research continue to help other authorities outside the scope of immediate planning problems.

POPULATION STUDY GROUP

This Study Group, which was formed in 1952 to assist the Team in studies of population problems on the Island, has met a number of times in 1953 under the chairmanship of Mr. T. E. Smith, Secretary for Social Welfare. It has examined a paper prepared by Mr. S. C. Chua of the Department of Statistics on the projection of future school population, discussed migrational problems and the effects produced by family limitation, and is awaiting the results of a projection of the total population which Dr. You Poh Seng of the University of Malaya (a member of the group) has promised to place at the Group's disposal. The first draft of a report on population will be placed before the Group early in 1954. It is of course necessary that the Team should have an accurate assessment of population trends on which reasonable reliance can be placed.

INDUSTRIAL RESOURCES STUDY GROUP

The work of this Study Group has chiefly centred around a survey of some 700 industrial firms which was undertaken in March and April under its auspices. Lengthy preparations were made, and the form of the survey was discussed in detail with representatives of Chambers of Commerce and Trade Associations. Questionnaires were despatched and these were followed up by interviews carried out by economics students of Raffles Institution who were thoroughly briefed beforehand, and, in the case of larger firms, by members of the Team. Replies were received from about 500 firms, and although in many cases the response was disappointing, the volume of information received was good if it is borne in mind that no survey on this scale had previously been attempted in Singapore. The results were in any case adequate for broad conclusions to be drawn. The information has now been fully analysed and will be placed before the Group in final draft form early in 1954.

BUILDING RESOURCES STUDY GROUP

Throughout the year, this Study Group has been investigating the use of building labour and materials in Singapore in 1952, analysing the consumption of building resources on different types of building works and

preparing a scale to indicate the resources necessary to complete any given building programme. Its report was in final draft form at the end of 1953.

TRAFFIC SURVEY GROUP

The task of this Group is to interpret the results of the volumetric traffic count referred to above in order to determine where, and what kind of, improvements are necessary to the existing road system of the Island. After a preliminary investigation of the safe capacities of roads and road junctions of various descriptions it awaited, at the end of 1953, the detailed analysis of the results of the volumetric traffic count.

PLANNING CO-ORDINATION COMMITTEE

Constituted in 1952 to co-ordinate the development programmes of the Colony in relation to the likely proposals of the Master Plan, and to advise on matters of planning principle during the preparation of the Plan. This Committee has, in regular meetings, continued to perform a valuable function.

KALLANG BASIN AND AERODROME REDEVELOPMENT COMMITTEE

This Committee continued its preparation of a plan for the future use of all land in the Kallang Basin, including the Kallang Aerodrome, which will become redundant on the opening of the new airport at Paya Lebar. A tentative road scheme, aimed at reducing traffic congestion on the route towards the east of the Island, has been published and a use zoning map is in preparation. Technical investigation of the possibilities of reclamation, redevelopment and engineering construction, a necessary preliminary to firm proposals, proceeded in 1953.

DEVELOPMENT CONTROL

In order that the development control exercised under Sections 58 and 59 of the Improvement Ordinance shall correspond with the proposals of the Master Plan, close consultation between the General Improvement Plan Department and the Team has continued throughout 1953. There has been an increase in the volume of this work over 1952 figures; in 1953 the Team has commented on over 1,100 development applications of all kinds, covering not only the proposals of private developers, but those of public authorities including the Trust itself. With the ready co-operation of other departments a great deal has been achieved towards securing better living and working conditions by the application of reasonable residential density standards, the provision of playing fields, community facilities and adequate land for schools.

MAPS AND PLANS

To ensure that the base maps on which the proposals of the Master Plan are to be shown shall be as up-to-date as possible, there has been close

co-operation between the Surveyor-General (Malaya), the Chief Surveyor (Singapore) and officers of the Team. As a result of this co-operation and exacting work in all the departments concerned, it is expected that satisfactory up-to-date maps of appropriate areas at scales of 4 chains/inch, 8 chains/inch and 2½ inches/mile will be available for the Plan. In addition, the work of the G.I.P. Department in preparing and constantly revising accurate maps of the urban area at a scale of 1 chain/inch has been of great assistance.

PROGRESS TOWARDS THE MASTER PLAN

Progress generally towards the Plan continues to be satisfactory, with the exception of the position regarding the Preliminary Plan and, provided no undue delays are caused by matters unforeseen, the Master Plan will be ready within the statutory period.

42

ARCHITECTURAL DEPARTMENT

From the time of its inception in 1927 until 1936 the only new housing constructed by the Trust was a very limited amount in connection with its Improvement Schemes. For some years, indeed, it had no power to build except in certain specific circumstances and it was not until 1932 that this point was clarified. By 1936 a definite housing shortage had become apparent, especially amongst the working classes, and the Trust therefore commenced to build low-cost accommodation mainly for this class of the population as this was a field in which private enterprise appeared uninterested. During the years before the occupation of Singapore in 1942 the Trust constructed, or caused to be constructed, 2,103 dwellings comprising 793 flats, 779 houses, 54 shops and 477 tenement rooms.

Due to the large influx of population and the lack of building during the Japanese occupation, the overcrowding and housing shortage on the resumption of civil government in 1946 was very acute. Building costs, however, were very high and it was at first considered that the Trust would be unable to continue its building for the poorer classes until prices had dropped considerably. However research into economical methods of planning and construction resulted in designs which could still be rented at a figure within the reach of large numbers of those who needed housing the most. The Trust therefore, started to build again in 1947 and has continued to do so at an ever increasing rate.

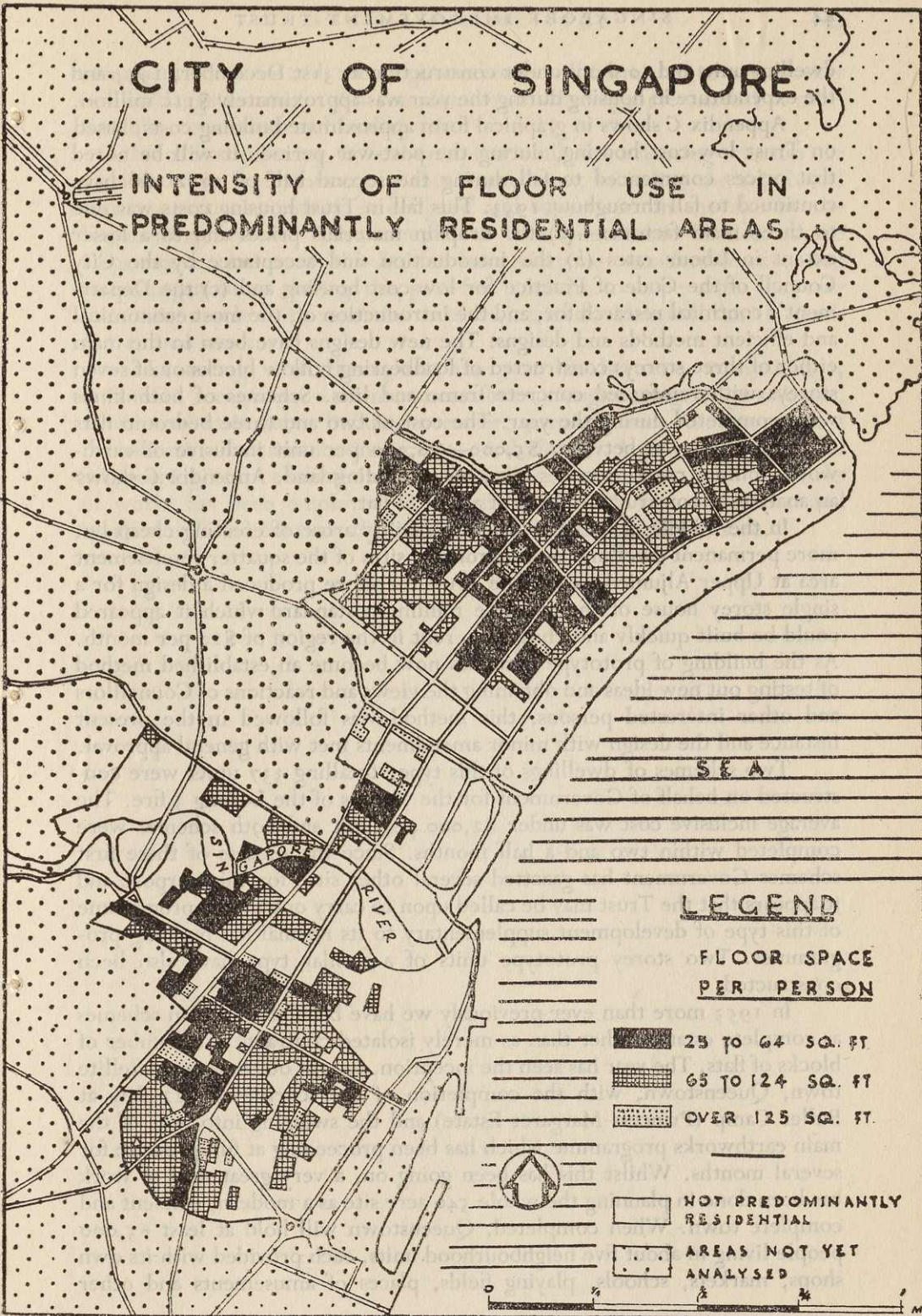
Many different types of dwellings have been produced with a variety of structural schemes, most of them the result of the Trust's own research and experiment. They have included single storey terrace quarters constructed on a precast concrete post and panel system, three and four storey blocks of flats constructed of lightweight hollow concrete blocks with integral reinforced concrete frame as well as conventional load bearing structures in hollow concrete blocks and reinforced concrete frame buildings up to nine storeys in height.

Appendix C shows diagrammatically the progress of Trust housing during this post-war period and the expenditure involved. The whole of the housing constructed has been designed for the lower income groups at a low-cost, particularly compared with other housing carried out in the Colony and with similar housing carried out in other countries.

The past year, 1953, has been, in almost every way, a most successful one for the Architectural Department. For the first time in the Trust's history more than 2,000 dwelling units were completed, the detailed figures being 1,712 flats, 329 one and two storey low rental units and 27 shops—a total of 2,068 units of all kinds. Building programme No. 4 has been completed and contracts for all schemes in programme No. 5 have been let. More than half of the latter programme has already been completed and the remainder will be finished by August 1954. There were 1,544

CITY OF SINGAPORE

INTENSITY OF FLOOR USE IN
PREDOMINANTLY RESIDENTIAL AREAS



dwelling units and 10 shops under construction at 31st December, 1953 and the expenditure in housing during the year was approximately \$11½ million.

Appendix C shows in graphical form approximate building costs, based on Trust low-cost housing, during the post-war period. It will be noted that prices commenced to fall during the second half of 1952 and have continued to fall throughout 1953. This fall in Trust housing costs was due to three main factors:—(a) the drop in materials prices and to a lesser extent in labour rates (b) the introduction and acceptance by the City Council of the Code of Practice for low-cost housing and (c) the Department's continual research for, and the introduction of, the most economical and efficient methods and designs. The new designs have been in the main either of three storeys constructed of loadbearing hollow blocks or of seven storeys with reinforced concrete frame and lifts. Schemes of both kinds were completed during the year. The cost of two and three bedroom flats of these types was between \$5,000—\$6,300 per unit inclusive of earthworks, piling, roads, services etc., but excluding land. Appendix C shows an analysis of construction costs of a typical flat.

In the middle of the year, the desirability arose of erecting cheap but more permanent dwellings on the frontage sites of the squatter resettlement area at Upper Aljunied Road. The Trust therefore produced a design for a single storey house of the absolute minimum standard which it appeared could be built quickly and cheaply to rent in the region of \$20 per month. As the building of prototype units has now become an established method of testing out new ideas and obtaining the views and reactions of Councillors and other interested persons, this method was followed in the present instance and the design with minor amendments met with general approval.

Two schemes of dwellings of this type, totalling 337 units were constructed on behalf of Government for the victims of the Lorong 3 fire. The average inclusive cost was under \$2,000 per unit and both schemes were completed within two and a half months. Since the success of these first schemes Government has gazetted several other sites for this purpose and it appears that the Trust may be called upon to carry out a large programme of this type of development supplementary to its normal flat building programmes. Two storey prototype units of a similar type have also been constructed.

In 1953 more than ever previously we have been able to plan schemes as complete estates rather than as merely isolated contracts of a number of blocks of flats. The year has seen the inception, too, of our first new satellite town, Queenstown, with the completion of the scheme of 222 flats at Buller Camp (Princess Margaret Estate) and the swinging into gear of the main earthworks programme which has been proceeding at full pressure for several months. Whilst this has been going on, a very great deal of work has been done in planning the whole 540 acre site as a modern, efficient and complete town. When completed, Queenstown will hold at least 65,000 people living in about five neighbourhood units, each provided with its own shops, markets, schools, playing fields, places of amusements and other

community facilities. All the neighbourhoods will be related to one another and knit together to form a complete town where people can live a comfortable, convenient and healthy life.

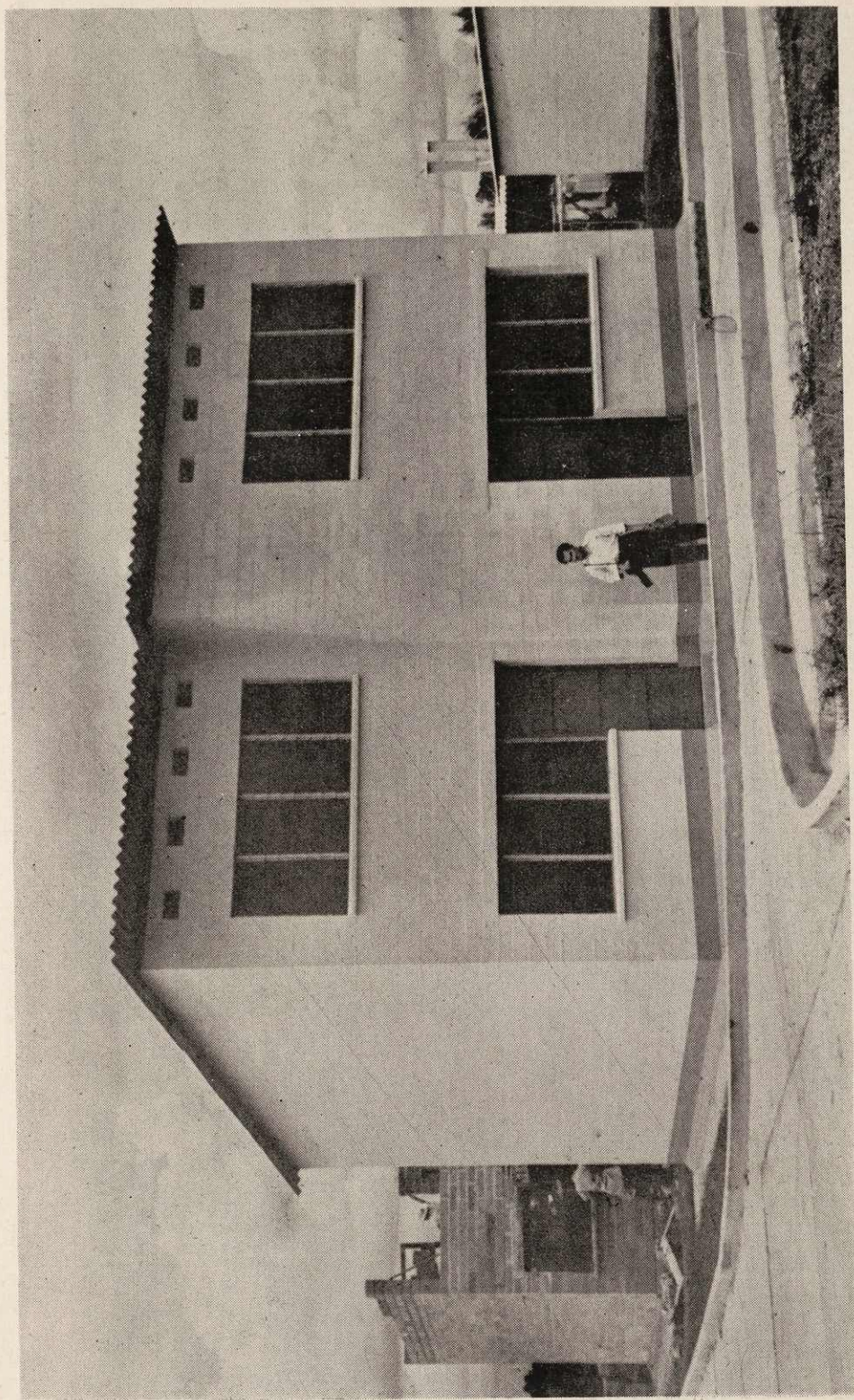
From first planning to final completion all Trust housing schemes are carried out in their entirety by this Department, including the reinforced concrete structure which is designed and supervised on the site by the Engineering Section. After completion the Maintenance Section of the Department takes over; this Section has undergone considerable expansion and reorganization during the past few months to cope with the ever increasing number of properties to be maintained which will shortly reach the 10,000 mark.

The average staff throughout the year has been 40, comprising 5 architects, 1 engineer, 1 maintenance officer, 1 engineering design assistant, 1 technical assistant, 1 building overseer, 3 maintenance inspectors and 2 probationary maintenance inspectors, 18 draftsmen, both architectural and engineering, and a clerical staff of 7. In addition, an outside staff of 15 clerks of works has been employed. The staff has given loyal co-operation and worked well and consistently, at times under considerable pressure.

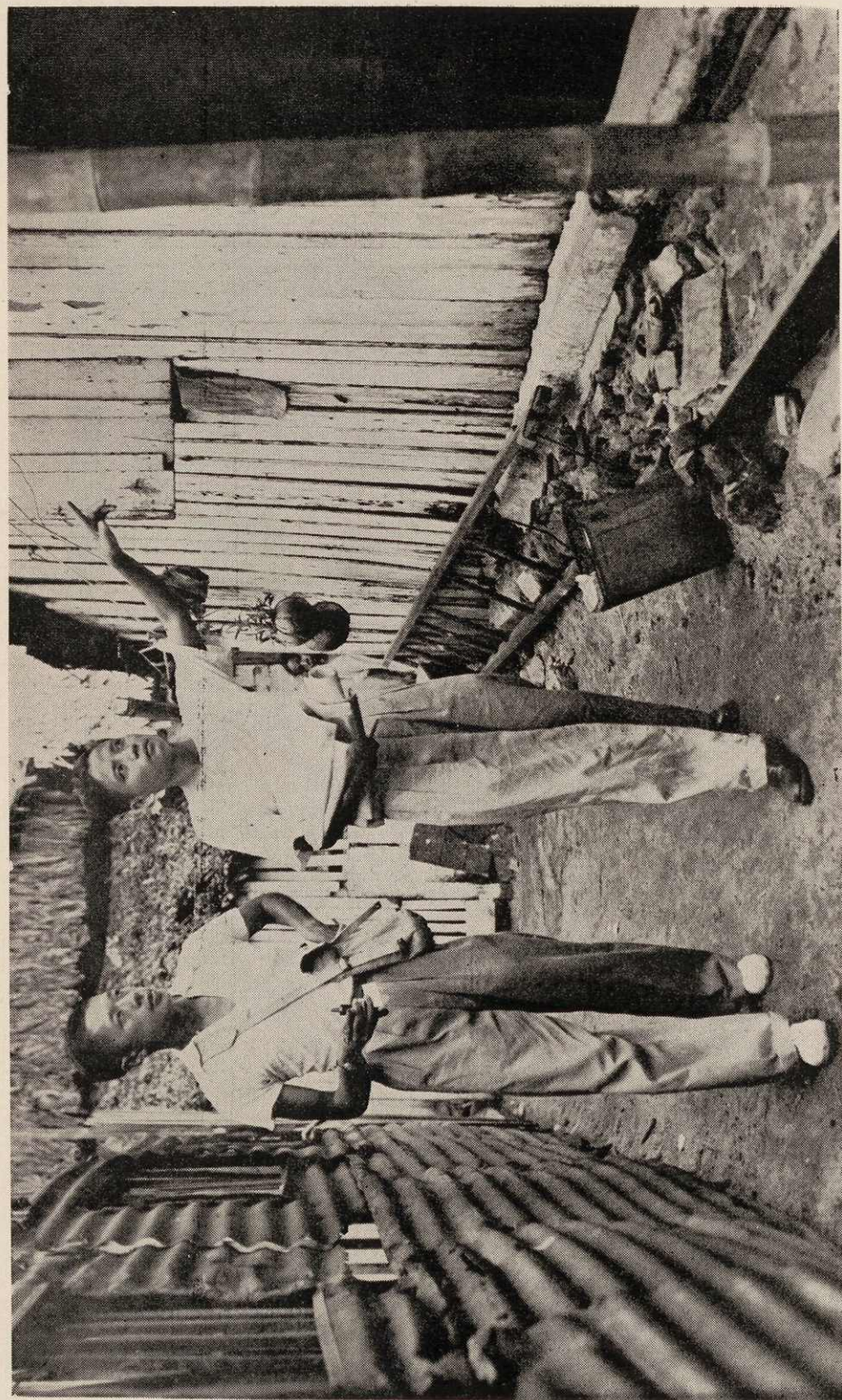
1951	1 Group of 12 flats at 10, 11 & 12, 13, 14, 15, 16, 17, 18, 19, 20, 21, 22, 23, 24, 25, 26, 27, 28, 29, 30, 31, 32, 33, 34, 35, 36, 37, 38, 39, 40, 41, 42, 43, 44, 45, 46, 47, 48, 49, 50, 51, 52, 53, 54, 55, 56, 57, 58, 59, 60, 61, 62, 63, 64, 65, 66, 67, 68, 69, 70, 71, 72, 73, 74, 75, 76, 77, 78, 79, 80, 81, 82, 83, 84, 85, 86, 87, 88, 89, 90, 91, 92, 93, 94, 95, 96, 97, 98, 99, 100, 101, 102, 103, 104, 105, 106, 107, 108, 109, 110, 111, 112, 113, 114, 115, 116, 117, 118, 119, 120, 121, 122, 123, 124, 125, 126, 127, 128, 129, 130, 131, 132, 133, 134, 135, 136, 137, 138, 139, 140, 141, 142, 143, 144, 145, 146, 147, 148, 149, 150, 151, 152, 153, 154, 155, 156, 157, 158, 159, 160, 161, 162, 163, 164, 165, 166, 167, 168, 169, 170, 171, 172, 173, 174, 175, 176, 177, 178, 179, 180, 181, 182, 183, 184, 185, 186, 187, 188, 189, 190, 191, 192, 193, 194, 195, 196, 197, 198, 199, 200, 201, 202, 203, 204, 205, 206, 207, 208, 209, 210, 211, 212, 213, 214, 215, 216, 217, 218, 219, 220, 221, 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COMPLETED AND ESTIMATED COSTS OF TRUST BUILDINGS 1931-54

Year of Construction	Contract	Type of Construction	No. of rooms excluding Kitchen, Bath and W.C.	Nett Floor area including Private Verandahs and Balconies Sq. Ft.	Cost per Foot Cube \$ c.	Cost per Unit \$
1937	1 Block of 14 Flats, 26 Tenements and 2 Shops at Seng Poh Road	R. C. frame and Brick panel, flat roof (Tenements)	3 4 1	633 764 148	0 16	2,975 3,591 696
1938	1 Block of 39 Flats and 4 Shops at Eng Hoon Street	Ditto	3 4	733 830	0 21	3,716 4,208
1948	4 Blocks of 64 Flats at Tiong Bahru	R. C. frame, Brick panel and Indian tile roof	2 3	437 578	0 62	6,886 8,787
1950	5 Blocks of 72 Flats at Kampong Silat (Contract 3B)	Hollow block integral frame, Indian tile roof	3	649	0 56	6,207
1950	12 Blocks of 264 Flats at Tiong Bahru	R. C. frame, Brick panel, flat roof	3	876	0 53	6,968
1951	2 Blocks of 84 Flats and 40 Shops at Kim Pong Road	Ditto	3 4	776 821	0 55	5,860 7,373
1951	2 Blocks of 78 Flats and 26 Shops (Red) at Tiong Bahru Road	R. C. frame, hollow block panel and flat roof	3 4	730 845	0 63	7,161 9,755



The prototype for the Two-Storey Low Rental Housing erected at Kolam Ayer



Diagnostic Survey Team—Attap Survey, July 1953. Students in densely built Kampong check identification of Attap Huts. Numbered Cards were attached to Huts and Locations marked on Maps

COMPLETED AND ESTIMATED COSTS OF TRUST BUILDINGS 1931-54

Appendix C—continued

Year of Construction	Contract	Type of Construction	No. of rooms excluding Kitchen, Bath and W.C.	Nett Floor area including Private Verandahs and Balconies	Cost per	Cost per
					Sq. Ft.	Foot Cube	Unit
					\$ c.	\$
1952	8 Blocks of 198 Flats at Kampong Java, Part III	Hollow block integral frame, Indian tile roof	3 4	643 822	0 97	8,738 11,181
1952	5 Blocks of 120 Flats at Boon Tiong Road	Hollow block integral frame and flat roof	3 4	737 881	0 95	10,941 12,812
1953	11 Blocks of Low-cost 222 Flats at Princess Margaret Estate	Load Bearing hollow block, R. C. floors and Redland tile roof	3	519	0 71	5,180
1953	3 Blocks of 7 Storey 126 Flats at Outram Hill (Estimated)	R. C. frame, hollow block panel and Redland tile roof	3	581	0 82	6,269
1954	21 Blocks of 7 Storey 882 Flats at Redhill Road (Estimated)	Ditto	3	597	0 71	5,606
1954	5 Blocks of 144 Flats at Kim Tian Road (Estimated)	R. C. frame, hollow block panel and flat roof	2 3 4	442 581 655	0 68	4,111 5,303 6,092

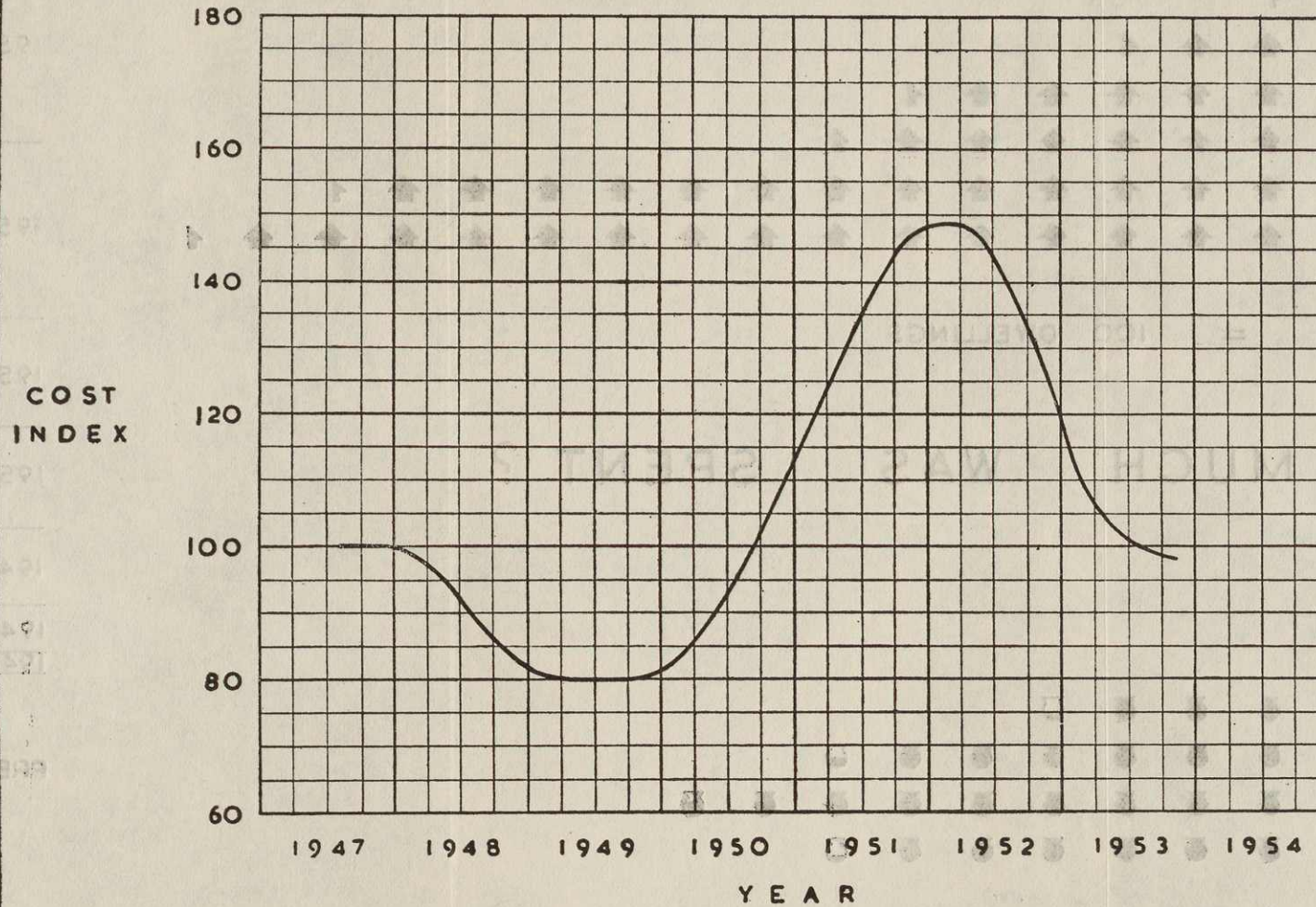
ARTISANS' QUARTERS AND LOW RENTAL HOUSING

Year of Construction	Contract	Type of Construction	No of rooms excluding Kitchen, Bath and W.C.	Nett Floor area including Private Verandahs and Balconies Sq. Ft.	Cost per Foot Super \$ c.	Cost per Unit \$
1931	76 Artisans' Quarters at Balestier Road	Prefabricated concrete slabs, flat roof	2	375	3 43	1,286
1939	118 Artisans' Quarters at Balestier Road	Ditto	2	375	2 96	1,118
1947	200 Artisans' Quarters at Whampoa Estate	Prefabricated concrete slab, asbestos pitched roof	2	417	6 65	2,949
1949	296 Artisans' Quarters at Rayman Estate	Ditto	2	482	6 05	2,917
1951	64 Artisans' Quarters at Tiong Bahru Road	Ditto	3	562	6 76	3,804
1953	142 Low Rental Houses at Kolam Ayer	Load Bearing hollow blocks and lean-to asbestos roof	3	476	3 99	1,899
1954	2 Storey Prototype 'A' at Kolam Ayer	Ditto	3	562	4 59	2,580
1954	2 Storey Prototype 'B' at Kolam Ayer	Ditto	3	477	4 76	2,271

SINGAPORE IMPROVEMENT TRUST

APPROX. BUILDING COSTS

[FOR LOW-COST HOUSING]

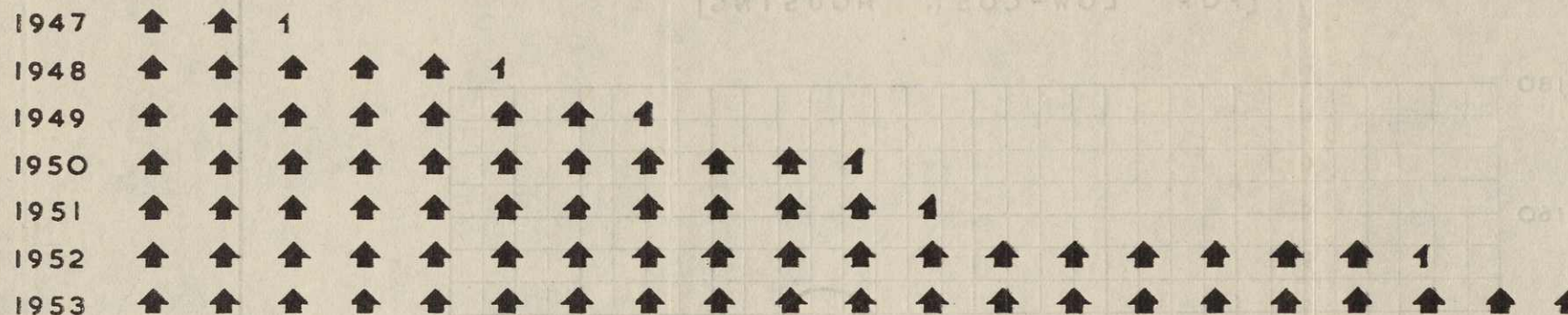


NOTE:- 100 APPROXIMATES TO 70 CTS. PER FT. CUBE [EXCLUDING ROADS, DRAINS, CONC. PILING & MAJOR EARTH WORKS]

1940 INDEX APPROXIMATELY 30

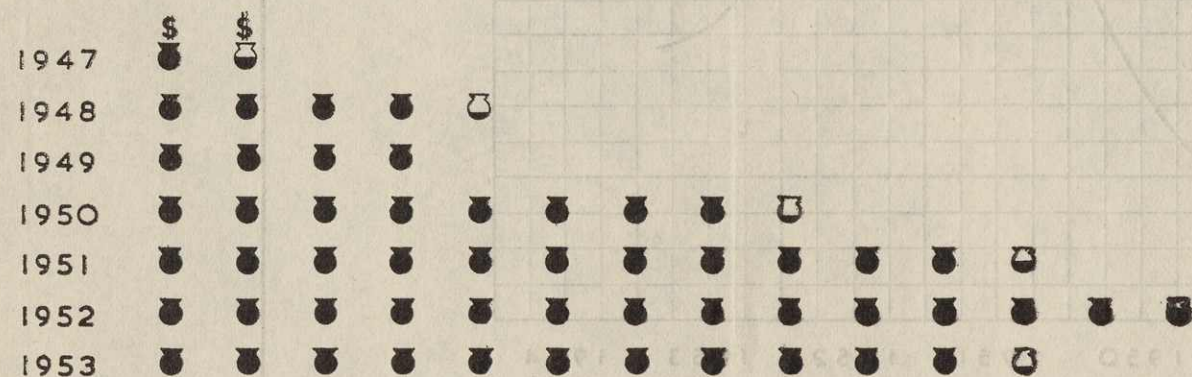
ARCHITECTURAL DEPT
DEC. 1953.

HOW MANY WERE BUILT ?



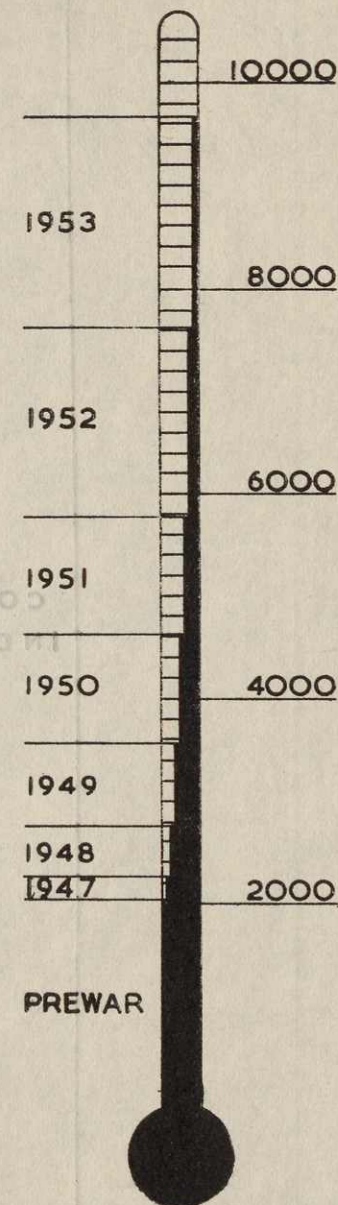
EACH = 100 DWELLINGS

HOW MUCH WAS SPENT ?

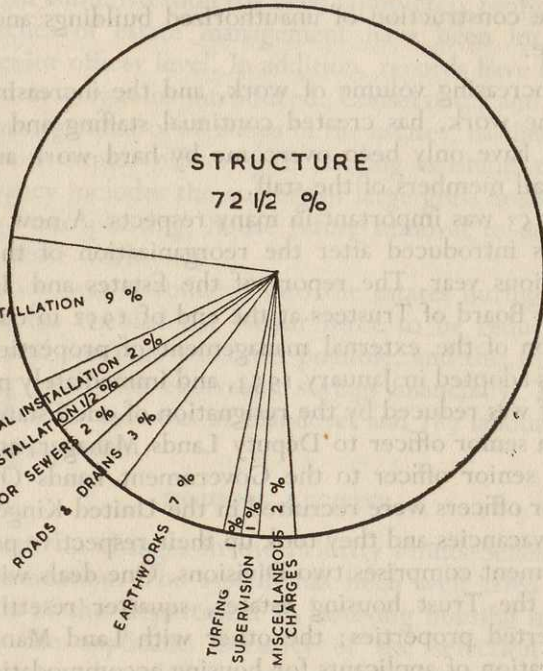
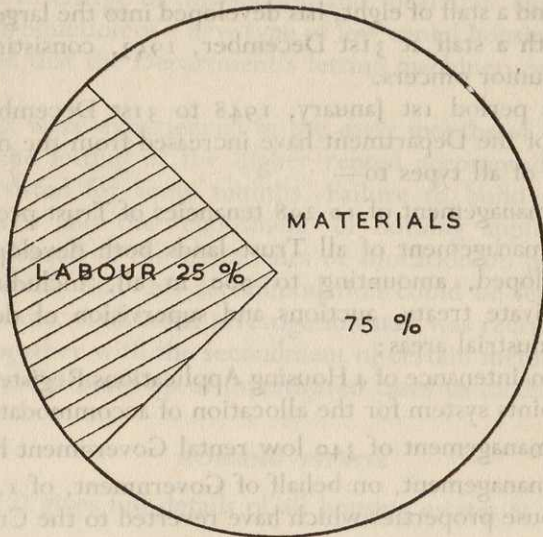


EACH = \$1 MILLION

DWELLINGS COMPLETED



WHERE THE MONEY GOES !



ESTATES AND LANDS DEPARTMENT

Formed in 1948, the Estates Department, from a nucleus of one Estates Officer and a staff of eight, has developed into the largest department of the Trust with a staff at 31st December, 1953, consisting of 7 senior officers and 82 junior officers.

During the period 1st January, 1948 to 31st December, 1953, the responsibilities of the Department have increased from the management of 2,388 tenancies of all types to—

- (a) the management of 10,298 tenancies of Trust properties;
- (b) the management of all Trust lands both developed and undeveloped, amounting to 900 in all, including leasing by private treaty, auctions and supervision of development of industrial areas;
- (c) the maintenance of a Housing Applications Register and complex points system for the allocation of accommodation;
- (d) the management of 340 low rental Government houses;
- (e) the management, on behalf of Government, of 1,522 old shop-house properties which have reverted to the Crown;
- (f) the supervision of Crown Lands with the object of preventing the construction of unauthorized buildings and other illegal use.

The ever increasing volume of work, and the increasing diversity of the nature of the work, has created continual staffing and administrative problems which have only been overcome by hard work and the willing co-operation of all members of the staff.

The year 1953 was important in many respects. A new form of estate management was introduced after the reorganization of the Department during the previous year. The report of the Estates and Lands Manager submitted to the Board of Trustees at the end of 1952 in connection with the reorganization of the external management of properties and housing investigation was adopted in January 1953, and immediately put into operation. Senior staff was reduced by the resignation of one Estates Officer, the appointment of a senior officer to Deputy Lands Manager, and the secondment of a third senior officer to the Government Lands Office in 1952. Three new senior officers were recruited in the United Kingdom to fill the aforementioned vacancies and they took up their respective posts in March.

The Department comprises two Divisions. One deals with the general management of the Trust housing estates, squatter resettlement estates and Crown reverted properties; the other with Land Management. The system of registration of applicants for housing accommodation introduced in 1951 continued, although minor amendments were introduced during the year in connection with the definition of a 'family unit'.

The management of Crown reverted properties, formerly carried out by the Commissioner of Lands, became the responsibility of the Trust in April 1953. In order that this additional work could be effectively carried out within the framework of the existing property management, a senior officer was put in charge of this section and local staff engaged. The year also saw the introduction of a new type of low rental housing, which was so speedily erected that the Department's letting machinery was tested to the extreme.

Difficulties were experienced in the early months of the year in connection with the letting of the higher rented accommodation and these difficulties persisted for some months. Failure to build up a reserve of investigated cases and the 'choosiness' of housing applicants, led to a position which required the strict rules of allocation on points priority to be relaxed in order that this accommodation could be let and thus avoid loss of rent income. Additional investigation staff was recruited in the early months and, together with the secondment of certain members of the staff, enabled a successful build up of investigated cases to meet future commitments.

HOUSING ESTATES

Appendix D gives full details of all housing estates at 31st December, 1953.

The external administration has been completely reorganized. Specialization in branches of estate management have been introduced in the estates and at senior officer level. In addition, records have been completely overhauled, and new systems introduced. Conservancy and labour control, including the management of all shops in the estates, has been placed under the control of one senior officer with housing assistants to supervise the work. Conservancy includes the cutting of large grass areas on the estates, drain cleansing, tree planting, house refuse removal to central collection points, minor estate works, etc.

Mechanization was introduced into the estates during the year under review and this has enabled the labour force to be reduced in numbers. Mechanization will continue wherever possible, and this should reduce the force by 40 per cent with equivalent savings financially. The total labour force at the end of the year was 22 mandores and 287 labourers for approximately 10,581 properties.

HOUSING REGISTER

The year saw no changes in the Priority Points Scheme of allocating housing accommodation. The system has been well tried and at present meets the needs of the Department in assessing housing need. It is easily understood by the applicant. Security of the selection and allocation machinery was strengthened during the year by the introduction of a card 'coding' system. In addition, other security measures have been introduced, and it can be safely said that the possibility of exploitation has been reduced.

to very narrow limits. The average monthly rate of receipt of new housing applications during the year was 238, and the average monthly rate of rehousing was equivalent. A pamphlet in Chinese characters was published during the year explaining the operation of the Trust's allocation scheme. The Housing Register is maintained and kept up-to-date by a permanent staff. At the close of the year, the register contained 9,988 outstanding cases.

With the introduction of a supplementary low rental housing programme, it is hoped that a reduction will be made in the waiting lists, particularly amongst the group of applicants who fall within the lowest income group. In order to counteract the void periods, which exist from time to time, in the letting of new properties, particularly where applicants have so many whims, a system of pre-allocation has been introduced. Offers of accommodation are now made at least six weeks before scheduled hand-over of new properties, or as soon as rentals are fixed and confirmed.

REHOUSING — SPECIAL CASES

In addition to persons eligible to be rehoused through the Points Register, applications are also considered from persons to be evicted from areas scheduled for development, squatters on Crown land and Trust lands, occupants of dangerous Crown reverted properties, and special cases recommended by the Social Welfare Department.

During 1953, two disastrous fires took place in kampongs at Lorongs 3 and 25, Geylang. Over 882 families lost their homes and possessions. The Government, through the machinery of the Trust, erected within three months 327 units of new low-cost accommodation. The Estates Department was responsible for the registration of fire victims for housing accommodation, the letting and general management of the new accommodation. 415 families were rehoused at Upper Aljunied and Kolam Ayer Estates, and in Trust accommodation elsewhere. A special scheme concerning the rehousing of Police personnel is in operation. The practice is to allocate 1 unit in every 100 erected to Police officers. Junior members of the staff of the Trust are eligible for staff housing, subject to satisfying the rules laid down. Estates labourers are also allocated accommodation, rent free. Applicants who are to be evicted by virtue of Court Orders and Demolition or Closing Orders are given special consideration by the Estates Committee.

ESTATE MANAGEMENT

Two senior officers are charged with the duties of external management of the Trust Estates.

One officer controls all matters affecting the upkeep of estates, *inter alia*, control of large labour force responsible for collection of house refuse and the removal to central collection points, drain and staircase cleansing, grass cutting, minor site works, tree planting and maintaining general tidiness and upkeep of the estates. In addition he is responsible for the supervision of 486 shop tenancies in the several estates. To assist him in this

work, he has a siteworks overseer and 7 housing assistants. Each assistant supervises an area of approximately 2,000 tenancies.

A second senior officer controls house tenancies, and the overall supervision of tenancies. To assist him in this work he has 12 lady housing visitors. Each visitor supervises approximately 800 to 900 tenancies. Their principle duties are connected with the strict observance of Tenancy Regulations, cleanliness and the advising of tenants on their housing problems, also the reporting of repairs and complaints.

Both senior officers work in close liaison, and their respective duties are co-ordinated by the Deputy Estates Manager. Specialization has enabled efficiency to be maintained on the estates. Two probationary officers are in training as prospective senior officers.

The introduction of lady housing visitors into the estates is an innovation, and bearing in mind that they entered the Department untrained, they have responded magnificently to the duties required of them. They were 'hand-picked' for the job, the prime qualifications being personality, energy, tact, forbearance and sympathetic approach to this type of work. Relationship between the Trust and tenant has been greatly improved during the year. The 'problem family' as known in England is rare in the estates of the Trust. Every effort is made to settle all tenants' problems in the estates, thus avoiding long journeys to the Central Office. At least two visits yearly are made by Lady Housing Visitors, in addition to periodical inspections in connection with complaints and unsatisfactory tenants.

Certain members of the staff responsible for technical administration are studying for their professional examinations. To supplement their correspondence courses, the Estates and Lands Manager gives weekly lectures on subjects in the examination syllabus.

The Singapore housing applicant differs in some respects from his European counterpart. The latter refuses accommodation because of his inability to pay rent. Many of the former hold superstitious beliefs concerning the siting of a flat; generally they prefer mid-floor flats to top or ground floor; they expect a bus service to take them from door of house to office, and generally have a horror of isolation and quietness. Although many live under conditions which cannot be matched by overcrowding conditions in the United Kingdom, they put all these considerations to the test before they are prepared to remove from the deplorable conditions under which they live. The attention given by the staff to these applicants has enabled a reduction to be made in the number of refusals of accommodation. On an average, approximately 50 per cent of the applicants refuse a first offer of accommodation. Two offers are made before the applicant is removed from the register.

It is, however, interesting to note that the Singapore housing applicant, although he usually resides in shockingly overcrowded conditions, responds quickly to his new environment. He appreciates good housing and takes pride in the cleanliness of his new home. The principal tenancy infringements occur in relation to unauthorized occupiers and assignments of tenancies.

COMMUNITY CENTRES

Community Centre activity expanded during the year under review. As new housing estates are developed, it is the practice for a group of tenants to form themselves into a Community Centre. Subject to the constitution being satisfactory to the Board of Trustees, suitable shop accommodation is allocated to the centre at a nominal rental.

It is apparent that these centres require parental guidance and until there is a Central Community Association in the Colony, their purpose will not be attained.

Twenty-four badminton courts have been provided by the Trust in the estates, and are placed under the control of the respective Community Centres.

Community Centres are in existence on the following estates:—

Estate	Year
Balestier and Whampoa	1951
Tiong Bahru	1948
Henderson Road	1950
Kampong Silat	1952
Princess Elizabeth Estate	1952
Alexandra Road (North)	1953
Jalan Besar	1953
Pek Kio (Owen Estates)	1953
Delta Estate	1952

SHOPS

Lock-up shops and shops with living accommodation have been provided by the Trust during the year. The shops cater for all the needs of the tenants, and avoid long distances being travelled by the tenants for shopping purposes. The tenancies are on a month-to-month basis and tenders are usually invited for vacant and newly erected shops. However, the procedure for letting shops on the estates on the leasehold system is still under consideration.

EVICTIONS COMMITTEE

The year 1953 saw the repeal of the Rent Ordinance, 1947, and replaced by the Rent Ordinance, 1953. Under the former Ordinance it was necessary to secure the consent of an Evictions Committee before any proceedings for possession could be taken against tenants occupying pre-war properties. The Trust received complete exemption from the 1947 Ordinance in September 1947, except for the qualification of referring all possession cases concerning pre-war properties to the aforementioned Evictions Committee. Since 31st December, 1953, all pre-war properties of the Trust numbering 2,103, now come within the purview of the 1953 Ordinance. The Evictions Committee was dissolved and all future actions for recovery are now controlled by the new Ordinance.

The Evictions Committee heard 51 applications during the year and of these 49 were approved, and 2 disapproved.

MANAGEMENT OF TRUST LANDS

The present organization and staffing of the Lands Division comprises:—

Three Lands Inspectors and One Lands Overseer working under a Senior Inspector who is responsible for supervision, control and clearance of all Trust Lands.

Three Crown Lands Inspectors under a Senior Inspector who is responsible for supervision and control of all Crown Lands for the prevention of unauthorized occupation.

A clerk in charge of records and statistics.

A filing and correspondence clerk.

A general clerk.

A clerk in charge of internal administration for the Crown Lands Section.

One stenographer.

The clerical work of the division is in the hands of a senior clerk.

The Deputy Lands Manager deals directly with all other matters such as acquisitions, sales, leases, legal work and policy; he is assisted and understudied by a Probationary Lands Officer whose special duty at the present time is the compilation of records of all dealings in land since the formation of the Trust.

The Division also maintains a force of 12 trained demolition labourers and a varying number of watchmen for special duties.

The Lands Division was formed in July 1952, and in addition to its normal duties assumed the task of controlling the occupation of Crown Lands early in 1953. Mr. G. W. Clarry, the Deputy Lands Manager departed on long leave in May 1953, and it was necessary to recall Mr. J. M. Carter, Estates Officer, who had been seconded to the Government Land Office in 1952 to conduct compulsory acquisition work on land required by the Trust for future development. Mr. J. M. Carter took over and was subsequently appointed Deputy Lands Manager on the resignation of Mr. Clarry while on leave.

At the commencement of the year the Division was understaffed and much time has been spent in recruitment and training of staff. In addition, it has been necessary to organize the administration and the duties of the staff to carry out the work for which the division is responsible. Procedures have also been agreed with other departments and authorities concerned with land administration.

The energies of the Division have been devoted in addition to the following tasks:—

- (a) preparations for and disposal by lease or sale of Trust land not suitable for development by the Trust itself;

- (b) compilation of a census of all lands held by the Trust and lands acquired for development. Progressive clearance of the lands in co-operation with the Housing Division;
- (c) prevention of unauthorized occupation of Trust lands and Crown lands;
- (d) resettlement of agricultural occupiers of lands required for development on alternative agricultural land and resettlement of persons unable to afford permanent accommodation on land where they can build their own temporary houses;
- (e) administration of leasehold, residential, commercial and industrial schemes on areas of land provided by the Trust for these purposes;
- (f) compilation of records of all transactions in land since the formation of the Trust, a special commitment which arose largely as a result of the Japanese occupation. This work has been outstanding since the war and has had to be delayed until this year due to other more urgent requirements and lack of suitable staff;
- (g) acquisitions of land for various purposes mainly road construction and housing development. This work also involves the City assessor who is the negotiator and valuer to the Trust, and the Government Land Office which handles all compulsory acquisitions. Much time has been spent in expediting this work and increasing liaison among all concerned;
- (h) legal work in connection with acquisitions, sales, leases and Court cases in conjunction with the Trusts' Solicitors.

Appendix D

HOUSING ESTATES

Estate	Year	LETTINGS					SHOPS		Total	Estate Total
		NO. OF ROOMS					ROOMS			
		1	2	3	4	5	With	W/out		
Tiong Bahru Estate	1936	54	14	..	21	..	10	4	103	..
	1937	..	6	68	107	..	12	6	199	..
	1938	..	8	90	109	..	..	4	211	..
	1939	..	11	32	53	2	..	2	100	..
	1940	..	34	68	146	..	7	3	258	..
	1948	..	32	32	..	..	..	..	64	..
	1949	..	..	264	..	..	..	..	264	..
	1950	..	..	339	55	..	..	66	460	..
	1952	..	..	60	60	..	..	..	120	..
1953	..	..	136	136	..	..	..	272	2,051	
Balestier Estate ..	1931	..	76	..	..	..	..	..	76	..
	1932	..	148	..	..	..	..	..	148	..
	1937	..	232	..	..	..	..	..	232	..
	1939	..	78	..	..	..	..	..	78	..
	1947	..	364	20	..	..	11	1	396	..
	1948	..	384	..	..	..	32	19	435	..
	1949	..	20	..	..	..	..	..	20	..
	1950	..	42	..	..	..	..	..	42	..
	1951	..	..	9	15	..	..	13	37	..
1953	..	54	360	54	..	10	..	478	1,942	
Lavender Street ..	1928	..	26	92	..	..	..	..	118	..
	1951	..	..	..	18	18	..	..	36	..
	1952	..	..	..	36	24	..	..	60	214
Farrer Park Estate	1941	..	..	17	..	..	..	..	17	..
	1947	..	..	11	1	..	..	12	24	..
	1948	..	..	64	..	..	..	..	64	..
	1950	..	216	129	47	..	..	..	392	497
Henderson Estate ..	1928	..	110	..	..	..	..	..	110	..
	1948	..	44	..	..	..	..	..	44	..
	1949	..	52	48	..	..	10	2	112	266
Alexandra (South)	1951	..	142	..	..	..	30	2	174	..
	1952	..	..	64	..	..	..	..	64	238
Kampong Bahru Estate ..	1948	..	..	..	..	..	18	3	21	..
	1949	..	64	..	..	..	..	..	64	..
	1950	..	..	190	8	..	..	..	198	..
	1952	..	..	104	80	..	..	..	184	467
Madras Street ..	1940	..	3	6	..	..	..	..	9	9
New Bridge Road Estate ..	1930	141	..	..	..	..	..	1	142	..
	1931	62	..	..	..	..	..	2	64	..
	1938	152	..	..	..	..	5	5	162	..
Carried forward ..		409	2,160	2,203	946	44	145	145	6,052	5,684

HOUSING ESTATES—continued

Estate	Year	LETTINGS					SHOPS		Total	Estate Total
		NO. OF ROOMS					ROOMS			
		1	2	3	4	5	With	W/out		
<i>Brought forward</i> ..		409	2,160	2,203	946	44	145	145	6,052	5,684
	1940	42	..	..	..	..	1	3	46	..
	1948	21	81	..	..	..	2	31	135	549
Albert Street ..	1932	26	..	..	..	..	..	4	30	..
	1949	27	3	..	..	..	..	5	35	65
Chen Yan Place ..	1949	12	18	..	..	..	..	5	35	35
Delta Estate ..	1950	..	68	160	80	..	19	2	329	..
	1952	..	..	56	56	..	..	..	112	..
	1953	..	..	96	48	..	..	..	144	585
Princess Elizabeth Estate ..	1951	..	84	..	..	..	14	4	102	..
	1952	..	..	60	24	..	..	..	84	..
	1953	..	..	84	..	..	..	..	84	270
Alexandra (North)	1952	..	..	228	96	..	10	2	336	..
	1953	..	..	342	90	..	14	2	448	784
Prinsep Street ..	1952	..	..	112	..	..	..	..	112	112
Jalan Besar ..	1952	..	..	176	..	..	..	..	176	176
Bukit Merah ..	1952	..	40	132	..	..	..	..	172	..
	1953	..	156	60	..	..	17	1	234	406
Upper Pickering Street ..	1952	..	..	70	..	..	..	15	..	..
		Offices	10	95	95
Princess Margaret ..	1953	..	..	222	..	..	..	..	222	222
Kampong Java Estate	1952	..	..	406	126	..	..	24	556	..
	1953	..	102	372	102	..	..	..	576	1,132
Upper Aljunied Road	1953	..	191	..	..	..	5	..	196	196
Kolam Ayer Lane ..	1953	..	..	138	..	..	5	1	144	144
Outram Hill ..	1953	..	..	126	..	..	..	..	126	126
Houses Pending Demolition ..	..	..	..	..	..	..	..	..	57	57
Total ..		537	2,903	5,043	1,568	44	232	254	10,638	10,638

Appendix D—continued

SUMMARY OF LETTINGS BY RENTAL GROUPS AS AT 31ST DECEMBER, 1953

Rental Group	Total No. of Properties
\$5.25 to \$20.00	2,531
\$21.00 to \$40.00	2,320
\$41.00 to \$60.00	2,849
\$61.00 to \$91.00	2,395
Houses pending demolition	57
<hr/>	
Total Dwellings	10,152
Shops: \$31.25 to \$735.00	486
<hr/>	
Total Properties	10,638
<hr/>	
Total rents received—1953	\$4,192,129

HOUSING REGISTER AND REHOUSING STATISTICS

Total applicants on the register at 1st January, 1953	11,128
Total applicants on the register at 31st December, 1953	14,092
Total of new registrations during 1953	2,964
Total number of active registrations at 31st December, 1953	9,988
Total number of applicants housed to 31st December, 1953	3,049
Total number of applications cancelled or withdrawn to 31st December, 1953	1,055

LETTINGS AND RE-LETTINGS DURING 1953

Points Register applicants	2,290
Other cases (rehousing etc.)	674
<hr/>	
	2,964

Appendix D.—continued

RENTS CHARGED

	Rooms	Flats	Houses	Artisan Quarters	Tenements	Shops
Pre-war ..	1 2 3 4 5 Lock-up Shop Shop cum Dwelling	\$ 16.80 to 26.25 23.10 to 28.35 21.00 to 31.50 33.60	\$ 21.00 26.25 to 36.75	\$ 5.25 to 8.40	\$ 8.00 to 22.05	\$ 31.25 to 250.00 31.25 to 125.00
		76 264 436 2	26 109	644	477	39 30 69
Sub-Total ..		778	135	644	477	2,103
Post-war ..	1 2 3 4 5 Lock-up Shop Shop cum Dwelling Office	18.00 to 39.00 34.00 to 81.00 58.00 to 90.00 77.00	22.00 23.80 to 27.00	12.50 to 35.00 30.00 to 42.00	16.00 to 19.00 21.00 to 35.00	70.00 to 735.00 50.00 to 225.00 250.00 to 350.00
		404 4,276 1,132 42	191 138	1,460 256	60 102	210 197 10 417
Sub-Total ..		5,854	329	1,716	162	8,478
Grand Total		6,632	464	2,360	639	10,581

Appendix D—continued

LANDS DIVISION

Tenancies on Trust Lands	285
Temporary Occupation Licences on Trust Lands	160
No. of leasehold sites developed or under development—	
(a) Residential or Commercial	85
(b) Industrial	10
No. of individual areas under negotiation for sale or lease	57
No. of acquisitions in hand	49
No. of families listed for rehousing or resettlement	345
No. of agriculturists listed for resettlement	146
No. of unauthorized buildings and other erections demolished—	
(a) Trust Lands	141
(b) Crown Lands	189
Average No. of files and correspondence passing in and out of the Division each month	740
No. of wayang licences issued	12
No. of legal cases for recovery of possession of land	22

Major acquisitions in hand during the year by the Trust were:—

- (1) Extension of Dunearn Road;
- (2) Bukit Timah By-Pass;
- (3) Outer Ring Road between Alexandra Road and Holland Road;
- (4) Paya Lebar Road widening;
- (5) Yio Chu Kang Road widening.

Acquisitions in hand by the Government Land Office for the Trust were:—

- (1) Land at Toa Payoh for housing;
- (2) Land for low rent housing schemes at Prince of Wales Road, Holland Road, Kim Seng Road, Aljunied Road and Lorong 3, Geylang.

Main leasehold schemes are:—

- | | |
|--|--|
| (1) Dunman Road | 23 lots |
| (2) Serangoon Road | 53 lots |
| (3) Owen Road | 12 lots |
| (4) Alexandra Road Industrial Area | 39 lots including |
| | 16 sites of approx. 15,700 sq. ft. each which have been provided for small industries. |

SURVEY DEPARTMENT

The Survey Department was one of the original sections of the Trust formed in 1927. In 1930 there were six surveyors on the senior staff of the section and these officers laid the foundation of the present department which has continued to function in much the same way as it did then. Many of the junior staff have been in the department since those days and are a nucleus around which the present staff has been developed.

The office has always been adjacent to the Government Survey Office in Fullerton Building and there has been the closest co-operation between the two departments. Records of both offices are available to each other and the Trust works to the standards stipulated by the Government Office in all title surveys.

The department carries out all the Trust survey work which includes every type of surveying. In addition, all title surveys and setting-out of road and back-lane lines are executed for the City Council.

A return of completed surveys from 1949 is shown in Appendix E.

The total number of surveys executed in 1953 was 364 compared with 417 in 1952 and 357 in 1951. This smaller number is due to fewer building plan surveys being carried out for the City Council; 118 were completed in 1953 and 183 in 1952. There has been an increase in the number of requisition surveys in the latter part of the year. These cover both City Council and Trust land and now that the Lands Division of the Trust is established we can expect a considerable increase in the number of title surveys to be carried out by this department.

STAFF

Four new apprentice draftsmen were appointed in January 1953, and at present there is a full establishment.

Two junior officers who had been sent to the Technical College on a four year course returned from Kuala Lumpur in June and have now resumed duty with the Trust as subordinate surveyors in the field.

Mr. V. Fernando is at the University of Queensland and has completed two years of a three years' scholarship there. Mr. Lee Eng Kwang returned from New Zealand after studying Topographical Surveying on a six months' fellowship.

Five officers sat departmental examinations: three passed and two gained post passes.

The number of survey labourers remains at 42, comprising seven parties. They continued to give good service.

Appendix B

EQUIPMENT

All the field parties are reasonably well equipped. The supply of six new drafting tables has helped to accommodate the draftsmen and now each one has his own table.

Office supplies fulfil the demand at present.

GENERAL

Towards the end of the year the office was moved to a larger office on the same floor in Fullerton Building. It still adjoins the Government Survey Department and is handy to their records. With the redecoration etc. of the building, the working conditions have improved considerably.

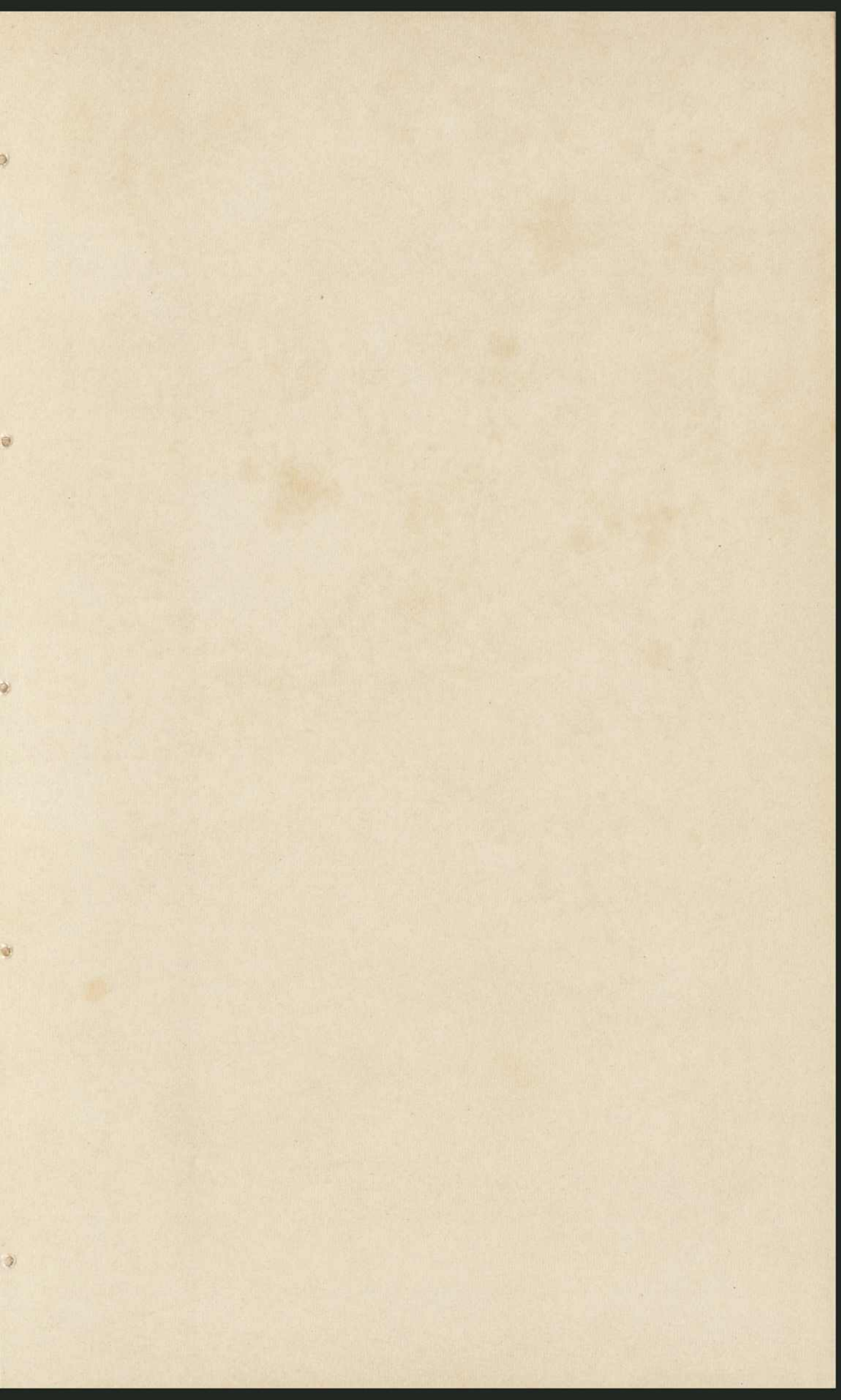
DISTRIBUTION OF STAFF - 31st DECEMBER 1953	GENERAL		SURVEY COSTS RECOVERED DURING 1953	
	Number	Cost	Department	Amount
28	41	41	Setting-out and boundary surveys	1,483 00
33	28	28	Dead Plans	1,623 00
48	34	34	Reduction surveys	892 00
31	32	32	Building Plan surveys	12,163 70
20	41	41	Topographical surveys	1,483 00
			Engineering surveys	892 00
			Setting-out surveys	1,483 00
			Dead Plans (sets of)	1,623 00
			Declaration Plans	1,483 00
			Total for Year	19,314 70

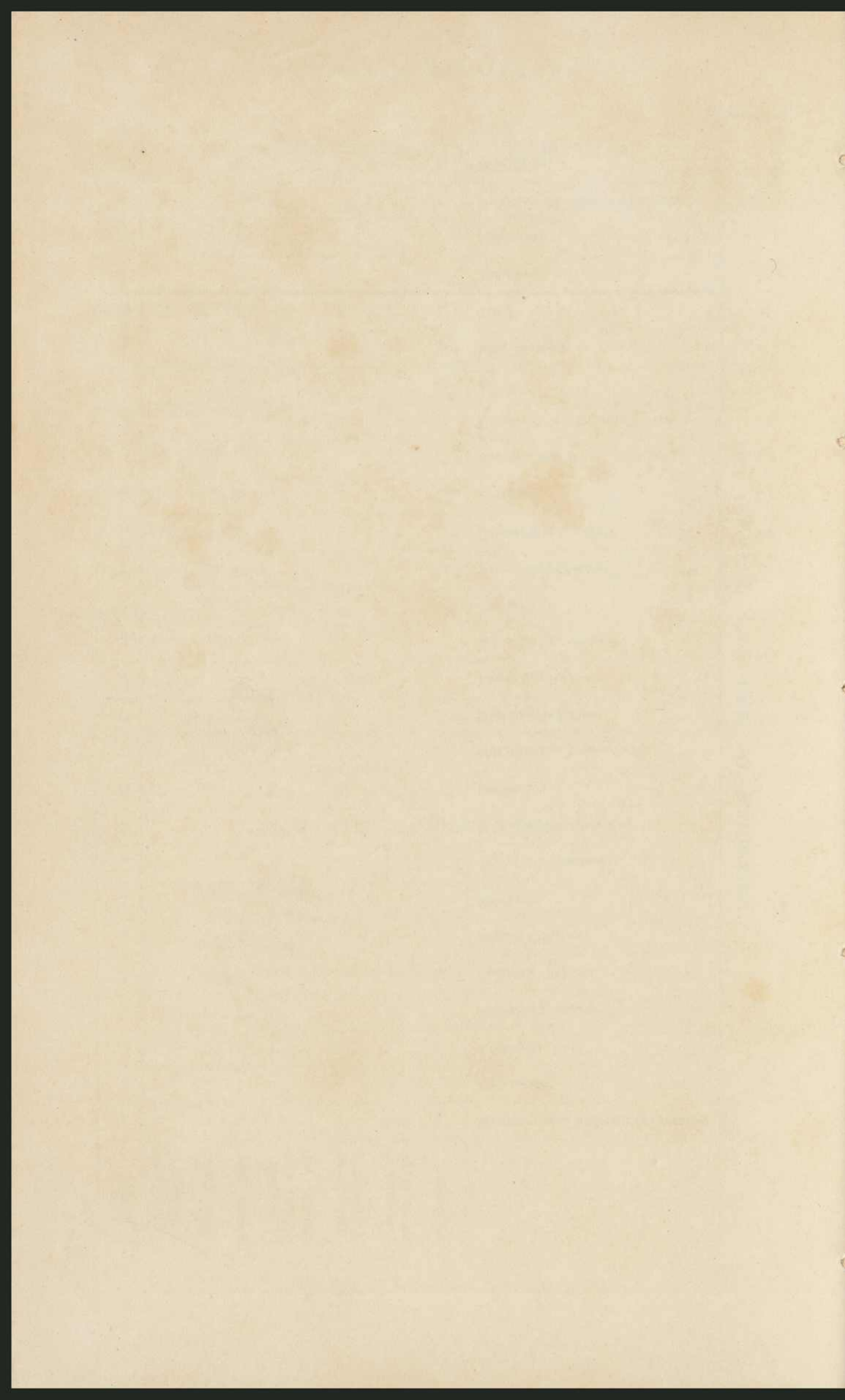
RETURN OF SURVEYS COMPLETED 1949-53

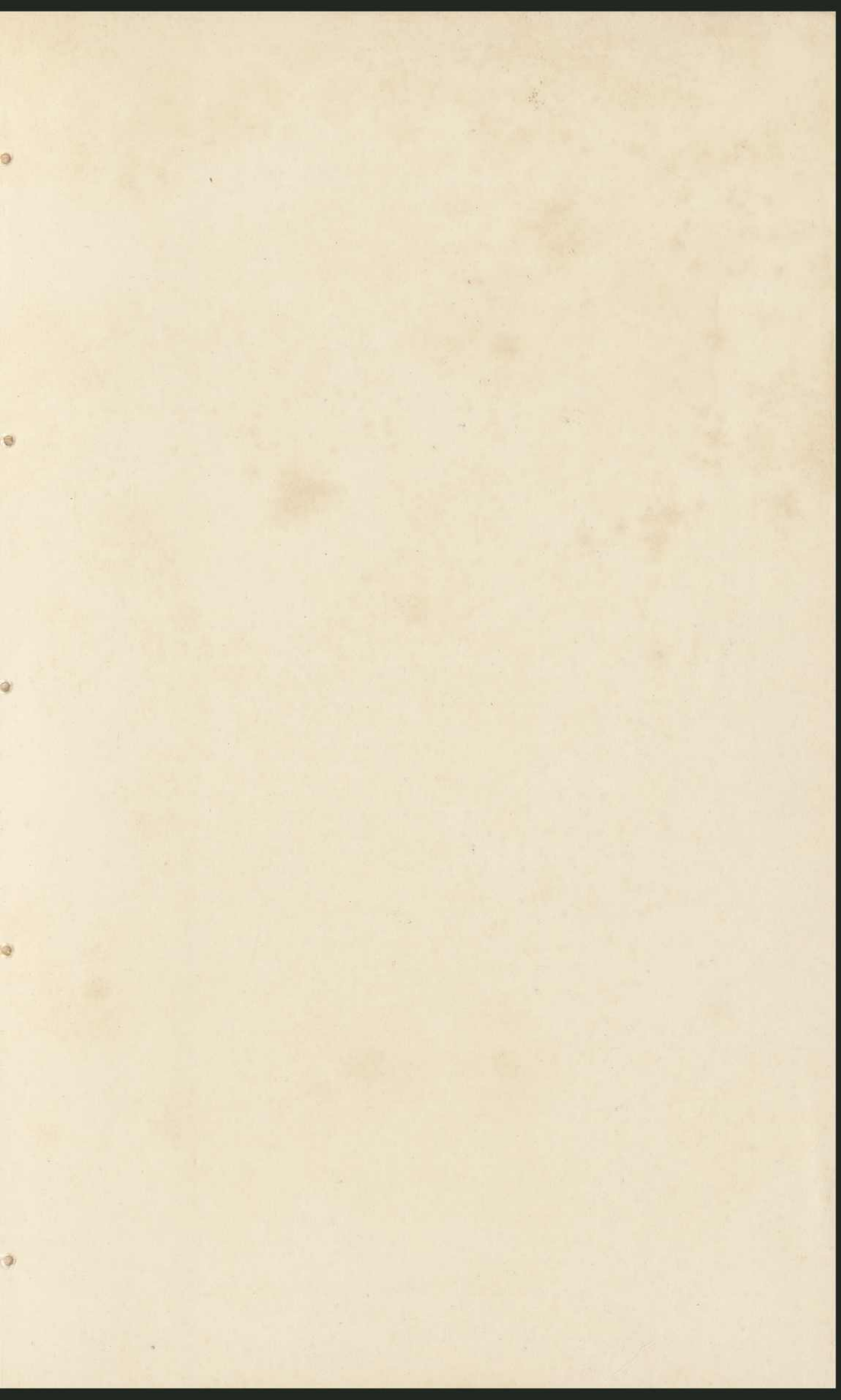
	1949	1950	1951	1952	1953
Requisition Surveys C.P's. ..	17	10	29	53	49
Lots. ..	126	80	94	155	146
Building Plan Surveys	137	177	200	187	118
Declaration Plans .. ..	..	..	3	1	3
Deed Plans (Sets of)	6	7	16	41	20
Setting-out Surveys	17	33	27	32	31
Engineering Surveys	24	19	32	34	48
Topographical Surveys	20	30	9	28	37
General Surveys	31	27	41	41	58
Total for Year ..	252	303	357	417	364

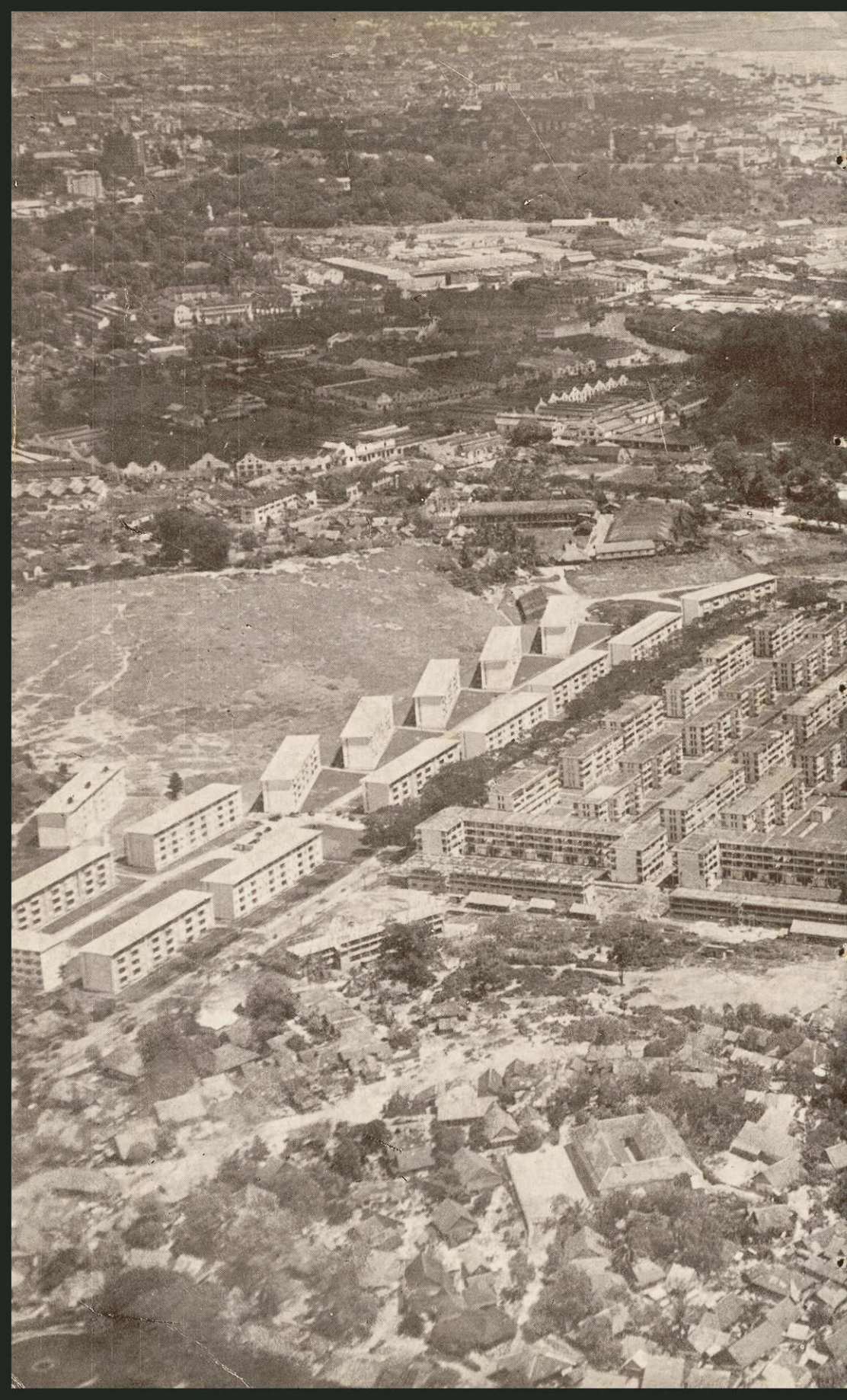
SURVEY COSTS RECOVERED DURING 1953

	\$	c.
Building Plan Surveys	15,163	50
Requisition Surveys	893	00
Deed Plans	1,673	00
Setting-out and boundary Surveys	1,582	00
Total Costs recovered ..	19,311	50

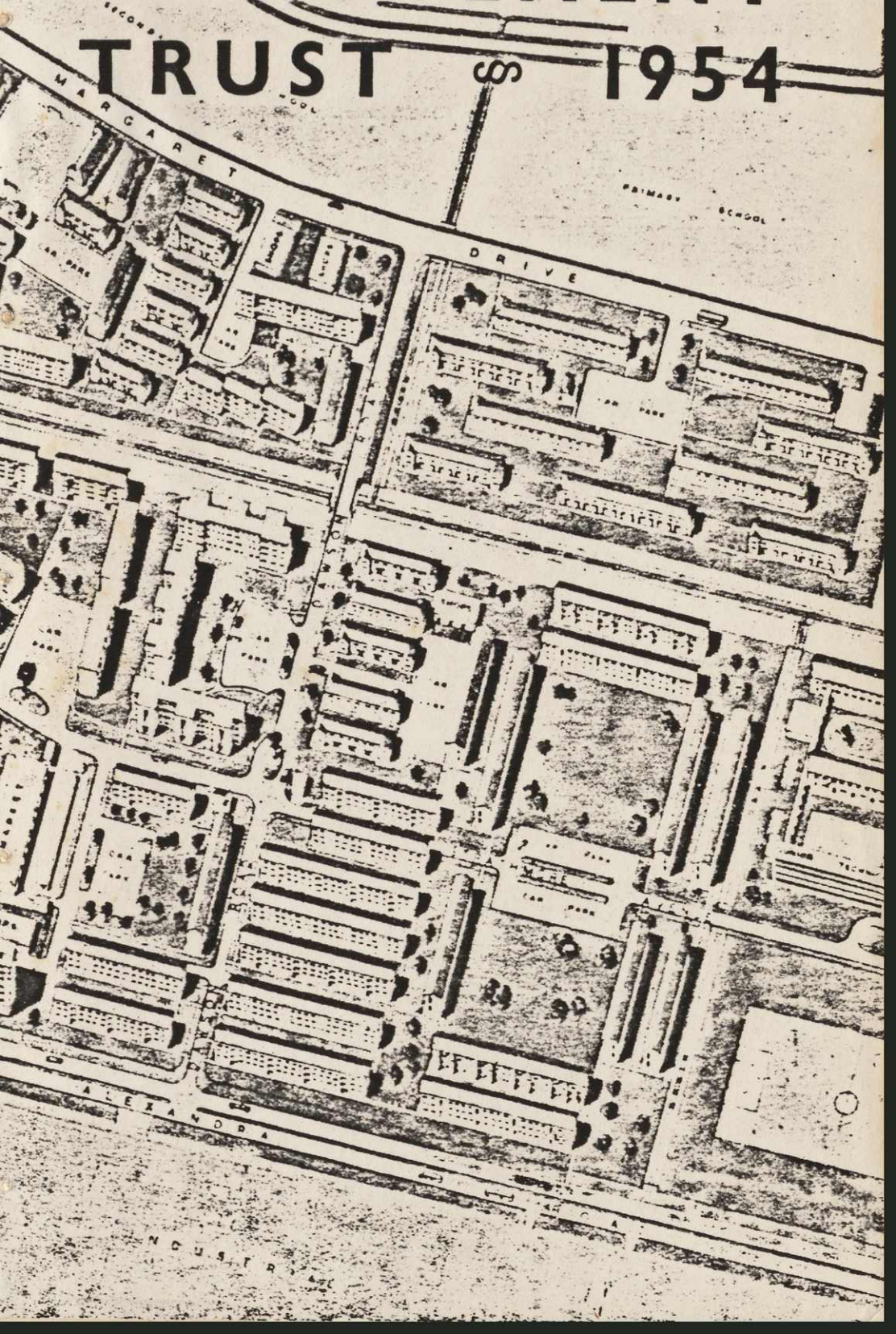








SINGAPORE IMPROVEMENT TRUST 1954

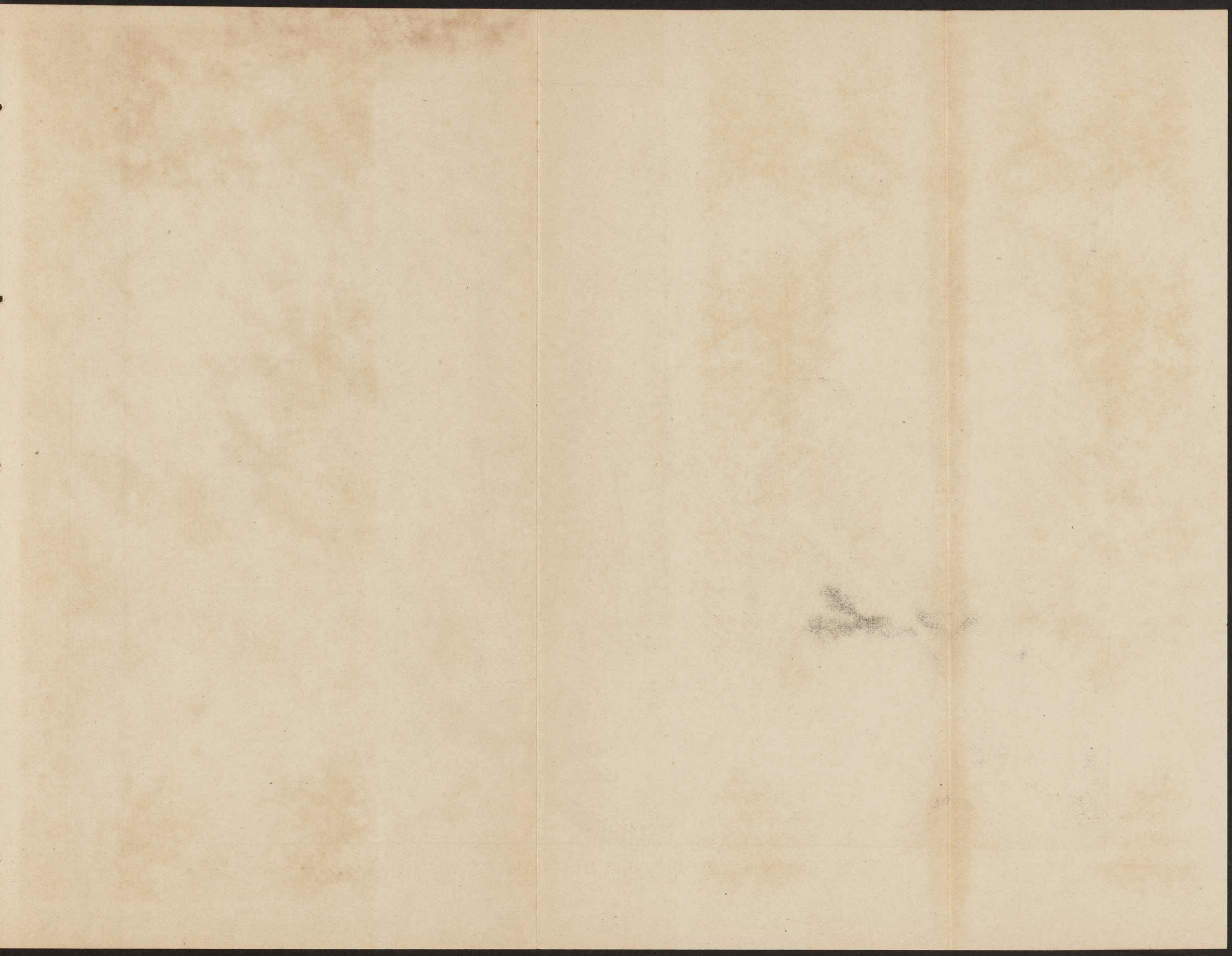


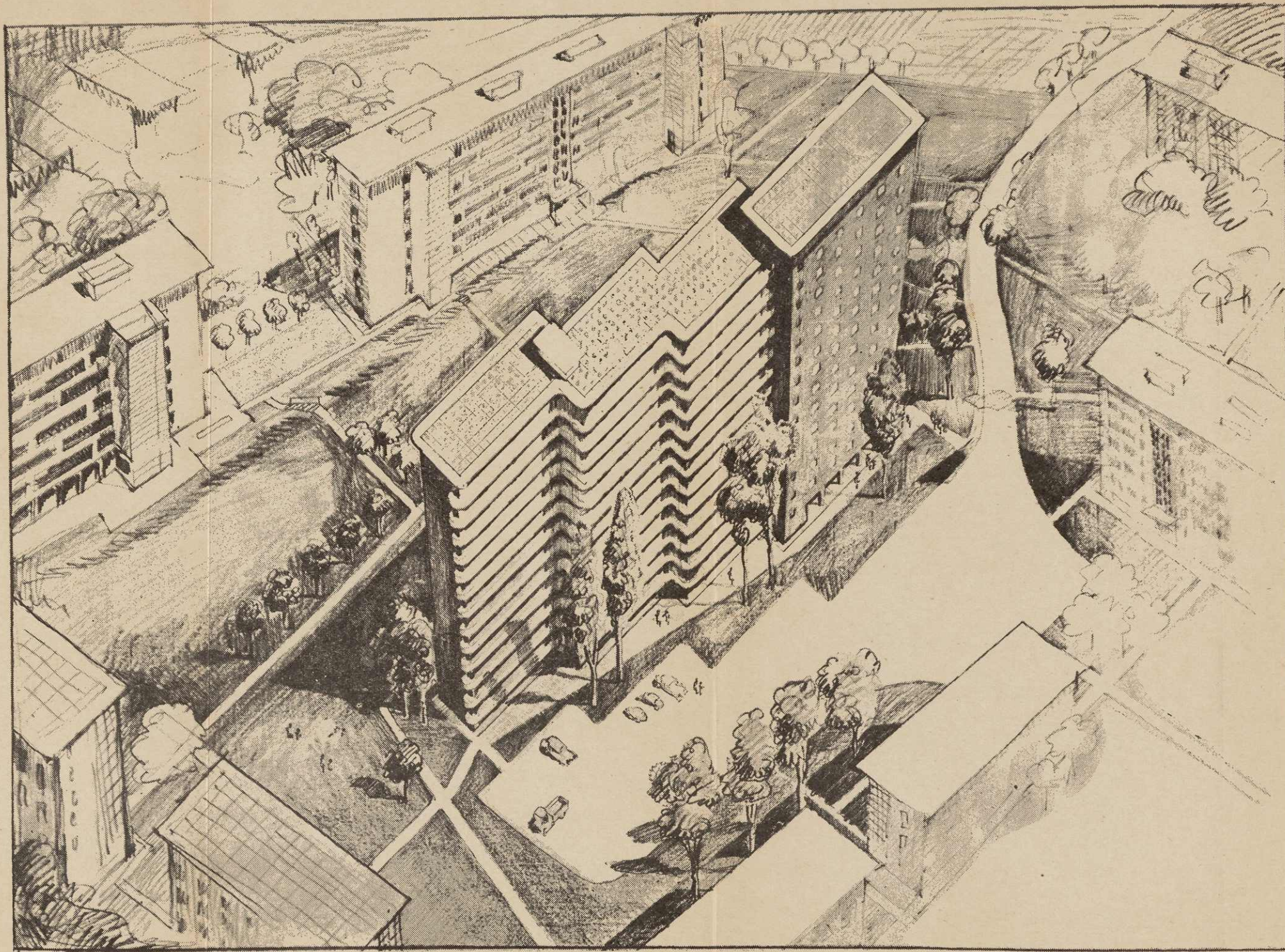
IMPROVEMENT

TRUST



T E D U E





An architect's drawing of the 14-storey block of low cost flats under construction at Queenstown

THE
WORK OF THE SINGAPORE
IMPROVEMENT TRUST 1954

THE SINGAPORE IMPROVEMENT TRUST
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IMPROVEMENT TRUST

1954

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THE
WORK OF THE SINGAPORE
IMPROVEMENT TRUST

1954

Compiled by

J. M. FRASER

C.B.E., E.D., A.R.I.B.A., M.T.P.I., A.M.I.STRUCT.E.

Manager, Singapore Improvement Trust

Published by Authority

GOVERNMENT PRINTING OFFICE, SINGAPORE

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IMPROVEMENT TRUST

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—
1955

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PREFACE

THE REPORT of the activities of the Singapore Improvement Trust during the year 1954 reveals an interesting change in emphasis and tendency.

In the post-war years, the problem was to build as many units of accommodation as possible to relieve the scarcity caused by a greatly increased population. Since 1947, the Trust has built about 10,000 units and these, together with a number of private building projects and the quarters built by Government and by the City Council have at last begun to produce an effect. Though thousands of the population remain in areas which are overcrowded and insanitary, yet the demand for housing has been reduced and 'tea-money' and exorbitant rents are no longer prevalent.

The Singapore Improvement Trust is now faced with a more difficult, if more interesting, problem. Land available for housing is scarce and usually situated at some distance from places of employment. Housing problems have to be approached constructively by a study involving a co-ordination of the peculiar features of each site with the particular needs of the future population. If people are asked to live too far from their places of employment, schools, hospitals, amusements and general amenities, serious problems of transport and of additional expense are involved. Areas suitably situated for development are covered with temporary structures housing thousands of inhabitants who often pay high rents. The problem of housing is the problem of eliminating the 'bad' areas and replacing them by economical, sanitary and functional buildings.

This problem is one which will remain for many years and upon the solution of it depends to a large degree the future progress of Singapore. It is a problem which is fully recognised and it will be the aim of the Singapore Improvement Trust to tackle it with all the forces at its command.

T. P. F. McNEICE,
Chairman,
Singapore Improvement Trust.

SINGAPORE, 20th April, 1955.

BOARD OF TRUSTEES AT 31ST DECEMBER, 1954

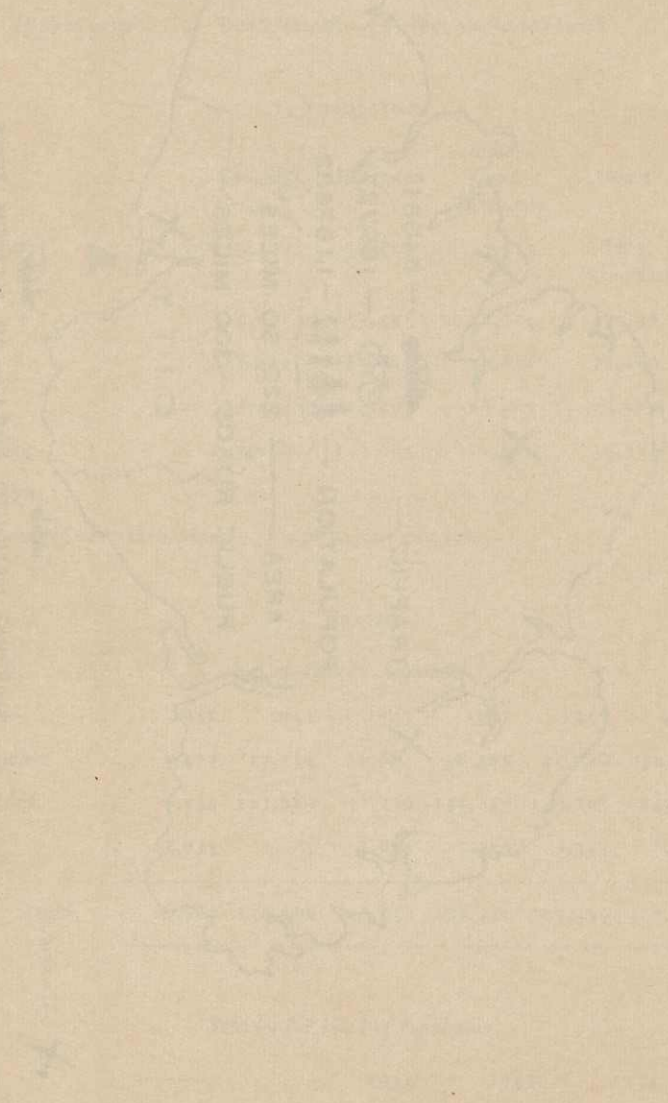
Chairman, Improvement Trust	..	T. P. F. McNeice, Esq., C.M.G., O.B.E., M.C.S., The President, City Council.
Representatives of the City Council	..	A. P. Rajah, Esq. The Honourable Mr. C. F. Smith, J.P.
Representative of the Rural Board	..	The Honourable Mr. H. J. C. Kulasingha
Appointed by H. E. the Governor	..	The Honourable Mr. Thio Chan Bee, J.P. James Miller, Esq. Dr. A. W. S. Thevathasan
The Financial Secretary	..	.. T. M. Hart, Esq., M.C.S. (Acting)
Chairman, Rural Board	..	.. S. T. Stewart, Esq. (Acting)
The Director of Public Works, Singapore		A. Wear, Esq., B.Sc., M.I.C.E.
The City Health Officer	..	.. Dr. H. R. Morrison

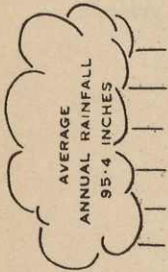
Legal Adviser The Honourable Mr. John Laycock

COMMITTEES AS AT 31ST DECEMBER, 1954

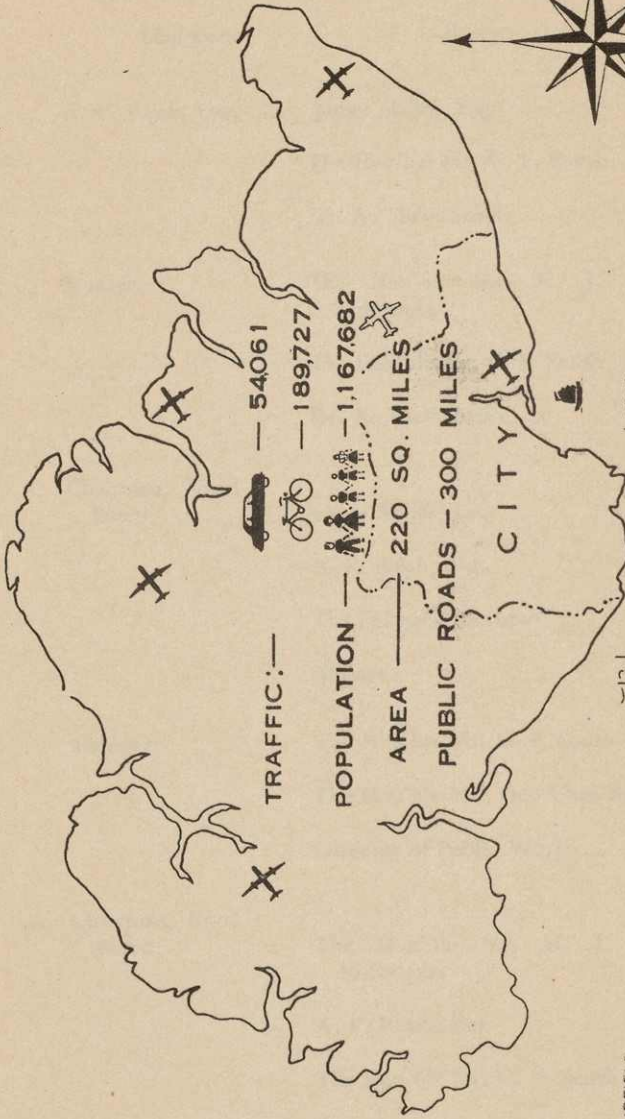
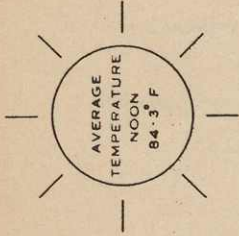
<i>Committee</i>	<i>Chairman</i>	<i>Members</i>	<i>No. of Meetings held in 1954</i>
Personnel ..	A. P. Rajah, Esq. ..	James Miller, Esq. The Hon'ble Mr. C. F. Smith Dr. A. Thevathasan	} 15
Estates ..	Manager ..	The Hon'ble Mr. H. J. C. Kulasingha The Hon'ble Mr. C. F. Smith Dr. A. Thevathasan	} 14
Finance ..	Chairman, Rural Board ..	James Miller, Esq. A. P. Rajah, Esq. The Financial Secretary Manager	} 10
Building ..	Manager ..	The Hon'ble Mr. C. F. Smith The Hon'ble Mr. Thio Chan Bee Director of Public Works	} 15
Planning ..	Chairman, Rural Board ..	The Hon'ble Mr. H. J. C. Kulasingha A. P. Rajah, Esq. The Hon'ble Mr. C. F. Smith The City Health Officer	} 23
Senior Officers Quarters ..	The Hon'ble Mr. Thio Chan Bee ..	James Miller, Esq. The Hon'ble Mr. C. F. Smith	} 7

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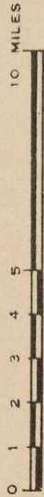




TOTAL RAINFALL 1954 — 120 INCHES



SHIPPING HANDLED 1954 — 49 MILLION TONS



EQUATOR — 85 MILES

SINGAPORE

1954

FACTS AND FIGURES ABOUT SINGAPORE

I PHYSICAL FEATURES

<i>Area</i>	.. Island + nearby islets = 224.5 square miles.
<i>Temperature</i>	.. Average max. = 87° F. Average min. = 74° F.
<i>Rainfall</i>	.. Average annual rainfall = 95 inches.
<i>Highest point</i>	.. Bukit Timah—581 feet above sea level.

2. POPULATION

<i>Year</i>	<i>Chinese</i>	<i>Malaysian</i>	<i>Indians and Pakistanis</i>	<i>Others</i>	<i>Total</i>
1911 (Census) ..	.. 219,577	41,806	27,755	Not recorded	289,138
1921 ,, ..	.. 315,151	53,595	32,314	17,298	418,358
1931 ,, ..	.. 418,640	65,014	50,811	23,280	557,745
1947 ,, ..	.. 729,473	113,803	68,967	25,901	938,144
Est. mid 1954 ..	.. 893,004	143,685	91,029	39,964	1,167,682
Est. mid 1972 ..	.. ..	..	..	..	2,000,000

Crude rate of natural increase—38.4 per 1,000 per year.

3. TRAFFIC

No. of Vehicles Registered

—	1931	1941	1947	1951	1952	1953	1954
Motor Vehicles ..	9,477	17,514	16,811	38,565	45,848	50,643	54,061
Pedal Vehicles ..	6,535	117,789	32,126	138,856	159,208	174,631	189,727
Others ..	2,675	1,085	1,615	1,789	2,343	2,344	2,206
Total ..	18,687	136,388	50,552	179,210	207,399	227,618	245,994

Vehicles Per Head of Population

—	1931	1947	1954
Motor Vehicles0169	.0179
All Vehicles0335	.0538
			.2106

STATE OF TEXAS

COMMISSIONERS OF THE LAND OFFICE

Know all men by these presents, that the undersigned, the State of Texas, do hereby certify that the following is a true and correct copy of the original as the same appears on the records of the State of Texas.

RECORDED
INDEXED

Section	Block	Tract	Acres	Original Patent	Original Patentee	Original Patent Date	Original Patent No.
1	1	1	1.00	1850	John Smith	10/10/50	1000
2	1	2	1.00	1850	John Smith	10/10/50	1000
3	1	3	1.00	1850	John Smith	10/10/50	1000
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49	1	49	1.00	1850	John Smith	10/10/50	1000
50	1	50	1.00	1850	John Smith	10/10/50	1000

Witness my hand and seal of office, this 10th day of October, 1900.

COMMISSIONER OF THE LAND OFFICE

STATE OF TEXAS

PART I

HOUSING

BUILDING PRODUCTION

HOUSING MANAGEMENT

LANDS MANAGEMENT

PART I

HOUSING

BUILDING PRODUCTION

HOUSING MANAGEMENT

LANDS MANAGEMENT

INTRODUCTION

THE SINGAPORE Improvement Trust was formed under the Singapore Improvement Ordinance in July, 1927. This Ordinance provides for a Board of Trustees, eleven in number, with the President of the City Council as Chairman. By a recent amendment to the ordinance the Chairman is now appointed by the Governor for a term of three years. The other official members are the Financial Secretary, the Chairman of the Rural Board, the Director of Public Works and the City Health Officer, with six unofficial Trustees, three of whom are nominated by the Governor, two by the City Council and one by the Rural Board.

The main duty of the Trust under the Singapore Improvement Ordinance is to prepare and maintain a General Improvement Plan to which additions and amendments approved by the Governor in Council are made from time to time. In December 1951, the Trust was given the additional duty of preparing a Diagnostic Survey and Master Plan of the Colony before the 1st of January, 1955. This work has now been completed but the Master Plan has not been submitted because Government has been unable to pass necessary protective legislation to allow this to be done. The date of submission of the Master Plan has therefore been postponed by the Governor to 30th September, 1955. The Plan must be reviewed every five years after a quinquennial survey and report.

The work of the Trust is carried out by seven departments under the general supervision of the Manager; viz:—Planning Department, Estates and Lands Department, Architects Department, Survey Department, Secretariat, Finance Department, and Master Plan Team. The Staff of the Trust was at the end of 1954: Senior Officers 34; Junior Officers 318; Open Votes Employees 422.

The Trust prepares its Budget annually which is submitted for Government approval. The main sources of revenue are rents from housing and lands, a 2 per cent Improvement Rate levied on properties in the City area and an equivalent contribution from Government.

Although the Trust acts as the Agent of Government for public housing in the Colony, it has not the statutory powers nor the duties of a Housing Authority. In the case of Improvement Schemes, alternative accommodation may be erected to rehouse persons displaced by such schemes. All public housing carried out by the Trust has been done under Section 44 (3) of the Ordinance which says: "The Board may with the approval of the Governor in Council erect such buildings as the Board may think fit". The first public housing scheme was started in 1936 when Government, recognising the shortage of housing accommodation for the lower income groups, agreed that the Trust should build a block of flats at Tiong Bahru with the idea of selling them when completed. These flats were erected on

a modified shophouse plan and advertised for sale. The sale was a failure as the upset price was not reached at the auction. Although the idea of selling houses has been suggested on many occasions since that time, no decision to sell houses was taken until the latter part of 1954, when the Trust decided to sell certain terrace houses under construction at Queenstown.

From 1936, the Trust continued to develop the Tiong Bahru area which had been laid out for sale. The development of this area has now been completed and houses a population of about 15,000. The Trust has also developed a large estate of single-storey artisan quarters in the Balestier area. Land has been acquired from time to time in various parts of the City and Island in order to effect Improvement and Slum Clearance schemes and to develop land which, owing to its varied ownership and difficulty of access could not be properly developed privately. Most of the Trust housing schemes have been built on such land, and in many cases the sites have been unattractive from a building point of view in that they have required large-scale clearance, earthworks and heavy piling.

At the outbreak of the Japanese War in December 1941, the Trust had erected 2,049 houses and 54 Shops. Of this number about 900 flats were erected at Tiong Bahru, 550 Artisan quarters at Balestier and the remainder were mainly tenement buildings in the congested areas. Pre-war rentals ranged from \$7 for artisan quarters at Balestier to \$29 for the larger flats at Tiong Bahru.

Post-war housing started in 1947. A brief survey of the situation made it clear that the post-war problems were very much greater than those of pre-war. No new housing had been erected during the Japanese Occupation. During 1947, the population was approaching the one million mark, more than double what it was twenty years before, and there was a real housing famine.

SINGAPORE HOUSING COMMITTEE, 1947

As a result of a Committee formed by Government, a report was published in 1947 which illustrated statistically and pictorially the nature and extent of the housing problem. The report illustrated clearly the housing famine and made recommendations regarding types of buildings, finance, and the preparation of a Master Plan which would provide for satellite towns, industrial estates and extensive land acquisition. It also recommended that the Singapore Improvement Trust should be the authority responsible not only for the planning of the island but the housing of the population as well. The Trust had already started its post-war programme in 1947 and in 1948 received its first housing loan from Government. From that time the Trust has acted as Government's Agent for housing in the Colony.

The 1947 Housing Report showed that many blocks in the City contain a population of well over 1,000 persons to the acre. In an area of 1,000 acres more than 300,000 people lived and worked. The squatter problem

was growing in intensity every year with a 40,000 annual increase in the population. Land was getting scarcer and more expensive as time went on. The need for a Master Plan was obvious, and for a long term programme of Housing within that Plan. In 1951, Government appointed Sir George Pepler as Planning Adviser and a Diagnostic Survey Team was recruited to operate within the Trust on the preparation of a survey and Master Plan. Meantime, the Trust got on with the task of Housing.

HOUSING PROGRESS

Up to the end of 1954, more than 10,000 houses and shops had been completed at a cost of about \$60 million. This had been made possible by Government lending the Trust annually at a favourable rate of interest, sufficient money to carry out its Housing programme. In 1954, Government approved a loan of \$33.4 million for the erection of houses. The rate of housing has increased from 212 in 1947 to over 200 houses a month at present. The total amount of Housing loans approved by Government is \$95.9 million.

In 1954, the Trust was unable to achieve its target of 2,800 units of accommodation. The total actually completed was 1,908 units and a further 604 units were completed during January 1955. The failure to reach the anticipated total was almost entirely due to an unprecedentedly wet season, during which 33 days were completely lost through rain. Progress was further impeded by serious flooding. A secondary cause was that two contractors encountered financial difficulties which slowed up the completion of these two contracts considerably. The target figure was reached in the early part of 1955, and every effort is now being made to make up the leeway. Steps are being taken to provide a staff and organisation which will be adequate to reach an ever-increasing annual target under fair and reasonable conditions.

Hitherto, the Trust has been obliged to adopt a short-term policy in housing programmes which are approved from year to year. With Government's assurance that funds will be made available, a five-year programme has now been prepared which is a realistic estimate of what can be achieved given favourable conditions, bearing in mind past experience. This programme provides for completion of 2,745 houses during 1955, rising to 5,000 houses in 1959. The eventual target is 6,000 houses per annum which can only be achieved by gradually expanding the staff and the production potential of the Architects Department, together with the department for managing the houses when they are let. For many years now the Architects Department has been working at a very high pressure with overhead costs of less than $2\frac{1}{2}$ per cent, which for the work it is doing is remarkably cheap.

In order to achieve the figures aimed at in the new Five Year Programme, additional staff will require to be recruited at once so that the detailed planning of the projects may proceed well in advance of the execution of the programme.

The Trust wishes to produce its houses at the cheapest possible cost compatible with sound construction and good architectural appearance. The resources of the Colony are not limitless and the supply of labour and materials must be carefully watched so that the most favourable prices can be obtained. If too much building is attempted in any one year as happened in the Colony in 1952, prices are bound to rise and the whole purpose of building houses that can be let at reasonable rentals will be defeated.

That our present resources are fully employed may be judged from the fact that 2,277 dwelling units were under construction at the end of 1954.

HOUSING POLICY

The policy of the Trust is to house the lower income groups. These have been divided into three categories in the Trust's Housing Register. The lowest group are those earning under \$200 a month, the middle group is for families earning between \$200-\$400 a month, the third group is for incomes up to \$600 a month. Although the third group is still open, the Trust is now concentrating on housing the two lower groups, and Government has, in approving the latest loan, ruled that no rentals are to exceed \$55 a month. The two categories now being built are permanent houses which are let at rentals of \$55 a month or less and semi-permanent houses which let at \$30 a month or less. Taking the highest figures in both cases, these rentals represent 13.75 per cent and 15 per cent respectively of family income. The International Federation of Housing and Town Planning agrees that tenants should be prepared to pay 15 per cent to 20 per cent of their income for housing accommodation so that the figures operating in Singapore are comparatively low.

The variable factor in the cost of erecting dwellings is usually the cost of site preparation, piling and services. Government has now agreed a method of assistance which will level out this variable factor to enable the Trust to let property within the figures stated above. As Government's Agent for housing in the Colony, the Trust carries out its housing programme entirely by means of Government loans which are given at favourable rates. Permanent housing is built under loans at 4 per cent interest repayable in 60 years and semi-permanent housing with loans at 3 per cent interest repayable over 40 years.

SLUM CLEARANCE

One criticism of the Trust has been that it has carried out no slum clearance since the War. This, of course, is not true. In the development of its building sites, the Trust is continually clearing slum property and rehousing the occupants. Moreover, a large area of slums in the centre of the City was cleared three years ago and the flats at Upper Pickering Street were built on the site. The whole of Kampong Silat was a slum clearance scheme. It has, however, been impossible to carry out large-scale central

area slum clearance because of the pressure on the Housing Register and the necessity to use every available unit of accommodation to afford shelter to the rapidly growing population.

Some of the worst slum property in Singapore is contained in the reverted 99-year Crown leases in some extensive areas throughout the City. During the past year, the Trust has carried out a census of these properties which is very revealing, and in the course of the year as a result of this census a programme of clearance and redevelopment was prepared. This will tie up with the Central Area Redevelopment Programme drawn up by the Diagnostic Survey Team. These Crown reverted properties must be redeveloped within the framework of the Master Plan to provide housing, shopping areas, schools and open spaces in planned precincts in the Central Area. This programme will of necessity have to start slowly. The first step in this new programme has been taken by the erection of a tenement building at Manila Street to provide for the decanting of the slum areas at Short Street and Middle Road. It is proposed to erect similar tenement buildings in the Southern area so that a determined attack may be commenced on the slums both in the Northern and Southern sections of the City.

It is now proposed to set aside a considerable part of the housing programme for the rehousing of persons displaced from clearance areas. In 1955, some 1,000 houses will be provided for this purpose. It must be clear to everyone, however, that all families now housed in the Central Areas of the City cannot be rehoused there because of the necessity to reduce densities and also to provide for schools and open spaces. More people will have to live outside the Central Areas and it must be made attractive for them to do so.

SATELLITE TOWNS

It is the policy of the Trust to develop satellite towns such as Queenstown which will provide not only excellent living accommodation but will include all the requisites of healthy living such as convenient shops and markets, schools, clinics, playgrounds and amusements. People have also to work and to pray. Industrial areas are being developed, and particularly the industrial area at Queenstown is now developing rapidly. Convenient places of work must be found for the many thousands of people who will reside in this new suburb. Sites for community and religious buildings have also been provided. When Queenstown is completed, not only will there be cinemas and community halls but churches, mosques and temples will cater for the spiritual needs of the community. The demand for such sites is now being investigated and it is essential that the sites be put to the best possible use.

THE SQUATTER PROBLEM

Approximately 400,000 people comprising one-third of the total population of the Island of Singapore come under the general classification of "squatters" or "attap dwellers", the latter name being derived from the traditional method of roofing the temporary buildings in which these people live. The term "squatter" is an appellation which has become current in Singapore and has not the same meaning as in some other parts of the world. It applies to families who live in buildings of temporary construction, mainly of timber walls and nipah palm roofs erected on land owned by some other person and with no greater security than a monthly tenancy from the owner.

There are two main types of attap dwellers—(1) the agriculturist producing vegetables and fruit or breeding pigs and chickens, situated mainly in the suburban and rural areas, and (2) the City worker and his family who occupy cubicles in multi-family dwellings erected on vacant land in the suburbs close to the City.

The expansion of the City (by permanent development) has encroached not only on the kampong dwellers but on areas occupied by agricultural attap dwellers, thus creating problems of resettlement for both these classes. The rapid increase in the population of Singapore in the last twenty-five years, coupled with the cessation of building during the war years and immediately afterwards, and the considerable influx of population from the mainland during the recent state of emergency, have resulted in a vast increase in the number of people living in attap dwellings. In the kampongs, these dwellings are capable of rapid expansion overnight to take the extra family, and the result has been large aggregations of attap property built to no layout and without sanitary facilities, creating insanitary slums which are now becoming enveloped by the permanent building taking place in the suburbs. There is now a ring of squatter development in the inner suburbs of the City, housing a population of approximately 150,000, which is known to the Planners as the "Black Belt" and constitutes the core of this squatter problem.

On every suburban Estate which the Trust has developed since the war, squatters have had to be removed and rehoused, and the problem has become progressively more acute as the Trust has expanded outwards, and more displacement has been necessary. In recent years, with the help of astute politicians, an Attap Dwellers Association has been formed and the main aim of this association is to protect the rights and interests of that section of the population which lives under attap roofs.

It has been the custom for private owners wishing to develop their land to pay compensation for the removal of attap dwellers and in very few cases have alternative sites been provided by private developers. This has

meant that the attap dweller after receiving his compensation has removed his hut to some other land and thus aggravated the situation and made it more difficult for other owners to carry out development.

The policy of the Trust has been to pay no compensation to squatters but to offer alternative accommodation in all cases. Hitherto this has met with considerable success, but the acceptance of alternative accommodation has been not more than 50 per cent due to the fact that the Trust rent for permanent houses must of necessity be much higher than the ground rent paid by an attap dweller.

During the past year, the Trust has had to face an extremely difficult situation in its development of Queenstown, a satellite suburb covering 600 acres between three and four miles from the Centre of the City. It is now proceeding with the development of the first of the five neighbourhoods of this new suburb, but in the past twelve months, development of the other four neighbourhoods has come to a standstill because of the difficulty of removing attap dwellers of both categories from the area which is technically Crown land and over which the attap dwellers have Temporary Occupation Licences. To house the City workers in the area, the Trust built an Estate of 362 low-rental dwellings close to Queenstown and these houses were offered to the urban attap dweller whose Temporary Occupation Licence had been terminated during the first half of 1954. Only six of the attap dwellers accepted this accommodation and at the time of writing although legal action has been taken for their eviction, there are still 266 families living in the area, of whom 75 are *bona fide* agriculturists. For the latter, a resettlement area has been prepared at the 11 m.s., Jurong Road, but is still unoccupied although the terms of removal offered to the agriculturists by Government are very favourable. This offer consists of a 30-year lease at a very low rental for a small holding on which has been erected a base for a hut and a prepared pig pond, plus enough money to erect a suitable dwelling on the hardstanding provided. The situation at the time of writing is that an area of approximately 400 acres on which is planned 8,000 dwellings is immobilised by the reluctance of 266 families to accept the very reasonable conditions of resettlement which are offered to them.

This is the situation which now confronts not only the Trust but private developers of land who are anxious to provide suitable dwelling accommodation for the city worker within reasonable distance of his work, and also agricultural holdings for the farmer whose produce is of vital importance in the food supply of Singapore.

The squatter problem is by far the most important one in the development of Singapore at the present time and it is a problem which must be tackled vigorously and imaginatively with the co-operation of all concerned if the physical development of Singapore is to proceed in a manner which will provide good homes, work places and adequate living conditions for the rapidly expanding population.

BUILDING

THE YEAR'S PROGRESS

CONTINUED RESEARCH has enabled the Trust's architects to design a considerable variety of types of dwelling units capable of being built to the Trust's normal low cost standards. A number of examples with floor areas and costs are shown on Appendix III. Finishes internally are of the simplest kind but all essentials are provided. Kitchens are equipped with gas and electricity for cooking, chutes for disposal of refuse, sink and draining board and built-in cupboard. Modern sanitation is provided in all units. Multi storey buildings have lifts.

Building work during the year comprised the following:—

<i>Work completed</i>	<i>Approximate Cost</i>
1,872 dwelling units	} \$12 millions (see Appendix V).
36 shops	
1 market	

<i>Under Construction at 31st December, 1954</i>	<i>Estimated Cost</i>
2,277 dwelling units	} \$10½ millions.
73 shops	
5 markets	

864 dwelling units and 20 shops expected to be completed in 1954 were delayed until early 1955 owing to extremely wet weather during the last three months of the year.

Normal "low cost" dwellings completed included 1,506 two, three and four roomed flats costing between \$4,600 and \$5,800 each.

In addition, 366 two storeyed low rental terrace houses costing approximately \$2,700 each, were completed. These low rental houses were developed from an emergency design originally used at Upper Aljunied Road to provide cheap and swift accommodation for victims of a fire at Kolam Ayer in 1953. During the year an improved design was evolved for this type, providing a pitched roof of clay or cement tiles instead of a corrugated asbestos monospan. More efficient planning and the fall in building costs made this possible without increasing the cost per unit. A total of 778 low rental houses to this improved design were under construction at the end of the year. All services are provided, including modern water-borne sanitation. The prices quoted above include everything except cost of land. This is illustrated in Appendix IV.

The "low rental" buildings are in no way temporary—they are built mainly from pre-cast concrete hollow-blocks. Their expected term of life is however shorter than the "low cost" flats built to better standards. They will also undoubtedly require more maintenance, particularly as they grow older.

BUILDING COSTS

The graph at Appendix VI shows a continuous fall in prices throughout 1954 but at a decreasing rate. Tenders received at the end of the year were at the level equal to the lowest post-war level of 1948. There have been significant increases in the prices of certain basic materials and these low tenders may not continue. There is, moreover, reason to believe that the fall in prices was to a great extent due also to the relatively small amount of building contracts being let in the Colony as a whole.

FUTURE BUILDING PROGRAMMES

It is expected that by the end of 1955 the number of dwelling units built by the Trust will have increased from just under 12,000 to well over 14,000. In addition another 4,000 units are expected to be commenced in 1955 with a possible expansion, if sufficient staff can be made available, up to a further 20,000 units in the next five years. Sites for this large programme are expected to be available by the end of 1957.

The Trust has now completed five annual building programmes approved by the Singapore Government. Programme No. 6 consists entirely of a part of the Queenstown development and actual building work has not yet commenced. The removal of squatters from the area, filling and levelling, and the provision of services are still going on.

Programme No. 7 is still in progress and consists of the following:—

*Part A ("Low Cost" Housing)**Queenstown:*

5 contracts—96 blocks 1975 units of accommodation.

Alexandra Road:

1 contract—28 blocks 450 units of accommodation.

Manila Street:

1 contract—2 blocks 138 units of accommodation.

Further contracts for the remaining flats to be built at Queenstown under this programme, together with offices and a community hall, are likely to be let during the first half of 1955.

Part B ("Low Rental" Housing)

Hock San Brickworks .. 382 units (completed).

Lorong 3, Geylang .. 198 units (almost completed).

Guillemard Road .. 580 units (well advanced).

MacPherson Road (South) .. delayed due to squatter and main drainage difficulties, will be commenced during first half 1955.

In addition to the above, three markets at Redhill, Alexandra Road and Cambridge Estates were almost completed at the end of 1954.

The Department comprises three sections, Architectural, Engineering and Maintenance. The Architectural Section is responsible for the planning of estates, design of buildings, preparation of plans and specifications, letting, supervision and running of contracts, settlement of accounts, etc.

The Engineering work has so far been confined to design and supervision of piling and reinforced concrete structures but a Civil Engineering Section will be set up in 1955 to carry out earthworks, roads, drains and minor sewers now undertaken by other departments or authorities.

The Maintenance Section takes over all buildings on completion and is responsible for the whole of the maintenance work, including redecoration. At present it deals with approximately 12,000 units.

STAFF

With the large programmes in hand the staff of the department has been stretched to its utmost. The completion of the immense schemes contemplated and mentioned elsewhere in this report will, of course, depend to a large extent on the number of staff which can be made available. During the year the Architectural Department had an average staff of thirty-nine including six Architects, one Structural Engineer with one Engineering and Design Assistant, one Technical Assistant, one Building Overseer and seventeen Draftsmen. The Maintenance Section of the department comprised one Maintenance Officer, five Inspectors and five Probationary or Assistant Inspectors. There was a clerical staff of seven plus three peons and an outside staff of fifteen Clerks of Works.

HOUSING MANAGEMENT

The Estates Department has two divisions both under the general control of the Estates and Lands Manager. One deals with housing estates, squatter resettlement estates and Crown reverted properties, the other with land management. The department now controls 12,014 tenancies. They include many different types of houses, flats, artisans quarters, "low rent" houses and tenements, as well as a large number of shops. The department is also responsible for the management of:—

- (a) a large industrial estate.
- (b) approximately 2,150 acres of land, mostly in small lots, both developed and undeveloped, belonging to the Trust.
- (c) patrol of Crown lands in order to prevent unauthorised building or other illegal use.
- (d) a new scheme for the sale of houses built by the Trust.

Tenancies are allocated under a points system operated by a separate section of the department.

DIVISION OF HOUSING MANAGEMENT

An Estates Officer is in charge of each of three geographical areas assisted by a staff of Lady Housing Visitors and Housing Assistants. Further subdivisions will doubtless be necessary as the new towns at Queenstown and Toa Payoh develop. It is likely that a departmental branch office will be situated in each. Each Lady Housing Visitor is responsible for approximately 900 lettings which she is required to visit at least once every six months. They are responsible for enforcing the Trust's regulations as regards keeping the premises clean and tidy, unauthorised occupation by persons not in the tenant's family, and generally to give help and advice on the principles of good living. It is part of the Trust's policy that an amicable relationship should develop between the Lady Housing Visitors and the tenants, and there is every reason to believe that this policy is right. Lady Housing Visitors do not as a rule work for more than one year in the same area.

The Housing Assistants control the labour force, site works, refuse collection and conservancy work. A high standard of cleanliness is maintained and the untidiness caused by the indiscriminate throwing of paper and rubbish from windows, unnecessary stoppage of drains, etc., is showing a marked decrease. Tenants of new blocks are now expected to carry out themselves the work of cleaning common staircases and balconies previously done by Trust labourers. This has resulted in considerable saving of expense.

An experiment was made at Tiong Bahru in the carrying out of refuse collection and certain conservancy work by contract instead of direct labour. This system proved unsatisfactory both in the quality of the work and financially, and was abandoned. Further economies have been made by continued mechanisation, particularly for grass cutting, with a consequent reduction in the labour force.

AMENITIES

Nine Badminton courts and a number of children's playgrounds equipped with slides, swings, etc. have been provided. Similar provision will be made in all future estates. Those existing estates which lack these amenities will receive them under a five year programme already approved. Where it is convenient the amenities are placed under the control of the Estate Community Centre. These Centres are referred to later in this report.

The department now has its own nursery for the growing of trees and plants for estate decoration. Sufficient trees are now available for all new estates as they are completed. This venture has provided a substantial saving in the cost of tree planting.

TERMINATION OF TENANCIES

During the year thirty-three cases for recovery of possession were taken to court. Twenty were still outstanding at the end of the year, an

order for possession being made in the other thirteen cases. The Control of Rent Ordinance, 1953, now applies equally to the Trust as to any other landlord in the Colony, restricting rigidly the rent as well as the circumstances in which possession can be recovered. There is no doubt that the tenant of a pre-war property is in a much more fortunate position than his post-war counterpart. There are no legal restrictions as to rent or recovery of possession of properties built after 1947.

MANAGEMENT OF CROWN REVERTED PROPERTIES

In 1953 Government asked the Trust to assume responsibility for over 1,500 properties, mainly shophouses, subject to temporary occupation licences following the expiry of the original 99 year leases. The properties are mostly more than 100 years old and are occupied by families who live in overcrowded and unhealthy conditions. The purpose of Government's request was that adequate management and control should be exercised until the properties could be cleared and demolished.

No adequate records of the properties or their occupants existed. A census was, therefore, taken, being completed in December 1954. The census showed that many properties had changed hands, had been subdivided into cubicles, altered structurally, and in some cases sublet for business purposes at high rentals. The landlord was seldom if ever consulted about these transactions. The census will be used as a basis for rehousing the occupiers of properties as they are demolished.

A liaison was established with the Public Works Department whereby properties declared dangerous were demolished and the occupants rehoused. Experience has shown that once the occupiers are moved out nothing short of complete demolition will prevent other persons from moving in. Similarly, arrangements were made for the Public Works Department to seal or demolish individual cubicles immediately they were vacated.

Late in the year it was decided that management should be returned to the Land Office, and that the Trust should be responsible only for management and rehousing within certain areas to be designated for early redevelopment. It was agreed that in 1955 up to 2,000 families should be rehoused by the Trust from these reverted properties, the houses being taken over by the Trust for clearance and demolition. In subsequent years further areas will be taken over, families rehoused and the houses demolished by the Trust. In this way it is hoped that a substantial number of sites will become available for redevelopment in central areas.

HOUSING REGISTER

Any person may submit an application for accommodation. He must, however, fulfil certain basic qualifications, i.e.,—

- He should (1) be over 21 years of age;
(2) have resided in Singapore for at least five years if a British subject, or for ten years if an alien.

- (3) the family must consist of five or more persons.
- (4) the total income of any one member of the family not to exceed \$600 per month.

Specially recruited investigation officers check the applications and award points which determine the applicants' priority. The Board has recently widened its definition of "family unit" to include more blood relatives. With this modification many blood relatives previously living in Trust accommodation without permission became "authorised occupiers" and the work of dealing with the more serious cases of unauthorised occupation, e.g. paying guests, subtenants, etc. could proceed more effectively. A careful check of all occupiers is made at least twice a year by the Lady Housing Visitors.

The policy of housing only those who are in the greatest need creates its own difficulties in often giving the greatest priority to those least able to pay the rent, however small. There is, moreover, an indication that the potential tenant who is able to pay the rent is less willing than was the case a few years ago to accept a tenancy which does not completely fall in with his wishes. With the large number of properties now becoming available in the new estates on the outskirts of the City in advance of other amenities, such as schools, recreation centres, transport, etc. allocation has become increasingly difficult. The department has thus to try to steer a middle course between allocating only to the most needy or the unwilling applicant on the one hand and satisfying public criticism on the other should accommodation remain empty for a short time after completion.

Following a recent review by the Trust's Organisation and Methods Adviser it is hoped to reduce the high cost of operating the applications system. The existing register will also be reviewed completely in the near future and persons no longer eligible or desirous of obtaining Trust accommodation removed from it.

SPECIAL ALLOCATIONS OUTSIDE THE POINTS SYSTEM

Persons evicted from areas scheduled for development, squatters on Crown land and Trust land, occupiers of dangerous Crown reverted properties and special cases referred by the Government Social Welfare Department are dealt with outside the points system. It was necessary to rehouse in this way a very large number of squatters from the Queenstown area before work could commence on this major undertaking. The Trust also provides from its normal housing programme quarters for junior officers, subject to staff housing rules, and for estate and survey labourers. Under a special scheme the Trust also allocates one tenancy in each hundred to police personnel.

SHOPS

The year 1954 saw a reduction in the spending power of the population with a consequent difficulty in letting new shops, or re-letting old shops at the rentals which they formerly commanded. So far as is possible only one

shop for each trade is permitted in each estate, but it was found necessary to relax this rule during the year and to permit two or more shops in the more popular trades, e.g. sundries shops, coffee shops, etc. Shops are let by tender to the highest bidder who can satisfy the department as to his ability to operate the business, and in an effort to reduce the period during which a shop is empty after a tenant leaves a register of applicants for shops has now been opened.

In certain estates, mainly in larger shopping areas, a system of 7-year leasehold lettings has been introduced. Applicants are required to bid a premium and thereafter to pay a standard yearly rent fixed by the Trust. This system has not been completely successful and at 31st December, 1954, only two such lettings had been made. During the year, thirty shop tenants either abandoned their premises, or terminated their tenancies voluntarily owing to reduced business, and there was at the same time a marked tendency to extend businesses to cover trades other than those for which the letting was made. The staff are continually on the alert to prevent abuses in this respect.

COMMUNITY CENTRES

The Board encourages the tenants in all estates to form a community centre. Accommodation, usually in shop premises, is provided at a nominal rent after a centre has been established and its constitution approved by the Board. The Government Social Welfare Department, which now has a section dealing with community centre activities throughout the Colony, has rendered assistance in establishing these centres on Trust estates. One community centre was opened during the year, and at the year end the following centres were in existence:—

<i>Estate</i>	<i>Year of Opening</i>
Tiong Bahru	1948
Henderson Road	1950
Balestier and Whampoa	1951
Kampong Silat	1952
Princess Elizabeth, Bukit Timah	1952
Delta	1952
Alexandra Road (North)	1953
Jalan Besar	1953
Pek Kio (Owen Estates)	1953
Bukit Merah	1954

There has been a tendency for individuals holding office in certain community centres to use the centres as tenants' associations and to depart from their real objects. The Trust always declines to accept any representations regarding tenancies or complaints made in this way. It is the Trust's policy to encourage community centres to educate the tenants in the principles of good living and to assist them in tangible form by providing amenities, open spaces, games facilities and so on, which are placed under the control of the community centres. In this sphere there is still scope for much improvement.

STAFF

During the year the staff position was less difficult than in previous years and the department remained at nearly full establishment.

Mr. Clarry, Deputy Lands Manager resigned and his post was filled by the transfer of Mr. J. M. Carter, an Estates Officer. The vacancy of Estates Officer was filled by Mr. J. P. J. Browne who arrived from the United Kingdom on the 6th March. An additional post of Lands Officer was created during the year and Mr. J. W. Hill appointed to it. There were no other changes at senior officer level. The establishment of Lady Housing Visitors was increased to fifteen and the policy of recruiting and paying appropriate salaries to attract applicants with the right background and personality for carrying out this work, is now showing by results that it was a correct one. It is hoped that some at least of the Lady Housing Visitors will eventually qualify professionally in estate management.

It is also hoped gradually to train the Housing Assistants to become junior Estates Officers. Many housing assistants are already taking a keen interest in estate management as a profession and twelve members of the staff are studying for the intermediate examination. As this nucleus grows it is hoped that each senior officer will have a probationary estates officer to assist him. There are at present two Probationary Estates Officers on the establishment.

The Estates Manager holds periodic meetings with all senior officers and junior external management staff, so that joint problems and suggestions can be discussed.

LANDS MANAGEMENT

A Deputy Lands Manager controls the Lands Division with a staff of thirty-six including clerks, inspectors, thirteen labourers and four watchmen. The division carries out the normal duties of land agent in the acquisition, sale, leasing, letting, management and clearance of all Trust lands. By arrangement with Government Crown lands are also patrolled to prevent unauthorised building. The following represents some of the division's major undertakings during the year.

CLEARANCE OF SQUATTERS

Action has been taken to remove over 1,000 families from land required for Trust housing development at Queenstown and Kampong Henderson and from sites to be used for a city abattoir and incinerator and for a Government cattle and sheep quarantine station. Squatters were also moved to make way for four road improvement schemes and many other projects. Low-rent houses were specially constructed on the adjacent Brickworks Estate to accommodate many of the families removed from Queenstown. Others have removed privately and the remainder now await land resettlement.

ALEXANDRA INDUSTRIAL ESTATE

This estate is on the border of the Queenstown area and will provide employment for a large number of people living there. Eight large factory sites are now developed and the factories are in production. Building work is in hand on another five and during 1955 it is expected that further building will be commenced on another fifteen sites. In order to cater for the smaller business which is a predominant feature of local industry, larger sites were subdivided into fourteen small sites for the erection of small factories. This scheme is proving very popular and an extension scheme is contemplated. Industries working in this area now include the manufacture of hats, shoes, pencils, air-conditioning plant and ice, as well as aluminium processing, vehicle assembly, confectionery, a printing press and a wine manufactory.

SALES OF LAND

The Trust has many small parcels of land surplus to its own requirements. Where these are capable of independent development they are, with few exceptions, disposed of on 99-year lease subject to development within two years for a specified purpose, e.g. dwelling-house, garage, etc. Land incapable of independent development is disposed of to adjoining owners.

LAND ACQUISITION

The division has on hand several major schemes for the acquisition of land mainly for housing, some details of which will be found under "Statistics". Owing to the limited powers held by the Trust under the Singapore Improvement Ordinance it is becoming increasingly necessary to request the Governor in Council to acquire on a compulsory basis on behalf of the Trust under the Land Acquisition Ordinance.

LAND TENANCIES

Many monthly tenants and ground lessees have been found to be somewhat irresponsible in the matter of payment of rent and the division works closely with the Finance Department in attempting to keep payments up to date and to recover arrears.

LAND PATROLS

Continuous vigilance is exercised over Trust and Crown land likely to be needed for development in the near future, to prevent further unauthorised occupation by squatters. The division now undertakes its own legal actions direct in the City Police Court.

MANAGEMENT OF CROWN LANDS

The division is taking over from the Crown management of all lands where the Crown holds the title in trust for the Singapore Improvement Trust. The changeover has been completed in respect of 200 tenancies in the Kallang Basin area and is now proceeding in the Kampong Alexandra area.

LAND ASSETS

A record is being compiled of all the Trust's assets in land—a difficult task owing to the many sources from which information has to be collated. When the work is eventually completed an invaluable record will have been created.

STATISTICS

The following figures will indicate the nature and extent of work handled during 1954:—

Tenancies on Trust land	399
(143 Queenstown land tenancies were determined during the year)	
Number of leasehold sites developed or under development:	
(a) Residential or Commercial	92
(b) Industrial	16
Number of individual areas under negotiations for sale or lease	68
Number of acquisitions in hand	33
Number of families listed for rehousing or resettlement	1,050
Number of unauthorised buildings or other erections demolished:—	
(a) Trust lands	58
(b) Crown lands	181
Number of wayang licences issued	7
Number of legal cases for recovery of possession of land	3
Number of Crown lands legal actions	45

Major acquisitions in hand during the year:—

- (i) Bukit Timah By-pass
- (ii) Outer Ring Road between Alexandra Road and Holland Road.
- (iii) Dunearn Road extension.
- (iv) Paya Lebar Road widening.
- (v) Pasir Panjang—Buona Vista Road roundabout.

HOUSING ESTATES

Estate	Year	LETTINGS					SHOPS		Total	Estate Total
		NO. OF ROOMS					ROOMS			
		1	2	3	4	5	With	With-out		
Tiong Bahru Estate ..	1936	54	14	..	21	..	10	4	103	..
	1937	..	6	68	107	..	12	6	199	..
	1938	..	8	90	109	..	..	4	211	..
	1939	..	11	32	53	2	..	2	100	..
	1940	..	34	68	146	..	7	3	258	..
	1948	..	32	32	..	..	..	..	64	..
	1949	..	..	264	..	..	..	..	264	..
	1950	..	..	339	55	..	..	66	460	..
	1952	..	..	60	60	..	..	..	120	..
	1953	..	..	136	136	..	..	..	272	..
1954	..	24	96	24	..	..	..	144	2,195	
Balestier Estate ..	1931	..	76	..	..	..	..	..	76	..
	1932	..	148	..	..	..	..	..	148	..
	1937	..	232	..	..	..	..	..	232	..
	1939	..	78	..	..	..	..	..	78	..
	1947	..	364	20	..	..	..	12	396	..
	1948	..	384	..	..	..	43	8	435	..
	1949	..	20	..	..	..	..	..	20	..
	1950	..	42	..	..	..	..	..	42	..
	1951	..	..	9	15	..	..	13	37	1,464
✓ Temple Estate ..	1954	..	54	360	54	..	13	3	484	484
Lavender St. Estate	1928	..	26	92	..	..	..	..	118	..
	1951	..	..	..	18	18	..	..	36	..
	1952	..	..	..	36	24	..	..	60	214
Farrer Park Estate ..	1941	..	..	17	..	..	..	..	17	..
	1947	..	..	11	1	..	..	12	24	..
	1948	..	..	64	..	..	..	..	64	..
	1950	..	216	129	47	..	..	..	392	497
Henderson Estate ..	1928	..	110	..	..	..	..	..	110	..
	1948	..	44	..	..	..	..	..	44	..
	1949	..	52	48	..	..	10	2	112	266
Alexandra (South) ..	1951	..	142	..	..	..	30	2	174	..
	1952	..	..	64	..	..	..	..	64	238
Kampong Silat Estate	1948	..	..	..	..	..	18	3	21	..
	1949	..	64	..	..	..	..	..	64	..
	1950	..	..	190	8	..	..	..	198	..
	1952	..	..	104	80	..	..	..	184	467
Madras Street Estate	1940	..	3	6	..	..	..	..	9	9
New Bridge Road Estate ..	1930	141	..	..	..	..	..	1	142	..
	1931	62	..	..	..	..	..	2	64	..
	1938	152	..	..	..	..	5	5	162	..
	1940	42	..	..	..	..	1	3	46	..
	1948	21	81	..	..	..	2	31	135	549
Carried forward ..		472	2,265	2,299	970	44	151	182	6,383	6,383

HOUSING ESTATES—continued

Estate	Year	LETTINGS					SHOPS		Total	Estate Total
		NO. OF ROOMS					ROOMS			
		1	2	3	4	5	With	With-out		
<i>Brought forward</i> ..		472	2,265	2,299	970	44	151	182	6,383	6,383
Albert Street ..	1932	26	..	..	..	..	..	4	30	..
	1949	27	3	..	..	..	..	5	35	65
Cheng Yan Place ..	1949	12	18	..	..	..	..	5	35	35
Delta Estate ..	1950	..	68	160	80	..	19	2	329	..
	1952	..	..	56	56	..	..	..	112	..
	1953	..	..	96	48	..	..	..	144	585
Princess Elizabeth Estate ..	1951	..	84	..	..	..	14	4	102	..
	1952	..	..	60	24	..	..	..	84	..
	1953	..	..	84	..	..	..	..	84	270
Alexandra (North) ..	1952	..	..	63	63	..	10	2	138	..
	1953	..	..	189	189	..	14	2	394	..
	1954	..	..	..	252	..	..	..	252	784
Prinsep Street ..	1952	..	..	112	..	..	..	..	112	112
Jalan Besar ..	1952	..	..	176	..	..	..	..	176	..
	1954	..	20	64	12	..	..	..	96	272
Bukit Merah Estate	1952	..	40	132	..	..	..	..	172	..
	1953	..	156	60	..	..	17	1	234	..
	1954	..	..	672	..	..	..	..	672	1,078
Pickering St. Estate	1952	..	..	70	..	..	..	15	85	..
							Office	10	10	..
							Sub. St.	1	1	96
Princess Estate ..	1953	..	..	222	..	..	..	..	222	222
Kampung Java Estate	1952	..	..	406	126	..	12	12	556	..
	1953	..	102	372	102	..	..	..	576	..
	1954	..	..	2	..	..	..	..	2	1,134
Upper Aljunied Road	1953	..	191	..	..	..	4	1	196	196
Kolam Ayer Estate ..	1953	..	..	138	..	..	5	1	144	..
	1954	..	..	2	..	..	..	..	2	146
Outram Hill ..	1953	..	..	126	..	..	..	..	126	126
Brickworks Estate ..	1954	..	..	362	..	..	20	..	382	382
Houses Pending Demolition ..	..	..	..	..	..	..	..	..	80	80
Garages ..	..	..	..	..	..	..	..	..	48	48
		537	2,947	5,923	1,922	44	266	247	12,014	12,014

		DWELLINGS							
		FLATS		HOUSES		ARTISAN QUARTERS		TENEMENTS	
		NO. OF ROOMS		Rentals	Total	Rentals	Total	Rentals	Total
				\$		\$		\$	
Pre-war	1							10.70 to 29.55	477
	2	22.50 to 35.15	76	28.10	26	7.00 to 11.25	644		
	3	30.95 to 37.95	264	35.15 to 49.25	109				
	4	30.95 to 42.20	436						
	5	45.00	2						
	Total		778		135		644		477
Post-war	1							16.00 to 19.00	60
	2	19.80 to 44.00	448	22.00	191	13.75 to 38.50	1,460	21.00 to 35.00	102
	3	37.40 to 89.10	4,790	23.80 to 27.00	504	33.00 to 46.20	256		
	4	63.00 to 99.00	1,486						
	5	99.00	42						
	Total		6,766		695		1,716		162
Total Pre and Post-war		7,544		830		2,360		639	

SCHEDULE

BUSINESS PREMISES

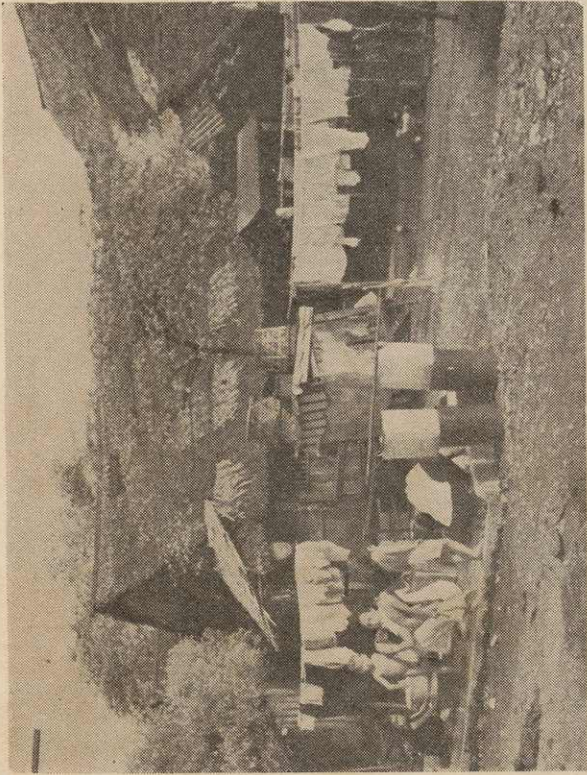
ACQUIRED PROPERTIES HELD PENDING DEMOLITION		SHOPS WITH LIVING ACCOMMODATION		SHOPS WITHOUT LIVING ACCOMMODATION		OFFICES		GARAGES		TOTAL PROPERTIES
Rentals	Total	Rentals	Total	Rentals	Total	Rentals	Total	Rentals	Total	
\$		\$		\$		\$		\$		
14.70 to 106.25	80	41.85 to 167.50	30	41.85 to 335.00	39	..	..	10.00 to 30.00	48	
	80		30		39		..		48	2,231
..	..	50.00 to 375.00	236	70.00 to 550.00	198	250.00 to 350.00	10	..	..
..	..		236		198		10		..	9,783
80			266		237		10		48	12,014

SINGAPORE IMPROVEMENT TRUST

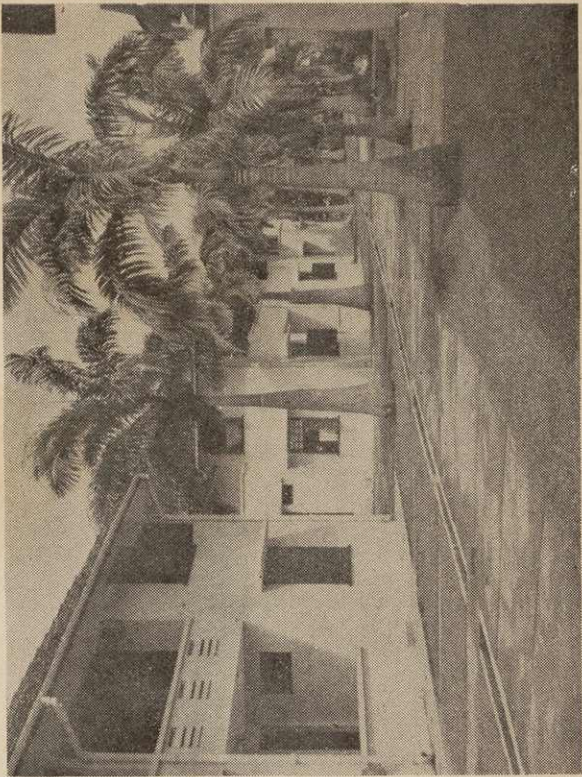
SUMMARY OF LETTINGS BY RENTAL GROUPS AS AT
31ST DECEMBER, 1954

<i>Rental Group</i>	<i>Total No. of Properties</i>
\$ 7.00 to \$20.00	1,248
\$21.00 to \$40.00	3,488
\$41.00 to \$60.00	3,168
\$61.00 to \$99.00	3,469
Houses pending demolition: \$14.70 to \$106.25	80
Total Dwellings ..	11,453
Shops and Offices: \$41.85 to \$555.00 ..	513
Garages .. \$10.00 to \$30.00 ..	48
Total Properties ..	12,014

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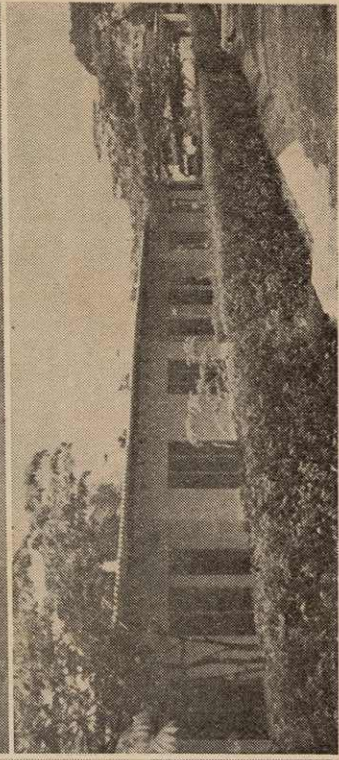
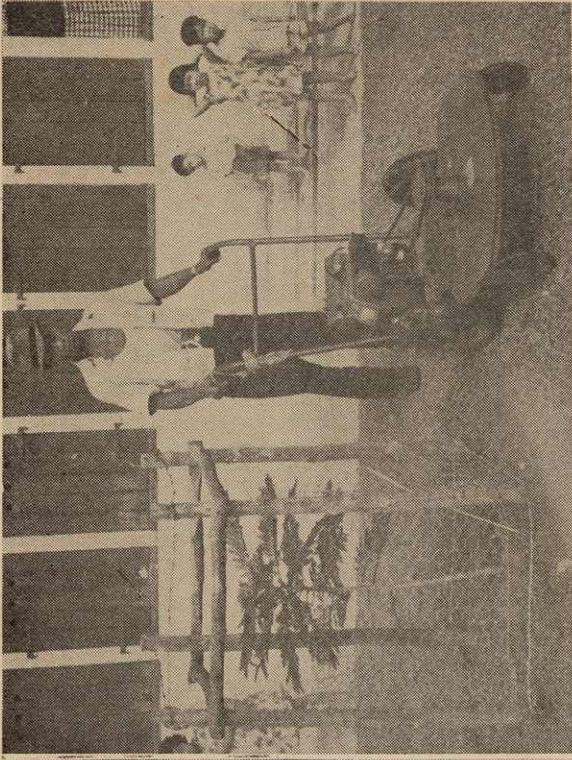
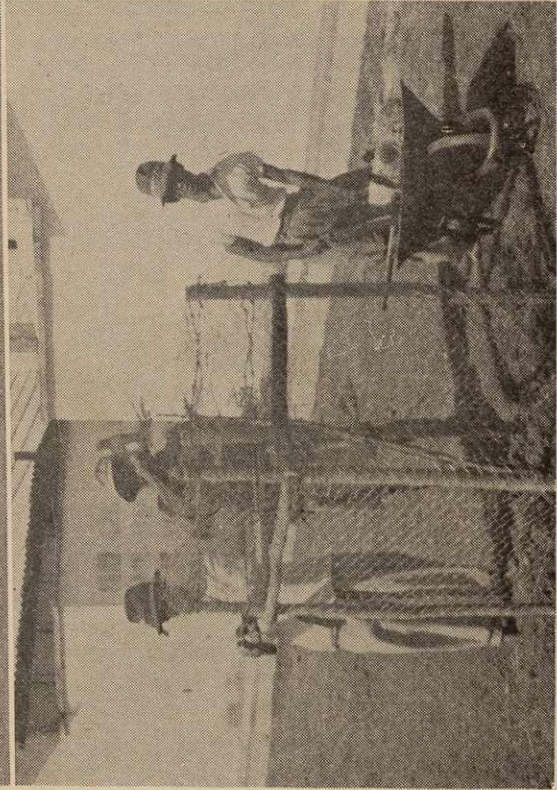
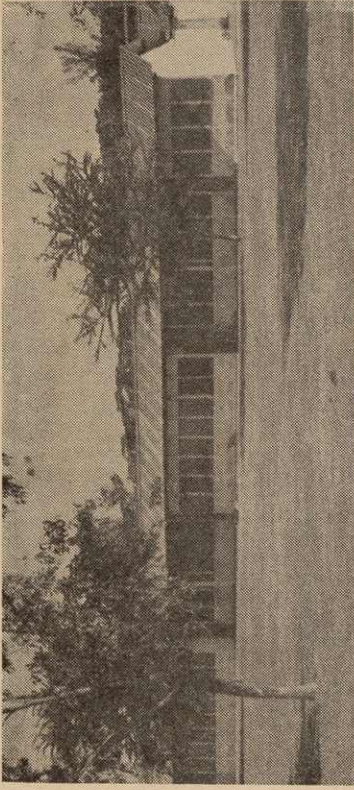
Slum attap dwelling awaiting clearance



A tree-lined avenue of houses on an S.I.T. Estate

Before
and
After

✓



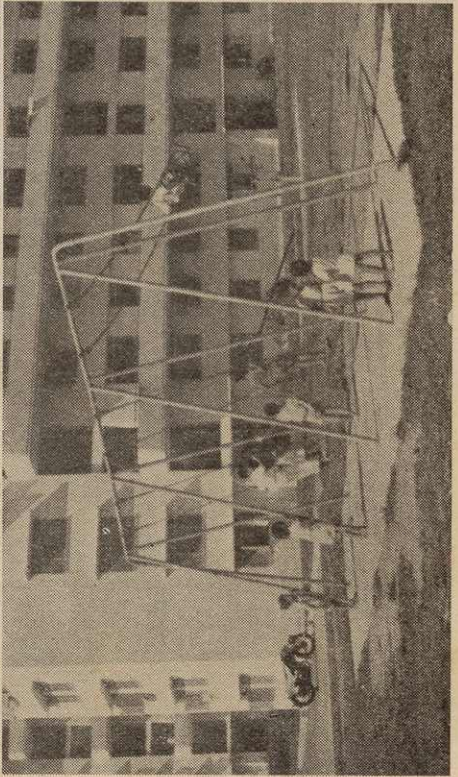
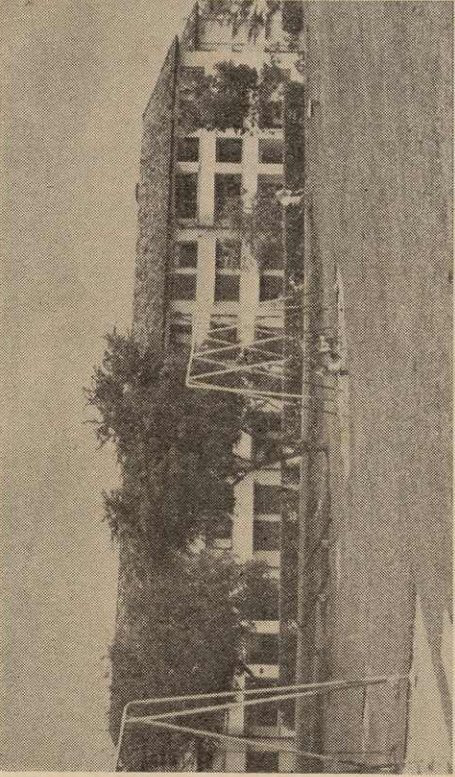
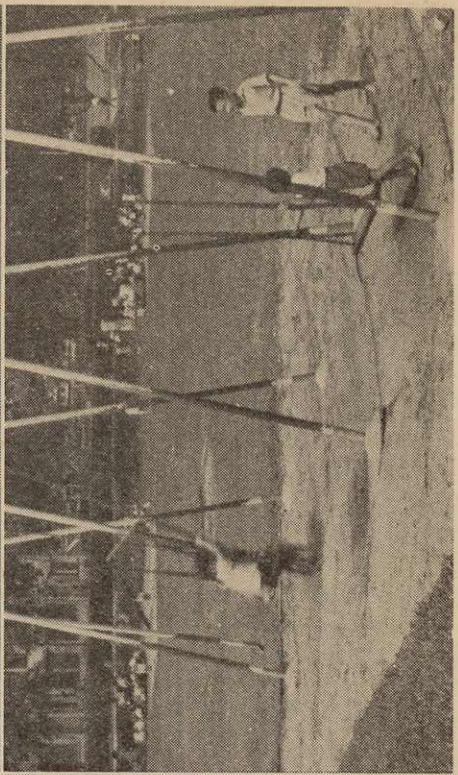
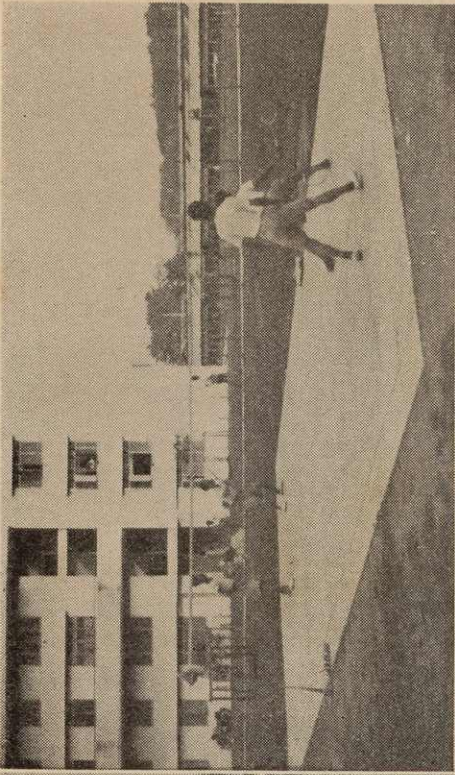
All S.I.T. estates are planted with trees and turf, and regularly maintained to a high standard

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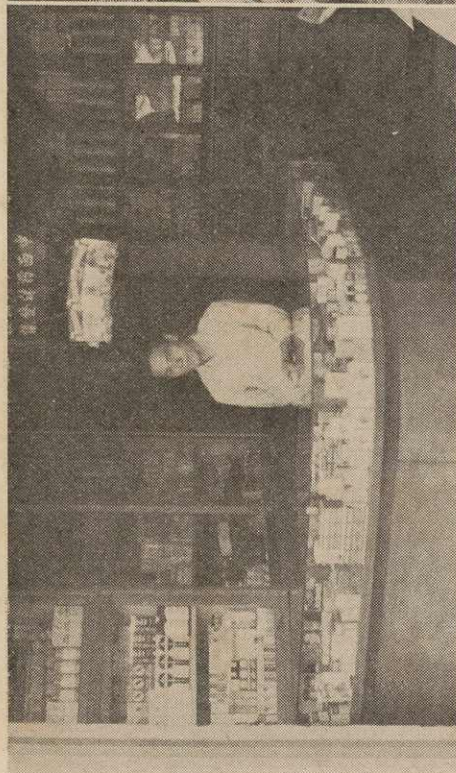
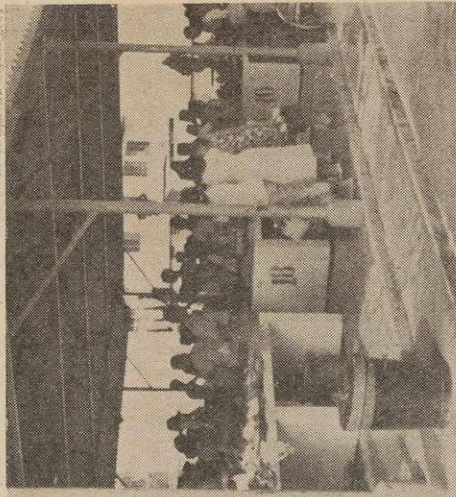
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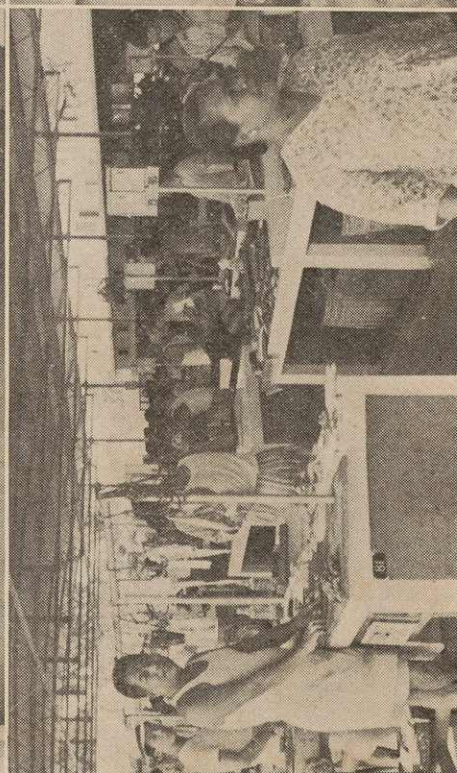
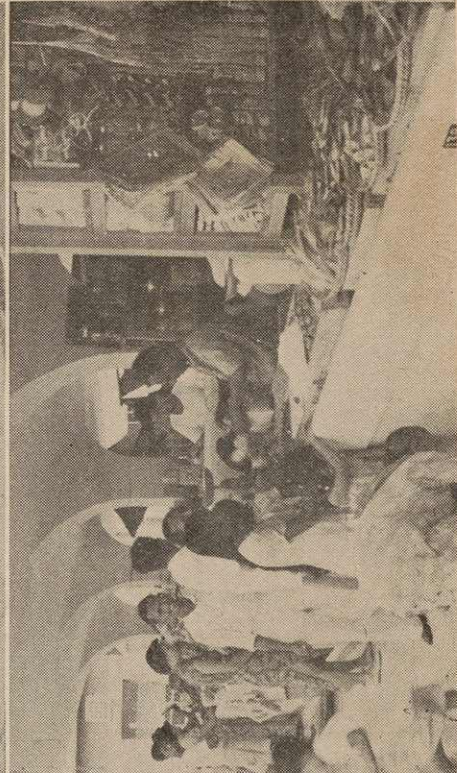


Playtime on S.I.T. housing estates

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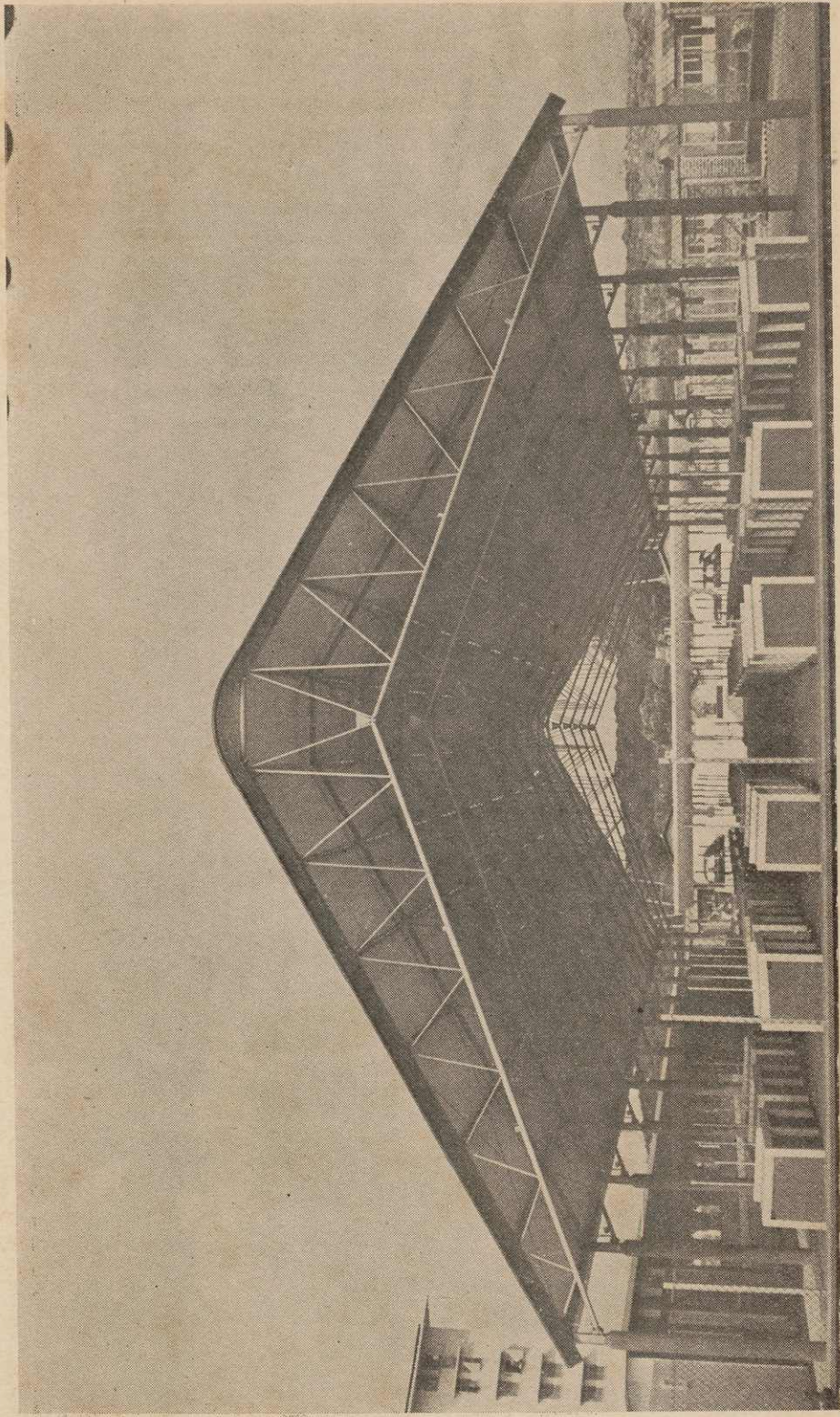


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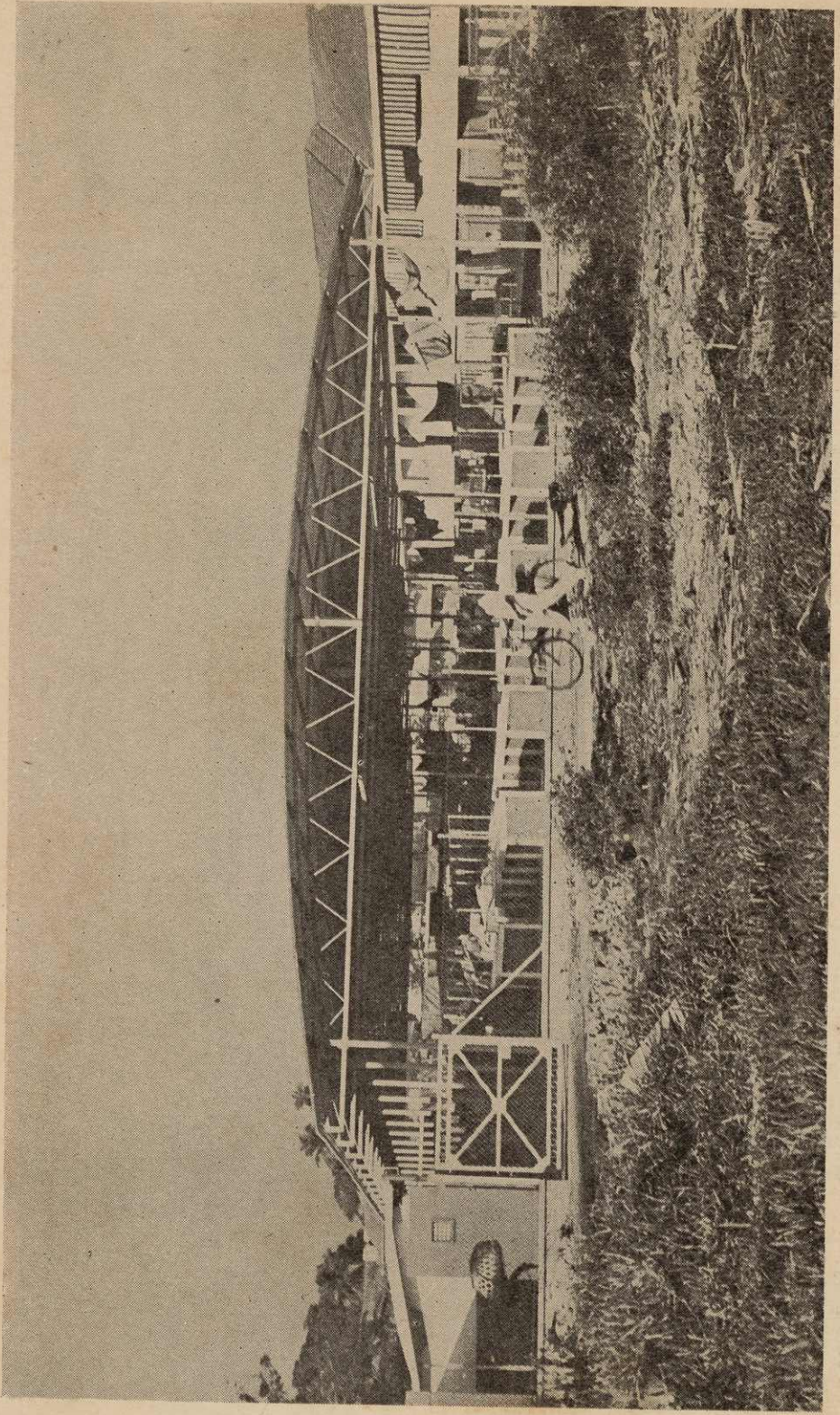
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Shops and markets built to serve S.I.T. tenants



New market built by the Singapore Improvement Trust at Redhill Estate, and handed over to the Singapore City Council for management

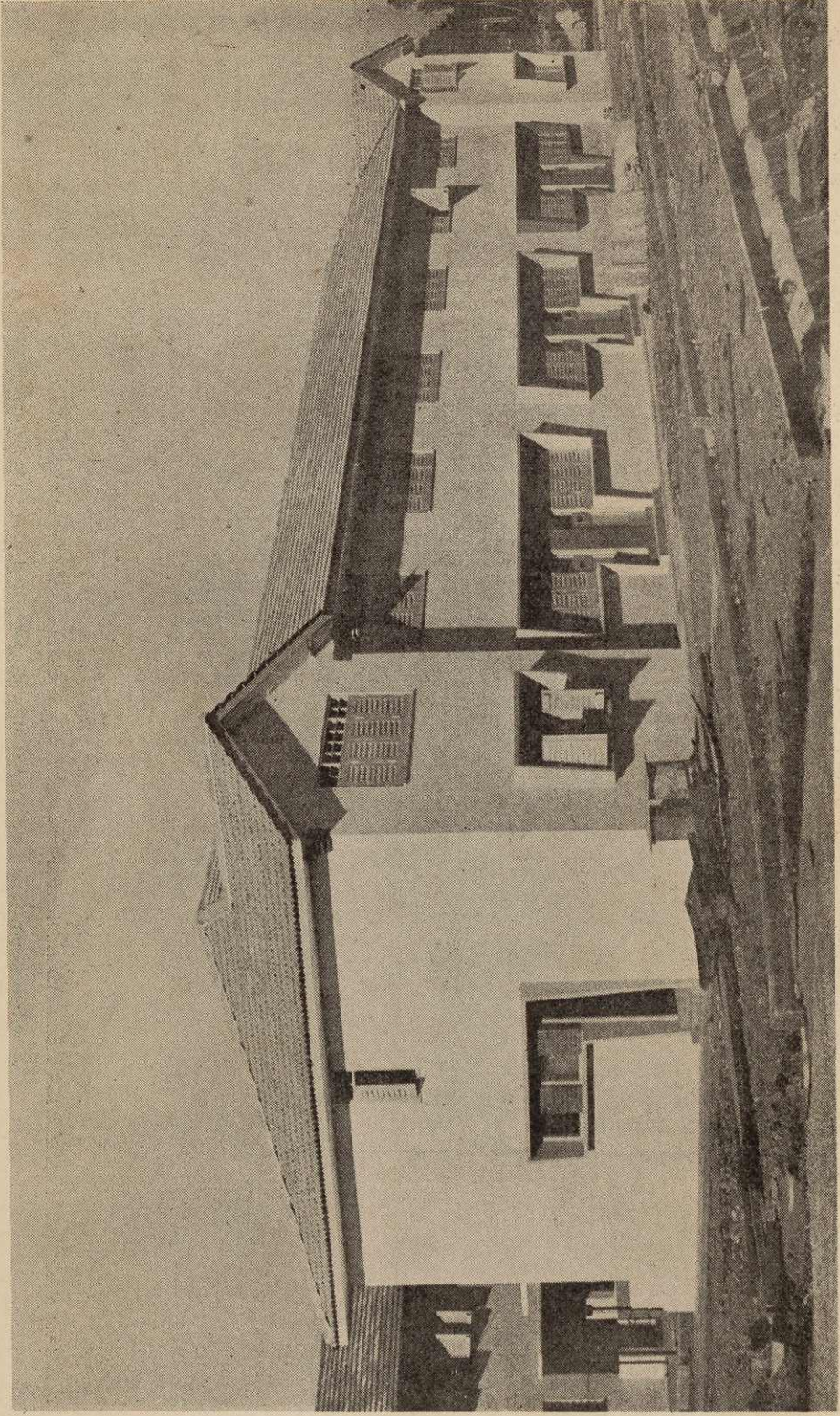
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New market at Cambridge Road, built from welded steel and curved asbestos, manufactured locally

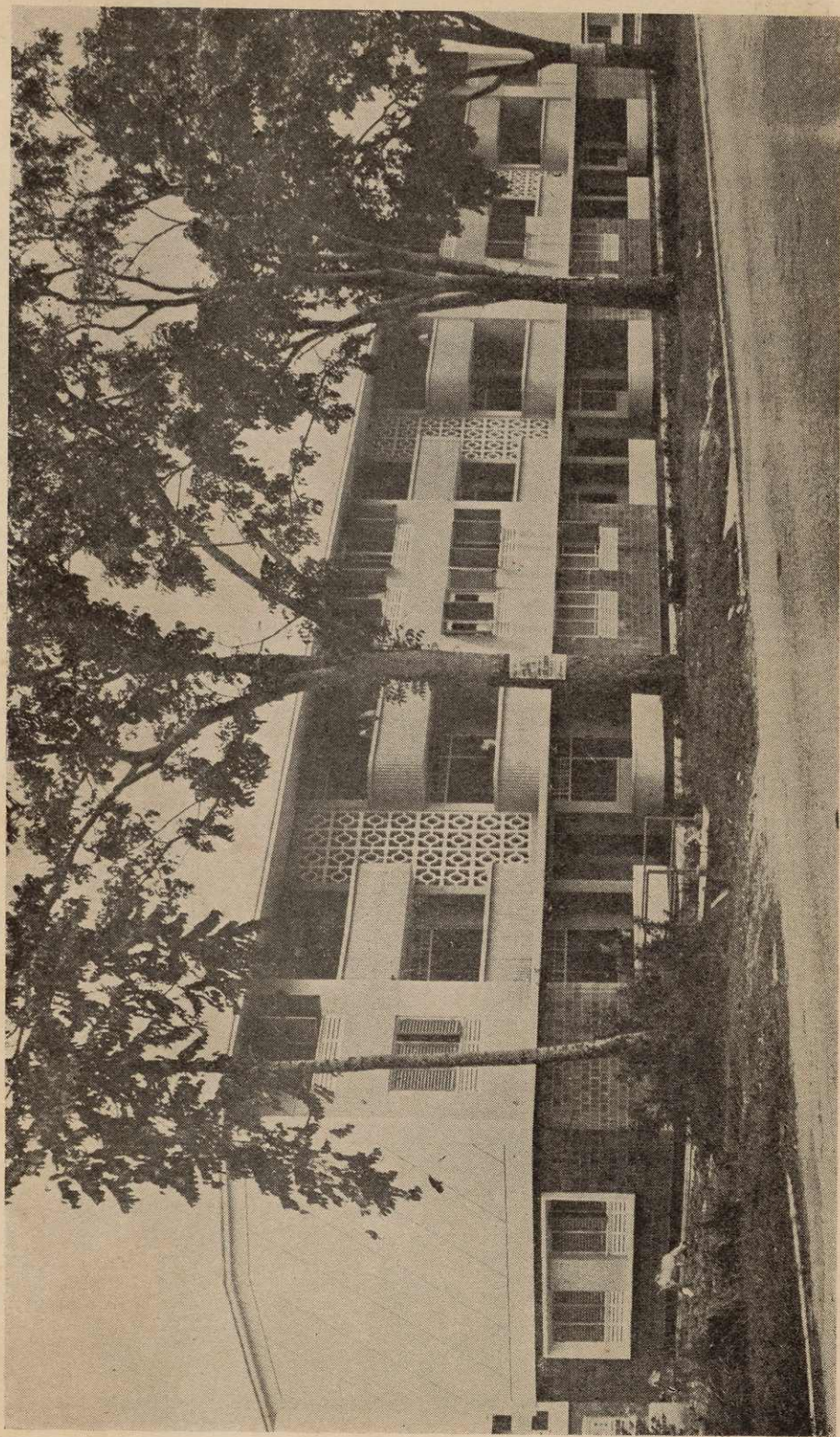


New two-storey "low-rent" houses at Guillemard Road — Rents \$30 per month



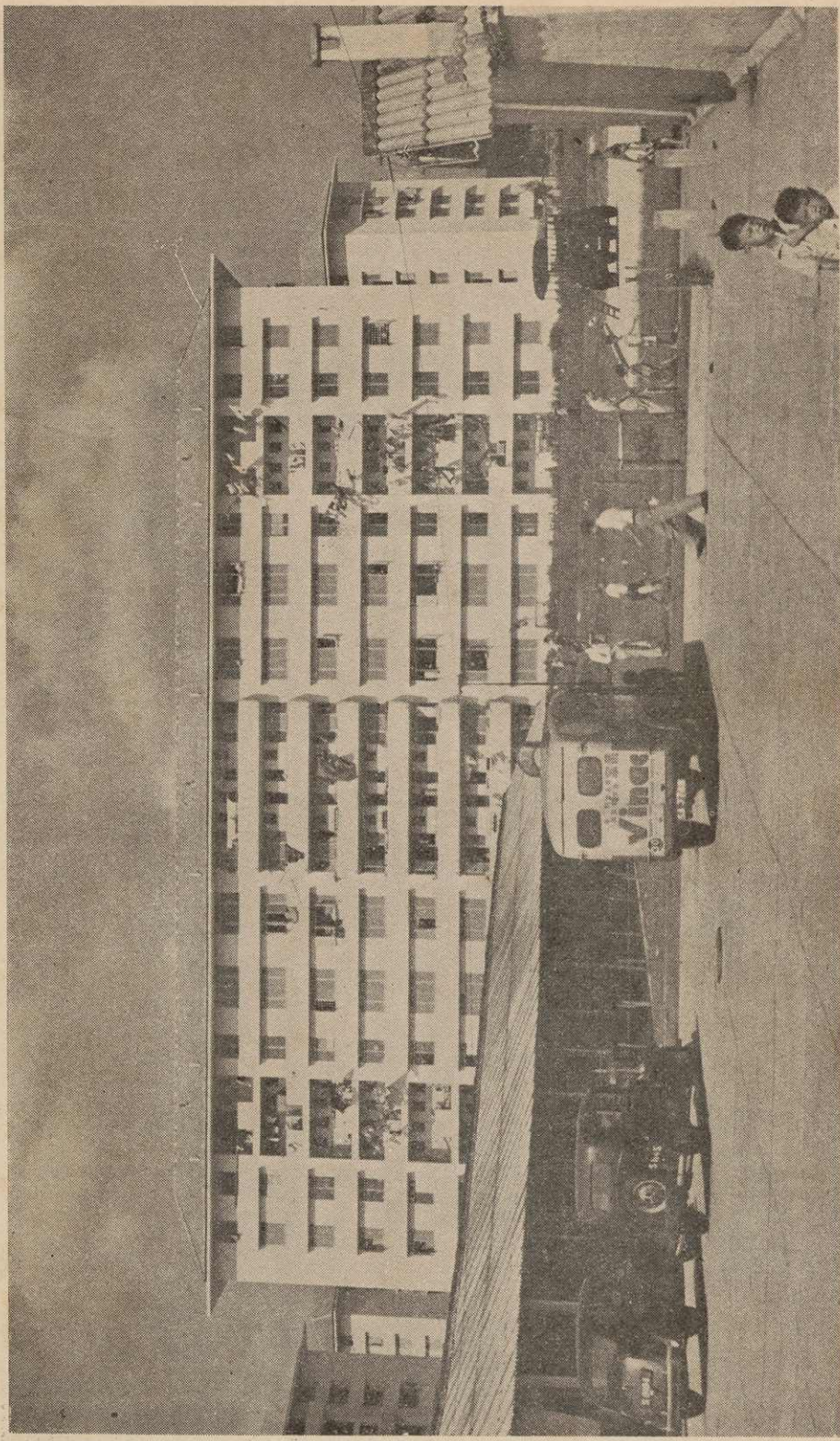
Two-storey terraced houses at Queenstown — Rents \$50 per month.

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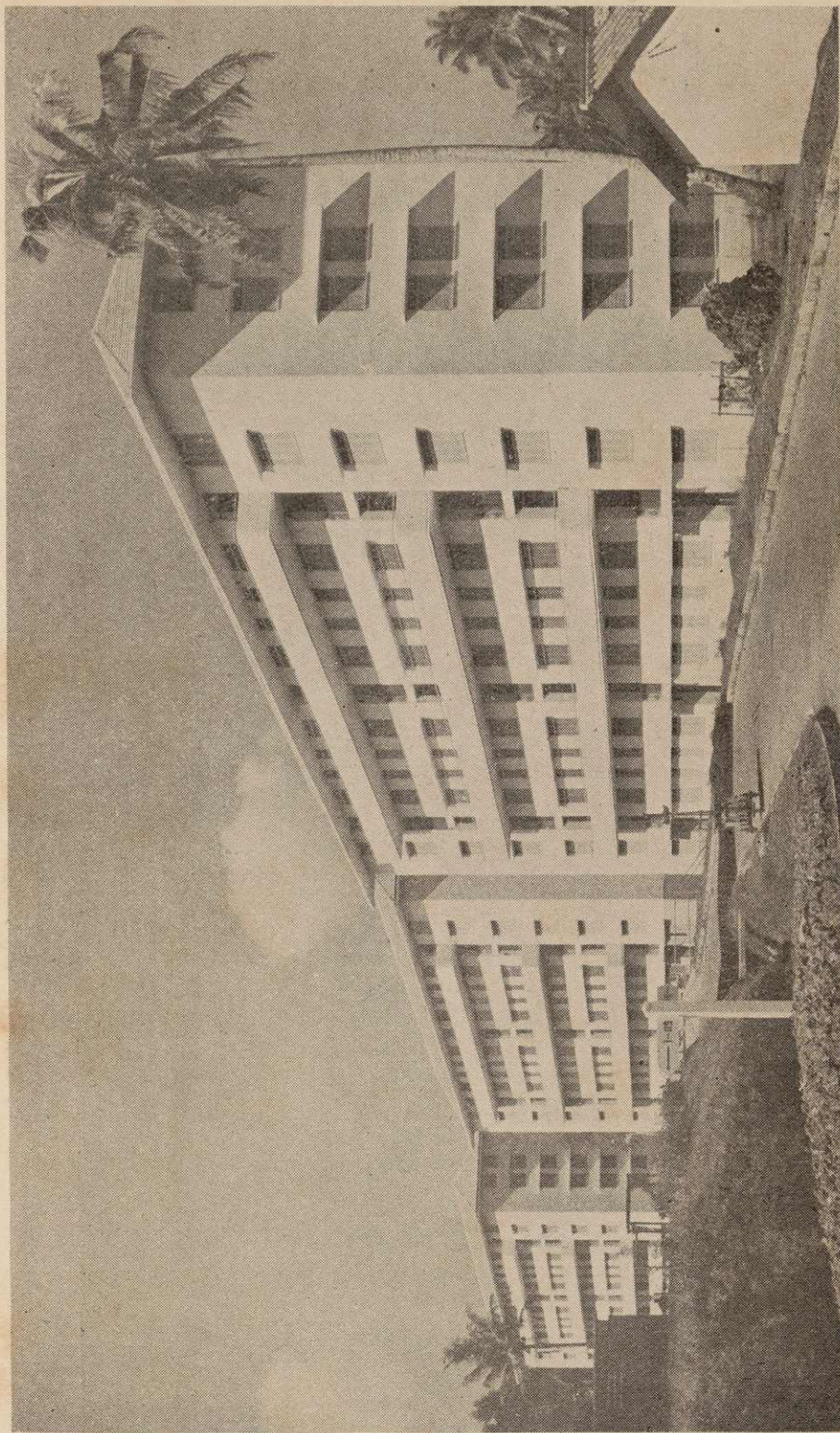
Low cost flats at Alexandria (North) Estate — Rents \$50 per month

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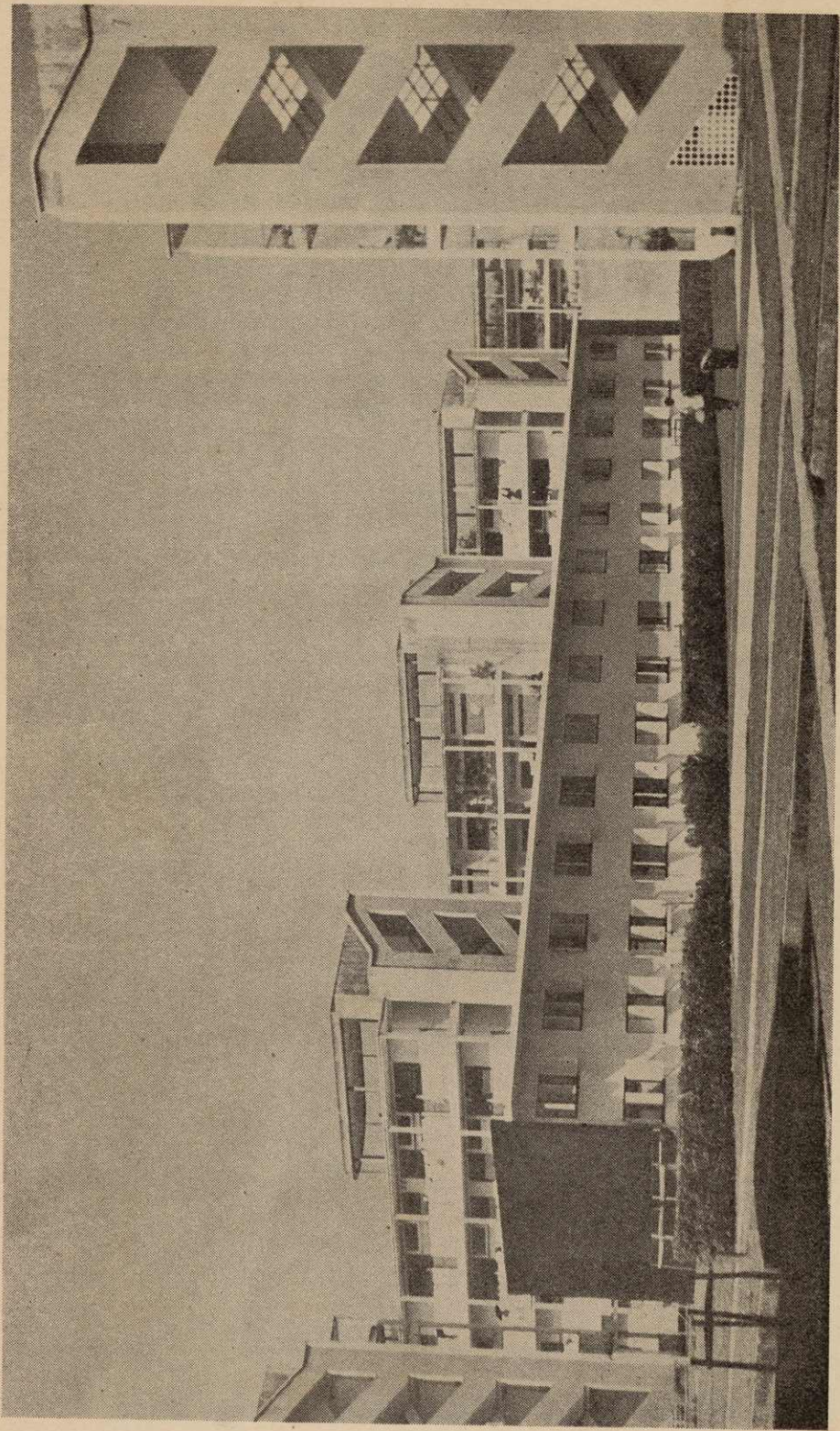


New seven-storey flats, Redhill Estate — Rents \$52 per month

8



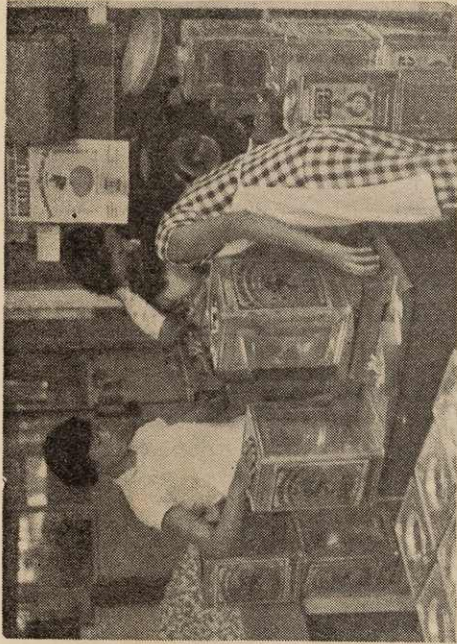
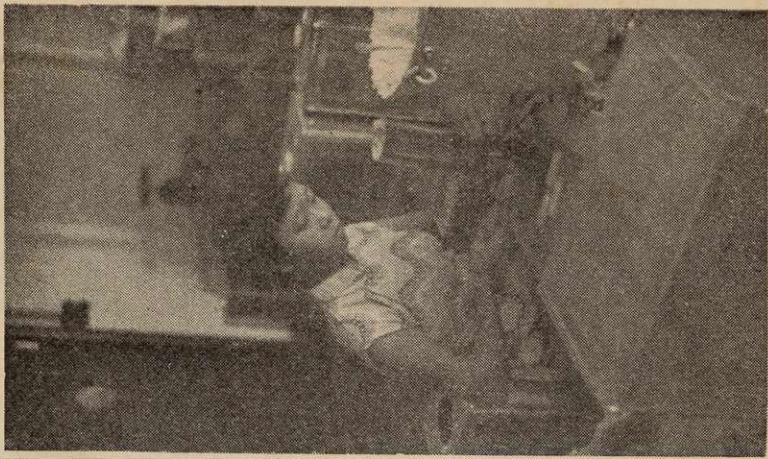
Seven-storey flats at Redhill Estate — Rents \$52 per month



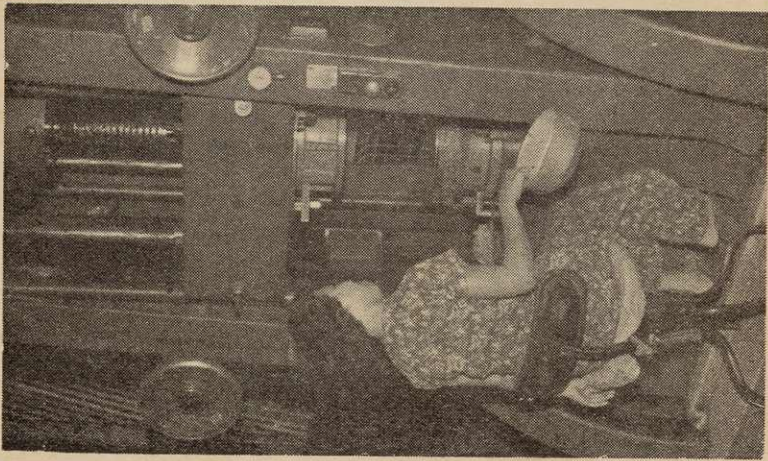
Two-storey low-cost houses at Jalan Besar (North) Estate

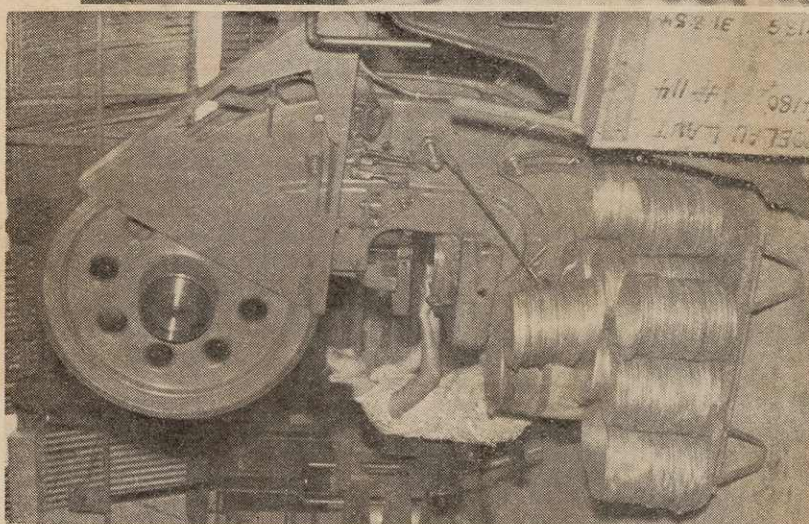
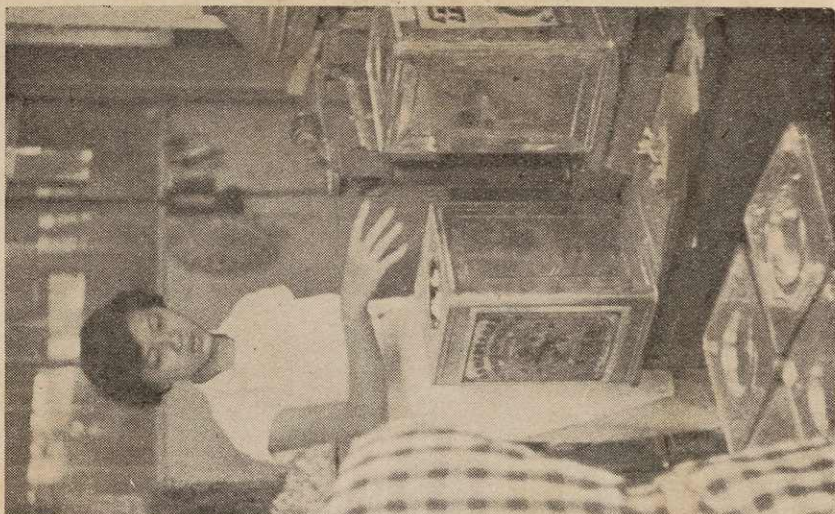
Rents: 2 Rooms	— \$40 per month
3 " "	— \$55 " "
4 " "	— \$70 " "

8

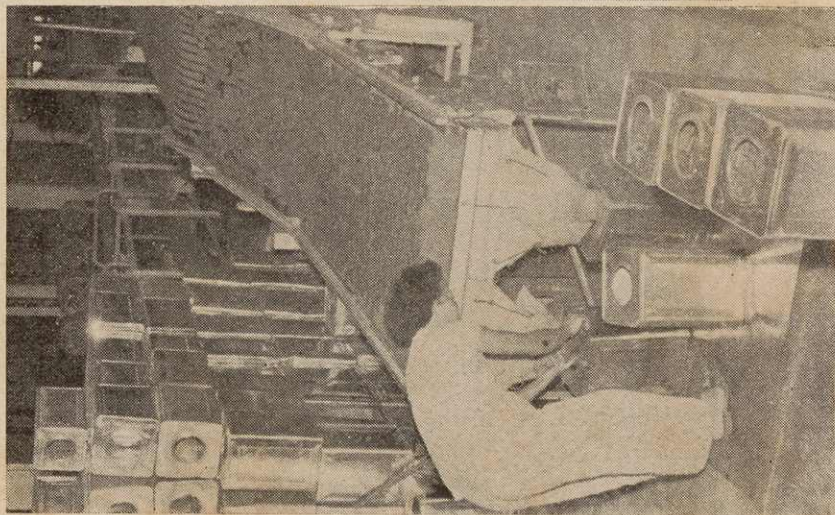


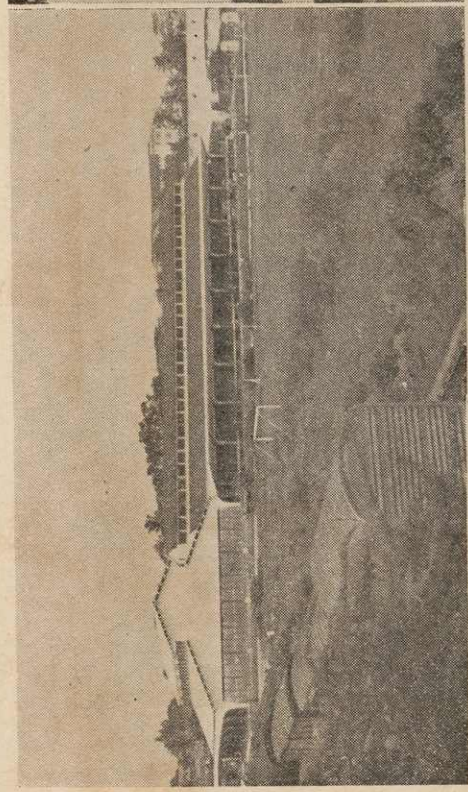
Girls at work in factories built on
the S.I.T. industrial estate



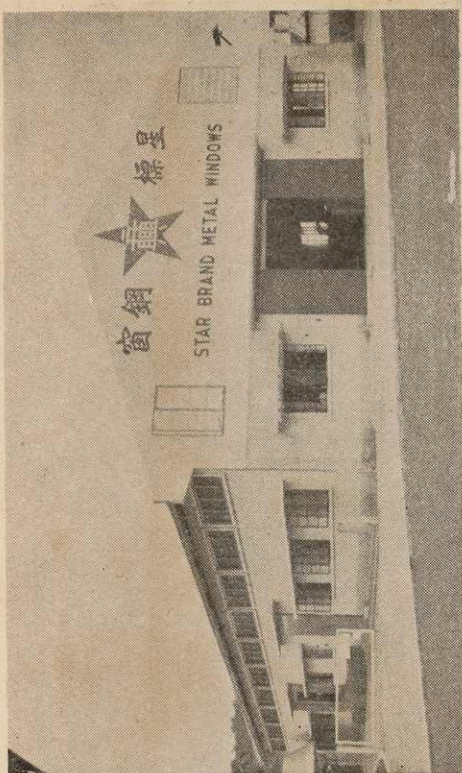


Girls at work in factories built on the S. I. T. industrial estate

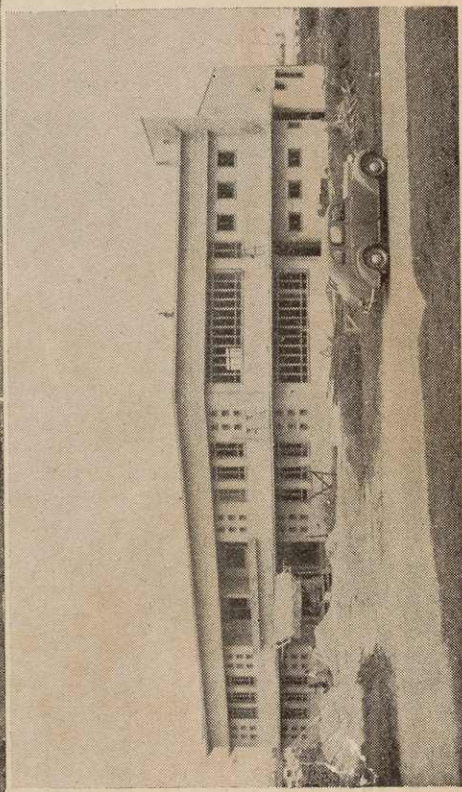




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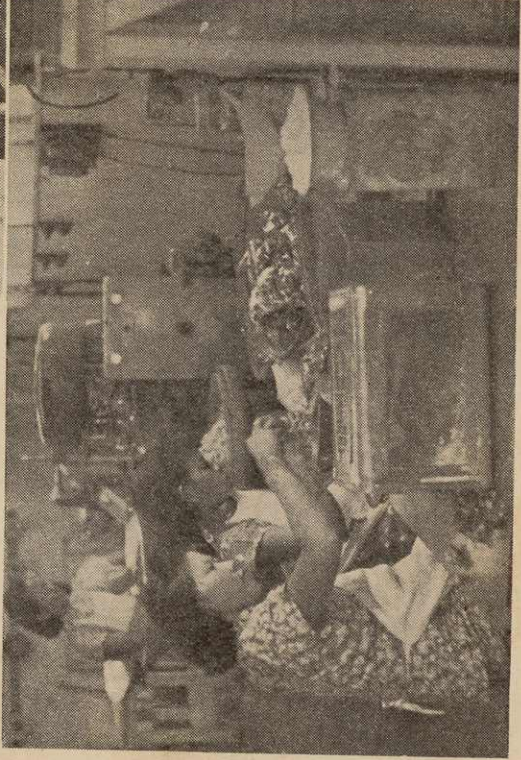
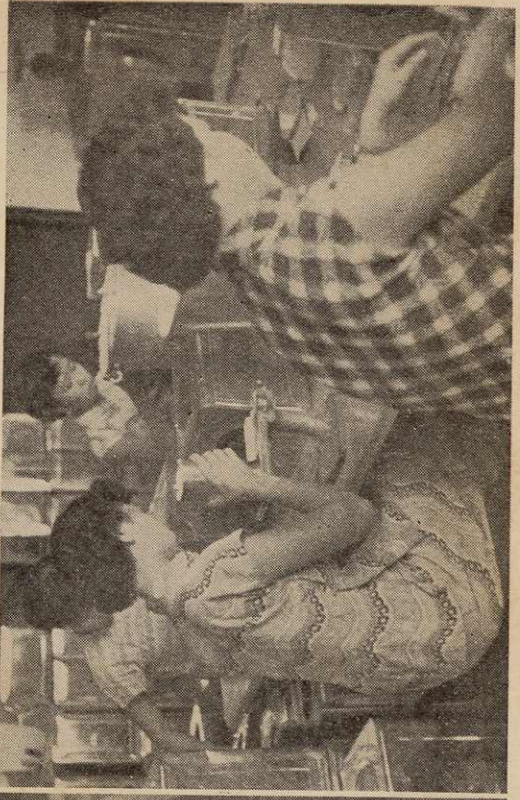
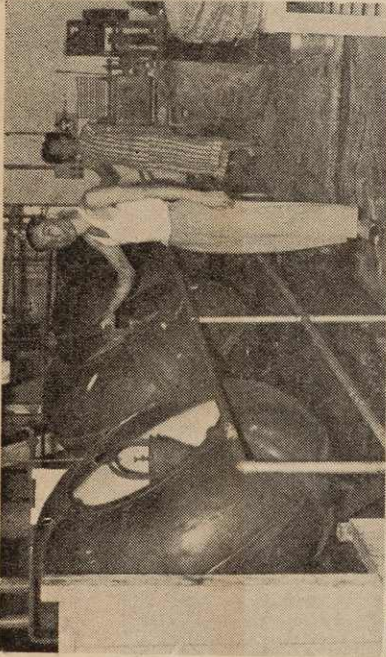


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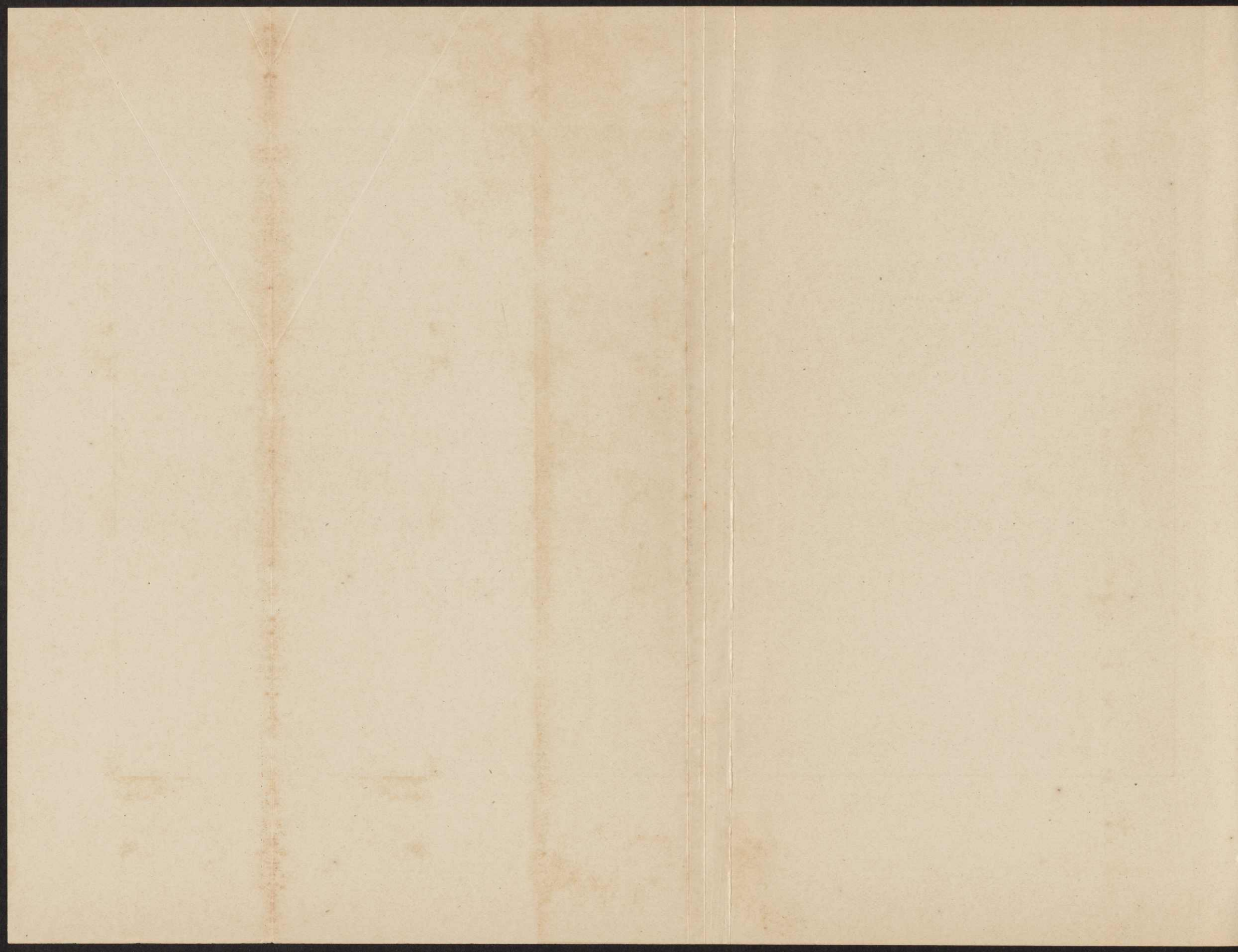
Alexandra Industrial Estate—factories built on S.I.T. land



Biscuits and sweets manufacture in the S.I.T. industrial area



Layout plan of Princess Estate, the first neighbourhood unit at Queenstown. The building of all the dwellings in the estate, together with schools, is expected to be complete by mid-1956



PART II

PLANNING

THE GENERAL IMPROVEMENT PLAN

THE MASTER PLAN

SURVEY DEPARTMENT

1874

THE

GENERAL INVESTIGATION

OF THE

REVENUE

INTRODUCTION

A STUDY OF the Information page and the various statistics and charts in this report will provide the reader with much food for thought on the rate at which Singapore is developing. The pressure on all officers of the Planning Department has been very great throughout the year. The staff has been inadequate and it has been possible only by careful organisation, methodical operation and hard work that such a large volume of applications and enquiries have been successfully dealt with. The backlog of work at the end of the year was considerable but is smaller than might have been expected. In spite of the many difficulties which have to be contended with, a firm grip is being kept on the development of Singapore, although it has been found impossible to extend the Trust's powers or publish the Master Plan.

The Diagnostic Survey Team has done its work and done it well. This will become apparent when the report of the Survey is published, and whether or not the Master Plan is accepted in its present form, the work which it has done during the past three years will not be wasted if intelligent use is made of it. Some of the officers who worked in the Team are now incorporated in the Planning Department which will be glad of this reinforcement. The remainder of the team will form a Master Plan Department which will keep the Master Plan up to date and pilot it through the ordeal of submission, enquiry and approval. The Planning Adviser, Sir George Pepler, finished his term of office before the end of 1954. His four years association with the Trust has been most profitable and pleasant. Singapore can consider itself fortunate in having had the services of this distinguished Planner at a critical period in the history of its development.

PLANNING DEPARTMENT

Control of the use of land and building on Singapore Island is the direct responsibility of the Singapore Improvement Trust under the provisions of the Improvement Ordinance (Cap. 134). Those parts of the ordinance relating to the making of a planning survey and the preparation of a Master Plan are administered by the Master Plan Team; all the remaining planning provisions are the responsibility of the Planning Department (formerly the General Improvement Plan Department).

The principal duties of the Planning Department are as follows:—

(a) *General Improvement Plan*—(i) The preparation and maintenance of a General Improvement Plan, a series of cadastral maps at various scales, being a record of all decisions of the Board of Trustees about the disposal and use of land, and of the planning schemes and layouts approved by the Governor in Council and the Trust.

(ii) The sale to the public of copies of the General Improvement Plan, or extracts from it.

(iii) Replies to legal inquiries concerning the provisions of the Plan.

(iv) Certification of building and other plans, for submission to other authorities, as being in accordance with the General Improvement Plan.

(b) *Development Control*—(i) The examination and submission through the Planning Committee to the Board of Trustees, with appropriate information, of applications received for permission to dispose or change the use of land, to subdivide or amalgamate defined lots, or to change the use of buildings.

(ii) The recording and publication of planning decisions.

(iii) Replies to inquiries about the possible use of land or buildings.

(iv) Liaison with all those departments of central and local government concerned with the use of land and buildings.

(c) *Improvement Schemes, etc.*—The preparation of detailed schemes of improvement for specific areas of land, including, in particular, slum clearance and road improvements.

(d) *Earthworks*—The preparation of extensive sites for development by the Trust, using earth-moving machinery.

The central staff of the department at the end of 1954 consisted of five senior officers, two probationary planning assistants, eleven clerks, twenty-five draftsmen, and five subordinate staff. In the field, thirty-three open vote employees were employed on earthworks with a mechanical-plant superintendent.

GENERAL IMPROVEMENT PLAN

During 1954, particulars of 1,087 buildings completed by private developers were recorded on the General Improvement Plan. 4,467 copies of extracts from the Plan were sold to the public. 13,499 prints were made on the department's plan printing machine. Answers to 2,001 legal inquiries were given. Details of figures for 1954 and previous years are given in pages 42-44.

The preparation of new cadastral maps to replace outworn portions of the General Improvement Plan continued throughout the year. The whole urban area is now covered at a scale of 1 chain to an inch, the whole central and south-eastern parts of the Island at a scale of 4 chains to an inch and the remainder of the Island at 8 chains to an inch. These maps are subject to alteration from day to day as development proceeds.

Copies of plans relating to 967 separate development proposals were certified during the year as being in accordance with the General Improvement Plan. These plans were for submission to the local building authorities, the City Council and Rural Board, who require planning permission to development to be obtained before the submission of building plans.

DEVELOPMENT CONTROL

A total of 1,234 applications for permission to lay out or develop land, or change the use of land or buildings, were dealt with by the department in 1954. Of these proposals, 679 were approved, 82 were disapproved, 211 were still under consideration at the end of the year, and the remainder were withdrawn for amendment or other reasons. Proposals approved represented 5,014 buildings, including those in the Trust's housing programme. Details of approved building are listed in the appendix.

Each planning application is the subject of consultation with all interested central and local government departments. The Chief Surveyor and the Commissioner of Lands are consulted in almost all cases, and the following departments, amongst others, comment on proposals for development in their respective areas:—

City Architect and Building Surveyor	..	..	Rural Board Surveyor
City Engineer	..	..	Chief Health Officer (Rural)
City Health Officer	..	..	Senior Executive Engineer (Rural)
			P.W.D.

The advice of the Master Plan Team is sought on all development applications to determine whether they accord with the provisions of the draft Master Plan.

Reports on applications, together with the comments of the departments consulted, are submitted to meetings of the Planning Committee held twice each month, and are later considered by the Board of Trustees. A feature of the year has been the large number (382) of applications received for the Board's approval "in principle" of the proposed development of land. This approval, at a preliminary stage, allows intending developers (not necessarily the owners of land) to proceed with the preparation of detailed plans secure in the knowledge that such expenditure will not be abortive.

The increasing pressure of population and, perhaps, a growing social awareness of the problems associated with it have raised interest in the use of land, an interest which is reflected in the concern now shown by authorities, associations and the general public about proposals for land use. The control of development of land in Singapore has, amongst so many interests, grown complex in recent years and the number of daily inquiries dealt with by officers of the Planning Department has greatly increased. Recognising the right of the public to advice in planning matters, the Department deals cheerfully with, and indeed encourages, such inquiries. In many cases, the department assists in the preparation of detailed layouts, believing that such co-operation is having a positive effect in improving standards of development in Singapore.

IMPROVEMENT SCHEMES

The Grove Estate Improvement Scheme designed to alleviate flooding has now been approved by the Governor in Council and the Covent Garden

Improvement Scheme for road improvement and slum clearance was under consideration by Government at the end of the year and has since been approved. Work on other improvement schemes proceeded during 1954. The preparation of improvement schemes generally is likely to be influenced by the results of the diagnostic survey and the provisions of the Master Plan, which it is expected will allot priorities to the various areas in need of improvement.

The Department has been consulted on all Trust housing schemes, which have been referred to the Planning Committee for approval. The department is represented on the Kallang Basin and Aerodrome Redevelopment Committee now in the final stages of preparing a plan for the reclamation and beneficial use of the basins of the Kallang and Whampoa Rivers, the use of the Airport when it becomes redundant, the improved use of the Beach Road Reclamation, and the construction of a new through traffic route from the City to the eastern part of the Island. Further consideration has been given to the development of a large area of land at Toa Payoh as a self-contained suburb similar to Queenstown, where development is proceeding quickly. The representative of the department on the Singapore River Working Committee has given positive assistance.

EARTHWORKS

The department continued to be responsible for the preparation of sites for development by the Trust; this work involves the compilation of economic cutting and filling programmes for the Trust's earth-moving machinery, supervision of this work and supervision of other earthworks let to contractors. Close co-operation with the Trust's Architectural and Survey departments in this respect has been maintained.

The staff of the earthworks section, under the control of a senior officer, consists of one probationary planning assistant, one mechanical plant superintendent, three overseers, ten fitters, twenty-one drivers, eleven greasers and two watchmen. There has been considerable variation in numbers during the year.

The equipment comprises the following:—

- 4 Le Tourneau-Westinghouse D Roadster Tournapulls.
- 2 Caterpillar D7 Tractors, with attachments.
- 1 Galion Grader.
- 1 Le Tourneau-Westinghouse Scraper.
- 1 Land Rover and Trailer.

In the first 4 months of 1954, 3 shifts were worked each day, 2 shifts only being required in the remaining part of the year. A reason for the reduction was the difficulty of clearing squatters from work-sites. Exceptionally wet weather during November and December reduced yardage moved by 75 per cent of normal.

The total quantity of earth moved in 1954 is given in the following table:—

Site	Trust cu. yds.	Contract cu. yds.
Queenstown .. ..	.. 350,600	—
Ring Road (Alexandra West)	.. 17,500	—
Hock San Brickworks Site ..	.. —	33,000
	<hr/>	<hr/>
	368,100	33,000
	<hr/>	<hr/>

In November 1954, the Board of Trustees appointed a Committee to investigate and report on the actual cost of earthworks by direct labour. The report of the Committee had not been made at the end of the year.

GENERAL

The development of land in Singapore continues to proceed at a high rate. Amongst the many proposals put forward in 1954, certain trends have been noted and welcomed. For instance, for more than 12 months no proposals for the construction of dwellings containing cubicles have been received in the department: residential development at high density has been based on the self-contained living unit, i.e., the flat.

In the Rural Area, although the procedure introduced in 1953 to expedite the issue of temporary occupation licences worked well, there was a desirable change in emphasis from temporary to permanent building: decentralisation, long encouraged by the Trust, has become a reality and rural villages are growing in size and importance.

Building of large residential estates by private enterprise, planned in earlier years, continued in 1954: it is significant that such estates in the outer suburbs provide for water-borne sewage. The construction may be expected in 1955 of extensive private low-cost housing schemes, but no plans for large estates at higher cost were received in 1954.

There was a tendency for all developers to submit complete schemes of development rather than of piecemeal construction and applicants proposed building works as against mere sub-divisions of land.

Other trends noted during the year included a general appreciation of the value of service roads to remove traffic from main roads, and a significant decline in the number of retail shops proposed to be built. The existing number of retail shops in Singapore is high in relation to the population they serve and a trend to make each unit more economic is to be welcomed.

THE MASTER PLAN

During 1954, the third year of its existence, the Master Plan Team (formerly the Diagnostic Survey Team) has completed its survey and research programme and approached completion of the Master Plan which, until a recent amending decision of the Governor in Council, was due to be submitted to Government by 1st January, 1955. The date of submission

has been postponed to 30th September, 1955, in order that the government appointed under the new constitution can give early consideration to legislation enabling the submission, approval and implementation of the Master Plan to proceed.

The programme followed by the Team has been in three stages, viz., survey and research, analysis of results and preparation of proposals. The Chief Planning Officer and staff of some twenty-five officers have worked under the general supervision of Sir George L. Pepler, C.B., Town Planning Adviser to Singapore and the direction of the Manager of the Trust. Sir George paid two visits to Singapore during 1954, each of about six weeks' duration but relinquished his appointment in October. To the Team, which has benefitted greatly from his wise counsel and encompassing knowledge on planning, his departure was a source of regret both official and personal.

The consultation which took place in the first 2 years of the Team's work with heads of central and local government departments and other official bodies was intensified during 1954, when it was even more essential as the Master Plan neared completion. Substantial agreement was achieved on the main principles underlying the Plan and the co-operation of these bodies, to whom the implementation of the Plan will very largely be entrusted, was a happy augury for the realisation of its proposals.

SURVEY PROGRAMME

The following surveys were carried out under the direction of the Team on the dates shown:—

Land and Building Use Survey, Central Area	— July 1952.
Land and Building Use Survey, Urban Area	— October 1952.
Land and Building Use Survey, Rural Area	— September 1953.
Attap survey—Urban Area	— July 1953.
Volumetric Traffic Count	— August 1953.
Car Parking Survey, Central Area	— June 1953.

Results of the use surveys have been fully analysed and mapped and form a firm basis for proposals for the future use of land. The statistics from the attap survey which show that a quarter of a million people live in temporary dwellings near the City, have provided vital information in planning the future development of the City and in assessing the size of the problems of housing and re-settlement.

The major task of analysing the results of the volumetric traffic count was completed in 1954, with the assistance of the Government Statistics Department and the Mechanised Accounts Section of the City Treasurer's Department. One of the purposes of the count was to determine accurately the ratio between ton-miles travelled by vehicles on public roads in the City and Rural areas respectively so that vehicle registration fees might be properly apportioned; the answer was City—72.34 per cent, Rural—27.66 per cent. A further purpose of the count was to determine the adequacy or

otherwise of the various parts of the Colony's road system. The road proposals of the Master Plan are based on the results of the census. An indication of the size of the traffic problem may be gained from the following figures, giving peak traffic flows of *motor vehicles only* in August 1953:—

JUNCTIONS

Orchard Circus	3,815 m.v.p.h.
Stamford Road—Beach Road	4,254 m.v.p.h.
Selegie—Serangoon—Bukit Timah	3,032 m.v.p.h.
Lavender—Kallang	4,490 m.v.p.h.
Lavender—Serangoon	3,417 m.v.p.h.
Orchard—Scotts	2,497 m.v.p.h.

ROADS—ONE DIRECTION ONLY

St. Andrew's Road	3,107 m.v.p.h.
Connaught Drive	3,018 m.v.p.h.
New Bridge Road	2,203 m.v.p.h.
South Bridge Road	2,121 m.v.p.h.
Kallang Road	2,351 m.v.p.h.
Collyer Quay	2,549 m.v.p.h.

The count was taken before the one-way traffic system came into operation. It must be appreciated that the figures for non-motor vehicles are also heavy e.g. Kallang Road—2,076 pedal vehicles per hour in one direction.

The survey of car parking in central areas revealed a total of 3,500 cars parked in the area bounded by the Singapore River, South Bridge Road, Maxwell Road and Shenton Way. 1,090 cars were in official car parks, 2,230 at the kerb and 180 in back-lanes. These figures represent one vehicle every 21 feet at the kerb and one vehicle to every 240 sq. ft. of official car park. In the Raffles Place area the congestion was exceptionally severe, with one vehicle to every 13 feet of kerb. It is in the light of these figures that proposals for the erection of large, traffic-attracting buildings in the central area must be considered. Consideration is being given to proposed multi-storey garages in the central area.

Other field surveys were carried out in connection with the work of the Study Groups and Working Parties referred to below.

RESEARCH PROGRAMME

The following study groups have prepared reports in connection with the Master Plan:—

- (a) Population Study Group.
- (b) Industrial Resources Study Group.
- (c) Building Resources Study Group.
- (d) Redevelopment Working Party.
- (e) Traffic Standards Working Party.

Population Study Group—This group was formed to assist the Team in the study of population problems, particularly in an accurate assessment of population trends. Dr. You Poh Seng of the University of Malaya, who is Chairman of this group, made available his projection of the total population of Singapore, which was discussed by the Group and forms the basis of proposals of the Master Plan. The report of the Study Group has been completed and will be submitted in support of the Master Plan.

Industrial and Building Resources Study Groups—These groups were convened by the Director of Commerce and Industry to assist the Team in its essential investigation of these subjects. Reports were forwarded to the Director in July 1954, and are expected to be submitted in support of the Master Plan. Because these reports contain certain recommendations and information of general interest to the industrialist and builder, it is hoped that arrangements can be made for their early publication.

Redevelopment Working Party—This group was conducted by the Manager of the Improvement Trust and reviewed exhaustively the problems of redevelopment in the centre of the City and its implications over a wider area. Representative of all interested public authorities and professional bodies, the Working Party reached agreement on a set of principles fundamental to the sound future development of the most important land in the Colony. It submitted its report in October 1954, and this also will accompany the Master Plan.

Traffic Standards Working Party—The report of this Working Party completed in October 1954 proposes standards and principles on the basis of which the future road system of the Island should be designed. The nature and volume of Singapore's traffic required special study and the working party's recommendations are being applied to the results of the traffic census in the preparation of road proposals.

COMMITTEES

In addition to the Study Groups and Working Parties, the Team has been represented on the Kallang Basin and Aerodrome Redevelopment Committee and has advised the Planning Co-ordination Committee. A New Towns Working Party under the chairmanship of the Manager of the Trust was constituted in 1954 to consider the principles and procedure to be followed in the planning and construction of new settlements in Singapore.

The greater part of the work associated with the Kallang Committee has fallen on the Team, who have been concerned to ensure that proposals in this large and important area fit into the framework of the Master Plan. The Committee's consideration is now reaching finality and their recommendations on the areas to be devoted to housing, industry, schools, open space, community purposes and communications have been submitted in three interim reports to H. E. the Governor.

DEVELOPMENT CONTROL

The Team has continued to examine in relation to the Master Plan, applications submitted by the public to the Trust under Sections 58 and 59 of the Improvement Ordinance for permission to develop land. Over a thousand such applications have been referred to the Team by the Planning Department and, as noted in the report of that department, there is cause for satisfaction in that certain planning principles such as comprehensive development, decentralisation and the provision of service roads, are now being adopted in general practice. An encouraging feature has been the increasing extent to which members of the public and developers in particular have co-operated in the realisation of planning principles. There has been considerable consultation on immediate proposals with those departments concerned with public development, particularly housing, schools, hospitals, community buildings and parks and playing fields.

LEGISLATION

Further work was done during the year on legislation considered necessary to supplement the Master Plan. In March 1954, the Governor in Council approved the Singapore Improvement (Master Plan) Rules, 1954 specifying the form in which the Master Plan is to be submitted. The Rules provide for a Colony Map at a scale of $2\frac{1}{2}$ inches to a mile, Town Maps of urban areas at a scale of 8 chains to an inch and Central Area Maps of particular districts at a scale of 4 chains to an inch. These maps are to be supplemented by Programme Maps at corresponding scales showing the stages in which it is considered that development proposed on the basic maps should be carried out. A description of the main proposals will be contained in a written statement to accompany the maps. The rules also prescribe the procedure for submission and approval of the Master Plan.

In support of the Master Plan, there will be published the Report of the Survey and Survey Maps giving an explanation of the proposals.

CONCLUSION

In December 1954, a Master Plan, Written Statement and Report of Survey were in draft ready for submission to the Board of Trustees at short notice. Postponement of the date of submission is on the one hand regretted since the Team considers that the main provisions of the Plan should be implemented without delay and the surveys on which it is based require revision with the passage of time: on the other hand, postponement will allow further consultation and checking to ensure that the Plan is representative of the true aspirations of the people of Singapore and gives a positive direction to the energy and enterprise which the people have shown and continue to show in the Colony's development.

BUILDINGS APPROVED BY BOARD OF TRUSTEES

Type of Development	City		Rural		Total	
	1953	1954	1953	1954	1953	1954
Bungalows	313	472	1,661	614	1,974	1,086
Flats (units)	1,891	1,635	263	168	2,154	1,803
Terrace and semi-detached houses ..	120	546	472	819	592	1,365
Lock-up Shops	320	214	231	141	551	355
Cinemas, schools and public buildings ..	17	39	3	16	20	55
Religious buildings	9	6	9	3	18	9
Office blocks	31	17	2	1	33	18
Stores and godowns	25	16	2	..	27	16
Factories and workshops etc. ..	44	34	4	24	48	58
Labourers' etc. quarters (blocks) ..	14	34	17	48	31	82
Hotels and boarding houses and restaurants	7	8	1	..	8	8
Petrol stations	12	5	5	4	17	9
Electric sub-stations	5	2	1	6	6	8
Others	61	126	11	16	72	142
Total	2,869	3,154	2,682	1,860	5,551	5,014

PRIVATE DEVELOPMENT COMPLETED AND RECORDED ON THE
GENERAL IMPROVEMENT PLAN 1954

	City	Rural
Bungalows	106	424
Flats (units)	174	24
Terrace houses	46	47
Factories	5	8
Shops	114	64
Public buildings and Schools	5	11
Godowns	3	2
Office blocks	4	5
Other buildings	9	36
Totals	466	621

REQUISITIONS FOR SETTING OUT PRIVATE BUILDING PLANS

	1950	1951	1952	1953	1954
Bungalows	41	25	17	151	139
Flats (units) .. .. .	..	..	..	476	234
Terrace houses	75	218	114	358	119
Factories	5	11	21	5	5
Shops and shophouses	178	241	266	187	132
Other buildings	235	369	426	44	56
Totals	534	864	844	1,221	685

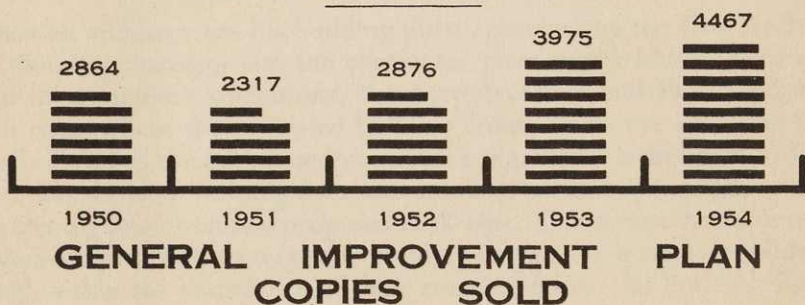
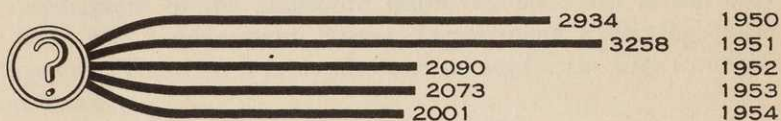
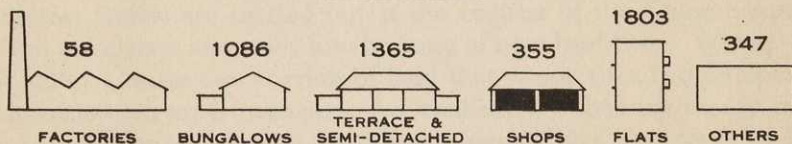
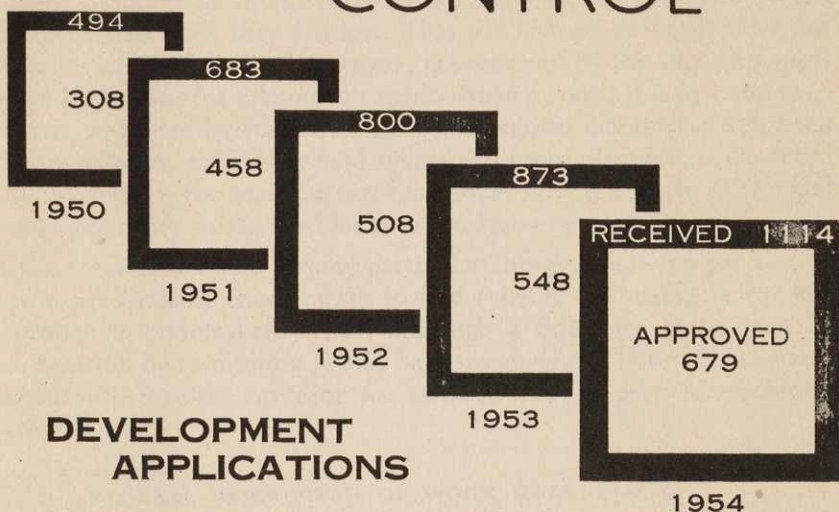
ADDITIONS AND ALTERATIONS TO THE GENERAL IMPROVEMENT PLAN
UNDER SECTIONS 58 AND 59 OF THE IMPROVEMENT ORDINANCE

	1950	1951	1952	1953	1954
Proposals under consideration on 1st January ..	127	88	138	136	120
Proposals received during the year	494	683	800	873	1,114
Proposals for correction not re-submitted within 14 days	211	142	231	283	262
Proposals disapproved by the Board of Trustees ..	14	33	63	58	82
Proposals approved by the Board of Trustees and incorporated in the General Improvement Plan	308	458	508	548	679
Proposals under consideration on 31st December	88	138	136	120	211

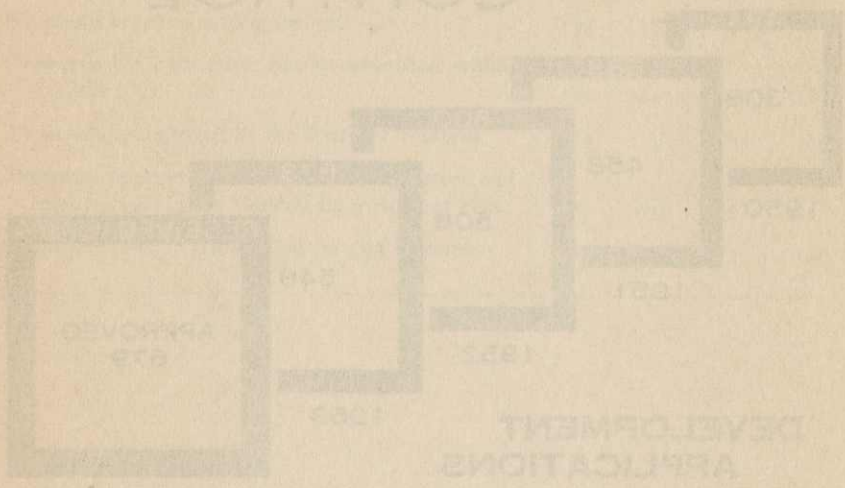
LEGAL INQUIRIES, SALES OF COPIES OF GENERAL IMPROVEMENT PLAN
AND PLAN PRINTING

	1950	1951	1952	1953	1954
Legal inquiry forms received and answered	2,934	3,258	2,090	2,073	2,001
Copies of extracts from G.I.P. sold ..	2,864	2,317	2,876	3,975	4,467
Prints made on plan-printing machine	8,241	9,187	8,401	11,259	13,499

PLANNING DEPARTMENT DEVELOPMENT CONTROL



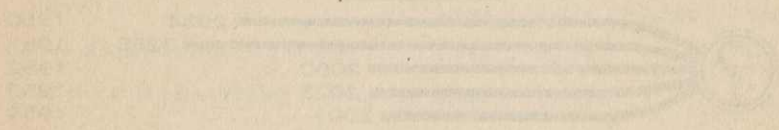
PLANNING DEPARTMENT
DEVELOPMENT
CONTROL



DEVELOPMENT
APPLICATIONS



BUILDINGS - APPROVED - 1954



LEGAL - ENQUIRIES

1954	1955	1956	1957	1958
100	120	150	180	200
100	120	150	180	200
100	120	150	180	200
100	120	150	180	200
100	120	150	180	200
100	120	150	180	200
100	120	150	180	200
100	120	150	180	200
100	120	150	180	200
100	120	150	180	200

GENERAL IMPROVEMENT
PLAN
COPIES SOLD

SURVEY DEPARTMENT

WHILE THE RESULTS of the work of most of the Departments of the Trust are obvious to all the Survey Department has practically no direct contact with the public and leaves no noticeable monuments to posterity. However, it does leave monuments in the form of boundary stones which too often are not appreciated until they are lost. That the layman generally does not appreciate the work of the land surveyor, is borne out by the lack of respect the average person has for a boundary mark—that is, until it is lost and then the surveyor, regarded by some as a semi-professional labourer at the beck and call of architects, solicitors, land agents and town planners, is expected to be able to replace the mark at less than short notice in spite of the fact that similiar boundary marks for blocks around have been obliterated.

Of the total time taken for any particular survey, about 50 per cent is taken up in preliminary checking up to find reliable old marks before the survey proper is undertaken. Thus, although a boundary stone may be placed in position in 10 minutes it may have involved one hour of measuring and calculation before the surveyor was satisfied that the particular position was correct.

GENERAL DESCRIPTION OF WORK UNDERTAKEN

Requisition Surveys are carried out at the request of the Commissioner of Lands and are always necessary for the issue of new land titles. Whenever the Trust sells or leases any portion of land that is not already a complete lot, a Requisition Survey is necessary. A Certified Plan showing the results of the survey is deposited with the Government Chief Surveyor. These surveys are carried out to a very high degree of accuracy and at the moment the Survey Department of the Singapore Improvement Trust is the only body apart from the Government Survey Department executing these surveys in Singapore. These surveys are also carried out for the City Council, and costs recovered.

BUILDING PLAN SURVEYS

When an architect has his building plans approved by the City Architect and Building Surveyor and the contractor gives to the latter notice of intention to commence operations, the City Architect and Building Surveyor, in cases where the proposed building fronts on to the road line or has to be built up to the back-lane line, sends a request for a survey in order to ensure that the new building does not encroach on an existing road, over a road widening line or on to a proposed back-lane. This means that a survey is required for practically every new building except for bungalows which stand well within the boundaries of their respective lots. All Building Plan Surveys are paid for by the City Council.

DECLARATION SURVEYS

In acquiring land for a back-lane scheme, the Trust sometimes has to purchase more land than is actually required in order that, when the back-lane is eventually formed, a landowner does not find himself left with a small portion of his original holding severed and rendered useless to him by the intervening back-lane. This small portion is 'Declared' as vested in the Trust, shown on the Declaration Plan and eventually disposed of to the adjoining owner.

DEED PLANS

When the Trust wishes to sell a portion of a lot, a survey is made and from this is prepared a Deed Plan showing area and dimensions which is attached to the Conveyances for identification purposes. A Deed Plan is just an expedient so that purchase money may be paid over and provisional registration of title granted by the Registrar of Deeds. Final Registration of Title is dependent upon a Requisition Survey mentioned above. All costs of Deed Plans are recovered, either from the buyers of Trust land or from the City Council for whom also these surveys are carried out.

Setting out Surveys as the name suggests cover the setting out of all Trust flats, shops, markets, road lines, drains, canal lines, bridges, sewerage lines etc., Generally no costs are recoverable as practically all setting out is for Trust purposes.

Engineering Surveys are carried out for measurement of quantities in connection with earthwork contracts. This is generally in the form of taking cross-sections so that after plotting, by comparison with a previous cross-section the increased cut or fill may be calculated for any given interval of time. Floor level pegs are also given for new buildings, level pegs for drainage works and for making up roads, paths etc., also longitudinal and cross sections for proposed new roads.

TOPOGRAPHICAL SURVEYS

The topographical survey is the basis for all building schemes and engineering works. It generally consists of providing a one chain to the inch plan showing all topographical detail such as buildings, streams, drains, cultivation and large trees worthy of preservation and in fact representing on a plan practically every physical detail noticeable on the ground. On this plan also must be shown either spot levels or contour lines at one, two or five foot vertical intervals depending upon the nature of the surface of the ground.

General Surveys include all types of survey not included above, boundary surveys for Estates Department in connection with squatter clearance, erection of fences etc., for the City Council for the erection of sub-stations, widening of canals, new drains and making up of roads—calculation of excision areas for new roads or for road widening schemes—posting of notices in connection with Improvement Schemes.

A Return of Completed Surveys is shown on page 48. Although there has been a drop in the actual number of surveys completed, the volume of work has not diminished.

One fairly large topographical survey covering about 150 acres and embracing the approach to the new Paya Lebar airport entailed the fixing of 635 buildings, over 1,000 trees and taking 1,550 spot levels from which contours at one foot vertical intervals were drawn. Another topographical survey undertaken for the Public Works Department covered the area bounded by Tanjong Rhu, the Sungei Geylang and Mountbatten Road.

In connection with the making up of roads in Grove Estate a survey was undertaken for the City Council in order to locate and replace if missing, all the frontage boundary marks for 496 lots.

During the year it was found necessary to revise survey charges and as from 1st July, 1954 they are \$4 per hour for office work and \$10 per hour for field work.

A list of Survey Costs recoverable is shown on page 48.

STAFF

No new appointments were made during the year. At the year end the establishment was full, i.e. two Senior officers, one Office Supervisor, ten Subordinate Surveyors, ten Computers, nine Draughtsmen, seven Apprentices, one Plan Clerk and one Peon.

One apprentice commenced the four year Diploma Course at the Technical College, Kuala Lumpur, in August.

Mr. Fernando, subordinate surveyor, who is attending the University of Queensland as a Scholarship student, has successfully completed the second year course for a Bachelor of Surveying Degree.

Departmental Examinations were held in June and December. In June, of seven candidates, one failed, four obtained partial passes and two passed. In December there were twelve candidates—one failure, five partial passes and six passes.

The establishment of Daily Rated Employees—Land Survey Mandores, Head Chainmen, Instrument Carriers and Chainmen remains the same as in 1953, i.e. forty-two. Instead of having seven parties of six men each it has been decided to have six parties of five men each and two parties of six men, thus making one additional party without increasing the establishment.

RETURN OF SURVEYS COMPLETED

	1950	1951	1952	1953	1954
Requisition Surveys C.P's. ..	10	29	53	49	61
Building Plan Surveys	177	200	187	118	132
Declaration Plans (Sets) .. ..	..	3	1	3	2
Deed Plans (Sets)	7	16	41	20	17
Setting out Surveys	33	27	32	31	27
Engineering Surveys	19	32	34	48	23
Topographical Surveys	30	9	28	37	16
General Surveys	27	41	41	58	48
Total ..	303	357	417	364	326

SURVEY COSTS RECOVERABLE FROM ABOVE SURVEYS

Building Plan Surveys ..		\$ c.	\$ c.
			19,912 00
Requisition Surveys ..	City Council,	1,255 00	
	Government	1,728 00	
	S.I.T.	8,194 00	
			11,177 00
Deed Plans	City Council,	1,396 00	
	S.I.T.	1,685 00	
			3,081 00
General Surveys	City Council,	4,352 00	
	Others	2,357 00	
			6,709 00
	Total ..		40,879 00

PART III

ADMINISTRATION

SECRETARIAT

FINANCE

ORGANISATION AND METHODS

PART III

ADMINISTRATION

SECRETARIAT

FINANCE

ORGANISATION AND METHODS

ESTABLISHMENT

THE TOTAL STAFF establishment as at 31st December, 1954 was 35 Senior Officers, 307 Junior Officers, 25 Subordinate Staff and 473 Open Vote Staff (Labourers, etc.). Appendix I gives details of the Senior Staff actually in the Trust service at the end of the year.

During the year 12 Senior Officers were on vacation leave for a total of 70 months. Four new Senior Officers were engaged, none left. Eighty-seven Junior Officers were engaged, 43 left.

The Trust has a scheme for the training of Probationary Officers in Estates Management and Town Planning. These officers, usually University graduates, are normally engaged on a three years' agreement during which time they are expected to pass the Intermediate Examination of the appropriate professional institute. At the end of that period the Trust will consider sending the officer to England for further training in order to complete his professional qualifications. No officer had by the end of 1954 reached the stage at which he could be sent away. During the year a total of 9 Probationary Officers were on the establishment. There were 3 resignations.

The position regarding labourers at the end of the year was as follows:—

Establishment .. .. .	..	..	473
Number actually in service ..	..	..	435
Number engaged during the year	..	..	67
Number left during the year	..	..	56

Sickness records showed that throughout the year the following number of days were lost through absence from sickness:—

Senior Officers .. .. .	..	..	94 days
Junior Officers .. .. .	..	..	1,556 ,,
Subordinate Staff .. .. .	..	..	130 ,,
Open Vote Staff .. .. .	..	..	1,533 ,,

Senior Officers receive medical treatment from a panel of private practitioners. Junior, Subordinate and Open Vote Staff are treated, by arrangement with the City Council, by the Council's Medical Officers. There is reason to believe that the incidence of absence through sickness is improving. All officers are eligible for hospital treatment either free or on a scale whereby a portion only of the cost is payable by the officer.

The year 1954 has not been an easy year in so far as staff problems are concerned. An accumulation of difficulties due to a rapidly expanding staff have had to be met, in the face of which stability is difficult to attain. New tasks are constantly coming along and new situations have to be met and dealt with, in many cases by emergency measures. Mistakes are bound to

be made in such circumstances and there has to be a great deal of improvisation, sometimes by trial and error. The amount of progress made under these conditions is a measure of the skill and intelligence of such improvisation. Work can be carried out expeditiously and successfully only when the executive is given a reasonable amount of freedom in the appointment and handling of staff. Rules and regulations must be administered with sympathetic discretion if the best results are to be obtained, and whatever success the Trust may have achieved in 1954 is due to a staff which has been flexible, hardworking and willing to go the extra mile. To them the thanks of the management and the Trustees are due.

The Trust has a scheme for the training of Probationary Officers in Public Management and Town Planning. These officers, mostly University graduates, are normally engaged on a three years' agreement during which time they are expected to pass the Intermediate Examination of the Singapore Public Service. At the end of that period the Trust will consider extending the offer to England for further training in order to complete the professional qualifications. No offer had by the end of 1954 reached the stage at which it could be sent away. During the year a total of 12 Probationary Officers were on the establishment. There were 2 trainees.

The position regarding labour at the end of the year was as follows:—

Category	Number
Probationary Officers	12
Trainees	2
Other staff	100
Total	114

Senior Officers receive medical treatment from a panel of private practitioners. Junior Subordinate and Other Staff are treated by arrangement with the Civil Hospital, by the Council's Medical Officers. There is reason to believe that the incidence of illness through the year is improving. All officers are eligible for hospital treatment either free or on a scale which is a portion only of the rate payable by the Government. The year 1954 has not been an easy year in so far as staff problems are concerned. An accumulation of difficulties due to a rapidly expanding staff have had to be met in the face of which stability is difficult to attain. New tasks are constantly coming along and new situations have to be met and dealt with in many cases by untried personnel. Mistakes are bound to

SECRETARIAT

THE SECRETARIAT is the administrative hub through and around which all the functions of the Trust work. The duties and responsibilities of the Secretary and Assistant Secretaries are organised on a committee basis so that the Secretariat officer dealing with each matter is easily ascertained.

With the development of the committee system there are now few matters referred direct to the Board of Trustees and consequently most of the work is finalised at committee level. There are now five Standing Committees. Of these, four operated throughout the year, dealing respectively with estates and housing, building, planning, and personnel matters. Following a recommendation of the Working Party on Trust Finances which was appointed in December 1953, the former Rentals Committee was, in February, given expanded terms of reference and reconstituted as the Finance Committee. An additional committee deals with the allocation of quarters to the senior staff.

The Committees meet monthly except the Planning Committee which meets twice a month. The Personnel Committee consists entirely of four unofficial Trustees. The Manager is the Chairman of the Estates and Building Committees with three Trustees as members. The Chairman of the Rural Board is the Chairman of the Finance Committee with three Trustees including the Financial Secretary and the Manager as members. The Chairman of the Rural Board is also Chairman of the Planning Committee with three Trustees as members.

MEETINGS OF BOARD AND COMMITTEES

There were twelve meetings of the Board during the year, and the number of Committee meetings was as follows:—

Building Committee	..	..	15
Finance Committee	..	..	10
Personnel Committee	..	..	15
Estates Committee	..	..	14
Planning Committee	..	..	23
Senior Officers' Quarters Committee	..	..	7

The work of the department in preparing the sometimes voluminous data for these meetings, in attending them and in recording and acting upon the decisions made is thus substantial. It is worthy of note that all officers have proved capable of handling the work, and there have been no untoward delays. The number of items dealt with by Committees in 1954 was 957. This has meant hard work for Trustees and Executive alike. The Manager holds a monthly meeting of Heads of Departments to deal with Staff and interdepartmental matters, progress and co-ordination.

The Trust is represented on the following Committees and Working Parties by either the Manager or one or more of its officers:—

- Planning Co-ordination Committee.
- Kallang Basin and Aerodrome Re-development Committee.
- New Towns Working Party.
- Rural Resettlement Committee.
- Singapore River Working Committee.
- Population Census Study Group.
- City Council Special Markets Committee.
- Government Playing Fields Committee.

STAFF

There were no changes in the senior staff during the year. Of the junior staff, one Secretarial Assistant (Supernumerary) resigned and was not replaced, thus reducing the establishment of junior officers by one. The experiment of training a suitably qualified junior officer for a senior post was carried a stage further when the Secretarial Assistant satisfactorily performed a senior officer's duties during the absence on vacation leave of the First Assistant Secretary. The Department at 31st December, 1954, consisted of one Secretary, two Assistant Secretaries and twenty-three junior officers.

FINANCE DEPARTMENT

THE REPORT FOR 1953 mentioned some of the difficulties involved in forming this new department and indicated the immediate problems of the future. During the year ended 31st December, 1954 some of these problems have been resolved and the slow process of formation has continued. The ever increasing demands for financial service, occasioned particularly by the transfer of rent collection from the City Treasurer and by progress with further building projects, have resulted in some expansion of the department during the year. Following the constitution of the Finance Committee, the Board of Trustees agreed a change of title from 'Accountant' to 'Financial Officer', thus envisaging the wider scope of the public authority treasurer's function, and legislation has been passed to authorise this appointment. The newly created post of Deputy Financial Officer was ultimately successfully filled by the arrival in December 1954 of Mr. L. D. G. Ulyatt, A.I.M.T.A.

The responsibility for the collection of rents, service charges and conservancy charges for all Trust properties was successfully transferred in April 1954 to the Trust Finance Department, the City Treasurer having first accomplished the mechanisation of the tenants ledger accounts. The growth in this aspect of the department's work is illustrated by the increased monthly rent roll from \$478,985 representing 9,989 tenancies at 31st December, 1953 to \$663,967 representing 12,316 tenancies at 31st December, 1954.

Although the full City Council assessment is being paid on all Trust properties, no concessions have yet been arranged with the City Council relating to the considerable Trust expenditure on service charges. The rents of most Trust properties were increased during the year to meet the increased City Council assessment and a further increase in the service charge was necessary partially to meet the cost of the services provided. The resistance of some tenants to these increased charges together with their reluctance to pay the current month's rent within the current month is reflected in the level of rent arrears of \$280,903 at the 31st December, 1954 which represents 3.78 per cent of the annual rental. The monthly notification to the Estates Department of tenants in arrear enables the Lady Housing Visitors and other Estate Management outdoor staff to give assistance in this matter and ensures that tenants temporarily in difficulties do not lack attention and advice. It is anticipated that early in 1955 it will be possible to extend the facilities whereby tenants may pay rents at various district offices instead of payment being made at the head office.

The Government has continued to finance the erection of dwellings under the various building programmes and the following half yearly annuity loans have been approved during the year, the former proposed loans of \$7½ million and \$18½ million having been superseded.

\$23.9 million at 4 per cent for 60 years
 \$9.5 million at 3 per cent for 40 years
 \$3 million at 3 per cent for 40 years

The three per cent 40 year loans are the first of this type and have been provided expressly for the financing of low rent housing. Where necessary, on the merits of each scheme, financial assistance will be given by Government in rent reduction. No such assistance was received during the year 1954.

It was again possible to avoid an increase in the Improvement Rate which remained at 2 per cent of the assessable value of properties within the City area. The Government make an equivalent contribution each year in accordance with Section 23 of the Improvement Ordinance. The contribution in lieu of Improvement Rate on Government properties has ceased to be payable with effect from 1st January, 1953, subject to a possible appeal.

The Fire Insurance Fund which at the end of the year stood at \$1,072,966, was established to cover the fire risk on all Trust properties. No claims have arisen during the year and the annual revenue contribution has been discontinued. The interest on the investments of the fund, which amounted to approximately \$39,554 for the year 1954, continues to be accumulated.

The Trust acts on behalf of the Government in various matters relating *inter alia* to Crown land, Crown properties on expired leases and special schemes. The cost of such work is reimbursed by the Government and all transactions relating thereto are the subject of separate accounts.

The small fleet of earth moving machinery continued in operation during the year without further addition. These operations are now being segregated in total in the published accounts.

Some measure of the difficulties which have faced the department during the year is given by the fact that although the accounts for 1953 are required to be audited and forwarded to the Government before 30th June, 1954, this in fact could not be achieved till early in 1955. The final accounts for 1954 will be separately published in the customary form in due course but the following estimates for the year reveal an anticipated moderate increase in the Improvement Fund Revenue Balance.

	\$	\$
Balance as at 1st January, 1954		2,322,174
Expected Income 1954—		
Improvement Rate under Section 22	1,170,000	
Government Contribution under Section 23	1,100,000	
Rents	6,118,680	
Service Charges Recovered	487,595	
Estates Conservancy Charges Recovered	82,650	
Back-lanes—Compensation and Expenses under Sections 145 and 148, Municipal Ordinance (Chapter 133) recovered	21,600	
	8,980,525	2,322,174
<i>Carried forward</i> ..		

Expected Income 1954—*continued*.

	\$	\$
<i>Brought forward</i> ..	8,980,525	2,322,174
Survey Costs Recovered	20,000	
Sale of Land	108,300	
Miscellaneous	13,400	
Hire of Earthmoving Machinery	690,000	
Stamp Fees on Writs of Distress Recovered	12,000	
Leasehold Shop Lettings ingoing premium	10,000	
	<u>9,834,225</u>	
		<u>12,156,399</u>

Estimated Expenditure 1954—

Personal Emoluments	1,652,300	
Administration	621,058	
Management of Property	1,248,860	
Payment of assessment	2,060,000	
Back-lanes	178,000	
General Improvement Plan	252,500	
Loan Charges	2,384,125	
Housing and Development Schemes	170,000	
Improvement Schemes	47,500	
Constructional Plant and Machinery	324,000	
	<u>8,938,343</u>	
Estimated Balance as at 31st December, 1954		<u>3,218,056</u>

It is gratefully recorded that the staff have worked loyally and conscientiously under considerable pressure:

ORGANISATION AND METHODS

THE DEPARTMENT'S limited resources have been occupied during the year in two major departmental reviews and in the implementation of the recommendations in earlier reports.

The major reviews concerned the Estates Department of the Singapore Improvement Trust and the Hawkers Section of the City Cleansing and Hawkers Department. A report on the Applications and Lettings Section of the Estates Department was presented in December and the Board decided to adopt the recommendations *in toto*. The report suggests methods of simplifying the procedure for registering applications and for letting properties. It is expected that when the new procedures are in full operation, a saving of five officers on the present authorised establishment will be achieved. Investigations into other Sections of the Estates Department are proceeding.

During the year the Trust has put into operation, on the recommendation of O and M, a system of annual reports on its officers. This should assist considerably in the task of appraising staff. Assistance was also given in introducing a new system of health record cards for all open votes staff which will facilitate medical attention. In addition, a directory of the Singapore Improvement Trust and City Council was prepared and introduced. Advice and assistance has also been given on numerous other matters.

During the year the question of the staff required for the permanent establishment of the Department has been examined. On O and M's recommendation it has been decided that the Department should operate three investigating teams, each consisting of an Organisation and Methods Officer and an Assistant Organisation and Methods Officer. A senior clerk is also to be appointed to carry out the initial examination of demands for office machines and appliances and to advise departments on form design. Some of the staff has already been obtained and the remainder is expected to arrive within the first few months of 1955. It has been considered advisable to fill two of the posts of Organisation and Methods Officer by the temporary secondment from the United Kingdom of two established civil servants experienced in organisation and methods. Arrangements for the loan are now almost complete.

With the expanded staff it is hoped during 1955 to complete the review of the Estates Department and then to begin the review of a further Trust department, in addition to undertaking reviews of two City Council departments.

APPENDIX I

SENIOR STAFF AS AT 31ST DECEMBER, 1954

Manager, Improvement Trust

James M. Fraser, C.B.E., E.D., A.R.I.B.A., M.T.P.I., A.M.I.STRUCT.E.

Secretary

W. F. Machin, A.C.I.S.

Assistant Secretaries

F. M. Dyson

D. Wong Chin Duing

Financial Officer

G. F. Good, F.I.M.T.A.

Deputy Financial Officer

L. D. G. Ulyatt, A.I.M.T.A.

Chief Planner

F. E. A. B. Sewell, M.T.P.I.

Planners

C. O. Barnett, F.R.I.C.S., M.T.P.I.,
M.I.S. (N.Z.)

H. Firshman, A.R.I.B.A., A.M.T.P.I.,
DIP.T.P.

A. F. Meyers, A.R.I.C.S., A.M.T.P.I.,
M.I.S. (N.Z.)

Mechanical Plant Superintendent

N. J. Hanlon

MASTER PLAN TEAM

Planning Adviser

D. H. Komlosy, B.SC., A.R.I.C.S.,
M.T.P.I.

Planning Officers

G. E. Magnay, A.R.I.B.A., A.M.T.P.I.,
A.A.DIP.

K. A. Watts, B.SC., A.M.T.P.I.

G. Mill, A.M.T.P.I., DIP.T.P. (Manch.)

Administrative Officer

S. J. Askew

Chief Architect

S. C. Woolmer, A.R.I.B.A., M.T.P.I.

Senior Architect

Lincoln Page, A.R.I.B.A., M.T.P.I.

Assistant Architects

A. J. A. Wallwork, A.R.I.B.A.

A. M. Jones, A.R.I.B.A.

I. H. Gibbs, A.R.I.B.A.

P. R. Davison, A.R.I.B.A., A.A.DIP.

Assistant Engineer (R.C.)

Wong Gai Hong, A.M.I.STRUCT.E.,
M.I.B.E.

Maintenance Officer

F. D. Rozario

Estates and Lands Manager

J. C. Lee, F.I.HOUSING, F.A.L.P.A.,
M.R.I.P.H.H., A.I.S.E.

Deputy Estates Manager

H. C. Tinsley, F.A.I.

Deputy Lands Manager

J. M. Carter

Estates Officers

A. B. Pulford, A.I.HOUSING

F. J. Carroll, A.R.I.C.S., A.I.HOUSING

R. A. Baker, A.I.HOUSING, A.A.L.P.A.

J. P. J. Browne, D.F.C., A.I.HOUSING

Lands Officer

J. W. Hill, A.R.I.C.S., A.A.I.

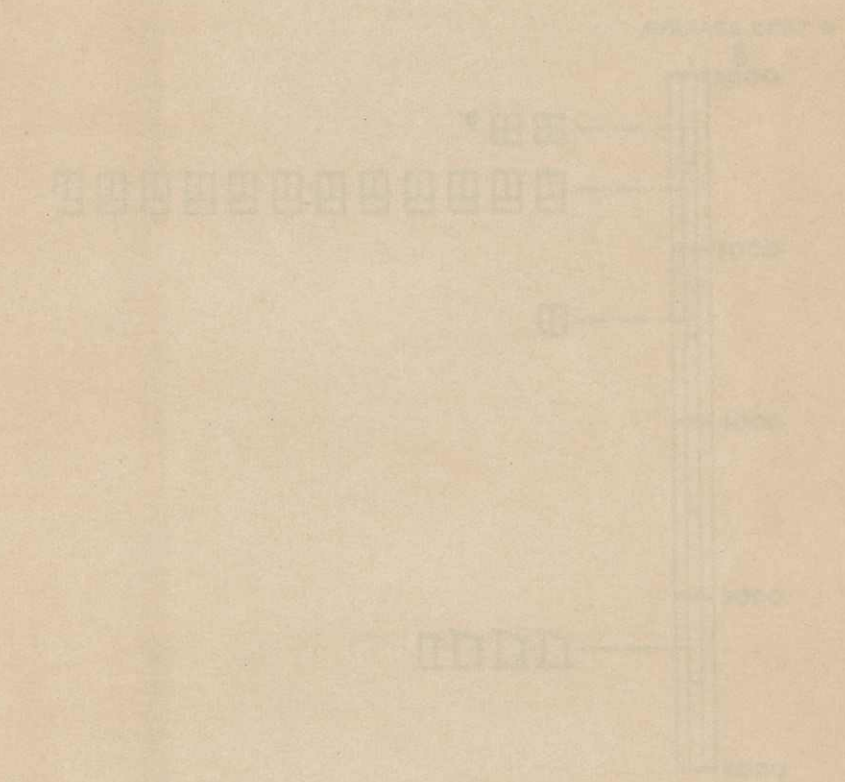
Surveyor-in-Charge

W. H. Smart, A.R.I.C.S., M.I.S. (N.Z.)

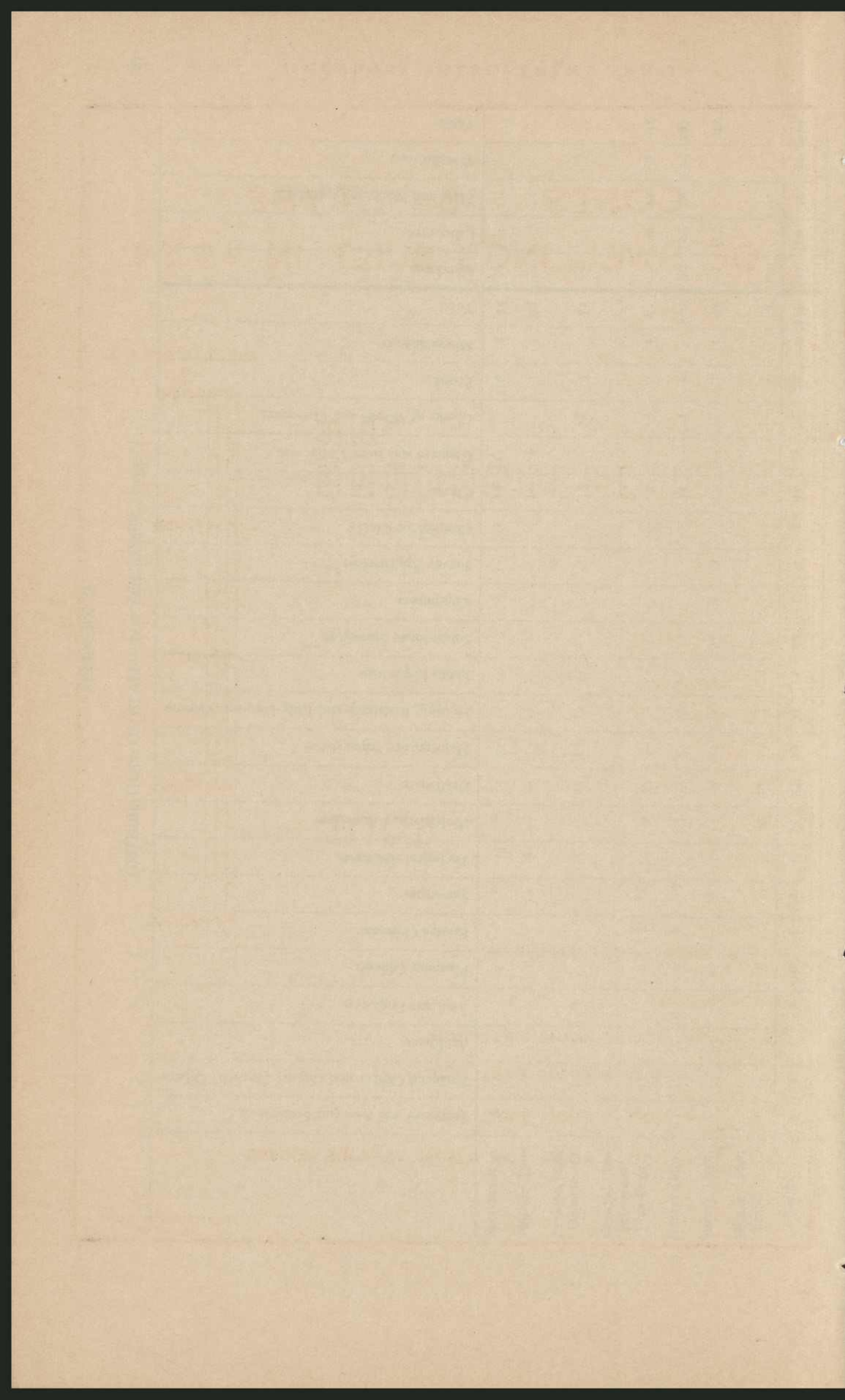
Surveyor

R. M. Parker, A.R.I.C.S., M.I.S. (N.Z.)

COSTS & TYPE OF DWELLINGS BUILT IN 1954

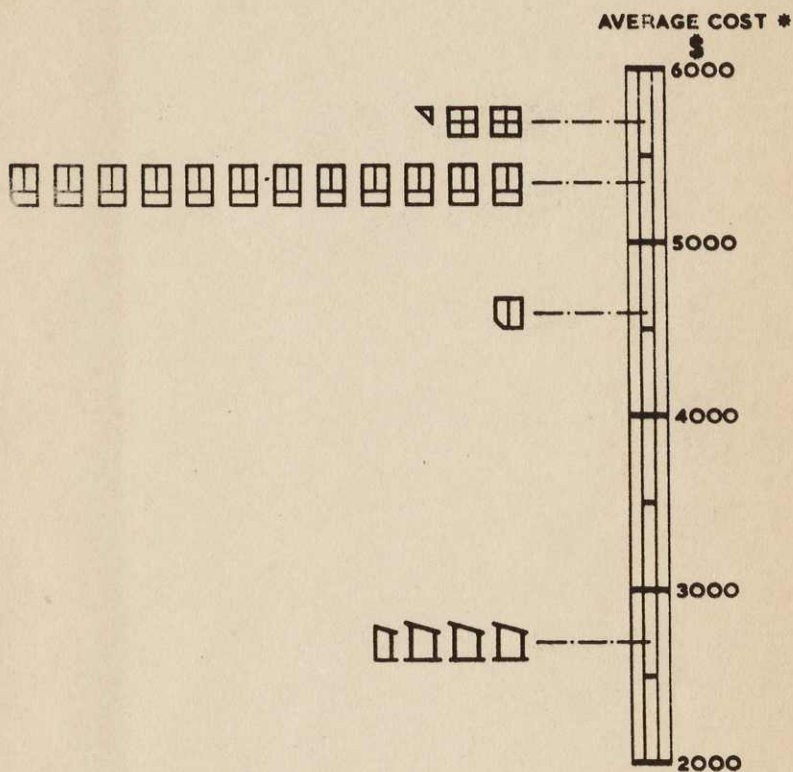


- TOTAL COST INCLUDING LAND
- COSTS
- 100 2 ROOM DWELLINGS
- 100 3 ROOM DWELLINGS
- 100 4 ROOM DWELLINGS
- 100 2 ROOM 1 1/2 BATH 1 1/2 CAR GARAGE TRAILER HOUSES







APPENDIX IV

COSTS & TYPES OF DWELLINGS BUILT IN 1954

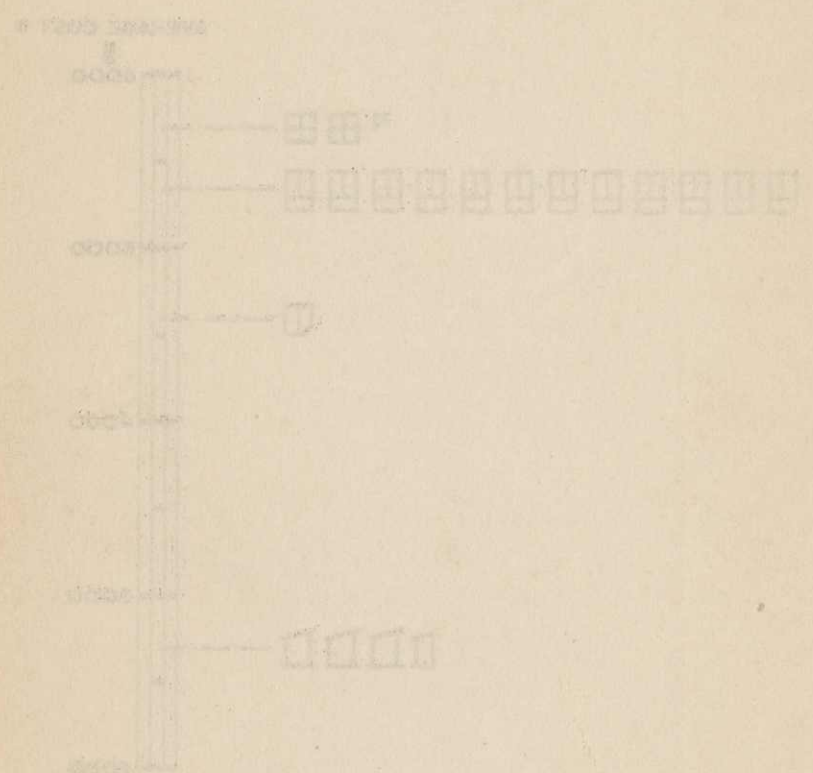


* TOTAL COST EXCLUDING LAND

SYMBOLS

-  = 100 4 ROOM DWELLINGS
-  = 100 3 ROOM DWELLINGS
-  = 100 2 ROOM DWELLINGS
-  = 100 3 ROOM LOW RENTAL TERRACE HOUSES

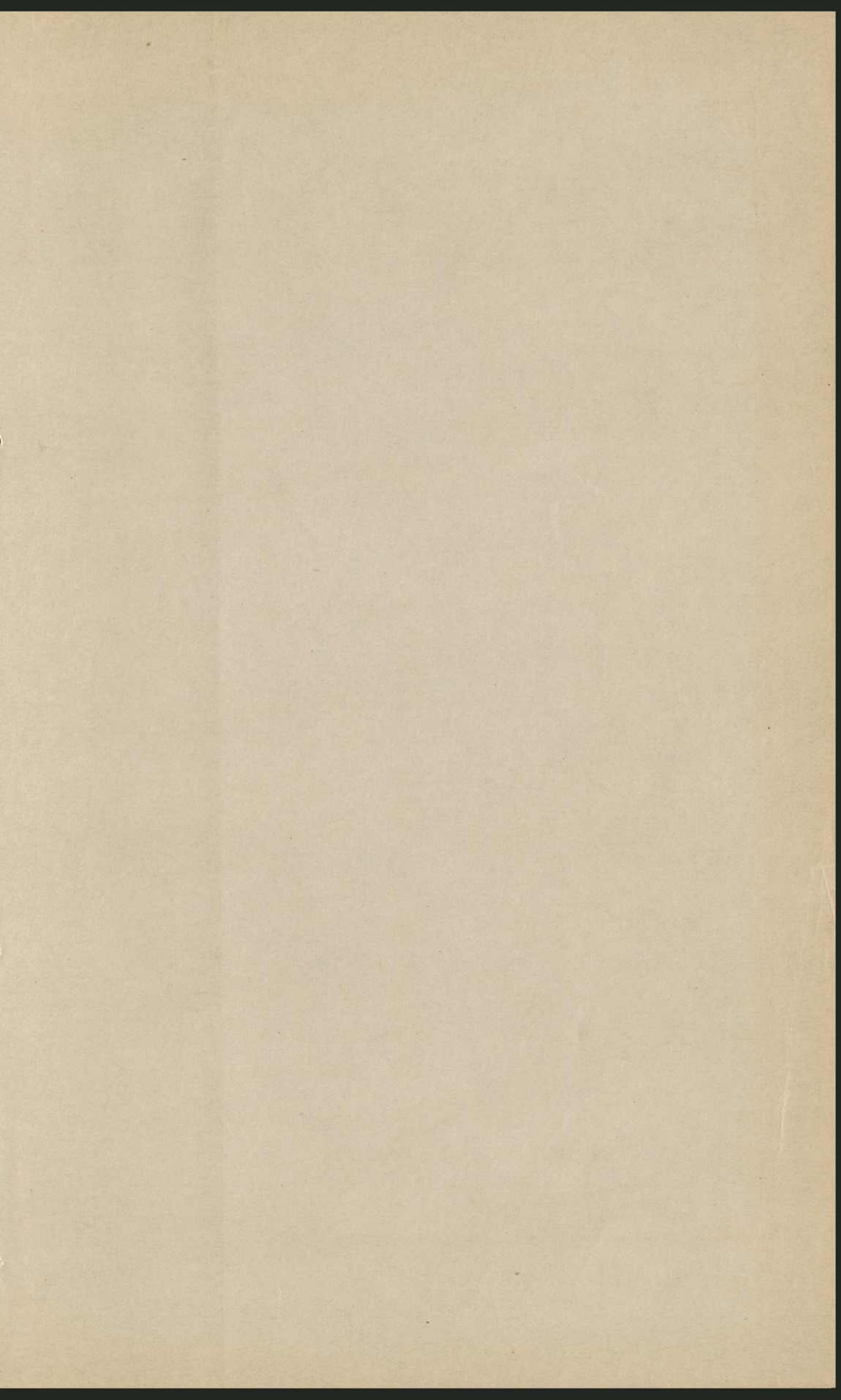
COSTS & TYPES OF DWELLINGS BUILT IN 1924

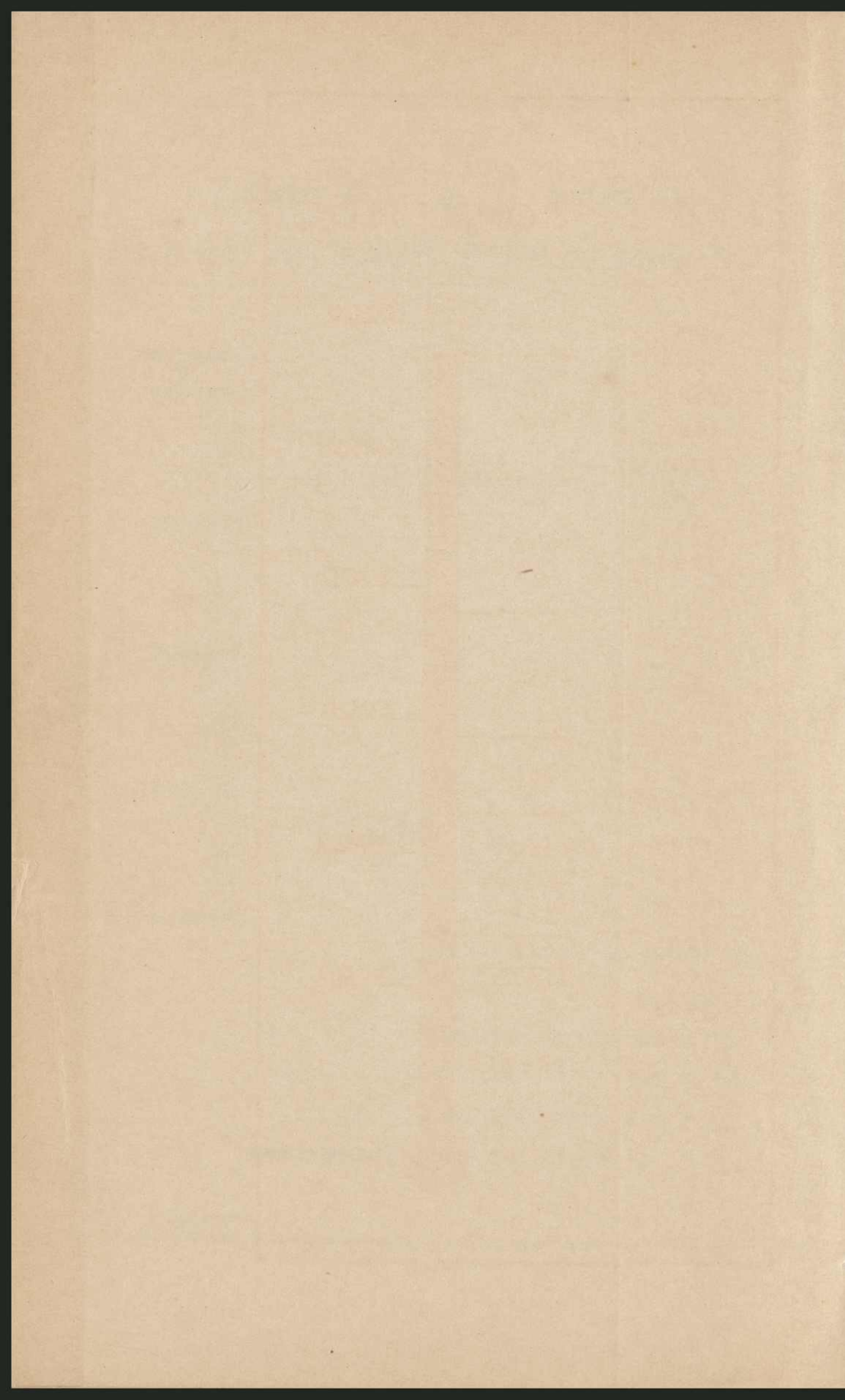


A TOTAL COST INCLUDING LAND

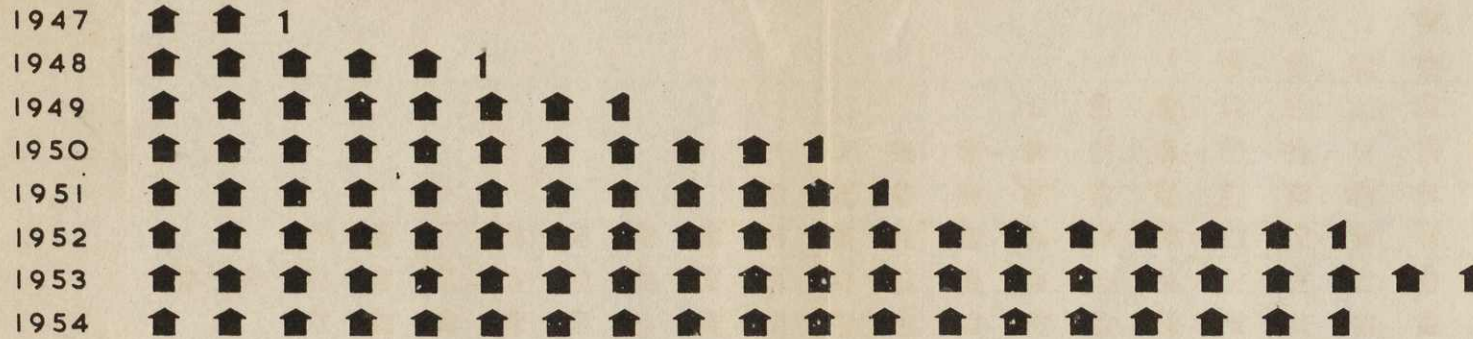
EXAMPLES


- ☐ - ONE ROOM DWELLING
- ☐ - ONE ROOM DWELLING
- ☐ - ONE ROOM DWELLING
- ☐ - ONE ROOM DWELLING WITH PORCH



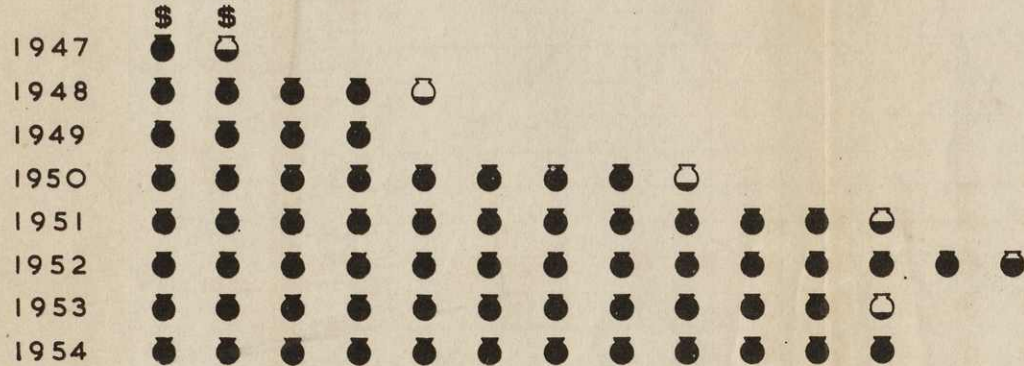



HOW MANY WERE BUILT ?



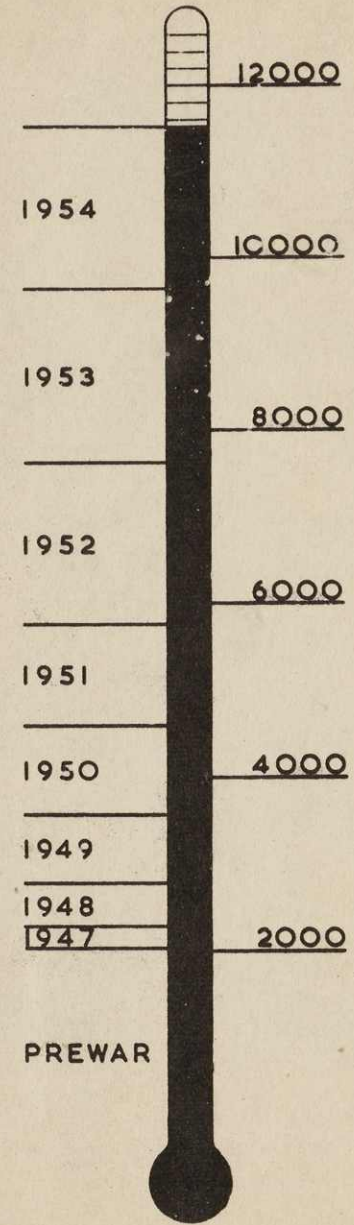
EACH  = 100 DWELLINGS

HOW MUCH WAS SPENT ?

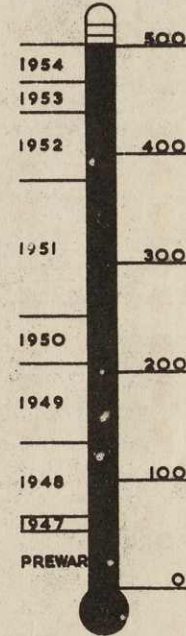


EACH  = \$ 1 MILLION

DWELLINGS COMPLETED

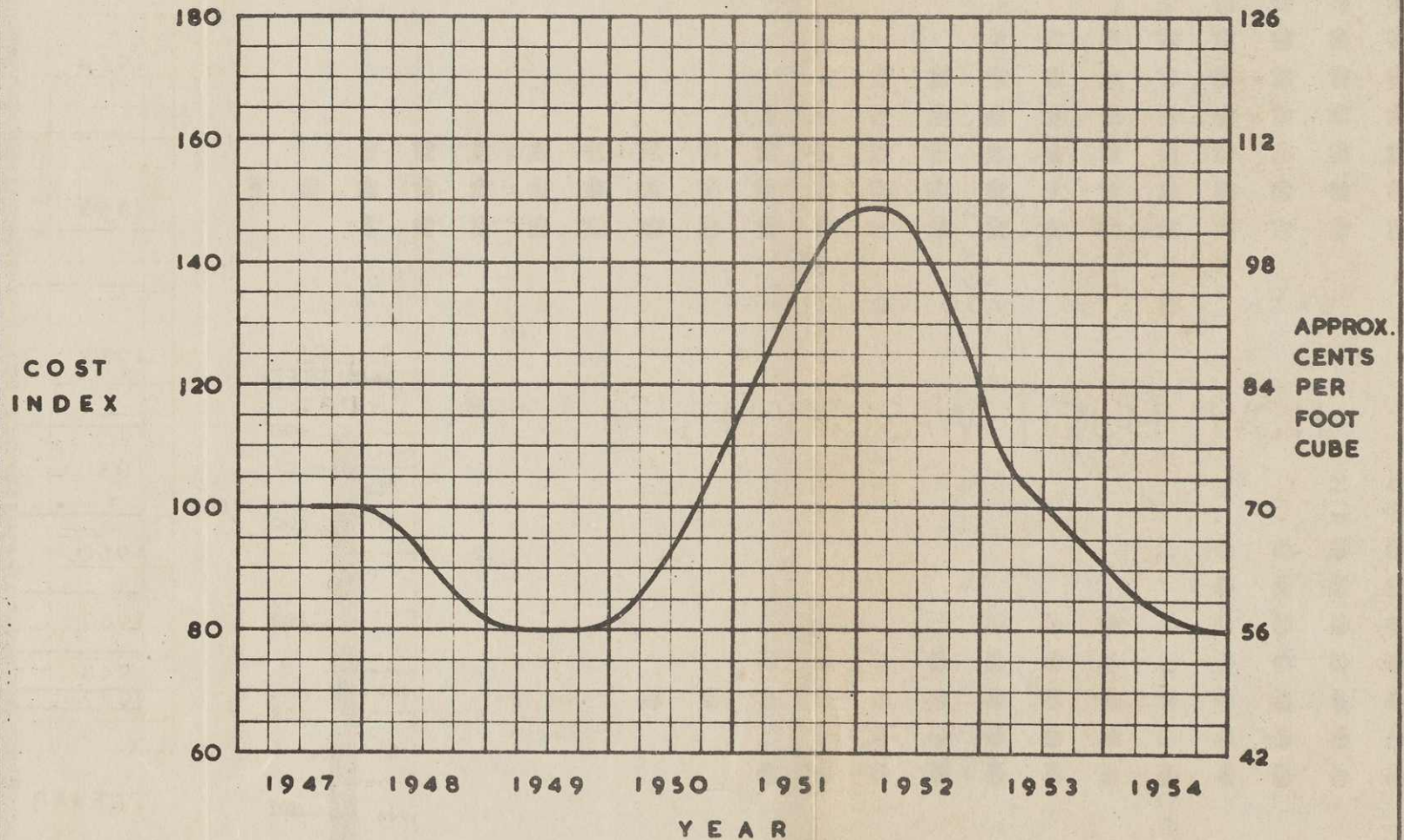


SHOPS COMPLETED



REPORT OF THE BUILDING RESOURCES STUDY GROUP

APPROX. BUILDING COSTS [FOR LOW-COST HOUSING]



NOTE:- 100 APPROXIMATES TO 70 CTS. PER FT. CUBE [EXCLUDING ROADS, DRAINS, CONC. PILING & MAJOR EARTH WORKS]

1940 INDEX APPROXIMATELY 30

SINGAPORE IMPROVEMENT TRUST.
ARCHITECTURAL DEPT.
DEC. 1953.
REVISED JULY 1954.
REVISED DEC. 1954.

