Chapter - I
CHAPTER - 1
INTRODUCTION

Planning as an activity is an age old practice. Our ancestors had practiced a rudimentary form of planning. Initially it was instinctive but latter on it was conscious and deliberate. Over the years man through plans, anticipated the better time and place for planning. Planning which was initially applied to the survival of man’s life, latter on applied to areas ranging from agriculture, defence, economics, education, industry to rural and urban areas. Its role in development is so great that today no major decisions are taken without planning.

Planning has been perceived and defined differently by different people. As E.S. Redford rightly said it is a word of different meanings. While some emphasize the nature of planning as decisions concerning future action. Preston and Dale have said that planning is closely related to forecasting. There are others who consider planning as an Instrument of co-ordination, and a rational social action.

Whether planning is decision making (or) forecasting (or) instrument of co-ordination, it is a PROCESS. Dror stresses “Process” as the most important aspect of planning. He defines it as “a process of preparing a set of decisions for action in the future directed at achieving goals by preferable means”. It is the process of planning that seeks to set in motion the decision-making machinery affecting the future based on changing information about both present and future.

Planning is built upon several theories. But to what extent these theories can be relied upon for practical purposes is debatable. While some believe that these theories have little (or) no effect on the society, there are others who believe that they have an independent power, that an inventive social science will able to change the world as natural science has changed. Bertrand Russell said that “there is nothing so practical as a good theory.”
Ernest R. Alexander feels that the core of planning theory is the planning process that is, how plans are conceived and put into effect, with the content of the plans taking a secondary role.

Regarding the planning process, there are two approaches viz. Normative approach and Positive approach. While normative approach emphasizes what ought to be the process of planning and stresses rationality in planning, positivists believe planning can never proceed rationally and believe in intuition and explanation of statements and planning behaviour.

Based on these two broad approaches, urban planners have analysed the urban planning process and have developed different theories.

Models that have been developed by theorists fall in between pure rational and extra-rational approaches. Peter Cowan is firm in his opinion and stresses that planners have to be normative and it is part of their professional task to do so. One of the earliest approaches to planning process was established in 1960s viz. Rational Comprehensive Approach. This model assumes that it is easy to identify the goals and objectives of social action; it is easy to investigate and analyse the problems that are identified, by understanding the nature of the problems, solution can be arrived at and finally these solutions can be measured (or) evaluated against the stated objectives.

But, Charles Lindblom had challenged the validity of this approach by saying that only for simple problems this approach can be adopted and not for complex problems. He felt that especially public administrators cannot make use of this method because of their prescribed functions and political and legal constraints. He suggested “Muddling Through Approach which is explicitly non-comprehensive and he described it also as “Disjointed Incrementalism”. This process usually involves only small changes, and it is means-oriented. In this, ends are chosen that are appropriate to available (or) nearly available means. This process is serial, that is, in this, problems are not solved at one stroke but are successively attacked, it is remedial, that is decisions are made to move away from ills rather than towards objectives. But Eddison, the critique of Charles
Lindblom argued that to advocate incrementalism is to "unwittingly buttress complacency." Another critique of Charles has noted that such a process works to the advantage of the most powerful, since partisans who are involved in the process invariably differ in their respective power positions.

The "Mixed-Scanning Model" introduced by Amitai Etzioni is the combination of Rational-Comprehensive Model and Disjointed-Incrementalism. This model provides, by first, scanning the whole subject area, and second homing in on those aspects revealed as needing more in-depth examination. It is believed that this model is superior to incrementalism for it explores long run alternatives and is less likely to miss trouble spots that are developing in unfamiliar areas.

In the late 60's a more specific and formal "Systems approach" was adopted in planning than in other areas in social sciences largely because of its practical orientation. People who have advocated systems theory for urban planning considered the city as a series of component sub-systems. The great claim of systems analysis in planning is that for the first time it takes account of all the variables and their mutual interactions. Unlike other models, systems theory gains credence by its technical manifesto.

Davidoff and Reiner have developed the Choice Theory of planning based on a series of postulates derived from economic analysis and of philosophical assumptions concerning the purpose of planning. They have made suggestions regarding how planners ought to proceed? To them, planners should engage in rational choice at three fundamental levels viz. value formulation, means identification and effectuation. The Choice Theory insists on the treatment of facts and value in goal-setting. The propounders of Choice Theory have also said that planners must identify the clients i.e. those who are going to be affected by the proposals.

Positivists on the other hand did not believe in rationality of planning rather they believe in planning in different environments. Dror who advocates positivism in planning feels that since there is lack of systematic research regarding planning, planning process is compelled to proceed on the basis of intuitive understanding.
In his Facet Design Model, Dror explains that the planning process consists of four primary facets viz. general environment, the subject matter, the planning unit and the form of plan. These primary facets are the products of a number of secondary facets. He believes that measuring each of these facets alone will lead to actual systematic study of planning.

An effective planning process is possible only when there prevails a combination of both normative and positive approach. While these theorists insist on how planning process should be, Berry identifies four methods in urban planning. They are Ameliorative Problem-Solving Method, System Maintaining Method, Evolutionary Method and Revolutionary Method. While the ameliorative method plans for the present by reacting to past problems, the other three methods are future-oriented. The system-maintaining method involves a minimum change approach seeks primarily to make the best use of perceived ongoing changes. Step-by-step approach (or) incremental approach is the feature of “Evolutionary” method. In this, the planning process actively seeks and stimulates the possibilities for change. The revolutionary method is completely a normative method which transforms a social system by the redefinition of fundamental values, norms and goals.

The discussions about the theories of planning process and modes of planning process reveal that urban planning is fundamentally a dual activity involving effective process concerned with effecting changes based on a system of values, attitudes, expectations and ongoing perceptual assessments of a desirable future and substantive process concerned with acquisition of knowledge and understanding about relevant urban phenomena, the way the phenomena may be expected to change over time without the influence of policy and, as a result of the influence of planned policy, so that the likely effects of particular policies may be objectively assessed. Without substantive process, the effective process will be non-operational.

**URBAN PLANNING:**

Urban planning has been in existence since the days of Indus Valley Civilisation. However, there has been a change of attitude among the urban planners with regard
to its aim. In the early period, the population in the towns were very very small and the needs of the people were also limited ranging from health, shelter and food (this include drinking water also). So, the town planners viewed urban planning from public health point and from it emerged the reforms in housing.

Years later, the towns were planned under the commands and decisions of higher authorities. This means planning was confined to the affluent people of the society and there was very little consideration for the society’s needs.

The change was so great, that even the very concept “Urban” has experienced a change. As Mr. Peter Self had said, the character of urbanisation is changing so radically, that the traditional concept of the city or even of a “city region” will soon be obsolete. There is a growing awareness of social consideration in city planning which has changed the purpose of urban planning from “service for amenity to the public interest”. That is there has been a shift from physical land use planning to functional/operational planning of several services whereby the planners are concerned with the operations and working of the urban system as a whole.

Under this situation, what is required is to workout what should be planned? How planning should be undertaken? How objectives should be defined and treated? and finally who should plan for whom?

Urban planning is basically concerned with decision regarding the organisation of space and land use. Gorden E. Cherry has said that (urban) planning is an activity centered on land use, activities and the development process. It has a very distinct social contract, and takes place within economic and political system. The Encyclopedia Americana defines city planning “as planning for living and that social and economic considerations are of paramount importance”. “Urban planning is the act of anticipating change and arbitrating between the economic, social, political and physical forces that determine the location, form and effect of urban development” - says John Ratcliff.
The need for urban planning arises due to several reasons

Urban areas being generators of employment and income, attract people from different places. Also different modes of transportation, commercial activities and emergence of numerous administrative offices have eventually made the urban areas overly populated. So, providing adequate basic facilities to the urbanites and especially to the middle and lower income group have become a major challenge to the urban administration which necessitates proper and effective urban planning.

Unlike the rural settlement, the urban settlement is neither homogenous nor provides an independent homestead to its citizens. This situation necessitates proper urban planning. Besides there is a profound environmental and ecological logic that demands planning for highly populated urban areas.

**URBAN PLANNING IN INDIA:**

India which is portrayed as the "Land of Villages" is equally a land of towns and cities. Nearly 23.31 percentage of the total population is living in urban areas. Though this percentage is low when compared to other countries, it is still a matter to be looked into. While on the one hand administrative reasons are responsible for this increase, the process of urbanisation has also caused such an increase. Urbanisation is so fast that there is an overall deterioration in the quality of life in the city. It is a problem not only to the public but it is a great concern for the policy makers, administrators, social workers, town planners, etc. Unlike the West, where core of the population within the city moves to the sub-urban areas, in India it is absorbed within the city itself. As a result, creation of network of roads, streets, proper drainage system, adequate drinking water supply etc. have become the main objectives of urban planning/city planning.

In a democratic country like India, it is necessary that urban planning prevails within the legal framework and reflects the wishes of the people. Before independence and after, many steps were taken to improve the facilities of the urbanites. During the British period, many City Improvement Trusts (CIT) were created under the Improvement
Trust Act. But these improvement trusts had very limited function to perform and their contribution to town development was not very significant. This resulted in the passing of town planning acts in some of the presidencies on the line of United Kingdom's Housing and Town Planning Act of 1909. These Town Planning Acts helped many presidencies in improving their towns with the assistance of the provincial Governments.

With the dawn of Independence in 1947, Government of India made certain efforts to improve the civic conditions in many of the urban centers. Through various constitutional provisions, it provided land legislation both for the Central and for the State Governments.

Initially, the responsibility of development and growth of urban areas were entrusted to the Municipal Governments, but due to lack of power, finance and encouragement, they could not perform as expected. The need for the formulation of policies regarding urban planning, development was recognized even in the first and second five year plans, but no specific programmes in this line were included. The preparation of development plans viz. Master plans for various urban centres were taken up only during the third five year plan.

The need for separate agencies for urban development was felt through the report of the Third five year plan which said, "At the local level, municipal administration alone can undertake satisfactorily the task of providing services needed for development in urban areas, expansion of housing and improvement of living conditions. But most of the municipal organisations were not good enough to carry out their functions. In many states, as a result, various independent organisations were created mainly to focus attention on urban planning problems. Tamil Nadu is one such state which has a number of departments and organizations for the development of not only its urban centres but also its metropolitan cities.

Even though efforts have been taken substantially, there is still an acute shortage of houses, inadequate supply of drinking water, poor drainage system, insufficient transportation, etc. There are several reasons for this state of affairs. Firstly, the form
of planning that has been adopted is more (or) less on the basis of borrowed concepts and imported methodology not always in line with the emerging realities. Secondly, policies should meet the changing requirements. But in India, policies remain unchanged irrespective of the changes in the completion of the Government from time to time. Thirdly, the various policies and programmes have been largely handicapped by the lack of whole hearted efforts, political will, effective legislative enactments, well-equipped organisational machinery and largely inadequate resources, and lastly, lack of co-ordination among various departments.

Though the above mentioned problems are rectifiable the problem of planning is highly technical. Unless there is proper approach and method of planning, it is doubtful to have urban system with lesser problems.

AIM OF THE STUDY:

Madras, the state capital of Tamil Nadu was originally a group of fishing villages. With the advent of East India Company, it became a commercial centre, and from then onwards its commercial activities have been expanding and along with this, the density of population is also increasing. But the civic amenities to the people of Madras have not increased on line with the increase in population. There is a wide gap between demand and supply. URBAN PLANNING-A STUDY WITH SPECIAL REFERENCE TO MADRAS METROPOLITAN AREA, therefore aims at evaluating the planning process in the urban development of Madras Metropolitan Area with the following objectives.

1. To analyse the policies of the Government of Tamil Nadu with regard to MMA from 1980-1995

2. To know the Land-use planning propounded for the MADRAS METROPOLITAN AREA

3. To describe the policy of the Government in the area of Housing, the planning process and the machineries involved in the implementation of the Housing policy and the problems involved in the process.
4 To elucidate the policy of the Government in the area of water supply and drainage, the planning process and the machineries involved and the problems faced in the implementation of the policy.

5 To evaluate the policy of the Government in the area of Environmental protection, the planning process in this regard and the problems involved in the implementation of the policy, and finally

6 To give useful suggestions for an effective urban corporate planning

**METHODOLOGY:**

This is a descriptive study to portray the problems of urban planning in Madras Metropolitan Area. The researcher has chosen this approach to enumerate and analyse the programmes that were carried out by the Government of Tamil Nadu in the area of Madras urban planning.

Both primary and secondary sources of information have been made use of in this study. The Government orders, Government records, Administrative and Newspaper reports and policy notes of the Government have been used as primary sources of data. Also the researcher conducted interviews with the top level officials of various departments, and questionnaires were served to the officials wherever interviews were not possible. Summaries, interpretations and critiques of primary sources in the books, journals and newspapers have been used as secondary source of information.

**AREA AND PERIOD OF STUDY:**

The study has been restricted to the Madras Metropolitan Area alone. This area covers about 1,187 km and comprises four municipalities, four townships and twenty semi urban local authorities. For governing and developing this Metropolitan Area, there are Governmental, Parastatal and Municipal Organisations. Some are Central Government organisations, while others are State Government organisations. As for as Madras Metropolitan Area is concerned, there are several areas which need attention.
But the researcher has restricted her study to only four areas viz. Land-use, Housing, Water supply (Drainage) and Sewerage and Environmental protection. The main reason is that all these areas are under the control of the State Government and these are the most vital elements of urban administration.

Time specification is essential for any research work. Also, the success (or) failure of any policy programme cannot be measured without any time specificity. The study has been, therefore, restricted to the period from 1980-1995. The reasons being:

- From 1981 to 1991 the ten years are the census years which give information about trends in urbanisation in the Madras Metropolitan Area.

- As far as urban development and urban planning are concerned, progress can be realised only through a period of 10-15 years.

REVIEW OF LITERATURE:

Since planning plays a vital role in all areas, there are numerous books on planning which have been written by many writers of several related domains. Thematically, there are several books on agriculture planning, economic planning, industrial planning, social planning, urban planning, etc. Being a multifaceted term, urban planning has drawn the attention of many writers. Several writers both in India and in Western countries have written about urban planning from social, economic, technical and geographical point of view.

There are very few writers who have written on the theoretical aspect of urban planning. Andreas Faludi[31] who edited the book "A reader in planning theory" has compiled the works of some of the theorists who have different ideas about planning.

Ian Bracken's[37] "Urban Planning Methods Research and Policy Analysis" focuses on the need to combine traditional research methods with policy analysis in order to understand the true nature of urban planning process. The book also describes the
theories and methods of urban planning process and development in urban areas. Hugh Stretton\textsuperscript{33} in his book "Urban Planning: Rich and Poor Countries" presents samples of the policies at work in a wide range of contemporary cities, of different revenue range, under different forms of Government, of different geographical areas like Europe, North America, and the Third World. He feels that many planning projects go ineffective due to planners' poor understanding of the society.

Melville C. Branch\textsuperscript{34} in his Book, "Continuous City Planning. Integrating Municipal Management and City Planning", has identified "seven deadly sins" of the city planning which are responsible for the serious problems confronting the cities especially in the U.S.A. He has suggested that longer-range strategies, policies and plans of city planning must develop from the shorter range of on going operational plans.

As far as India is concerned, urban studies within the framework of social science discipline is just six decades old.\textsuperscript{35} Geographers, sociologists, historians, economists, political scientists and town planners have contributed much to the study of urban planning. While the geographers view it from the locational perspective, historians trace the development that had occurred in urban planning during the past several years. While caste, kinship, religion and social institutions are the main focus of study in sociology with regard to urban planning, political scientists focus on various policies pertaining to urban planning.

In the area of spatial planning several writers have written books. Gwgneth Kirk\textsuperscript{36} has provided in his book "Urban Planning in a Capitalist Society" four approaches namely pluralistic, bureaucratic, reformist and marxist with regard to land use planning system.

Asok Kumar\textsuperscript{37} provides a new approach to Land use planning called "Organisational Analysis" where he says organisational analysis could be used in the prescription of organisational structure or methods of delivery in general and in land use planning in particular. "Planning and Development of Towns"\textsuperscript{38} by R.G. Gupta deals mainly with the settlement aspect of urban planning. The author says that crisis in settlements arises due to non-comprehensive policies, lack of co-ordination, integration and monitoring.
of schemes in time and finally lack of people’s participation. Based on his experiences in the area of land settlement he has provided in his book theoretical aspects of Land Use planning pertaining to settlement policies, urban land policy, etc.

Prakasa Rao in his book “Urbanisation in India: Spatial Dimension” has provided two sections namely Inter-city (Urban India) and Intra-city (Indian City) and presented the empirical analysis of the spatial dimensions of urbanisation and policy implications.

One of the major problems in the area of urban development is Housing. In fact, if adequate housing facility is provided half of Urban problems will be over. In this area also numerous books have been written by economists, sociologists, town planners, etc. Francis Cherunilam one of the prolific writers has written many books in the area of urban development. His book “Housing in India” co-authored with Odeyar D Hegade discusses the various prevailing housing situations in India and highlights the reasons for the tardy progress in housing sector. Though this book focuses on Indian housing a broad observation about the global housing problem with special reference to developing countries has also been provided.

Cedric Pugh in the book “Housing and Urbanisation: A Study of India” assures the possibility of developing accessible, practical and habitable low income housing in India based on implementation of three simple constructs namely affordability, cost recovery, and replicability. Amitab Kundu gives an overview of the existing organisational structure responsible for the provision of basic amenities namely housing, water supply, sanitation, health care and public distribution system. He feels that the existing system has not been designed to meet the minimum needs of the public especially the urban poor. He concludes that the system helps only the HAVES and the HAVE-NOTS are getting very small share of these amenities.

Vijaya Bhole in his book “Housing and Urban development in India” has made an attempt to synthesize diverse perspectives of residential development which is essential for urban planning. In this the author has also touched upon the determinants of spatial patterning of residential areas, residential segregations, etc.
Arun Kumar Singh in his book "Urbanisation and Administration of Urban infrastructure" has assessed the role of Municipal Governments in the provision of urban facilities by comparing the five cities of West Bengal viz Howrah, Durgapur, Burdwan, Hoogly-Chinsurah and Chandan Nagar. Policies are essential for effective urban planning. 'Urban planning and policies' (ed) by C.S. Yadav has wide range of articles which reflect three main issues viz the Governmental framework for policy making, the substantive content of social policy and the use of new methods for policy analysis.

Besides these books there are reports published by United Nations pertaining to urban problems. To quote a few are "The Global Report on Human Settlements"; "Storm Water Drainage and Land Reclamation for Urban Development"; "Roles, Responsibilities and Capabilities for the Management of Human Settlements Recent Trends and Future Prospects"; etc. The Madras Metropolitan Development Authority along with the "Times Research Foundation" has published several research reports. There are a few Journals which are exclusively dealing with urban aspects. URBAN INDIA published by the National Institute of Urban Affairs provides articles on Indian urban aspects. The Institute through its Journal undertakes and promotes research on urbanisation and related issues. Several articles concerning housing, horticulture, slums, resettlements, town planning, environment, ecology, land development of Delhi and its surroundings have appeared in Delhi Vikas Varta, published by the Delhi Development Authority.

The Institute of Town Planners, through its journal, gives coverage to the views, opinions and ideas of the people about issues, plans, strategies, policies and programmes related to urban and regional development.

The National Housing and Town planning Council, a London based organisation publishes "Housing and Planning Review" wherein articles pertaining to better standards in housing, scientific town planning, etc., are available. One of the premier institutes of India, the Indian Institute of Public Administration is publishing an Urban Affairs Quarterly viz. Nagarlok, which exclusively deals with urban aspects of Indian states and India.
On the academic side, some scholars have conducted studies on the specific areas of urban planning viz. Housing, Electricity, Environment etc. The study on Urban Policy and Administration in the city of Madras (1969-1989) attempts to bring out the significance of social issues in the administration of the Madras City concentrating on the important functional areas like transportation, employment, housing, etc.

The study of "Madras Metropolitan Development Authority - a study is concerned about the organisational work on planning i.e., land use planning, development and enforcement of development controls for the entire Madras Metropolitan Area from the day of its inception. A few national dailies are also publishing articles pertaining to urban problems.

But so far no specific study has been taken up on the important aspect of urban planning viz. the planning process. "URBAN PLANNING - A STUDY WITH SPECIAL REFERENCE TO MADRAS METROPOLITAN AREA" tries to analyse the planning aspects of urban development in the areas of land-use, housing, water supply and drainage, and environmental protection in Madras Metropolitan Area.

PLAN OF THE STUDY:

The thesis has six chapters besides the first chapter viz. Introduction Policies are the foundation of development and for urban development urban policy is essential. The rational of these policies and to what extent these policies were/are effective as far as MMA is concerned, is the primary question and the answer is provided in the second chapter, "Urban Policy for Madras Metropolitan Area" where information such as the important features of urban policy, the rationality behind these policies, and the effectiveness of these policies are discussed.

The third chapter, "Land use Planning for Madras Metropolitan Area", deals with various theories of land use planning, the Urban Land Policy of the Government, and
the institution that is involved in the land use planning of the Madras Metropolitan Area. Also the Acts, the rules that are adopted by the Government in this area are provided in this chapter.

The population is ever increasing, simultaneously the land for living is shrinking continuously. Under such a circumstance how the Government is providing shelter to its people, especially to the urbanites of Madras, is another issue analysed in the fourth chapter viz. "Housing" through policies and programme of Housing.

The fifth chapter "Water supply (drainage) and Sewerage" provides information about the steps taken by the Government in the area of water supply, drainage, and sewerage through its policies, programmes and various institutions. The chapter also tries to find out whether the distribution of potable water to the people of MMA and the drainage system developed in the area are able to cope up with the requirements of the people of MMA.

Madras which was once a clean city has now become a garbage city. Why this deterioration?. Is it because the people of Madras lack civic sense or is it because of the ineffective policy of the Government of Tamil Nadu. Sixth chapter "Environment" probes into this field by providing the policy of the Government in this area and also the activities of the Government in preventing pollution.

After discussing the policies of the Government in the areas of land use, Housing, Water supply, drainage and sewerage the researcher provides suggestions by taking into consideration the problems that are encountered by the Government in the provision of basic facilities to the people of Madras Metropolitan Area which form the seventh chapter viz. conclusion and suggestions.

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26 Bombay Improvement Trust Act, 1978
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