Chapter - II
CHAPTER II

URBAN POLICY FOR MADRAS METROPOLITAN AREA

Urban Policy/Urban Planning of any area has to be based on the area's population growth, the employment opportunity available in that area, the physical character of that area and finally, it should be necessarily based on the needs of the people living in that area. Before going in detail into the subject matter viz Urban Policy for Madras Metropolitan Area (MMA), it is therefore necessary to provide information on MMA's jurisdiction, its population growth, its employment opportunity, and finally its physical character.

MADRAS which was once a group of fishing villages of the British East India Company has now emerged as one of the sub-continent's principal commercial ports. The rapid urbanization in this place necessitated the inevitable move to divide the area into three regions. There is a "CITY" itself within the limits of Madras Corporation and co-terminus with the revenue district of Madras. Next there are urban centres and extensions, contiguous to the city area. Thirdly, there is the rural area with a number of rural settlements. The first region is the Madras City which covers the area under the jurisdiction of the city corporation. The second region is the Madras Urban Agglomeration which covers the area of Madras City in addition to the Urban Centres and extensions defined as urban by the Census of India. The third region is called Madras Metropolitan Area which means the area delineated as Madras Metropolitan Area for Planning purposes which is otherwise called the Madras Standard Urban Area. The map showing the jurisdiction of these three regions is given in Annexure -1.

Over the years these three Spatial units have experienced areal changes which have affected the growth of population in these areas ultimately.

MADRAS CITY:

MADRAS became a city of million people around 1943. The city which was originally a small settlement of the East India Company grew steadily by aggregation of surrounding
villages. Besides Madras Patinam, Mylapore and Triplicane were the other two individual settlements existed in those days. These individual settlements that have grown to form Madras City had each grown around a nucleus which was generally a temple, (or) Church (or) a Mosque.² Between 1941-71 the city because of its economic activity expanded further. The boundary of the city was extended to cover 129 sq km by merging 10 satellite towns within it. The places that are included in the city of Madras is given in Annexure -2. The City Map and the 150 Corporation division of the Madras City are given in Annexure -3 and 4 respectively. One can see an expansion on all the three directions except on the East where the city is bounded by Bay of Bengal.

MADRAS URBAN AGGLOMERATION:

The concept of “Urban Agglomeration” found a place in the 1971 census. The 1991 census report defines Urban Agglomeration as a City (or) a Town with a continuous outgrowth, the outgrowth being outside the stationary limits but falling within the boundaries of the adjoining village (or) villages (or) “Two (or) more adjoining towns with their outgrowths if any as in (i) above” (or) “A city and one (or) more adjoining towns with (or) without outgrowings all of which form a continuous spread”.³

The Madras Urban Agglomeration (MUA) consists of the core city and satellite towns that are adjacent to the core city. In 1971, the MUA consisted of 57 satellite towns around the core city. In 1980, 10 of the 57 satellite towns were merged with two other satellite towns - Oragadam with Ambattur and Veeraraghavapuram with Thiruverkkadu. Three Townships viz Kathivakkam, Nandambakkam and Maduravayal were added to the Urban Agglomeration. Because of these changes in 1981, the MUA had 48 satellite towns around the core city. In 1991, 9 more satellite towns were merged with the MUA. The list of satellite towns that were within the jurisdiction of MUA in the years 1971, 1981 and 1991 respectively is given in Annexure -5. It is because of this frequent jurisdictional change, the MUA experiences problems with regard to urban administration.
MADRAS METROPOLITAN AREA:

Madras which was a city in 1943, has over the years developed into Madras Metropolitan Area (MMA). Due to lack of services and other facilities in the city, new industries preferred location outside the city limits where land was freely available and also the local taxes were low. This development can be noticed in places like Thiruvetkkyur, Egmore, Ambattur, Avadi, Redhills, Meenambakkam and Vandalur. These areas because of the influence of the Madras City expanded considerably. Even now, one could witness, the process of steady development in these places. One has to understand, however, that these developments and expansions did not take place on the basis of scientific appraisal of the needs of the industry (or) other uses. This creates an imbalance in development and brings in its wake undue stresses and strains on communication, transport and utility services and other urban facilities in the region. In order to prepare a comprehensive development plan for the city and the areas influenced by the city, Madras Metropolitan Area was created. The area delineated as MMA for planning purposes is also called Madras Standard Urban Area (MSUA). The 1971 Census defines Standard Urban Area (SUA) as “Rural and Urban areas as contiguous to the towns and cities having population of 50,000 and more which have at present influence and interact with the core town and also places which are likely to have such influence and interaction with the core town. In other words, the SUA is the projected growth area of a city (or) town as it would be in another 20 years (or) so.4 Like the other two spatial units, this area has also experienced an areal change. The area which was 1168.05 sq km in 1971, has expanded to 1176.78 sq. km. in 1993.5 It has within its jurisdiction 5 Municipalities, 4 Townships, 27 Town Panchayats, 10 Panchayat Unions and 2 Cantonments besides the core city.6

URBAN GROWTH IN THE AREAS OF MC, MUA AND MMA:

During the pre-independence period, the factors that were responsible for the growth of Madras was political, demographic and economic. These three factors still
continue to contribute to the growth of Madras City. Besides these, the Census figures suggest that much of the city's population growth was due to "MIGRATION".

In 1961 Census divided the city of Madras into 100 divisions. Now the city has been divided into 150 divisions which are further grouped into four broad zones depending upon the predominance of a particular activity in each zone.

The Manufacturing/Industrial Zone (i.e Zone I) is bounded on the east by the sea and on the north by Thiruvottiyur Municipal Town. It has developed urban characteristics similar to the city proper.

The Commercial Zone (i.e Zone II) is bounded on the east by the Sea. A major part of it is "Black Town" now called George Town which along with the Fort forms the oldest element in the city's composition.

The Old Residential Zone (i.e. Zone III) includes Purasawalkam, Vepery, Kilpauk, Chetpet, Egmore, Nungambakkam and Mylapore.

The New Residential Zone (Zone IV) is a crescent shaped girdle which sprawls from the Elliot's Beach in the south east to the eastern boundary of Villivakkam. This zone is the continuation of the old residential area zone III in the west and the south.

It appears that the growth of the city has not taken place at a uniform pace. The pattern of growth of the Madras City between 1971 and 1981 reveals that in the 70's apart from the New Residential zone all the other zones have either stagnated (or) reduced population. The new areas such as Kodungaiyur, Kilathur of the Manufacturing zone are growing at rapid rates. Brush⁴ (1968) terms this pattern of growth as "Western city pattern". This can be seen from the figures that are given in Annexures -6 & 7.

The Times Research Foundation report says that in the 3 decades between 1951-1981, the congested central parts of the city had been either getting depopulated
(or) stagnated. On the otherhand, the outer periphery of the city had been growing at a rapid rate atleast after 1961. This can be noticed from the maps that are given in Annexures -8 and 9.

Coming to the satellite towns (which along with the core city constitute the Madras Urban Agglomeration), it has been observed that they are growing at a much faster rate than the core city. Also, the central part of the core city has been getting depopulated and there has been a movement "outwards" which clearly shows the possibility of a "Reverse Migration". Satellite towns that are not industrialised experience a stagnated growth while the Towns that are Industrialised grew at a faster rate.

The MMA includes the MC, MUA and rural areas which are outside the Urban Agglomeration and within the limits of MMA. It has been observed that the population from the rural areas move to the satellite towns in MUA as well as to the peripheral areas of the core city. In the 1970s, on the otherhand, when the tendency towards the outward shift of population within the core city as well as within the urban agglomeration got strengthened, the process it appears, spilled over even to the rural areas in MMA, even though these rural areas grew at a rate considerably above the natural rate in this decade. This trend has been continuing in the 90s also.

POPULATION IN MC, MUA AND MMA:

The population of any place includes the Fertility rate and Mortality rate of that place and the migration to that place from other places that is. Natural population and Migration constitute the population of any place.

In the Post-Independence period, the city was witnessing a rapid growth of population. This can be seen from the table given below:
Table No. : 2.1

GROWTH OF POPULATION IN MADRAS CITY

<table>
<thead>
<tr>
<th>YEAR</th>
<th>AREA (in sq. km.)</th>
<th>POPULATION (in Lakhs)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1971</td>
<td>172</td>
<td>25,72,896</td>
</tr>
<tr>
<td>1981</td>
<td>172</td>
<td>32,66,034</td>
</tr>
<tr>
<td>1991</td>
<td>174</td>
<td>37,95,028</td>
</tr>
</tbody>
</table>

This Population growth is partly due to high rate of Natural population and partly due to migration from neighbouring places. This is evident from the table which is given below:

Table No. : 2.2

POPULATION (DUE TO NATURAL INCREASE AND MIGRATION)

<table>
<thead>
<tr>
<th>Year</th>
<th>Proportion of Population Growth due to Natural increase</th>
<th>Proportion of Population Growth due to Migration</th>
</tr>
</thead>
<tbody>
<tr>
<td>1961</td>
<td>62.8</td>
<td>37.1</td>
</tr>
<tr>
<td>1971</td>
<td>68.1</td>
<td>31.9</td>
</tr>
<tr>
<td>1981</td>
<td>69.9</td>
<td>30.1</td>
</tr>
<tr>
<td>1991</td>
<td>Not available</td>
<td>Not available</td>
</tr>
</tbody>
</table>

Migration to Madras City is both Internal as well as International. But internal migration is much higher than international migration. As far as internal migration is concerned, a good proportion of migration to Madras is due to Inter-District. The main reason for such migration is due to the city's employment potential. The extent of migration into zones of Madras City between 1961-1981 is given in Annexure -10. The Post-Independence period saw many developments in the industrial field in Madras City.
and its surroundings. This industrial development provides employment opportunities to the people which ultimately result in population growth.

The following table provides the data on organised sector employment in Madras City.

**Table No. : 2.3**

**GROWTH OF EMPLOYMENT IN ORGANISED SECTOR**

<table>
<thead>
<tr>
<th>Year</th>
<th>Public Sector</th>
<th>Private Sector</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>1984</td>
<td>3,11,012</td>
<td>87,481</td>
<td>3,98,493</td>
</tr>
<tr>
<td>1985</td>
<td>3,14,914</td>
<td>87,036</td>
<td>4,01,950</td>
</tr>
<tr>
<td>1986</td>
<td>3,04,840</td>
<td>80,066</td>
<td>3,84,906</td>
</tr>
<tr>
<td>1987</td>
<td>3,11,211</td>
<td>80,087</td>
<td>3,91,298</td>
</tr>
<tr>
<td>1988</td>
<td>3,12,970</td>
<td>80,629</td>
<td>3,93,599</td>
</tr>
<tr>
<td>1989</td>
<td>3,19,310</td>
<td>82,971</td>
<td>4,02,281</td>
</tr>
</tbody>
</table>

* As on March 31, each year.

Source: Director of Employment and Training, Madras.

The above Table reveals that there has been a virtual stagnation of employment in public sector till 1989 and there is a decline in the case of private sector. This indicates that further labour absorption cannot take place in these sectors. But the only avenue for employment would be unorganised sector within the city and organised sector comes within the city and its suburbs. The Table showing the growth of population in Madras City, Madras Urban Agglomeration and Madras Metropolitan Area is given in Annexure -11.

While urban planning is based on the urban centre's growth of population, to a certain extent the centre's physical feature acts as a contributing factor to the planning
of that area. The City of Madras stretches nearly 16 miles along the coast from Thiruvanmiyur in the South to Thiruvottiyur in the North. The city is roughly rectangular in shape slightly wide at the centre with the maximum width being about 10 km. It has expanded to 172 sq. km with a population of 4.3 million in 1991 and in 1994 it has risen to 5.4 million. It rises slightly as the distance from the sea-shore increases. Some writers have opined that the location of Madras like that of other Asian Cities was not an ideal site for urban development. The city is intersected by two streams the Cooum and the Adyar. The Cooum runs through the heart of the city and enters the sea. While the river Adyar wends its way through the southern part of the city and enters the sea near Adyar. These two rivers except during rainy season remain almost stagnant.

The climate of Madras City is of tropical monsoon type. The temperature of the city is warm to hot throughout the year with a relatively pleasant period from October to the end of February. The city is benefitted with several rains from the north east monsoon and the cyclonic storms that originate over the Bay of Bengal mostly from October to December. The physical feature of MMA is given in Annexure 12. With this background, the objectives of this chapter are:

- To describe the urban policy of Madras Metropolitan Area between 1980-1995;
- To describe the organisation that is responsible for the formulation of the policy;
- To describe the organisation that is responsible for the implementation of the policy;
- To know the Acts and Laws that facilitate urban development in the Madras Metropolitan Area and finally
- To analyse the policies of the Government towards Madras Metropolitan Area.

It is anticipated that by 2000 half of the World’s population will be urban and Asia will dominate the world urban picture with about 45% of the World’s urban population.
This rapid growth of population in urban areas pressurises the Government to frame policies to tackle the urban population.

In most of the countries, the urban policy depends on the urban trend. As a result, one of the objectives of urban policy is to decongest the population. In many countries particularly, in middle income countries, the decentralisation of economic activity from large congested capital regions and closing of the welfare gap between rich and poor regions are the stated policy objective. The justifications for initiating urban decentralisation policies by the Governments of developing countries are first the necessity of reducing the severe managerial problems and the economic and social costs associate with congestion, pollution and the difficulty of providing adequate services in large cities, second the need to reduce wide regional income disparities within the country and third, the belief that more investment outside the largest urban centres in favour of the poor outlying regions will foster national growth.

In many of the developing countries the urban policies have been formulated and tried in the incremental and unstructured way by adopting the experiences of the advanced countries. Incremental in the sense that problems are responded as they emerged. As far as larger cities are concerned, the following forms the objectives of urban policy:

- The integration of peripheral regions to increase the size of national domestic markets and the intensity of regional demand.
- The integration of peripheral region and the opening of a new resources to raise national output.
- The reduction of interregional disparities.
- The improvement of national political integration and social cohesion within that nation.
- The rapid development of border regions for reasons of national security.
- The improvement of the National system of cities.
While these are the objectives framed for larger cities at a Metropolitan level, the urban policies are aimed to absorb the large population expansion that occurs every year. When the above becomes the aim of the Government at the Metropolitan level, then the following issues come up for planning

- How to improve the economic base of the city and provide productive employment to a rapidly expanding labour force that often has low skill and educational levels?
- How to provide transport that is affordable for the majority of the population?
- How to develop land use patterns that generate a better balance between home and workplace? How to recapture some of the increment in land values generated by urban growth to finance city infrastructure investments?
- How to improve housing supply?
- How to mobilise financial resources to meet the massive infrastructure needs of city for road networks, transport systems, water and sanitation system, education, local health services, safety and fire protection
- How to provide assistance to the poorest residents, who are the most in need of help and least able to get it?

The urban planning mostly concentrates on urban poor, due to rapid demographic growth at low levels of income. This is the characteristic of urban development in developing countries. The main concern of urban policy in such countries is how to improve the quality of life. As far as India is concerned, the basic question is, for whom the policy is concerned? Is it for the majority of people living in the Metropolitan City? or is it for a small percentage of the elite?

There was a time when the standard of living of a country was judged by its Gross National Product. Recently the overseas Development Council of Washington D.C has developed an index called PQL index which means Public Quality of Life. This PQL index has the Component of, life expectancy at birth, infant Mortality and literacy.
As far as India is concerned the PQL index is 39 which has been arrived at by considering the following indicators.

- Availability of safe drinking water
- Quality and quantity of food intake
- Shelter and delivery of basic services and facilities within a habitat
- Medical and Health care services
- Basic primary education and literacy levels and
- Environmental sanitation, air and water quality, solid waste (garbage) collection and disposal.18

The main idea of revealing the above is that if the PQL index is to go up, it is necessary that the policy of the Government regarding urban centres is sound and effective. Policy and planning are the two main elements, which can develop cities properly. Though a city can be defined from social, economic, physical, geographical and administrative points of view, by and large people associate “The City” with the quality of life and the quality of environment. There are several factors that improve the quality of life, when change in one factor is not backed by adequate and necessary changes in others, problems in varied forms occur. Therefore, the urban policy of the Government in such a situation should be based on all the factors. Ian Bracken has said “At the broadest level, the concept of policy must embrace both the intention of achievement and the outcome of a particular intention. Public policy is the sum of the activities of Governments whether acting directly (or) through agents, as it has an influence on the lives of citizens.19 Policy can be thought essentially in terms of goals, means and consequences. Ramney considers policy as a matter of “declaration of intent” while some writers feel that policy consists only of the intended course of action, others embrace the actual behaviour involved in implementing the intention. However, it is generally agreed that the definitions of individuals on particular decisions on the one
hand and general social movement on the other. In other words the concept of public policy implies both a plurality of actions (politicians, administrators, technocrats and finally the public) and an explicit intention. In Harold Lasswell words policy should reveal who gets what?

Several characteristics of the Political and Socio-Economic environment influence the nature of the policies adopted and their effects on citizens. Policy is not constructed in a vacuum, it is the result of the interaction of all these background factors with the desired decisions of those who make policies. That is policy emerges from the interaction of a large number of forces. Regarding policy making, Dror has said reality and problem perception are fundamental for policy making. There are two models of policy making. While the rational model emphasizes "what ought to be"? the incremental model conciliates on "what is?"

The rational model whose roots can be traced back through classical economic choice theory to Aristotle can most usefully be seen as a cyclical process involving a series of logically related stages which prescribed how policy-making should ideally be undertaken.

The critique of "rational model" of policy making advocated the model of incrementalism which explains how policy is customarily made and as a prescription of how it should be made. The incrementalism model takes the existing reality as one alternative and compare the probable gains and losses of closely related alternative by making relatively small adjustments in existing reality. Some of the advantages of adopting incrementalism model over rational model are people cannot accurately foresee their own wants and they cannot rationally choose from among alternatives. In such a situation Incrementalism helps the individual to list one's preferences by experience. It helps in verifying the results of one's choices. Incrementalism is revisable i.e., when mistakes are made they can be easily repaired. Whether the Government has adopted
the rational method (or) method of incrementalism while taking policy decision has to be critically analysed.

URBAN POLICY OF TAMIL NADU:

The Urban Policy of Tamil Nadu is based on the recommendation of the National Commission on Urbanization, which is also the guiding report for the National Urban Policy, which was appointed by the Government of India in the year 1987. The Commission was appointed to suggest some methods of solving the perennial urban problems which are due to urbanisation.

The National Commission on Urbanisation has first of all classified the Urban Centres into National Priority Cities, State Priority Cities, Spatial Priority Urbanisation Regions and the Small Towns which serve the rural hinterland and recommended that the VIII five year plan should give the fullest support to the development of these urban centres. (Madras is classified under National Priority Cities). The Commission recommended that the State’s Urbanisation strategy should be guided by the following consideration:

- It is expected that by the year 2001 anything between 14 and 15 crore additional people will have to be accommodated in urban areas. Nearly 6 cores will be by way of natural growth. The Commission therefore recommended that the capacity of the present urban settlement to absorb the ‘Natural growth’ has to be built upon a high priority basis.

- The towns that show signs of fast economic growth should receive the highest priority in future developments.

The Commission felt that by developing towns in the highly rural areas, the concentration of wealth in the Metropolis would be reduced. Also, they would create non-agricultural employment opportunities and encourage the siphoning off of the idle surplus labour of the rural areas into productive urban employment.
Instead of forcibly inducing investment in areas which are backward and have little infrastructure and in which the concessions are likely to be misused, the Commission recommended the development of the identified existing urban centres at intermediate and small town level so that entrepreneurial decisions may be taken in favour of these towns in preference to the over loaded big cities.

The Commission recommended that the share of urban development in the plan outlays should increase from the present level of about 4 per cent of the total outlay to 8 per cent with half coming from the central sector.

POLICY FORMULATION:

Based on these guidelines, the Government of Tamil Nadu has framed the policy for Madras Metropolitan Area, as well as for the rest of Tamil Nadu. There are about twenty eight enactments both central and state, the first being the Land Acquisition Act of 1894 and eight categories of rules which are the basic legal elements of policy formulation. For details see the Annexure -13.

The Government while framing the policy for urban areas in general and MMA in particular, gets the budget proposals from the various departments which are concerned with the development of MMA. After discussion with various Governmental and Non-governmental organisations, and taking into account the population estimation, the financial position, the need of the public, the Government introduces several programmes in the policy. After receiving the routine assent of the cabinet it is sent to the assembly for approval. After these formalities the policy is put into operation through various functional agencies.

As far as Madras Metropolitan Area is concerned, the main objective of the urban policy of the Government between 1980-1985 were: to decongest the Madras City and to develop Madras Metropolitan Area gradually. To achieve these objectives the Government adopted two methods. One is by improving the basic facilities of the already
existing areas and the other is by developing new towns which are located outside the Madras City. The programmes that were introduced in this regard are:

AREA DEVELOPMENT PLAN:

This plan was sought to develop areas at the right place, at the right time and in the right manner in pursuance of the strategy enunciated in the Master plan of Madras Metropolitan Area. Under this plan, 2 projects were taken up viz The Manali Urban Node and Maraimalai Nagar New Town. The Manali Urban Node\textsuperscript{25} project was taken up primarily to provide residential accommodation to industrial workers of this area and the surroundings. In addition land for shops, market, schools and other community facilities, parks, playgrounds and roads which are not salable were provided under this project. These projects were undertaken with the assistance of the HUDCO. Besides these two five more urban nodes were selected for area development. They are 1. Minjur, 2. Ambattur, 3. Avadi, 4. Alandur, and 5. Tambaram and 2 New Towns viz. Gummidipoondi and Thiruvaliur(out side MMA).

The Marai Malai New Town\textsuperscript{26} was selected to provide residential accommodations to 1,00,000 families. This new town will also provide other community services thereby making the town a self contained one.

THIRUVALLUR NEW TOWN:

This peripheral town in Chengalpattu - MGR district was approved by the Government in 1991.\textsuperscript{27} A new approach was adopted whereby MMDA was asked to facilitate the project. The proposal envisaged Grid and Block development. This project provides facilities such as storm water drain, electricity and other infrastructure facilities along with modern development within the area.

DETAILED DEVELOPMENT PLAN:

Enforcement of Master Plan regulations and formulation of detailed development plans for different parts of Madras Metropolitan Area, particularly the Madras City were
contemplated under this programme. For this purpose, the City of Madras was divided into 99 planning units.

**SPECIAL PROJECTS:**

Many special projects were introduced by the Government of Tamil Nadu

**New Wholesale Market at Koyembedu:**

This project was initiated mainly to relieve the pressure and congestion in the Central Business District of Madras by shifting the market place from Kothwal Chawadi to Koyembedu. This project is expected to provide 3,200 shops for the perishables, Grain and Textile Markets. Besides shops, the market complex provides other facilities such as laying of internal roads, water lines, sewages and drainage lines and power lines. This complex was a plan for a period of 3 years. Peripheral Outstation Bus and Truck Terminals at Alandur, Madhavaram and Koyembedu.

This project was initiated to provide efficient operation of bus services and relieve congestion in the Madras City and to enable the traffic from north and south to bypass the city. For this the Government sanctioned three Bus and Truck terminals at points close to the Inner Ring Road i.e., Alandur, Madhavaram and Koyembedu.

**Iron and Steel Hardware Market:**

Once again with the objective of decongesting the MMA, the Government proposed to shift the Hardware trade which was concentrated in George Town area to the periphery of the city of Madras. For this project Sathangadu near Thiruvottiyur was selected

**Madras Urban Development Project I (MUDP - I)**

For the purpose of ensuring orderly development of the Madras Metropolitan Area both in the long run and in the immediate future and to ensure that the investments
made directly benefit the poorer segments of the population in the Madras Metropolitan Area, the MUDPI was prepared by MMDA and is being implemented from 1977. This project provides several sub projects, they are

Sites and Services:

The Tamil Nadu Housing Board is the agency executing this component, serviced residential plots, core housing units, which can be completed (or) expanded in stages by the allottees, supply of Building materials and community facilities for about 13,500 primarily low income households (about 75,000 persons) and serviced land for commercial and industrial uses, all at 3 selected locations (Arumbakkam, Villivakkam and Kodungaiyur) covering a total area of about 173 hectares are the main components of this project.

Slum Improvement:

- This is world Bank aided project which aimed at providing
- New and Improved roads, footpaths and drainage.
- Drinking water supply at the rate of one public fountain for 10 households
- Public convenience units with facilities at the rate of one lavatory seat and one bath facility for every 10 households
- Community educational facilities
- Cottage industry centres and
- Street Lights.

Fulfilling these objectives has been entrusted to MMDA and Madras Corporation. Besides the above schemes, the MUDP-I has the following schemes to be implemented.
Small Scale Business:

This plan aimed at providing serviced plots, worksheds, machinery assistance and creation of 4,000 jobs in small business activities in the sites and services area.

Cottage Industry:

This programme aims at providing 5,000 jobs in the cottage industry and informal sector in the city particularly in Slum Improvement scheme areas. The Community Development wing in the Tamil Nadu Slum Clearance Board is executing this programme.

Maternal and Child Health:

This programme is meant for pre-school education, creche service, supplementary nutrition, health examination and immunisation for children under the age of 6 years and expectant and nursing mother etc. Under this plan, children and infants are taken care of in the pre-schools and creches. This is executed by the Director of Social Welfare.

Water Supply and Sewerage:

The MMWSSB is the agency executing the scheme. Measures to streamline the existing system and to bring early relief to the poorest segments of the population, particularly those using public stand pipes and those living in slums are the important objectives.

Road and Traffic Improvement:

This scheme covers construction of part of inner ring road, construction and improvement of footpaths and cycle tracks, carriage ways, construction of pedestrian sub-ways, river crossings, grade separation, street lighting and traffic engineering measures to improve circulation. Under the programme, construction of a road, over-bridge
in Vaidyanathan street and construction of sub-way on Nelson Manickam road under bridge works were accorded.

**Bus Transport - Pallavan Transport Corporation:**

Replacement of overaged buses, construction of terminals, depots and passenger shelters are the contents of the scheme.

**Technical Assistance:**

The project provides for consultant services to assist development planners, project monitoring and evaluations, besides training for staff and officers of MMDA and other related agencies.

**Solid Waste Management:**

Under this, the Madras Corporation is being assisted to procure equipment and vehicles for waste collection and disposal and in the construction of transfer station.

In 1981-82, the MUDP II was introduced, mainly to further develop and expand low cost solution to the urban problem in Madras initiated under MUDP-I particularly in the shelter sector.

This project was also assisted by the World Bank.

Between 1985-90, the policy of the Government, besides decongesting the Madras Metropolitan Area was to satisfy the needs of the people in the sector of employment, shelter, water supply and waste disposal etc.

To provide attention to the poorer segments who constitute the largest bulk in the Madras Metropolitan Area.
To develop small and medium towns in order to fulfill these objectives, the Government introduced the following programmes

**MUDP-III:**

To provide housing facilities and transportation facilities to the people of MMA, the MUDP-III was prepared. Under this project areas such as Maduravayal and Ramapuram were selected for development.

**Mass Rapid Transit System (MRTS):**

To supplement the existing transportation facilities in the city, this project has been carried out. It will provide relief to the highly congested roads in the corridor from Anna Salai to Luz. This project encourages construction of a Mass Rapid Transit system line between Madras Beach and Luz.

**Master Plan (1991-2011) II:**

For the orderly growth in Madras Metropolitan Area, the MMDA was assigned the drafting of a Master Plan. In 1975, it drafted the First Master Plan. The revised plan of the First is the Second Master Plan (the details of the two Master Plans are discussed in the following chapters).

As a measure to reduce congestion, the Government through MMDA took several steps to make the citizens aware of the various building rules and also to ensure speedier clearance of planning permission needed for construction. The measures that were undertaken are:

**Green Channel System:**

This system has been introduced to speed up the disposal of planning permission cases.
Counseling and Consultancy Cell:

This cell has been set up to provide counseling and consultancy to the public in the preparation of their building and layout proposals. The cell enlightens and educates the public on completing with the Development Control Rules.

Revised Procedure for Processing Planning Permission Appeals:

This system has been introduced mainly to cut down the time taken to approve a planning permission appeal within a week. The significant features of this system is that those applicants whose planning permission are to be approved are informed of the grant of permission on the eighth day and those whose applications are to be rejected are given an opportunity to present their cases before the concerned Deputy Planner on the eighth day of filing their planning permission appeals. In certain cases, where there is a possibility for modifications of the plans to bring them within the Development Control Rules, personal hearing is being given at the highest level viz Vice - Chairman, MMDA.

Tamil Nadu Urban Development Project (TNUDP):

This project is the combination of both MUDP III which is for MMDA and TNUDP which is for four major cities viz Madurai, Salem, Trichy and Coimbatore. This project aims at provision of serviced Housing sites, improvement of slum areas with basic amenities, provisions and improvement of traffic and transportation facilities in 10 Urban Agglomeration which included Madras Urban Agglomeration also. This project also provides technical and financial assistance to local bodies for undertaking various recommendative and service projects. A high level technical group called Projects Management Group has been constituted under the Chairmanship of the Secretary to Government Housing and Urban Development Department, for management of these projects at other urban areas. Between 1990 and 1995, the policy of the Government towards urban area was: To ensure orderly development in urban areas especially the Madras Metropolitan Area; to promote balanced urban development in the State; to
encourage metropolis to grow to optimum size, to optimize the use of major facilities and finally to accommodate the migrants.

To achieve these objectives, many programmes were introduced. In addition to the on-going programmes, new schemes were introduced. They are:

Land Assembly and Development Programme:

This programme was introduced mainly to have orderly development of land, to present speculative exploration of the lands adjoining the Inner Ring Road and in the process to meet the growing demand for housing. For this purpose, it has been decided to acquire the lands in Madhavaram and Manjambakkam in three phases.

This project envisages full cost recovery from beneficiaries and the loan from the Government and financial institution would be repaid after the completion of the project.

Urban Renewal in MRTS Rail Head Areas:

It is proposed to take advantage of the Mass Rapid Transit System under construction, to develop a dispersed pattern of commercial centres within the city by way of urban renewal plan for areas which have high potential for commercial development. The preparation of the rail road head area development plans are entrusted to MMDA which indicated suitable higher order land uses for commercial and institutional activities, provided for increased density and will also suggest appropriate measures for capturing part of the increase in land prices resulting from public investment for community interests. In 92-93, the following new programmes were introduced.

Periamet Area Redevelopment:

Periamet, one of the leading leather centres of India is located in the heart of the city which accounts for 40% of the share of all India export of leather.
The Periamet area has so far grown unplanned, right in the heart of the city. Problems caused by narrow and poor roads, water stagnation during rainy seasons, blocked drains, power failure, lack of good telephone and telex facilities congestion and lack of space for expansion characterise the area. In order to redevelop this area, active participation of the occupants of the area was emphasised. Also participation of private developers were initiated.

Adyar Creek Area Development:

For this development a land area of 45.45 acres in Mylapore has been entrusted to MMDA for construction of multi-storyed office complexes, amusement complex, park and stadium.

Sustainable City Programme:

This programme was launched by the United Nation Centre for Human Settlements. The Chief Management and infrastructure UNDP, required certain details namely areas of consultancy studies, areas of training required, modification needs in the UNDP etc., with the objective of providing city authorities an improved environmental planning and management.

Besides the on-going programmes, few new programmes were included in the 93-94 policy note. They were:

Development of Peripheral Towns:

Under this programme, Thiruvallur has been selected for its high degree of accessibility from Madras, being on the electrified double track broad gauge line and having two major district roads leading to it. It has been proposed to develop Thiruvallur New Town under the Grid and Block Development concept so that public agencies act as a facilitator than a developer. Under this scheme MMDA is to develop about
53 acres of land and other areas will be developed by themselves. Necessary infrastructure such as road, storm water drain and landscaping are to be provided.

**Outer Ring Road Programme:**

The Master Plan for Madras Metropolitan Area has suggested a system of three ring roads namely Inner Ring Road, Intermediate Ring Road and Outer Ring Road connecting the three arterial corridors. In order to relieve congestion along these arteries, as well as within the Madras City, and also to provide orbital movement, substantial work has been done in the formation of Inner Ring Road.

**SPECIAL CENTRAL ASSISTANCE PROGRAMME:**

The Government of India has introduced Special Assistance Programme for the three Metropolitan cities viz Bombay, Calcutta and Madras for capital projects and upgradation of Municipal Infra structure on a cost recovery basis. Various projects for MMA have been prepared under the scheme. Some of the Projects proposed for assistance includes World Trade Centre, National Convention Centre, Adyar Creek Area Development, Outer Ring Road and Multilevel off-street parking development.

Under TNUDP, besides other schemes, a novel scheme has been introduced wherein development is by both Government and Private agencies. In response to MMDA's advertisement the proposal received from one private developer to develop about four hectares of land at Kundrathur is under advanced stage of finalisation. This scheme was executed in 93-94.

In the year 1994-95, besides the on-going programmes several important legislative measures that will enhance the progress of projects were introduced.

**Tamil Nadu Specified Commodities Markets (Regulation of Location) Bill:**

This bill has been proposed for enabling the Government of Tamil Nadu to take appropriate steps for establishing (or) shifting (or) existing markets to other locality and
to provide for matters connected there with (or) supplemental (or) incidental there to
The following commodities are classified as specified commodities

- Vegetables including other perishable, goods such as flowers, fruits
- Textiles ie Textile goods of all kinds (excluding ready - made garments from cloth)
- Iron and Steel such as Iron Scrap, Timber
- Food Grains.

The Government of Tamil Nadu by means of a notification can include other commodities from time to time as deemed necessary. The bill provides for the constitution of market committees to manage the functioning of new markets. The bill has to get the consent of the President of India. Then only it will be put into force

Tamil Nadu Apartment Ownership Bill:

The provisions of the Tamil Nadu Apartment Ownership Bill shall apply to all Apartment buildings having more than four Apartments (or) more than two floors. All apartment buildings will have to submit themselves to the provision of this bill. This bill recognises the ownership of an individual apartment in a multistoreyed buildings and of undivided interest in the common areas and facilitate to make such apartment, an interest, heritable and transferable one.

The bill provides for the formation of Society by the owners of the apartment with the object to maintain all common areas and facilities. Each apartment owner shall execute a deed of apartment. The bill provides for entitlement of the individual interest in the common areas and facilities for each apartment owner. The common areas and facilities cannot be divided. It also prohibits any apartment to any other use which would jeopardize the soundness and safety of the property without previously obtaining unanimous consent of all the apartment owners. The Deed of Sale should be registered under the Regulation Act. The bill also provides for insurance of the apartment by individual owners (or) by the Society against fire, flood, cyclone and other hazards
Tamil Nadu Ownership Flats (Regulation of the Promotion of Construction, Sale, Management and Transfer) Bills: 45

This bill has been proposed to curb the abuses/malpractices relating to promotion of the construction, sale, management and transfer of flats purchased on ownership basis.

Centrally Assisted Mega Cities Programme : 46

Due to rapid urbanisation in the four Megacities of India (Delhi, Bombay, Calcutta and Madras), urban infrastructural development has assumed critical importance. Further the availability of resources through budgetary support for infrastructural development is decreasing due to long gestation period and uneconomical returns of these projects. Recognising the importance and also to meet the urban infrastructures requirements of MEGA CITIES, the Government of India has formulated a "MEGA CITY PROGRAMME" for development of urban infrastructure in these cities.

The programmes that are introduced to develop the Madras Metropolitan Area are implemented by several agencies besides the MMDA which co-ordinates the activities of the several agencies. The relationship of these main agencies to Government departments and with the Ministries indicated in the chart, which is given in Annexure -14.

Tamil Nadu Water and Drainage Board :

The functions and responsibilities of the erstwhile Public Health Engineering and Municipal Works Department of the State Government have been now entrusted to the Tamil Nadu Water Supply and Drainage Board (TWAD). The functions of the board mainly include.

- Technical scrutiny of estimates and tenders for water-supply and drainage schemes of all local bodies in the State except Madras City.
- Scrutiny of applications for loans and grants for grants-in-aid works
- Sanction of staff in respect of rural and urban water-supply and drainage schemes.
- Execution of projects on behalf of local bodies concerned.
- Maintenance of major (or) common projects securing more than one local body and those belonging to the State Government.
- Mobilisation of finances for its own works and financing water-supply and drainage projects of local bodies while TWAD takes up the responsibility of water supply and drainage of the entire state.

For the city of Madras alone there is an exclusive Board called Madras Metropolitan Water Supply and Sewerage Board.

Tamil Nadu Housing Board:

The Tamil Nadu Housing Board till recently was the only housing agency in the public sector. It was responsible for all public housing including slum clearance in the city as well as for the State. With the setting up of the Tamil Nadu Slum Clearance Board for Slum Clearance work in the city its main functions are:

- Land development and building of houses for all groups in the urban centres in the State where housing shortage is keenly felt. A large proportion of its work is within the Metropolitan Area.
- Acquisition and development of land for the construction of tenements for slum dwellers.
- Provision of basic amenities such as well laid out access roads, street lighting, water supply, drainage, bath and public conveniences in slums which are not designated for immediate clearance.
- Studying the social and economic conditions of slum dwellers and helping them to adopt themselves to urban living and
- Mobilising funds for the projects from Governments and other sources.
Highways and Rural Works Department:

As the name implies this department mainly concerns with the maintenance of National Highways, State Highways, Major district roads and other distinct roads in the State. As far as Madras is concerned, this department is mainly concerned with the improvement and maintenance of National and State Highways only, such as Anna Salai, Poonamallee High Road and Calcutta Trunk Road.

Pallavan Transport Corporations:

Initially the responsibility for running the city Bus transportation services was that of the State Transport department. This work has been later on transferred to the Pallavan Transport Corporation. Its main function is provision of bus transportation within Madras City and its outskirts within a specified radius. Its operations cover the entire Metropolitan Area. The primary function of the corporation is to provide adequate transport services to the residence of the Metropolitan Area.

Directorate of Industries and Commerce:

The main idea behind involving this Directorate is: It lays down the policies for industrial location in the state in general and in the Madras Metropolitan Area in particular. Besides this main function, it is responsible for the following functions:

- Planning and implementing programmes for industrial growth in selected areas of the State;
- Registration and financial assistance to small industrialists especially to educated un-employed.
- Assisting industrial operations by procuring essential raw materials at controlled rates, testing products and marketing and
- Setting up industrial estates, consulting factory buildings and making them available to entrepreneurs on out-right purchase (or) hire purchase or on rental basis
Corporation of Madras:

The primary functions of the city corporations are to develop and maintain infrastructural facilities and services like roads, water-supply and drainage, street lighting, hospital facilities, conservancy, elementary education, parks and play-grounds. Its functions also include licensing of building and industries, regulating land use and enforcing building construction controls. In the course of time, many of its responsibilities have been taken over by Government departments and Autonomous corporations and it is left with the following functions viz,

- Improvement, construction and maintenance of city roads excluding National and State Highways.
- Providing treated water and is distribution, providing drainage including storm-water drainage and sewage disposal facilities.
- Provision of street lighting.
- Provision of dispensaries, maternity and child welfare centres
- Provision of elementary and secondary schools.
- Provision of garbage collection and disposal services.
- Provision and maintenance of parks, playgrounds, stadia and other open spaces.

Madras Metropolitan Development Authority:

The agencies that are mentioned above, work within the limitation of its set-up and finances and there is no co-ordination of works at the planning and implementation levels although financial co-ordination to a certain extent is exercised by the Finance Department of the Government. Large scale investments are taking place in different sectors of development and the scale of investments required in future to correct the situation in the Metropolitan Area and to ensure its orderly development there must be serious efforts. Therefore, the "Madras Metropolitan Plan, 1971-1991" recommended
the setting up of a "Metropolitan Regional Planning Authority" to plan for the Metropolitan Area as a single entity and to co-ordinate the developmental works undertaken by the various agencies. This was accepted by the Government and in 1973 an ad-hoc Authority was setup, pending amendment to the State Town and Country Planning Act of 1971 to provide for its Statutory constitution. The authority performs the following functions

- Prepare plans for orderly development of the Metropolitan Area conducive for healthy living.

- Direct public investments to the right place at the right time according to the Development plan through inter departmental co-ordination and monitoring of development by public agencies.

- Regulate private development so as to be in consonance with the Development plan, both in order to achieve the plan objectives and promote developmental activity at strategic locations as to further the objectives of the adopted and approved strategy (the detailed information on MMDA is given in the next chapter).

Madras Metropolitan Water Supply and Sewerage Board:

It was formed as a statutory organisation in 1978 by separating water supply and sewage activities hither to under the control of the Corporation of Madras. The object of the board was to provide a specialised agency with requisite skill for exclusively attending to the growing needs of the city and for the planned development and appropriate regulation of water supply and sewage services with particular reference to the protection of public health.

The board is provided with sufficient power for discharging its functions for control of ground water and to prevent pollution. One of the main functions of the board is distribution of water to the citizens of Madras and to Industries located in and around Madras. For this purpose, city is divided into thirteen distribution zones and each zone is fed by a separate trunk main drawing from one of the three centralised points. (A detailed description of the functions of the Board is provided in the fifth chapter of the thesis).
Implementation of the Programmes:

The goodness and badness of any policy depends on the implementation of the programmes that are enshrined in the policy. At the most basic level “Implementation” means motivating (or) persuading people to behave in accordance with a policy. But implementation is neither readily achieved nor predictable. As Quade says, there are additional tasks, including communicating the policy to those involved and convincing them that it is a valid approach, setting down the legal and statutory boundaries and secures and allocating the necessary resources.

In the urban perspective what could be easily noticed is the complexity of involvement of numerous agencies, the variations in their resource bases and control mechanism and the duality of formal and informal regulations that surround both the preparation and implementation of policies. This makes the task difficult to assess the link between a particular policy and subsequent outcome. However it is necessary to know the extent of its (policy programmes) implementation.

Manali New Town:

It is a time-bound programme, envisaged to cater to the needs of the people who are working in the industries that are located in that area. The project was started with the intention of accommodating a population of 75,000. However, as on 1.3.1995, only 20,000 people were living in the newly developed area. But, community facilities such as, School, Playground, Park, Dispensary etc. are almost completed.

Progress During 1995-96:

- Construction of foot bridge near the temple.
- Alternate site filling for Kannikoil Medu settlement.
Marai Malai Nagar New Town:

This is an integrated Township with economic development as well as corresponding housing and other activities. This project has been started to accommodate a population of one lakh over a period of 20 years. But as on 13.95, the project could only accommodate 25,000 people only i.e., nearly 4000 households are benefited. From 1986, the local township (After Nagarpalika, it is Town Panchayat) is functioning in this New Town Area. The jurisdiction of the Township extends well beyond the MMDA development areas.

Detailed Development Plan:

Under this plan, four detailed development plans in respect of East Vallalar Nagar, Central Vallalar Nagar, South Vallalar Nagar and West Vallalar Nagar, were approved and the same have been forwarded to the Government with maps and schedules as called for, certain clarifications were also furnished to Government. At present, the orders of the Government are awaited for the plans' implementation.

Koyembedu Wholesale Market Complex:

This project was started in order to provide a first class market for the wholesale trade in perishables (flowers, vegetables and fruits) and other commodities like food grains, textiles etc. As a first phase, the construction of perishables market was taken up. As far as flower markets are concerned the work has been completed in all respect and the shops are allotted. With regard to vegetable market, the market was structurally completed and finishing works are in progress. The fruit market has also been completed. The food grain market will be taken up after lands required for the development are acquired.

The market complex has started functioning from the beginning of 1997. However some of the traders are not satisfied with the space allotment.
Sathangadu Iron and Steel Market:

This project envisages a market with all the required amenities and modern facilities for wholesale trades in Iron and Steel at Sathangadu. The project also provides sites for big traders like Steel Authority of India and Visakhapatnam Steel Project. 65% of the plots were handed over to the allottees. Most of them have taken possession of their plots and executed the lease-cum-sale agreement. Possible efforts are being taken to move the allottees to the site for actually commencing the construction works and doing the business.

Madhavaram Bus and Truck Terminals:

The scheme has been developed with 185 plots for truck operators and higher sites for Central Warehousing Corporation, NAFED, Telecommunication and Telegraph Department, Post Office and Police Station. All the 185 plots for truck operators were allotted and 136 plots were handed over to them. 172 plot owners entered into Lease-Cum-Sale Agreement, 83 truck operators obtained NOC for the construction of sheds. Largest Plots for Central Warehousing Corporation, NAFED, Telecommunication, Telegraph Department were also allotted and the entire amounts collected and the site were also handed over to them. Further the additional facilities such as Administrative Housing, Agents Office and Amenity buildings have been completed and are ready for allotment. Out of 28 number of Agents’ Office, 13 were allotted and the amount was collected. The sites for petrol bunks were allotted to Bharat Petroleum Corporation Indian Oil Corporation. For the eight acres of land reserved for bus terminals, the PTC has been asked to take over the land after paying the land cost. The TNEB has also been asked to take over the sites reserved for the erection of cables and posts.

MUDP - 1:

Under this scheme, the places of Arumbakkam, Villivakkam and Kodungaiyur were selected for development. The project was completed in the year 1987. The plots that
were developed in these places were also occupied by the public. A brief account of settlement status of sites and services under MUDP I is given below.

Table No. : 2.4

SETTLEMENT STATUS OF SITES AND SERVICES UNDER MUDP-I

<table>
<thead>
<tr>
<th>Scheme</th>
<th>Place</th>
<th>No.of Plots</th>
<th>% of Occupation</th>
</tr>
</thead>
<tbody>
<tr>
<td>MUDP-I</td>
<td>Arumbakkam</td>
<td>2354</td>
<td>96.64</td>
</tr>
<tr>
<td></td>
<td>Villivakkam</td>
<td>3808</td>
<td>95.14</td>
</tr>
<tr>
<td></td>
<td>Kodungaiyur</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Phase I</td>
<td>2066</td>
<td>82.00</td>
</tr>
<tr>
<td></td>
<td>Phase II</td>
<td>4154</td>
<td>63.00</td>
</tr>
</tbody>
</table>

Under MUDP II, areas of Mogappair, Maduravoyal and Manali were selected. The extent of settlement by the people is given below.

Table No. : 2.5

SETTLEMENT STATUS OF SITES AND SERVICES UNDER MUDP-II

<table>
<thead>
<tr>
<th>Scheme</th>
<th>Place</th>
<th>No.of Plots</th>
<th>% of Occupation</th>
</tr>
</thead>
<tbody>
<tr>
<td>MUDP II</td>
<td>Mogappair (East)</td>
<td>5065</td>
<td>95.00</td>
</tr>
<tr>
<td></td>
<td>Mogappair (West)</td>
<td>5204</td>
<td>47.00</td>
</tr>
<tr>
<td></td>
<td>Maduravoyal</td>
<td>1658</td>
<td>40.00</td>
</tr>
<tr>
<td></td>
<td>Manali</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Phase I</td>
<td>2929</td>
<td>3.00</td>
</tr>
<tr>
<td></td>
<td>Phase II</td>
<td>4154</td>
<td></td>
</tr>
</tbody>
</table>
MASTER PLAN II:

The Second Master plan which was prepared for important areas were forwarded to the respective local bodies and their comments obtained and incorporated in the draft II Master Plan. Meanwhile a committee was constituted by MMDA. The recommendations of the committee were placed before MMDA, and with some modifications, the same were forwarded to the Government for its consent. The consent is awaited.

Tamil Nadu Urban Development Projects:

As mentioned earlier, the MMA has also been included under this project. The details of progress of various programmes included in the Madras Projects as on 1.3.95 are given below.

Land - Sites and Services:

This scheme has been entrusted to the Tamil Nadu Housing Board for its implementation. In this scheme, lands are developed with water supply, conventional and low cost sanitation, road and electricity and community facilities etc.

Out of 12 sites envisaged for development, general development plan has been prepared for 10 sites and the design brief for these sites has been cleared by World Bank. The status of the scheme are given below.
Table No. : 2.6

STATUS OF THE SCHEME FUNDED BY THE WORLD BANK

<table>
<thead>
<tr>
<th>Sites</th>
<th>Extent (in hectares)</th>
<th>Plots</th>
<th>Remarks</th>
</tr>
</thead>
<tbody>
<tr>
<td>Ambattur</td>
<td>141.6</td>
<td>10216</td>
<td>Allotments were made</td>
</tr>
<tr>
<td>Avadi</td>
<td>46.7</td>
<td>3409</td>
<td>Handing over of plots Completed</td>
</tr>
<tr>
<td>Tirur</td>
<td>31.24</td>
<td>2342</td>
<td>*</td>
</tr>
<tr>
<td>Thirukatchur</td>
<td>20.82</td>
<td>1516</td>
<td>*</td>
</tr>
<tr>
<td>Velachery</td>
<td>22.87</td>
<td>1786</td>
<td>*</td>
</tr>
<tr>
<td>Madhavaram</td>
<td>68.95</td>
<td>4858</td>
<td>*</td>
</tr>
<tr>
<td>Gummidipondi</td>
<td>12.10</td>
<td>1030</td>
<td>*</td>
</tr>
<tr>
<td>Kakalur</td>
<td>46.50</td>
<td>3459</td>
<td>Allotments were made and handing over yet to take place.</td>
</tr>
<tr>
<td>Sithalapakkam</td>
<td>19.06</td>
<td>1332</td>
<td>Work in progress</td>
</tr>
<tr>
<td>Pemmal Pattu</td>
<td>28.40</td>
<td>2051</td>
<td>*</td>
</tr>
</tbody>
</table>


Guided Urban Development (GUD) - MMA:

This is one of the components under TNUDP. It is a joint venture between MMDA and the Private Land Owners in which MMDA will provide Financial and Technical assistance to the land owned and approve the lay-out of the sites and service schemes. On completion 2/3 of the plots developed will be purchased by MMDA at a pre determined price to make it available to the urban poor and the balance will be disposed off by the land owners at market price to ensure reasonable return to them.

On this line MMDA had attempted the First Scheme at Kunrathur in principle with approval of the World Bank. But it was dropped due to the last minute withdrawal of the proposal by the developer.
Under the TNUDP, lands have also been identified for development, with the help of the private land owners. By this negotiation with the private, a few sites were identified in the following villages.

Table No. : 2.7

<table>
<thead>
<tr>
<th>Name of the Village</th>
<th>Area (In hectares)</th>
<th>Stage of Alienation</th>
</tr>
</thead>
<tbody>
<tr>
<td>Manivakkam</td>
<td>24.50</td>
<td>Pending with the Government in Revenue Department</td>
</tr>
<tr>
<td>Ambattur Phase IV</td>
<td>27.94</td>
<td>&quot;</td>
</tr>
<tr>
<td>Veppampattur</td>
<td>37.92</td>
<td>&quot;</td>
</tr>
</tbody>
</table>

The MMDA had requested the Secretary to Government Housing and Urban Development to seek the help of the Revenue department for early orders to place the lands at the disposal of TNHB for implementation of the scheme.

Slum Improvement Programme:

Under the programme, infrastructure facilities such as stand pipe water supply, various types of low cost sanitation, paths and roads etc. The extent of implementation of this programme is given below.

Table No. : 2.8

<table>
<thead>
<tr>
<th>Layouts</th>
<th>No.</th>
<th>Households Covered</th>
</tr>
</thead>
<tbody>
<tr>
<td>Approved</td>
<td>43</td>
<td>12022</td>
</tr>
<tr>
<td>Returned</td>
<td>25</td>
<td></td>
</tr>
</tbody>
</table>
Transport and Traffic Management Programme (TRAMP):

This project funds schemes like traffic management and signalisation and load improvements including lighting and new road construction. Particular investments were made on schemes like ring road, bypass roads, pedestrian under and over passes and road over bridges etc. The extent of the implementation of this programme is given in Annexure - 15.

Pallavan Transport Corporation:

The programmes that were included are procurement of bus chassis, construction of depots, major workshop, terminals and passenger shelters and procurement of various items of plant and equipments for workshops, terminals and depots. Civil works such as construction of depots and terminals were also taken up.

| Chassis procured | 1195 |
| Body building | 1195 |
| **Civil Works depots - cum-terminals** | |
| Ayyappanthangal | completed. |
| Avadi | |
| Egmore | in progress |
| Alankur | |
| Kannadasan Nagar | |
| **Terminals** | |
| Mogappair (East) | in progress |
| Mahakavi Bharathi Nagar | in progress |
Municipal Urban Development Fund:

This fund has been allotted mainly for the maintenance of civil works and for the delivery of services and remunerative enterprises.

Madras Corporation:

The works that were undertaken by Madras Corporation such as widening of bridges, improvement of bus route roads, interior roads and street lights were completed.

Madras Outer Municipalities (MOMS):

So far 36 schemes have been taken up for providing kalyanamandappam, shopping complex, office complex, market, improvement roads and burial grounds in various local body areas. All these schemes are completed.

Land Assembly and Development Scheme along IRR:

The objectives of the scheme are mentioned already. About 30.23 acres have been notified in Madhavaram Village as phase I and the same is in advanced stage of land acquisition.

It has been decided to restrict the LADS area based on the suggestions from the Government and DRO, Chengalpattu that the vast area of the wet lands should not be acquired. In view of this, the boundary of the phase II and Phase III were revised as below:

- 75 m (250') depth on the east of I.R R
- 150 m (500') depth on the west of I.R R

This project commenced during 1990-91. The progress of the project is given below:
Table No. : 2.9

PROGRESS UNDER LADS

<table>
<thead>
<tr>
<th>PHYSICAL:</th>
<th>PROGRESS OF THE PROJECT</th>
</tr>
</thead>
<tbody>
<tr>
<td>Madhavaram Phase-I (33.16 Acres)</td>
<td>The land acquisition process was almost completed and</td>
</tr>
<tr>
<td></td>
<td>award passed 8 20 acres of lands have been taken</td>
</tr>
<tr>
<td></td>
<td>possession, the remaining lands are under stay pending with</td>
</tr>
<tr>
<td></td>
<td>the court.</td>
</tr>
<tr>
<td>Madhavaram Phase II (33 00 Acres)</td>
<td>Notification was sent to Government for approval</td>
</tr>
<tr>
<td>Madhavaram and</td>
<td>Notification was sent to Government for approval</td>
</tr>
<tr>
<td>Manjambakkam Phase III (113 Acres)</td>
<td></td>
</tr>
</tbody>
</table>

Urban Renewal Plans for MRTS Rail Head Areas:

As a first step, under the project, the development plan for Chintadripet station area was prepared. In this development plan, proposals for parking, road widening utilisation of of public lands for remuneration purposes have been identified.

The development plan for Chintadripet station area was placed before the Authority and the Authority approved the proposals and the same was forwarded to Government for the approval. The development plan for LUZ station area has also been prepared. In the said development plan, some of the specific projects have been mooted out for remunerative purposes and for parking purposes to make the best utilisation of the public lands around the station.

Periamet Area Redevelopment:

Urban renewal programme for Periamet area in the city has been taken up The detailed land and building use survey for formulation of the urban renewal programme is in the final stage.
Development of Adyar Creek Area:

The original proposals of the Development plan for Adyar Creek Area have been modified in the light of the High Court order restraining any construction activity in the said area. So, officials of MMDA and officials of the Forest Department, Horticulture etc. proposed to make the estuary of Adyar River as wooded area. Accordingly an approach paper has been circulated to all the concerned departments and the views of the Government are awaited.

Sustainable City Programme:

The Mission from United Nations Centre for Human Settlements revised the project report and recommended the project for UNDP assistance. Final project report documents is yet to be signed by the Government of India and Government of Tamil Nadu

Policy Evaluation:

It has to be appreciated that the Government with the main aim of providing basic facilities to the public have worked out many programmes. To a certain extent they have succeeded also. Projects like Sites and Services (under MUDPI & I), Master plans, Marai Malai Nagar New Town, Manali Urban Node, etc. are comprehensive plans which have taken into account many aspects that affect urban planning. In spite of this, one can feel the prevalence of wide gap between demand and supply in Madras Metropolitan Area.

Is it because of the wrong perception of the situation by the Government? Is it because of the self-interested policy-makers? Is it because of the slack attitude of the officials? Is it because of the feeling of suppression among the technocrats? Is it because of ineffective legislations? Is it because of the non-co-operative attitude of the public? Is it because of financial strain? (and last but not the least) Is it because of poor urban Management?
The answer to these questions is both YES (obvious) and NO (hidden). Brian J.L. Berry after evaluating the urbanisation policies of the developing countries stated that “what characterises most of the planning efforts in the Third World is the absence of a will to plan effectively and more often than not, political smoke screening. He opines that most of the urbanisation policy is unconscious, partial, unco-ordinated and negative. It is unconscious in the sense that those who effect it are largely unaware of its proportion and features. Partial in the sense that few of the points at which Governments might act to manage urbanisation and affect its course and direction are infact utilized. Un co-ordinated, in that national planning tends to be economic and urban planning tends to be physical and this often produces competing policies. It is negative, in that the ideological perspective of the planners leads them to try to divert, retard (or) stop ungrowth and in particular to inhibit the expansion of Metropolitics and private cities.

As far as Madras Metropolitan Area is concerned, the policies of the Government are framed in such a way to reduce the problems. More than dozen programmes are introduced to achieve the objectives of the policy. But unfortunately, the Government was not able to reduce the problem to a larger extent. The reasons may be

- The policies are not comprehensive in the true sense of the term. all sectors that are directly and indirectly connected with the urban area should be taken into consideration while framing the policies.
- The objectives of the policy are aimed at de-congesting the market area, commercial centre, traffic system and settlement areas. no effect has been taken at the policy level to stop the migration from rural to urban
- Unless Rural Development Programmes are effective, migration cannot be stopped
- Unless the population policy is realistic and population is successful it is very difficult to reduce the natural growth of population. It is said that the Draft National Population Policy looks more like a vision(or) utopia of howthings should be
While there are some shortcomings prevailing in the urban policy, there are some practical difficulties which the planners as well as the implementing agencies face even now. Apart from the financial difficulties, the Government is not able to acquire land for promoting the urban area. It is revealed through interviews, that the Government is following the Central Land Acquisition Act 1894 which is not so effective to achieve results. India being a democratic country, it is not possible to acquire the land by force and the inevitable bottlenecks in the legal proceedings cause much more delay.

Another problem that prevails in MMA is, that it has too many Administrative divisions to be co-ordinated and operated effectively, for e.g. the spatial classification of MMA is Madras City, Madras Urban Agglomeration and Madras Metropolitan Area.

For planning purpose (under Detailed Development plan) the city has been divided into 99 divisions. The Madras Corporation, for its operational work, has divided the Madras City into 150 divisions. The MMWSSB for its convenience has divided the Madras City into 13 distributional divisions. This kind of classification is a problem not only to the officials but also to the public who will not be knowing to contact whom for their various problems.

While estimating the population for Madras City, MUA & MMA, different departments adopt different methods. This is, sometimes responsible for the failure of the urban policy.

Finally, there are too many programmes that are introduced by the Government for the development of MMA. This will not help the implementers to ensure better performance.

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NOTES AND REFERENCES


2. J. Mana Anita Anandhi, "In-Migrants of Madras City: Their place of Origin, Temporal aspects, Socio-economic profiles and Residential Preferences" (Ph.D. Dissertation, University of Madras, 1993), p. 28

3. Census of India, 1991, p. 8


7. Ibid., p. 1.5


10. Automobile and Heavy vehicle industries are located at Thiruvottiyur, Rubber and Tyre Manufacturing units at Ambattur, Thiruvottiyur and Vandalore, Bicycle parts at Ambattur, Automobile ancillaries and Auxiliary Industries and M R F at Tambaram, Refineries, Chemicals and Fertilizers at Manali, Electrical Equipments at Thiruvottiyur and Avadi, Surgical instruments at Nandambakkam


14 George S. Tolley and Vinod Thomas, ed., *Economics of Urbanisation and urban policies in Developing Countries* (Washington D.C., World Bank Symposium, 1958), p 62

15 Ibid., p 63

16 Ibid.


18 Ibid., p 4


20 Ibid., p 10


23 Ibid., p 83


25 G.O. Ms No. 505, RD & LA, Dt. 21 3 73

26 G.O. Ms. No. 2576, RD & LA, Dt. 11 12 1972

27 G.O. Ms. No. 1458, H & UD, Dt. 15 11 91

28 G.O. Ms. No. 239, H&UD, Dt 8 4 81

29 G.O. Ms. No. 1607, H & UD, Dt 23 12 80


31 G. O. Ms. No 2180, (Revenue), Dt 16 10 90

32 Under Sites and Services, Arumbakkam Villivakkam and Kodungaiyur Phase I & Phase II were selected


G O Ms No 509, H & UD, Dt 14 6 96


Ibid


Ibid


Ibid

Ibid

Ibid


The Committee consisted of the Secretary to Government (Housing) Director, Town and Country Planning, Commissioner, Corporation of Madras and Member Secretary, MMDA

Annual Report, MMDA (1994 - 95), p 41

The Government issued an order regarding funding in April 1988. The fund would be operated within a framework of rules and procedures which would impose strict financial disciplines requiring Municipalities to set acceptable revenue performance targets, select service standards and technologies consistent with their priority needs and financial resources


S Ambirajan, National Population Policy *The Hindu* 1994