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TOWN-PLANNING ADMINISTRATION,

1925-26.

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I.—INTRODUCTION.

In submitting the first Administration Report of the Town-planning Department, a resume of town-planning work since its establishment, and also a summary of the general position with regard to town planning, its inter-relation with other departmental activities, and the needs of the future have been incorporated. A note on housing, that most important branch of town planning, has also been added.

The department has been particularly unfortunate in the time of its birth and infancy for, besides the normal difficulties to be expected under the circumstances—lack of understanding and interest in the subject—failure to realize powers given under and benefits of the Town-planning Act, lack of foresight, pre-occupation of municipal councils and staffs with routine administration and the poverty of local authorities—the period has coincided with one of prolonged special financial stringency, trade and industrial depression and political unrest. These have tended to foster a natural inertia and reluctance to take up the responsibilities of new developments in urban districts. There are evidences, however, of greater activity in town-planning matters—a natural result of the improvement in the general situation—although there is still a great deal of misunderstanding as to the meaning of town planning and the intentions of the Town-planning Act, and, in addition, a failure to appreciate the need for co-ordination of departmental and other activities with a town plan or general development scheme. With a general revival in trade and industry and the consequent increase in urban population and pressure on accommodation, town planning will be taken up with more enthusiasm and enterprise.

and rural areas may, with the sanction of Government, have the Act provisions extended to them.

2. *Obligation under the Act.*—The number of municipalities on whom town planning is compulsory under section 8 of the Act which requires schemes to be submitted before 1st January 1927 is 24.

3. *Extension of the Act.*—Under section 39, the provisions of the Act may be extended to unions and board areas. Up to the end of 1924, the Act was extended to six unions and board areas, and during 1925–26 it was extended to six more unions. These, with the authorities responsible for the preparation of schemes, are furnished below :—

Name of place to which Act extended.	Union or village.	Authority responsible for scheme.	Year of extension.
1. Pattukkottai ...	Union ...	Pattukkottai Taluk Board ...	1921
2. Papanāsam ...	Do. ...	Papanāsam do. ...	1921
3. Nannilam ...	Do. ...	Nannilam do. ...	1923
4. Vriddhaachalam ...	Do. ...	Vriddhaachalam do. ...	1924
5. Kollegal ...	Do. ...	Coimbatore District Board ...	1922
6. Manappārai ...	Do. ...	Kulthabalai Taluk Board ...	1923
7. Kotagiri ...	Village ...	Nilgiri District Board ...	1924
8. Tambaram ...	Do. ...	Saidapet Taluk Board ...	1924
9. Ambāsamudram ...	Union ...	Sermādevi do. ...	1925
10. Bāpatla ...	Do. ...	Bāpatla do. ...	1925
11. Ariyātur ...	Do. ...	Udaiyārpālaiyam Taluk Board ...	1925
12. Laigudi ...	Do. ...	Laigudi Taluk Board ...	1925
13. Karāikudi ...	Do. ...	Karāikudi Union Board ...	1925
14. Rājāpālaiyam ...	Do. ...	Rājāpālaiyam do. ...	1926

4. *Town-planning committees.*—The following is a list of the towns in which town-planning committees, under section 37 of the Act or otherwise, have been created :—

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|----------------|------------------|
| 1. Tirupati. | 6. Srirangam. |
| 2. Anakāpalle. | 7. Karūr. |
| 3. Chingleput. | 8. Saidapet. |
| 4. Guntūr. | 9. Madura. |
| 5. Chittoor. | 10. Pālamcottah. |

Under the Act, the Council have also power to appoint special town-planning committees, in respect to particular schemes and not to town planning in general. Such committees could be composed wholly of members from the Municipal Council, or outsiders may be co-opted up to $\frac{1}{3}$ of

the total strength. Such committees have been formed in the following towns :—

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|------------------|---|
| 1. Vellore. | 13. Sivakasi. |
| 2. Bellary. | 14. Hospet. |
| 3. Cuddalore. | 15. Vizianagram. |
| 4. Ddaimalpet. | 16. Ootacamund (Health Committee). |
| 5. Adāi. | 17. Bezwada (Standing Committee with outside interest). |
| 6. Kumbakonam. | 18. Virudhunagar. |
| 7. Dindigul. | 19. Nellore. |
| 8. Coonoor. | 20. Hindupur. |
| 9. Gudiyāttam. | 21. Tiruppur. |
| 10. Cuddapah. | |
| 11. Rajahmundry. | |
| 12. Masulipatam. | |

It has been found desirable that town planning in general should first be discussed and then specific schemes be decided, so that the question of constituting a general town-planning committee with co-opted representatives of outside interests has been recommended in the case of many towns. The committee should be looked upon as one of the most important, all matters having any bearing on town planning or town improvement being referred to it, whether the town has actual schemes in preparation or not. It should grasp the idea that financial stringency is no excuse for lack of vigilance in town-planning matters, for without such vigilance there is a tendency towards deterioration, which might be checked by the application of the Town-planning Act. A wide vision, which will penetrate beyond temporary conditions and restrictions, is essential, if the aims of town planning and the advantages, financial and otherwise, of an early application of the Town-planning Act to all areas that are likely to develop even in the distant future should be realized. Under the Act, the Local Government may delegate to a town-planning committee, power to dispose of matters of a specific nature which, under the Act, is vested in the Council. In respect of Vizagapatam schemes, the Council desired to delegate to its town-planning committee such power including powers of financial control, and Government have recently called on the Council to state full reasons for such delegation.

5. *Joint town-planning committees.*—Under section 38 of the Act, joint town-planning committees may be constituted to contain representatives of two or more municipal councils or local boards or both. Except in the case of Madras City and suburbs, where the town-planning trust

is assumed to function as a joint committee, the need for such committees has so far not arisen.

6. *Town-planning trusts.*—In the interest of town planning in any particular area, a special board, to be called a town-planning trust for a town or other area, vested with the duty of carrying out the provisions of the Act, may be appointed by the Local Government. The Madras City and Suburban Town-planning Trust is the only trust that has been notified under the Act. The question of constituting trusts for Vizagapatam and Bezwada has been under consideration, but has had to be postponed pending the determination of the possibility of placing trusts on a sound financial footing.

7. *Rules under the Town-planning Act.*—Government have issued rules under the Act, for the guidance of local authorities and trusts, as below:—

G.O. No. 1391, P.H., dated 20th August 1923, under section 44 (1) and (2) of the Act.—This Government Order deals with matters relating to preparation of town-planning schemes (under section 9 of the Act and sections 10, 11 and 14), execution of schemes, maintenance of betterment claims and compensation payment accounts, arbitration work, periodical submission of reports on progress made in schemes, and about powers of town-planning committees, etc. Although it is felt that the procedure prescribed in the Government Order is unnecessarily cumbrous and needs simplification, these rules were carefully followed in all of the schemes proceeded with under section 9 of the Act, and so far, no difficulty has been experienced in the execution of schemes on their account.

G.O. No. 1919, M., dated 23rd December 1920, under section 54 (1) (a) to (d) regarding election of members to Madras City and Suburban Town-planning Trust, and G.O. No. 1518, L. and M., dated 8th July 1923, under section 54 (1) (b), regarding mutual relations of trusts and local authorities. Rules prescribed under these were carefully observed by the Madras City and Suburban Town-planning Trust.

During the year, the rule made previously, calling for half-yearly progress reports from local authorities in regard to (1) schemes in preparation in each town, and (2) execution of sanctioned schemes, was relaxed in G.O. No. 1586, P.H., dated 3rd August 1925, to the extent that yearly reports would do for each official year.

In G.O. No. 2286, P.H., dated 11th November 1925, Government have ordered that town-planning schemes

must be submitted by local authorities through the Collector of the district, Board of Revenue, and the Director of Town Planning.

8. *Amendments to the Act.*—Whilst there is a growing tendency towards town planning, there is considerable hesitation in applying the Act, owing to lack of clear understanding of its provisions and the fear of what is involved in the routine under the rules and the financial responsibilities of the Act. With increased activities of the department and the Act amended, and with a brighter financial outlook, it will be possible to induce the local bodies to take up schemes under the Act, in greater numbers, than had been possible in the past, particularly if, by actual demonstration, the advantages accruing can be shown; but only the experience of a period of years will enable this to be done.

During the year 1924, a bill was introduced by Government in the Legislative Council to provide facilities for transferring a scheme at any stage of its preparation from one authority to another, when such a course seems desirable for financial or other reasons. This bill has been deferred, pending the preparation of a comprehensive Town-planning Amendment Act.

With a view to provide means for financing trusts, to simplify the procedure under the Act and to make it more adaptable to local conditions, an amending bill was drafted by the Inspector of Municipal Councils and Local Boards and the Director of Town Planning. This bill proposes to do away with the distinction that is now made between town planning and town improvement, and to remove the meaningless and arbitrary distinction between towns with population more or less than 40,000, making it obligatory on all municipal councils to prepare and submit to Government, before 31st March 1930, general development schemes in respect of their towns. It is now recognized that general plans, fixing the essential factors in the development of the town, are urgent and should be prepared in advance of detailed plans for special areas liable to more immediate development. The general plans will deal with the improvement of existing conditions as well as with future extensions. The planning of extensions over undeveloped areas, though often presenting problems of considerable difficulty, is simple, compared with those that arise in connexion with planning for the reconstruction and improvement of the towns. The restricted scheme plans will be, more frequently, in the nature of site planning, and under such an arrangement fall

into their proper place and relationship to the general plan. The preparation of such plans need not however be held in abeyance, until the completion of the general plan, as interim action can be given, in cases of urgency.

9. *General*.—Up to the end of 1925, the authorities that have taken a broad view of town planning, are few in number, as they are as follows:—

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|-----------------|------------------|
| 1. Madura. | 5. Trichinopoly. |
| 2. Vizagapatam. | 6. Srirangam. |
| 3. Coimbatore. | 7. Bezwada. |
| 4. Vellore. | 8. Dindigul. |

In some of these towns an attempt has been made to comply with the requirements of the Act, practically, all of the lands for which town-planning schemes can be made being included in scheme areas. In Madura the whole of the area was brought under the Act but a number of the schemes have become time-barred owing to the inadequate time provided in the Act.

As a result of an order issued by Government during the year to the municipalities coming under the obligatory section of the Act (section 8), requiring them to show cause why Government should not take action under section 12 of the Act in respect of certain urgent schemes, the municipalities of Coimbatore, Palamcottah, Bezwada and Rajahmundry have commenced to prepare schemes.

Salem Municipality is reported to view the Act with disfavour, on account of the mismanagement of the Maravani scheme, but town extension is particularly desirable in that town. Other municipalities, such as, Tinnevely, Chingleput, Mayavaram, Sivakasi, Tanjore, etc., view town planning as ambitious land acquisition. Others plead financial stringency as an excuse for not taking up schemes. In many cases it is clear that the provisions of the Act have been misunderstood, and it seems therefore desirable, to issue some pamphlets during 1926, explaining the objects of town planning and the procedure in preparing schemes, etc., possibly, with the amended Act. When the question of extending the Act to Rajapalayam Union (the largest union in the Presidency) was raised, the Union Board strongly opposed the proposal, stating that such extension would be detrimental to the welfare of the town. But on explaining the object of town planning, etc., by a note from the department to the President, the Board, after consideration, decided to have the Act extended.

PRESIDENCY.

Substantial progress has been made in the advancement of town-planning operations and execution of sanctioned schemes.

2. *Schemes notified*.—During the year under review, fifteen authorities, including the Madras City and Suburban Town-planning Trust, have notified 39 acres for town-planning schemes under the Act.

The Act was passed in 1920, while the department was established by the end of 1921, and the progress in the number of notified areas for each of the years from 1922 to 1925 and January—March 1926, is as below:—

Year.	Section 9.	Section 12 by Government.	Total schemes.
1921	19	1	32
1922	9	1	10
1923	5	6	11
1924	23	2	25
1925	7	7	14
Jan.—March 1926...	63	30	93

3. *Section 8, Council schemes*.—The following councils, on whom town planning is compulsory under section 8 of the Act, have taken action as noted against each, up to the end of March 31st, 1926:—

Name of municipality.	Number of schemes taken up to 1924.	Stage of schemes.	Number of schemes during 1925-26.	Stage of schemes.	Remarks.
1. Bezwada	...	...	5	10 (1) Notification published.	No action.
2. Cuddalore	...	...	1	Do.	No action.
3. Conjeevaram	...	...	...	...	No action.
4. Coimbatore	...	...	5	10 (1) Notification published.	Do.
5. Coonoor	...	...	...	...	Do.
6. Calicut	...	...	...	...	Do.
7. Ellore	...	...	...	...	Do.
8. Guntur	1	Disallowed	...	...	...

Name of municipality.	Number of schemes taken up to 1924.	Stage of schemes.	Number of schemes during 1925-26.	Stage of schemes.
9. Kumbakonam.	...	...	...	...
10. Masripalam.	...	...	...	...
11. Mudara	18	13 time-barred.	6	19 (1) Notification published for 5 schemes.
		2 with Government	...	12 Notification published for 6th
		1 in preparation.	...	...
12. Mangalore ...	...	...	...	...
13. Negapatnam.	...	...	...	...
14. Palghat	...	...	...	...
15. Palamcottah.	...	...	...	...
16. Rajahmundry.	...	...	1	12 Notification published.
		...	7	10 (1) Notification published and 12 Notification published.
17. Salem	1	Sanctioned	...	...
18. Trichinopoly.	5	4 sanctioned outside Act.	1	12 Notification published.
		1 under revision.	...	...
19. Tuticorin	...	...	...	...
20. Tinnevely	...	...	...	...
21. Tanjore	...	...	...	...
22. Vellore	1	Draft scheme to be published.	...	...
23. Vinnagapattinam.	8	2 submitted to Government.	3	12 Notification published.
		1 in preparation.	...	...
24. Madras Corporation.	1	Sanctioned	...	...
City and Suburban T.P. Trust.	8	2 disallowed	1	10 (2) Notification published.
		3 time-barred	...	...
		1 sanctioned	...	...
Total	34	16 time-barred.	30	30 Under preparation.
		3 preparation.	...	...
		5 with Government.	...	...
		3 disallowed	...	...
		3 sanctioned.	...	...
		4 sanctioned outside Act.	...	...

It is seen from the above statement that only 12 out of 24 councils coming under the obligatory section have taken action during the 4½ years from 1st January 1922, while section 8 provides only five years' time from the latter date for submission of schemes. Out of 34 schemes taken up prior to 1925, 16 became time-barred, 3 were disallowed by Government, and 4 were sanctioned outside the Act. Particulars of schemes are shown in *Annexure I*.

4. *Other Council schemes.*—Out of the 57 municipalities on whom town planning is optional and not obligatory, 14 have taken action under the Act, as shown below :—

Name of municipality.	Number of schemes taken up to 1924.	Remarks.	Number of schemes during 1925-26.	Remarks.
1. Chingleput	1	10 (3) Notification being published.		
2. Saidapet	1	10 (3) Notification published.		
3. Chittoor	2	2 sanctioned.	2	10 (1) Notification published.
4. Tirupati	1	Sanctioned		Do.
5. Palacole	4	1 disallowed.	1	10 (1) Notification to be published.
6. Nandyāl	...	3 with Government.		
7. Cochin	1	Draft scheme to be published.		
8. Coonoor	1	Since dropped.	1	10 (1) Published.
9. Virudhunagar	...	...		
10. Kārar	2	Draft scheme to be published.	3	10 (3) Published.
11. Srirangam	...	...		
12. Ootacamund	1	Notification withdrawn.		
13. Anakāpalle	1	With Government.	1	10 (1) Notification to be re-notified.
14. Chitrāl	...	...		
	15	3 sanctioned.	3	9 under preparation.
		1 disallowed.		
		4 with Government.		
		5 under preparation.		
		2 dropped.		

Out of 15 schemes taken up prior to 1925-26, one was disallowed, 4 are under scrutiny with Government, 2 have been dropped, and 3 sanctioned, and the rest are under preparation. Details of schemes are furnished in *Annexure II*.

5. *Local Board schemes.*—Of the 14 union or rural areas to which the Act has been extended, only 5 have so far taken up schemes, as given below :—

Local authority.	Place.	Number of schemes prior to 1925.	Remarks.
1. Kulittalai Taluk Board.	Manappārai Union...	1	Sanctioned.
2. Pattukkottai Taluk Board.	Pattukkottai Union.	1	With Government.
3. Coimbatore District Board.	Kollegal Union	1	With Government to be sanctioned outside Act.
4. Saidapet Taluk Board.	Tambaram ...	1	With Government.
5. Nilgiris District Board.	Kotagiri ...	1	In preparation.
		5	1 sanctioned. 3 with Government. 1 under preparation.

Details of schemes are given in *Annexure III*.

6. *Schemes time-barred.*—Under section 11 (1) of the Act, draft schemes have to be published within a year from the date of notification under section 10 (3), or, within such further period not exceeding a year as the Local Government may allow. Thirteen schemes of Madras and three of the Madras Town-planning Trust became time-barred. Experience proves that a stringent time-allowance is not necessary, that the maximum time allowed under the Act is not sufficient (other countries have had the same experience) and that an amendment to the Act is necessary in this respect.

7. *Schemes sanctioned.*—A scheme was sanctioned for Salem and two for Chittoor in 1923. A scheme was sanctioned for Tirupur in 1924. Three schemes—one for the Madras Corporation, another for the Madras Trust, and a third for Manappārai (Kulittalai Taluk Board)—were sanctioned during 1925. So that for four years of the department, seven schemes submitted by six local authorities, covering an area of about 717 acres and estimated to cost Rs. 35 and odd lakhs, have been sanctioned (excluding those sanctioned outside the Act).

8. *Schemes sanctioned outside the Act.*—In the case of four schemes called for from Trichinopoly Municipality under section 12 of the Act and costing about 1.8 lakhs of rupees, it was found difficult to get compliance with the Act, and in order to avoid undue delay, the areas principally affected already belonging to the Municipality and the question of

betterment not arising, Government thought it desirable to sanction the schemes outside the Act. (It is understood that house sites in the Butterworth Scheme, one of the four, have since been sold in auction, the proceeds of sale being Rs. 45,000). In the Varagaueri Scheme the lay-out has since been revised by this department, in the light of the Labour Commissioner's recommendation to house in the area the evicted depressed classes, and sent to the Council for approval.

9. *Schemes disallowed.*—(1) *Mylapore Eastern Section Town-planning Scheme.*—This scheme was prepared by the Madras City and Suburban Town-planning Trust and submitted to Government for sanction in 1923. Government, not seeing its way to finance the Trust's operations (the Trust being unable to bear the initial expenses of land acquisition for roads, etc.) and taking into consideration the fact that since the notification under section 10 (1) of the Act, land values within the area were said to have been reduced very considerably and it would be disadvantageous to the Trust to have the scheme sanctioned, disallowed the scheme during the year. The area is in the jurisdiction of the Trust and developments therein are even now being controlled by the Trust. The scheme submitted covers an area of 340 acres, and was estimated to cost Rs. 4 lakhs to be recovered by betterment. It provides, in a general lay-out for the area, for the following principal works :—

(i) opening up of building areas adjacent to the congested part of Mylapore where great increases in population have been recorded ;

(ii) an alternative route to Adyar, to relieve Brodie's Road and to make provision for tram traffic ;

(iii) the bridging of the Buckingham Canal and the bringing of the area to the west within easy reach of Mylapore ;

(iv) a new main road east and west from Mylapore to Mowbray's Road to be continued to Mount Road ;

(v) part of a new north and south main road extending through the City.

There can be little doubt that the area is one for which a scheme should be made under section 8 of the Town-planning Act, but it is not an easy matter to fix the responsibility for this and other schemes, in view of the divided authority for town-planning which exists within the City limits and in view of the Trust's limited powers.

(2) *Mambalam Town-planning Scheme, Southern Section.*—

In view of the fact that Mambalam Eastern Section Scheme called for from the Corporation has been sanctioned, the sanction to the scheme prepared by the Madras City and Suburban Town-planning Trust for the whole area has been withheld. The Trust even now exercises its control over the area (outside the Corporation scheme), with a view to securing that developments take place in accordance with the general plan. A considerable number of building applications have been disposed of, and about twelve houses have already been built, and six are under construction within the area (outside of the Corporation Eastern Mambalam Scheme), and a town-planning scheme for this area also is essential under section 8 of the Act but here again the Trust's limitations make the position very difficult.

(3) *Estates Land Town-planning Scheme, Guntur.*—The area of the scheme is 67 acres and estimate amount Rs. 3,56,555. This scheme was thought to be urgent, and was called for under section 12 of the Act in 1922, and was submitted to Government in 1924. Owing to a difference of opinion between the Government and the Zamindar as to the ownership of certain lands in the scheme, decision on which matter is pending before the Privy Council, the scheme was disallowed during the year.

(4) *Brodiepetta Town-planning Scheme, Palacole.*—This scheme covering an area of 5.44 acres and costing Rs. 15,880 was disallowed by the Government during the year, as the lands included in the scheme have been reported by the Sanitary Engineer as being required for locating the head works of the water-supply scheme.

10. *Schemes under scrutiny by Government.*—In all, 12 schemes, covering an area of about 1,563 acres and approximated to cost Rs. 10 lakhs, are with Government, either under scrutiny or have been ordered to be revised by the councils:—

Local authority.	Number of schemes.	Name of scheme.	Extent.
1. Trichinopoly Municipality...	1	Puthur Maidan Extension ...	ACS. 37
2. Madura do. ...	2	Nokkikulam Extension ...	32
		Madura East Extension ...	23
3. Vizagapatam do. ...	2	Maharajipeta Block 4 ...	69
		Market Ward ...	223

Local authority.	Number of schemes.	Name of scheme.	Extent.
4. Palacole Municipality ...	3	A. L. N. S. Vari Garden* ...	3
		Palivelavari Garden* ...	2
		Vomuvuri Garden* ...	3
5. Anakapalle do. ...	1	Nidanam Doddi ...	65
6. Saidapet Taluk Board ...	1	Tambaran T.P. Scheme ...	1,047
7. Pattukottai do. ...	1	Pattukottai do. * ...	13
8. Coimbatore District Board.	1	Kollegal do. * ...	11
Total ...	12		1,563

* Since sanctioned by the Government.

11. *Review of schemes under execution.*—(1) *Vanniar Block Town-planning Scheme No. I Chittoor.*—In operation from 25th September 1923. This scheme was sanctioned in G.O. No. 1597-P.H., dated 21st September 1923 (the lay-out was settled before reference to the departments). The Inspector of Municipal Councils and Local Boards was appointed arbitrator for the scheme and he commenced and completed his duties in 1924. The Municipal Council preferred no claims for betterment contribution. Government granted to the Municipal Council a loan of Rs. 9,000 payable in twenty yearly instalments of Rs. 769 interest being at 5½ per cent. Nearly 5.30 acres of land were acquired under the provisions of the Town-planning Act at a cost of Rs. 3,150 and works to the extent of Rs. 2,300 have so far been executed. Fifty-three out of 55 sites were sold and a sum of Rs. 3,758 was realized. Several of the purchasers have been allowed to pay the amount in instalments.

(2) *Vanniar Block Further Extension Scheme No. II, Chittoor.*—In operation from 27th November 1923. The Inspector of Municipal Councils and Local Boards who was appointed arbitrator, had finished his duties in 1924 and settled the properties liable for betterment contribution. The scheme is partly an acquisition and re-sale scheme and partly a betterment scheme.

(3) *Maravaneri Extension Scheme, Southern Section, Salem.*—In operation from 25th September 1923. Works on this scheme have been held up owing to the arbitrator having given his decision disallowing the claims for betterment, the Council having failed to make them in proper form within the time prescribed in the scheme. The Government have

recently ordered the Council to carry out the scheme. (The plan was settled without reference to this department.)

This scheme is an unfortunate example of the failure of landowners who are benefited by the scheme and the Council, to co-operate for their mutual benefit.

Twelve lamp posts at a cost of Rs. 302 have been put up. Forty-five houses have so far been constructed.

(4) *Tirupati Town-planning Scheme No. 1.*—In operation from 16th December 1924. This scheme covers an area of 38½ acres in the vicinity of Tirupati East Railway Station and provides for acquisition and re-sale after development of some of the vacant land within the area. About 13.76 acres of building sites would be available for disposal by the Council at a cost of Rs. 6,875 per acre. The arbitrator for the scheme (the Inspector of Municipal Councils and Local Boards) had completed his duties during the year 1925 and the land is being acquired under the Town-planning Act.

The Scheme provides for the improvement and making into a pakka tank of an insanitary pond, the Vicharana-karthalavaru being responsible for carrying out this portion of the work. The area is near the temple and station and house-sites therein should be popular.

The Council have been given a loan of Rs. 33,000 during 1924-25 repayable in five equal annual instalments with interest at 5½ per cent.

(5) *Mambalam Eastern Section Town-planning Scheme, Madras.*—In operation from 10th February 1925. In 1923, the Madras City and Suburban Town-planning Trust submitted to Government for sanction under section 14(2) of the Act a town-planning scheme in respect of the whole of Mambalam Southern Section (1,200 acres nearly). While considering the financial aspect of the scheme, the Trust had no funds available for the purpose, the transfer of the scheme to some other competent agency for execution was considered and the Corporation of Madras having consented to undertake the development of a portion of the area measuring 623 acres, Government extended the City limits and directed the Corporation under section 12 of the Act to submit a scheme for the 623 acres. The scheme prepared and submitted is known as the Mambalam Eastern Section and was sanctioned in 1925 and has since been under execution, some roads and culverts having been formed. Of the total area of 623 acres, about 60 acres comprising the deep bed lands had previously been acquired by Government; about 424.36 acres were acquired under the provisions of the Land

Acquisition Act by Government for the Corporation at a cost of Rs. 4,62,100, before the scheme was called for under the Town-planning Act. Further lands to the extent of 83 grounds were acquired during 1925 by the Collector at a cost of Rs. 19,160. About 137 acres belonging to private persons are to be developed in accordance with the scheme. The scheme provides for making—

- (1) roads (including construction of culverts, etc.)
- (2) electric lighting;
- (3) providing water supply and drainage;
- (4) planting avenues and parks, etc.

Government sanctioned a loan of Rs. 5 lakhs in 1923-24 and a further loan of Rs. 5 lakhs during 1924-25 repayable in ten equal annual instalments with interest at 5½ per cent. The cost of works so far done is Rs. 26,000.

The arbitrator for the scheme is the Collector of Chingleput. He commenced his duties during the year 1925. The question of sale of sites is pending sanction of the Corporation. In the area belonging to private parties seven buildings have been completed and six have been sanctioned.

(6) *Town-planning Scheme for S. No. 47/1 Puliyur.*—In operation from 28th July 1925. As the Mambalam Southern Section Scheme originally submitted by the Trust was disallowed by Government it was found impossible for the Trust to secure a legally valid reconstitution of plots within the field 47/1, which a majority of the owners desired to have. A scheme for the S. No. 47/1 was called for by Government in 1924 from the Trust under section 12 of the Act and sanctioned during the year. The arbitrator for the scheme (the Collector of Chingleput) has commenced his duties.

(7) *Setharatnapuram Extension Scheme, Manapparai.*—In operation from 5th September 1925. The land included in the scheme belongs to the Kulittalai Taluk Board and complications connected with private ownership do not arise. The scheme was called for under section 12 in 1923 and was sanctioned in 1925. The Inspector of Municipal Councils and Local Boards has been appointed arbitrator for the scheme and has commenced his duties. Government have granted a loan of Rs. 5,000 to Kulittalai Taluk Board for working out the scheme.

12. *Town Improvement schemes.*—Although a number of schemes for improvement of built-up areas in towns had been suggested, none had so far been taken up under section 6 of

IV.—OTHER MATTERS CONNECTED WITH TOWN PLANNING.

GENERAL DEVELOPMENT PLANS AND REPORTS.

Town planning in Madras Presidency has, in practice in the past almost entirely, consisted of "site planning," viz., the laying out of detached areas within town limits for the provision of house-sites. This which is only a limited aspect of town-planning holds the vision. In its wider sense town-planning requires the visualization of all the future needs of the town: housing, industrial, traffic, educational, social, etc. This side of the question is receiving increased consideration in many parts of the world and town-planning schemes in England at any rate generally lay down the main lines of development, traffic arteries and utilization of ground, leaving the detailed planning in a somewhat fluid state, to be settled from time to time as particular areas develop. These town-planning schemes are generally based on some form of civic survey which is now generally recognized as the first step necessary in scientific town-planning.

Town-planning is now universally recognized to be of great importance and in this country it will become paramount if the country is to experience an industrial era, if the mistakes of the west, which have made industrial life so drab, are to be avoided. It is thus proposed in the Town-planning Amendment Act to provide for the preparation of general development schemes, as distinct from detailed town-planning schemes, by local authorities. While the actual fructification of such schemes may be tardy, their immediate preparation should not be delayed so that all future alterations either in built or unbuilt areas should be in accordance with the general plans.

Reports on the general development of 30 municipal towns and 12 union towns have been prepared prior to 1925 and during the year under review for 21 municipal and 10 union towns, as detailed below:—

BEFORE 1925.

Municipal towns.

- | | |
|----------------|---------------|
| 1. Bellary. | 7. Cannanore. |
| 2. Berhampur. | 8. Cochin. |
| 3. Bezwada. | 9. Dindigul. |
| 4. Cuddalore. | 10. Erode. |
| 5. Coimbatore. | 11. Hospet. |
| 6. Calicut. | 12. Karūr. |

Municipal towns - cont.

- | | |
|------------------|------------------|
| 13. Kumbakonam. | 22. Tellicherry. |
| 14. Mannargudi. | 23. Tenali. |
| 15. Mangalore. | 24. Tuticorin. |
| 16. Mayavaram. | 25. Tiruvälür. |
| 17. Negapatam. | 26. Tiruppur. |
| 18. Pollachi. | 27. Tanjore. |
| 19. Palni. | 28. Udumalpet. |
| 20. Palghat. | 29. Vellore. |
| 21. Rajahmundry. | 30. Vizagapatam. |

Union towns.

1. Tuni.
2. Bāpatla.
3. Rāpalle.
4. Pottukōttai.
5. Nannilam.

Chettinad villages.

6. Karaikudi.
7. Kanadukathan.
8. Kandanur.
9. Pallatur.
10. Kottaiyur.
11. Dāvakōttai.
12. Kuzhakkudi.

*During 1925-26.**Municipal towns.*

- | | |
|------------------|---------------------|
| 1. Cojettaram. | 12. Tinnevely. |
| 2. Coorinda. | 13. Sivakasi. |
| 3. Nellore. | 14. Srivilliputhur. |
| 4. Ekkore. | 15. Adoni. |
| 5. Madurai. | 16. Periyakulam. |
| 6. Trichinopoly. | 17. Calicut. |
| 7. Srirangam. | 18. Ootacamund. |
| 8. Masulipatam. | 19. Tuticorin. |
| 9. Palamcottah. | 20. Srirangam. |
| 10. Salem. | 21. Coimbatore. |
| 11. Tirupati. | |

Union towns.

- | | |
|---------------------|-------------------------|
| 1. Kallidaikurichi. | 8. Sankaranārāyān. |
| 2. Ambasamudram. | 7. Rajapalayam. |
| 3. Tenkasi. | 6. Ariyalūr. |
| 4. Kadayanallur. | 9. Lalgudi. |
| 5. Puliyangudi. | 10. Courtallam village. |

Reports on Madras City regarding population and communications have also been prepared. The Corporation have been supplied with a map of Madras City showing the future lines of development and town-planning schemes proposed. Detailed development plans have been prepared

for the Esplanade area, sand accretion, Utholai area, Buckingham Canal diversion, etc., in Madras.

2. *Minor schemes and housing plans.*—Several lay-out plans have been prepared for the District Collectors, Labour Department, local bodies and co-operative building societies. The following statement gives the details of plans prepared:—

	1922.	1923.	1924.	1925.	1926 Jan.— March.
1. Collectors	...	...	4	6	1
2. Labour Department	...	...	...	2	3
3. Local Boards	...	...	20	5	3
4. Municipal Councils	2	22	14	16	4
5. Co-operative Building Societies	...	2	...	2	2
Total	2	25	36	30	13

A number of other schemes of a miscellaneous nature as follows have also been prepared:—

	1922.	1923.	1924.	1925.	1926
Market schemes	...	2	1	1	...
Improvement schemes	1	2	5	2	6
Road schemes, etc.	2	3	7	3	6
Railway stations	...	2	...	2	...
Designs of houses	...	2	5	2	1
Total	3	11	15	11	13

Since the establishment of the department 13 housing schemes have been sanctioned and loans amounting to Rs. 1,26,900 have been granted, as detailed below:—

Schemes.	Loan granted Rs.
1. Coronation Park Scheme, Berhampur	...
2. Kotha Agraharam Extension, Vizianagaram	...
3. South Rayagopuram Extension, Srirangam	...
4. Valayakara Block Congestion Removal, Erode	...
5. Layout of T.S. No. 40/2 do.	52,200
6. Do. No. 22 do.	
7. Pathyathode Extension, Cochin	20,000
8. Katheeb Town Extension, Nellore	...
9. Nunapalli Extension, Nandyal	...
10. Municipal Staff Housing Scheme, Vizagapatam	84,700
11. Kandal Housing Scheme, Ootacamund	...
12. Labourers' Housing Scheme, Tiruppur	...
13. Parvatipur Housing Schemes (Nos. 4)	20,000
14. Housing Scheme, Coonoor	...
Total	1,26,900

3. *Civic survey.*—The question of preparing civic surveys of municipalities was recommended as early as 1920 by the Local and municipal Conference held on 21st July 1920 but nothing was done in the matter till the establishment of the department. By the end of 1922, instructions were issued in G.O. No. 1748, P.H., dated 18th December 1922, for the preparation of the surveys, directing all municipal councils to complete the same by 30th September 1923. It was then decided to undertake a model survey for Vellore and that Council began the work, but has not been able to complete the same up to the present time. In the meanwhile the Vizagapatam Council took up the work in earnest, and Mr. K. S. Narayan Rao of the Council was enthusiastic enough to shoulder the responsibility, and completed the report and plans, which were scrutinized in the department, with necessary re-arrangement of chapters and preparation of all the plans and charts, and the report was printed at the Government Press and published in 1924.

A definite advance has therefore been made in the Civic Survey by the publication of this survey. Printed copies of the report have been purchased by many municipalities for their guidance. The civic survey is now recognized as a necessary precedent to scientific and comprehensive Town-Planning, and is moreover very useful as a compendium of the principal factors concerning a town and its development and as a ready reference.

In future problems of zoning, housing, etc., such survey would be found immensely useful, particularly if, as anticipated, the survey can be kept up-to-date. Questions as to how far each town in the Province is dealing with housing shortage, town development, town improvement, etc., can be answered much more fully and intelligently if it is based on a scientific study of the increase and character of population, types of houses, industrial and commercial conditions, movement of population, and the percentage that must be provided for in new extensions, the widening and formation of streets and thorough fares, traffic congestion, educational and recreational requirements, etc. In the absence of comprehensive information, mistakes in diagnosis of our civic shortcomings, are likely to be frequent and to involve expenditure altogether out of comparison with the cost of collecting and collating the information of which the survey is composed.

As for progress made by municipalities in the survey, it is seen that Vellore, Cuddalore, Cochin, Nellore, Chingleput,

have advanced with the work. Coimbatore, Karūr, Bellary Hospet and Virudhunagar are proceeding with the survey. Cocanada, Bezwada, Pālamcottah, Gudiyāttam, Tiruppattūr, Tiruppūr, Udamalpet, etc., have intimated that they would be taking up the work during 1926-27. Surveys for Vellore, Cuddalore, Chingleput and Nellore are nearing completion and require to be checked and revised. Government have in Memorandum No. 968-1 D. III, P.H., dated 26th January 1926, circularized municipalities coming under section 8 of the Act as to whether they are prepared to take a proportionate share of the cost of providing additional staff for this office for the purpose of assisting Municipal Councils in the preparation of surveys.

4. *Town surveys.*—The lack of comprehensive topographical maps, not only of towns but of their surroundings, and proper town surveys in many towns, has been a serious handicap to the preparation of civic surveys and even more to the preparation of town-planning schemes. In the preparation of scheme maps a great deal of time is taken in piecing together, enlarging or reducing survey block maps and village maps and bringing them up to date with not altogether satisfactory results. For town-planning purposes, sectional maps, all to one suitable scale such as the English 25' ordnance maps, would be much more serviceable than block maps to various scales, in which each block is treated as an isolated unit on which, only such information as is required for settlement of ownership is shown.

From *Annexure IV* appended to this report it will be seen that—

40 municipalities have been surveyed and maps available;

- 11 municipalities have only street surveys;
- 8 municipalities, maps will be ready in 1926;
- 3 municipalities, maps will be ready in 1927;
- 1 municipality being street surveyed;
- 2 municipalities are being town surveyed;
- 1 municipality, town survey begun; and
- 15 municipalities unsurveyed.

5. *Education and recreation.*—The provision to meet the present and future requirements of education and recreation is one of the important functions of town planning, so that schools and play grounds shall be provided within an efficient and reasonable distance from all areas of population.

There are at present 45,000 educational institutions in the Presidency and if the entire population of school-going age is to be provided for, 270,000 institutions or six times the present number will be required assuming the same average number of scholars is maintained. From statistics of recent years it is gathered that the number is increasing at the rate of about 2,000 per annum. Out of a total of about 53,000 towns and villages that are in the Presidency, it would appear, that about 28,000 places are without educational facilities of any sort whatever.

It is obvious that with the adoption of compulsory education for municipalities, that the school places must be very materially increased, and that in many towns it will be difficult to find sites for the extra schools required not to mention those required to replace rented buildings where the requirements of education can be so inadequately met. Only about 17,500 of the 45,000 are in owned buildings, the rest being in chattrams, rented houses and school masters' residences.

Town planning schemes, naturally, deal with areas on the fringe of existing built-up areas, and school sites are not only required for scholars from the town-planning areas themselves but to meet the needs due to inadequate provision within adjacent congested areas. An educational efficiency map should form part of the basis of every development scheme, sites being considered with relationship to population, distance and locality. It is found in many places that schools are placed without reference to the suitability of their sites for educational purposes, on busy traffic routes, near noisy industries or occupying valuable sites more suitable for business premises or industry. Owing to the value of land in such sites, schools are unduly congested, little or no space being available for playground and recreation.

The provision of playgrounds and physical training and organized games is only just beginning to receive attention, and the expenditure on playgrounds is practically nil. For efficient service these should be half a mile apart as an outside limit and unless some foresight is exercised in respect to playgrounds and fields, their provision becomes a matter of great difficulty, as land values have generally advanced to a prohibitive extent, before the need for the schools is sufficiently felt, to demand realization and so a restricted site only can be secured. A school, without recreation space, is not fulfilling its functions, and all new schools if they do not

possess playgrounds of their own should be adjacent to recreation spaces. It is usual to show schools so placed in town-planning schemes, but co-operation with educational authorities and committees is required, so that, the needs not only of the area itself but of adjacent areas and the town as a whole, may be provided for in the schemes. It is obvious that for economy and efficiency the plan of development of schools and playgrounds should be definitely settled in town-planning schemes before the acquisition of any school site or playground is made. It is hardly necessary to observe, that, until universal education in the towns in the Presidency is a *fait accompli*, much of the public health propaganda will be ineffective, nor will it be possible to develop an effective civic conscience or reasonable to expect efficient self-government until a completely educated constituency is behind it and town-planning as a health measure will fail in its effect to some extent.

6. *Exemption of buildings from the operation of building rules.*—Under G.O. No. 175, L. and M. dated 19th January 1923, opinion of this department has to be obtained before Government could sanction any exemption of buildings from the operation of building rules. The encroachment of a balcony in Tirupati town was the only case reported on. There can be little doubt that encroachments, failure to leave road spaces, or provide access, are of frequent occurrence, but little is being done to see that the rules are carried out, judging by the general appearance of streets and the lack of reference to Government through this department.

7. *Civic amenity.*—The question of civic amenity covers a great deal, viz., those elements in urban life which make it for so many, more attractive than the country. The aesthetic or artistic appearance of a town or city comes under this head and should be the legitimate concern of the local authorities; and with this aspect in view, the department has advised on the layout of open spaces and on the character and location of buildings in a number of reports.

In particular, reports have been made on the following:—

(1) *Erection of a theatre on the Esplanade.* In G.O. Mis. No. 584, Revenue, dated 1st April 1926, its removal was ordered.

(2) *Erection of a wall round the church in Cochin.* The alignment has been altered according to suggestions.

(3) *Development of Harbour on the sand accretion north of Cooum, Madras.*

- (4) Disfigurement of Chepauk Gardens.
- (5) Location and character of theatre at Coimbatore.
- (6) Municipal office building, Coimbatore.
- (7) Municipal office building, Vizagapatam.
- (8) Development of Esplanade, Madras.
- (9) Trichinopoly boulevards.
- (10) Surroundings of waterfalls, Courtallam.
- (11) Removal of quarters from Maidan, Cochin.
- (12) Removal of telegraph posts, etc., in open space, Tellicherry.
- (13) Surroundings of temples and tanks, Kumbakōnam.
- (14) Approaches to Coonoor.
- (15) Preservation of natural beauty, Kotagiri, etc.

V.—REVIEW OF TOWN PLANNING IN RELATION TO OTHER ACTIVITIES AT WORK IN THE PRESIDENCY.

The activities of a number of departments as affecting town-planning work in the Presidency are summarized in the following paragraph.

2. *Co-operative Building Societies*.—Up to end of June 1925 about 72 societies are stated to be functioning in about 20 municipalities and other towns in the Province. So far 337 houses have been constructed at a cost of Rs. 10·8 lakhs and 272 houses are under construction costing Rs. 4·6 lakhs. Total loans received from Government during the year ending with June 1925 is Rs. 7·7 lakhs. No information as to the extent of land acquired or amount spent for house sites is available. It seems to be a general rule that members purchase their sites independently by private negotiation or build on sites which they already possess, but in several cases land has been acquired by the society and sold off as house sites to members on a definite plan.

Balance of loans outstanding on 31st March 1926 is Rs. 23·8 lakhs as per details below :—

1. Co-operative societies for acquisition of		LAKHS.
house sites for Adi-Dr vīdas	...	7·4
2. Loans to labourers in Puliyanthope for	...	...
house construction	...	·5
3. Loans to house-building societies	...	15·3
4. Loans to co-operative societies, Tanjore	...	·3
5. Loans for houses for flood-affected people.	...	·4
		23·8

In 1923-24 (when the granting of State loans was instituted) 29 building societies only were registered, 21 of which received loans to the extent of Rs. 3·8 lakhs relating to 336 houses repayable in 20 instalments with interest at 6½ per cent.

Advice has been given by the department in regard to the lay-out for the following societies :—

1. Māmbalam Co-operative Building Society.
2. Vizagapatam Municipal Staff Building Society.
3. Tiruppūr do. do.
4. Ponnēri Co-operative Building Society.
5. Tāmbaram Building Society.
6. Madras Government Servants' Co-operative Society.
7. Sakkikulam Co-operative Building Society, Madura.
8. Villivakkam Co-operative Building Society.
9. Gooty Co-operative Building Society.
10. Gunnavaram Building Society.
11. Kōilpatti Building Society.

Instances have been brought to the notice of the department of unsatisfactory and extravagant lay-outs, e.g., the Gunnavaram Society. At the instance of the department Government have in the Ministry of Development ordered that building societies' schemes, involving development of new roads, should be approved by the Director of Town-planning.

Co-operation between the Town-planning Department and the Co-operative Department is very desirable, as in many a town-planning scheme, development by co-operative societies might form an integral part of the scheme.

3. *Revenue Department*.—From time to time notifications in the *Fort St. George Gazette* are being made for acquisition of land for house sites for the poorer classes of people and Ādi-Drāvidas and Ādi-Āndhras by Government, presumably on the request of Collectors of districts and Revenue Divisional Officers, and in many cases the land so required falls within municipal and union towns. In the interest of development of towns it is desirable that these acquisitions should be made after duly consulting this department as to the suitability of sites and their location and disposition and design of buildings. In some instances the Collectors and Revenue officers have been offered advice from this department

and in other instances they have themselves applied to the department for advice, as detailed below:—

- | | | |
|--------------------------------|-----|--|
| Collector of Madras | ... | 1. Fishermen's village in S. No. 2344/1, Mylapore. |
| | | 2. Housing Corporation menials in S. No. 4491/4 and 4567/2, Mylapore. |
| | | 3. Housing fishermen in Leith Castle compound and adjoining areas, Mylapore. |
| | | 4. Housing schemes for depressed classes and scavengers in No. 1890, Tondiarpet. |
| | | 5. Alienation for a Park site in No. 1796/4, Tondiarpet. |
| | | 6. Housing ex-army men in No. 1799, Tondiarpet. |
| | | 7. Housing depressed classes in No. 1802/9, Tondiarpet. |
| | | 8. Housing depressed classes in No. 1802/1 and 3, Tondiarpet. |
| | | 9. Housing depressed classes in R.S. No. 466. |
| Collector of Ganjam | ... | 10. Village Extension, Nandico. |
| | | 11. Housing scheme for flood-affected people, Bhavani. |
| Collector of Coimbatore | ... | 12. Housing scheme for flood-affected people, Satyamangalam. |
| | | 13. Housing scheme for flood-affected people, Varadampalaiyam. |
| Government Revenue Department. | | 14. Grains Godown Scheme, Salem. |

In this connexion the desirability of amending the Board's Standing Orders making it necessary that application for acquisition of land within municipal and union towns be submitted to Government through the Director of Town-planning and that assignment or sale of sites should be made according to lay-out plans approved by him, should be considered. Such co-ordination of the activities of the Revenue Department and this is desirable to prevent the disfigurement and degeneration of the towns.

4. *Public Health Department.*—In the following instances the Director of Public Health has sought the advice of this department in regard to lay-out for house-sites, and plans have been prepared:—

- (1) Village extension, Natrampalli, Tiruppattūr.
- (2) Do. Hosamalangi, Kollegal.

- (3) Coolie lines, Cauvery Mettur Project.
- (4) Kosgi Union Extension Scheme for caste people.
- (5) Do. for Madigas.

5. *Labour Department.*—Since the inception of the Labour Department the following extents of land have been acquired or allotted for house-sites to labouring classes in various parts of the Presidency:—

	Extent.	Cost.	Families, number of	Density number of families per acre.
	ACS.	RS.		
Patta land acquired in 1924-25.	957	10 lakhs.	16,400	17
Government pottamboke village-site and assessed waste.	415	...	23,000 (about).	...
Acquired during 1924-25 ...	208	2 lakhs.	3,874	18

Loans granted to Labourers' House-sites societies total to Rs. 3.8 lakhs.

The Labour Department was active within municipal areas such as Madras, Tenali, Gudiyattam, Bezwada, Adōni, around Mangalore, etc. It is obvious that in municipal areas the allotment of land for cheris should conform to the general plan of the city and suburbs and the risk of the area being required for some other public purpose at a later date shall be avoided. In Vizagapatam a number of poor persons have been twice displaced within a few years.

Plans that have been received from Labour officers are generally extravagant of road frontage, but the roads are often too narrow, whilst no provision is made for open spaces and other civic and sanitary requirements or amenities. Cheris almost invariably become congested, and, if new slums are to be avoided, they will have to be well planned from the outset, with sufficient open space for adequate ventilation and for communal needs.

The following plans were prepared for the Labour Commissioner and Labour officers:—

- (1) Lay-out of sheep-pen land, Perambūr.
- (2) Housing Adi-Dravidas in R.S. No. 93, Tondiarpet.
- (3) Housing schemes for Adi-Andhras in Kolakalūr, Tenali.

(4) Housing labouring classes, Bezwada, and joint visits have been made to a number of other cheris in Madras City.

6. *Public Works Department.*—Housing Government servants and menials.—Housing schemes completed, in progress, or

in contemplation by the Public Works Department in various divisions in the Presidency, as far as information is available, are as detailed below :—

	Area.	Number of quarters.	Cost of scheme.	Remarks.
	ACRES.		RS.	
Quarters for Clerks in Tallakulam, Madras.	2.59	8	81,321	Includes cost of land.
Quarters for Clerks and Peons, Kodaikanal.	...	11	10,892	
Do. ...	0.14	4	9,000	
Quarters for Officers, Coimbatore.	101.49	27	1,74,066	Acquisition cost alone.
			1,18,670	Expenditure on two quarters only. Estimate for the rest not informed.
Quarters for Reserve Police, Salem.	25.0	208	2,25,000	Proposed to rent free. But schemes yet to be started.
Quarters for Officers, Palamcottah.	21.19	4	...	Not estimated yet.
Quarters for Officers and Clerks, Arni, North Arcot district.	1.00	33	48,250	

Owing to general retrenchment, few schemes for housing Government servants have been carried out during the period covered by this review. These schemes when carried out should always be with reference to a general development plan. Todhunternagar is a scheme of some consequence that was carried out during the period without reference to town-planning considerations. Co-operation between the departments is necessary and important if harmonious and economical developments are to result.

With regard to the location of public buildings a good deal can be done towards improving the convenience and amenity of a town if such buildings are placed with due regard to town-planning considerations. Too often are such buildings placed in plots regardless of these factors, merely or largely because such plots may happen to be available. In a good many towns a survey of existing needs, available accommodation and future requirements might result in a re-shuffling of buildings and sites, that might result in considerable economy and increased convenience. The disposal of military property in Madras City affords an opportunity for such a survey.

Such a proposal was made with regard to Trichinopoly a few years ago by Sir Charles Todhunter but it was not taken up seriously. The town-planning Department should be a clearing house for information with regard to buildings and sites and information as to the most desirable location for buildings. The Postmaster-General, Madras, realizing this fact, is in the habit of referring schemes for erection of new Post and Telegraph offices to the department for advice.

7. *Sanitary Department—Water-supply and drainage schemes.*—Water-supply schemes have been introduced to 32 towns, are under construction in four towns, and have been investigated or are under investigation in respect of 26 municipalities and 17 other areas. The schemes in the priority list for execution are for Srirangam, Palacole, Tiruvannamalai, Tiruppūr, Proddatūr. Underground sewage schemes have been carried out in Ootacamund and are under execution in Madras, Madura, Vellore and Kumbakonam, and investigated or are under investigation for 2 towns.

At the end of 1924-25, 14 water-supply and drainage schemes have been sanctioned for execution with Rs. 46.83 lakhs yet to be spent, while plans and estimates are available for 18 schemes estimated to cost Rs. 119 lakhs and under preparation for two schemes costing Rs. 45.50 lakhs. Location of mains, service reservoir, sewage farms, etc., have to be settled from a general town-planning point of view and in this respect co-operation between the departments concerned will be found mutually advantageous and the Sanitary Engineer has been consulted with reference to these matters.

Other factors influencing town planning and housing.—Irrigation projects, Railway and Harbour developments, Mining, Factories and Industries, Electric Power projects, etc.

8. *Irrigation projects—Mettur Project.*—The question of housing about 5,000 coolies to be engaged in the construction works at Mettur has been considered by the department, and the Director of Public Health, who referred it to this department, has been furnished with alternative plans of lay-out for coolie lines. According to the lay-out submitted, in an area of 37 acres about 3,433 back to back houses which is equivalent to 93 houses per acre have been laid out. With a view to divide the camp into several units with wide spaces intervening, this department proposed an area of 80 acres for about 4,000 houses working at a density of 50 per acre (gross).

It is understood that 290 acres of village-sites including 3,684 houses and 87 public institutions are affected under the project, involving eviction of nearly 15,000 persons. It is surely a question for consideration, whether monetary compensation is a right and adequate recompense, and whether it would not be possible to establish them in new villages. I think it is a fact, that in England, alternative provision has to be made for 4/5ths of the displaced people if it is required, as a condition of undertaking schemes which involve such displacement. The evil effects of such schemes has been seen in towns, and no doubt the same effects result from the compulsory eviction from lands and villages.

Polavaram Project.—In this instance the number of houses affected is small but the Collector of East Godavari District has however been informed that he may get the advice of the department if it is proposed to re-house the evicted persons altogether in a new site.

Similar problems will arise when the other large schemes in contemplation are taken up.

9. Railway developments.—The Presidency is experiencing just now a rapid growth of railways, a number of new lines being under construction or investigation. The need for co-ordinating the railway and town development is receiving attention from this department. With a view to determining suitable location of stations and to controlling developments in areas in their vicinity from a town-planning point of view, a memorandum was issued by Government in G.O. No. 20 M., dated 4th January 1921, and Memo. No. 15732-1, P.H., dated 9th June 1924.

The railway schemes taken up or contemplated affect the development of several towns. The following are the principal municipal or union towns affected, with remarks as to town-planning therein:

Railways.	Towns.	Municipality or union.	Remarks.
SOUTH INDIAN RAILWAY.	Virudhunagar-Tenkal.	Virudhunagar	...
	Sivakasi	...	...
	Arivillipattur	...	...
	Rajapalayam	...	...
	Sankaranakottai	...	...
	Kadayanallur	...	...
Tenkal.	Tenkal	...	...
	Tenkal	...	...

Railways.	Towns.	Municipality or union.	Remarks.
SOUTH INDIAN RAILWAY—cont.	Trichinopoly	Municipality	Schemes suggested for new station area.
	Villupuram	Do.	Inspected recently.
	Srirangam	Do.	Schemes in preparation.
	Vridhachalam	Union	Town-planning Act extended.
Dindigul-Pollachi	Ariyalur	Do.	Town-planning Act extended. Schemes suggested.
	Lalgudi	Do.	do.
	Dindigul	Municipality	Schemes suggested.
	Palai	Do.	Do.
Cuddalore-Vridhachalam.	Udamalpet	Do.	Do.
	Pollachi	Do.	Do.
	Cuddalore	Do.	Scheme in progress.
	Bedinayakanur	Municipality	Inspected.
Madurai-Chumbur Valley.	Chalampatti	Union	Do.
	Nilambur	Do.	Not inspected.
MADRAS AND SOUTHERN MAHARATTA RAILWAY.	Sattampalle	Union	Not inspected.
	Gurajala	...	Do.
	Gudivada	Do.	Do.
	Bhimavaram	Do.	Do.
Gudur-Bhimavaram.	Proddatur	Municipality	Do.
	Jammalamadugu	Union	Do.
Yerragudi-Pad-Nandyal.	Nandyal	Municipality	Do.
	Kandukur	Union	Do.
Ulapalem-Kanigiri.	Kanigiri	Do.	Do.
	Ramachandrapuram	Do.	Do.
Cocanada-Kotipalle.	Tanuku	...	Do.
	Alili	...	Do.
Nidadavolu-Narasapur.	Palacole	Municipality	Schemes in progress.
	Narasapur	Do.	Not inspected.

Other railway schemes begun and under investigation are—

South Indian Railway—

Chinna Salem to Vridhachalam.

Chalakudi to Valparai.

Trichinopoly to Karaikudi.

Arantangi to Manamadurai.

Mathupalaiyam, Gobichettipalaiyam, Tiruppur and

Dharapuram.

Tinnevely-Nagerkottai.

Tellicherry-Nanjangode.

*Madras and Southern Mahratta Railway—
Madras-Tirupati.
Madras-Kālahasti-Cumbum.*

The re-arrangement of lines in the vicinity of Coimbatore are under investigation and have been examined on the site.

A light railway from Parlākimedi to Gumpūr has been begun recently. Tramways from Tirupati to Tiruchānūr and in Rāmnād District have also been started.

Judging from the surroundings of many existing stations, development of such areas has hitherto been left almost entirely uncontrolled. They have been rendered unsightly by ugly oil and fuel depots and a conglomeration of shoddy semi-industrial buildings, bazaars and cutcha dwellings disregarding beauty, amenity, convenience and sanitation. The worst impression of a town can often be obtained from its railway station, its main approach.

Railway crossings and bridges both in connexion with existing and proposed lines create many difficult problems, and reports and plans have been made with regard to them in a considerable number of towns, including Madras, Coimbatore, Tiruppūr, Srirangam, Ariyalūr, Dindigul, Trichinopoly, Tinnevely, Vizagapatam, Bezwada, Conjeeveram, Tirupati, etc. Generally the nature of the country renders the creation of level crossings inevitable, as the line is usually slightly above the level of surrounding country. ~~These cannot be ordinarily avoided~~ without incurring cost incommensurate with the advantages derived. Wherever possible they should be avoided in new construction; but where impossible, their location should be studied from the point of view of the public as well as of the railway. So often they are placed, so that their closure is prolonged due to engines taking up water or trains shunting or standing over them. The crossing at Tiruvallūr on the Madras and Southern Mahratta Railway may be quoted as a particularly bad example of this, as the water standards are so arranged that trains in either direction foul the crossing when taking up water. The remodelling of stations may in some cases provide opportunities for improving the road approach and mitigating the level-crossing nuisance, and such opportunities should not be neglected.

The Madras and Southern Mahratta Railway has an extensive scheme for remodelling the Perambūr loco-shops, Central Station, new marshalling yards, new lines and realignment of existing lines round Madras, rebuilding

suburban stations, overbridges, etc. These proposals have a very serious bearing on the future development of Madras, and have been studied critically from the town planning point of view, and many suggestions have been made modifying these schemes to meet the requirements of the town development. These have received in many instances favourable consideration from the railway and have been adopted, and are being incorporated in the city development plans.

The South Indian Railway scheme for doubling the line from Beach to Egmore and quadrupling from Egmore to Tambaram (to which place Government had extended the Town-planning Act) has been undertaken, and proposals for dealing with crossings and bridges and the realignment of the railway across the Esplanade, have been made in this department and approved by the Railway Engineers. The Government of India have now approved the Esplanade development scheme, and it has been referred to the Corporation of Madras by the local Government.

10. *Harbour developments.*—Harbour schemes at Tuticorin, Cochin and Vizagapatam are now in active development. In respect of Tuticorin and Cochin, plans have been furnished to the Harbour Engineer to Government suggesting lay-outs for reclaimed lands and proposals to co-ordinate the town and harbour developments.

In respect of Vizagapatam a committee comprising the Director of Town Planning, District Collector, President, Vizagapatam District Board, Engineer-in-Chief, Vizagapatam Harbour, and Chairman, Vizagapatam Municipal Council, was constituted by the local Government to decide the steps necessary to co-ordinate development of the harbour with that of the town. Subsequently the Director of Town Planning was asked to report after consultation with the other members of the Committee and he had made a detailed report on the whole matter which was reviewed by Government in G.O. No. 552, Public Health, dated 12th March 1925.

In the interests of town-planning and general amenity the Director of Town Planning strongly opposed the unrestricted extension of the Madras Harbour in a southerly direction and the Harbour Engineer has agreed to a modified scheme.

11. *Electricity and hydro-electric power developments.*—Electric supply is another civic need for towns. The location of power stations and sub-stations and arrangement of main lines, etc., have to be settled with due reference to the existing and prospective development of towns. The city of

Madras and Ootacamund have been provided with electric power supply. In the following places schemes are under execution or contemplation:—

Bellary ...	...	Scheme in operation.
Cochin ...	...	Do.
Madura ...	...	Work to be started—Loan applied for.
Coimbatore ...	...	Under private supply arrangements.
Dindigul ...	...	
Trichinopoly ...	...	
Srirangam ...	...	Licences applied for and notified by Government.
Rajahmundry ...	...	
Mangalore ...	...	
Kanadukathan ...	...	Under public supply arrangement.
Dēvakōttai ...	...	
Bezwada ...	...	Municipal supply contemplated.

Hydro-electric power.—Licence for Trichinopoly district was given but recently withdrawn. Pykara Scheme has been commenced. This scheme is designed for the supply of power in bulk to Municipalities of Ootacamund, Coonoor, Coimbatore, Madras, Trichinopoly, Dindigul and Madura, to South Indian Railway for electrification of Railways between Madras and Villupuram and between Trichinopoly and Madura, and to factories. The provision of cheap power in bulk over a large part of the Presidency should give a great impetus to industrial development both in towns and villages, and it should not result in town development at the expense of villages as sometimes happens in the case of local power supplies. In view of this fact, village industry and planning will be brought into greater prominence, an opportunity being provided to attempt an improvement in village conditions that will counteract the attractions of the towns.

12. *Mining.*—Where licences for opening out of mines are issued the same conditions apply as for mills, modified to the extent, that they are more frequent in rural areas—as however the opening of mines may be the nucleus of a new town, the housing question should have attention from the outset. Village planning is as much a necessity as town-planning for the village is the town in embryo and the mining villages in the west are in many respects just as deplorable as the industrial towns. A great deal of the industrial unrest of the South Wales and other miners can be traced to the deplorable conditions in which they are forced to live. Cheap and abundant power may stimulate the mining enterprise and the need for the creation of healthy mining villages.

13. *Factories and industries.*—From the latest annual report of the Inspector of factories it is noticed that in 1923 there were 1,023 factories with 115,158 operatives and in 1924 licences for 113 new factories were granted, the number of operatives increasing to 121,114.

The housing of operatives in Naduvattam is reported to be in insanitary quarters unfit for human habitation, but otherwise the question of housing is not mentioned. I presume, the same could be said of industrial workers almost wherever they are found in Madras Presidency, for, as in the industrial countries of the West, during the period of development, the operative has been treated as a "hand" or a part of the mechanism of the mill, and allowed to fend for himself, so far as living accommodation is concerned, under conditions which were much less favourable than, in the West because of lower wages and lack of education. The results here so far as housing and environment are concerned are deplorable, for to the normal poverty and squalor has been added the insanitary and crowded condition of town life, the increased cost of living and the convenient toddy shop.

Whilst a town should justify its existence by some sort of industry and export, it is questionable, whether the advent of a large mill under present conditions is a blessing to a municipality, as the population is largely increased in the strata, which is the greatest drain on municipal revenue and from which little income is derived, owing to expenditure in sanitary measures, combating disease and in other ways and ultimately in slum clearance and provision of houses. In other countries as in India, there is no compulsion on factory owners to provide housing accommodation for employees, but the voluntary provision of houses by the employers often accompanies the building of a factory in western countries, the vital connexion between good housing and good business being more and more fully realized. Contentment of labour results particularly if, as in England, the worker has his own small plot of land to cultivate. The garden plot in the modern English working class housing scheme is found to be one of the greatest possible counter attractions to the public house.

The position can best be illustrated by a reference to Madura where highly congested and insanitary slums have grown up under walls of the Madura Mills, during the last few years, and by the fact that the Council there failed to realize cause and effect, by withdrawing a town planning scheme from a certain area, because a large new mill was to

be located therein. Local authorities should realize that, by the application of the Town-planning Act, possibly at little or no expense to themselves, except in vigilance and supervision, they should be able to prevent the development of slums side by side with industrial development. Later on, such slums are a continual menace to the health and prosperity of a town owing to this lack of foresight. Industrialism is in its infancy in the Presidency and it is still not too late to profit by a study of the mistakes of the West to adopt preventive measures. Whilst it may be inopportune at the present time to attempt to introduce legislation with reference to the housing of industrial workers, a good deal may be done under the Town-planning Act, to prevent the worst evils of industrial housing, by setting the location of factories in suitable and convenient areas; and with this end in view, co-operation between the Industries Department and this is desirable. It is essential if mistakes are not to be made, that the wider point of view of town planning and well-being of the whole community be taken into consideration when settling these matters.

The intermingling of mills and factories with residential buildings is already proving a nuisance in a number of towns in the Presidency, causing deterioration of property and loss of amenity. Special areas, in most convenient locations from the point of view of transport, labour and prevailing winds, should be reserved in municipalities, whilst there is a good deal to be said for the principle of location of industries on the outskirts of towns, as at Coimbatore and the new Sri Minakshi Mills at Madura; but steps should be taken to see that the location of mills in such positions does not result in increased congestion within the town itself or the development of new slums on its outskirts. The opportunity should be taken by the Madura Council to control the area near the Sri Minakshi Mills, even though it is outside the municipal limits, under the Town-planning Act.

VI.—REVIEW OF POPULATION, HOUSING AND PUBLIC HEALTH CONDITIONS BEARING UPON TOWN PLANNING IN THE PRESIDENCY.

A review on town planning progress in the Presidency will be incomplete without a note upon other problems, viz., population, housing and public health which have so important a bearing upon town planning.

2. *Growth of population.*—From the last report of the Public Health Administration it is observed that the population of the Presidency at the end of 1924, calculating the excess of births over deaths in the three years from 1921 to 1924, was 44,288,628, an increase of 1,528,801 in three years, that is 509,600 per annum or 1·2 per cent per annum. At this rate of increase, the town population would have increased by about 200,000, from 5,304,806 in 1921 to about 5,500,000. This fact indicates a fairly rapid growth of population, conditions being favourable, the Presidency having been fairly free from serious famine or epidemics. The following table compares the growth of town and villages during three decades :—

Year.	Total population.	Total towns and villages.
1891	35,630,448	57,079
1901	38,229,654	55,413
1911	41,405,404	54,114
1921	42,318,985	52,519

Increase per cent— 19 per cent. 8 per cent.

Year.	Number of towns.	Population in towns.	Number of villages.	Population in villages.
1891	219	3,406,105	56,265	32,224,343
1901	234	4,275,178	55,189	33,954,476
1911	230	4,862,626	53,835	36,512,778
1921	321	5,278,705	52,193	37,040,280
Total increase or decrease ...	102	1,872,600 55 per cent.	4,567	4,815,937 16 per cent.

Average growth of population per town or village :—

Year.	Average population per town.	Average population per village.
1891	15,916	567
1901	18,270	615
1911	17,537	678
1921	16,444	710

The diminution in the average population of towns, during the last two decades, is due to the fact that there has been a large increase in the number of villages that have attained the status of towns.

3. *Movement of population.*—Percentages of population in towns and villages and of houses, during the past four decades, are furnished in the following table:—

Year.	Population.		Houses.	
	Urban.	Rural.	Urban.	Rural.
1891	9.5	90.5	9.5	90.5
1901	11.1	88.9	10.3	89.7
1911	11.7	88.3	10.2	89.8
1921	12.4	87.6	11.6	88.4

The percentage of population and houses in towns has been increasing slowly, but the percentage of population in towns is higher than the percentage of houses and the rate of growth of population in towns is comparatively greater than the rate of growth of houses. In spite of unhealthy conditions and consequent heavier mortality rates, increase in population in towns is more rapid than in villages indicating migration from country to towns, which is stimulating overcrowding in the latter. Whilst there had been a reduction of 5,143 villages, from 57,851 to 52,708, between the years 1891 to 1921, the increase in the number of towns had been only 102, from 215 to 317. The number per mille who live in towns had increased from 95 in 1891 to 124 in 1921, that is, a rate of 1 per year.

Growth of population in towns.

Population.	Number of towns.				Percentage of population.			
	1891.	1901.	1911.	1921.	1891.	1901.	1911.	1921.
Above 40,000	15	18	23	24	37	36	46	48
20,000—40,000	21	26	29	30	16	18	20	20
Under 20,000	178	191	229	262	47	46	34	32
Total	214	234	281	316	100	100	100	100

The above figures show that the growth of population in major towns has been greatest and that there is a tendency for the people to resort to major towns presumably for education and assumed better means of livelihood. For the rate of growth of population in towns the percentages of variation are as below:—

Population.	Increase percentage during the decades.		
	1891-1901.	1901-1911.	1911-1921.
Above 40,000	21	48	6
20,000-40,000	24	42	5
Under 20,000	30	20	12
Total population	19	7	2

4. *Growth of houses.*—Calculating from the population during the past four years after the census of 1921, at least 309,500 houses, at an average of 5 persons per house, ought to have been constructed regardless of replacements and rebuilding, if overcrowding has not been increased. Has this number been built? The full particulars required to answer this question and to shew the deficiency in the number of houses are not available. The housing problem is not yet the acute political question that it has become in the West, but it has already been pointed out that municipalities will be faced with very grave situations, if industrialism does develop in this country, without efficient control or provision of decent and sanitary homes. The question lies at the root of many of the difficulties facing municipal administration as well as industrial.

In referring to Madras the Health Officer of the City Corporation reports in the current year's review on the health of Madras, that drastic schemes of housing and town planning only will bring relief and until such relief is forthcoming masses of the population will have to live in the environment of "excrement sodden earth, excrement reeking air and excrement tainted water." Strong words which may be applied to many towns and cities in the Province, but not strong enough to awaken the civic conscience in the matter judging by the general neglect of housing of the poor.

A statement of the number of houses existing in towns and villages in the Province is here furnished :—

Year.	Towns.			Villages.		
	Number of towns.	Number of houses.	Persons per house.	Number of villages.	Number of houses.	Persons per house.
1891	214	608,122	5.6	56,865	6,814,952	5.5
1901	234	735,677	5.8	55,189	6,389,583	5.3
1911	279	856,114	5.7	53,835	6,973,298	5.3
1921	316	956,719	5.5	52,198	7,367,720	5.0

In towns practically no improvement in density is noticed, and in villages there appears to be some improvement, but obviously a density of 5 persons is high, in view of the fact that accommodation is very largely in one-roomed huts.

5. *Types of houses.*—From the census for the years 1871 and 1891, for which alone the figures for the different kinds of houses are available, it is observed that there is a very little improvement in the character of dwellings—

Percentages of each kind of houses in 1871 and 1891.

	1871. Per cent.	1891. Per cent.
Tiled	7.18	9.39
Terraced	7.84	8.89
Thatched	84.98	81.72
Total	100.00	100.00

Calculating on the above differences for the two decades, the percentages may be assumed to have changed at present to the following figures :—

	1925. Per cent.
Tiled	12.15
Terraced	10.20
Thatched	77.65
Total	100.00

According to this estimate, although the figures for tiled and terraced houses show a slight increase, the actual population housed in thatched and cutcha dwellings has largely increased, it being 26,500,000 in 1871 and 33,000,000 in

1921, an increase of 6,500,000 in half a century. This is a serious state of affairs, when compared with the state of things in other countries, where great improvements have been effected in housing during the same period, *pari passu* with improvement in the standard of living. It is notorious that housing conditions are extremely unsatisfactory. The towns are often very largely a maze of blind alleys, narrow streets and lanes and squalid quarters, whilst villages are a bewildering medley of thatched huts and cow sheds often hidden away in groves or isolated in swampy and highly insanitary areas near rice fields, often without proper road access.

Based on a comparison between 1911 and 1921, the population of the Province is seen to have increased by 3.3 per cent, whilst the number of houses increased by 6.3 per cent and the population in towns increased by 7.9 per cent, whilst the number of houses in towns increased by 11.8 per cent. But the number of persons per house for the Province and for towns alone have been respectively 5.3 and 5.7 in 1911, and 5.1 and 5.5 in 1921. The latter figures indicate a very restricted improvement in the standard of living, but actually show that the gross number of persons living in overcrowded conditions in 1921 is greater than in 1911, although the percentage to the total population may be slightly less. The community has not yet tackled the problem of relieving overcrowding in towns and villages. To quote from the 1924 report of the Director of Public Health "the unduly high sickness and mortality rates from preventable diseases not only demonstrate the general state of ignorance of the general public in matters of public health, but point to the necessity of awakening civic conscience of the people."

6. *Housing shortage.*—Whilst it is, from the figures already furnished, comparatively easy to calculate the number of persons housed, it is no easy matter to attempt a satisfactory calculation of shortage of accommodation. It can be attempted in several ways :—

(i) By comparing population and houses on an assumed maximum number of persons for different types of houses.

(ii) By a calculation based on the number of married persons and unmarried.

(iii) By a calculation based on the number of workers and dependants.

Calculation based on all these methods seem to indicate that the shortage of housing accommodation is from 20 per

cent to 25 per cent of the whole, that is, about 2,000,000 more houses are required before the present population can be said to be provided for; but even then the majority would be in one-roomed huts. The same figures go to show that there should be an annual increase of 50,000 houses to meet the increase of population, without taking into account the large number of new houses required as replacement of dilapidated property.

7. *Public health in the Presidency.*—A review of public health shows little improvement in the standards of health and comfort in the Presidency. Nearly 88 per cent of the population live in rural surroundings in this Presidency but, in spite of that fact, the death rate is far heavier than in countries like England, France, Germany, America, Italy, etc., where from 50 to 80 per cent of the population live in cities and towns. In western countries, the great increases in population during the last half century have coincided with a marked improvement in the standard of living. But in spite of some superficial evidences to the contrary, it is doubtful, if there has been a material improvement in this country, so far as the masses of the population are concerned.

A reference to vital statistics in the Presidency, in both rural and municipal towns indicate, that in spite of the increase in medical service, the root causes of unhealthiness in the provinces have hardly been touched. Curative methods have their limited application and cannot be expected to be more than temporary so long as the living and housing conditions of so great a proportion of the population, which provide the propagating ground for sickness and disease, are not dealt with.

The introduction of piped water-supply and drainage is seen to have had little effect on vital statistics and can hardly do so, unless Town-planning and Improvement schemes are undertaken *pari passu*. This can be seen by reference to the conditions in some of the towns which have such civic conveniences, at any rate, to a certain extent:

Towns.	Water-supply introduced in	Drainage introduced in	Quinquennial death rate prior to introduction.	Death rate in years			
				1922.	1923.	1924.	1925.
Madras ...	1872	...	24.70	43.1	38.1	41.9	...
Madura ...	1894	...	30.9	36.1	36.9	35.0	...
Trichinopoly ...	1896	...	27.8	29.9	28.6	43.7	...
Ootacamund ...	1900	1918	29.8	28.1	28.8	40.4	...

The above are only typical instances. In Cocanada, Coonoor, Dindigul, Kurnool, Nellore, Periyakulam, Salem, Tanjore, Vizagapatam, etc., to which water-supply has been provided, no improvement in death rate is shown.

8. *Overcrowding vs. Death rate.*—The following statement gives figures for some of the cities and important towns in the Presidency in which water-supply and drainage are opened or under execution:—

Towns.	Persons per house (Census of 1921.)	Death rate (Mean for 1919-23)
Madras ...	8.15	48
Bezwada ...	7.33	46
Chingleput ...	7.09	32
Cocanada ...	7.05	31
Conjeveram ...	6.98	30
Madura ...	6.85	36
Nellore ...	6.77	22
Dindigul ...	6.72	35
Cannanore ...	6.63	32
Masulipatam ...	6.62	36
Kodaikanal ...	6.48	25
Mangalore ...	6.39	24
Coimbatore ...	6.26	42
Kumbakonam ...	6.28	31
Guntur ...	6.08	39
Gudiyilam ...	5.75	28
Rajahmundry ...	5.63	30
Nagapattinam ...	5.53	31
Tanjore ...	5.51	36
Trichinopoly ...	5.47	28
Vizianagaram ...	5.46	30
Anantapur ...	5.39	23
Belary ...	5.00	28
Tirupati ...	4.93	30
Cuddapah ...	4.78	26
Nellore ...	4.86	53
Adoni ...	4.27	18
Ootacamund ...	4.15	34
Tinnevely ...	4.13	30

From the above the following deduction is made:—

When the average persons per house is 7-8 (7.4) the average death rate is 38.0	
Do. do 6-7 (6.5) do. do. 31.1	
Do. do. 5-6 (5.5) do. do. 29.2	
Do. do. 4-6 (4.4) do. do. 28.2	

It is thus seen, that there is a definite relationship between overcrowding and death rate, varying with the density of persons per house. The conditions are accentuated where the overcrowding of houses in given areas of the

towns is added to overcrowding in houses. There are not enough statistics available in Madras to illustrate this fact but the following figures taken from a publication by Dr. Sykes on "Health and Housing" show how markedly death rates diminish with the reduction in building density per acre:—

Density per acre.	Infantile mortality.	Total death rate.	Tuberculosis death rate.
446	383	37.4	6.7
73	252	39.8	4.4
83	172	23.1	3.8
188	159	22.5	2.7

It must be admitted that other conditions tending to a high death rate increase with the density of population but even allowing for this fact it is obvious that density has a very serious effect upon mortality. Statistics, if they were available, would show that the increase in built-up areas in our towns is not so rapid as the increase in population and that towns are becoming more congested therefore. The tendency is to fill in all the open spaces in a town and not develop extensions on the outskirts.

A partial solution of this question is provided in town-planning areas by restricting the density of houses to any given area. If such provision can be successfully enforced the new developments are likely to show a marked improvement for that reason only, but it is also desirable, that density per house should be kept at low level.

A typical instance of overcrowding may be cited here. The Uppukara Block in Madura covers an area of 8½ acres and is occupied by 214 houses intended for 200 families or 874 persons. Deducting the space left for roads, lanes, etc., the actual built area is slightly over 2½ acres. This means a net density of 82 houses and 336 persons per acre. The Uppukara Block is one of the most fruitful sources of outbreaks of epidemics in Madura and a continual source of expenditure to the community and nervous apprehension on the part of the municipal council and staff. Congestion such as this, and even worse, might be found in Madras and in other towns in the Presidency. Until this question is tackled, little or no improvement can be expected in health and vital statistics.

Prevention of overcrowding.—Under the District Municipalities Act and the Madras City Municipal Act, the councils

have power to combat overcrowding in houses by limiting superficial and cubic space per inhabitant. Out of the municipalities in the Province only Kumbakonam, Cannanore and Cocanada have fixed respectively 23, 24 and 13 square feet and 345, 250 and 128 cubic feet space per occupant, but it is doubtful if anything is or can be done to enforce these minima which are in the nature of "pious opinions." Even these are too low when it is considered that the minimum size of a habitable room permissible under the municipal building by-law is 10 ft. × 8 ft. × 9 ft. (i.e., 720 cubic feet) which at the rate of two persons per room would be 40 square feet and 360 cubic feet. In England 520 cubic feet is the minimum size for a room designed for one person and 400 cubic feet per person is the recognized standard. Public health, public safety, public convenience and public mortality demand such standards, as would suit the conditions in this country, to be prescribed and legalized if possible.

9. Housing policy and legislation.—Housing in tropical countries may not be so absolutely fundamental as in cooler zones where, in some countries, it is a matter of supreme political importance, but even so, it will have to receive consideration from Government, local bodies, and the community at no distant date.

Legislation for facilitating the construction of houses for the poorer classes may have to be undertaken, whilst there should also be an enquiry into the comparative merits of different forms of construction and exploration of new methods.

It is of interest to refer to the position in England, where in spite of high prices, high taxation and apparently insuperable difficulties, a large number of houses have been built since the war, under the various housing acts or by private enterprise. The magnitude of this effort at housing (in spite of its widely advertised failure) will be appreciated, when it is stated that it represents the provision of more actual accommodation than exists in all the 317 towns and cities in Madras Presidency put together.

10. Village planning.—About 70 per cent of the population of the Presidency are purely agricultural and many more, are largely dependent upon agriculture. Agriculture is the wealth of India, and the country's future depends upon efficient and scientific agriculture to a much greater extent than upon industrial development. Education is being widely extended and, under the circumstances, it must

be recognized that training for life in the fields, rather than in the factory or office, should be the incentive behind the major part of our educative effort, but, if this effort is not to be abortive, the village, the home of the field worker, will have to receive attention. The "back to the land" cry of western nations is not echoed to any great extent in this country, as the migration from the country to the towns has only just begun, and it is of vital importance that the current should be stemmed before it has attained the impetus due to discontent following upon partial or unsuitable education. The percentage of producers in a country like India must remain at a very high level. The average of production of the individual is too low as it is, and does not admit of a swarm of unproductive deadheads, and efficient production must be the objective. Until the standard of education and of living of the bulk of the population can be raised considerably, town life is not to be recommended. A higher standard of education is a prerequisite of residence in towns. The essential restrictions on freedom due to living in large crowds demand it.

The Law Member in a recent speech at Trichinopoly sketched out a large increase of village industries due to a wide spread availability of cheap hydro-electric power, and, I believe, it is along these lines, rather than by concentration of industries in large cities, that future developments should take place.

The advanced town planners in the West are strenuously advocating the garden or agricultural city and the satellite town. It is realized that the large city agglomerations are an economic and hygienic mistake, and climatic, topographical and social conditions in this country very strongly reinforce the arguments in favour of the garden city type of development. Until we have solved the problem of water-supply for the masses of people and drainage over large areas satisfactorily, the development of the village and the village industries to supplement income from agriculture, must be a serious concern. An ideal type of village plan or small town development has therefore been prepared, but even here, in small village community, the lack of appreciation of the demands of hygiene due to social life is a handicap in the search for the ideal. But the results are not so serious as in the case of the large community, and a village is a much more mobile institution than the town. But with village education the social life of the village must have attention, if the contented and prosperous village community is to develop.

The cost of the provision of the essential amenities of town life, viz., pure water-supply and underground drainage, increases at a greater rate than the population or area to be served. Above a certain limit the law of diminishing returns applies. This I think is peculiarly the case in India, with its universal and perennial shortage of water and difficulty of providing a large amount in a limited area, where the towns are almost universally built on level or practically level sites, and the difficulty of drainage is accentuated, gravitational disposal being practically impossible, where it is essential that the workmen and his work are close together as he is unable to meet the cost of conveyance or afford the physical energy required in a long walk and where children should not have to go long journeys to attend High Schools and Colleges and where milk and vegetables should be produced in proximity to the consumer.

In England 30,000 to 50,000 is considered the ideal population for a town, as with such a number, the essential and desirable amenities of civic life can be economically provided and yet all workers can live within easy walking distance of their work or the open country. In this country 50,000 may perhaps be considered the maximum number, except under special circumstances, such as metropolitan or harbour cities. The concentration of industry, in a few large centres such as is now seen to be developing at Madura, has its disadvantages because of difficulties due to the association of a very large number of the mill labourers, a somewhat migratory class, in one place. The small town and village or the town with its satellite villages are the more practical and economical solution for the population question in India. A graph based on population and municipal expenditure will show a per capita expansion *pari passu* with the increase in population.

A reference here to Letchworth, the pioneer garden city will not be out of place to explain this point. Letchworth has just come of age. It is an industrial town with 98 factories and workshops with over 4,000 employees. The factories are placed in a zone by themselves served by railway sidings, their rateable value in 1911 was £7,000, in 1925 £37,000. The workers all live in pleasant open surroundings, each house having its garden, within easy reach of the factories and the open country, and ample recreational facilities. In the gardens and in the "agricultural belt" which is an integral part of the town much of its food is produced. Vital statistics reflect these conditions, whilst they are also seen in industrial and social contentment and happiness.

We have in India at Jamshedpur and Golden Rock, etc. examples of new towns built up to house the workers in one single industry, and it is to be hoped that this type of development will become more common as its advantages are more fully appreciated. Judging by Indian history, towns are not the permanent institutions that they are in the West, and it may be found that the movement of large bodies of population to previously prepared sites will be not only by far the most satisfactory but the most reasonable and economical method of dealing with the towns of India. Many of them contain little that would entitle them to a permanent place in the mundane movement.

11. *General.*—The great mass of population in this country is extremely poor and belongs to the labouring classes mostly engaged in agricultural pursuit. Their capacity to meet the cost of houses is very limited. The natural corollary to town planning is housing and experience so far indicates that town-planning legislation will have to be supplemented by housing if town-planning schemes are to meet with the measure of success anticipated at the time of the passing of the Town-planning Act.

VII.—REVIEW OF TOWN-PLANNING FINANCE.

Before launching upon the preparation of a town-planning scheme, it is not necessary to decide, how the cost of the several improvements included therein are to be successfully met. Very often, the financial commitments and resources of a scheme can be clearly seen only after it has undergone the stages of preparation up to the time of its final drafting and submission to Government for sanction and even then the latter can only be roughly estimated. The main point of view of the Act, viz., to control developments of lands suitable for building purposes is very often lost sight of by many local authorities who neglect or refuse to take up the preparation of schemes on the mere plea of financial inability. The provisions of the Act in the matter of financing of town-planning schemes have also been misunderstood. The existing Act is defective in not providing for a definite means of constituting town-planning funds for the towns individually or for the Presidency town-planning fund contemplated in section 32 (1) of the Town-planning Act.

2. *Sale of sites and loans.*—With the passing of the Act in 1920 Government have ordered the local bodies to utilise thereafter amounts recovered by them by sale of sites or

rents from immovable property for town planning and town improvement purposes only, and separate accounts have been required to be maintained. How far these sums of money have been used up or accumulated cannot be stated, as details are not furnished to this department.

Government are prepared to sanction loans to local authorities to meet the initial expenses of town-planning schemes if they realize that such schemes can be successfully carried out by them.

3. *Land development fund and town-planning schemes.*—From the accounts of the municipal councils furnished to Government under the above head the following may be abstracted:—

Capital receipts.

(For all municipalities excepting the City of Madras.)

	Town-planning Act schemes.				Other schemes.			
	1921-22.	1922-23.	1923-24.	1924-25.	1921-22.	1922-23.	1923-24.	1924-25.
Loans ...	Rs. 22,801	Rs. 28,281	Rs. ...	Rs. 9,000	Rs. 38,130	Rs. 20,412	Rs. 62,700	Rs. 62,650
Investments ...	...	2,648	53,303	...	28,236	34,661	77,866	6,349
Government grants.	...	...	-338	15,714	...	...	53	...
Contributions ...	...	...	3,732	871	...	...	4,395	1,566
Sale proceeds ...	7,863	19,562	10,362	68,799	67,846	53,077	78,034	22,788
Other capital receipts.	8,095	8,045	...	...	8,990	7,668	...	...
Total ...	46,262	51,756	67,755	94,384	1,42,801	1,21,797	2,25,053	1,02,378

TOTAL LAND DEVELOPMENT ACCOUNT.

Capital receipts.

	Receipts.	Appropriations.	Total Receipts.
1921-22 ...	Rs. 1,89,409	Rs. -3,125	Rs. 1,86,284
1922-23 ...	1,78,568	14,220	1,92,788
1923-24 ...	2,02,813	...	2,02,813
1924-25 ...	1,98,767	...	1,98,767

ii. Ordinary receipts.

	Town-planning Act schemes.				Other schemes.			
	1921-22.	1922-23.	1923-24.	1924-25.	1921-22.	1922-23.	1923-24.	1924-25.
Rents on lands ...	Rs. 1,607	Rs. 12,564	Rs. 7,691	Rs. 31,289	Rs. 50,219	Rs. 42,844	Rs. 59,751	Rs. 7,351
Ground rent ...	1,084	...	...	...	...	...	...	...
Produce of lands ...	...	1,444	986	23,960	3,302	17,844	15,511	...
Betterment contribution ...	...	38	864	...	...	...	...	...
Income from investments ...	3,691	...	...	...	...	6,899	...	...
Income from licences ...	...	...	...	2,49,658	2,90,829	2,91,981	3,19,411	...
Total ...	5,382	14,045	9,531	3,04,897	3,44,431	3,58,968	3,99,882	...

TOTAL LAND DEVELOPMENT.

(Ordinary receipts.)

	Receipts.	Deduct appropriation to Revenue and Land Development Capital.	Total credits
1921-22 ...	Rs. 8,04,897	Rs. 88,527	Rs. 2,21,370
1922-23 ...	3,47,122	80,297	2,66,825
1923-24 ...	3,78,014	...	3,78,014
1924-25 ...	8,99,938	...	8,99,938

EXPENDITURE.

i. Capital charges.

	Town-planning Act schemes.				Other schemes.			
	1921-22.	1922-23.	1923-24.	1924-25.	1921-22.	1922-23.	1923-24.	1924-25.
Acquisition of land ...	Rs. 2,331	Rs. 12,860	Rs. 7,806	Rs. 20,789	Rs. 32,619	Rs. 32,177	Rs. 68,321	Rs. 80,876
Original works ...	44,551	84,815	...	...	42,853	26,984	...	...
Equipment ...	26	1,036	...	...	8,724	817	...	...
Investments made ...	...	...	50,000	10,260	62,298	63,730	73,598	8,100
Total ...	46,918	48,811	57,806	81,029	1,46,292	1,23,488	1,41,919	88,876

Total capital charges.

	RS.
1921-22 ...	1,93,210
1922-23 ...	1,71,749
1923-24 ...	1,99,725
1924-25 ...	1,19,905

ii. Ordinary charges.

	Town-planning Act schemes.				Other schemes.			
	1921-22.	1922-23.	1923-24.	1924-25.	1921-22.	1922-23.	1923-24.	1924-25.
Staff ...	Rs. 243	Rs. 1,245	Rs. 5,172	Rs. 2,174	Rs. 85,979	Rs. 38,195	Rs. 42,033	Rs. 41,020
Survey charges ...	1,140	2,294	9,117	2,738	23,103	32,187	21,151	14,848
Contingencies ...	20	959	757	2,376	...	...	...	...
Interest on debt ...	21,361	35,573	35,323	21,825	83,779	45,532	87,168	48,781
Total ...	23,674	39,100	40,374	29,115	91,860	1,05,914	1,01,000	80,649

Total ordinary charges.

	RS.
1921-22 ...	1,15,644
1922-23 ...	1,36,044
1923-24 ...	1,41,323
1924-25 ...	1,28,543

NET REVENUE ON LAND DEVELOPMENT.

	Capital.			Ordinary.			Net revenue.
	Credits.	Charges.	Difference.	Credits.	Charges.	Difference.	Total.
1921-22 ...	Rs. 1,86,335	Rs. 1,93,210	Rs. -6,875	Rs. 2,21,370	Rs. 1,15,634	Rs. 1,05,736	Rs. 98,861
1922-23 ...	1,88,183	1,71,749	6,434	2,66,825	1,36,014	1,30,811	1,37,345
1923-24 ...	2,92,573	1,99,725	88,148	3,73,014	1,41,373	2,31,641	3,24,789
1924-25 ...	1,96,767	1,19,905	76,862	3,99,993	1,28,543	2,71,394	3,48,246

Loans.—The outstanding loans payable by the councils at the end of the year 1921—25 against Town Extension

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and Relief of Congestion, and Loan to Building Societies were as detailed below :—

	At the close of			
	1921-22.	1922-23.	1923-24.	1924-25.
	LAKHS.	LAKHS.	LAKHS.	LAKHS.
Town Extension and relief of congestion	3.49	3.09	4.21	5.08
Loan to Building Societies	0.23	0.22	0.19	0.18
Total	3.72	3.31	4.40	5.26

There was an encouraging rise in the revenue from land development during the past years but this aspect of municipal activity is still very restricted. Side by side with town planning the extension of municipal ownership should be a potent factor in the improvement of the towns in the Presidency. Municipalities should be continually building up their assets in the form of real estate. This form of municipal enterprise which has been such a successful feature of German Local Government, has been taken up with considerable enterprise and benefit by town councils in England since the war, the acquisition for housing purposes giving the necessary fillip.

4. *Form of maintaining Town-Planning Fund Accounts.*—Under section 30 of the Act each municipal council is required to maintain separate accounts of its receipts under the Act or any town-planning scheme made thereunder and of all expenditure defrayed therefrom. The form of accounts originally prescribed for local bodies in G.O. No. 243, L. & M., dated 29th January 1924, is accordingly revised in G.O. No. 1115, L. & M., dated 17th March 1926 and the transactions will be shown under a separate account, viz., Town-Planning Fund Account, instead of being included under the general account.

5. *Ground rents—excess over agricultural assessments.*—Government have had under consideration for some time past the question of transferring to municipal councils in the municipality a share of the increment in land values which is due to development of urban life in the towns administered by them. In G.O. No. 2122, L. & M., dated 3rd November 1922, they accordingly transferred to municipal councils with effect from 1st April 1923 the excess of ground rent in municipalities over an agricultural assessment of Rs. 6-4-0 per acre and directed them to utilize the receipts thus transferred

solely in financing town extension and town improvement schemes.

6. *General.*—Town planning is classed as a remunerative enterprise and this aspect of the case has often been urged when recommending town-planning schemes to municipalities, but it must also be recognized that this aspect of schemes must be limited to that part of the area included in the scheme which is definitely given a building value by the carrying out of the scheme, and schemes often contain provisions which are for the public benefit, such as the provision of main traffic routes, recreation grounds, market and school sites, which cannot generally be financed out of the proceeds of schemes themselves or considered to be a legitimate charge against the lands affected alone. For such cases the general revenues or a special fund must come to the rescue.

The financial aspect of the Town-planning Act is weak inasmuch as it is based on the idea which makes town planning remunerative, that land is worth very much more for building purposes than for agricultural. This is very true in western countries but is not always the case in this, the difference being very slight in some or even nil or less in other cases.

In another respect the financing of town-planning schemes is rendered difficult, viz., the general practice of acquiring land at building values regardless of the lack of the amenities that should create those values in the assumption that the amenities will be added in due course. This practice cuts away the ground on which the betterment provisions of the Act are based, whilst it also involves councils in expenditure for acquisition out of all proportion to the injurious affection caused. In some cases also the persons that have already paid building values are mulched in betterment for those values, the original owner getting away with the unearned increment scot-free.

The case of British Cochin may be cited. There it is proposed to run a number of roads through a large area which is now very badly served by roads but which is more or less covered with thatched huts, each in its little compound. The land is owned in fairly large parcels by a few owners (absentee largely) and coconut is practically the sole cultivation. The land regardless of lack of proximity of roads is said to be worth about Rs. 10,000 per acre, this price presumably being based on payments made or valuations placed upon small plots of land. Beyond the loss of a few coconut trees the injurious affection will be very small,

whilst the betterment accruing threatens to be practically nil, yet the council will have to pay the assumed "improved" or building value for the roads throughout the whole area. The owners are not willing to surrender the land for roads in consideration of relief from liability for betterment. The Eastern Extension, Madura, is an illustration of this point. There the land, in private ownership, in the area has been lying idle for years and now one (or two) plots have been sold, acquired by rich men who have put up palatial residences and the very high price paid for the land is now taken as a precedent for acquisition of much larger areas for public purposes. In Salem the land required for roads in the Maravaneri Scheme, although it has already been set apart for roads under the original sales agreements, is having to be acquired by the municipality at building value. In another area in the same town prices for land have advanced to such an extent that it will be useless to consider the financing of a scheme for the area under the betterment provisions of the Act. The uncertainty of incidence of betterment is said to have put an absolute check on land purchase for house sites in the Mambalam Scheme area. This must be due to the misunderstanding of the provisions or to the owners demanding prices for land which ignore the responsibility for betterment of the purchaser. The purchaser will naturally refuse to pay a price which includes the increment value and at the same time lay himself open to an annual payment of increment to the Corporation.

If the provisions of the District Municipalities Act could be applied retrospectively the situation would be better!

It is desirable that there should be some means of relating compensation to actual injurious affection and market value rather than the value based on a comparison with sales of small and particular plots in the vicinity. It would be only fair that compensation should be related to loss of revenue rather than a monopoly value that is never likely to be realized and that at any rate will be largely swallowed up in loss of interest due to stagnating capital. Dr. Raymond Unwin of the Ministry of Health has stated the problem recently with regard to the situation in England; "The principle of compensating individual owners when their property was injuriously affected was recognized; that which was desired in the interests of owners and public alike was to find the method and degree of compensation, and equality of betterment, which would yield the maximum of fair dealing between owners and the public and would afford

the minimum of obstacle to the carrying out of improvements which in the main should be profitable to owners generally in the proportion in which they were advantageous to the community."

In England land values for housing and town extension schemes are settled in a technical valuation based on all factors having a bearing on the property, by professional arbitrators, and the system has, I believed, worked very satisfactorily. There is a provision that the cost of arbitration is assessed against the owner or local authority, in proportion to the unreasonableness of the claim of the former or the offer of the latter. It is also found there that lands for roads, even roads 100 feet or more wide, and also for recreation grounds are secured freely by the local authorities in consideration of relief from road charges or betterment.

The Town-planning Act is largely based on the English Act and co-operation for land development is at the basis of both, but there is this difference in actual working: in England the co-operation is forthcoming, in this country it is not to any reasonable extent. Whether anything can be done by way of amendment to the financial provisions of the act to overcome this fundamental difficulty is a matter for consideration.

VIII.—PERSONNEL OF THE TOWN-PLANNING DEPARTMENT.

The departmental activities which extend over the Presidency were shouldered by the Director, his Personal Assistant, and a small subordinate staff consisting of a clerk, a draughtsman and a tracer together with a temporary draughtsman and a temporary tracer. Four peons and one attender were provided.

The very restricted staff does not permit of the department giving the amount of time to the various local authorities in the Presidency that is essential if town planning and town improvement are to progress satisfactorily. Even the single assistant officer in his present capacity is able to devote little time to the matter being fully engaged in attending to the heavy work at headquarters, and the official routine of which he could be relieved if an office manager is provided.

2. *Reorganization of the department.*—The department has been placed on a permanent status with effect from 1st April 1925 in G.O. No. 401, P.H., dated 23rd February 1925. Since the date of the reorganization, signs of a more vigorous

policy in town planning by local authorities are not wanting. The harbour schemes at Vizagapatam, Tuticorin and Cochin, the Cauvery Mettur Irrigation Project, the Pykara Hydro-electric Project, The Andhra University, and a very extensive programme of railway development have been taken up and all of these will naturally affect town development in many centres, and the provision of additional staff with a more complete organization will be necessary to carry on the administration of the Act and the other activities of the department.

3. *Extension of Director's appointment.*—The appointment of Mr. Reginald Dann, M.T.P.I. (London), has been extended for a further period of three years from 6th December 1924.

4. *Classification of appointments in the department under Specialists Service.*—In G.O. No. 40, Public, dated 18th January 1926, the appointment of the Director of Town Planning and his Personal Assistant are declared to be special posts under the Civil Service in India.

5. *Leave.*—During the year Mr. Reginald Dann went on leave for a period of about six months commencing from 27th April to 22nd October 1925, when his Personal Assistant, M.B.Ry. R. D. Narasimham Avargal, B.E., M.E. (Hons.), A.M.I.E. (India), A.M.T.P.I. (London), A.M. AM. Soc., C.E., officiated as Director, and carefully managed the department so far as can be judged, carrying on the work with enterprise and enthusiasm.

6. *Tours.*—During the period from 1st January 1925 to 31st March 1926, the Director or Officiating Director was on tour about 115 days and inspected 38 places to advise on schemes and prepare general reports. Frequent visits were made also to the town-planning areas in the Madras City and suburbs. Up to end of 31st March 1926, 62 municipalities, 28 unions and 4 rural places were inspected since the inception of this department as per statement below:—

Places inspected in 1925-26.

Municipalities.		
Tinnevely.	Ootacamund.	Cocoanada.
Srivillipattur.	Vellore.	Masulipatam.
Sivakasi.	Madura (Twice).	Nellore.
Salem.	Chidambaram.	Tirupati.
Cochin (Twice).	Tuticorin.	Conjeveram.
Tiruppattur.	Trichinopoly (Twice).	Vizagapatam (Twice).
Coimbatore (Twice).	Erirungam (Twice).	Palamcottah.
Coonoor.	Ellore.	

Unions.		
Kallidankurichi.	Paliyangudi.	Lalgudi.
Ambasamudram.	Sankaranayinarköyl.	Ariyalur.
Tenkasi.	Rajapalayam.	Tuni.
Kadayanallur.	Kandanur.	

Rural areas.	
Courtallam.	Murungapetai.

Towns inspected during previous years.

Municipalities.		
Adoni.	Guntur.	Palni.
Anakapalle.	Hospet.	Palghat.
Bellary.	Kurnool.	Rajahmundry.
Berhampur.	Kodakallu.	Saidapet.
Bezwada.	Karur.	Tenali.
Bhimipatam.	Kumbakonam.	Tellicherry.
Chidambaram.	Mannargudi.	Tiruvallur.
Chingleput.	Mangalore.	Tiruppur.
Chittoor.	Mayavaram.	Tanjore.
Calicut.	Nagapattinam.	Udamalpet.
Cannanore.	Ongole.	Vaniyambadi.
Dindigul.	Pollachi.	Virudhunagar.
Erode.	Proddatur.	Vizianagaram.

Unions.		
Kollegal.	Gooty.	Kanadukathan.
Bapatla.	Satyamangalam.	Ranipet.
Pattukkottai.	Bhavani.	Palattur.
Nannilam.	Karaikudi.	Kottaiyur.
Manappattur.	Devakottai.	Kovilpatti.
Repalle.	Tiruppattur.	

Rural areas.	
Tambaram.	Kotagiri.

Towns yet to be first inspected.

Municipalities.		
Anantapur.	Gudiyattam.	Palacole.
Bodinayakanur.	Hindupur.	Periyakulam.
Ouddapah.	Nandyal.	Tadpatri.
Chicacole.	Narasaraopet.	Tiruvannamalai.
Chirala.	Parlakimedi.	Villupuram.
Dharmapuram.	Peddapuram.	Walajpet.

Unions.	
Vaddachalam.	Papanasam.

Eighteen out of the 80 municipalities have yet to be inspected by the Director even for the first time.

7. *Lectures and publicity.*—Owing to pressure of work and to other causes the Director was unable to devote time

to the preparation or giving of lectures and publicity except that he presided over and addressed a crowded meeting at Vizagapatam during Health Week and addressed the students at the American College, Madura, besides contributing a few articles to journals and newspapers. The officiating Director attended the Diamond Jubilee of the Vizagapatam Municipal Council and gave a lecture dealing with public health as an aspect of town planning and town-planning activity at Vizagapatam. This valuable side of the work suffers from the restriction of staff.

More propaganda work is necessary, but it is a question of time—time to prepare plans and diagrams and lantern slides and to prepare and deliver lectures. The Director took the opportunity afforded by his leave to enquire as to the character and availability of lantern slides in England. The Garden Cities and Town-planning Association is prepared to supply them as needed. Owing to the small staff which has been provided for the department, propaganda and educational work, which is so important if a general civic consciousness and sense of responsibility is to be developed, has only been possible to a very limited extent. On the other hand the subject has received a considerable amount of publicity both before and after the creation of the department.

8. *Town-planning education.*—The subject of town planning is not dealt with at the Engineering College and schools. It is of course a new subject, and special courses are only to be had at a few universities throughout the world. In view of the fact, however, that so large a proportion of the students from the college and schools in the Presidency will enter the service of Government, municipalities or local boards, it is questionable whether it is not desirable that they should have a rudimentary knowledge of the subject with a view to their being able to take a more intelligent interest in the matter whenever they come across it in after-life.

It might be also possible to include in the syllabus of university lectures a short series of lectures on town planning annually. The lectures would deal with the history of town planning and its different aspects, particularly from a propaganda point of view so that the educated public may be alive to the meaning and advantages of town planning. Since writing this report Government have appointed the Director of Town planning in G.O. Mis. No. 846, P.H., dated 14th May 1926, to lecture on town planning and

public health to medical students at the Madras Medical College.

9. *Special committees.*—Since the inception of the department the Director has been appointed a member of a number of special committees to deal with the following subjects:—

- (1) Level crossings in Madras.
- (2) Alignment of the railway and location of station in Kurnool.
- (3) General Hospital site and rebuilding.
- (4) University Post-graduate Research buildings.
- (5) Esplanade development.
- (6) Trichinopoly Reclamation Scheme.
- (7) Development of Vizagapatam.
- (8) Recommendations for the future of the Madras

Town planning Trust.

The Director also attends the Standing Committee of Works of the Corporation of Madras when invited to do so and the monthly meetings of the Town planning Trust and its standing sub-committees.

10. *Working of the Madras Town-planning Trust.*—The formation of the Trust was ordered in December 1920 and it was constituted in the latter half of 1921, but its activities began only in 1922 after the establishment of this department. The Director is the adviser to the Trust and the whole work (technical) involved in the preparation of plans, draft schemes, inspection of sites, disposal of building applications and other matters is done in his office. A review of the operations of the Trust has been sent to the Government by the Chairman of the Trust.

The Trust exercises jurisdiction over the following areas:—

1. Mambalam area (outside of the Corporation Scheme).
2. Mylapore quadrilaterals.
3. Nungambakam area
4. Ambattūr, Villivakkam, Perambūr, etc., area.

Work done by the Trust since its constitution is summarized in the following statement:—

Year.	No. of schemes.	Building applications disposed of.	Meetings held.
1922	2. Disallowed	43	11
1923	2. Time barred	108	9
1924	1. Sanctioned	118	11
1925	1. Notified 10 (3)	122	8
Jan.-March 1926	Do.	25	1

In addition to the preparation of town-planning schemes a number of matters relating to the development of Madras City, such as, the sand accretion, level-crossings, esplanade, railway schemes, etc., have been referred by Government to the Trust for its opinion.

The question of the future of the Trust as an executive body has been receiving consideration of the Government.

11. *Summary of other important works in the department.*—In the statement below is shown some details of other important works done in the department, during the year 1925 and up to 31st March in 1926 :—

Year.	Number of plans prepared.	Number of draft schemes prepared.	Number of reports issued.
1925	107	19	52
Jan.-March 1926 ...	48		

Designs for houses and buildings, etc., have been prepared in the following cases:—

- Design for a block of 8 houses for labourers, Tiruppur.
- Design for a block of 2 houses for labourers, Tiruppur.
- Design for clerks' quarters for Government Industrial School, Madura.
- Design for Superintendent's quarters, Industrial School, Madura.
- Design for peons' quarters, Industrial School, Madura.
- Design for Municipal office, Coimbatore.
- do. Vizagapatam.
- Design for a block of 7 or 8 houses for fishermen in S. No. 2344/1, Mylapore.
- Design for a block for sweepers' lines, Madura.
- Design for a block for poor-class dwellings on hillside sites (Coonoor).
- Design for a block for a village site in a dry area for 200 houses.
- Design for a block for a village site in a wet area for 200 houses.
- Design for houses in village sites.

12. *Cost of Town-planning administration.*—In the following statement are furnished details of expenditure incurred by the Government on the Town-planning Department and the

Madras City and Suburban Town-planning Trust since their establishment :—

	1921-22.	1922-23.	1923-24.	1924-25.	1925-26.
Town-planning Depart-ment. Madras Trust.	RS. 37,468	RS. 26,038	RS. 25,483	RS. 31,842	RS. 33,100
	3,000	3,000	3,000		

From a comparative study of the volume of work which the department has to deal with it should be obvious that the cost of the department is extremely little. The staff is inadequate and also their pay and prospects. Government in G.O. No. 401 P.H., dated 23rd February 1925, have stated that the question of improvement is deferred until the harbour schemes in the Presidency are taken up and a more vigorous policy in town-planning is adopted, and up to the end of the current year no proposals for the increase of staff to enable the department to enlarge its activities have received favourable consideration.

IX.—CONCLUSION.

The object of town planning is still very imperfectly understood, and in this country propaganda and other literature upon the subject are very rare. Occasional discourses by men whose avocation is not town planning, an outcome of lectures on town planning by Professor Geddes in India, have been published. In England there are several periodicals entirely devoted to the subject, and here, where there is so much misunderstanding, there are none. A number of towns in Madras have been laid out originally on traditional Hindu and local ideals. Climatic, topographical, social and economic conditions, traditions and hereditary customs, have set a limit to the enforcement of town-planning principles adopted in the West, and research and study are required to study ancient usages and modern practices so that the development of towns may be on reasonable lines of happy compromise, if compromise is necessary to suit modern needs in a tropical country with its own peculiar conditions.

In Europe and America rapid advances are being made in the study and development of the science of town planning. Except here and there the rapid development of towns

as experienced in the West is not known in India, but, as has been shown, there is a growing tendency towards urbanisation and it is particularly important in a poor country that the future should not be faced with the expenditure of rectifying the mistakes of this generation when they can be prevented by a little town planning foresight and control. Except in the matter of the actual improvement of the Presidency city, in which respect Madras falls far behind the capitals of most of the other presidencies and the important Native States, Madras is probably not behind other presidencies, possibly in advance except perhaps of Bombay. This report will show considerable activity in spite of political, social and financial embarrassments. This department has not spared itself in its attempt to establish town planning in the Presidency. Gratitude is felt for the co-operation received from other departments, local bodies, railways, etc. We are advancing. We have yet to reach the position in which the town-planning aspect of all problems affecting life in communities is given proper consideration.

TOWN-PLANNING PROGRESS.

In the following annexures, the column headed "Stage reached" indicates the position on 31st March 1926:—

- (i) that the authority concerned has passed a resolution deciding to prepare a scheme or have been ordered by Government to submit a scheme under section 12 of the Act.
- (ii) that section 10 (3) resolution had been published.
- (iii) that draft schemes are under consideration.
- (iv) that schemes have been submitted and are under Government scrutiny.
- (v) that schemes have been sanctioned by Government and become operative.

R. DANN, M.T.P.L.,
Director of Town Planning.

ANNEXURE I.

Section 8, Municipalities—Stage reached in regard to town-planning schemes.

Name of municipality.	Name of scheme.	Section 9 or 12	Area of scheme.	Estimate amount.	Stage reached.
(1)	(2)	(3)	(4)	(5)	(6)
1. Coimbatore.	Opening a new vegetable market to east of railway line.	9	400	Rs. ...	I*
	Red Fields Scheme	9	322	...	I
	Ramanathapuram Scheme.	9	268	...	I
	Papamhampalayam Scheme.	9	178	...	I
2. Cuddalore	Scheme in new wards	9	600	...	I
	(No. 1) Town Planning Scheme.	9	11	...	I
3. Guntur	Estates Land Town-planning Scheme.	12	67	3,56,555	Disallowed.
4. Palamcottah.	Railway station area	12	508	...	I
	Scheme No. 1	9	114	...	I
	Scheme No. 2	12	234	...	I
	Scheme No. 3	12	262	...	I
5. Rajahmundry.	Scheme No. 4	9	601	...	I
	Scheme No. 5	12	81	...	I
	Palligudem Improvement.	9	5	...	I
	Tirupugudem Improvement.	9	8	...	I
6. Salem	Maravaseri Extension, Southern Section.	12	20	30,500	V
	Sekkikulam Extension.	12	62	1,36,200	IV
	Eastern Extension, Part I.	12	23	1,35,000	IV
	Madichiam Extension.	12	108	...	III
	West Ponnagaram Extension.	12	67	...	I
	Kaziar Tope Extension.	9	60	...	I
	Pacharisikara Tope Extension.	9	3	...	I
	Uppakara Block Improvement.	9	4	...	I
	Kollambatari Block Improvement.	9	7	...	I
	Thaikal Block Improvement.	9	8	...	I
	Anupansdy Extension.	9	123	...	All these schemes are time-barred under the Act.
	Chinnakammai Extension.	9	36	...	
7. Madurai	Ismailpuram Block Improvement.	9	30	...	
	New Keralapuram Extension.	9	5	...	
	East Ponnagaram Extension.	9	5	...	
	East Ponnagaram Improvement.	9	8	...	

Section 8, Municipalities—Stage reached in regard to town-planning schemes—cont.

Name of municipality.	Name of scheme.	Section 9 or 12.	Area of scheme.	Estimate amount.	Stage reached.
(1)	(2)	(3)	(4)	(5)	(6)
7. Madras—cont.	Kollambatral Block Extension.	9	4	...	All these schemes are time-barred under the Act.
	West Sellar Block Extension.	9	151	...	
	East Sellar do.	9	218	...	
	Shayam Maham Topo	9	1	...	
	Railway Station—Other	9	254	...	
	East Area Extension.	9	100	...	
	East Southern Bank Extension.	9	40	...	
8. Trichinopoly.	Pullar Extension.	12	37	73,500	IV
	Butterworth Road Development.	12	...	60,000	V
	Jasmine Garden Scheme.	12	...	17,000	Sanctioned outside Town-planning Act.
	Peechankulam Improvement.	12	...	60,000	
	Varaganeri Extension ...	12	...	42,000	V
9. Vellore	Scheme for vacant lands near New Town Railway Station.	12	...	...	I
	Velupadi Nallam Pattadai Scheme.	9	56	...	III
10. Viragapatam.	Maharanipeta Block 4.	9	63	30,000	IV
	Alipur Ward Scheme ...	9	1,258	...	II
	Market Ward Town-planning Scheme.	12	238	...	IV
	Chengalraopeta Ward Scheme.	12	83	...	I
	Maharanipeta Ward Scheme.	12	340	...	I
	Waltair Ward Scheme ...	12	1,721	...	I
11. Berwada ...	Scheme for residential and Public Buildings.	9	837	...	I
	Scheme for residential areas.	9	515	...	I
	Scheme for factories ...	9	1,048	...	I
	Scheme for poorer classes.	9	322	...	I
	Scheme for Town Extension.	9	2,125	...	I
12. Madras Corporation.	Mambalam Eastern Section Scheme.	12	623	35 lakhs.	V

Section 8, Municipalities—Stage reached in regard to town-planning schemes—cont.

Name of municipality.	Name of scheme.	Section 9 or 12.	Area of scheme.	Estimate amount.	Stage reached.
(1)	(2)	(3)	(4)	(5)	(6)
13. Madras City and Suburban Town-planning Trust.	Mambalam Town-planning Scheme, southern Section.	9	1,200	13 lakhs.	Sanction withheld.
	Mylapore Eastern Section.	9	344	4,08,000	Disallowed.
	47/1 Puliyur Town-planning Scheme.	12	6	...	V
	Nungambakam Town-planning Scheme.	9	...	...	Time barred.
	Ambattur Town-planning Scheme.	...	...	...	Do.
	Mylapore Western Section.	...	...	...	Do.
	Nungambakam Western Section.	9	194	...	II

ANNEXURE II.

Other municipalities which have taken action under the Act.

Name of municipality.	Name of scheme.	Section 9 or 12.	Area of scheme.	Estimate amount.	Stage reached.
(1)	(2)	(3)	(4)	(5)	(6)
1. Anakāpalle ...	Nidanam Doddi Town-planning Scheme.	12	65	2,64,000	IV
2. Chingleput ...	Gundur Extension ...	9	7	...	I
3. Cochin ...	Thamaraparamba Manthra Scheme	9	142	...	III
4. Coonoor ...	Housing Scheme ...	9	3	...	Loan Sanctioned to be worked outside the Town-planning Act.
5. Chittoor.	Vanniar Block Extension No. 1.	9	6	6,000	V
	Vanniar Block Extension No. 2.	12	9	4,190	V
6. Karur.	West Town Extension ...	9	20	...	III
	Amaravati Bridge Extension.	9	5	...	III

ANNEXURE III.

Non-municipal areas.

Local authority.	Name of scheme.	Section 9 or 12.	Area of scheme.	Estimate amount.	Stage reached.	Remarks.
(1)	(2)	(3)	(4)	(5)	(6)	(7)
Nilgiris District Board.	Kotagiri general development scheme.	12	3,200	...	I	
Pattukkottai Taluk Board.	Pattukkottai Town Extension.	9	13	21,500	IV	
Sindapet Taluk Board.	Tambaram Town-planning Scheme.	12	1,047	2,00,000	IV	
Kulittalai Taluk Board.	Seturatuapuram Extension, Manapparai.	13	6	4,960	V	
Coimbatore District Board.	Kollegal Town-planning Scheme.	12	11	11,140	IV	To be sanctioned outside the Act.

ANNEXURE IV.

List of municipalities surveyed, street surveyed or unsurveyed.

(1)

Town surveyed and maps available.

1. Chittoor ...	1924.	20. Coonoor ...	1901.
2. Parālakūmī ...	1924.	21. Ootacamund ...	1920.
3. Coonoor ...	1925.	22. Palghat ...	1907.
4. Peddapuram ...	1924.	23. Mangalore ...	1906.
5. Ellore ...	1909.	24. Trichinopoly ...	1906.
6. Narasaraopet ...	1925.	25. Srirangam ...	1906.
7. Vellore ...	1904 and 1924.	26. Katur ...	1908.
8. Vaniyambadi ...	1904 and 1923.	27. Tanjore ...	1906.
9. Gudiyattam ...	1904.	28. Kumbakonam ...	1907.
10. Gudiyattam ...	1904.	29. Mayavaram ...	1906 and 1924.
11. Walajpet ...	1904.	30. Mannargudi ...	1906.
12. Tirupati ...	1925.	31. Nellore ...	1906 and 1922.
13. Chingleput ...	1925.	32. Tiruvallur ...	1925.
14. Coimbatore ...	1903.	33. Madras ...	1903 and 1926.
15. Madras ...	1903 Resurveyed.	34. Dindigul ...	1908 and 1926.
16. Cuddalore ...	1908.	35. Periyakulam ...	1908.
17. Salem ...	1918.	36. Paimi ...	1904.
18. Coimbatore ...	1908.	37. Bodinayakanur ...	1925.
19. Erode ...	1906.	38. Srivillipattur ...	1925.

செய்துவிடுபவர் பெயர்
 உட்காரகருதன்
 செய்துவிடுபதற்காக எடுத்தக்
 கொள்ளப்பட்ட நடவடிக்கை
 அகடெமர் 1992
 செய்துவிடுப முடிந்த நாள்
 அகடெமர் 1992
 ஸ்பார்ஸ்கும்
 உட்காரகருதன்
 உதவியாளர்
 கையொப்பம்

(2)

Street surveyed and maps available.

1. Berhampur ...	1913.	8. Cochin ...	1908 (since surveyed simplified system).
2. Marolipatam ...	1890 and 1915.	9. Villupuram ...	Made municipality after survey.
3. Nellore ...	1915.	10. Sivakasi ...	Since made municipality.
4. Asantapur ...	1907.		
5. Calicut ...	1908.		
6. Cannanore ...	1911.		

(3)

Towns surveyed and maps available in end of

1926.	1926.	1927.
1. Vizianagaram.	1. Vizianagaram.	1. Tinnovelly.
2. Bimalpatam.	2. Anakapalle.	2. Tuticorin.
	3. Rajahmundry.	3. Palamcottah.
	4. Beawada (Resurvey).	
	5. Guntur.	
	6. Tenali.	
	7. Tiruvannamalai.	
	8. Dharmapattinam.	

(4)

Survey in progress.

1. Chidambaram	...	Mapping done.
2. Hindupur	...	1923.
3. Hospet	...	Street Survey, 1923.

(5)

Survey being commenced.

1. Ongole	...	8 (2) Notices given.
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