

## II Unit

### **Planning**

The term planning is generally understood to imply some sort of regimentation, regulation, and guided direction of economy and other activities of a country to develop the economy. According to the Planning Commission of India, "Planning involves the acceptance of a clearly defined system of objectives in terms of which to frame overall policies. It also involves the formation of a strategy for promoting the realization of ends defined. Planning is essentially an attempt at working out a rational solution of problems, an attempt to coordinate means and ends; it is thus different from the traditional

### **Constituents of a plan**

- Problem identification: Based upon the tasks which the planning process is expected to fulfill, the planners must identify the problems explicitly and on that basis, specify a set of objectives.
- After the objectives have been accepted, the planners should proceed to decide how they can be achieved
- After the priorities have been determined, the least-cost method of carrying them out should be determined.
- After this stage comes the actual process of implementation of the plan.
- The last stage involves the provision for a continuous evaluation of the implementation programme. A continuous evaluation is necessary to determine whether the implementation of the plan is being carried out according to the strategy laid down.

### **Regional Planning**

According to Alden and Morgan, regional planning could neither be considered as economic planning alone nor physical planning alone. Instead it is such a form of planning whose core area of interest lies in the synthesis of physical, social, economic, political et all interests of the concerned region. In such a conceptualization, there are no a priori problems of a region, which the regional planning is supposed to address. However, inherent in such a concept is the existence of hierarchical multi-level but not incoherent set up of a regional system, which provides the planning unit to work upon. It implies that regional planning has to deal with the concerned region not in isolation but in integration with other regions constituting the regional space whole.

Regional planning is a specific type of planning, based on a specific planning structure (regional system), for inducing public action aimed at societal well being. It implies that regional planning is concerned fundamentally with the society in the context of space.

### **Objectives of Regional Planning**

Strengthen the national economy;

Involved such basic goals as the;

- Building of the resource base and of economic opportunity,
- diversity,
- strength and balance in the economy,
- environmental improvement and
- general welfare.

### Role of Regional Planning

The main purpose of regional planning is to ensure optimal utilization of space and optimal distribution pattern of human activities over the space. To achieve this, it plays either.

- 1) Passive or indicative role is to point out how the sectoral investments decision can be integrated at the regional level and the advantages there of.
- 2) Active or imperative role is formulating and then implementing measures to assist the growth of certain regions, while restraining the growth of others

### **Hierarchical level of planning regions**

In multi-level planning there is certain hierarchy of regions. We can classify it in many ways depending on chosen criterion/criteria. One such classification on size criterion is here.

#### **1. Macro Regions**

Macro region is naturally bigger. Macro region can be a state or even a group of states, if the states of a country are not big enough. A Macro-major region can be a zone in a country, which may comprise of a few States. For example, in India there are East, West, North, South and Central Zones and 'Zonal Councils' of which function is mutual Consultation, developing cooperation and mutual counseling. In a sense macro regions are second in hierarchy, next to the national level. It is also possible that a physical macro region may comprise parts of different states of a country or project planning purposes. (e.g., big river valley projects, an electric grid of different states, and, for the purpose of a particular activity (facility) planning) the macro region will be parts of different states. State boundaries are not respected in the sense that the macro region may transcend or cut-across administrative boundaries of the states of a country. A macro region may not be uniform or

homogeneous in all respects. It may be homogeneity in one respect (physical complementarity) and may have heterogeneity in other respect (administrative boundaries). A macro region should have a common resource base and specialization in that resource base, so that production activities can develop on the principle of comparative advantage based on territorial division of labour. (India has been divided into 11 to 20 macro regions-agro-climate or resource regions). The planning Commission of India would have just 5 zonal councils-Eastern, Northern, Central, Western and Southern comprising of certain states but beyond this there is no macro-regionalization in India. These so-called macro regions of India have to have inter-state cooperation in the matter of utilization of river water and electricity grids etc.

## **2. Meso Regions**

Meso region can be identified with a 'division' of a state. Chattisgarh Region, Bundelkhand Region, Baghelkhand Region, Mahakoshal region is usually a subdivision of a state, comprising of several districts. There should be some identifiable affinity in the area which may even facilitate planning. It can be cultural or administrative region and it will be even better if it is a homogeneous physical region

## **3. Micro Regions**

In multi-level planning, district is the micro region. It becomes the lowest territorial unit of planning in the hierarchy of planning regions. The most important reason why district is the most viable micro region for planning is the existence of database and compact administration. This is the area, which is viable for plan formulation with administration for plan implementation and monitoring. A metropolitan area can be one micro region and the area of influence can be another micro region. A nodal point is also a micro region, though in many cases micro regions are basically rural areas, which may have a number of minor nodes without any organizational hierarchy influencing the entire area. The basic characteristic of a micro region is its smallness. There can be some specific micro regions such as belts of extraction of mineral or a reclaimed area, or a not-so-big command area of an irrigational project.

### **Micro – Minor Region:**

This is the region which is associated with, what is called, the grass-root planning. A micro-minor region can be a block for which also data exists now and for which there may be a plan. (So far as the quality of data is concerned, there is hardly any activity, or sector, or region or field for which data is not cooked by the vested interest groups: but, that is another story). The block level plan is integrated with the national plan, through the district and state level plans. A block level plan is not surgically cut portion of the district plan, which has its own logic and linkage. At block level, most of the officers will be more concerned with the implementation of the plans than formulating the plans. At block level, the main exercise will be to take into account of the physical and human resources and to find out the prime moving activities which will enable the block people to make best use of the development potential of the block to meet the basic needs of the people. Minimum needs can be satisfied with the production of basic goods with the help of low entropy local resources. Yet it cannot be said

that 'external help' will not be necessary. Infrastructure support has to come from the developed regions. In fact, planning of the development of the transport, communication, banking, education, medical and many service facilities has got to be done at the national level. At the panchayat level, basic goods and services can be arranged through the efforts of the local people. Many activities can be so planned that they improve the socio-economic conditions of the people without being the part of the national plan. Several activities can be undertaken with the cooperation of the local people, with minimum of financial and real resource support from outside e.g., development of dairying, animal husbandry, pisciculture, poultry, soil conservation measures, optimization of the cropping pattern,

The most important test of micro-minor planning is that the people need not look towards the centre for it. Now days, a lot of importance is given to 'water harvesting'. Water is proxy for the use of modern inputs in agriculture. Much of the run-off water goes waste and the infiltration rate is also low. If this water can be harvested, not only the run-off water can be stored, but sub-soil water reserves can also become rich. Micro-minor watershed development program probably will be the most important program for a country like India. The optimum land use planning can start from the micro-minor area only.

## **Urban Planning**

**Urban planning**, also known as **regional planning, town planning, city planning**, is a technical and political process that is focused on the development and design of land use and the built environment, including air, water, and the infrastructure passing into and out of urban areas, such as transportation, communications, and distribution networks and their accessibility. Traditionally, urban planning followed a top-down approach in master planning the physical layout of human settlements. The primary concern was the public welfare, which included considerations of efficiency, sanitation, protection and use of the environment, as well as effects of the master plans on the social and economic activities. Over time, urban planning has adopted a focus on the social and environmental bottom-lines that focus on planning as a tool to improve the health and well-being of people while maintaining sustainability standards. Sustainable development was added as one of the main goals of all planning endeavors in the late 20th century when the detrimental economic and the environmental impacts of the previous models of planning had become apparent. Similarly, in the early 21st century, Jane Jacob's writings on legal and political perspectives to emphasize the interests of residents, businesses and communities effectively influenced urban planners to take into broader consideration of resident experiences and needs while planning.

Urban planning answers questions about how people will live, work and play in a given area and thus, guides orderly development in urban, suburban and rural areas. Although predominantly concerned with the planning of settlements and communities, urban planners are also responsible for planning the efficient transportation of goods, resources, people and waste; the distribution of basic necessities such as water and electricity; a sense of inclusion and opportunity for people of all kinds, culture and needs; economic growth or business

development; improving health and conserving areas of natural environmental significance that actively contributes to reduction in CO<sub>2</sub> emission<sup>[5]</sup> as well as protecting heritage structures and built environments. Urban planning is a dynamic field since the questions around how people live, work and play changes with time. These changes are constantly reflected in planning methodologies, zonal codes and policies making it a highly technical, political, social, economical and environmental field.

Urban planning is an interdisciplinary field that includes Civil Engineering, architecture, human geography, politics, social science and design sciences. Practitioners of urban planning are concerned with research and analysis, strategic thinking, Engineering architecture, urban design, public consultation, policy recommendations, implementation and management. It is closely related to the field of urban design and some urban planners provide designs for streets, parks, buildings and other urban areas. Urban planners work with the cognate fields of Civil Engineering landscape architecture, Architecture, and public administration to achieve strategic, policy and sustainability goals. Early urban planners were often members of these cognate fields though today, urban planning is a separate, independent professional discipline. The discipline of urban planning is the broader category that includes different sub-fields such as land-use planning, zoning, economic development, environmental planning, and transportation planning. Creating the plans requires a thorough understanding of penal codes and zonal codes of planning.

Another important aspect of urban planning is that the range of urban planning projects include the large-scale master planning of empty sites or Greenfield projects as well as small-scale interventions and refurbishments of existing structures, buildings and public spaces. Pierre Charles L'Enfant in Washington DC, Daniel Burnham in Chicago and Georges-Eugene Haussmann in Paris planned cities from scratch, and Robert Moses and Le Corbusier refurbished and transformed cities and neighbourhoods to meet their ideas of urban planning.

## **Rural Planning**

Rural planning promotes the sustainable development of natural resources, the protection of ecosystems and the prosperity of rural communities.

Rural development has traditionally centred on the exploitation of land-intensive natural resources such as agriculture and forestry. However, changes in global production networks and increased urbanization have changed the character of rural areas. Tourism, niche manufacturers, and recreation have replaced resource extraction and agriculture as dominant economic drivers. The need for rural communities to approach development from a wider perspective has created more focus on a broad range of development goals rather than merely creating incentive for agricultural or resource based businesses. Education, entrepreneurship, physical infrastructure, and social infrastructure all play an important role in developing rural regions. Rural development is also characterized by its emphasis on locally produced economic development strategies.

The rural planning should aim at developing rural areas through the establishment of growth foci and through linking the different villages, service centres, growth centres and growth poles in an integrated manner.

The task of regional planning is to help us define the hierarchical levels of service centres and indicate what industries or activities should be located at different levels of the hierarchy so that an overall development of all villages and urban centres can be ensured in an integrated way at minimum cost in terms of money, time, and effort. We emphasize the cost aspect because development of rural areas can be accomplished even without following the above technique but such development is likely to be an unduly long and painful process involving a massive wastage of all resources, men as well as material. Again, it is only by following the above method of integrated development of rural areas that the problems of poverty, unemployment, under employment and disguised unemployment can be solved effectively. Besides, proper encouragement of cottage and small industries will ensure the cultivation and promotion of entrepreneurship within rural areas themselves. In this framework, specific attention will have to be concentrated on the building up of infrastructure, basically transport network and channels of communication. Unless these facilities are made available in ample measure, the locational utility of the growth foci will remain largely unutilized and the impact on the hinterland will be marginal.

### **Planning Process**

- Identifying the regionalism present,
- Demarcating the region,
- Determining the needs of the region,
- Making a plan for the region, (period)
- Implementing the plan within the framework of the state and federal sovereignties and
- Review of the plan as it goes into effect.

### **Criticism of Planning**

- Absence of financial strategy
- Flaws in industrial strategy
- Neglect of employment strategy
- Inequalities in income and wealth
- Neglect of spatial factors

### **The role of district planning**

The district collector has the district-level functionaries of all the departments such as health, education, cooperation, veterinary, engineering etc.

The Constitution of India provides the DPCs (District Planning Commission) two specific responsibilities. In preparing the draft development plan, the DPC shall have regard to matters of common interest between the Panchayats and the Municipalities including spatial planning, sharing of water and other physical and natural resources, the integrated development of infrastructure and environmental conservation and the extent and type of available resources, both financial or otherwise. The DPC in this endeavor, is also mandated to consult such institutions and organizations as may be specified. In order that the

plans at different levels are prepared, there is need to strengthen the system comprising the machinery of planning and the process of consolidation of plans at the district level.

### **Role of Block Level planning**

It helps to;

- i. Understand more clearly the felt needs of the people and factors inhibiting the uplift of the weaker sections;
- ii. Ascertain area (block) specific physical and human resource potential;
- iii. Identify constrains, inhibiting socio-economic and technological growth and
- iv. Expand the area of people's participation in the preparation and implementation of plans.

The working group felt that the following activities could be planned and executed at the block level without sacrificing planning efficiency;

- a) Agriculture and allied activities
- b) Minor irrigation
- c) Soil conservation and water management
- d) Animal husbandry and Poultry
- e) Fisheries
- f) Forestry
- g) Processing of agricultural produce
- h) Organizing input supply, credit and marketing
- i) Cottage and small industries
- j) Local infrastructure
- k) Social services
  - i. Drinking water supply
  - ii. Health and nutrition
  - iii. Education
  - iv. Housing
  - v. Sanitation
  - vi. Local transports
  - vii. Welfare programmes
- l) Training of local youth and upgrading of skills of local population.

## **Role of Local planning**

Local area planning involves community members working together with the City or village to identify specific issues affecting their community and produce a plan that provides solutions to meet the specific needs of their local area and support its unique character.

The directive principles of state policy mention the village Panchayat which is an elected body at village level. Village, here, roughly corresponds to a revenue village (or a group of revenue villages). The Panchayati Raj System involves a three-tier structure: village-level, block-level and district level. The first tier at village level is commonly known as Gram Panchayat (village assembly), the second tier at block-level as Panchayat Samiti and the third tier at district-level as Zila Parishad. According to the provisions of the Panchayats Act 1996 the election to the village Panchayat is held at an interval of 5 years where there is proportionate seat reservation for scheduled castes and scheduled tribes and not less than one-third seats reserved for women. Through the Constitution Amendment Act 1992 the Panchayat (also called Gram Sabha) has been authorized to look after the preparation and implementation of plans for economic development and social justice on an illustrative list of 29 subjects. The respective state has been given discretionary powers to prescribe powers and functions to the Gram Sabha to act as an institution of self-government. It has also been advised to constitute a District Planning Committee to consolidate the plans prepared by the Panchayats and Municipalities and prepare an integrated development plan for the district as a whole. It has also been directed to constitute a State Finance Commission (SFC) to review every five years, the financial position of Panchayats and to make recommendations about the principle governing the distribution of revenues between the state and the Panchayats, and determination of the grants-in-aid to the Panchayats from the Consolidated Funds of the State. The implementation of the plan at the Panchayat-level is the responsibility of the village development officer (VDO) and the secretary and is supervised by the Gram Sabha which is headed by the Gram Pradhan. Under the existing provisions, funds for the Gram Sabha (Village Panchayat) are directly being allocated from the centre to execute rural development programmes like IRDP, JRY etc. The Panchayat has also been entrusted with the responsibility for the promotion of agriculture, rural industries, provision of medical relief, maternity, women and child welfare, maintaining common grazing grounds, village roads, tanks, wells, sanitation and execution of other socioeconomic programmes. In some places, they are also authorized to supervise primary education and collect land revenue. Presently, Gram Panchayats are involved in the identification of beneficiaries in antipoverty programmes. There are about 2.20 lakh Gram Panchayats, 5,300 Panchayat Samitis and 400 Zila Parishads in the country. The new status accorded to the Panchayats by the Constitution has raised high hopes and expectations among the elected representatives and the rural folk at large. But owing to the political complexions of the governments in the Indian states, the reluctance of the state-level political and administrative functionaries to part with power and authority, and some genuine financial and economic difficulties, the progress in operationalisation has been somewhat slow and halting. It has been found that elected representatives of Panchayat Raj Institutions are largely unaware of the political and economic dimensions of development issues and lack planning and managerial skills. This is particularly true of women elected representatives, who are performing their duties under



some severe constraints of different kinds. It is also argued that Gram Panchayat and Development Block are too small to act as the smallest unit of planning. Also there is complete lack of administrative framework and data collection system at these two levels. Hence, there would be a number of difficulties in the formulation and execution of plans at village and block levels.