

# STRENGTHENING RURAL – URBAN LINKAGES IN DECENTRALISED STRUCTURE

**National Seminar on Urban Governance in the context of  
Jawaharlal National Urban Renewal Mission (JNNURM)  
24-25 November 2006**

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# INTRODUCTION

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- **“ INDIA lives in villages” an assertion frequently heard**
- **Dramatic changes in India’s settlement pattern**
- **Rural settlements are interconnected & woven into a network of towns & cities**
- **Improved conditions in rural India can be achieved with better & more livable cities**
- **Rural development promotes urban development**

# RURAL-URBAN DICHOTOMY

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- **Two dominant views : Anti-Urban & Pro-Urban**
- **Anti-Urban view looked urbanization as a “problem” & cities seen as unnatural & unsuitable for human living**
- **Pro-Urban view sees urbanization not only as inevitable but as a natural consequence to economic & social progress**

# RURAL-URBAN CONTINUUM

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- **Urban & rural settlements are the two sides of the same coin of the social and economic system**
- **Efficient agricultural practices create both excess labour & increased production**
- **Cities capture advantage of both - labour & production**
- **Urban & rural environments are closely linked in urbanising process, in fact there is a rural-urban continuum**

# RURAL-URBAN LINKAGES

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- **Visible and invisible flows & linkages between rural & urban areas**
- **Such linkages are :**
  - ***Economic linkages*** – by exchange of unprocessed & processed products, with both rural & urban areas acting as markets for each other
  - ***Service linkages*** – provide a central location in urban centres for retail, commercial, administrative & transport services for agricultural producers
  - ***Demographic linkages*** – between rural & urban areas linked by rural to urban & urban to rural migration
  - ***Environmental linkages*** – constitutes linkage for demand for natural resources & polluting effects of urban-based production activities
  - ***Infrastructure linkages*** – connect rural & urban areas by infrastructure networks comprised principally of transport, electricity and telecommunication networks

# CONCEPT OF “PURA”

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- **Providing Urban Amenities in Rural Areas (PURA) – dream plan of President A.P.J. Abdul Kalam**
- **Cluster of 10 to 15 villages with total population of 1 lakh to be made self-sustaining by:**
  - **Physical Connectivity** of roads & high-bandwidth telecommunication through fibre-optical cables
  - **Economic Connectivity** of banking, commerce, insurance & warehousing
  - **Knowledge connectivity** through schools, colleges and vocational education
- **Concept being implement in 7 states as Pilot Project**

# URBANISATION

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- **Urbanisation in India is neither unique nor exclusive, as it is a part of global trend & product of economic change**
- **Occupational shift from agriculture to urban based industry & services is one part of the change**
  - **At the same time increased agricultural performance has also promoted higher level of urbanisation as noticed in some top rice and wheat producing districts**
- **Industrial investments & expansion of the services in new locations are other factors for higher level of urbanisation (West Bengal, Maharashtra, Gujarat & Karnataka)**

# URBANISATION (contd.)

## ● Top Rice Producing Districts

| State / District      | %Share in India's Production 1988-91 | Level of urbanisation |              |              | Annual Expn. Growth |             |
|-----------------------|--------------------------------------|-----------------------|--------------|--------------|---------------------|-------------|
|                       |                                      | 1981                  | 1991         | 2001         | 1981-91             | 1991-01     |
| <b>ANDHRA PRADESH</b> | <b>13.85</b>                         | <b>23.34</b>          | <b>25.72</b> | <b>27.08</b> | <b>3.09</b>         | <b>1.37</b> |
| Krishna               | 1.52                                 | 32.54                 | 35.83        | 32.37        | 2.89                | 0.30        |
| Guntur                | 1.38                                 | 27.53                 | 28.93        | 27.95        | 2.27                | 0.37        |
| <b>PUNJAB</b>         | <b>8.32</b>                          | <b>27.68</b>          | <b>29.72</b> | <b>33.95</b> | <b>2.55</b>         | <b>3.19</b> |
| Patiala               | 1.24                                 | 29.59                 | 30.48        | 34.98        | 2.23                | 3.22        |
| Ludhiana              | 1.06                                 | 42.04                 | 49.95        | 55.80        | 4.61                | 3.08        |
| <b>TAMIL NADU</b>     | <b>7.99</b>                          | <b>32.95</b>          | <b>34.20</b> | <b>43.86</b> | <b>1.76</b>         | <b>3.56</b> |
| Chengalpattu          | 1.05                                 | 38.93                 | 44.83        | 53.98        | 3.86                | 3.75        |
| <b>WEST BENGAL</b>    | <b>14.62</b>                         | <b>26.47</b>          | <b>27.39</b> | <b>28.03</b> | <b>2.54</b>         | <b>1.89</b> |
| Bardhaman             | 1.93                                 | 29.39                 | 35.43        | 37.17        | 3.99                | 1.94        |



# URBANISATION (contd.)

## ● Top Wheat Producing Districts

| State / District     | %Share in India's Production 1988-91 | Level of urbanisation |              |              | Annual Expn. Growth |             |
|----------------------|--------------------------------------|-----------------------|--------------|--------------|---------------------|-------------|
|                      |                                      | 1981                  | 1991         | 2001         | 1981-91             | 1991-01     |
| <b>HARYANA</b>       | <b>11.68</b>                         | <b>21.88</b>          | <b>24.79</b> | <b>29.00</b> | <b>3.58</b>         | <b>4.11</b> |
| Karnal               | 1.17                                 | 25.95                 | 27.60        | 26.56        | 2.91                | 2.64        |
| <b>PUNJAB</b>        | <b>22.26</b>                         | <b>27.68</b>          | <b>29.72</b> | <b>33.95</b> | <b>2.55</b>         | <b>3.19</b> |
| Patiala              | 2.41                                 | 29.59                 | 30.48        | 34.98        | 2.23                | 3.22        |
| Amritsar             | 2.40                                 | 32.97                 | 34.14        | 40.00        | 1.68                | 3.65        |
| Ludhiana             | 2.11                                 | 42.04                 | 49.95        | 55.80        | 4.61                | 3.08        |
| Jalandhar            | 1.53                                 | 35.32                 | 36.31        | 47.45        | 1.87                | 3.24        |
| <b>UTTAR PRADESH</b> | <b>35.13</b>                         | <b>17.95</b>          | <b>19.89</b> | <b>20.78</b> | <b>3.29</b>         | <b>2.83</b> |
| Moradabad            | 1.25                                 | 26.95                 | 27.46        | 31.02        | 2.84                | 0.32        |
| Aligarh              | 1.15                                 | 23.00                 | 25.20        | 28.87        | 3.36                | 0.42        |
| Bulandsahar          | 1.02                                 | 19.34                 | 20.96        | 23.05        | 2.62                | 1.29        |

# CITY REGION PLAN

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- **City Region Plan is a decisive factor in reducing the difference between urban & rural areas**
- **Planning for urban regions need to include multi-municipal urban agglomerations & city regions with hinterland**
- **Employment & Location is an essential feature of city region plan**
- **Private choices, real estate interest, competition among development agencies are emerging key factors**

# THE NCR EXPERIENCE

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- **Hierarchy of settlements in NCR Plan: Regional Centres, Sub-regional centres, Service centres & Basic Villages**
- **Its vision is to spread urban growth in NCR**
- **NCR Plan has been attempting to mobilize support for a common strategy and economic zone**
- **The participatory states continue with a competitive rather than a collaborative response**
- **Delhi continues to be the magnet in the centre of NCR**

# LIBERALISATION & DECENTRALISATION

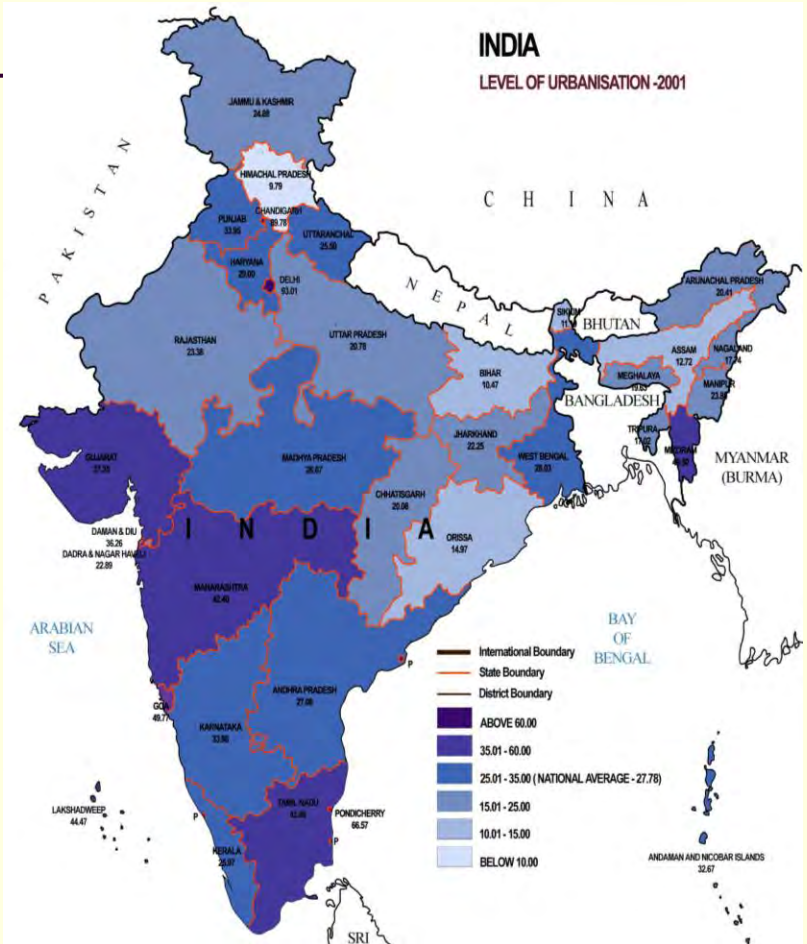
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- **India's focus on economic liberalisation, financial sector reform-1991 and decentralisation process-1992 are contributing to further urban growth and economic role of cities**
- **Globalisation is bringing into several cities more capital, income, job and pressure on their already overstrained and neglected infrastructure**

# STATE WISE LEVEL OF URBANISATION

| Country/State LoU (%)         | 1991    | 2001  |
|-------------------------------|---------|-------|
| <b>INDIA</b>                  | 25.72   | 27.78 |
| <b>CITY STATES</b>            |         |       |
| Delhi                         | 89.93   | 93.01 |
| Chandigarh                    | 89.69   | 89.78 |
| <b>SMALLER STATES</b>         |         |       |
| Pondicherry                   | 64.05   | 66.57 |
| Goa                           | 41.02   | 49.77 |
| Mizoram                       | 46.20   | 49.50 |
| <b>MAJOR STATES</b>           |         |       |
| Andhra Pradesh                | 26.84   | 27.08 |
| Karnataka                     | 30.91   | 33.98 |
| Tamil Nadu                    | 34.20   | 43.86 |
| Gujarat                       | 34.40   | 37.35 |
| Maharashtra                   | 38.73   | 42.40 |
| Punjab                        | 29.72   | 33.95 |
| Uttar Pradesh                 | 19.89 * | 20.78 |
| <b>LEAST URBANISED STATES</b> |         |       |
| Assam                         | 11.08   | 12.72 |
| Bihar                         | 10.40 * | 10.47 |
| Himachal Pradesh              | 8.70    | 9.79  |

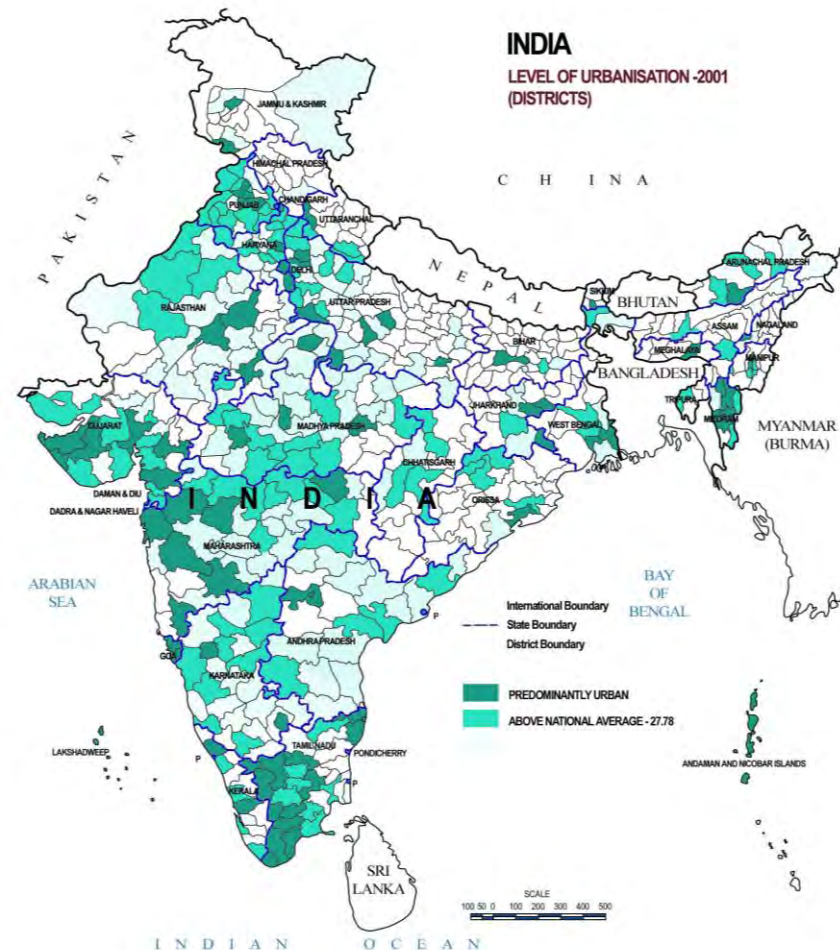
\* undivided



State wise variations are significant, pace & spread is not uniform

# URBANISING DISTRICTS

- **Out of 593 districts :**
  - 171 districts above national average – of which 58 are predominantly urban & 9 are fully urbanised (*Chennai, Hyderabad, Kolkata, Mumbai, Mumbai-suburban, New Delhi, Delhi–Central, Mahe, Yanam*)
  - 94 districts with LoU between 20% to 28%
  - 328 districts with LoU less than 20%
- **Increase in urbanising districts**
- **Implication for District Planning : rural–urban integration**



# DISTRICT PLANNING COMMITTEE

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- **Urban & rural areas have to share district resources**
- **Rapid transformation from rural to urban**
- **District Planning Committee (DPC) represents the first attempt under 74th CAA to initiate an integrated planning process for urban and rural areas**
- **Twin functions of DPC are to :**
  - **consolidate the plans prepared by panchayats and municipalities in the district**
  - **prepare a draft development plan for the district as a whole**
- **So far in 24 states / UTs, DPCs have been constituted**

# DISTRICT PLANNING COMMITTEE (contd.)

## CONSTITUTIONAL PROVISION [ARTICLE 243 ZD(1)]

- “There shall be constituted in every State at the district level a DPC to consolidate the plans prepared by the Panchayats and the Municipalities in the district and to prepare a draft development plan for the district as a whole
- Every DPC shall, in preparing the draft development plan, have regard to – matters of common interest between 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 whether financial or otherwise



# DISTRICT PLANNING COMMITTEE (contd.)

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## **CONSTITUTIONAL PROVISION [ARTICLE 243 ZD(2)]**

- **Stipulates that four-fifths of the total number of members of such committee shall be elected by, and from amongst, the elected members of the panchayat at the district level (Zilla Parishad) and the municipalities in the district in proportion to the ratio between the population of the rural areas and of the urban areas in the district, the rest one-fifth are to be nominated**
- **The DPC has been conceived as a platform of representatives from elected members in the district panchayats and urban local bodies**

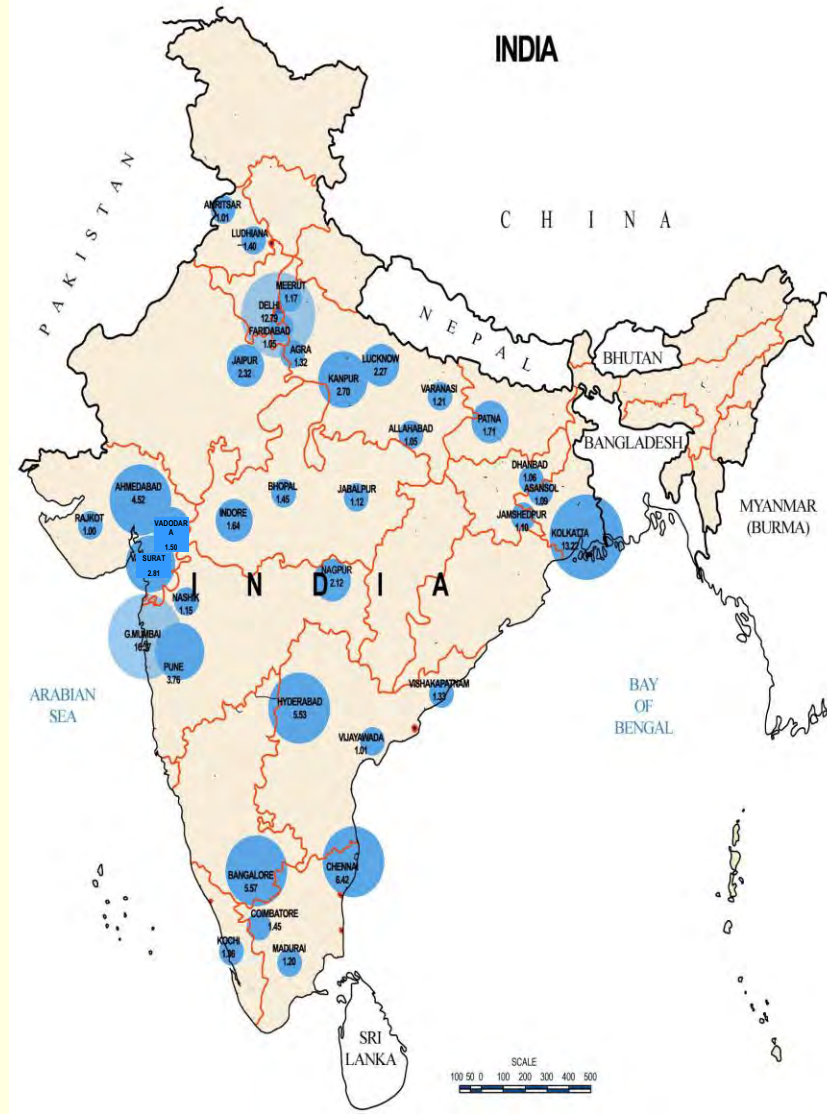
# DISTRICT PLANNING COMMITTEE (contd.)

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- **DPC an opportunity for rural – urban integration**
- **DPC is visualized as a coordinating agency to integrate the local plans prepared by the panchayats and the municipalities**
- **Composition of DPC with elected and nominated members require technical services to discharge functions of spatial, infrastructural and environmental planning**
- **District Plans are a vital input for effective state planning, even as State Plans are a crucial input for national level planning**

# METROPOLITANISATION

- **As per 2001 Census :**
  - among 35 metropolitan agglomerations/cities : 3 are principally single municipality (Faridabad, Jaipur and Ludhiana)
  - 12 are one municipality with non statutory bodies (census towns / outgrowths)
  - Of the remaining, only 20 are multi-municipal agglomerations
  - Metropolitan area may be larger than urban agglomerations



# IMPACT OF METROPOLITANISATION

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- **Growth has overrun traditional boundaries**
- **Spatial expansion, varied densities, conflicting land uses**
- **Sources of water**
- **Disposal of Waste and Drainage**
- **Traffic and Transport**
- **Abatement of Pollution**
- **Metropolitan areas require a metropolitan perspective**

# MANAGING METROPOLITAN AGGLOMERATIONS

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- **Not just inter-municipal issue**
- **Multiple agencies – State and Central government agencies, significant policy and investment roles**
- **Multiple tasks, multiple organisations & multiple jurisdictions**
- **Need an :**
  - **inter-governmental, inter-agency framework**
  - **metropolitan-wide vision, planning, advocacy and action**
- **That is why Article 243 ZE in the 74th CA provides for a mandatory MPC**

# METROPOLITAN PLANNING COMMITTEE

- **Constitution of Metropolitan Planning Committees is constitutionally mandated**
- **74th Constitutional Amendment Act (CAA) (Article 243 ZE)**
  - “There shall be constituted in every Metropolitan area, a Metropolitan Planning Committee to prepare a draft development plan for the Metropolitan areas as a whole”
- **Metropolitan Area (Article 243 P):**
  - “ ... means an area having a population of ten lakh or more, comprised in one or more districts and consisting of two or more Municipalities or Panchayats or other contiguous areas, specified by the Governor by public notification to be Metropolitan area for the purpose of this Part ;”
- **Draft Development Plan**
  - “... matters of common interest between the Municipalities and the Panchayats, including co-ordinated spatial planning of the area, sharing of water and other physical and natural resources, the integrated development of infrastructure and environmental conservation;...”

# METROPOLITAN PLANNING COMMITTEE (contd.)

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## Actions by State Government

### ● West Bengal

- Enabling legislation on MPC enacted in 1994
- MPC constituted in Kolkata (2001) – the first in India
- Consists of 60 members, Chief Minister is the Chairperson,
- Minister-in-charge of MA&UD is the Vice-Chairperson,
- KMDA is the Secretariat of KMPC

### ● Other States

- Karnataka, Kerala, Maharashtra, Punjab, Rajasthan, Tamil Nadu, UP have provided for constitution of MPC in their respective acts but not constituted it so far

# STRUCTURES OF GOVERNANCE

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- **Municipal urban situation :**
  - Municipalities as institution of self-government
  - Functions : Urban planning, Urban poverty alleviation, Environment, Slum improvement, etc.
  - Wards Committees to ensure proximity
  - DPC and MPC to consolidate Plans
  - Participation of people in planning and development
- **Multi-municipal urban structure :**
  - Many cities are multi-municipal agglomerations
  - Urbanising fringes burden existing services
  - Most settlements emerge without formal governance



# STRUCTURES OF GOVERNANCE (contd.)

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- **Non-municipal urban situation :**
  - **Urban peripheral growth in an unplanned and uncontrolled manner**
  - **Not capable of providing all the basic services**
- **Inter-governmental issues :**
  - **Multiple tasks, multiple organisations and multiple jurisdictions**
  - **Need to evolve appropriate municipal model**



**Thank You**