INTEGRATED APPROACHES TO URBAN AND TERRITORIAL PLANNING: A CASE OF ‘RURBAN’ AREAS IN INDIA

First International Forum on Urban-Rural Linkages

Organised by Songyang County People’s Government and UNHABITAT

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Urbanisation trends in the world

Share of the total population living in urban areas
Proportion of the total population who live in urban areas.

- Brazil
- United States
- South Africa
- China
- World
- Vietnam
- India

Source: World Bank

CC BY
Urban-rural population trends

- 833 million persons in India live in rural areas, which is more than two-third of the total population.
- Rural - Urban distribution: 68.8% & 31.2%

Source: Pradhan 2013
Definition of Urban Areas: Census

- **Urban Unit (or Town):**
  - All places with a municipality, corporation, cantonment board or notified town area committee, etc. (known as Statutory Town)
  - All other places which satisfied the following criteria (known as Census Town):
    - A minimum population of 5,000;
    - At least 75 per cent of the *male main workers* engaged in non-agricultural pursuits; and
    - A density of population of at least 400 persons/ sq. km
Definition – Rural, a residual category

- All areas which are not categorized as Urban area are considered as Rural Area
- Number of Rural Units (or Villages) in India:
  - Census 2001 - 6,38,588
  - Census 2011 - 6,40,867
Settlements as identified by census

- Indian Census classifies urban settlements as **Statutory Towns** and **Census Towns**
- Statutory Towns are administratively declared urban areas by a state law which includes all types of urban local bodies (ULBs), such as municipalities, town panchayats, cantonment boards, etc,
- Census Towns are in fact villages with urban characteristics as defined by the Census
Some facts - Census 2011

<table>
<thead>
<tr>
<th>Unit</th>
<th>2001</th>
<th>2011</th>
</tr>
</thead>
<tbody>
<tr>
<td>Urbanisation Levels</td>
<td>27.80%</td>
<td>31.16%</td>
</tr>
<tr>
<td>Census Towns</td>
<td>1362</td>
<td>3894</td>
</tr>
<tr>
<td>(increase of 2532)</td>
<td></td>
<td></td>
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<tr>
<td>Statutory Towns</td>
<td>3799</td>
<td>4041</td>
</tr>
<tr>
<td>(increase of 242)</td>
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<tr>
<td>Total Urban places</td>
<td>5161</td>
<td>7935</td>
</tr>
<tr>
<td>(increase of 2774)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Class 1 towns (100,000 +)</td>
<td>394</td>
<td>475</td>
</tr>
<tr>
<td>(increase of 81)</td>
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</table>

- Of the increase in number of urban settlements between 2001-2011 (2774), 91% is due to the increase in census towns (2532)
Urbanisation trends

- Concentration in bigger cities - 40% urban population in 53 metropolitan cities
- Large number of **Census Towns** in Census 2011 - many newly added areas
- Census towns are rural areas that have transformed to have urban characteristics
- In terms of population share less (14%) but high in numbers and spread out
Spread of new urban centres

Districtwise distribution of CTs

10 Largest urban centres, 53 million + cities
Employment and economic base

Villages with non-farm workers


Employment growth in 7 largest metropolitan areas

Mukhopadhyay, Zerah & Dennis 2018

Figure 2.7 Employment Growth in Metropolitan Cores and Peripheries by Sector, 1998–2005
‘Morphing’ of places is more important in urban growth in India than the ‘movement’ of people (World Bank, 2016)

29.5% (26.8 million) of the total urban growth (2001-11) is due to classification of rural areas as CTs

In-situ urbanization (29.5%) vs migration between settlements (22.2%)

Implies increasing share of rural-administered urban areas in India

Subaltern urbanization - referred to as autonomous growth of settlement agglomerations (urban and rural) not dependent on (i) large important settlements or (ii) planned cities or industrial townships

Need for integrated territorial planning as the distinction between urban and rural gets blurred
Dichotomy in planning legislations and approaches

- Urban planning framework - state level town and country/regional planning legislations
- Local government legislations - urban and rural.
- Establishment of District Planning Committees (DPCs) and Metropolitan Planning Committees (MPCs) - to foster rural-urban linkages, prepare and implement plans for regions
Planning for urban areas

- Urban plans are spatial plans - Master Plans, Development Plans, Local Area plans. Detailed landuse regulations
- Planning area defined - comprising core city and periphery
- Some states prepare Regional Plans for Metropolitan City Regions - Mumbai, New Delhi, Bangalore - spatial and strategic
- City/Metropolitan area defined by state governments - comprising urban and rural settlements
- Spatial plans for rural areas exist if part of the planning area of a city or metropolitan region
Planning for rural areas

- Sectoral plans - mostly vertical, lack horizontal integrations
- Not spatial plans but sectoral budgetary allocations
- Village development plans are prepared but not spatial plans, does not get integrated with higher levels of plans
- District Planning Committees and Metropolitan Planning Committees not very powerful
National Urban Policy Framework (NUPF) 2018
National Urban Policy Framework (NUPF)

- **Urban Sutra # 10: Cities as Engines of Regional Growth**
  - The principle is that an interconnected urban network, often driven by a large central node, can generate and sustain high rates of economic growth.

- Smaller towns as rural growth engines:
National Rurban Mission (NRuM)

- A ‘Rurban cluster’ is a cluster of geographically contiguous villages with a population of about 25000 to 50000 in plain and coastal areas and a population of 5000 to 15000 in desert, hilly or tribal areas.
- Two categories of clusters: Non-Tribal and Tribal.
- A large village that could potentially lead the economic transformation of the region - block headquarters, census towns or the largest village in that cluster.
- The clusters are formed by identifying geographically contiguous villages within a radius of 5–10 km.
Selection of clusters

- Parameters to select clusters are different for tribal and non-tribal districts.
- For tribal districts, Ministry selects the sub-districts and states select the clusters.

<table>
<thead>
<tr>
<th>Criteria for selecting tribal sub-district</th>
<th>Criteria for selecting tribal clusters</th>
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</thead>
<tbody>
<tr>
<td>Decadal growth in tribal population</td>
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<tr>
<td>Literacy rate</td>
<td>Literacy rate</td>
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<tr>
<td>Decadal growth in non-farm work participation rate</td>
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<tr>
<td>Growth in rural population</td>
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<tr>
<td>Presence of economic clusters</td>
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## Selection of rurban clusters

<table>
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<tr>
<th>Parameters to select sub-district: by Ministry at GoI</th>
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<tbody>
<tr>
<td>(i) Decadal Growth in Rural Population</td>
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<td>(ii) Decadal Growth in Non-Farm work participation</td>
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<tr>
<td>(iii) Presence of Economic Clusters</td>
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<tr>
<td>(iv) Presence of places of Tourism and Religious significance and</td>
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<tr>
<td>(v) Proximity to Transport Corridors</td>
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</table>

<table>
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<th>Parameters to select clusters: by respective state goverments</th>
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<td>(i) Decadal growth in Rural Population</td>
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<tr>
<td>(ii) Rise in Land Values</td>
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<tr>
<td>(iii) Decadal growth in Non-Farm Work force participation</td>
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<td>(iv) Percentage Enrollment of girls in secondary schools</td>
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<td>(v) Percentage Households with Bank accounts under Pradhan Mantri Jan Dhan Yojana</td>
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<td>(vi) Performance in Swacch Bharat Mission (Grameen)</td>
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<tr>
<td>(vii) Good Governance Initiatives by Gram Panchayats.</td>
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</tbody>
</table>
Components and funding of NRuM

Source: NRuM Guidelines
Integrated Cluster Action Plans (ICAPs)

1. Selection of cluster
2. Delineation and notification of planning area
3. Cluster profiling
4. Deficiency Analysis and Identification of needs
5. Identification & Detailing of Mission Components
6. Scheme Convergence
7. Investment/Phasing
8. O&M Strategy
9. Obtaining Gram Sabha Resolutions
10. Submission of ICAP to MoRD
11. Five Yearly Iteration to ICAP

Source: NRuM Guidelines
Profiling of 14 components in villages

- (i) Skill development training linked to economic activities
- (ii) Agro Processing, Agri Services, Storage and Warehousing
- (iii) Fully equipped mobile health unit.
- (iv) Upgrading school/higher education facilities.
- (v) Sanitation
- (vi) Provision of piped water supply.
- (vii) Solid and liquid waste management.
- (viii) Village streets and drains.
- (ix) Street lights
- (x) Inter-village road connectivity
- (xi) Public transport.
- (xii) LPG gas connections
- (xiii) Digital Literacy.
- (xiv) Citizen Service Centres- for electronic delivery of citizen centric services/e-gram connectivity.

Emphasis is given on strengthening existing advantages of the cluster and its inhabitants
Rurban clusters - themes of development

300 clusters with thematic economic activities

Convergence with major national flagship schemes

Source: NRU M Guidelines
Thank you