

Rural Governance in Urban India: A Spatial-Temporal Analysis

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ABSTRACT

India is the second most populous country in the world with more than one-sixth of world's population. In 2011, the urban population in India grew to 377.1 million from 286.1 million in 2001; showing a growth of 2.67% per annum. The level of urbanization in the country as a whole increased from 27.82% in 2001 to 31.14% in 2011. The Parliament of India enacted two constitutional amendments i.e. 73rd and 74th for rural and urban governance respectively in 1993. In these Acts some discretion has been provided to state legislatures to determine the governance of census towns. That's why the whole urban population is not under urban governance. As urban population in India constitute almost one-third of total population in 2011, there is a need to understand the governance of these towns across various states in India. The present study has made an attempt to know the distribution of urban population and towns across six classes under rural governance in Indian states. For the present work, secondary data has been collected from Census of India, reports of various ministries, research papers, Acts of state and central government and other sources.

Key Words: Governance, Spatial distribution, Class size.

Introduction

There is no common global definition of what constitutes an urban settlement. As a result, the urban definition employed by national statistical offices varies widely across countries, and in some cases has changed over time within a country. The criteria for classifying an area as urban may be based on one or a combination of characteristics, such as: a minimum population threshold; population density; proportion employed in non-agricultural sectors; the presence of infrastructure such as paved roads, electricity, piped water or sewers; and the presence of education or health services.

Urban in context to India

Since 1981 the definition of urban area is as follows:

- (a) Statutory Towns: All places with a municipality, corporation, cantonment board or notified town area committee, etc. are known as statutory towns.
- (b) Census towns: All other places satisfying the following three criteria simultaneously are treated as Census Towns.
 - i) A minimum population of 5,000;
 - ii) At least 75 percent of male working population engaged in non-agricultural pursuits; and
 - iii) A density of population of at least 400 person per sq. km. (1,000 per sq. mile)

India is the second most populous country in the world with more than one sixth of the world's population. According to the 2011 Census, the urban population grew to 377.1 million as compared to 286.1 million in 2001 census showing a growth of 2.76% per annum during 2001-2011. The level of urbanization in the country as a whole increased from 25.7% in 1991 to 27.82% in 2001 and to 31.14% in 2011. So the urban population recorded an increase of 3.3 percent points during 2001-2011 compared to an increase of 2.1 percentage points during 1991-2001.

74th amendment act:

The governance of such a large urban population in a democratic manner is of vital importance. Indian parliament passed 74th constitutional amendment for creation of urban local bodies for the urban governance with following objectives in mind:

(i) Putting on a firmer footing the relationship between the State Government and the Urban Local Bodies with respect to-

(a) The functions and taxation powers; and (b) Arrangements for revenue sharing;

(ii) Ensuring regular conduct of elections;

(iii) Ensuring timely elections in the case of supersession;

(iv) Providing adequate representation for the weaker sections like Scheduled Castes, Scheduled Tribes and women.

In this Act, however states were given a discretion to decide the criterion for kind of governance. This discretion has created variation in both class wise and spatial governance of urban population.

Spatial variation in the Governance of towns:

According to the 74th amendment act, it is proposed to add a new part relating to the Urban Local Bodies in the Constitution to provide for constitution of three types of Municipalities:

(i) Nagar Panchayats for areas in transition from a rural area to urban area;

(ii) Municipal Councils for smaller urban areas;

(iii) Municipal Corporations for larger urban areas.

But according to 243-Q constitution of municipalities: "a transitional area", "a smaller urban area" or "a larger urban area" means such area as the Governor may, having regard to the population of the area, the density of the population therein, the revenue generated for local administration, the percentage of employment in non-agricultural activities, the economic importance or such other factors as he may deem fit, specify by public notification for the purposes of this Part.

Due to which no specific criteria is defined for the municipal governance in the constitution as it is a state matter. Most of the state governments also haven't attempted to define a specific criteria for classification of different category of urban areas. Haryana, Jharkhand, Goa and Nagaland have done this classification on the bases of population distribution. Bihar, Maharashtra and Sikkim have done the classification of urban governance bodies on the bases of population distribution and share of non-agricultural workers. West Bengal, Karnataka, Tripura have done this classification on the bases of population distribution, population

density and share of non-agricultural workers. Himachal Pradesh has used population distribution and annual revenue for the aforesaid classification.

Objectives of the Study

1. To analyse the temporal variations in governance of towns across six classes i.e. I-VI from 2001-2011.
2. To analyse the spatial variations in governance of towns across six classes i.e. I-VI from 2001-2011.

Database and Methodology

For the present work, secondary data have been collected from Census of India, Reports of various Government ministries, Constitutional Acts etc. The change of urban population and number of towns under rural governance from 2001-2011 have been calculated from the data of Census of India. The spatial distribution and variation of the same has been found out from the town directory of different states. Constitutional acts related to urban governance have been studied to find out variation in governance of towns across various states. Arc GIS has been used for mapping and MS office have been used for statistical techniques and representation of data. The aforesaid data has been represented with the help of tables, graphs and maps.

Results and Discussion

Governance in Urban Area

In 2001 out of 5161 census towns only 3799 have been governed by any municipality and the remaining towns have been under rural governance. In 2011, only 4041 out of 7933 census towns have been governed by any municipality. 26.4 percent of towns were under rural governance in 2001 and it increased to 49.1 percent in 2011, so about half of the towns are still being governed by rural democratic institutions.

Table 1: Rural Governance in Towns

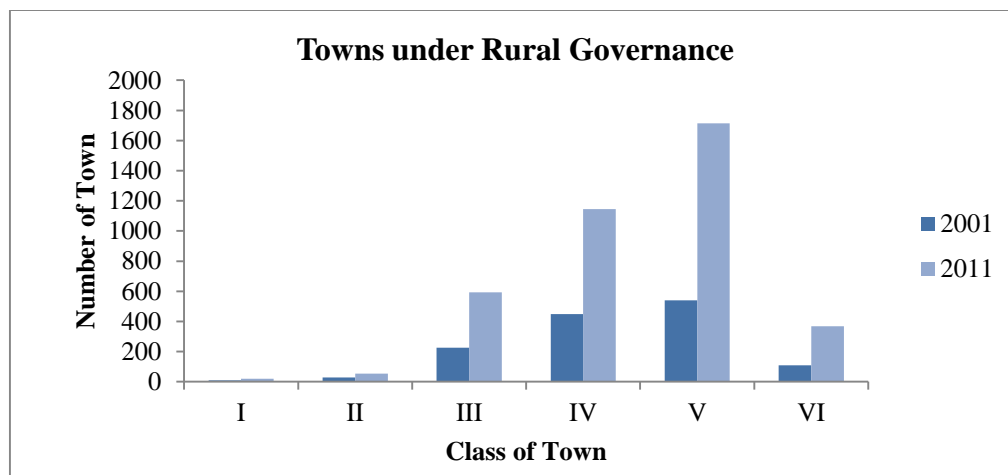
Class	2001			2011		
	Town	Population	Population (%)	Town	Population	Population (%)
Class I	9	1721922	0.60	20	3985896	1.05
Class II	29	2038111	0.71	54	3485106	0.92
Class III	228	6581311	2.29	592	17236399	4.57
Class IV	448	6335873	2.21	1145	15844969	4.20
Class V	539	3945280	1.37	1715	12149920	3.22
Class VI	109	458020	0.15	368	1569303	0.41
Total	1362	21080517	7.35	3894	54271593	14.39

Source: Census of India 2001, 2011.

The number of towns under rural governance is highest in class V followed by class IV, III, VI, II and I in 2001 as well as in 2011. In 2001 the number of towns was 539, 448, 228, 109, 29 and 9 in class V, IV, III, VI, II and I respectively. This number of towns increased in 2011 and it was 1715, 1145, 592, 368, 54 and

20 in class V, IV, VI, III, II and I respectively. Class V has the highest share in number of towns under rural governance but class IV shows the highest increase

Figure 1: No. of Towns under Rural Governance (2001-2011)

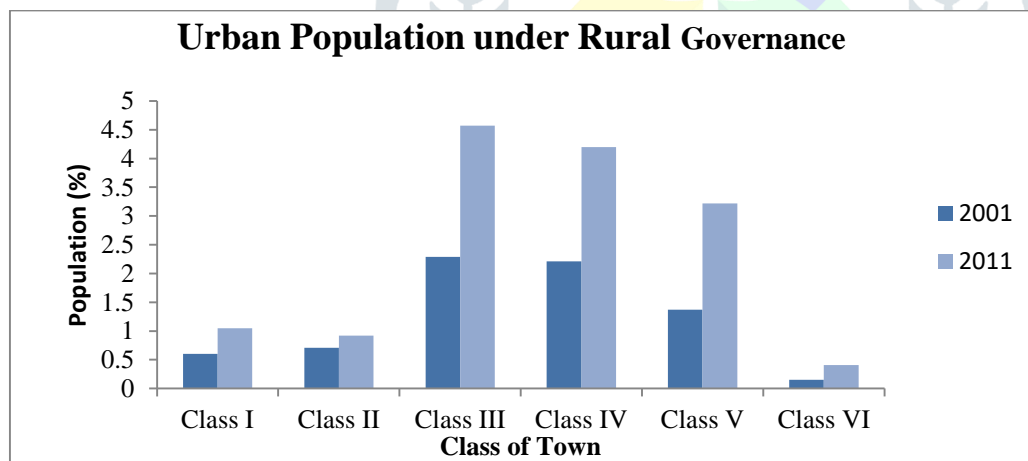


Source: Based on Table 1.

Distribution of Population in Towns (2001-2011)

In case of distribution of urban population under non- municipal governance, there is a huge gap among classes of town. Class III has the largest population followed by class IV and V. Despite of being medium size towns, these towns has the largest urban population which is not governed by any municipal body. Class VI has the lowest population in this category. The results are same in 2001 and 2011 (Table 1).

Figure 2: Urban Population under Rural Governance (2001-2011)



Source: Based on Table 1.

Spatial Distribution of Urban Population and towns under Rural Governance

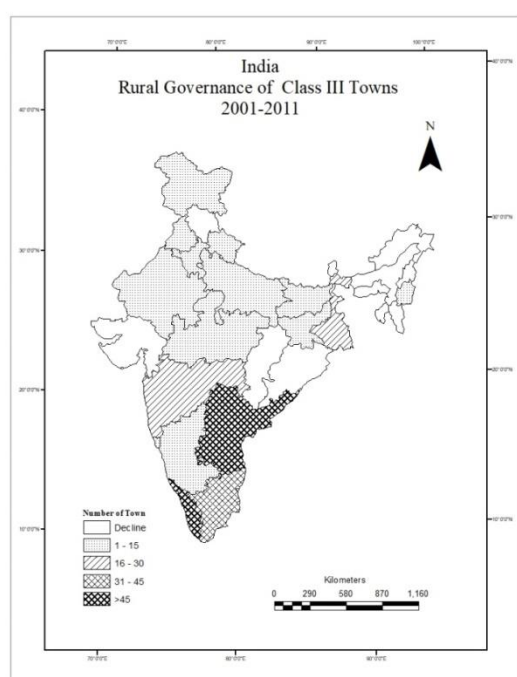
As stated in the class wise distribution of towns and their population under rural governance, the major portion which is under rural governance lies within the class III, IV and V towns. In 2001, 1362 towns were under rural governance out of which 1215 towns are in class III, IV and V and 79.86 percent of urban population were under rural governance lies in class III, IV and V towns. Similar pattern was found in 2011 that out of 3894 towns, 3452 towns lies in class III, IV and V and 83.3 percent of urban population under

rural governance lies in Class III, IV and V towns. The data describe that the significant portion lies in class III, IV and V towns. So the paper has focused on spatial variation in these classes i.e. III, IV, and V only.

Spatial Distribution of Towns under Rural Governance

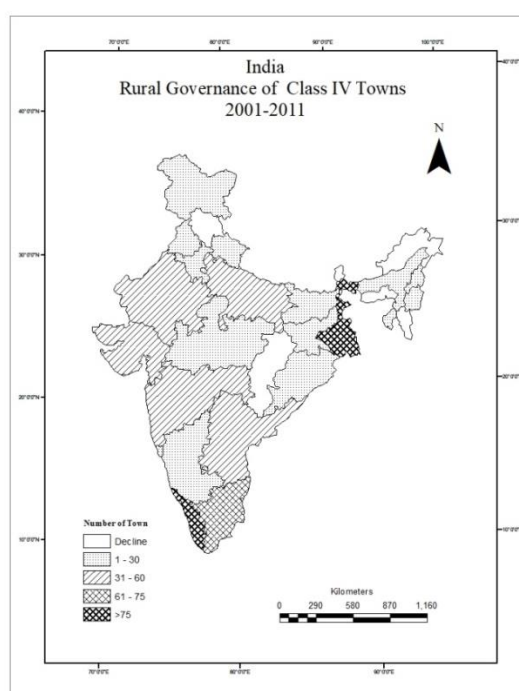
In class III Kerala has the maximum number of towns followed by Andhra Pradesh, West Bengal, Jharkhand and Delhi in 2001. In 2011 Kerala has the maximum number of towns followed by Andhra Pradesh, Tamilnadu, West Bengal and Maharashtra. Kerala has not only the maximum number of towns in 2001 and 2011 but also shows maximum increase in the same. Tamilnadu and Andhra Pradesh also showed increase in share in this class; whereas Tripura, Arunachal Pradesh, Assam, Gujarat have shown decrease in share from 2001 to 2011 (Map 1).

Map 1



Source: Census of India 2001, 2011.

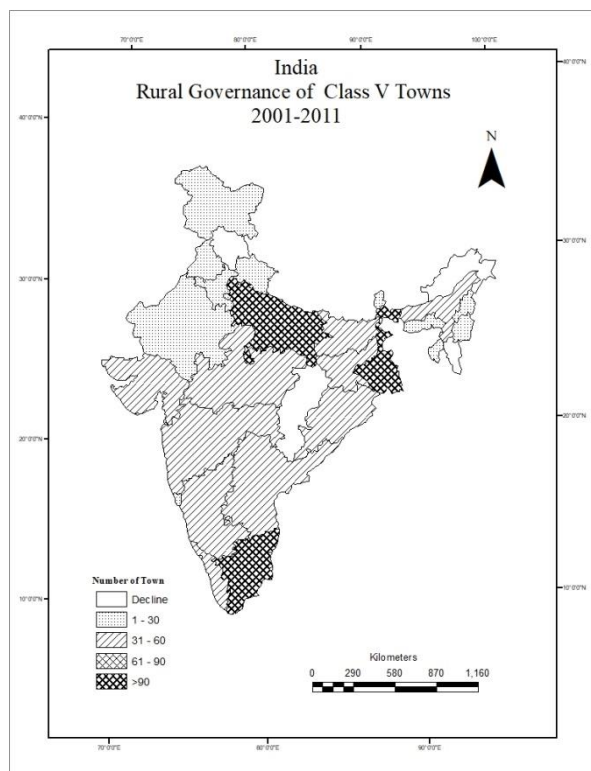
Map 2



Source: Census of India 2001, 2011.

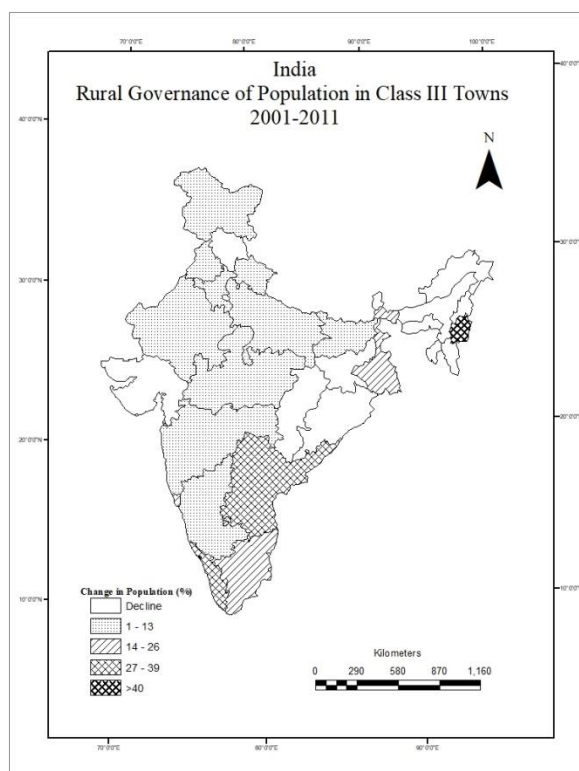
In class IV west Bengal followed by Maharashtra, Tamilnadu and Gujarat has the highest number of towns in 2001. In 2011 West Bengal followed by Kerala, Tamilnadu, Maharashtra, Andhra Pradesh and Uttar Pradesh has highest number of towns. West Bengal and Kerala showed highest increase in share from 2001 to 2011 in class IV towns; whereas Arunachal Pradesh and Chhattisgarh showed highest decrease in the same (Map 2). In class V West Bengal, Tamilnadu and Maharashtra have the highest number of towns in 2001; whereas in 2011 West Bengal followed by Uttar Pradesh, Maharashtra, Jharkhand and Assam has highest number of towns. In class V highest increase was shown by West Bengal, Maharashtra and Uttar Pradesh; whereas Arunachal Pradesh and Chhattisgarh have reported decrease in number of towns in this category (Map 3).

Map 3



Source: Census of India 2001, 2011.

Map 4

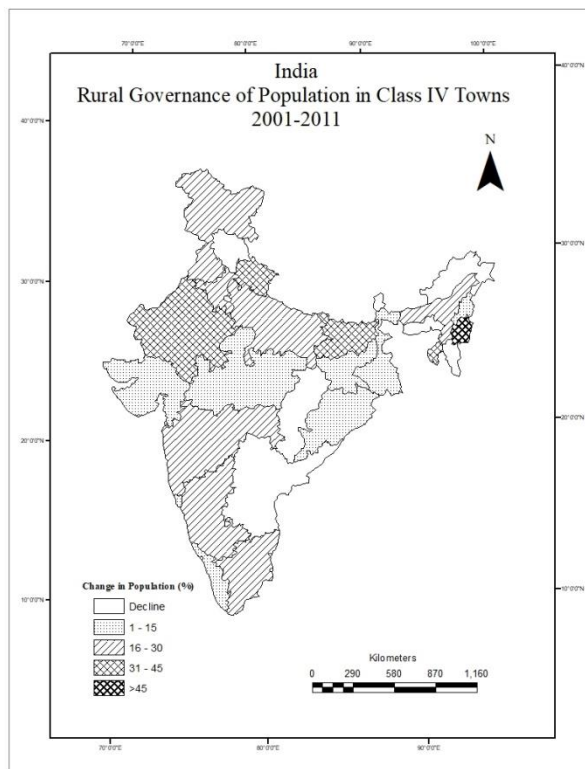


Source: Census of India 2001, 2011.

Spatial Distribution of Urban Population under Rural Governance

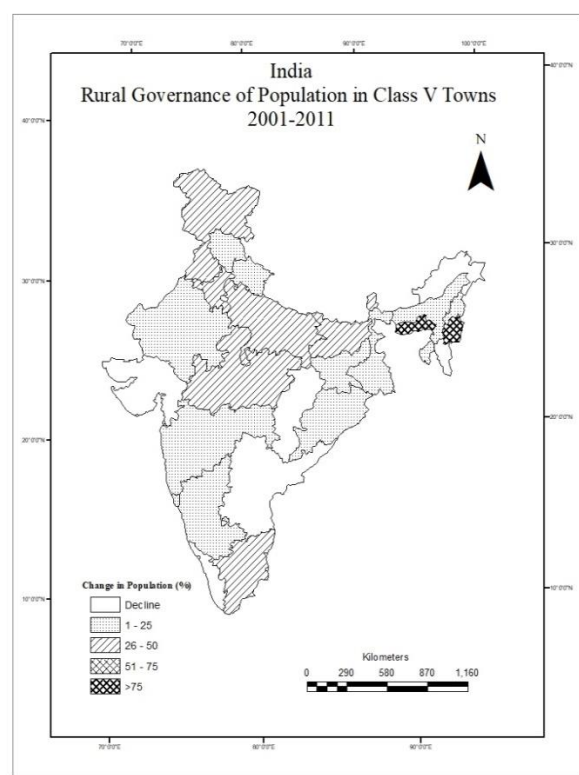
The distribution of population under rural governance is in class III towns, Meghalaya followed by Kerala, Jharkhand has the maximum share of its population under rural governance. In 2011 Arunachal Pradesh followed by Meghalaya, Manipur and Pondicherry has the highest share of population in this category. Manipur, Pondicherry Kerala and Andhra Pradesh have shown significant increase in share of population; whereas Arunachal Pradesh, Daman & Diu has no urban population under rural governance in this class. Tripura also showed a significant decrease (Map 4). In class IV Andhra Pradesh and Arunachal Pradesh have 100% of their population under rural governance. Kerala (97.9%), West Bengal (90.2%) and Jharkhand (76.4%) also have significant population share. In class IV towns Arunachal Pradesh has no urban population under rural governance from 2001 to 2011. Chhattisgarh and Meghalaya also showed decrease in this category (Map 5). In class V also Andhra Pradesh and Arunachal Pradesh have 100% of their population under rural governance; whereas Jharkhand, Gujarat and Goa have a significant share in this category. In 2011 Arunachal Pradesh, Bihar, Chandigarh, Delhi, Kerala, Meghalaya, West Bengal have 100% of their population under urban governance; whereas the share of urban population under rural governance is different across states in India. Gujarat (97%), Jharkhand (96%), Rajasthan (90%) have significant share in this category. From 2001 to 2011 Arunachal Pradesh has no urban population in this category; whereas Meghalaya (100%), Manipur (83%), Uttar Pradesh (43%), Punjab (42%) showed a significant increase in this category (Map 6).

Map 5



Source: Census of India 2001, 2011.

Map 6



Source: Census of India 2001, 2011.

Conclusion

According to the 2011 Census, the urban population grew to 377.1 million from 286.1 million in 2001: showing a growth of 2.76% per annum. The level of urbanization in the country as a whole increased from 27.82% in 2001 to 31.14% in 2011. The study shows that the whole urban population is not under urban governance. There is variation in the number of towns under rural governance. The data describe that the significant portion of rural governance lies in class III, IV and V towns. In 2001, 7.35% of the urban population is under rural governance. Arunachal Pradesh has 100 percent rural governance; whereas Mizoram has no rural governance in towns. Goa (38.70%), Jharkhand (36.64%), Tripura (32.14%), Meghalaya (29.17%) and Kerala (26.84%) have significant share of rural governance in towns. In 2011, 14.39% of the urban population is under rural governance. Mizoram has no rural governance in towns in 2011 also. Kerala (64.60%), Goa (52.26%), Meghalaya (36.86%), Jharkhand (32.54%) and West Bengal (27.30%) have significant share in rural governance in towns. So there are variations in governance of census towns in India across states. This has resulted due to different criterion adopted for creation of urban local bodies at state level. It has deprived a large number of census towns from the benefits of urban governance.

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