

Urban Governance
Occasional Paper No. 4

Urbanisation Trends



Preface

The 74th Constitutional Amendment has guaranteed the elections at the local level every five years. Municipalities are now viewed as institutions of Local Self-Governance, with autonomous and integrated development responsibility for their jurisdiction and can no longer be viewed as an appendage of the state government. Also, the provision of reservation for women/weaker sections provides an opportunity for strengthening the voice and leadership roles of such groups in urban governance.

Following the Constitutional Amendment Act, PRIA in the year 2000, took keen interest in strengthening Urban Governance in some Municipal areas of five states where it has experience of working with Panchayati Raj Institutions, along with its partners thereby strengthening local governance institutions. PRIA's perspective on strengthening citizen's participation and democratic governance takes into account the new political space created by the 74th Constitutional Amendment Act. The accountability of municipalities, the role of elected representatives, participation of women in governance are issues of critical importance in order to assess the impact and efficacy of the Amendment. Our studies aimed to provide an understanding of the roles and responsibilities of various municipal and public offices that help the citizens to articulate their demands better and subsequently lead to a better delivery system from various service providers. Improving demand articulation through citizens meetings in wards and Multistakeholder dialogue for improvement of services to improve supply

side response are examples of activities that are taken up.

The process of Urbanisation has exerted phenomenal pressure on the ability of the city-related institutions to meet the Constitutional demand of land, shelter, infrastructure and services. However, in the urban areas of developing countries, the inability of the local self-governance to provide basic services is starkly visible. With the rapid growth of population in the country, the limited capacities of the urban local governments have become pronounced. **Urbanisation Trends** details the Urbanisation trends in India, particularly our states of intervention: Haryana, Uttar Pradesh, Madhya Pradesh, Kerala and Rajasthan. Our findings highlight the indicators of development (literacy, sex ratio, population) that need to be addressed for favorable growth and development.

Our sincere thanks to Cordaid, Netherlands and Ford Foundation for their support in the study. Any comments or suggestions towards the improvement in content or further enquiry are welcome.

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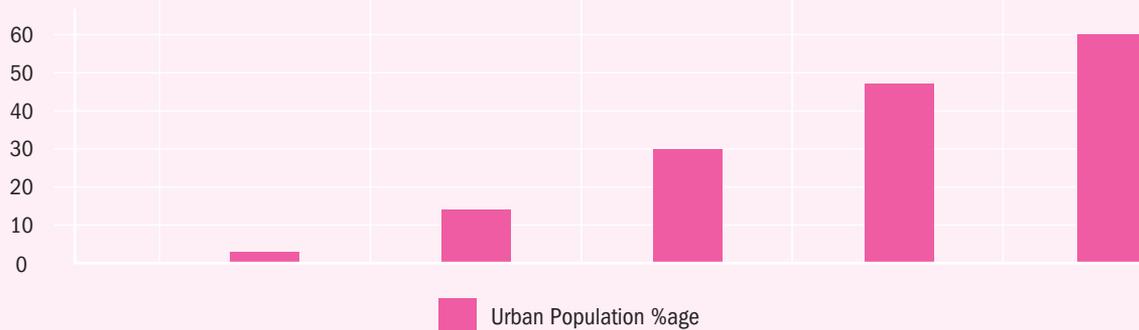
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Through most of the historical ages, human population has lived a rural lifestyle, dependent on agriculture and hunting for survival. In 1800 A.D. only 3 % of the world's population lived in urban areas. By 1900 A.D., almost 14% were urbanites, although only 12 cities have one million or more inhabitants. In 1950, 30% of the world's population resided in urban centres. The number of cities with over 1 million persons had grown to 83.

Table 1 : Global Urban Population

Year	1800	1900	1950	2000	2030
Urban Population (in %age)	3	14	30	47	60



The world has experienced unprecedented urban growth in recent decades. In 2000 about 47% of the world's population lived in urban areas, i.e. about 2.8 billion. There are 411 cities with a population of over 1 million. More developed nations are 76% urban as compared to 40% in developing countries. However, Urbanisation is occurring rapidly in many less developed countries. It is expected that 60% of the world population would be urban by 2030, and that most urban growth will occur in less developed countries.

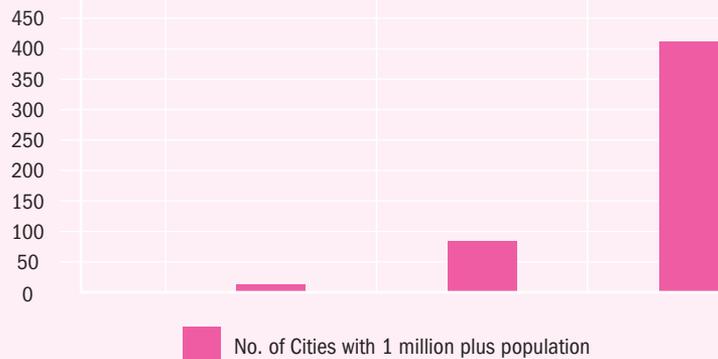
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WORLD URBANISATION RATE

There is a positive correlation between development and Urbanisation. A comparative analysis of the developed and the developing regions of the world show that the share of the population in the developed region increased from 53 % in 1953 to 79 % in 2000. In the developing region, the same percentage was 17 in 1950, which rose to 37 by 2000 AD. The average annual growth of urban population is, however, higher in the case of developing regions with South Asia especially having an annual growth rate of as high as 4 %. The level of Urbanisation is still lower in the Asian countries. It is only in the developed countries like Japan, Hong Kong and Singapore that the urban population accounts for more than 70 percent of the total population. More populated countries like, China, India, Pakistan, Bangladesh, Thailand and Vietnam are rural in character. Despite their low level of Urbanisation, China and India dominate the Asian urban scene. Together they account

Table 2 : No. of Cities with million plus population in the last century

Year	1900	1950	2000
No. of Cities with 1 Million plus Population	12	83	411



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for more than half of the total urban population of Asia. The level of Urbanisation in Asia is characterized by the rapid growth of large cities. In 1950, only two cities of Tokyo and Shanghai in Asia had a population of 5 million or more, which has risen to 25 in Asia by 2000 AD. For countries with low economic levels such as India, Nepal and Sri Lanka, which are urbanizing at moderate to rapid rates and are undergoing a major structural and policy shift, the issue of governance is particularly significant.

INDIA'S URBANISATION TREND

The local government's responsibility is to fulfil the needs of all the people. In many countries it generates revenue and is responsible for its own decision within its area of jurisdiction. The local government is a basic and permanent feature of the community. Without a responsive and efficient local government just and equitable development is not possible. Sooner or later the local government will play a major role in all aspects of community life and that role will be either positive or negative, depending on our willingness to be supportive. Supporting the local government's search for transparency, efficiency and responsiveness is a cause that leads to sustainable improvement in the life of the community. This is the reality everywhere as national governments are forced more and more by society to develop power closer to the people.

PRESSURE DUE TO RAPID URBANISATION

This process of Urbanisation and the structural changes have exerted phenomenal pressure on the ability of the city-related institutions to meet the consequential demand of land, shelter, infrastructure and services. Questions are being raised about whether institutions in India, Sri Lanka and Nepal have the requisite wherewithal to productively provide basic services and infrastructure for the fast growing urban population, or will they allow complementary actions by other stakeholders.

The government by them has not been able to fulfil the goals of human development. In the context of the urban areas of the developing countries, the inability of the local government to cope with the provision of the basic services and infrastructure is starkly visible. With rapid growth of population in these countries, the limitations of the capacity of the urban local governments have become pronounced.

The local government has increasingly begun to recognize their limitations and is inclined to initiate new modes of governance, including partnership with other stakeholders in their respective cities.

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URBANISATION IN INDIA

The study of Urbanisation plays a vital role in policy formulation and regional planning. Since independence there has been a steady increase in the proportion of the urban population of the country (nearly 30% at present). In the economically advanced countries of the world such as North America, Japan, Australia, USSR and New Zealand, the percentage varies between 66 and 85. As of 1991 India remains the second most urbanized nation with 25.72% urban population and Pakistan being first with 32 % urban population in the South Asian region. The southeast region seems to be the least urbanized nation compared to all other regions/ countries in the world. Because of the low proportion of the urban population to the total (25.72%), it is stated that India continues to be predominantly rural.

More over, the situation of India is unilateral in the sense that urban settlements are growing faster over the years and there are very few additions of newborn urban settlements. The distribution of the urban population over different classes size towns also exhibits that the concentration of the cities in the bigger class size towns is thriving faster over time at the cost of the smaller towns. For example, the percentage of population in class 1 towns has increased from 41.79 in 1951 to 65.2 in 1991 whereas all other classes size towns have lost their share of urban population in 1991 compared to 1951.

During the last five decades class 1 towns of India have been constantly gaining in their share of urban population. But all other classes size have lost their urban population during the same period, as can be seen from the years and there have been no new additions to the number of urban settlements that would accommodate the growing urban population.

This uneven urban population is partly due to the wrong urban policies in keeping development activities and gainful opportunities limited to some region. In other words, this is where the urban and regional planning has failed. Thus, the amount of shifting from the existing urban settlements of any class to its immediate higher class is faster compared to new additions of lower class size urban settlements. At this juncture, there is an urgent need for studying the phenomenon of Urbanisation in India with regard to its growth and distribution of urban population between different size/ class urban settlements more than studying its

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overall urban growth. Incidentally, though the pace of the Urbanisation has been slow during the last decade, it is quite alarming to note that 23 metros account for one third of the urban population. This gives ample evidence of the disparity in the distribution of urban population in India. More than 17% of it lives in the four-mega cities- Mumbai, Delhi, Chennai and Kolkata. If the current growth and uneven distribution of the urban population continues in the future, then the urban life will be insecure from all aspects. For instance in Mumbai and Delhi, more than 50% lives in the slums.

Table 3 : Urban Population 1901-2001

India	Urban Population (million)	Percentage of Urban to Total Population	Decadal Growth rate (percent)
1901	29.9	10.8	–
1911	25.9	10.3	0.4
1921	28.1	11.2	18.3
1931	33.5	12.0	19.1
1941	44.2	13.9	32.0
1951	62.4	17.3	41.4
1961	78.9	18.0	26.4
1971	109.1	19.9	38.2
1981	159.5	23.3	46.1
1991	217.6	25.7	36.4
2001	306.9	30.5	41.0

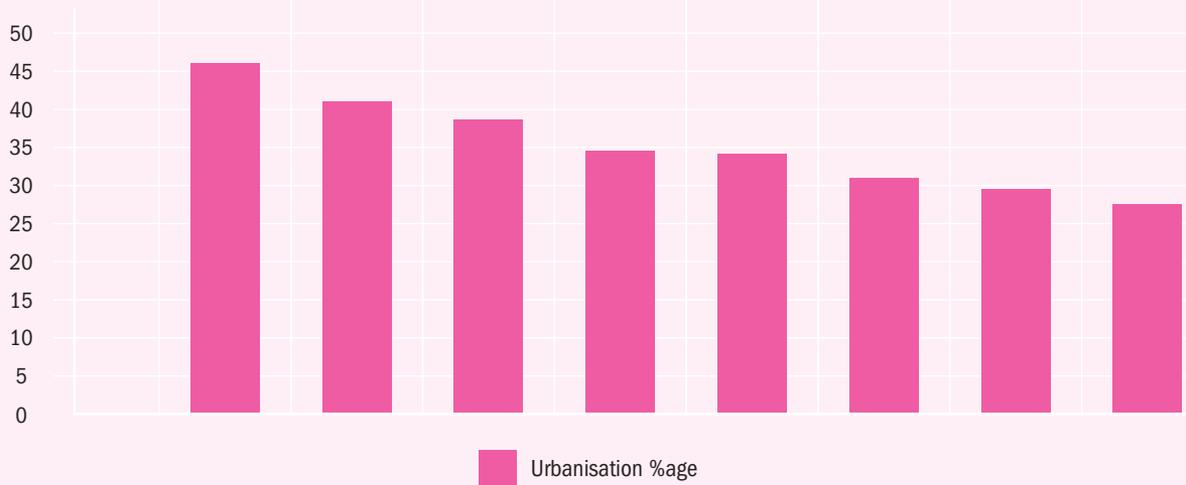
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STATE WISE URBAN POPULATION

According to the 1991 census the most urbanized state was Mizoram followed by Goa. If we take the example of the bigger states in India then Maharashtra was the most urbanized state followed by Gujarat, Tamil Nadu, Karnataka, Punjab and West Bengal.

Table 4 : Most urbanized state in percentage as per 1991 census

State	Mizoram	Goa	Maharashtra	Gujarat	Tamil Nadu	Karnataka	Punjab	West Bengal
Urbanisation (in %age)	46.1	41.0	38.7	34.5	34.2	30.9	29.5	27.5

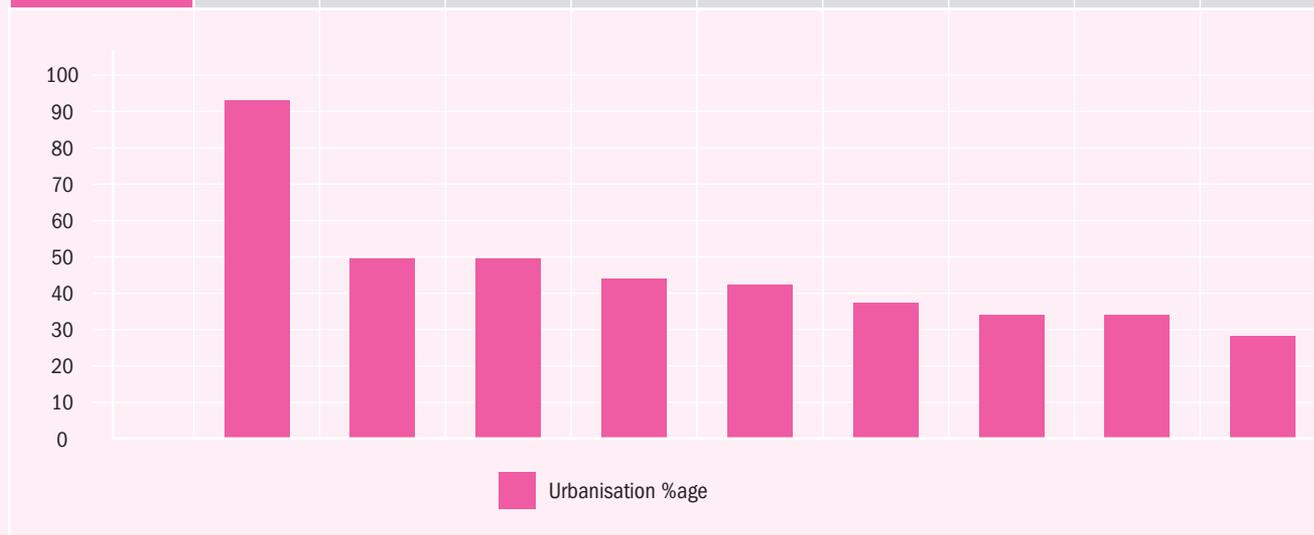


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The most urbanized state is Delhi according to the 2001 census followed by Mizoram and Goa. Delhi is primarily urban and is more of a city than a state. In the larger states it is Tamil Nadu, which tops the list followed by Maharashtra, Gujarat, Karnataka, Punjab and West Bengal. It is interesting to note that in the last decade Tamil Nadu urban areas have increased rapidly from 34.2 % in 1991 to 43.86 % in 2001. These are the states, which are developed states in the Indian scenario and no BIMARU state figures in the urbanized list. It can be said that Urbanisation is linked with state progress also.

Table 5 : Most urbanized state in percentage as per 2001 census

State	Delhi	Mizoram	Goa	Tamil Nadu	Maharashtra	Gujarat	Karnataka	Punjab	West Bengal
Urbanisation (in %age)	93.01	49.50	49.47	43.86	42.40	37.35	33.98	33.95	28.03



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DECADAL GROWTH OF URBAN AND RURAL POPULATION

Table 6 : Decadal growth of urban and rural population in millions

Year	1901	1911	1921	1931	1941	1951	1961	1971	1981	1991
Total Population	238.4	252.1	251.3	279.6	318.7	361.1	439.2	548.2	683.3	844.3
Rural Population	212.6	226.2	223.2	246.1	274.5	298.7	360.3	439.1	523.8	627.1
Urban Population	25.8	25.9	28.1	33.5	44.2	62.4	78.9	109.1	159.5	217.2



The table above indicates that all these years the urban rate has increased but at the same time the rural growth rate has also increased. Growth in none of the centers has remained stagnant or declined over the decades. As a result of which our urban population is large in sheer numbers, though percentage wise we have not increased so fast.

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Table 7 : Percentage wise increase in urban population

Year	1901	1911	1921	1931	1941	1951	1961	1971	1981	1991
Rural Population in %	89.2	89.7	88.8	88.0	86.1	82.7	82.0	80.1	76.7	74.3
Urban Population in %	10.8	10.3	11.2	12.0	13.9	17.3	18.0	19.9	23.3	25.7



The analysis of the percentage growth rate suggests that the urban population has been increasing over the rural population in the last few decades.

Another trend noticed is that existing urban settlements are growing faster in India and there are very few additions of newborn urban settlements. The distribution of the urban population in different classes in towns exhibits that the concentration of the cities in the bigger class size towns is thriving faster over time at the cost of the smaller towns.

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According to the official estimates, the urban population in India was 53 million, or 15.7 per cent of the total population in 1947. Due to partition India witnessed one of the major human migrations in history, representing roughly an influx of 10 million refugees in India and an exodus of a similar number to Pakistan. According to the 1951 census of India, 54% of the total refugees who came to India settled in urban areas. This implies that though only 17 % of the India's total population was urban, a disproportionate number of refugees moved to urban India. Similarly, according to the official records, the refugee migration to Pakistan accounted for 6.2% of the 41% increase in urban population during the 1941-1951 decade.

1951-1961

Between 1951 and 1961 there was a marked shift in the distribution of towns by class size. There was a significant increase in the number of towns with a population of over 10,000 and a considerable decrease in the number of towns with less than 10,000 persons. Due to the shift in the direction of large towns a considerable change was observed in distribution of population by class size. The proportion of the total urban population living in the towns with less than 20,000 inhabitants declined from 32.0 % in 1951 to 23.4% in 1961. The towns with a population of over 20,000 showed an increase from 68 % to about 77 %.

1961-1971

In 1971 the percentage of the urban population was 20% as compared to 18 % in 1961. A 2 % overall increase cannot be regarded as high. However, the increase in the absolute number was 30 million from 78.9 million in 1961 to 109.1 million in 1971. The urban population increased at a rate of 3.3 per cent per annum and the urban population of India increased by 38.2 %.

The number of class I cities (100,000 people and over) increased from 113 to 148 during 1961-71 and the population residing in these cities went up from 38 million to 61 million. In 1961, 48.4 % of the country's urban population lived in class I cities. By 1971 this proportion increased to 55.8 %. During the same decade, the proportion of the towns of 50,000 to 99,000 decreased slightly from 11.9 to 11.3 %. All other size categories experienced a small decline in their relative share of the total urban population. We can assume that the decade witnessed a shift in the distribution of the urban population from smaller to larger towns and cities.

1971-1981

The urban population as recorded in the 1991 census (excluding Assam and Jammu and Kashmir) was 156 million. This constituted 23.73 per cent of the total population of the relevant areas of India covered by the census. If the projected total as well as the urban population of the two excluded states is taken into account, then the urban population of the country in 1981 should have been around 159 million or 23.3 % of the total population.

1981-1991

Although the urban population has increased by 58.1 million during the decade 1981-91 as compared to 50.4 million during 1971-1981, the annual rate of growth of urban population has declined from 3.8 % to 3.1 % during the two decades. The level of Urbanisation increased by 2.4 percentage points during 1981-91 as compared to 3.4 percentage points during 1971-81. The population figure recorded in 1991 was much lower than the figure projected (by 15-20 million), based on past trends. The decadal growth rate of the population increased substantially from 38.2 % during 1961-71 to 46.1 % 1971-81 but came down to 36.2 % during 1981-91. This might indicate that the tempo of Urbanisation in the country slowed down during the eighties.

1991-2001

India added about 181 million persons between 1991-2001, which is more than the estimated population of Brazil, the fifth most populous country in the world. India's share of the world population is 16.7 %. The percentage decadal growth of the country as a whole has declined from 23.86 during 1981-1991 to 21.34 during 1991-2001. Thus, India has registered a fall in its decadal growth rate by 2.52 percent points, which is the sharpest decline since independence. Among the major states Bihar has recorded the highest increase in the percentage decadal growth from 28.47 during 1981-91 to 28.43 during 1991-2001. During 1991-2001, the lowest growth rate was recorded in Kerala (9.42%) followed by Tamil Nadu (11.19) and Andhra Pradesh (13.86). Andhra Pradesh has shown the sharpest decline among all the major states (10.34%). The average annual exponential growth rate has declined from 2.14 % in 1981-91 to 1.93 % during 1991-2001. Uttar Pradesh continues to be the most populous state in the country with 16.17 % of India's population followed by Maharashtra (9.42 %) and Bihar (8.07 %). In fact the population of Uttar Pradesh (166 million) is more than the estimated population of Pakistan. It would be interesting to note that almost two third of India's population lives in States and Union territories which show a decline in growth rate during the decade 1991-2001 as compared to the previous decade.

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NUMBER OF MUNICIPALITIES IN EACH STATE

Table 8 : Highest number of Municipalities in the States

State	Tamil Nadu	Uttar Pradesh	Madhya Pradesh	Maharashtra	Karnataka
Nagar Nigam	6	11	20	15	6
Nagar Palika	102	226	106	228	122
Nagar Panchayat	611	444	283	*	89

* Please note Maharashtra has no Nagar Panchayat

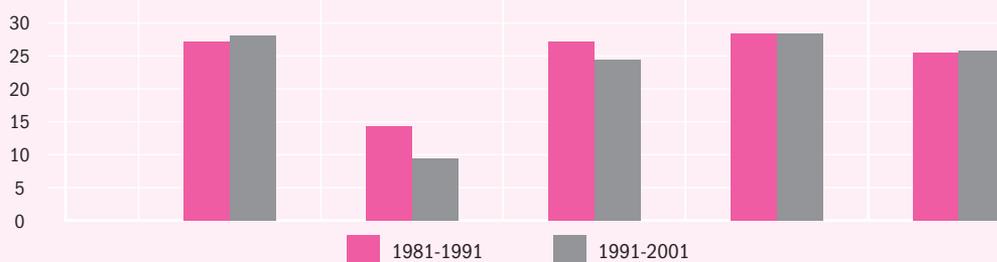
The data on number of municipalities suggests that Tamil Nadu has the highest number of municipalities in India and here the predominance is of Nagar Panchayats which means that the smaller centers predominate. Uttar Pradesh and Madhya Pradesh are second and third in ranking respectively and in both these places Nagar Panchayats are more. In Maharashtra there is absence of any Nagar Panchayat and in Karnataka, Nagar Palikas are more than Nagar Panchayats. The population size of smaller centres is less and so even if they are many in number the total Urbanisation rate is less.

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NUMBER OF MUNICIPALITIES IN EACH STATE

Table 9 : Overall population growth rate of states (Area of our work)

State	Haryana	Kerela	Madhya Pradesh	Rajasthan	Uttar Pradesh
1981-1991	27.14	14.32	27.24	28.44	25.55
1991-2001	28.06	9.42	24.34	28.33	25.80

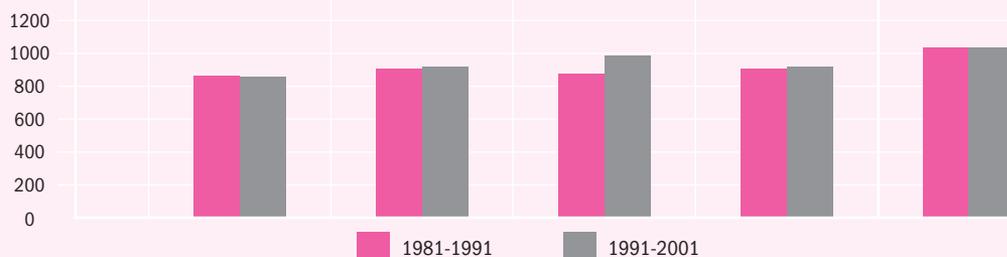


In the last decade Haryana and Uttar Pradesh have shown increase in the overall population growth rate while Rajasthan, Madhya Pradesh and Kerala have shown a decline.

SEX RATIO IN THE STATES

Table 10 : Sex ratio in the states

State	Haryana	Kerela	Madhya Pradesh	Rajasthan	Uttar Pradesh
1981-1991	865	910	876	912	1036
1991-2001	861	922	898	920	1058



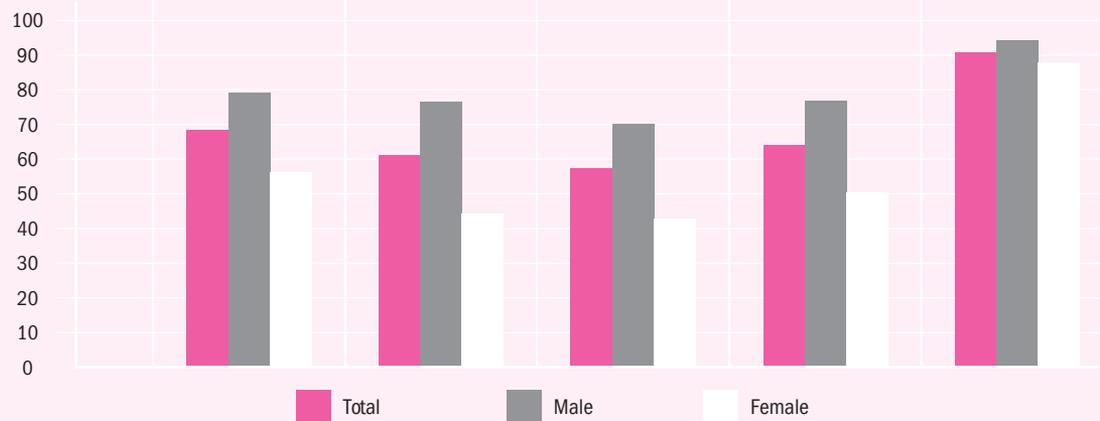
Apart from Haryana, in the last decade, the sex ratio has increased in all the other four states. Kerala still leads the team followed by Rajasthan, Madhya Pradesh and Uttar Pradesh.

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LITERACY RATE IN THE FIVE SELECTED STATES (OUR WORK AREA)

Table 11 : Literacy Rate in five selected states (2001) in percentages

State	Haryana	Kerala	Madhya Pradesh	Rajasthan	Uttar Pradesh
Total	68.39	61.03	57.36	64.11	90.92
Male	79.25	76.46	70.23	76.80	94.20
Female	56.31	44.34	42.98	50.28	87.86



Kerala is the most literate state followed by Haryana, Madhya Pradesh, Rajasthan and Uttar Pradesh. As far as female literacy is concerned the same trend is seen.

All the facts mentioned in the paper are based on the work done by PRIA and its partners in the states of Haryana, Uttar Pradesh, Madhya Pradesh, Kerala and Rajasthan

About PRIA

PRIA is an international center; for learning and promotion of participation and democratic governance. It is a non-profit voluntary organisation, promoting initiatives for the empowerment and development of the poor, marginalised and weaker sections of the society. Its interventions and programmes are based on the philosophy of participatory research and people centered approach.

PRIA recognizes the value of people's knowledge and the importance of their life experiences and learnings. It raises awareness of people's rights as provided for in the Constitution and aims at creating a conducive environment for the promotion of democratic governance.

Challenging traditional myths and questioning contemporary policies is a key element in PRIA's quest for promoting

equity and justice.

PRIA also undertakes socio-economic research and analysis, as well as a range of training programmes to develop capacities and skills of individuals and institutions. It promotes people's participation through its programmes at the grassroots level and encourages their involvement in the process of reviewing, developing and influencing disseminates and shares its experiences, findings, reflections, perspectives and analysis.

PRIA's contribution in the area of social development gains impetus through effective networks and partnerships. This creates multidimensional opportunities for institutions and individuals to interact, dialogue and provide space for growth and progress.



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