

**A STUDY OF TERRITORIAL EXPANSION OF CLASS-I CITIES OF NATIONAL
CAPITAL REGION-HARYANA**

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Abstract

The area under statutory towns in Haryana increased from 319.39 km² to 1499.84 km² between the period 1961-2011. This increase in urban area contributed by statutory towns found its explanation in territorial extension of municipal limits of as many as 59 towns, many of them undergoing revision in municipal limits more than once. There are 52 statutory towns in the NCR-Haryana sub-region as per 2011 census. As many as 38 statutory towns have experienced boundary change during the period 1961-2011. These also include those statutory towns that have come up later after 1961. This interesting figure points out to the fact that urbanization is lopsided in NCR-H region than in Non- NCR region. This is because cities are expanding more in NCR-H at the expense of small towns.

The cities in this region are attracting migrants due to which they are expanding faster both spatially as well as demographically. The present paper is an attempt to meaningfully analyze the dynamics of forces contributing to the areal extension of statutory towns of Haryana-NCR. The study is based on census data from 1961-2011.

Key Words: *urban area, statutory towns, territorial extension, urban conversion, population size categories*

Introduction

This paper attempts to understand the dynamics of forces affecting the territorial expansion of Class I cities of the state that lie in the National Capital Region. The researcher has examined the areal growth of cities as a result of the territorial changes in municipal limits since 1961 for an in-depth understanding of spatial, demographic and political implications of change in town limits.

Objectives

The basic objective of the present paper is to understand the underlying reasons of territorial expansion of Class I statutory towns of Haryana-NCR so as to evolve theoretical bases of territorial change in municipal limits.

In all eleven Class I cities of Haryana sub-region of the National Capital Region namely Gurgaon, Faridabad, Palwal, Rewari, Rohtak, Bahadurgarh, Sonipat, Panipat, Karnal, Jind and Bhiwani have been studied here.

Data Base and Methodology

The data on the change in jurisdictional limits of statutory towns and their distribution by population size categories have been drawn mainly from secondary sources like census publications and papers published by Directorate of Census Operations, Haryana, Chandigarh and Office of the Registrar General and Census Commissioner, New Delhi. The paper covers a period of 50 years (1961-2011).

1.1 NATIONAL CAPITAL REGION PLANNING BOARD (NCRPB)

According to **Nath (1988)**, “The need for regional planning for the national capital region was recognized by the central government as far back as 1961 when the first Master Plan for Delhi was being finalized. The plan recommended designation of a National Capital Region including the union territory of Delhi and adjoining areas of the neighbouring states, and establishment of a statutory board for preparation and overseeing implementation of a regional plan for it. However, a statutory board was not constituted due to opposition from the state governments of Uttar Pradesh and Haryana as they feared interference by the Central Government with their formulation of policies and development plans in their areas included within the region.” An advisory board was established within the Ministry of Home Affairs in 1961. However, the haphazard development with a profound impact on the ecology and economy of the region continued unabated. Finally, in 1985 under the enactment of the NCRPB Act by the Union Parliament and with the concurrence of the participating states of Haryana, Uttar Pradesh and Rajasthan, the statutory National Capital Region Planning Board (NCRPB) was constituted (<http://ncrpb.nic.in>)².

The Board is attached to the Ministry of Urban Development of the Central Government and has the Union Minister of Urban Development as its Chairman. The other members are the Chief Ministers of Uttar Pradesh, Haryana, Rajasthan and Delhi, and 16 other members including a full-time member secretary. In addition, the Chief Minister of Madhya Pradesh, Chairman, Railway

Board and Senior officials representing the Ministries of Road Transport and Highways, Finance and Power, and Senior Advisor (HUD) of the Planning Commission have been co-opted as members(Nath,1988).

Functions

The functions of the Board under Section 7 of the Act relate primarily to formulation and monitoring implementation of development plans for the NCR. It also helps co-ordinate the enforcement and implementation of Sub-Regional Plans and Project Plans by each of the participating States and the NCT, Delhi. The Board provides financial assistance to the State Governments and implementing agencies for implementation of development projects through long term soft loan/low interest rate up to 75% of the estimated cost. Section 8 of the Act empowers the Board to call for reports and information from the participating states and the Union Territory of Delhi with regard to preparation, enforcement and implementation of Functional Plans and Sub-regional Plans and to review the implementation of the Plans.

Constituent Areas

As defined in the Schedule {Section 2(f)} of the Act, 1985 and the subsequent notifications dated 14.03.1986, 23.08.2004 and 01.10.2013, the NCR¹ covers an area of 55,117 km² comprising entire NCT-Delhi (1,483 km²), 13 districts of Haryana (25,327 km²), 7 districts of Uttar Pradesh (14,861 km²) and 2 districts of Rajasthan(13,446 km²). It is a dynamic rural-urban region being the home of 529 lakh people. The region now has 24 Class I cities as compared to 17 earlier as per the 2001 census.⁽¹⁾ .

The strategy of the state government favouring development of towns and cities close to the National Capital, New Delhi and State capital, Chandigarh has resulted in the setting up of a large number of industrial/ urban estates in these towns. The development of urban/industrial estates by various agencies notably HUDA has resulted in the rapid expansion of these urban centres. 15 out of a total of 28 towns in Haryana, where urban/industrial estates have been developed, are located in the NCR (Fig.1.1).

Spatial implication encompasses areal growth and spatial transformation of a city when it undergoes revision in its municipal limits. Demographic implications include change in population due to extension of municipal boundaries. The addition in population exclusively due to expansion

⁽¹⁾ (In its 35th meeting held on 9/6/2015 under the Chairmanship of the Hon’ble Union Minister of Urban Development and Chairman of NCRPB, Shri M.Venkaiah Naidu, the NCR has been expanded to include three new districts, Karnal and Jind in Haryana and Muzaffarnagar in Uttar Pradesh.)

of municipal limits cannot be determined as the other factor of migration which also adds to the population of a city cannot be assessed separately. The rapidly growing population spilling into the surrounding rural areas of a city is definitely one of the factors leading to the necessity of revising municipal limits to curb haphazard urbanization. Political implications include the policies of the state government which favour development of certain urban pockets in the state at the expense of other urban centres.

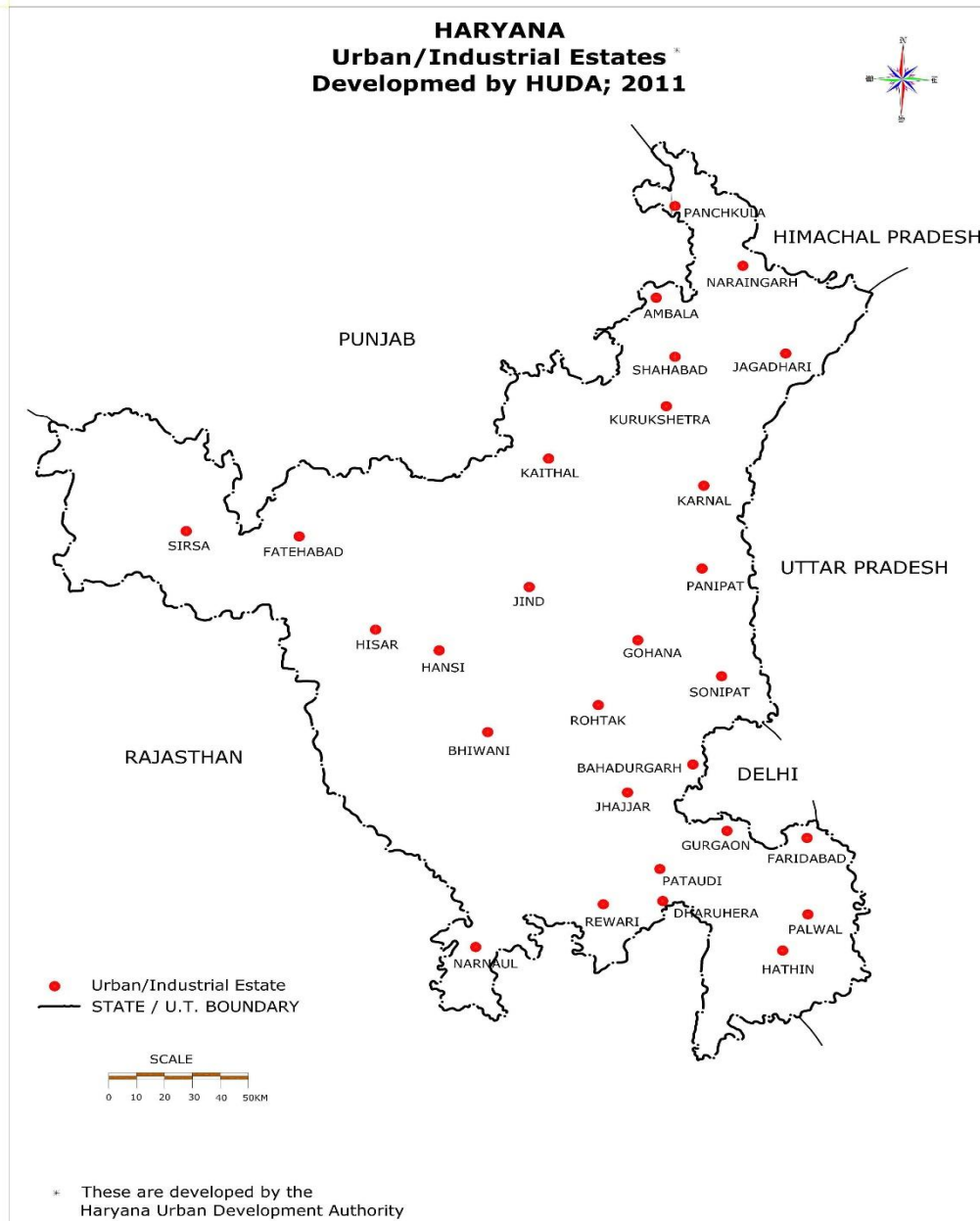


Fig. 1.1

1.2 AREAL GROWTH OF CLASS-I CITIES OF NATIONAL CAPITAL REGION-HARYANA

There are four constituent sub-regions of NCR – NCT of Delhi, 13 districts of Haryana, 7 districts of Uttar Pradesh and 2 districts of Rajasthan covering an area of 55,117 km². The Haryana sub-region comprises of following 13 districts (**Table 1 and Fig. 1.2**). There are 52 statutory towns in the NCR-Haryana sub-region as per 2011 census. As many as 38 statutory towns have experienced boundary change during the period 1961-2011. These also include those statutory towns that have come up later after 1961. The distribution of these statutory towns by population size categories reveals that all Class I and Class II towns have undergone boundary change while the same is not true in case of lower-class size towns. There is a decline in number of towns experiencing boundary change as one moves to the lower-class size towns which is commensurate to the population size category to which they belong to (**Table 1**).

Table 1

National Capital Region: Haryana Sub-Region

Sub-Region	Name of the Districts	Area (in sq.kms)
Haryana	Faridabad, Gurgaon, Nuh, Palwal, Mahendragarh, Rewari, Bhiwani, Rohtak, Jhajjar, Sonapat, Panipat, Karnal and Jind	25,327

Source : [http:// ncrpb.nic.in/](http://ncrpb.nic.in/)

Note: 1. Ministry of Urban Development vide notification no. S.O. 2979(E) dated 1.10.2013 notified additional areas of i.e. Bhiwani and Mahendragarh districts of Haryana State in NCR.

2. NCRPB in its 35th meeting held on 9/6/2015 chaired by Union Minister of Urban Development and Chairman of NCRPB, Shri M.Venkaiiah Naidu, has included two new districts of Karnal and Jind in NCR.

Fig 1.2



Table 2

NCR-HARYANA: Distribution of Statutory Towns that Underwent Boundary Change by Population Size Categories (1961-2011)

Size of Towns/Cities	Number of Statutory Towns	Number that have witnessed boundary change	Statutory Towns undergoing boundary change in each class (in per cent)
Class I (1 lakh plus)	11	11	100
Class II (50,000-99,999)	5	5	100
Class III (20,000-49,999)	21	14	66.66
Class IV (10,000-19,999)	14	7	50
**Class V (5,000-9,999)	1	1	
Total	52	*38	

Source: Census of India, various publications. Computed by the Researcher.

Note: * These include the Municipal towns that have emerged after 1961 and have experienced change in municipal limits.

** There is only one Class V town of Ateli as per 2011 census that has undergone minor revision in municipal limits during 1961-2011.

Table 2 reveals that all the Class I and Class II towns that lie in NCR-Haryana have witnessed boundary change unlike towns placed in lower population size categories. However, if one compares these figures with that of the entire state, 73 per cent of statutory towns that are in NCR-H have witnessed change in administrative limits as compared to 79.74 per cent of statutory towns in Haryana. This interesting figure points out to the fact that urbanization is lopsided in NCR-H region than in Non- NCR region. This is because cities are expanding more in NCR-H at the expense of small towns.

The cities in this region are attracting migrants due to which they are expanding faster both spatially as well as demographically. If one takes into consideration the figures regarding

percentage change in jurisdictional limits of statutory towns in Haryana for the period 1961-2011, then NCR towns have expanded substantially (440.17 per cent) in comparison to Non-NCR towns (187.96 per cent). In fact, 64.79 per cent of population of the state lives in the NCR area which is 57.28 per cent of total area of Haryana and the remaining 35.21 per cent of population of Haryana lives in rest of the non-NCR districts which is 42.72 per cent of the area of the state. The decadal growth rate for 2001-2011 in NCR area is 27.06 per cent while in non-NCR area, it is 14.91 per cent (census, 2011). The demographic dynamics has brought with it the areal growth and spatial transformation of Class I cities of NCR-H. However, population growth alone cannot explain the expansion of cities. There are other factors viz. connectivity, administrative status, govt. policies and planning that have an important bearing on the territorial expansion of cities.

Table 3

NCR-HARYANA: Change in Urban Area under Municipal Towns by Population Size Categories (1961-2011)

Size of Towns/Cities	Number of Municipal Towns	Towns with change in municipal limits	Urban Area (in sq.kms) 1961	Urban Area (in sq.kms) 2011	Percentage increase in Urban Area
Class I (1 lakh plus)	11	11	95.36	753.47	690.13
Class II (50,000-99,999)	5	5	34.71	40.99	18.09
Class III (20,000-49,999)	21	9	33.9	120.75	256.19
Class IV (10,000-19,999)	14	6	11.42	34.07	198.33
**Class V (5,000-9,999)	1	1	0.65	1.65	153.84
Total	52	*32	176.04	950.93	440.17

Source: Census of India, various publications. Computed by the Researcher.

Note:* These do not include the 6 Municipal towns that have emerged after 1961 and have experienced change in municipal limits. The towns that emerged after 1961 and experienced

expansion in municipal limits are 5 Class III towns of Samalkha, Kalanaur, Taoru, Taraori and Punahana and 1 Class IV town of Hassanpur.

** There is only one Class V town of Ateli as per 2011 census that has undergone minor revision in municipal limits during 1961-2011.

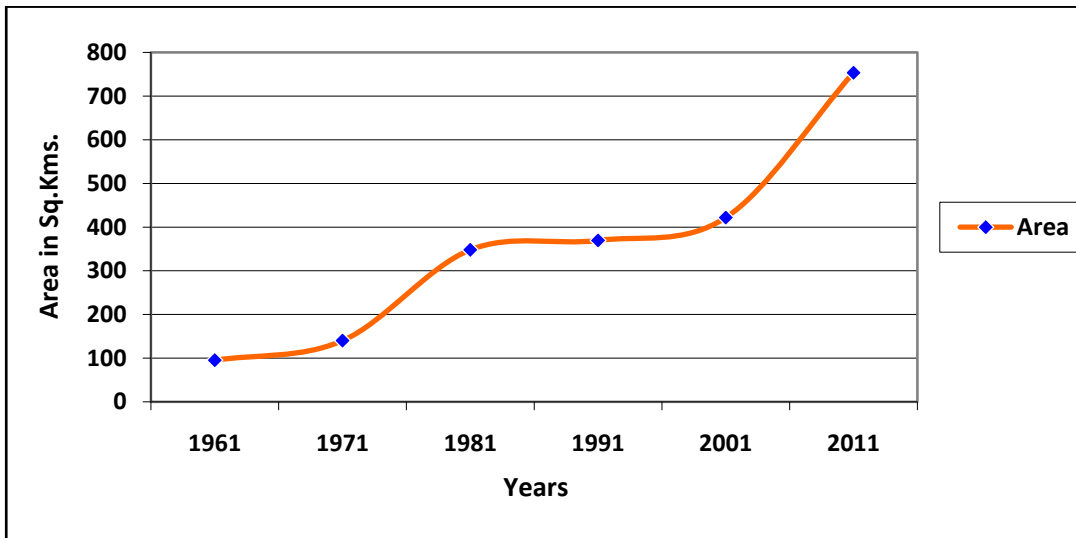
Of the 38 statutory towns of NCR-Haryana that underwent expansion in municipal limits out of a total of 52 statutory towns, 6 towns emerged after 1961. So, the total area of the 32 statutory towns of NCR-H was 176.04 km² in 1961. The area increased to 950.93 km² in 2011, an increase of as much as 440.17 per cent (the area of 6 towns that emerged after 1961 has been excluded). **Table 3** details the change in urban area of statutory towns by population size categories during the period 1961-2011.

Table 3 reveals that Class I municipal towns of NCR-H have registered maximum increase in jurisdictional limits. The total urban area under them was 95.36 km² in 1961 which expanded to 753.47 km² in 2011, an expansion of almost 8 times. These figures confirm that the Class I cities that lie in NCR-Haryana are undergoing rapid expansion in territorial limits and experiencing tremendous population growth. However, one needs to remember that the administrative boundaries of these cities do not represent the actual or real-world limits. This is because the limits of the geographical city change rapidly, depending on the rate of growth of a city while the administrative boundary is rather static (**Ramachandran, 1989**). Nonetheless, the Class I cities of NCR-H are undergoing frequent revision in administrative limits. The impetus for planned development of these regional centres as envisaged in the Development Plan of NCRPB has resulted in the rapid growth of these urban centres in Haryana.

Class III towns are next in hierarchy as far as expansion in territorial limits are concerned. They experienced an increase of 256.19 per cent in urban area during 1961-2011. The total of 9 towns out of 21 Class III towns which include Gharaunda, Sohna, Pataudi, Ferozpur Jhirka, Haileymandi, Maham, Jhajjar, Safindon and Mahendragarh have experienced expansion in municipal limits. The physical infrastructure of these towns is being developed to achieve uniform dispersal of growth in NCR. In comparison Class II towns of Gohana, Hodal, Charkhi Dadri, Narwana and Narnaul have experienced minor revision in municipal limits. In fact, Charkhi Dadri experienced a decline in municipal limits.

Fig. 1.3

Areal Growth of Class I Cities of NCR-Haryana



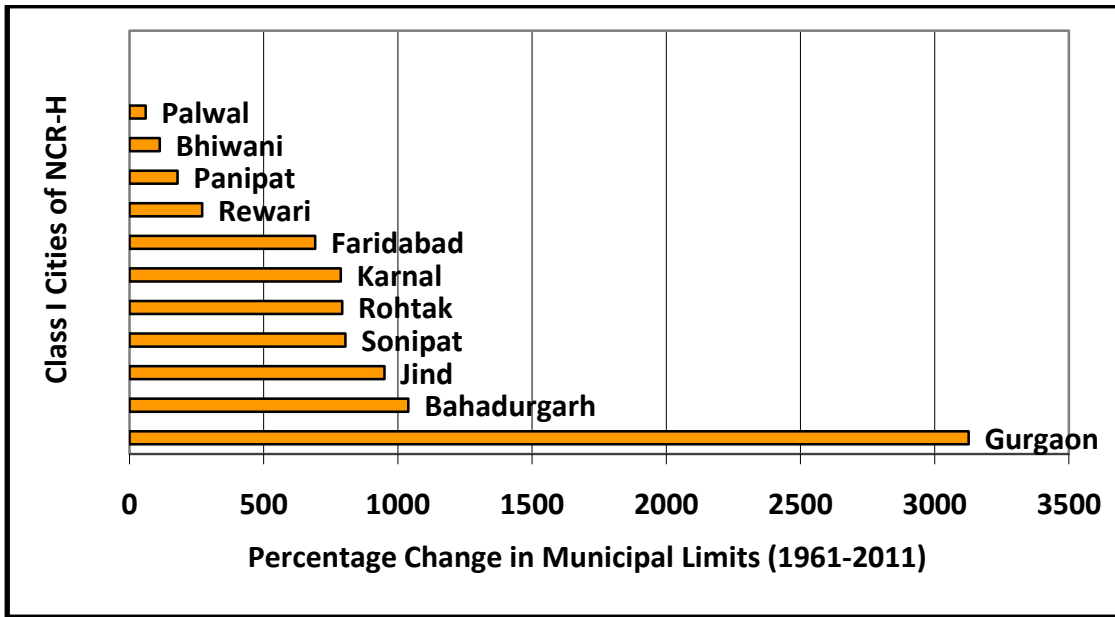
Therefore, one cannot conclude that all class size towns of NCR-H have experienced physical spatial expansion. There are exceptions too. However, one thing is certain that it is the Class I cities of NCR-Haryana that have experienced stupendous areal growth during 1961-2011 especially during the last decade (Fig. 1.3).

The graph shows that the Class I Cities of NCR-Haryana especially in the last 10 to 20 years have witnessed a major increase in the administrative limits.

The favourable policies of the government coupled with rapidly increasing population and vast employment potential of these cities that enjoy excellent connectivity to the National Capital explains the areal growth and subsequent spatial transformation of these urban centres. However, not all Class I cities have experienced frequent and massive expansion in municipal limits. Gurgaon, Bahadurgarh, Jind, Sonapat, Rohtak, Karnal and Faridabad have undergone major revision in their administrative limits during 1961-2011 but this is not so in the case of Rewari, Panipat, Bhiwani and Palwal (Fig.1.4).

Fig. 1.4

Class I Cities of NCR-Haryana: Percentage Change in Municipal Limits (1961-2011)



Note: 1. To maintain uniformity in comparison, the Class I Cities of Bhiwani, Karnal and Jind which have been declared part of NCR post 2011 have also been included.

2. Ministry of Urban Development vide notification no. S.O. 2979(E) dated 1.10.2013 notified Bhiwani district of Haryana State in NCR.

3. NCRPB in its 35th meeting held on 9/6/2015 chaired by Union Minister of Urban Development and Chairman of NCRPB, Shri M.Venkaiiah Naidu, included two new districts of Karnal and Jind in NCR.

Gurgaon has registered the maximum increase in municipal limits followed by Bahadurgarh, Jind, Sonapat, Rohtak, Karnal and Faridabad. The rest of the cities – Rewari, Panipat, Bhiwani and Palwal have on the other hand, registered less expansion of municipal limits during the period 1961-2011.

CONCLUSION

- There are 52 statutory towns in the NCR-Haryana sub-region as per 2011 census. As many as 38 statutory towns have experienced boundary change during the period 1961-2011. These also include those statutory towns that have come up later after 1961.

- There is a decline in number of towns experiencing boundary change as one moves to the lower-class size towns which is commensurate to the population size category to which they belong to.
- If one takes into consideration the figures regarding percentage change in jurisdictional limits of statutory towns in Haryana for the period 1961-2011, then NCR towns have expanded substantially (440.17 per cent) in comparison to Non-NCR towns (187.96 per cent).
- The Class I cities of NCR-H are undergoing frequent revision in administrative limits. The impetus for planned development of these regional centres as envisaged in the Development Plan of NCRPB has resulted in the rapid growth of these urban centres in Haryana.
- The favourable policies of the government coupled with rapidly increasing population and vast employment potential of these cities that enjoy excellent connectivity to the National Capital explains the areal growth and subsequent spatial transformation of these urban centres.

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