

**A STUDY OF EXPANSION IN MUNICIPAL LIMITS OF GURUGRAM (1961-2015), A  
CLASS I CITY OF NATIONAL CAPITAL REGION-HARYANA**

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**Abstract**

There are as many as 52 statutory towns in the NCR-Haryana sub-region as per 2011 census. Out of these, thirteen are Class – I cities that have experienced frequent revision in their administrative limits. The proximity and excellent connectivity to the National Capital explains the spatial expansion in territorial jurisdiction of many of these cities. Gurugram, a Class-I city of NCR-Haryana is one such example. The rapid urban-industrial development of Gurugram that experienced monumental expansion in jurisdictional limits from 5.18 km<sup>2</sup> in 1961 to 207 km<sup>2</sup> in 2010 was explained by its close proximity to Delhi. Establishment of industries, development of infrastructural facilities and coming up of new administrative, educational and trade activities created new employment opportunities and attraction for urban living which resulted in large scale influx of migrants. The present paper attempts to meaningfully analyze the spatial growth of ‘Millennium City’ to understand its transformation from a small town to the most important multifunctional urban centre of Haryana. The study is based on census data from 1961-2011 and urban land use data from 1961-2015.

**Key Words:** statutory town, spatial expansion, territorial jurisdiction, rapid urban-industrial development, connectivity, proximity, influx of migrants.

**Introduction**

Till the late seventies, Gurugram was a nondescript town. Gurugram is now one of the Central National Capital Region (CNCR) towns as per the Regional Plan-2021 of NCR. It is the district headquarter of Gurugram district which is bounded by NCT-Delhi and Jhajjar district in the north, Faridabad district in the east and Nuh district of Haryana and Alwar district of Rajasthan in the south and the district of Rewari in the west. Gurugram, also known as the ‘millenium city’ is located at a distance of 32 kms from the national capital of Delhi.

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**Objectives**

The basic objective of the present paper is to understand the underlying reasons of spatio-temporal change in territorial jurisdiction of Gurugram since 1961 in order to understand the dynamics of urbanization process.

**Data Base and Methodology**

The present study is based on the secondary data sources. Data pertaining to municipal limits was obtained from Gurugram municipal corporation office as well as from the Department of Town & Country Planning, Panchkula. Data regarding population growth was drawn from census publications and papers published by the Directorate of Census Operations, Haryana, Chandigarh.

**Selection of Mapping Techniques**

Municipal maps of different time period of Gurugram city were superimposed, reduced to same scale. Detailed land use maps were sourced from Department of Town & Country Planning, Panchkula and Office of Municipal Corporation, Gurugram. Arc GIS 9.3 and AutoCAD software were used to prepare the thematic maps.

**Transition from Municipal Committee to Municipal Corporation**

Gurugram was a municipal committee till 1991. In 2001, it was upgraded to a municipal council. Finally, it was accorded the status of a Municipal Corporation on 2<sup>nd</sup> June, 2008 vide notification no.18/1/95/2008-3C1 of the Department of Urban Local Bodies, Govt. of Haryana (As per section 2A of the Haryana Municipal Act, 1973, a municipal corporation is constituted for an urban centre when its population exceeds three lakhs).

**Population Growth of Gurugram**

At the time of formation of Haryana, Gurugram was among the seven towns which were district headquarters. It had a small population of 37,868 in 1961 which has now touched 8,86,519 as per 2011 census. The population of Gurugram grew by 50.94 percent during 1961-71 and by 55.90 percent during 1971-81. The proximity of Gurugram to the NCT-Delhi played a positive role in attracting people and commercial activities. However, there was a decline in population growth (36.32 percent) during 1981-91 but again in the nineties, with the enunciation of New Economic

Policy; Gurugram witnessed influx of multinational companies and substantial increase in residential, commercial and industrial space. There has been a dramatic jump in the population growth rate from 42.36 percent during 1991-2001 to 412.57 percent during 2001-2011. This has led to tremendous expansion of the territorial limits of the city (**Table-1**).

**Table - 1**  
**Gurugram City: Growth in Population (1961-2011)**

Census Year	Urban Population	Decadal Growth Rate (%)
1961	37,868	-
1971	57,161	50.94
1981	89,115	55.90
1991	1,21,486	36.32
2001	1,72,955	42.36
2011	8,86,519	412.57

**Source:**i) Census of India, 2001, General Population Tables, Haryana, Series-7, Tables - A4, Directorate of Census Operations, Haryana. ii) Haryana PCA 0618\_2011\_MDDS.

**Areal Growth of Gurugram City**

The planned development of Gurugram began in 1966 under the aegis of the Urban Estates Department, Haryana. The first Development Plan of Gurugram was published in 1971 for an estimated population of 1.25 lakh by 1991. Later in 1977 and 1982 it was revised for a prospective population of 2.5 lakhs and 10 lakhs respectively for 2001 A.D. The NCR plan assigned a population of 7 lakh by 2001 A.D. for Gurugram. However, as is clear from Table -1 Gurugram could cross 8 lakh mark only in 2011. Keeping in mind the recent growth spurt in 2001-2011 period due to liberalization and impact of globalization, the Regional Plan-2021 of NCR has assigned a population of 16.5 lakhs to the millennium city. To provide for the additional projected population and to give a concrete shape to the Gurgaon-Manesar Masterplan -2021, the Haryana Urban Development Authority (HUDA) has undertaken the ambitious task of development of new additional 58 residential, industrial and commercial sectors besides the existing 57 sectors that have already been fully developed and are now under the jurisdiction of Municipal Corporation, Gurugram.

Keeping in view the tremendous increase in population particularly during the last decade and upgradation in status from municipal committee to Municipal Corporation, there has been a

commensurate increase in areal extent from 5.18 km<sup>2</sup> in 1961 to 207 km<sup>2</sup> in 2010 of the city (Table-2 and Fig.1). Till 2001, Gurugram was an example of an under bounded town, where the urban area extended far beyond the legal limits. Approximately 9,881 hectares of urban area was outside the administrative limits in 2001. This was because majority of HUDA sectors that were fully developed were not included within the municipal limits.

With the constitution of Municipal Corporation on 2<sup>nd</sup> June 2008 vide notification no. 18/1/95/2008-3C1 of the Dept. of Urban Local Bodies, Govt. of Haryana and the extension of municipal limits to 167.14 km<sup>2</sup>; this lack of correspondence between the ‘geographical city’ and the ‘administrative city’ was overcome.

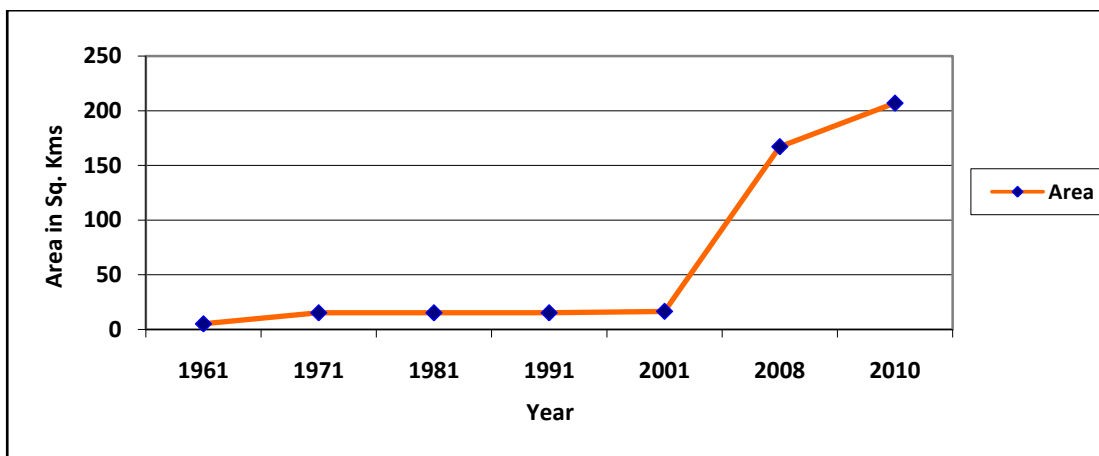
**Table - 2**  
**Gurugram City: Change in Territorial Jurisdiction (1961-2011)**

Census Year	Municipal Area (km <sup>2</sup> )	Change in Area(km <sup>2</sup> )
1961	5.18	-
1971	15.33	10.15
1981	15.33	-
1991	15.33	-
2001	16.57	1.24
2008	167.14	150.57
2010	207	39.86

Source: Municipal Corporation Gurugram, 2014.

Fig. 1

**Gurugram City: Areal Growth**



The areal extension is more along the National Highway, NH-48 leading to Jaipur and Gurugram-Sohna road which underlines the importance of connectivity as an important stimulus affecting change in territorial jurisdiction of towns. The Government policies have also had a positive impact on the areal growth of Gurugram. The favourable rules and laws that have allowed real estate developers to acquire land directly from the people rather than through the government has also facilitated the development and expansion of Gurugram. In 2010, an additional 39.86 km<sup>2</sup> area was added bringing the total area under Municipal Corporation to 207 km<sup>2</sup>(Fig.2). As many as 48 villages have come under the municipal jurisdiction of the Municipal Corporation of Gurugram during the last two extensions of 2008 and 2010 (See Appendix-1).

**Gurugram Municipal Corporation: Land Use Pattern (2010)**

Fig.3 reveals the land use pattern within the limits of Municipal Corporation Gurugram when the last extension of territorial limits took place in 2010. The broad land use classification shows that Gurugram is predominantly residential in character (Table - 3). There has been a massive influx of population in the city attracted by the huge employment generation in the city which has been accompanied by the vast range of housing offered by the booming real estate. The areal growth of the city has transformed its landscape. Vast swathes of agricultural land have been taken over by built-up area. According to Nangia and Gupta (2005), “Between 1971 and 2001, the area under agriculture within the city municipal limits has declined from 81% to 26.5% whereas the percentage share of ‘built up land’ category has increased from 8.96% to 66.42% during the same period.”

**Table - 3**

**Gurgaon Municipal Corporation: Broad Land Use Pattern, 2010**

Land Use Class	Area (in km <sup>2</sup> )	%
Residential	120.5	58
Commercial	6	3
Industrial	26.7	13
Agricultural Land	24.5	12
Village Abadi	4	2
Forest Land	13.5	6.5

Source: Computed from Fig. 3

Thus, considerable transformation in land use has taken place over the last few decades particularly the nineties onwards leading to scarcity of land. This has pushed up the land value and increased land speculation. This has resulted in unauthorized development of land uses – commercial, residential and industrial.

**Conclusion**

The rapid urban-industrial development of Gurugram that experienced expansion of municipal limits during 1961-2011 was explained by its close proximity to Delhi. Among all the 11 Class I cities of NCR-Haryana, Gurugram has registered the maximum percentage increase in municipal limits during the period 1961-2011. The establishment of industries, offices of various MNCs and other commercial ventures due to the encouragement of the state government has made it one of the fastest growing cities of Haryana. The over-spilling of industrial activity from Delhi, where the prices of land were exorbitantly high and where the planning agencies had imposed restrictions on the use of land for various purposes, were additional factors responsible for the growth of Gurugram. However, till 2001, Gurugram was an example of an under bound city where the urban area extended far beyond the municipal limits. It was only during the last decade of 2001-2011 when there was an upgradation in status to Municipal Corporation and a concrete shape was given to the Gurugram-Manesar Master plan 2021 that the city was able to expand its municipal limits to 207 km<sup>2</sup> substantially to be able to contain the rapid expansion in its geographical limits.

Fig. 2

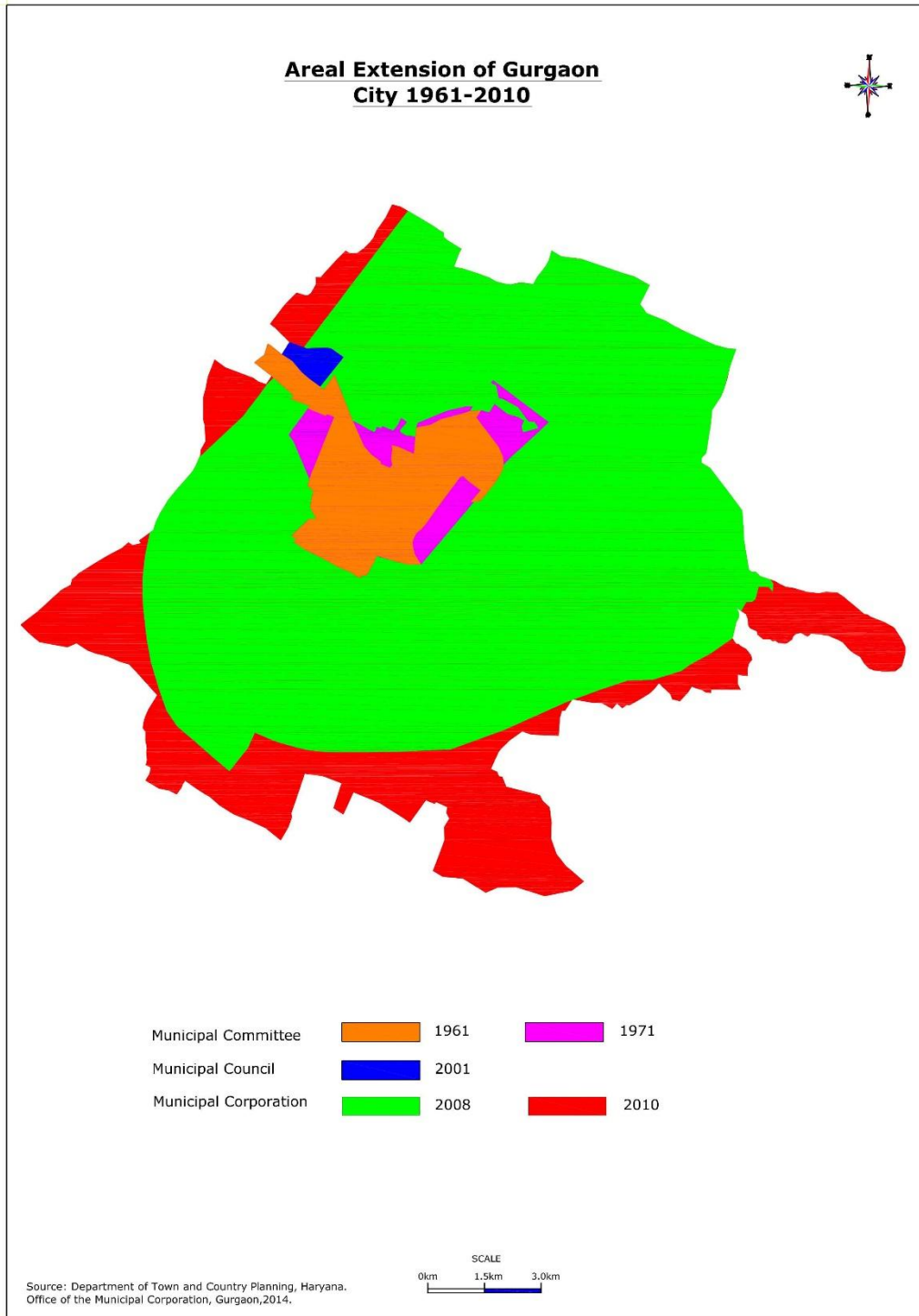
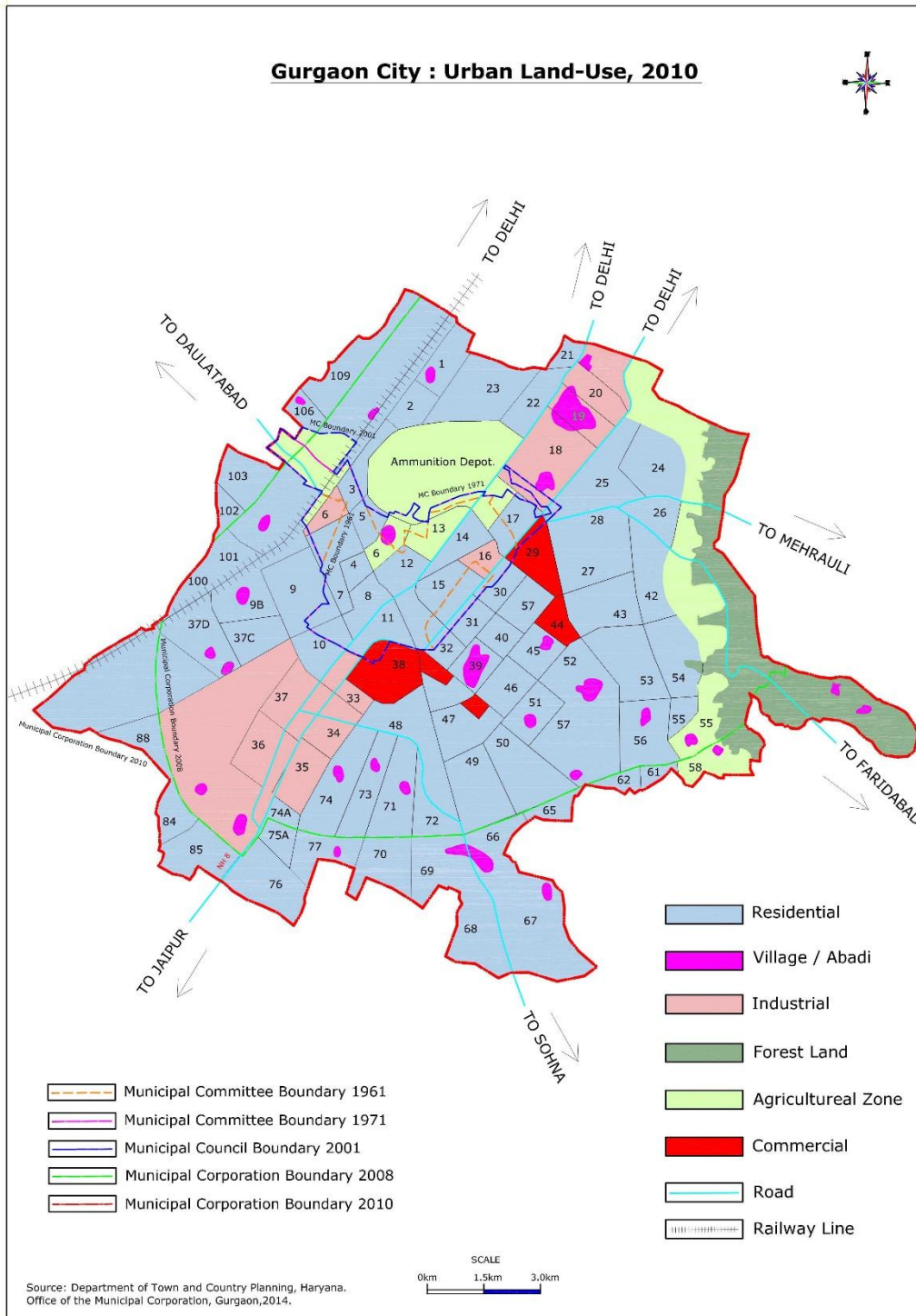




Fig. 3





## APPENDIX-1

**List of 48 villages and their area (in acres) falling in the Municipal Corporation of Gurugram.**

Sr. no.	Name of the Village	Area in acres
1.	Adampur	330.53
2.	Badshapur	3,407.69
3.	Basai	1,642.45
4.	BegampurKhatola	1,072.61
5.	Behrampur	257.23
6.	Bindapur	163.11
7.	Carterpuri	1,277.03
8.	Chakkarpur	1,483.75
9.	Chauma	1,829.93
10.	Daultabad	64.53
11.	Dhanwapur	1,028.50
12.	Dundahera	1,420.83
13.	Fatehpur	279.64
14.	Fazilpurjharsa	1,086.86
15.	Garauli Kalan	540.84
16.	Garauli Khurd	568.16
17.	Ghasola	393.00
18.	Ghata	1,356.18
19.	Gurgaon	4,224.28
20.	Gwal Pahari	1,357.14
21.	Haidarpur	662.62
22.	Harsaru	2,606.81
23.	HidayatpurChawani	846.00
24.	Inayatpur	490.84
25.	Islampur	641.17
26.	Jharsa	2,467.88
27.	Kadipur	762.19
28.	Kanhai	878.90
29.	Khandsa	1,599.02
30.	KhirkiDaula	1,296.46
31.	Mohammadpur Jharsa	729.50
32.	Mulahera	669.93
33.	Naharpur Rupa	379.85
34.	Narsinghpur	1,396.15
35.	Nathupur	1,396.15
36.	PawalaKusrupur	511.00
37.	Samaspur	405.41
38.	Sarai Alawardi	326.06

39.	Sarhaul	797.83
40.	Shahpur	254.90
41.	Sihi	1,168.87
42.	SikandarpurGhosi	648.05
43.	Silokhra	799.83
44.	Sukhrali	1,208.23
45.	Tigra	614.75
46.	Tikampur	208.40
47.	Tikri	612.68
48.	Wazirabad	3,234.88

Source: Office of the Municipal Corporation, Gurugram.

**Total Area = 50,490.09 Acres.**

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