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SOCIOLOGY

BLOCK : 2

KRISHNA KANTA HANDIQUI STATE OPEN UNIVERSITY

Subject Experts

Professor Chandan Kumar Sharma, Tezpur Central University

Dr. Sanjay Barbora, Tata Institute of Social Sciences, Guwahati

Course Co-ordinator: Dola Borkataki, KKHSOU

SLM Preparation Team

UNITS	CONTRIBUTORS
8	Dr. Indrani Sarma, Cotton University
9-15	Dr. Anannya Gogoi, Dibrugarh University

Editorial Team

Content : Dr. Sambit Mallick, IIT Guwahati

Language : Dr. Abhigyan Prasad, B. Barooah College, Guwahati

Structure, Format & Graphics : Dola Borkataki, KKHSOU

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BLOCK INTRODUCTION

This is the second block of the paper titled 'Rural and Urban Sociology' of M.A Sociology 2nd Semester programme of Krishna Kanta Handiqui State Open University. This block mostly intends to provide the learners a basic understanding regarding another specialised fields of Sociology i.e Urban Sociology. After reading this block the learners will be able to understand the different aspects of Urban society in India. However, Unit 8 of this block still focuses on Rural Society. It discusses various programmes of rural development that India has adopted after Independence It deals with the different five year plans and their focus on rural development. It also discusss the special programmes for the development of tribal areas.Unit 9 shall give an introduction to Urban sociology where the origin and development of Urban Sociology is discussed. Further a discussion has been made on the basic concepts of urban sociology . Unit 10 shall discuss the theoretical approaches in urban sociology. Here both traditional and contemporary theories of urban sociology has been discussed. Unit 11 deliberates on the growth of cities, its causes and also on the different types of cities. Unit 12 critically discusses the different problems of urban society like Slums, pollution, Human Trafficking so on and so forth. Unit 13 explains the objectives, principles, necessity and forms of town planning. Unit 14 describes the role of state, planning agencies, civic action, and N.G.O's in Urban governance. Unit 15 discusses Urbanization in Northeast India; its factors, issues and challanges.

While going through the units of the block, you will find that unit is further divided into certain sections and sub-sections, wherever necessary, for your better understanding. Again, the units carry certain *activities* after a particular section where needed. These "ACTIVITIES" will provide you the opportunity to practically apply your own thoughts based on the knowledge gained from reading the text in a particular section. Besides, in order to give you additional information on certain relevant topics, you will find a category called "LET US KNOW" after the sections in each unit. Another category that has been included at the end of each section of a particular unit is "CHECK YOUR PROGRESS". The purpose of this category is to help you to asses for yourself as to how thoroughly you have understood a particular section. You may then match your answers with "ANSWERS TO CHECK YOUR PROGRESS" given at the end of each unit. The section "FURTHER READING" in each unit contains the names of a few books which you might want to consult if you are intereted in learning more elaborately about the concepts discussed in a particular unit. Furthermore, the category called "POSSIBLE QUESTIONS" is intended to give you a hint of the type of questions you are likely to get in the examination.

UNIT 8 : PLANNED CHANGE FOR RURAL SOCIETY

UNIT STRUCTURE

8.1 Learning Objectives

8.2 Introduction

8.3 Five Year Plans and Rural Development

8.4. Panchayati Raj Institutions and Local Self Government

- 8.4.1 Empowerment of Women Through Panchayati Raj
- 8.4.2 Empowerment of Weaker Sections
- 8.4.3 Importance of Panchayati Raj

8.5 Special Programmes for Tribal Areas

- 8.5.1 The Tribal Sub-Plan
- 8.5.2 Special Policy Focus for the North-Eastern States

8.6 Let Us Sum Up

8.7 Further Reading

8.8 Answers to Check Your Progress

8.9 Model Questions

8.1 LEARNING OBJECTIVES

After going through this unit, you will be able to-

- identify the different areas for rural development
- explain the importance of the Five Years Plan in the context of rural development
- discuss the role played by the Panchayati Raj Institutions (PRIs) in the development activities of the rural societies
- discuss the success and failure of different Government initiated programmes of rural development.
- elaborate various pertinent measures for the overall well-being of the tribals through the implementation of special programmes.

8.2 INTRODUCTION

The first three units have set the stage by providing detail discussions on Indian village societies and their distinctive characteristics. We have also discussed the changing scenario of the Indian villages with regard to the transition in occupational structures, agrarian structure, land ownership patterns during pre-British, British times to the present. The relevance and the significance of rural development assume a greater place in the post-Independence India. Unit III also explicates the nature of agrarian structure in India. It can be said that although this structure has changed substantially from colonial times to the present, it remains highly unequal across India. The structure acts as a constraint on agricultural productivity. The progress of land reforms measures are necessary not only to boost agricultural growth but also to eradicate poverty in rural areas and bring about social justice. The slogan for the removal of poverty has taken a variety of forms in different government policies. In the Five Years Plan, rural development has been treated as the nation's topmost priority. They involve extending benefits of development to the rural masses over an overall development of the society in the true sense. Thus, rural development has been considered essential for national development and social welfare of the people. Right from the beginning of economic planning in the country, the problem of rural development has been receiving high priority.

After Independence, the Government introduced a whole gamut of policies to provide the rural people with special programmes of development as already discussed in the previous unit. One of the major objectives of these programmes is the eradication of rural poverty and to bring about a 'just equal society'. The major aspects of rural development in India are strengthening the socio-economic infrastructure of development in rural areas, alleviating poverty and reducing poverty. The idea of rural development is derived from the Constitution itself which promises to secure for all citizens' equality of status and of opportunity' and to bring about a

pattern of 'ownership and control of material resources' as would best subserve the common good.

Rural development is, therefore, forms an integral part of the overall development planning in India. We can trace the beginning of the rural development in India in the Community Development Programme (CDP) introduces during the First Five Year Plan. It was followed by various rural development programmes introduced in the subsequent plan periods. Land reforms, co-operatives, panchayati raj and community development movements, are supposed to be the four solid pillars on which a prosperous, dynamic and genuinely democratic rural social system is attempted to be built by the Government of Independent India. In the previous unit, we have discussed about the issues and concerns of various peasant movements in India. In this unit, we will elaborate on the planned change for rural development, that is, different Five Years Plan and their focus on rural development. This unit also throws light on the Panchayati Raj Institutions (PRIs) and their role in decentralisation of power and development.

8.3 FIVE YEARS PLANS AND RURAL DEVELOPMENT

After Independence, the Planning Commission was appointed with Prime Minister Jawaharlal Nehru as the Chairman. The First Five Year Plan (1951-56) was formulated in 1951. In the very first plan, there is a clear recognition of the need for rural development. With the dawn of Independence, concerted efforts have been undertaken by the Government to bring about improvements in the conditions of the living standards of rural masses. Successive Five Year Plans continued to put forward the goals of rural development in order to create an equitable society. Different programmes of the Government treated rural development as nation's topmost priority. Thus, rural development consists of -

- Development in the agricultural sector.
- Raising the standard of living of the rural people.
- Improvement in the health conditions of women and children, sanitation, water supply, hygiene, education, transport and communication, etc.
- Awareness building among the rural masses about the implementation of various development plans and programmes by the Government.
- Development of cooperative, small-scale village industries, Self-Help Groups (SHGs), etc. to make the villagers economically prosperous.
- Special land reforms measure to tackle the problems of inequalities in landholdings and land distribution.

Let us discuss the different Five Year Plans and their focus on rural development. The excerpts from each of the eleven Five Years Plans to bring out the role of rural development are as follows:

- Excerpts from First Five Year Plan (1952-56): The first Five year plan laid its top priority on rural development. It provided emphasis on agriculture, irrigation, resettlement schemes for landless agricultural workers, and training and experiments in cooperative organisations. To keep pace with progress in the various other sectors of the economy especially in industry, irrigation and power concentration emphasis was given on transportation and communication. For the development of basic industries like fertilizer, electrical equipments provisions were also made. Small scale and village industries were also taken into consideration in the first five year plan.
- Excerpts from Second Five year Plan (1956-61): During this plan period also, the overall emphasis was to promote rural development. Some of its objectives were -

- A sizeable increase in national income so as to raise the level of living in the country
- A large expansion of employment opportunities and
- Reduction of inequalities in income and wealth and a more even distribution of economic power.
- The plan aimed at promoting socialist model of development which might help in the formation of a society with a socialist pattern. It holds, "this means that the basic criterion of development must stress on greater equality in terms of incomes and wealth".

- Excerpts from Third Five Year Plan (1961-66): The principal aims of the third five year plan were -

- To achieve self sufficiency in food grains and increase agriculture production to meet the requirement of industry and exports. As the economy of India based on agriculture, the rate of growth in agricultural production was one of limiting factor in the growth of Indian economy hence priority was given on agriculture.
- To utilise to the fullest possible extent the manpower resources of the country and to ensure a substantial expansion in employment opportunities; and
- To establish progressively greater equality of opportunity and to bring about reduction in disparities in income and wealth and more even distribution of economic power

- Excerpts from Fourth Five Year Plan (1969-74):

- During the fourth plan, the government introduced new strategies of Intensive Agricultural District Programme and Intensive Agricultural Area Programme. Major changes were brought about with the introduction of the high-yielding varieties.

- Again, a new emphasis has been attached to the role of agricultural technology as a major input of agricultural production. A number of steps have been taken to facilitate organisation and development of agricultural research. The Indian Council of Agricultural Research was reorganised in 1965. An important step was the establishment of agricultural universities which were conceived to combine the functions of education, research and extension education. Nine agricultural universities has been set up so far.

- In view of the importance assumed by inputs and services such as improved seeds, chemical fertilizers, plant protection, implements, machinery, irrigation facilities and agricultural credit, several new public institutions were promoted and provided with funds to lend support to agricultural production programmes.

- In 1964, the Agricultural Prices Commission was set up to advice government from time to time on appropriate price policies for agricultural commodities. In the same year, the Food Corporation of India was established which, for the first time in the country which sought to provide in all-India machinery for purchase of foodgrains.

The Fourth Plan has also introduced special programmes for imparting training and education to the farmers so that they understand the use and importance of new technology in increasing agricultural productivity.

In addition to this, the fourth Five Year Plan emphasises on to improve progressively the production techniques of small industries so as to enable them to produce quality goods and to bring them to a viable level.

- Excerpts from Fifth Five Year Plan (1974-79): Some of the important highlighted areas for rural development during this plan period are:

- In the Fifth Five Year plan emphasis was given on removal of poverty and achievement of self-reliance. The strategies relate to growth in

three leading sectors. These were agriculture, energy and critical intermediates and the creation of additional employment opportunities.

- The Fifth Five Year Plan envisaged the reduction of disparities of all kinds— social, economic and regional—must always remain one of the central objectives of the developmental planning.

- Excerpts from Sixth Five Year Plan (1980-85): The Sixth Five Year Plan has been formulated taking into account the achievements and failures of the past three decades of planning, recent economic developments which have a bearing on the growth prospects of the country. The removal of poverty is the foremost objective of the Sixth Plan. During the plan period, the following important strategies to improve the economic well-being of rural areas had been undertaken:

- Improving the productivity and income from small holdings through detailed advice on the use of land and water based on the following four criteria:

- **Ecology:** Integrating ecological considerations in land use patterns which would help to avoid the problems of water logging, salinisation, erosion, etc. in irrigated areas and to elevate and stabilise production in un-irrigated areas through water harvesting and conservation.

- **Economics:** Since most of our farmers have low input purchasing and risk taking capacity, it is essential that the land use patterns suggested both in irrigated and unirrigated areas should be based on considerations of costs, returns and risks. Also, marketing opportunities will have to be carefully studied and appropriate advice given to farmers, so that their efforts are adequately rewarded. The economic issues involved in the entire production-trade-consumption chain will have to be addressed.

- **Energy:** The land and water use pattern should be based upon the optimum utilisation of the available forms of renewable and non-renewable forms of energy.

- **Employment:** The aim of land use should be to optimise the opportunities for gainful employment and to make it possible for introducing labour diversification and subsidiary occupations for landless labour families. State Land Use Boards assisted by a Central Land Use Commission will pay priority attention to the reorientation of current patterns of land use on the above lines.

- Farmers' own organisations for storage and marketing particularly of perishable commodities will be promoted since this will help to protect small and marginal farmers from exploitation by middlemen. Rich organisations would be provided by Government with appropriate support in the areas of trade.

- The Minimum Needs Programme (MNP) introduced in the Fifth Five Year Plan continued during the Sixth Plan also. Its major thrust areas of development are: elementary education, rural health, rural water supply, rural roads, rural electrification, housing assistance to rural landless labourers, environment improvement of urban slums, nutrition, etc.

Under the MNP scheme, efforts were made to provide safe drinking water to the rural population throughout the country. It also envisaged on strengthening the health conditions in the rural areas in order to achieve 'Health for All' by 2000 AD. Special attention had been paid to provide health care facilities and infrastructure in a manner such that the communities can benefit fully. The nutrition programme on the other hand, has two components—(a) Special Nutrition and (b) Mid-Day Meals. The Special Nutrition Programme (SNP) was introduced on the non-Plan side during 1970-71 and subsequently was brought into the Fifth Plan as a part of the Minimum Needs Programme. The Mid-day Meals (MDM) Programme for the age group 6-11 was introduced in 1962-63. It was made a part of the Minimum Needs Programme in the Fifth Plan. It continued as part of the MNP in the Sixth Plan.

- Excerpts from Seventh Five Year Plan (1985-90): Some of the important features of the seventh plan are as following:

- The economic betterment of the poorer sections cannot be achieved without social transformation involving structural changes, educational development, growth in awareness, and change in out-look, motivation and attitudes. Improvement of literacy and education, both through formal and non-formal means, and the imaginative use of various mass media for communicating useful information and knowledge as well as for changing the outlook of the people by instilling in them the egalitarian spirit the urge for and confidence in achieving self-betterment through co-operative endeavour are essential for speeding up the process of socio-economic transformation.

- There have been various deficiencies in the implementation of the poverty alleviation programmes. However, there has been a distinct improvement in the actual implementation of these programmes over the Sixth Plan. The Approach to the Seventh Plan reiterates the goal of bringing down the percentage of population below the poverty line to less than 10 by 1994-95. Therefore, the special programmes for income generation for the poor through assets endowment and wage employment for them will be continued at an accelerated pace during the Seventh Five Year Plan.

- It also sought to train rural youths with the objective of providing technical skills to rural youths to enable them to take up self-employment in the broad fields of agriculture and allied activities, industries, services, and business activities, the scheme of Training of Rural Youth for Self-Employment was started on 15th August, 1979.

- It was noticed in the first three years of the Plan that the benefits under the IRDP were not flowing to women in adequate measure. Therefore, a programme for Development of Women and Children in Rural Areas (DWCRA) was introduced in September, 1982 with a view to increasing

their income and also to provide support services needed to enable them to take up income-generating activities. Efforts were also be made to integrate with the DWCRA other programmes for the development of Women and Children, viz., the Integrated Child Development Services (ICDS) and other state programmes like Social Inputs for Area Development (SIAD), so as to provide a larger and more comprehensive coverage of women and children in the rural areas. The programme also envisages that this target group would be the focus for convergence of other services like family welfare, health care, nutrition, education, child care, safe drinking water, sanitation and shelter to improve the welfare and quality of life of the family and the community.

- The major thrust of the Minimum Needs Programme in the Seventh Plan would be to integrate the programme with other rural development and anti-poverty programmes so as to create necessary linkages in the delivery services.

- Eradication of adult illiteracy and the development of a programme of continuing adult education is a major thrust area in the Seventh Plan. Primary health care will be further expanded in the Seventh Plan, with emphasis on preventive and promotive aspects. Effective linking of health and health-related services like nutrition, safe drinking water supply, sanitation, housing, education and social welfare will be sought to attain the goal of health for all by 2000 AD.

- Rural electrification: During the Seventh Plan, Minimum Needs Programme aims at ensuring coverage of 65 per cent of villages in all the States and Union Territories at the end of 1989-90 under Village Electrification.

- The National Rural Employment Programme will be continued in the Seventh Plan as an important component of the anti-poverty strategy

- During the Seventh Plan, serious efforts will be made to involve voluntary agencies in various development programmes, particularly in the planning and implementation of programmes of rural development.

- Excerpts from Eight Five Year Plan (1992-97):

- Elimination of poverty continues to be a major concern of development planning. Expansion of employment opportunities, augmentation of productivity and income levels of both the underemployed and employed poor would be the main instrument for achieving this objective during the Eighth Plan.

- The Child Care Activities (CCA) component was introduced in the DWCRA programme in 1995-96 with the objective of providing child care services for the children of DWCRA women. Similarly the Information, Education and Communication (IEC) component was introduced to generate awareness among rural women about the development programmes being implemented for their upliftment and welfare. The Eighth Plan also saw the extension of the Community Based Convergent Services (CBCS), a component of DWCRA, to 141 districts of the country.

- The National Social Assistance Programme (NSAP) came into effect from 15th August, 1995. The programme represents a significant step towards the fulfillment of the Directive Principles in Articles 41 and 42 of the Constitution through the enunciation of a National Policy for social assistance benefits to poor households in the case of old age, death of the primary breadwinner and maternity. It is a Centrally Sponsored Scheme with 100 per cent Central assistance provided to States/UTs. This programme has three components: namely (i) National Old Age Pension Scheme (NOAPS); (ii) National Family Benefit Scheme (NFBS); and (iii) National Maternity Benefit Scheme (NMBS) which are targeted at people living below the poverty line. Under the National Old Age Pension Scheme (NOAPS), old age pension of Rs.75 per month is

provided to persons of 65 years and above who are destitute. The National Family Benefit Scheme (NFBS) provides a lump sum family benefit of Rs.10,000 to the bereaved household in case of the death of the primary bread winner irrespective of the cause of death. This scheme is applicable to all the eligible persons in the age group 18 to 64. Under the National Maternity Benefit Scheme (NMBS) there is a provision for payment of Rs.500 per pregnancy to women belonging to poor households for pre-natal and post-natal maternity care upto the first two live births. This benefit is provided to eligible women of 19 years and above.

- The IRDP would continue to be the major self-employment programme, targeted towards families living below the poverty line in the rural areas.

- Excerpts from Ninth Five Year Plan (1997-2002):

- The Ninth Plan lays special emphasis on seven basic minimum services and will make all efforts to achieve a minimum level of satisfaction in providing these in partnership with the State Governments and the Panchayati Raj Institutions (PRIs). The seven basic services are - safe drinking water, primary health facilities, universal primary education, nutrition to school and pre- school children, shelter for the poor, road connectivity for all villages and habitations, and the Public Distribution System (PDS) with a focus on the poor.

- Direct poverty alleviation programmes will continue on an expanded scale in the Ninth Plan.

- In the Ninth Plan, the focus would be on pursuing an integrated approach under IRDP by subsuming the existing sub-schemes of Training of Rural Youth for Self-Employment (TRYSEM) and Supply of Improved Toolkits to Rural Artisans (SITRA), Development of Women and Children in Rural Areas (DWCRA) and Ganga Kalyan Yojana (GKY) into the main programme.

- Provision of marketing facilities is an important aspect of infrastructural development. In the Ninth Plan alternative strategies would be formulated for developing a suitable marketing infrastructure under IRDP.

- In the Ninth Plan the issue of agrarian restructuring will continue to receive the top most priority.

- Excerpts from Tenth Five Year Plan (2002-2007):The Tenth Five Year Plan, covering the period 2002-03 to 2006-07, represents but another step in the evolution of development planning in India. In the 55 years that have passed since our Independence, the challenges, the imperatives and the capabilities of the nation have undergone profound changes. Some of the major steps toward rural development are -

- Agricultural development has been viewed as a core element of the plan, since growth in this sector is likely to lead to the widest spread of benefits especially to the rural poor.

- The Tenth Plan aims at a major revival of public investment in irrigation capacity and water management. Greater attention will also have to be paid to rain water harvesting and increasing the irrigation potential through scientific watershed development and minor irrigation. There is also considerable scope to improve the efficiency of the existing irrigation infrastructure through better and more participative management practices.

- The second priority must be the development of other rural infrastructure that supports not only agriculture, but all rural economic activities. Of all forms of rural infrastructure, the impact of rural roads in widening the opportunities and alternatives available to our people has a dominant effect. This activity is labour intensive and its direct contribution to employment creation can be considerable. However, while constructing rural roads, connectivity of public health centres, schools, market centres, backward areas, tribal areas and areas of economic importance should be given priority. Acceleration in the rural electrification

programme is also essential for improving irrigation and for giving a boost to non-farm economic activities.

- The third area that needs attention is the development and dissemination of agricultural technologies. Strengthening of the agricultural research and development system, with special emphasis on bio-technology, and a significant improvement in the degree of sophistication in the technology dissemination methods are essential to achieving rapid and sustained growth in agricultural productivity.

- It is proposed that the various poverty alleviation schemes be rationalised into three main initiatives -

  - Self-employment through the Swarnajayanti Gram Swarozgar Yojana (SGSY) which would adopt a process oriented approach involving micro-finance and micro-credit flows through social mobilisation and group formation. This scheme should also contribute significantly to the objective of gender equity since the participation of women in self-help groups has been most encouraging.

  - Wage employment through the Sampoorna Grameen Rozgar Yojana (SGRY) which will focus on the creation of rural infrastructure and on calamity relief.

  - Guaranteed employment in the most distressed districts of the country through the Jai Prakash Rozgar Guarantee Yojana (JPRGY).

- Development in Social Infrastructure are -

  - Education for all must be one of the primary objectives of the Tenth Plan. Efforts should also be made for social mobilisation of local communities for adult literacy campaigns and for promotion of primary education.

  - Improvement in the health status of the population has been one of the major thrust areas in social development programmes of the country.

This was to be achieved through improving the access to and utilisation of health, family welfare and nutrition services with special focus on underserved and under-privileged segments of population.

- To fill the gaps in elementary education mentioned above, the Government of India launched the Sarva Siksha Abhiyan (SSA), in the year 2000- 2001, a key programme through which goals of elementary education sector are going to be met. It is a significant step towards providing elementary education to all children in the age group of 6-14 years by 2010.

The Sarva Siksha Abhiyan is a time bound initiative of the Central Government, in partnership with the States, the local Government and the community for achieving the goal of Universalisation of Elementary Education (UEE). The Abhiyan seeks to bring about convergence of the existing institutional effort for elementary education at the State and district level. The programme seeks functional decentralisation right down to the school level in order to improve community participation. The programme would cover the entire country. The duration of the programme in every district will depend upon the District Elementary Education Plan (DEEP) reflecting the specific needs of each district.

- Excerpts from Eleventh Five Year Plan (2007-2012): India is a nation with over 300 million poor people, a number that has barely declined over the last three decades of development. It is therefore essential that the Eleventh Five Year Plan address the task of reducing the numbers of the poor.

Since NREGA is a right-based programme, articulation of demand by the rural poor is the basic premise of its operation, especially if wage seekers are not literate and not organised. Generating awareness among local rural communities through Information, Education, and Communication becomes critical for enabling the rural poor to articulate demand. Full knowledge of the rights that NREGA confers to the rural poor is the most important

prerequisite to enable them to seek employment as per their choice of time and duration.

Persistent efforts made by the government to fine-tune the self employment programmes during various Plan periods, especially oriented towards improving the implementation quality, yielded some new concepts that emerged at various times and got consolidated. The need to integrate the cluster approach, capacity building, skill upgradation, infrastructure including marketing development and technology penetration were felt more acutely with every passing year.



CHECK YOUR PROGRESS

Q 1: What are the different components of rural development?

.....

Q 2: Fill in the blanks:

(a) _____and _____were developed as new strategies during the Fourth Plan.

(b) _____was set up in 1963.

(c) In 1964_____was set up.

8.4 PANCHAYATI RAJ INSTITUTIONS AND LOCAL SELF GOVERNMENT

Panchayati Raj means democratic decentralisation. The idea is to ensure a functioning and vibrant democracy at the village or grassroot level. Panchayats have been an integral part of the Indian rural culture. It was Gandhiji who realised the importance of village panchayat as an important instrument of rural development, and of promoting and nurturing democracy at the grassroots. He asserted that unless panchayats were invested with adequate powers villagers cannot have the real swaraj. Panchayati Raj is also claimed as a real democratic political apparatus which would bring the masses into active political participation and also would establish a genuine

political control from below, from the vast majority of the weaker sections of rural India. Para IV in Article 40 of the Indian Constitution of India was introduced at his insistence. The article states: 'The state shall take steps to organise village panchayats and endow them with such powers and authority as may be necessary to enable them to function as units of self-government.' In January 1957, the Government of India (GoI) appointed a committee under the chairmanship of Balwant Rai Mehta to study the working of the Community Development Programme (CDP), and suggest how best it could be maintained and implemented. The committee recommended a three-tier system of local government, named as 'panchayati raj' by Jawaharlal Nehru.

At the grassroots or village level was to be formed by village panchayats, at the middle of the block level was to be panchayat samitis, and at the apex or the district level, zila parishad were to be formed. Thus, the new bodies were to have wide range of powers and adequate finance. The committee offered two broad directional thrusts: (a) it argued that there should be administrative decentralisation for effective implementation of development programmes and (b) the decentralised administrative system should be under the control of elected bodies. The three tier structure of the PRIs was brought into existence after the Mehta Committee scheme was approved by the National Development Council (NDC) in January 1958. The NDC affirmed the objectives behind the introduction of democratic institutions at the district and block levels, and suggested that each state should work out the structure which suited its condition best.

The new system of PRIs was first adopted in Rajasthan and Andhra Pradesh in 1959, and thus, PRIs have been in existence in India since then. However, there were inter-state variations in the structural pattern, tenure and responsibilities entrusted to them. With a view to grant a constitutional status to PRIs in the country and to bring about uniformity, the Indian Parliament passed the 73rd Constitutional Amendment Act 1992, in December 1992. This act came into force with effect from 24 April 1993.

It envisages the establishment of panchayats as units of local-self government in all states and Union Territories, except the tribal areas in the states of Nagaland, Meghalaya and Mizoram and certain other Scheduled areas. Subsequently, in December 1996, the provisions of the 73rd amendment were extended to the tribal and other scheduled areas also, through an act of Parliament. Adequate powers and responsibilities were to be devolved upon for economic development and social justice, as entrusted to them under the items listed in the Eleventh Scheduled to the Constitution. Significantly, the 73rd Amendment does not have a provision for the Constitution of gram sabhas, but their powers and functions have to be specified by the state legislatures. However, in the extended act, constitution of gram sabhas is mandatory.

- Some Salient Features: Some of the Salient features of the 73rd Constitutional Amendment Act, 1992 are as follows -

- The gram sabha has been envisaged as the foundation of the panchayati raj system. It shall perform such functions and exercise such powers as may be entrusted to it by the state legislatures.

- There shall be three tiers of panchayats, at the village, intermediate and district levels. Only states having population not exceeding 20 lakhs will have the discretion to not constitute panchayat at the intermediate level.

- Seats in a panchayat at every level are to be filled by direct election from territorial constituencies demarcated for this purpose. In addition, there would be ex-officio members also, as provided in the state legislation.

- Seats shall be reserved at every level of the panchayat for Scheduled Castes (SCs) and Scheduled Tribes (STs) in proportion to their population in a given panchayat area, and for women to the extent of not less than one-third of the total number of seats. Reservation for offices of chairpersons of panchayats at every level shall also be made

for SC/ST, in proportion to the total number of chairpersons of panchayats at each level as the population of the SC and the ST in the state bears to the total population of the state, and for women to the extent of not less than one-third of the total number of office of chairpersons in the panchayats at each level.

- The term of office of panchayats shall be five years, and elections must be completed before the expiry of its duration; if dissolved earlier, elections must be completed within six months from the date of dissolution.

- A State Finance Commission shall be constituted in every state, to go into the principles governing the distribution and devolution of financial resources between the panchayats and states.

- The superintendence, direction and control of the preparation of electoral rolls and conduct of all elections to panchayats shall be vested in Election Commission.

- The Eleventh Schedule has been added to the Constitution, which denotes 29 subjects/functions which could be entrusted to the PRIs.

In the wake of 73rd amendment, democratically elected panchayats have been constituted in most of the states. The revival and democratisation of the panchayati system is seen as a significant step in strengthening and institutionalising grass root democracy. The panchayati raj system has generated tremendous enthusiasm in the development sector as a representative institution, which will effectively voice the needs and aspirations of the people. However, importantly it is based upon the notion that greater participation of people in the local affairs will improve the quality and reach of government services, particularly improving the quality of lives at the grassroots. For proponents of democratic decentralisation, the main challenge lies in improving the delivery of public services for the rural masses so that it maximises their participation in governance. In this context, governance has to be such that it allows people to equally participate in the

decision-making process for an overall development of the society. No society will develop if the process of governance is made unilateral without incorporating the people's voice.

- Functions of Panchayati Raj: As already discussed in detail, the structure of Panchayati Raj is designed in such a way that the 73rd Constitutional Amendment Act gives certain powers and functions to the three-tier structure of the Panchayati Raj. The idea is to decentralise the power of rural administration to the elected representatives. The Act enables the elected representatives to take their own decisions within the framework of the Act. Some of the important functions of the Panchayati Raj are as following -

- Agricultural development and irrigation facilities
- Eradication of poverty
- Land Reforms
- Dairy farming, poultry, piggery and fishery
- Rural housing
- Safe drinking water
- Social forestry, fodder and fuel
- Primary education, adult education and informal training
- Women and Child Development
- Markets and Fairs
- Roads and Buildings
- Welfare of weaker sections, Scheduled Castes and Scheduled Tribes

Some Special Provisions are -

- Protection of Land
- Minor Forest Produce
- Water Resources
- Village Markets
- Development
- Enforcement of prohibition

On the whole, the Panchayati Raj system empowers the total functioning of the village system.

8.4.1Empowerment of Women Through Panchayati Raj

The participation of women in self Government encompasses structural changes in the rural socio-economic situation in order to achieve the prosperity and welfare, which is the ultimate goal of all development. Panchayati Raj is the best system of empowering women and it is the lowest unit of local government and its efficient working, clear image and activism can be the basis for good governance.

The 73rd Constitutional Amendment Act has made an effort to give some special powers to women in all the three tiers of Panchayati Raj. It is argued that even women should have their share in the decisions made about the development of the village. The reservation of one-third seats for women alongside the scheduled castes and scheduled tribes is therefore a bold step towards the empowerment of women. Efforts to empower women are not statutory only. Women are empowered through women emancipation movement, education, communication, media, political parties and general awakening.

In the earlier phase of development planning, the concept of women's development was mainly 'welfare' oriented during the sixties, women's education received priority along with the measures to improve maternal

and child health and nutrition services. During the seventies, there was a definite shift in the approach from 'welfare' to 'development' which started recognising women as participants in development. The eighties adopted a multidisciplinary approach with a special trust on the there core implementation of programmes for women under different sectors like agriculture and its allied activities of dairying, small animal husbandry, handlooms, handicrafts, small scale industries, etc. Recognising the role and contribution of women in development, the early nineties made a beginning in concentrating on training cum-employment cum-income generation programmes for women with the ultimate objective of making them economically independent and self-reliant.

Thus, the UN Declaration of 1975 compelled the national government to shift its emphasis on women's programmes from welfare to development. Earlier, to this declaration, a number of welfare programmes were adopted by the government. But these programmes do not provide any solution to the problems of women. Therefore, development of women has been preferred as against the welfare programmes. Another significant effort made towards the empowerment of women is the document released in 1995 after the Women's World Congress at Nairobi. Following this, a national document was prepared laying down forward-looking strategies for women's development. In that, the question of women's participation in political process was highlighted and it was recommended that 35 per cent of the total seats should be reserved for women. It was also recommended that some posts should also be reserved for women at the block and village level bureaucracy. On the economic front, a number of income-generating schemes were introduces for women. In addition, provisions were also made to keep certain proportion of women as beneficiaries in all the developmental schemes like, Integrated Rural Development Programme (IRDP), Jawahar Rozgar Yojana (JRY), and Training of Rural Youth and Self-Employment (TRYSEM). Thus, it is found that a number of national and international events, coupled with the complex social and economic factors influencing

the decisions as regards the status of women, culminating in the reservation of 33.3 per cent of the total seats for them at the Panchayat level.

8.4.2 Empowerment of Weaker Sections

Empowerment of weaker sections goes back to the constitutional provisions which provide for developmental and protective safeguards for scheduled castes, scheduled tribes and other backward classes. The developmental safeguards include Tribal Sub-Plan area for implementing are a development in tribal majority parts. The development programmes implemented in these areas provide for individual beneficiary schemes and Community Development Programmes. The objective of these programmes is to improve the quality of life of the weaker sections of the society. And these weaker sections are mostly concentrated in India's villages.

8.4.3 Importance of Panchayati Raj

Sociological understanding provides a unique perspective to the study of the PRIs in Indian society. When a sociologist studies Panchayati Raj, he makes inquiries in the decentralisation of power at the grassroot level of the society. A.R. Desai rightly points out that from a sociological point of view, the study of the Panchayati Raj is important because India is engaged in the task of nation-building. He says, the country cannot progress in an integrated way unless we take into consideration the village land problems, cooperatives, Panchayati Raj and village cooperatives. His observation runs as below:

'Land reforms, cooperatives, Panchayati Raj and community development movements are supposed to be the four solid pillars on which a prosperous, dynamic and genuinely democratic rural social system is attempted to be built by the government of independent India.

Panchayati Raj is also claimed as a real democratic political apparatus which would bring the masses into active political control from below, from the vast majority of the weaker section, poorer sections of rural India.'

Thus, the study of Panchayati Raj, according to sociological perspective, is the study of -

- the decentralisation of democratic power, and
- the study of groups which exercise power and an enquiry into the impact of development projects on the backward people of the village.

In short, Panchayati Raj is studied in terms of the structure of rural society and its transformation. It can, therefore, be said that for the success of democracy-decentralised governance is indispensible and for that the Panchayati Raj (PRIs) is the best example. Panchayati Raj System as a process of democratic decentralisation of power aims at providing a broad base to affording the much needed training ground for future leadership; creating an awareness and initiative in the rural people about community development programmes, proper utilisation of the available manpower and other rural resources which have mostly remained under-exploited and un-utilised; participation in the management of rural affairs; bringing rural consciousness among the officials and impressing upon the utility of coordinated and inter-related approach to various development programmes; ensuring quicker acceptance of new ideals in the countryside; and planning an overall balanced development of rural areas and thus raising the standard of living of the rural people.



CHECK YOUR PROGRESS

Q 3: List down the important functions of the Panchayati Raj.

.....

Q 4: What are the different income generating schemes introduced for development of women?

.....

Q 5: Fill in the blanks:

(a) Panchayati Raj means_____

(b) Balwant Rai Mehta Committee was formed in_____

8.5 SPECIAL PROGRAMMES FOR TRIBAL AREAS

Tribals are spread across the country mainly in the forest and hilly regions. More than 70 per cent of the Scheduled Tribes (STs) population is concentrated in Madhya Pradesh, Maharashtra, Orissa, Bihar, Andhra Pradesh, West Bengal, Gujarat and the North-Eastern States. The essential characteristics of these communities are primitive traits, geographical isolation, distinctive culture, shyness of contact with communities at large and backwardness. The greatest challenge that the Government of India has been facing since independence is the proper provision of social justice to the scheduled tribe people, by ameliorating their socio-economic conditions. Scheduled Tribes, Scheduled Castes and denotified tribes constitute the weakest section of India's population, from the ecological, economic and educational angles. They constitute the matrix of India's poverty. As discussed in the previous section, it can be said that the development of tribals is based on two dimensional approaches -

- Promotion of developmental programmes through planned efforts.
- Protection of interests of Scheduled Tribes through Constitutional, legal and administrative support.

Therefore, various Schemes and Programmes have been adopted by the government for tribal welfare can be divided into five broad categories: education, health and sanitation, economic, communication and housing, socio-cultural and political. Special Tribal Development Blocks have been created at the state level to supervise the tribal policies and programmes. The State Development Boards are also responsible for introducing more productive strains of cattle into tribal areas. Minor irrigation schemes like digging of wells and small canals which are extremely suitable for hilly tribal areas also fall under these Boards. Traditional Handicrafts are also encouraged by the governments and often grants and loans are available for setting up cottage industries in the tribal areas. There are also special provisions for starting handicrafts cooperative in the tribal areas. Expenditure

on health and education is also rooted through State Development Blocks. The special emphasis is given to universalising primary education among tribal population.

In this section, we shall discuss different Government initiated programmes and policies for tribal development in detail.

8.5.1 The Tribal Sub-Plan

Tribal Sub-Plan (TSP) in a way is the lifeline for the socio-economic development of tribal people. The Tribal Sub-Plan strategy was introduced for the first time in the Fifth Five Year Plan for the rapid socio- economic development of tribal people. This strategy was evolved on the recommendations of an Expert Committee set up by the then Ministry of Educational and Social Welfare in 1972. The objective of the tribal sub-plan has been spelt as development of the area with focus on the Scheduled Tribes population within the sub-plan area. Briefly, the concept consists identification of Development Blocks within a State having more than 50 per cent of Scheduled Tribe population and launching of a massive effort of tribal development within that 'sub-Plan Area'.

The effort for tribal development has been conceived as total in the financial and physical senses. This means that the totality of financial resources available is required to be channelised as investment in the tribal areas and a total matching physical effort is to be mounted to translate the investment into concrete benefits for the tribal families. The unit of planning, an Integrated Tribal Development Project (ITDP) in a State, comprised an aggregate of Development Blocks. The ITDP being smaller than a district and bigger than a Development Blocks appears more feasible for planning. The lowest unit of execution of the programme is the Development Block; it has a development team with the Block Development Officer as its leader. Programmes have to be planned for an ITDP in the shape of a sub-Plan for the tribal region of the State. Guidelines laid down that planning should be based on the needs of the area and the people, and hence, the process

has to be commenced at the grass-root level, that is, the Development Block, and funneled upwards to the ITDP, State and national levels.

➢ Some Salient Features of the Sub-Plan:

❍ It falls within the ambit of a State or a UT plan meant for the welfare and development of tribals. Such a plan is a part of the overall plan of a State or UT, and is, therefore, called a sub-plan. The benefits given to the tribals and tribal areas of a State or a UT from the TSP are in addition to what percolates from the overall Plan of a State/UT.

❍ The TSP strategy has been in operation in 21 States and 2 UTs. These States and UTs are:- Andhra Pradesh, Assam, Bihar, Chhattisgarh, Gujarat, Himachal Pradesh, Jammu & Kashmir, Jharkhand, Karnataka, Kerala, Madhya Pradesh, Maharashtra, Manipur, Orissa, Rajasthan, Sikkim, Tamil Nadu, Tripura, Uttar Pradesh, Uttaranchal, West Bengal, Andaman & Nicobar Islands, Daman & Diu. In Arunachal, Meghalaya, Mizoram & Nagaland, the TSP concept is non-applicable since in these States tribals represent more than 50% of the population.

❍ The Tribal Sub-Plan strategy requires (i) identify the resources for TSP areas; (ii) prepare a broad policy framework for the development; and (iii) define a suitable administrative strategy for its implementation.

❍ The most significant aspect of this strategy is to ensure flow of funds for TSP areas at least in equal proportion to the Scheduled Tribes population of each of the State and UT.

❍ The TSP fund of the State Plan with regard to TSP component of various departments/sectors of the States is put in a different demand head in the budget of the Tribal Development Department of the State.

❍ An amount equivalent to 10% of the total allocation under Article 275(1) is earmarked and used as an instrument to bring about changes in the institutional framework for adoption of the TSP and is to be allocated by the Central Govt. (Ministry of Tribal Affairs) only among the State/States

actually releasing, in the previous financial year, more than 75% of the approved TSP funds to the implementing agencies through the budget head of the Tribal Development Department of the State. In case of the tribal majority States, utilisation of 75% of the grants released under the Central Sector Schemes of the Ministry also qualifies for consideration of this incentive.

- Special Central Assistance (SCA) to Tribal Sub-Plan: Special Central Assistance (SCA) to Tribal Sub-Plan is provided by the Ministry of Tribal Affairs to the State Governments/UT Administrations as an additive to the State Plan in areas where State Plan provisions are not normally forthcoming to bring about a more rapid economic development of tribals in the States/UTs. The scheme was launched as early as in the Fifth Five-Year Plan. Till the end of Ninth Five-Year Plan, the SCA to TSP was meant for filling up of the critical gaps in the family-based income-generation activities of the TSP.

From the Tenth Five Year Plan period, the objective and scope of SCA to TSP has been expanded to cover the employment-cum-income generation activities and the infrastructure incidental thereto not only family-based, but also run by the Self-Help Groups (SHGs)/Community. The ultimate objective of extending SCA to TSP is to boost the demand based income-generation programmes and thus raise the economic and social status of Tribals. SCA is provided to 21 Tribal Sub-Plan States and 2 Union Territories including North-eastern States of Assam, Manipur & Tripura. However, since 2003-04, the funds meant for UTs have been provided in the budget of Ministry of Home Affairs.

The main features of the Special Central Assistance (SCA) to Tribal Sub-Plan (TSP) are as follows -

- Support to tribal population below the poverty line.
- 70% of the SCA is required to be used for Primary Schemes supporting family/SHG/community based employment and income generation in

sectors such as agriculture/horticulture, land reforms, watershed development, animal husbandry, ecology & environment, development of forest and forest villages, development of entrepreneurship in SSI etc. The remaining 30% is to be used for development of infrastructure incidental thereto.

- Priority is to be accorded to the neglected tribals living in forest villages and synchronisation with programmes of Joint Forest Management (JFM).
- Women's Development is to be accorded top priority.
- SCA is to form an integral part of the Annual Plan of the State
- 10% of the allocation is earmarked for providing incentives to the States for effective implementation of the TSP in letter and spirit.

TABLE: Percentage of Scheduled Tribes (ST) Population in Different States and Union Territories (UTs) in India

Sl. No	States	Percentage of ST Population
1	Madhya Pradesh	14.51
2	Maharashtra	10.17
3	Orissa	9.66
4	Gujarat	8.87
5	Rajasthan	8.42
6	Jharkhand	8.40
7	Chhattisgarh	7.85
8	Andhra Pradesh	5.96
9	West Bengal	5.23

10	Karnataka	4.11
11	Assam	3.92
12	Meghalaya	2.36
13	Nagaland	2.10
14	Jammu and Kashmir	1.31
15	Tripura	1.18
16	Mizoram	1.00
17	Bihar	0.90
18	Manipur	0.88
19	Arunachal Pradesh	0.84
20	Tamil Nadu	0.77
21	Kerala	0.43
22	Uttarakhand	0.30
23	Himachal Pradesh	0.29
24	Dadra and Nagar Haveli	0.16
25	Sikkim	0.13
26	Uttar Pradesh	0.13

(Source: Annual Report 2010-11, Ministry of Tribal Affairs, Government of India)

8.5.2 Special Policy Focus for the North -Eastern States

In terms of the guidelines issued by the Planning Commission, all Central Ministries/Departments are required to earmark at least 10 per cent of their

budget allocation for specific programmes for the development of the North Eastern Region and Sikkim. Pursuant to these guidelines, the Ministry has been allocating funds for development of the North-Eastern including Sikkim. The funds provided are usually in excess of 10 per cent of the total budget allocation. The Ministry releases grants to the State Governments under various Central Sector and Centrally Sponsored Schemes. It also releases grants under the Schemes of Grant-in-Aid to Non-Governmental organisations working in various States/UTs directly under the Schemes of 'Grant-in-Aid to NGOs', Strengthening of Education of ST Girls in Low Literary Districts, Vocational Training Centers and the Development of Particularly Primitive Tribal Groups (PTGs). The grants under all the schemes excepting grants to States as Special Central Assistance to the Tribal Sub-Plan and under Article 275(1) of the Constitution of India are released on receipt of new proposals from the State Governments and subject to the availability of funds under the schemes. The Ministry has been giving adequate attention to release the grants to the North-Eastern States under such Central Sector and centrally sponsored schemes and has ensured a flow of at least 10 per cent of the budget allocation under these schemes to the North Eastern States.



CHECK YOUR PROGRESS

Q 6: What do you understand by Tribal Sub-Plan?

.....

.....



LET US KNOW

TRIFED: Indian Tribal Co-operative Marketing Development Federation Limited (TRIFED) has been working for the marketing and export of forest products as well as for generating higher income for the tribals. It provides training to the tribals living in and around the forest areas and also purchase minor forest products (such as tamarind, lac, mahua, chironji, etc.) from them. In central India (mainly Madhya Pradesh, Jharkhand, etc.), collection of NTFPs is more important for the tribals because it fulfills their need for subsistence, gives employment opportunity. They collect edible roots, tubers and beets, leaves and pot herbs, flowers, vegetables, fruits, oil seeds, kusum, mahua, palas, karanj, tendu leaves, etc. largely for household consumption. It these exceed the consumption needs, they are sold in open markets. Some states, NTFPs have been nationalised and directly come under marketing control of the government. Collection, processing and marketing of these NTFPs provides significant employment to the rural tribal population. The TRIFED provides employment opportunities to many such people.



ACTIVITY

1. Discuss the different development issues taken up by different five year plans in India.

   .....

2. Discuss the different issues taken up in India for social development.

   .....



8.6 LET US SUM UP

- Rural development has been considered essential for national development and social welfare of the people. Right from the beginning of economic planning in the country, the problem of rural development has been receiving high priority.

- After Independence, the Planning Commission was appointed with Prime Minister Jawaharlal Nehru as the Chairman. The First Five Year Plan (1951-56) was introduced in 1951. In the very first plan, there is a clear recognition of the need for rural development. With the dawn of Independence, concerted efforts have been undertaken by the Government to bring about improvements in the conditions of the living standards of rural masses. Successive Five Year Plans continued to put forward the goals of rural development in order to create an equitable society.

- Panchayati Raj means the institution for democratic decentralisation. The idea is to ensure at the village or grassroot level a functioning and vibrant democracy. Panchayats have been an integral part of the Indian rural culture.

- In January 1957, the Government of India (GoI) appointed a committee under the chairmanship of Balwant Rai Mehta to study the working of the Community Development Programme (CDP), and suggest how best it could be maintained and implemented. The committee recommended a three-tier system of local government, named as ‘panchayati raj’ by Jawaharlal Nehru.

- The three tier structure of the PRIs was brought into existence after the Mehta Committee scheme was approved by the National Development Council (NDC) in January 1958. The three tier-structures consist of: (a) village panchayat (b) panchayat samiti (c) zilla parishad.

- The new system of PRIs was first adopted in Rajasthan and Andhra Pradesh in 1959, and thus, PRIs have been in existence in India since then. However, there were inter-state variations in the structural pattern, tenure and responsibilities entrusted to them.

- With a view to grant a Constitutional status to PRIs in the country and to bring about uniformity, the Indian Parliament passed the 73rd Constitutional Amendment Act 1992, in December 1992. This act came into force with effect from 24 April 1993. It envisages the establishment of panchayats as units of local-self government in all states and Union Territories, except the tribal areas in the states of Nagaland, Meghalaya and Mizoram and certain other Scheduled areas. Subsequently, in December 1996, the provisions of the 73rd amendment were extended to the tribal and other scheduled areas also, through an act of Parliament.

- Tribals are spread across the country mainly in the forest and hilly regions. More than 70 per cent of the Scheduled Tribes (STs) population is concentrated in Madhya Pradesh, Maharashtra, Orissa, Bihar, Andhra Pradesh, West Bengal, Gujarat and the North-Eastern States.

- The greatest challenge that the Government of India has been facing since independence is the proper provision of social justice to the scheduled tribe people, by ameliorating their socio-economic conditions. Scheduled Tribes, Scheduled Castes and denotified tribes constitute the weakest section of India's population, from the ecological, economic and educational angles. They constitute the matrix of India's poverty.

- A number of special programmes and measures have been taken by the government for tribal welfare.



8.7 FURTHER READING

1) Annual Plan (2010-2011). Ministry of Tribal Affairs. Government of India.

2) Deogaonkar, S.G. 1994. Tribal Administration and Development. New Delhi: Concept Publishing Company.

3) Mohammed, Iqbal. 2011. Panchayati Raj and Rural Development. New Delhi: DPS Publishing House.

4) Planning Commission website. (http:// www.planningcommission.nic.in).

5) Singh, Katar. 1986. Rural Development: Principles, Policies and Management. New Delhi: Sage Publications.

8.8 ANSWERS TO CHECK YOUR PROGRESS

Ans to Q No1: Different components of rural development are -

(a) Development in the agricultural sector.

(b) Raising the standard of living of the rural people.

(c) Improvement in the health conditions of women and children, sanitation, water supply, hygiene, education, transport and communication, etc.

(d) Awareness building among the rural masses about the implementation of various development plans and programmes by the Government.

(e) Development of cooperative, small-scale village industries, Self-Help Groups (SHGs), etc. to make the villagers economically prosperous.

(f) Special land reforms measure to tackle to problems of inequalities in landholdings and land distribution.

Ans to Q No 2: (a) Intensive Agricultural District Programme and Intensive Agricultural Area Programme.

(b) National Seeds Corporation.

(c) Agricultural Price Commission.

Ans to Q No 3: Some of the important functions of the Panchayati Raj system are -

(a) Agricultural development and irrigation facilities

(b) Eradication of poverty

(c) Land Reforms

(d) Dairy farming, poultry, piggery and fish rearing

On the whole, the Panchayati Raj system empowers villagers with the total functioning of the village system.

Ans to Q No 4: Integrated Rural Development Programme (IRDP), Jawahar Rozgar Yojana (JRY), and Training of Rural Youth and Self-Employment (TRYSEM) are the different income generating schemes introduced for development of women.

Ans to Q No 5: (a) Decentralisation (b) 1957

Ans to Q No 6: The National Commission on Women was set up in 1990.

Ans to Q No 7: The Tribal Sub-Plan strategy was introduced for the first time in the Fifth Five Year Plan for the rapid socio- economic development of tribal people. This strategy was evolved on the recommendations of an Expert Committee set up by the then Ministry of Educational and Social Welfare in 1972. The objective of the tribal sub-plan has been spelt as development of the area with focus on the Scheduled Tribes population within the sub-plan area. Briefly, the concept consists identification of Development Blocks within a State having more than 50 per cent of Scheduled Tribe population and launching of a massive effort of tribal development within that 'sub-Plan Area'.

8.9 MODEL QUESTIONS

Short Questions (Answer each question in about 150 words)

Q 1: Write short notes on the following:

(a) Decentralisation

(b) Rural development

(c) Three-tier structures of the PRIs

(d) TRYSEM

(e) Poverty reduction schemes of the Government

(f) Function of the PRIs in rural development

(g) Tribal Sub-Plan

Q 2: Briefly discuss the Special Central Assistance to Tribal Sub-Plan and its relation to tribal development.

Long Questions (Answer each question in about 300-500 words)

Q 1: Evaluate the Five Year Plans and their emphasis on rural development in India.

Q 2: Outline the factors of success and failure of the Panchayati Raj Institution.

Q 3: Delineate the history of evolution of Panchayati Raj Institution in India.

Q 4: Discuss the evolution of Tribal Sub-Plan as a strategy for tribal development in India.

** ** **

UNIT 9: INTRODUCTION TO URBAN SOCIOLOGY

UNIT STRUCTURE

9.1 Learning Objectives

9.2 Introduction

9.3 Origin and Scope of Urban Sociology

9.4 Rural and Urban differences

9.5 Urban sociology in India

9.6 Basic concepts of Urban Sociology

9.6.1 Urbanization

9.6.2 Process of Urbanization

9.7 Impact of urbanization

9.8 Sub- Urbanization and Over- Urbanization

9.9 Let Us Sum Up

9.10 Further Reading

9.11 Answers to Check Your Progress

9.12 Model Questions

9.1 LEARNING OBJECTIVES

After going through this Unit, you will be able to-

- know about the origin of the discipline of urban sociology
- understand the basic concepts used in urban sociology
- explain the social impacts of urbanization
- discuss the conceptual differences related to issues of urbanization.

9.2 INTRODUCTION

The scientific inquisition of studying the types of societies found in different human civilizations is as old as the inception of the discipline of sociology itself. Although the founders of sociology engaged in a quest to find uniformities in societies in order to generalize the principles of social evolution, they were disappointed. Out of this disappointment arose the scientific exercise of classifying societies into different categories on the

few similarities that appeared among certain social settings. From this exercise emerged the practice of scientific identification of binaries such as the rural and the urban, the folk and the urban, the primitive and the modern, the pre-industrial and the industrial. In the previous units, we have talked about the different aspects of rural sociology starting from its origin, nature and scope to its endeavour in understanding the social, political and economic life of rural society. This unit shall introduce to us the origin, nature and scope of urban sociology and some of the basic concepts used in Urban Sociology.

The study of the urban is one such endeavour to understand the differences between social settings and to inquire about the commonalities within the specified social setting. The specialized study of urban societies gradually became a sub discipline in sociology with its own set of basic concepts, theoretical paradigms and methodological foundations. This sub-discipline has been under continuous scrutiny and revision since its emergence. The primary cause of this revision is the continual shift in the institutional set up of different societies within the defined urban setting itself. Let us now proceed towards familiarizing ourselves with the origin of the sub- discipline of urban sociology in order to understand the changing trajectory of this discipline.

9.3 ORIGIN AND SCOPE OF URBAN SOCIOLOGY

The need to understand urban societies and the process that led to its formation was felt in the United States of America in the later part of the 19th century. Rapid urbanization and its anomalies were becoming serious concerns in administration of these societies and also for the social scientist. Studies were being conducted by social scientist belonging to different disciplines who tried to find out the causes and patterns of urbanization as well as the solution to the newly emerging problems of urban societies. Charles Henderson, W. I . Thomas, George Simmel were among the few social scientists who inspired the later sociologists to formulate a discipline of urban sociology. The arrival of Robert Park in America marked the

beginning of the sociological investigation of urban societies in early part of the 20th Century. He introduced the ecological approach to the study of urban societies. park's contributions inspired later urban sociologist to investigate the possibility of defining the city through a combination of its physical characters such as population and spatial organization and that of social relationships and social processes such as competition and cooperation.

Since its inception the scope of urban sociology, like the discipline of sociology itself, has undergone various changes. In the early years of its emergence the study of factors of urbanization provided the scope to identify the scientific laws of formation of urban societies. It helped to arrive at general laws of urbanization, was beneficial in controlling, and directing the process of urbanization through town planning. The study of urban social problems helped to find scientific solutions such as control of overcrowding in urban areas, management and distribution of resources in urban areas as well as monitoring social segregation and social conflict in urban areas. Since the emergence of the discipline of urban sociology the scope of urban sociology has been widening and changing continually. Contemporary approaches to the study of urban societies combine both objective understanding of the city as well as the subjective interpretation of the forms and components of the lives of the city dwellers.



CHECK YOUR PROGRESS

Q 1: Who was the first pioneer of urban sociology as an academic discipline in America?

.....

.....

Q 2: By what name is the first department of sociology of American addressed?

.....

.....

9.4 RURAL AND URBAN DIFFERENCES

As already mentioned the rural and the urban are two binary concepts created to understand the differences between two societies. The definition of the urban has sometimes been contrasted with the definition of the rural to clarify the boundaries between the two societies. In the study of urban sociology the differences between the rural and the urban has to be understood from the vantage point of urban sociology. However a unanimous opinion on the definition of urban is not available. As we will see in this course, different social scientists have defined the urban in different ways.

However some of the characteristics of the urban society are: it is densely populated; occupations other than agriculture are purposed more in these societies; technology and infrastructure of urban societies have marked differences from rural societies etc. On the other hand rural societies are mostly based on agriculture and allied occupations and they are less densely populated that that of the urban societies. Along with these differences rural societies also have a different form of technology and infrastructure.

The above differences have been theoretically and empirically explored by sociologist and anthropologist from time to time. Mention may be made of the difference between the Gemeinschaft and Gesellschaft discussed by Ferdinand Tonnies, the folk and urban societies differentiated by Robert Redfield and the difference between simple and complex societies mage by sociologist like Herbert Spencer and Emile Durkheim.

9.5 URBAN SOCIOLOGY IN INDIA

Urban Sociology in India was introduced as soon as the first department of sociology was set up in India in the University of Bombay. It was established with the efforts of Sir Patrick Geddes who was geographer and a town planner. In the initial years urban sociology in India focused on the study of processes of urbanization and urban problems. After Geddes,

G.S. Ghurye pioneered the study of urban sociology. However Ghurye focused on a comparative analysis of Indian civilizations and applied the Indological perspective to this study (Jayaram, 2013).

Urban civilizations have existed in the Indian peninsula since the time of Indus Valley Civilization. Hence a comparative analysis of Indian Urban civilization and western form of urbanism was a major theme in urban sociology. The study of impact of western form of urbanization and urban lifestyles on Indian urban societies and the resultant social problems have been a constant theme in urban sociology in India. Current urban sociology also includes the study of globalization in Indian cities, study of overurbanization and other social problems. Thus the discipline of urban sociology in India grew parallel to the expansion of the departments of sociology in the country (Jayaram, 2013).

9.6 BASIC CONCEPTS OF URBAN SOCIOLOGY

Basic concepts of a particular discipline refer to the essential concepts that help us to understand the specificities of the discipline. These concepts and definitions are different from a layman's understanding of the same. They are discipline specific and specialized terms with particular meanings. They help further in theory building in a particular discipline. Let us now understand certain basic concepts in urban sociology.

- **Concept of Urban:** As mentioned earlier there is no unanimous opinion on a single definition of the urban. Some social anthropologist and sociologist like Robert Redfield have defined the urban in opposition to the term folk. Louis Wirth on the other hand defined the urban on the basis of size, density and heterogeneity. Max Weber defined the urban in terms of the characteristics of a city. Robert Park defines the urban in terms of the ecological processes that are unique to the city. Contemporary sociologists define the urban as a construction of global capitalism.

For many sociologists the urban is a place that has been identified with a city or town. Others define the urban on the basis of specific type of social relationships found in cities and towns. Thus the urban is a multidimensional concept that takes into account other concepts such as place, space, relationship, specific type of social institutions and relationships as well as social identity. Besides, since every city has a different history of origin and characteristics that are different from other cities, a singular definition of urban is hard to find. The understanding of the meaning of urban becomes clear with the understanding of the different theories and conceptual debates in urban sociology.

- **Urban locality:** A locality that demonstrates urban characteristics is called an urban locality. However a more particular definition has been provided by the United Nations. Urban locality is more akin to the concept of an ecological locality which is defined as "A distinct population cluster (inhabited place, settlement, population nucleus, etc.) in which the inhabitants live in closely adjacent structures. The locality usually has a commonly recognized name but it may be named or delineated for purposes of the census" (Jayapalan, 2013 , p. 11). Besides these the urban locality has three characteristics as per the definition of the United Nations:

  - Agglomerations or clusters of population without regard to official boundaries, or administrative functions.

  - Localities with fixed boundaries, having a legally recognized 'town' status, some form of local government and an official designation as 'city', 'borough', 'urban district' or 'municipality'

  - Minor civil divisions, such as communes with fixed boundaries, which actually comprise the entire country and may or may not have local government or 'town status'. (Jayapalan, 2013)

- **Urbanism:** Urbanism refers to the unique form of lifestyle, culture and patterns of behaviour that is found in a city or other forms of urban

places. The lifestyle of the people living in the urban areas is different from that of other places as they are mostly dependent on non agricultural occupation. This factor has an impact on all the institutions and social behaviour that are related to work. The culture found in urban societies is different from other societies since the institutions that support this culture are different. For example the kind of technology is found in urban societies is different. It supports cultural patterns and behaviour that is different from other types of societies that have different kinds of technological infrastructure. Again the pattern of social interaction and behaviour in urban societies are complex due to the increase in population and heterogeneity. Thus the term urbanism is concerned with social relationships, behaviour and the way of life in the urban societies.

- **Urbanism as a way of life:** The term urbanism came into practice in the discipline of urban sociology with the famous work of Louis Wirth, 'Urbanism as a way of life' that was published in 1938. For Wirth the life in a city is different from other societies due to three factors:

  - Size of the population
  - Density
  - Heterogeneity

The large size of the population in the cities has an impact on its social relationships. There is individual variability, relative absence of intimate personal acquaintances, segmentation of human relationships and spatial segregation (Wirth, 1938). There is also variability in ideas and cultural life, anonymous and superficial and transitory relationships and formal means of social control in the urban societies. Cultural accommodation, social mobility, instability and insecurity are also a result of the impact of size, density and heterogeneity in an urban society. Therefore life in an urban society is very different from that of life in other societies.



CHECK YOUR PROGRESS

Q3. Which Indian sociologist used the Indological approach in the study of urban civilizations in India?

.....

.....

Q4: The essay "Urbanism as a way of Life" was written by……..

9.6.1 Urbanization

Urbanization is yet another concept that helps to understand the formation of cities. Let us familiarize ourselves with the definition and processes of urbanization

Urbanization refers to the process of emergence and building of cities. Study of urbanization is the study of rise and fall of cities and great urban civilizations in different parts of the world. The study of urbanization is not limited to the discipline of sociology but has been studied since ancient times by historians, geographers, economists and other social scientists. It is basically a study of the progress of city formation in terms of its demography, social structure, technology and infrastructure. Different sociologists have defined urbanization in different ways. Hope Tindale Elridge treats urbanization as a process of population concentration. The elements of urbanization listed by him are:

- The multiplication of the points of concentration.
- The increase in the size of individual concentrations. (Jayapalan, 2013 , p. 12)

J. C. Mitchell's definition refers to urbanization as the process of becoming urban, moving to cities, changing from agriculture to other pursuits common to cities and corresponding changing behaviour (Mitchell, 1954). Thus urbanization is a process and urbanism is a way of life.

9.6.2 Process of Urbanization

There are multiple sub-processes of urbanization. Again different social scientists have differently classified these processes. J. C Mitchell classifies the processes of urbanization as:

- Detribalization
- Stabilization
- Subsistence urbanization
- Industrialization (Breeze, 1969)

On the other hand Gerald Breeze (1969) classifies the processes of urbanization as

- Concentration
- Centralization
- Decentralization specialization
- Segregation
- Invasion
- Succession
- Routinization

Thus there are many processes involved in urbanization. Each city may have different sub-processes of urbanization during its growth. However primarily urbanization includes the increase in concentration of population and social institutions that lead to the formation of the city.

9.7 IMPACT OF URBANIZATION

Urbanization has an all-pervasive effect on the social life of the city or town. Social relationships, interactions, social institutions, and social processes go through a tremendous change in the process of urbanization. Let us understand how urbanization has an impact on certain major social institutions.

- **Family:** Family is one of the most significant institutions of a society. It performs essential functions such as socialization, provision of economic and emotional security etc. However, processes like urbanization brings structural changes to the family as an institution. Urbanization can make certain forms of family redundant and can lead to the formation of new kinds of family. Besides urbanization also leads to the change in the functions of family.

  For example in industrial cities, joint families may be break down into nuclear families in keeping with the demands of industrial work. Again, some of the functions like socialization of children and care of the elderly people may be shared with other emerging secondary institutions such as crèches, nursing homes and old age homes. These changes in the functioning of the family may lead to various problems in adjustment of people to the urban lifestyle. Values, attitudes and behaviour are also influenced by the new emerging forms of family found in urban societies.

- **Religion and Caste:** Urbanization has a very significant impact on religion. Urban society is a complex society. As Emile Durkheim has propounded in a complex society scientific knowledge rather than religious beliefs dominate (Durkheim, 1984). Behavior in urban societies are governed by more rational and scientific logic rather than religious beliefs. However different societies may show different forms of relationship between urbanization and religion. In some urban societies, religious beliefs may still be a part of the private domain, while in others religion may play an important role in identity formation of social groups (Vershney, 2002). Thus religion and urbanization have a mutual impact on each other in organization of urban societies.

Caste is another institution that undergoes change after urbanization. In many ways, modern industrial urbanization has diminished the role of the caste system (Jayapalan, 2013). Caste is a system of social stratification that is based on ascribed status. However in urban societies social status

and the social hierarchy is determined by achieved status acquired through the industrial and other non agricultural occupations. Moreover the heterogeneity of population in an urban society compels people to interact with other people belonging to all caste groups and social groups. Therefore the rigid caste segregation of earlier societies is not seen in urban societies.



CHECK YOUR PROGRESS

Q 5: Routinization is a sub process of …….

Q 6: What are the allied processes of urbanization that have an impact on urban family, religion and caste?

9.8 SUB- URBANIZATION AND OVER-URBANISATION

Sub- Urbanization or correctly spelt as Suburbanization is a low density spread of population out from an urban centre to the periphery (Adamson, 1955). One of the primary causes of suburbanization is increase in population density in the central city. Migration is the major factor of increase in population in the central city. Migrants settle down in the central city while the upper class moves outward from the city centre. This results in suburban development.

The city and the suburbs therefore have stark differences. Suburbs are specialized centres for certain classes of people. The activities in the suburbs are also specialized since they cater to the needs of specific categories of people. Suburban growth may also be the result of growth of specific industries. Thus industrial suburbs may form with separate or combined suburbs for residential quarters. In contemporary urban societies suburban growth is a frequent phenomenon. Metropolitan cities are the centres of the suburbs. The suburbs depend heavily on the metropolis for a share in the distribution of resources and work. Thus suburban development is an important process in the later part of urbanization. In the next paragraph let us try to understand the meaning of Over urbanization.

There are many definitions of the term over urbanization. Over urbanization is a proposition as well as a thesis forwarded by social scientists who have worked on the relationship between population growth and industrial growth in the city. Over urbanization is a process of urban growth whereby the ratio of population increase is much higher than that of its industrial growth of a particular city or in the urbanization of an entire region. Since modern industrial cities are heavily depend on industrial growth for their functioning and sustenance, therefore higher population concentration as compared to industrial growth leads to the creation of various socio-economic problems in the urban society. It leads to congestion, conflict over distribution of resources, unemployment, and increase in informal work and crime in urban areas. Growth of slums is also caused by over urbanization. Thus over urbanization may be considered as a primary factor in the rise of many of the social problems in an urban area. The objective understanding of over-urbanization is only possible through the application of a ration scale where the population in urban areas is more than that of the industrial growth.



9.9 LET US SUM UP

- Urban sociology is an important sub discipline of sociology that has been introduced since the inception of the department of sociology in United States of America as well as India.
- The study of urban sociology helps to understand the differences between different types of societies, social institutions and social problems in different social settings
- There are different approaches of studying different urban societies in the world. Urban societies in India can be studied from a different perspective as compared to the perspectives used to study urban societies in America.
- Two important divisions of the study of urban societies are: urbanism and urbanization

- Urbanization has both constructive and destructive impact on different institutions of the society such as family, religion and caste.
- Sub- urbanization and over-urbanization are processes associated with urbanization.



9.10 FURTHER READING

1) Adamson, A. (1955). Suburbanization. Canadian Journal of Public Health review , 324-327.

Bose, A. Six decades of Indias urbanization.

2) Breeze, G. (1969). Urbanization in Newly Developing Countries. New Delhi: Prentice - Hall.

3) Chandra, S. (2011). New Dynamics of Urban Sociology. New Delhi: Jnanada Prakashan.

4) Durkheim, E. (1984). The Division of Labour in Society. Londin: The Macmillan Press Ltd.

5) Jayapalan, N. (2013). Urban Sociology. New Delhi: Atlantic Publishers.

6) Jayaram, N. (2013). 'The Bombay School' and Urban Sociology in India. Sociological Bulletin , 311-323.

7) Mitchell, J. C. (1954). Urbanization, detribalization, and stabilization in South Africa: A problem of definition and measurement. Working aper for Abijan conference on the social Impact of industrialization and urban conditions in Africa (pp. 1 - 21). Abijan: UNESCO.

8) Vershney, A. (2002). Ethnic Conflict and Civic Life : HIndus and Muslims in Indai. Yale: Yale University Press.

9) Wirth, L. (1938). Urbanism as a Way of Life. The American Journal of Sociology , 1-24.

9.11 ANSWERS TO CHECK YOUR PROGRESS

Ans to Q No 1: Robert Park

Ans to Q No 2: Chicago School of Sociology.

Ans to Q No 3: G.S. Ghurye

Ans to Q No 4: Louis Wirth

Ans to Q No 5: Routinization is a sub Process of Urbanization

Ans to Q No 6: Modernization, Industrialization and westernization are some of the allied process of urbanization that have an impact on the urban family structure, religion and caste.

9.12 MODEL QUESTIONS

Short questions (Answer each question in about 150 words)

Q1: What do the meaning of urban?

Q2: What are the components of the process of urbanization according to Gerald Breeze?

Q3: What is suburbanization?

Q4: What is overurbanization?

Long Questions (Answer each question in about 300-500 words)

Q1: Explain urbanization as a process of urban growth.

Q2: Differentiate between urbanization and urbanism with suitable examples.

Q3: Elaborate on the impact of urbanization of religion and caste.

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UNIT 10: THEORIES IN URBAN SOCIOLOGY

UNIT STRUCTURE

10.1 Learning Objectives

10.2 Introduction

10.3 Traditional Theories

10.4 Contemporary Theories

10.5 Let Us Sum Up

10.6 Further Reading

10.7 Answers to Check Your Progress

10.8 Model Questions

10. 1 LEARNING OBJECTIVES

After going through this unit, you will be able to-

- know the prominent theorist who have contributed to the study of urban sociology
- understand the different theories propounded by the founders of urban sociology
- explain the core elements of theories in urban sociology
- discuss the difference between the 'traditional' and the contemporary theories in urban sociology.

10.2 INTRODUCTION

In the previous unit, we have got an overview of urban sociology- its nature, scope, basic concepts so on and so forth. In this unit, we shall learn about the traditional and contemporary theories in urban sociology. In traditional theory, we shall try to understand the contributions of thinkers like Writh, Burgess, and Park while in the contributions of Castells and Harvey shall be discussed in the section on Contemporary theory.

A theory gives shape to an amorphous cluster of data in social science research. Theories give us a better and systematic understanding

of the subjects under investigation of a particular science. Theories in urban sociology emerged from a rigorous scientific investigation of the factors of urbanization in the 20th century and the emerging social problems in urban societies. The department of Sociology in Chicago was a pioneer in this theory building exercise.

Beginning with Robert Park, E. W. Burgess, Louis Wirth, R.D. McKenzie and many other sociologists played a pivotal role in the establishment of urban sociology as an academic discipline. They were the first group of sociologists who gave shape to the scientific and systematic study of urban sociology. New theoretical approaches and paradigms were formulated to facilitate a better understanding of the urban society and social processes. Some of these approaches included the ecological approach, factor analysis and social area analysis. However the ecological approach emerged as the most prominent theoretical approach in urban sociology.

The trajectory of urban sociology has undergone tremendous changes since its inception. New theoretical approaches have been devised to understand the changing factors of growth and development of urban societies. The interplay of globalization and cities, new forms of interactions and their determinants and the resultant social problems of the new cities are some of the issues that have been dealt with by the contemporary theories in urban sociology. Let us now familiarize ourselves with the significant theoretical contributions of the pioneers of urban sociology.

10.3 TRADITIONAL THEORIES

Human ecology or the ecological approach to the study of urban societies emerged as the forerunner of theoretical approaches in urban sociology. As mentioned earlier. Robert Park, E. W Burgess, Louis Wirth are some of the pioneers of the ecological approach. Let us now know about the contributions of each of these thinkers.

- **Wirth:** Louis Wirth made a significant contribution to the ecological approach in urban sociology by defining urbanism. His work, 'Urbanism as a Way of Life', published in the year 1938, added to the ecological approach to the study of urban societies. His approach to the study of urban society was a combination of ecological, socio- organizational and socio psychological approaches. In this work, Wirth defined the concept of 'urbanism'. He gave an elaborated description of how a city and the life if a city are different from other places. For him the urban has a plethora of institutions such as the press, radio stations, theatres, libraries, museums, religious institutions, hospitals, institutions of higher education etc.

  He defined urbanization as a process by which persons get attracted to a place called city and are incorporated into its system. There is cumulative concentration of the characteristics distinctive of the mode of life (Wirth, 1938). Thus, urbanization leads to a change in the directions of the mode of life. The improvement of transport and communication helps in the process of urbanization. Emergences of new forms of occupations are supportive of urbanization.

  The social interactions in the city are also different from that of other societies. The unique way of life found in the cities was termed as 'Urbanism' by Wirth. Urbanism is defined as the essential characteristics that all cities have in common (Wirth, 1938).Within these commonality exits variations too. For example, industry is a common characteristic of all cities; however, the type of industrialization may vary from city to city. On the basis of these variations we can classify cities into different types.

  The three most important determinants of urbanism for Wirth are size, density and heterogeneity or the socio- cultural composition of the population of the city. The increase in size, density and heterogeneity of the population together constructs the urban way of life or urbanism. Some of the characteristics of urbanism are:

- Individual variability in occupations, ideas and cultural life,
- The relative absence of intimate personal acquaintanceship
- Segmentation of human relations that are anonymous, superficial and transitory
- Spatial segregation of social groups as well as institutions.
- Diversification and specialization of functions
- Distinction between public and private
- Close physical contact but distant social relations
- Competition and exploitation
- Formal social control
- Accentuated friction among other social phenomenon
- City as a melting pot of different communities, especially due to the impact of migration.
- Breakdown of rigid social structures
- Increased social mobility, cosmopolitanism
- Instabitity in relationships
- Insecurity and footlooseness
- Affiliation of the individuals with the variety of intersecting and tangenial social groups

Thus Louis Wirth gave an elaborate and objective definition of the urban way of life and outlined the objective of the study of urban sociology. His definition of the 'urban' departs from the earlier understanding of the city. Earlier theorist and social scientist have defined the city in terms of certain material characteristics such as the presence of the market and the

density of the population. Wirth on the other hand explained the social consequences of the occurrences of these characteristics. The city was also defined more in terms of its economy but Wirth shifted the analysis and understanding of the city to the broader social implications. Further after the advent of modernity and industrial conflict the city was visualized as a place of vices. However along with its inherent social problems, Wirth also described the possibilities that the urban society holds and gives us a comprehensive and scientific definition of the city.



CHECK YOUR PROGRESS

Q 1: In which year was 'Urbanism as a way of life' published?

.....

.....

Q 2: What are the factors that determine urbanism according to Wirth?

.....

.....

- **E. W Burgess:** Ernest Watson Burgess or E.W. Burgess was another urban sociologist from the Chicago school who have contributed in the strengthening of the academic discipline of urban sociology. Burgess further elaborated the ecological approach to the study of urban societies initiated by Robert Park. Burgess explained about the patterns of urbanization that emerges due to the ecological processes in urban areas. He penned down his ideas in his work 'The Urban Community' (1925) which was an inspiration for later urban sociologist in studying the spatial distribution and organization of population and social groups in the city.

  Burgess propounded the concentric zone theory of urbanization. This theory was based on the study of urbanization and spatial organization of the city of Chicago. According to this theory city grew outwards in concentric circles. The expansion of city was caused by

extensive pressure on the land available in the city due to the increasing population of the city as well as increasing institutions such as the growth of industries. Therefore the primary reason of urban growth is competition for land between individuals, social groups as well as other functionaries. This competition incorporates both the completion over the position and location of land in the city. Thus competition over land produces a certain ordering of space as well as a social organization.

The different concentric zones in which the city expands are

- The central business district or CBD: This inner circle is also called "The Loop". The city or a town has the tendency to expand radially from its central business district.
- Zone of transition: It is the second zone of the city. It encircles the downtown area that is an area in transition, which is being invaded by business and light manufacturing.
- Zone of Independent worker's home. The third zone of the city is inhabited by the workers in industries who have escaped from the area of deterioration i.e. the second zone, but who desire to live within easy access of their work.
- Zone of better residences: the forth zone is the "residential area" of the high class with apartment buildings or of exclusive "restricted districts" of single family dwellings.
- Commuter's zone: this final zone is beyond the city limits. It includes the suburban areas or satellite cities within a thirty to sixty minute ride of the central business district.

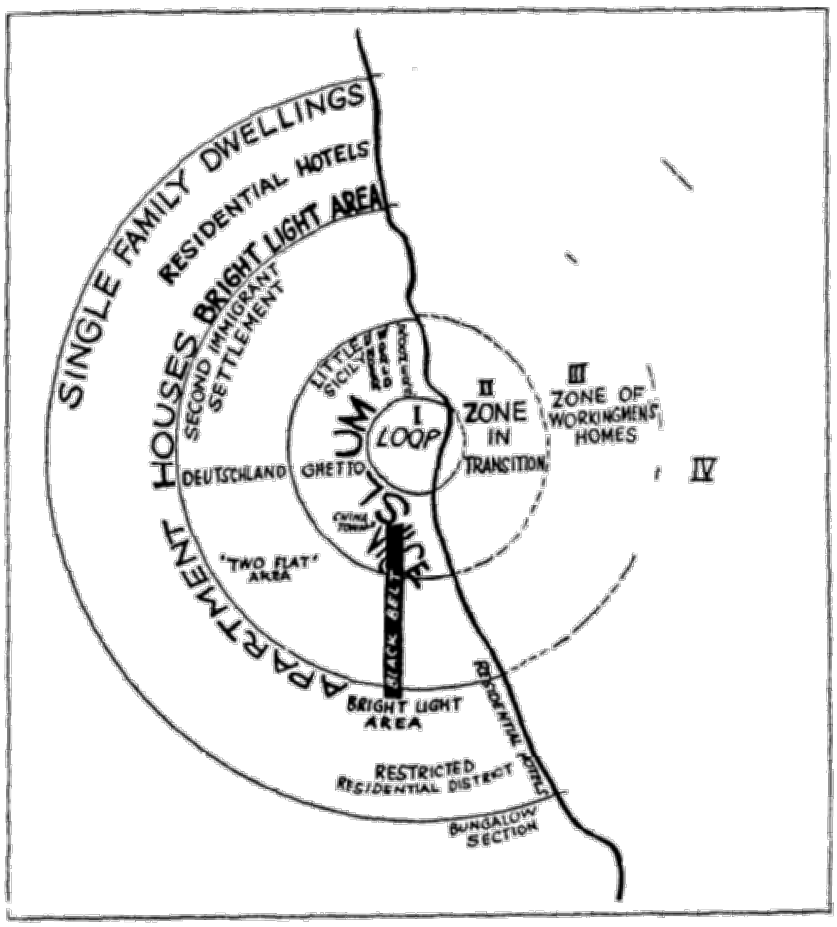


Image source: Park, R., McKenzie, R., & Burgess, E. (1925). The City, Suggestions for the Study of Human Nature in the Urban Environment. Chicago: University of Chicago Press, p. 55

Burgess explained the shifting of population in the zones and activities within the space of the city according to the forces of centralization and decentralization. For him the social organization of space in the city also happens on the basis of traits such as crime, race, ethnicity, class and even mental illness. Different sections of people demonstrating these differing traits occupy different spaces in the city. This results in clustering along the centre and peripheral gradients of the city. Thus Burgess elaborated the human ecology approach and describe the different factors of spatial and social organization of the city.



CHECK YOUR PROGRESS

Q 3: In what pattern does urbanization happen in according to E.W Burgess?

.....

.....

Q 4: What is the other term to denote loop?

.....

.....

Q 5: What is the illustrative theory of spatial organization of the city propounded by E.W. Burgess known as?

.....

- **Robert Park:** Robert Park's arrival at the University of Chicago in 1914 marked the beginning of urban sociology as an academic discipline in America. He pioneered the study of human ecology to understand the social processes of the formation of cities and towns. Park was influenced by the work of George Simmel and William James. Human ecology for Park was the study of the process of adjustment of human groups to the environment. And in this process of adjustment emerges the different varieties of urbanization and urban life. The adjustment to the urban environment is a struggle. For Park all individuals in the city were caught up in the struggle for being the fittest and made adjustment in various ways. This interpretation of park was in keeping with the long influence of the influence of positivism and Darwinism and the objective to formulate sociology as a discipline that is exact in its conclusions like the natural sciences.

Robert Park viewed the city as a social laboratory. (Park, McKenzie, & Burgess, 1925)This laboratory is composed of different social processes related to population size and density. Increasing population density in the urban areas has an impact on spatial organization of the society. Increase in population density along with the increase in migration leads to rise in competition among city dwellers. This

competition has an impact on the pattern of social actions of the people, engaging them in a struggle for survival and share of resources. Because of this competition there is distinct and highly complex division of labour in the city. Thus competition due to population increase leads to the social organization of the city.

Thus for Robert Park city is a laboratory in which man creates diverse ways of life and in the process recreates himself. City is also a laboratory for the social scientists in which these diverse forms of life can be studied. Moreover for Park there were two levels of the urban life: the 'Biotic level' and the 'Cultural Level'. Biotic level consists of the forms of organizations produced by species competition over scare environmental resources. Overurbanization, growth of slums etc are examples of this competition. Cultural level consists of the symbolic and psychological adjustment process. Organization of urban life is done through shared sentiments. Subjects of study in the cultural level include neighbourhood, local community life and moral order.

Thus, Robert Park laid the foundations of sociological theorization in urban sociology through the application of the human ecology approach. A range of other urban sociologists including E.W. Burgess and Rodrick McKenzie further elaborated his approach.

The above-discussed theories laid the foundation of urban sociology as the scientific study of the city and as an academic discipline. Since its inception theorization in urban sociology has undergone many changes. Let us now know some of the contemporary approaches to the sociological study of urban societies.



CHECK YOUR PROGRESS

Q6: Who viewed the city as a Social laboratory?

.....

.....

Q 7: What are the two levels of urban life according to the human ecology of Robert Park?

.....

.....

10.4 CONTEMPORARY THEORIES

Contemporary theories on urban societies have moved beyond the approach on human ecology. Cities and urban societies have undergone tremendous changes over the period of a century. Macro social processes such as globalization have given rise to new social phenomenon and new forms of social structures. Global capitalism and revolutionary technologies have had a great impact on societies and social life, including that of the cities. The significance of the cities as nodal centers of processes of globalization has also increased in the due course of time. Therefore new and revised approaches to the study of cities and urban life have been introduced in the course of urban sociology. Marxian and Neo Marxian approaches, critical theory as well as other theoretical paradigms of sociology have been used and combined together to give us a better understanding of the changes happening in the urban societies. Sociologists like Manual Castells and David Harvey have made significant contributions in this regard. Let us understand the basis elements of the theories propounded by these thinkers.

- **Castells:** Manuel Castells has published many pieces of seminal work on the social life of the cities. One of his most influential works was 'the Urban Question', published in 1972. In his initial work Castells writes about a new idea of the urban space. He critiques the Chicago school of human ecology and also the humanist Marxism of Henri Lefebrve.

For Castells these approaches have discussed the urban by objectifying it as a fixed entity. On the other hand Castells considers the urban and urbanism as continuous processes. Castells was influenced by Loiuis Althusser and views the city in relation to historically specific organizations of the mode of production (Susser, 2002). Castells also uses the world systems theory to explain his hypothesis.

Castells thus analyses cities in the global economy. For him the city is a symbol of capitalist power. Social behaviour in the city includes patterns of collective consumption influenced by the rise of industrialization and capitalism. These patterns are reflected in the functioning of the institutions of the urban society such as the family, school, transport, services and leisure. An urban area is characterized by conflict groups because of the contestation between the dominant and the subaltern. These patterns and processes lead to the reconstruction of the urban space (Susser, 2002). Castells considers that 'urban' and 'urban problems' are an ideological construct of specific organizations like the government. Thus under the Marxian influence Castells view that the cities inscribe in concrete the history of contested power, successes, failures and compromises with capitalism (Susser, 2002). Urban movements are thus power struggles over collective consumption.

A shift in Manual Castells' interpretation of the urban society after globalization can be seen in his work on 'Information Age' and 'the Rise of the Network Society' (Castells, The introduction to information age, 2005). He states that the nature of urban societies and cities have been deeply impacted by the rise of the Information technology revolution of the 1970s. It led to the restructuring of capitalism aimed at superseding its contradictions. Moreover rise of productivity, creativity, competiveness and new forms of knowledge had tremendous impact on the urban social set up. For Castells the global economy is characterized by the almost instantaneous flow and exchange of information, capital and cultural

communications. This leads to the creation of a 'Network Society' which cannot be controlled singularly by the national boundaries. Cities play an important part in the development of these networks and become nodal points of this network.

Thus, Manual Castells' theory provides a new interpretation of the changing urban society in the age of globalization and the continuous rise of information technology revolutions.

- **David Harvey:** David Harvey provides yet another approach to the study of urban societies in the contemporary period. His work is also influenced by Marxian and Neo- Marxian approaches to the study of circulation of capital. Harvey particularly uses Henri Lefebvre's writings on the 'production of space' to understand how the urban space is produced in contemporary societies. For him the urban is produced through a 'circuit of capital' that is formed by a network of institutions in a society such as the state, banks and other financial institutions etc.

  The city is the host of the capitalist class that runs this circuit by the production and regulation of money and time (Harvey, 1985). Money becomes the leveller or the equilizer in all relationships within the city. It is the medium of exchange of goods as well as social codes. Relationships are governed by the principle of profit and loss. This kind of 'levelling' further leads to the alienation or estrangement of people in the city.

  Another important regulator of the relationships in the city is time. The modern concept of time is determined by the principles of market capitalism. The urban way of life is bifurcated into the private time and the public time. The present and future of people's lives are determined by this modern concept of time. Thus the city space is created through the above relationships as well as the circuit of capital.



CHECK YOUR PROGRESS

Q 8: Name an influential work of Manual Castells.

.....

.....

Q 9: What are the factors that work in relation to capital in determination of class in urban socities?

.....

.....

Both the theories given by Manuel Castells and David Harvey have made their mark as significant in the analysis of urbanism and urbanization in the contemporary societies. Their theories demonstrate how the changes in the global economy can lead to the changes in the social relationships in the urban society. These changes have changed the imagination and the definition of cities in contemporary times. For both these thinkers city is not a stagnant entity but contains numerous fluid processes that are continuously changing in the current time.



10.5 LET US SUM UP

- Theory in urban sociology has emerged over a long period of time
- The pioneers of traditional theories in urban sociology belonged to the Chicago school of sociology.
- Robert Parks' application of the concept of human ecology inspired and guided the later theorist to developed theories about urban society
- E. W. Burgess contributed to the ecological approach of study of urban society by propounding the concentric zone theory.
- The concentric zone theory is an ideal type construction of the special organization of the city or town due to the expansion of the city from the central business district or CBD.

- Louis Wirth's contribution of the concept of urbanism clarified and opened a new aspect of study of urban societies
- Contemporary theories in urban sociology focus on the factors of social change and their impact on urbanization and urbanism
- Globalization and global capital are the most important factors in contemporary society that have a great impact on the nature and type of cities.
- Manual Castells bring in the concept of Information society and associates it with the urban form of life.
- David Harvey writes about how the dynamics between money and time is controlled by a specific class in the urban society and creates a new urban space in the contemporary societies.
- The subject matter of the theories in urban society has undergone tremendous changes from the inception of urban sociology to modern times.



10.6 FURTHER READING

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10.7 ANSWERS TO CHECK YOUR PROGRESS

Ans to Q No 1: 1938

Ans to Q No 2: Size Density and heterogeneity

Ans to Q No 3: Urbanization or urban growth happens in outwardly expanding concentric zones according to E.W. Burgess.

Ans to Q No 4: Central Business District

Ans to Q No 5: Concentric Zone Theory

Ans to Q No 6: Robert Park

Ans to Q No 7: The two levels of urban life according to Robert Park are the Biotic level and the cultural level.

Ans to Q No 8: The Urban Question

Ans to Q No 9: Time and money

10.8 MODEL QUESTIONS

Short Questions (Answer each question in about 150 words)

Q 1: Define Human ecology in urban sociology.

Q 2: What are the factors that define urbanism according to Louis Wirth.

Q 3: Define Information Society.

Long Questions (Answer each question in about 300-500 words)

Q 1: Elaborate the contributions of Robert Park to urban sociology?

Q 2: How does size density and heterogeneity of population characterise urbanism according to Louis Wirth?

Q 3: Explain how Manuel Castells theory have changed the trajectory of contemporary urban sociology?

Q 4: Discuss David Harvey's approach to the study of urban society.

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UNIT 11: GROWTH OF CITIES

UNIT STRUCTURE

11.1 Learning Objectives
11.2 Introduction
11.3 Definition of Cities
11.4 The City in Histories
11.5 Pre- Industrial Cities
11.6 Industrial Cities
11.7 Causes of Growth of Cities
11.8 Types of Cities
11.9 Let Us Sum Up
11.10 Further Reading
11.11 Answers to Check Your Progress
11.12 Model Questions

11.1 LEARNING OBJECTIVES

After going through this unit, you will be able to-

- know about the history of emergence of cities
- know about the different urban civilizations all over the world
- understand the characteristics of Pre- Industrial and Industrial cities
- explain the differences between the Pre-Industrial and Industrial cities
- discuss the causes of growth of cities
- discuss the types of cities.

11.2 INTRODUCTION

Emergence of cities and the development of urban societies are recent phenomena in the history of evolution of mankind. Nevertheless there existed different kinds of urban civilization all over the world. For Ghurye (1962) the development of cities signifies the development of human civilizations. Therefore it is very essential to understand the history of the

emergence and evolution of cities and urban civilizations. In sociology such an analysis helps to know about the development of various social aspects of city life.

The tracing of the history of cities help us to understand how the urban cultures have changed throughout history. Different types of urban life emerged from time to time. The history of growth of cities also help to understand the processes through which the contemporary forms of urban life have come into existence. Besides it also throws light on how aspects of social life such as technological developments have happened. The understanding of the history of cities therefore gives a holistic idea on how different cultural, economic and political aspects of human civilization have emerged. In the previous unit, we have discussed about the different theories in Urban sociology. In this unit we shall discuss about Cities, its definition, emergence, types and causes of growth. Let us first begin with the definitions of cities elaborated in the next section.

11.3 DEFINITION OF CITIES

Cities have been defined in different ways by theorists who have contributed to the study of cities in different disciplines. Within the discipline of sociology itself we have multiple definitions of the city and the urban. However two of the most appraised definitions of the city are given by Max Weber and Louis Wirth.

Max Weber gave the definition of city in his famous work "The City" published in 1992. His definition is considered as an ideal type construction of the city. Weber drew the characteristics of these ideal types from the inspiration of the medieval city. He listed the following characteristics exhibited by the city:

- Where authority had rested on a rational rather than on charismatic or traditional basis;

- Where the law was enforced on an universalistic basis rather than on personal basis;
- Where grouping existed on the basis of class rather than family and clan;
- Where citizens were governed by trade groups rather than by religious groups; and
- Where city's strength derived from an economic base rather than a military base (Ahmed, 2004).

Max Weber further emphasized and elaborated on the importance of the presence of a fortification, autonomy and a marketplace as essential political and economic features and institutions of the city.

In contrast to the above definition of the city Louis Wirth focused on the ecological characteristics of the city and their social consequences. In is work "Urbanism as a Way of Life" (1938) Wirth defines the city as " ... a relatively large, dense, and permanent settlement of socially heterogeneous individuals" (Wirth, 1938, p. 8). Cities should be identified on the basis of demographic characteristics as well as type of culture and technology used and type of administration. For Wirth cities signify the emergence of modernity and a modern settled life. City is also a product of growth rather than creation. The city also exerts social and psychological influences on the inhabitants of the city that leads to the building up of a specific urban personality. Thus Wirth defines the city on the basis of multiple characteristics.

Besides the definitions of the city given by Max Weber and Louis Wirth there are other sociologists who have given different definitions of the cities on the basis of the types of structures they operate on and the functions that they perform. However most of these definitions emphasize many of the characteristics of the city as discussed by Max Weber and Louis Wirth.

11.4 THE CITY IN HISTORIES

The City first emerged around 5000 to 6000 years ago. Therefore cities have been there only for around 10% of the time of human existence. The first cities emerged due to certain favourable conditions such as hospitable environment, technology, food production rather than food gathering. Around 7000 BC cultivation of food started along with the emergence of pottery and leather items. These technological innovations helped humans to have a settled form of lifestyle. Therefore the Neolithic age villages such as Jarma emerged. Since the urban is defined by its size of population and density, densely settled human habitation was an important part of the emergence of cities.

The earliest known cities existed in Mesopotamia, Sumer and Babylonia around 3500-2500 BC. The fertile climate and soil between the rivers Tigris and Euphrats contributed to the settlement of people in large groups. The Indus valley civilization existed around 3000BC -1000BC. The primary factors of urban development during that period were the surplus of food and other necessities; hence level of production was high in these societies. Along with it there was increase of social organization, such as the development of kinship and political organizations.

Archaeological records highlight that there were clusters of cities in Mesopotamia. These included, Ur, Ubais, Nippur, Lagash, Eridu, Jerico, and others. A rich cultural life and technological life flourished in these cities. Evidence has been found of the development of systems of writing and numerical notations such as keeping of records. By the latter part of the Mesopotamian civilization there was accumulation of knowledge through the preservation of literature, poetry and philosophy. This led to the creation of fulltime specialist in certain crafts and services. Thus non agricultural occupations and a complex division of labour emerged and strengthened the urban civilization. Development of sciences such as astronomy and mathematics further helped in infrastructural development and social organization of these early urban civilizations.

The above discussed factors of urban development and emergence of cities have been common to all exiting cities in history. The Mayan and Incan civilizations of the western hemisphere that existed from 1500BC to AD 1400 are known for their urban infrastructure and the development of knowledge systems. Sub Saharan Africa was also a part of this growth of cities. Many cities emerged by the side of the rivers Niger, Senegal and Benue. Economic institutions of these societies flourished with the trade of gold, salt and ivory.

The later urban civilizations such as the cities of Egypt, Greece and Rome had a greater level of development. Pharaos or rulers consolidated the political and religious institutions and thus created marvellous urban monuments through their power. Arts and sciences flourished along in these cities and they became the repositories of historical evidences of human progress. All of these cities demonstrated remarkable process in their material as well as non material culture. Thus emergence of cities in history was a cumulative process of social evolution (Davis, 1955)

11.5 PRE- INDUSTRIAL CITIES

The emergence of different civilizations also marked the various forms of revolutions. For example the invention of pottery, building of pyramids, the practice of astronomy and mathematics all can be regarded as forms of cultural and intellectual revolutions in the history of mankind. After every revolution the nature and organization of cities change. Therefore there is a difference between the nature of cities prior to industrial revolution and the cities that were built after it. Let us now know about the different characteristics of Pre-Industrial cities.

Pre- Industrial cities had a small percentage of population. They were smaller in size and had low level of technological development as compared to the Industrial cities. The emergence of preindustrial cities was primarily supported by the generation of agricultural surplus. The social structures of Pre-Industrial cities were very different from those of the

industrial cities. They had a particular system of social stratification, political organization and communication. The social structure was rigid and social mobility was rare and difficult. A small class of elite sharply separated from the masses. Religion, family and kinship took precedence in these urban societies.

Technology and production of goods was based on the use of animal and manual labour. Thus many of the preindustrial cities were the result of the existence of the system of slavery. Affectivity was more important in the administration and recruitment processes rather than rationality. Thus Pre-Industrial cities were less complex thane those of the industrial cities in terms of their scientific development, social organization and technological infrastructure (Sjoberg, 1955).

Therefore it can be said that the Pre- Industrial cities lacked the level of complexity that modern industrial cities have. However Pre-Industrial societies became a cumulative factor in the history of urbanization. These cities became the carters for primary urbanization. They were the centres of innovation of new forms of knowledge and social orders. Thus Pre-Industrial cities were a necessary phase in the development of Industrial cities.



CHECK YOUR PROGRESS

Q 1: What are the three essential features of the city according to Max Weber?

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.....

Q 2: Where did the first cities emerge in human history?

.....

.....

Q 3: What are pre- industrial cities?

.....

11.6 INDUSTRIAL CITIES

Industrial revolution was preceded by other social and political revolutions such as the Enlightenment and French Revolution. All of these revolutions brought about different changes in society that were equally conducive for the emergence of the industrial cities. The Industrial Revolution brought in new forms of technology and the dominance of capital as new form of property. It changed the nature of work. Many new non agricultural occupations came into existence. New and complex social division of labour emerged that helped in the reorganization of all aspects of societies.

Other forms of social change also contributed to the process of industrial form of urbanization. For example the emergence of modern nations, application of uniform laws, religious reformation and emergence of the new middle classes. These changes paved the way for the birth of a new kind of social order that was based on rationality, modernity and liberty.

The cities and the urban agglomerations become the centres for the development of these social and technological changes. It is the city where these changes were generated as well as from where these changes were disseminated. The sustenance of industrial and technological changes needed new forms of social organizations. Therefore in industrial cities we find a system of stratification that is based on achievement and not ascription. The class system facilitates mobility. Such a system is conducive to industrial occupations and work. Similarly there is the rise of loosely organized nuclear family. The economy of industrial cities is oriented towards mass production and relies heavily on machine based technology. Industrial cities are therefore far more complex than the Pre- Industrial cities.

Robert Redfield and Milton Singer (1958) have elaborated on the structure of Industrial cities while of Manuel Castells and David Harvey have elaborated on the different aspects of the industrial cities. In the contemporary times the rise of globalization and its allied processes have further changed the nature of industrial societies. Now cities belong to the

Post - Industrial era (Clark, 2005). However many of the characteristics of cities in Post-Industrial era are an amplified version of the Industrial cities. Thus Industrial revolution and the resultant cities were a major transformation from that of the Pre-Industrial cities.

11.7 CAUSES OF GROWTH OF CITIES

Sociologist, geographers and economist have given different causes of the Growth of cities. Further the causes of growth of cities are different in different places. Therefore the causes of growth of cities in India are different from that of the Europe and America. Further the causes of growth of cities may also vary on the basis of the types of cities. As discussed in the above sections, i.e. 0.4 and 0.5 the causes of growth of pre- Industrial cities will be different from that of the Industrial cities. Nevertheless there are some common causes of growth of cities all over the world. Let us now familiarize ourselves with these causes:

- **Increase in population:** Increase in population is the most essential cause of the growth of cities. In the initial stages of human history increase in population was the root cause of competition for resources. Hence increase in population led to the development complex division of labor and sharing of resources. It also led to the settlement of people in one place as opposed to nomadic life and thus the population density also increased. This dense settlement of people and increasing complexity of social institutions led to the development of new societies such as the urban societies.

- **Large scaled settled agriculture**: Settled agriculture was a result of the agrarian societies such as village communities. However large scale settled agriculture helps to generate huge amount of surplus. This surplus contributes in the transformation of the economy from subsistence economy to monetary economy where the surplus can be used for development of different forms of economic activities. Thus agricultural surplus helps in the emergence of industrial capital and trade and commerce which contribute to the growth of cities.

- **Emergence of non-agricultural work and occupations**: The concentration of population led to the rise in complexity in division of labour. New forms of work emerged other than agriculture. For example artisan classes emerged in feudal societies who specialized in different forms of arts and crafts. These classes resided in the cities under the patronage of the rulers. These led to the growth of cities as centers of trade and commerce. The modern industrial cities too are a result of the emergence of new forms of work and occupation.

- **Development of science and technology**: Development of scientific knowledge is an important factor in the growth of cities. It helps in the development of improved technologies which are useful in constructing the various facilities that are needed for settlement of dense population. For example the development of science and technology in the ancient societies helped to build large and complex urban settlements such as the cities in Egypt and Greece. The skyscrapers in the modern cities are also the result of the development of science and technology. Further the development of scientific knowledge and rationality also helped in constructing a way of life that could support large populations in the city.

- **Emergence of industries**: As already mentioned the emergence of industries led to the development of different forms of labour and work. The rise of industrial capital played a pivotal role in the construction of cities. Industrial concentration has always been a pull factor of migration and expansion of the cities. Suburban development is a result of industrial expansion. Further emergence of industrial towns led to the organization of specialized work and communities.

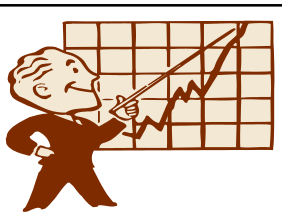
- **Development of communication technologies**: The development of communication technologies is required for the functioning of industrial work and occupations in the tertiary sector. Migration of population to the cities is possible because of the development of transport and communication. These technologies have also helped in networking of

cities thus expanding the impact of urban growth on different communities.

- **Development of political institutions**: Development of political institutions has also helped in the process of growth of cities. Without the development of the political institutions administrative functioning of the cities is not possible. Further the development of nations has also helped in the growth of capital cities that are arenas of centralization of different functions and institutions.

- **Development of educational institutions**: All of the above factors and processes cannot be sustained without proper institutions for their sustenance. Education helps in the spread and transfer the knowledge of science and technology. Many of the great cities of the world such as Alexandria, Taxila and Nalanda were centers of education that hosted people from all over the world.

As already mentioned the above discussed causes of growth of cities are not inclusive of all the existing causes of growth of cities. These causes may vary from city to city and also from the perspectives of different social scientist.



CHECK YOUR PROGRESS

Q 4: What are the major forms of occupations found in industrial cities?

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.....

Q 5: Mention three common causes of growth of cities?

.....

.....

11.8 TYPES OF CITIES

Different sociologists have classified cities on the basis of various criteria. Metropolis and Megalopolis are cities and urban types that are found in contemporary societies.

- **Metropolis**: A Metropolis is also known as the mother city or a 'home city' (Mieg, 2010). Metropolis is also considered as a Mother City on the basis of the etymology of the term. A metropolis is a large city on which other small urban settlements depend for different functions. A metropolis has the institutions that help in further urbanization. It has a population of 1 million and above and a high density of population. All social, economic and political functions of a metropolis are centralized. Therefore a metropolis has a strong centre or a central city on which other parts depend. The modern cities of the world are more and more metropolitan in nature. The capital cities of different nations demonstrate metropolitan character in general. The metropolis is also considered as a great city. In India cities having the population of one million and above are called million plus cities and are considered as metropolises (Census of India , 2011). Luis Mumford and G.S. Ghurye has defined the metropolis in terms of the different cultural characteristics of the cities.

- **Megalopolis**: The term Megalopolis was first coined by the geographer Jean Gottmann. The megalopolis is an urban area that shows high average population density, high volumes of internal and external flows of people, goods, funds and information; blurring of urban and rural land uses; and a dominant role in the national and world economics (Platt, 2010). Therefore a metropolis is the hub of all urban activities and comprises a dynamic society. In contemporary usage the Megalopolis refers to an urban agglomeration formed by interconnecting cities. For example the cluster of Tokyo, Yokohama, Kyoto, Osaka in Japan or London, Birmingham and Manchester in Great Britain is known as a Megalopolis. Globalization and development of technology and

communication have enabled the development of megalopolises. The number of megalopolises has increased after the networking of clusters of cities due to the emerging global economy. Along with it the nature and definition of megalopolises have also undergone continuous changes.



11.9 LET US SUM UP

- The emergence of cities is a recent phenomenon in the history of mankind.
- The pre- industrial cities differ from the industrial cities in their structure and functions.
- The pre- industrial cities are simple in their social organization whereas industrial cities are complex.
- There are multiple causes of growth of cities such as increase in population, development of science, technology and industry
- Metropolis and megalopolis are two types of urban agglomerations that we find in contemporary societies.



11.10 FURTHER READING

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11.11 ANSWERS TO CHECK YOUR PROGRESS

Ans to Q No 1: The three essential features of the city according to Max Weber are the presence of fortification, a marketplace and autonomy.

Ans to Q No 2: The first cities in human history emerged in the Fertile Crescent.

Ans to Q No 3: Pre-Industrial cities are cities that belong to the part of history before industrial revolution. These cities had simple social structures as compared to those of the Industrial societies.

Ans to Q No 4: The major forms of occupation found in Industrial cities are non agricultural occupations.

Ans to Q No 5: Three common causes of growth of cities are: increase in population, emergence of industries and development of science and technology.

11.12 MODEL QUESTIONS

A) Short Questions (Answer each question in about 150 words)

Q 1: Define a metropolis?

Q 2: Mention the characteristics of the Industrial cities?

B) Long Questions (Answer each question in about 300-500 words)

Q 1: Trace the evolution of Cities in human history in terms of their social factors.

Q 2: How has globalization played a major role in the emergence of metropolis and megalopolis?

Q 3: Describe the social structure in an Industrial City.

Q 4: What are the different social causes of the growth of cities?

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UNIT 12: URBAN ISSUES AND PROBLEMS

UNIT STRUCTURE

12.1 Learning objectives

12.2 Introduction

12.3 Issues and problems of Urban Society in India

12.4 Let Us Sum Up

12.5 Further Reading

12.6 Answers to Check Your Progress

12.7 Model Questions

12.1 LEARNING OBJECTIVES

After going through this unit, you will be able to-

- know about the nature of urban problems
- understand the nature of urban problems specific to the urban societies in India
- explain the different types of urban issues and problems found in India
- discuss the different social consequences of urban social problems in India.

12.2 INTRODUCTION

Social problems are the result of dysfunctions in social relationships and social institutions. They are external to individuals and are created by social factors. Social problems are commonly found in most of the societies that are similar to each other. They have far reaching social consequences. Social problems may lead to the breakdown of social institutions. They may lead to problems in conducting the day to day affairs of the society and may cause inconvenience to the people of a particular society.

Urban social problems occur in urban societies. The causes and factors of urban social problems are different from the social problems that

occur in other types of societies such as folk and rural societies. However variations may be found in the nature of urban problems in different urban societies. Urban social problems have an impact on the overall functioning of the urban society. In the previous unit we have discussed the growth of cities in India. In this unit let us understand the specificities of urban problems in the urban societies of India.

12. 3 ISSUES AND PROBLEMS OF URBAN SOCIETY IN INDIA

Urban societies in India are different from the urban societies in the other parts of the world such as Europe and United States of America. They differ in terms of their factors of emergence and growth. Urban societies in India are also different in terms of functioning of the social institutions. Therefore the social problems of the urban societies in India are also different from that of the other urban societies.

Most of the urban social problems in India are related to the larger issue of overurbanization. Cities in India have a large population and are densely populated. Moreover there is continuous migration of people from the rural areas to the urban areas in India. However there is lack of adequate facilities such as employment opportunities and housing facilities for the urban population in the cities. Social control is also difficult in such a situation in these societies. This leads to the creation of many of the urban social problems in India. Let us now discuss a few of the urban issues and urban problems found in the urban societies of India.

- **Housing and Slums:** Lack of adequate housing is one of the major problems in urban societies of India. Provision of proper shelter to the citizens of the country is essential to the growth of the economy as well as the overall social development. The issue of housing is significant in the urban societies because of high level of concentration of population density. Housing as a part of the economy is linked with many aspects of the industry as well as governance. For example Housing as an

industry is related to the generation of employment. Housing is also associated with issues and concerns of the Finance Industry. Issues such as mortgage, loans, banking, and real estate that are related to housing in urban areas are major concerns in the urban economy (Ahluwalia, Kanbur, & Mohanty, 2014). Management of housing is therefore an important part of urban governance and reduction of urban social problems.

Housing facility does not simply mean the presence of a building but also presence of liveable conditions and facilities such as drainage and ventilation. The planning and provision of types of housing facilities also determine the safety and security of people living in the urban societies. it is also related to the issue of proper functioning of transport and communication in the towns and cities. Housing has become visible as a major problem in the urban areas in India since the 1991 census. It was found that 47.07 lakh out of 184.3 lakh homeless people in India were in the urban areas. Further certain states such as Andra Pradesh, Tamil Nadu, Uttar Pradesh and West Bengal have the largest estimate of housing shortage (Thudipara, 2013, p. 21). Moreover a large number of households in the urban areas also lack civic amenities such as electricity, drinking water and toilets.

As already mentioned overpopulation is the major cause of lack of housing facilities in cities. Continuous migration and existence of urban poverty also restricts people in urban areas from acquiring adequate housing facilities. Moreover increase in population as well as land prices in urban areas also creates lack of affordable housing. This further leads to the creation of social inequality between the people who can afford land in the urban areas and the homeless. Therefore regulation of land prices and building prices in the urban areas poses as a problem for urban governance. Thus affordable housing and low cost housing are important issues and problems in urban India (Ahluwalia, Kanbur, & Mohanty, 2014).

The central Government in India has undertaken various policies and programmes for adequate and affordable housing facilities for the Economically Weaker Sections (EWSs) and Low Income Groups (LIGs) in India. (Ahluwalia, Kanbur, & Mohanty, 2014). Further reforms have been introduced in relation to infrastructural development in cities, land reforms, creation and monitoring of state housing boards and introduction of egovernance in order to solve the problem of housing in urban areas. Some of these policies include The Urban Land Ceiling (ULC) act, Jawaharlal Nehru National Urban Renewal Mission (JNNURM), Rajiv Awas Yojna, Pradhan Mantri Awas Yojana, National Urban Housing and Habitat policy, Urban Infrastructure Development Scheme for Small and Medium Towns (UIDSSMT) and Integrated Housing and Slum Development Programme (IHSDP) . Efforts have also been made to deal with the problem of slums in urban areas by increasing Public- Private Partnership (PPPs).

An extension of the problem of housing is the creation of slums. A slum is a cluster of buildings that are in a dilapidated condition and that may affect the health and hygiene of the people living in the slum. The United Nations Organization and the central and state governments of India have the authority to define and identify slum. The census of India defines slum as " residential areas where dwellings are unfit for human habitation by reasons of dilapidation, overcrowding, faulty arrangements and design of such buildings, narrowness or faulty arrangement of street, lack of ventilation, light or sanitation facilities or any combination of these factors which are detrimental to the safety and health" (The Registrar General and Census Commisioner, 2011). There are three types of slums:

- Notified slums: these are notified as slum by the State, administration of the Union Territories or Local Government under a slum act.
- Recognized slums are slums that have not been formally notified as slums under any act.

- Identified slums are identified on the basis of identity markers such as population of 300 or 60-70 households of poorly built congested tenements, in unhygienic environment usually with inadequate infrastructure and lacking in proper sanitary and drinking water facilities. (The Registrar General and Census Commisioner, 2011)

The Census of India 2011 has further identified that there are 137.49 lakh households in India that reside in slums of various types. Hence the existence and continuation of slum is a major problem in the urban areas of India.

The lack of housing facilities and emergence of slum may cause different kinds of challenges for the people living in the slums as well as for the people living outside the slum. Congestion, and lack of facilities for hygiene may cause health hazards for the people of the slums as well as for the entire city. The slums are often illegal constructions unrecognized by the government. Therefore the people living in the slums are deprived of social security and different facilities such as water and electricity. Hence these people may also resort to illegal means of acquiring such facilities. Therefore social control is also difficult in slums. The major cities in India have a huge number of population residing in the slums.

The Government of India has initiated many programmes from time to time in order to provide land rights and housing facilities to the people living in the slums. One of these programme is the Rajiv Awas Yojana (RAY) approved in 2009 and now termed as Pradhan Mantri Awas Yojana (PMAY) (2015). In keeping with the objectives of the RAY the Ministry of Housing and urban Poverty Alleviation (MHUPA) had drafted a bill with the following features:

- Each individual urban poor household living in slums is given the right to a dwelling place.

- Every slum dweller will be given a legal document of entitlement to the dwelling space and provision of basic services and amenities.

- The dwelling place is mortgagable, allowing slum dwellers to use it to raise finances (Ahluwalia, Kanbur, & Mohanty, 2014).

Similar to that of the RAY and PMAY the other policies mentioned with regard to the issue of housing also addresses the different problems associated with slums. The objective of PMAY is to make India slum- free by 2022. Thus the issue of housing and slum is a major problem in the urban society in India.



CHECK YOUR PROGRESS

Q 1: Why is over urbanization considered as the cause of many other socio-economic problems in urban India?

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Q 2: What are the authorities that define the concept of slums?

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- **Urban Transport:** Urban transport is yet another issue of concern and problem in the urban societies of India. The functioning of social economic and other institutions of the urban society depends on the free and uninterrupted physical as well as social mobility of the people of the society. Urban transport hence plays an important role in the physical mobility of the people living in an urban area. Without adequate, uninterrupted and affordable means of transportation, individuals and groups of the urban areas cannot function properly. Poor transport systems in urban areas therefore act as hindrances to economic growth and development (Singh, 2012).

The problem of inadequate and uninterrupted transportation is also related to the problem of overcrowding in the cities. The city is the hub of different activities and work. The residential colonies and the workplace are often separated in the city. Therefore people have to commute everyday

between these two spaces as well as for other activities. Because of overcrowding in the Indian cities there is lack of adequate public transport. This acts as a social problem in urban areas. Due to the lack of public transport people have to resort to private and individual means of transportation. It creates the problem of traffic in cities in India (Jayapalan, 2013). The problem of transport may result in creation of other social problems such as conflict among the commuters and unpunctuality in work life. It also leads to other environmental problems such as air pollution and noise pollution. Further the dependency on private vehicles also leads to increased fuel consumption and is a threat to the sustainability of the city. Therefore it is essential to solve the problem of urban transport and management in urban areas for sustainable urbanization.

There are various schemes and programmes taken up by the government of India to solve the problems related to urban transport. Among these the contemporary programmes include the formation of Urban transport wing that coordinates, appraises and approves urban transport related matters under Urban Transport Policy 2006 and the Atal Mission for Rejuvenation and Urban Transformation (AMRUT).

- **Pollution :** Increase of pollution of different types is yet another major problem in the urban places in India. Pollution is again created by overpopulation, congestion and lack of proper facilities and improper disposal of waste in the urban areas. There can be different types of pollutions such as air pollution, water pollution and noise pollution. All of these types of pollutions are found in the cities of India. The level of pollution in capital cities such as Delhi has increased many folds due to two important factors i.e. waste from cars and factories. It is estimated that early deaths due to toxic air could exceed 600,000 a year (The Economist, 2016). Therefore urban pollution is a major social as well as environmental problem.

Since independence, in India industries have been an integral part of urbanization in India. Industrial waste is a major cause of pollution of

cities in India Lack of drainage and improper disposal of industrial waste results is huge amounts of air and water pollution. This creates many health hazards for the people of the urban societies. Moreover overcrowdedness and overconsumption lead to the production of large amounts of waste from each household. Without proper disposal systems these become the cause of many environmental problems in Indian cities. Traffic due over crowdedness also leads to air and noise pollution. Thus pollution is a major social problem in the cities in India.

- **Water supply:** Water is an essential resource in all societies. However the high density of population in urban areas makes water more valuable as a resource. Adequate, safe and pure water is essential to carry out the different day to day functions and for consumption by the urban dweller. Lack of water supply in urban settlements in India is a direct result of overpopulation and over urbanization. Since water is a natural resource, cities in India have to depend on the nearby water bodies for their water requirements. Pollution of these water bodies leads to scarcity of water for domestic and public consumption. This pollution is caused by dumping of waste in water bodies both by domestic consumers and industries.

In many highly populated cities the waste produced is entirely dumped in these water bodies. This creates a lack of adequate and hygienic drinking water as well as water supply for other uses. The symbiotic relationship between the city and the environment is disturbed. The case of the Yamuna River that runs across the National Capital Region (NCR) in India is a stark example of this issue. Different classes of people are affected differently because of the lack of water supply. The people living in the slums and lower income household have to suffer more because of the water crisis. Thus water supply is one of the significant issues of the urban societies in India.

- **Human Trafficking:** Human trafficking has emerged as a major problem in the contemporary urban societies in India. It refers to the coerced

movement of people from one place to another (Feingold, 2005). The major kind of Human Trafficking is Sex trafficking. Human trafficking may also be done for other purposes such as forced labour and beggary. The rise in the case of human trafficking signifies as rise in the use of human beings as objects. They are commodified and exploited for different services. It is a gross violation of human rights.

The cities and towns often provide spaces for the exchange and exploitation of victims of human trafficking. There are secluded and illegal spaces in urban areas where prostitution and other activities related to human trafficking are carried on. The primary reason of the city space being a space for the exploitation of the victims of human trafficking is anonymity. The anonymity of the urban areas makes the city an enclave of crimes like human trafficking. The need for labour and forced prostitution in cities of certain areas of India is the major cause of human trafficking in urban areas (Ray, 2015). This leads to the exploitation of one class by another in the city and therefore creates many social problems such as discrimination and marginalization of a certain class of people in the city. Thus human trafficking is a significant urban problem in India.

- **Domestic Violence:** The Protection of Women from Domestic Violence Act, 2005 (India) defines domestic violence as an any act, omission or commission or conduct that:

  - Harms or injuries or endangers the health, safety, life, limb or well-being, whether mental or physical, of aggrieved person or tends to do so and includes causing physical abuse, sexual abuse, verbal and emotional abuse and economic abuse; or

  - Harasses, harms, injures or endangers the aggrieved person with a view to coerce her or any other person related to her to meet any unlawful demand for any dowry or other property or valuable security; or

- Has the effect of threatening the aggrieved person or any person related to her by any conduct mentioned in clause (a) or clause (b); or

- Otherwise injures or causes harm, whether physical or mental, to the aggrieved person.

Therefore domestic violence refers to a wide range of behaviour. They can occur at any domestic setting whether it is situated in a rural or urban society.

Domestic violence in Indian cities has a different kind of connotation compared to other societies in India. The breakdown of the family system in terms of its functions and structure has led to different kind of interpersonal conflicts in cities. Again the anonymity in the urban areas combined with the lack of informal means of social control and lack of adequate penetration of formal means of social control makes domestic violence in urban India different from other societies. Domestic violence is no longer the issue of the private domain. It is related to the provision of equal rights to people of all genders and stops discrimination of people within the family (Karleka, 1998). The solution to the problem of domestic violence in the urban societies in India is to increase the number of agencies of formal social control in terms of prevention of and protection from domestic violence.



CHECK YOUR PROGRESS

Q 3: What are the different types of pollution found specifically in the cities?

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Q 4: When did the Protection of Women from Domestic Violence act came into practice in India?

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- **Alcoholism and Drug Abuse:** Alcoholism or alcohol dependence is a disabling addictive disorder characterized by the compulsive and uncontrolled abuse of alcohol, despite adverse effects upon the drinker's health and negative social consequences upon his or her life. It is considered as a treatable disease (Tabassum, 2011). Similarly drug abuse is also a form of addiction that leads to the creation of adverse neurobiological conditions in people. Alcoholism and drug abuse have many adverse effects on the mental and physical health of the persons. Further these addictions also create disharmony and conflict in society. These substances are often illegal and costly and lead to monetary wastage and financial crisis of the persons and his or her relatives.

The factors, operation and consequences of alcoholism and drug abuse in urban areas are different from that of other societies. The change and decrease in the functions of the family and lack of adequate formal means of social control is related to the issue of alcoholism and drug abuse. Although these substances have been banned or restricted in many states and cities in India, people still engage in the consumption of these. Thus they engage in crime by accessing these substances illegally. Alcoholism and drug abuse has many negative consequences in the urban societies. It leads to the disorganization of the family and wastage of money and other resources (Jayapalan, 2013). It also leads to individual disorganization and psychological disorders. Thus alcoholism and drug abuse are major social problems in urban societies in India.



CHECK YOUR PROGRESS

Q 5: What are the social consequences of Alcoholism in urban India?

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12. 4 LET US SUM UP

- The causes and factors of urban social problems are different from those of other societies.

- Some of the major issues and problems of urban societies in India are housing slums, pollution, human trafficking, domestic violence and drug abuse.
- Over crowdedness and lack of adequate means of social control are some of the major causes of urban problems.
- Urban problems may lead to social and individual disorganization.
- Urban problems can be solved by the increase in the formal means of social control and adapting the social institutions according to the changing needs of the society.



12.5 FURTHER READING

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12.6 ANSWERS TO CHECK YOUR PROGRESS

Ans to Q No 1: In India overurbanization is the primary cause of many socio- economic problems in the cities as overcrowding is one of the major factors for lack of facilities and space and for conflict over resources in the cities.

Ans to Q No 2: The United Nations organization, the central government of India and agencies of the state government have defined and identified the different slum areas in India.

Ans to Q No 3: The different types of pollution found specifically in the cities are air pollution, water pollution and noise pollution caused by industrial waste, traffic and overconsumption of resources in the urban areas.

Ans to Q No 4: The Protection of Women from Domestic Violence Act came into practice in India in 2005.

Ans to Q No 5: The social consequences of Alcoholism in urban societies of India include disorganization of the family, wastage of money and resources, individual disorganization and psychological disorders

12.7 MODEL QUESTIONS

Short Questions (Answer each question in about 150 words)

Q 1: What the different types of urban problems in India caused by over population?

Q 2: What do you mean by human trafficking?

Long Questions (Answer each question in about 300-500words)

Q 1: 'Urban problems are a result of urban social factors'. Discuss

Q 2: Elaborate how Urban problems in India are different from other urban societies.

Q 3: Discuss the role of family in the rise of urban problems in India.

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UNIT 13: TOWN PLANNING

UNIT STRUCTURE

13.1 Learning Objectives
13.2 Introduction
13.3 Objectives of Town Planning
13.4 Principles Of Town Planning
13.5 Necessity Of Town Planning
13.6 Forms of Town Planning
13.7 Planning Modern Towns
13.8 Let Us Sum Up
13.9 Further Reading
13.10 Answers to Check Your Progress
13.11 Model Questions

13.1 LEARNING OBJECTIVES

After going through this unit, you will be able to-

- know the meaning of town planning
- understand the principles of town planning
- describe the necessity of town planning
- discuss the different forms of town planning.

13.2 INTRODUCTION

In the course of human history the cities are also considered as the seat of growth and development of civilization. Great cities have been always considered as the symbol of great progress of human social and cultural life. The Indus valley civilization, Mayan and Incan civilization as well as cities like Alexandria are considered as some of the instances of great urban civilizations. One of the main characteristics of these civilizations is that they were aesthetically and systematically arranged. These arrangements made these cities and urban civilization into great historical monuments. They are also symbolic repositories of knowledge and culture

of the people of those times. A perfectly organized construction of a city and urban civilization requires the development of planning as well as technological innovations. Therefore instances of town planning are to be found since the inception of urban civilizations.

In modern times the significance of city planning has increased many folds. Modern cities that have an industrial base have a much larger size of population. Further these cities are also recognized by many sociologists as a place for amalgamation of heterogeneous populations. The increase in density, huge size of population and the element of heterogeneity add to the development of urbanization of the city as well as pose many problems for the organization of the urban society. In order to manage such a huge and heterogeneous population, town planning or city planning becomes an important part of social as well as spatial organization of the urban society.

The study of urban planning or town planning hence is related to the study of ongoing social processes in the urban space. This study also helps to understand the relationship between the people living in the city and the agencies of planning such as the government. Hence it is very essential to understand the issues related to town planning in order to understand the social processes such as growth, structural changes, citizen-state relationship and social problems in the urban areas. In the previous unit, we have learned various issues and problems of Urban society. In this unit we shal discuss about town planning; its objective, importance, forms so on and forth

13.3 OBJECTIVES OF TOWN PLANNING

The objectives of town planning may have multiple dimensions. They may differ according to the needs of the particular locality or problems related to a particular city. In ancient times the objective of building many of the capital cities of the world was to defend them from sudden attacks of the enemies while other cities such as Babylon and Roman cities were constructed with elaborate beautification in order to showcase the economic

prosperity of the king. Similarly new spaces such as the pnyx were designed in the Greek City states with the objective of accommodating the political participation of the citizens (Das, 2007), while port cities such as Pataliputra in India were planned to facilitate the development of elaborate systems of trade and commerce.

Objectives of town planning in modern urban societies may also vary according to the planning agencies such as the government or the country. For example after India got independence, the government of India initiated the process of building up capital cities for states, industrial cities and commercial urban centres for the development of Indian society. On the other hand different scientific disciplines studying town planning may again interpret the objectives of planning differently. However the following are some of the common objectives of town planning in modern cities:

- Provision of housing facilities or accommodation
- Provision of basic infrastructural facilities such as water supply and electricity.
- Removal of slums and other illegal settlements
- Provision of space for industries and recreational places such as parks and stadiums
- Provision of spaces for disposal of wastes and the dead
- Provision of facilities for hygiene and sanitation
- Arrangement of convenient space for institutions such as hospitals, educational institutions, markets, etc.
- Arrangement of space for communication and transport facilities. (Dasgupta, 2012) (Jayapalan, 2013).

- Hence the objectives of town planning have changed over time and as per the needs of the different types of urbanization and planning agencies.



CHECK YOUR PROGRESS

Q 1: Which was the oldest planned urban civilization in the Indian peninsula?

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Q 2: In which country was the historic city of Alexandria situated?

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13.4 PRINCIPLES OF TOWN PLANNING

Principles of town planning also vary according to the necessity of the rules, citizens and planners of a particular historical period. Religion, politics and public service have been the key factors in determining the principles of city planning. In the Indus valley civilization the provision for health and sanitation facilities determined the principles of town planning (Bhattacharya, 2006). The symmetrical grids in the cities of the Hellenic period and cities in China and Egypt on the other hand symbolize social hierarchy and the pursuit of order in determining the principles of planning (Das, 2007). Hence the construction of roads, drainage, and other designs for the cities were made according to these requirements of the city dwellers since the ancient times.

While discussing about the principles of town planning or city planning in modern industrial cities, we have to consider the technical, economic and the administrative point of view. The basic principles of town or city planning as mentioned by Dasgupta (2012) are:

- Fixing the baseline of traffic movements and transit facilities, including streets, railways and canals. These aspects of the city are the medium

of communication between the city and the outer world. The work life and private affairs of the people depend on these transit movements. Therefore they have to be adequate and systematic.

- The street networks should be planned in such a way that the main streets within the existing streets have to be given greater consideration; the auxiliary streets have to be fixed on local conditions: and in addition, other subordinate streets have to treated in accordance with the necessities of the immediate future, or with the wish of placing their development in the hands of the interested property owners.

- Some parts of the city have to be grouped in accordance with the location of the part and individual characteristics. These parts may be subjected to such modifications as may be demanded by the sanitary considerations and the exigencies of commerce and industry.

- The building departments have to adhere to some rights and privileges related to fire protection; freedom of interference; health and safety; and all aesthetic considerations. This department should also consider the neighborly relationship of two residences and tenants and house-owner relations while developing a site.

- The own or city municipal authorities have to facilitate for legal measures in cases of expropriation and impropriation and should also create a law providing for the regulation of the contour of new or reconstructed blocks to be built upon.

- The property holders, who are directly benefited by improvements, have to reimburse the city by paying funds in advance to the city for such a purpose. It is advisable to fix the normal cost per front foot and collect the amount stipulated before the work begins.

- The municipality has to constantly supervise the activities of interested property owner's associations, in regard to the improvements of certain sections.

- Planning should be done by keeping in mind the efficient use of land and infrastructure (Dasgupta, 2012).

13.5 NECESSITY OF TOWN PLANNING

The need for town planning arises due to various reasons. While discussing the topic of principles of town planning and objectives we have come across a few important issues due to which town planning is needed. Town planning is basically needed to fulfil the varieties of needs that people living in the towns and cities have. One of the major reasons is the management of the large population of the city. Again city is also composed by heterogeneous groups of people. Therefore it is essential to cater to the needs of all the heterogeneous needs of the population of the towns and cities.

Planning is also needed in order to have a spatial settlement of people in such a manner that there is no conflict regarding the use of land. Further the planning helps to ensure the equitable distribution of infrastructural facilities provided to the people of the city. Planning helps in the arrangement of these facilities so that people have equitable access to them. Town planning also leads to the orderly spatial arrangement of different spaces. For example the residential quarters are separated as well as linked to the workplace. Town planning involves the organization of transport and communication as per the needs of the people residing in the city. Again proper town planning also takes care of the need of recreational places and the environmental factors. It helps in sustainable operation of the eco-system of the urban habitat. Thus town planning is needed for spatial integration and social integration of the urban community.

In the era of globalization town planning is not exclusively done to fulfil the necessities of the city dwellers but is done in order to meet global standards of living. Planning of global cities or cities that are transit zones of the global economy have to accommodate the dynamic needs of its dynamic population. These cities have a huge section of their population

as migrants that comprises multiple classes such as the global managerial elites, professional classes as well as the international migrant labour class. Therefore there is need of city planning in order to accommodate the changing need of their variety of population.



CHECK YOUR PROGRESS

Q 3: Which government agency is responsible for town planning at the local level in India?

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Q 4: Mention one of the major reasons for the need for town planning.

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13.6 FORMS OF TOWN PLANNING

Forms of town planning may be different from town to town. Some of the factors that affect the forms of town planning are:

- The goals and objectives of the local and central government in organization of the town or city.
- The differential needs of the people residing in the cities and towns.
- Specific geographical and historical characteristics of the town or city
- The trend of rise and fall of number of population in the city.
- Overall development of the economy and market of the region (Dasgupta, 2012).

However in Urban Sociology there are specific theoretical models that discuss the forms of town planning. Some of the first theories on forms of town planning come from the Chicago school of urban sociology. These have been elaborately discussed by Samir Dasgupta (2012):

- **Concentric models:** This theory was proposed by Robert E. Park, E. W. Burgees and Rodrick McKenzie in their book 'The city'. The form of town planning advocated by them is based on the demographic character of the city and human ecology. This model suggests that a city begins with a central business district or CBD in the centre and the city grows in concentric circles around this centre. The CBD is surrounded by a transition zone that comprises of low income residences and workplaces. It is also a zone where we can find high rate of crime. Around the transition zone is the working class residential zone, followed by the middle class residential area and at the outer most circle is the upper class residential zone. This model was criticized for being simplistic and for failing to accurately describe cities other than Chicago. (Dasgupta, 2012)

- **Sector Model:** This model is a modification of the concentric model and was proposed by economist Homer Hoyt in 1939. This model was based both on urban land- use pattern and on demography. Hoyt accepted the existence of business district at the core, but suggested that various groups expand outward from the city centre along railroads, highways and other transportation arteries. Therefore Hoyt theorized the following:

  - Cities tend to grow in wedge- shaped patterns or sectors - emanating from the core business district and centered on major transportation routes.

  - Higher levels of access meant higher land values; therefore many commercial activities would be carried out in the CBDs, but manufacturing units would be developed in a wedge surrounding transportation routes.

  - Residential areas would grow in a wedge- shaped pattern with a sector of low - income housing bordering manufacturing/ industrial sectors, while middle and high income households would be located as far away as possible from manufacturing industrial units (Dasgupta, 2012)..

- **Linear model:** The linear model was first put forward by Arturo Soria and Mata in Spain. The linear city was built in an elongated form. Here, the city consists of a series of functionally specialized parallel sectors. A linear city usually runs parallel to a river and is build to in such a way that dominant wind blows from the residential areas to the industrial strip. The sectors of a linear city could be as follows:

  - A purely segregated zone for railway lines
  - A zone of production and communal enterprises, with related scientific, technical and educational institutions.
  - A green belt or a buffer zone with major highway
  - A residential zone, including a band of social institutions, a band of residential buildings and children's band.
  - A parking zone, including a band of social institutions, a band of residential buildings and children's band'.
  - A parking zone
  - An agricultural zone with gardens and state- run farms

There should be a provision for adding new sectors as and when the city expands ever longer without growing wider.

Apart from the above discussed models of town and city planning there are other theories that discuss more forms of town planning. These include the planning of the garden city and Axial Growth Theory. In ancient period of human history there were different forms of city planning that were based on the principles of religious norms of auspiciousness and inauspiciousness. In ancient India too city planning was there and was mentioned by people like Kautilya. Towns and cities during that period were planned according to caste based norms and division of labour in the market.



CHECK YOUR PROGRESS

Q 5: What does CBD refers to?

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Q 6: Who elaborated the sector model of town planning?

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Q 7: What is Kautilya's magnum opus is known as?

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13.7 PLANNING MODERN TOWNS

Modern towns and cities many a times are planned according to the above discussed theories and models of town planning. However the modern metropolis requires additional principles for planning. The planning of modern cities are done keeping in consideration certain important dimensions of the city. These include the land use pattern in terms of functions to be performed in the city such as industrial areas, commercial areas and residential areas. Spatial locations are allocated considering the facilities for transport and communication and economies of scale. Renovation according to modern standards of convenience. City beautification is again a very important aspect of planning of modern towns.

Consideration of the above dimensions of planning of towns was done in order to counter the unwanted effects of Industrial development and population growth, especially in the later part of the 19th century. These included urban problems such as congestion, overcrowding, urban sprawl, poor housing, inadequate sanitation and water facilities, transportation problems etc (Das, 2007).

The expanding modern towns and metropolises need a model of planning that accommodates physical, social and economic growth of cities.

Therefore new concepts of town planning such as zoning, garden city movements and development of suburbs came into existence (Das, 2007). These new forms of concepts and practices in planning of modern towns are facilitated by the rise in the new forms of scientific inventions that have led to the emergence of information communication technology revolution. The formation of planning commissions for economic reforms in newly formed nation states after the colonial rules have also led to the increase in the number of modern planned cities and especially capital cities. Along with it new institutions for the planning and management of cities had also developed. Chandigarh and Dwarka in India, Canberra in Australia, Brasilia in Brazil, and Islamabad in Pakistan are some of the examples of the modern planned city (Das, 2007).

Planning of modern cities also includes the planning of possible suburbs and extension of specialized functions. For Dasgupta (2012) the plan of the modern metropolis with its extensive suburbs includes the following considerations:

- The number of people the city may be built to accommodate.
- The standards and pace at which the city has to be developed
- The different uses of land - for residential purposes, commercial purposes and industrial enterprise.
- The construction of transport and communication system that has to be developed - including the circulation system.
- The extent of open space that has to be preserved for various purposes throughout the city (Dasgupta, 2012).

Apart from the above dimensions of planning of modern towns, the planning of cities in contemporary era also includes the consideration of the issue of sustainability. Hence new concepts in town planning and management of cities have emerged such as smart cities and sustainable cities. The term smart city is often associated with a city that has a high

level of information communication technologies. It can also be defined through a broader range of characteristics or elements. Some of these elements are identified by Ramprasad and others as: "utilization of networked infrastructure to improve economic and political efficiency and enable social, cultural and urban development; a strong focus on the aim of achieving the social inclusion of various urban residents in public services; profound attention to the role of social and relational capital in urban development and social and environmental sustainability as a major strategic component..." (Ramprasad, Sanchez-Ortiz, & Syn, 2017). Other social scientists have also given different factors for the definition of smart cities. The new task in planning of contemporary cities hence includes the consideration of the maintenance of ecological balance, protection and preservation of the environment of the city, as well as preservation urban resources for the future inhabitants of the city.

Thus the planning of the city is determined by different social, political and economic factors. The primary focus of town planning is the optimum use of land available in the city, provision of comfort and facilities to the city dwellers and the maintenance of ecological balance. Proper town planning leads to development of the urban society as well as the nation. Town planning, broadly discussed as urban planning therefore has far reaching social, economic and political consequences for society and the nation as a whole. Thus the understanding of town planning is an essential part of the sociological study of urban places and urban society all over the world.



CHECK YOUR PROGRESS

Q 8: What are the two most important factors in determining a smart city?

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Q 9: What is zoning in urban planning?

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13.8 LET US SUM UP

- Town planning has existed since ancient history of human civilizations
- Town planning is done for spatial organization of population and social, economic and political functions of the urban area.
- Town planning is done for better provisions and for better distribution of urban resources and facilities.
- There are multiple principles of town planning. They differ as per the requirements of the urban dweller and the planning agencies.
- Concentric model, sector model and linear model are a few of the forms of town planning discussed in urban sociology
- Modern town planning is done in accordance with the expanding population and needs of the city.
- Zoning, construction of smart cities, expansion of suburbs are some of the features of town planning in modern era.



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13.10 ANSWERS TO CHECK YOUR PROGRESS

Ans to Q No 1: Indus valley civilization.

Ans to Q No 2: Egypt.

Ans to Q No 3: The municipality.

Ans to Q No 4: Increase in population.

Ans to Q No 5: Central Business District

Ans to Q No 6: Homer Hoyt

Ans to Q No 7: Arthashastra

Ans to Q No 8: The two important factors in determining a smart city are technology and sustainability.

Ans to Q No 9: Zoning defines the lots or parcels of land for each land use category in detail.

13.11 MODEL QUESTIONS

Short Questions (Answer each question in about 150 words)

Q 1: What are the objectives of town planning?

Q 2: Mention the different forms of town planning?

Q 3: Mention the different urban civilizations of the ancient human history.

Long Questions (Answer each question in about 300-500 words)

Q 1: Discuss about the different principles of town planning.

Q 2: Elaborately discuss the different factors to be considered while planning modern towns.

Q 3: Discuss about the necessity of town planning.

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UNIT14: URBAN GOVERNANCE AND COLLECTIVE ACTION

UNIT STRUCTURE

14.1 Learning Objectives

14.2 Introduction

14.3 Role of State and Planning Agencies

14.4 Civic Action

14.5 N.G.O.s and Social Movements

14.6 Let Us Sum Up

14.7 Further Reading

14.8 Answers to Check Your Progress

14.9 Model Questions

14.1 LEARNING OBJECTIVES

After going through this unit, you will be able to-

- know about the role of state and planning agencies in governance of urban societies in India
- familiarize ourselves with the different plans, policies and programs that exist in India for better governance of cities and towns
- describe the nature of collective action in urban societies in India
- examine the role of N.G.Os in addressing the social issues of urban societies in India.
- discuss the history of social movements in urban societies in India.

14.2 INTRODUCTION

Urban societies are not devoid of social problems. There are many issues and challenges in urban societies. These problems and issues are multi dimensional. They are caused by and may have consequences on the social, political, economic and cultural life of the people living in the cities and towns. Moreover different sections of people in the urban societies have different social and economic needs. For example the infrastructural

needs of the people with disabilities would be different from the people who do not suffer from such disabilities. In modern democratic societies agencies such as the government, civil society and the non-governmental organization have to play significant role in the formulation and execution of policies that will address the needs of the different sections of the population.

The Directive Principles of State Policy of the Constitution of India state that "the state shall strive to promote the welfare of the people by securing and promoting as effectively as it may a social order in which justice, social, economic and political, shall inform all the institutions of the national life" (Jayapalan, 2013 , p. 315). Therefore welfare of the sections of the society that have been identified as weak and vulnerable should also be addressed. These issues have to be addressed both by institutional agencies as well as the people of the urban society with mutual support. Apart from the above initiatives the execution and maintenance of the steps taken for urban governance and development of all aspects of the urban society is simultaneously necessary. Therefore urban governance and collective action is very necessary for the overall functioning of the urban society.

In the previous unit, we have learned about the aims; objectives and the importance of Town planning. In this unit, let us familiarise ourselves with the concepts and role of urban government, urban Non- Governmental organization and other forms of collective action that play an important role in the functioning and maintenance of the urban society.

14.3 ROLE OF STATE AND PLANNING AGENCIES

The welfare of the urban communities is a task that has to be undertaken both by the state and the people. However, it is the responsibility of the state and the government has to initiate the process of addressing the issues of the urban areas in modern nations. In a country like India, the state is responsible for the planning and execution of the policies and

programmes for development of the urban areas as well as the welfare of the people. These policies are formulated to ensure proper allocation of resources and just distribution of goods and services in the urban societies of India. Also the state has to perform the role of monitoring of the policies and programmes that it has initiated specifically for the urban areas.

For the purpose of fulfilling the above objectives there are intricate systems of administration and monitoring of the urban areas. The Urban Local Bodies (ULB) carry out the administrative functions of the urban societies at the local level. The ULBs include:

- Municipal Corporations or Nagar Nigams
- Municipalalities or Nagar Palikas
- City Councils or Nagar Panchayats

Different governments as well as the Planning Commission of India have initiated different plans and programmes from time to time. Since its inception the five years plans have focused on different aspects of urbanization and development. Some of the issues that received facus in these plans include housing up-gradation and slum clearance, urban community development and environment improvement of slums, reduction and elevation of urban poverty and environmental issues in the cities and slums .

There are certain platforms and programs that are common for the development and welfare of both urban and non-urban society. These include the programmes under the Department of Social Welfare created in 1964. The Central Social Welfare Board (August 1953) and the State Social Welfare Advisory Boards are institutions that monitor and coordinate the welfare activities and programmes in the urban areas. The Department of Social Welfare basically devises programmes for children, women, mothers and backward classes. It also looks into the welfare of maladjusted groups and people who are differently abled (Jayapalan, 2013). Besides

this the government is also responsible for Disaster management in the urban areas.

On the other hand there are policies and programmes that cater specifically to the urban areas. These programmes focus on the issues of housing, spatial organisation and employment. These programmes are initiated and executed by the state with support of other community based and corporate agencies. The National Commission on Urbanization (NCU) and the Urban Community Development Programme (UCD) and The Housing and Urban Developemnt Corporation (HUDCO) are some examples of the tripartite collaboration of execution of policies and programmes designed specifically for the benefit of urban dwellers

Thudipara (2013) discusses about the various programmes initiated by the state in Indiafor the urban societies. Programmes for the urban poor include:

- Slum Eradication Programmes that were a focus of the first and the second Five Year Plans.
- National Housing and Habitat Policy (NHHP), 1998
- Valmiki- Amberdker Awas Yojana (VAMBAY) 2001-02
- National Slum Development Programme (NSDP) 1997

Nutrition and Health-Related Programes that benefit members of the urban societies in India include:

- Supplementary Nutrition Programmes, Including Public Distribution such as the Mid-Day Meal (MDM) scheme.
- Integrated Child Development Scheme (ICDS)

The tenth Five Year Plan has set forth many objectives that cater to the nutritional requirement of the urban dwellers in India, especially children (Thudipara, 2013).

- Employment - Oriented Programmes include:
  - Self - Employment Programme for Urban Poor (SEPUP)
  - Swarna Jayanti Shahari Rozgar Yojana (SJSRY). This scheme encourages the participation of NGOs and has led to the seting up of the District Urban Development Agency (DUDA) at the local level.
- Infrastructural/ environment - Related programmes include:
  - Accelerated urban Water Supply Programme (AUWSP) launched in 1993-94
  - Urban Low Cost Sanitation for Liberation of Scavengers started from 1980-81.
  - Community Toilet complexes under the Valmiki Ambedkar Awas Yojana (Thudipara, 2013).

Other important programmes and policies initiated by the state for the urban areas include: Jawaharlal Nehru National Urban Renewal Mission (JNNURM), Rajiv Awas Yojna, National Urban Housing and Habitat policy, National Urban Sanitation Policy, National Urban Transport Policy, National Policy for Urban Street Vendors, Urban Infrastructure Development Scheme for Small and Medium Towns (UIDSSMT), Integrated Housing and Slum Development Programme(IHSDP), Capacity Building for urban Development Project for India(http:/urbanindia.nic.in/).

There have also been many changes in the role and functioning of government in the urban areas in the recent times. Now not only the local and national issues but also issues related to global polity have to be considered. India has entered into collaboration and treaty with many international and global organizations. Therefore the objectives of urban administration have changed in accordance with these new collaborations. Hence urban governance now includes focus on policies that meet global standards of urbanism. Therefore we have new programmes on Millennium

Development Goals for Sustainable Cities and Communities, Swachh Bharat Mission Urban (SBM), Atal Mission for Rejuvenation And Urban Transformation (AMRUT), Heritage City Development and augmentation Yojana (HRIDAY), Pradhan Mantri Awas Yojana- Housing for all (PMAY-HFA), Shyama Prasad Mukherji National Rurban Mission (NRum) etc.

Thus the state has to play a pivotal role in the administration, growth and development of urban societies in India. Let us now understand another important aspect of urban social organization and functioning in India i.e. civic action.



CHECK YOUR PROGRESS

Q 1: What are the Urban Local Bodies for administration in cities in India?

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Q 2: Name the institutions that monitor and coordinate the welfare activities and programme in the urban areas

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Q 3: What is SBM?

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14.4 CIVIC ACTION

Civic Action consists of yet another dimension of urbanism. Civic action basically denotes the collective actions of the inhabitants of the city or a legally bounded urban area. These actions are directed towards the betterment of the civic life the urban society. It also aims at problem solving and social integration of the society. Civic action hence is directed towards the common good of the people of the city. It also works for the rights of the

citizens. Civic action may have an organized form in terms of an association. The need for civic action arises due to the following issues and questions:

- In an urban context, wherein economic and political powers are unequally distributed, civic action may contribute to urban governance for proper distribution of resources and power.
- Civic action may help in the identification of the needs and expectations of the citizens of the city and in making new arrangement for the fulfillment of these needs.
- Civic action helps in building up participatory governance and resists elitism in governance (Singh, 2010).

Therefore, civic action may work for the betterment of urban lives. The important elements of civic action and community participation are: self help, felt needs, local leadership and technical assistance (Thudipara, 2013). Self help refers to the "improvement of a person or group by his own or its own contributions and efforts and largely for his or its own benefit" (Thudipara, 2013, p. 42). Felt needs refer to the recognition of the common needs of the people of a particular community. Local leaders have the requisite competencies to perform a task and carry direct responsibility for the organization of the community and the dissemination of information to the members of the community. They also provide motivation for the completion of the task in hand. Further the provision of essential services, tools and strategies are also needed as technical assistance for the successful participation of community members (Thudipara, 2013).

Collective civic action and strong solidarity lead to the formation of Neighbourhood organizations and voluntary associations. Singh (2010) illustrates the examples of such associations in Mumbai. Coelho (2009) on the other hand gives examples of civil associations such as Residents Welfare Associations (RWAS) from Chennai. These associations work for the betterment of urban amenities such as road conditions, drainage and water as well as the use of land. Political connections, mobilization of

resources and power, status elevation are some of the objectives of these groups.

Civic action can also be combined with the state initiatives to bring socio-economic changes in the urban societies. Such initiatives can take the shape of community development programmes. Clinard (1966) points out the following elements of community development programmes that help in generating and channelizing civic action:

- Strengthening of group interrelationships;
- Encouragement and stimulation of self- help through the initiative of the individuals in the community;
- Stimulation by outside agencies when initiatives for self help are lacking;
- Identification and development of local leadership;
- Development of civic consciousness and acceptance of civic responsibility;
- Use of professional and technical assistance to support the efforts of the people involved; and
- Coordination of city services to meet neighborhoods needs and problems (Thudipara, 2013, p. 41).

One such example is the Urban Community Development (UCD) project that was started in 1959 and which was later merged with the Urban Basic Services (UBS). Thudipara (2013) states that this programme "aims to promote citizen participation, strengthen the service capacities of the local bodies in working with people on commonly felt needs, bring about convergence of services, and coordinate the resources of various agencies for the purpose" (Thudipara, 2013, p. 34). Another example of community based organization (CBO) is Basti Vikas Mandals that work for the betterment of the slum dwellers. Thus state and other agencies like the

UNICEF can work together with the members of the urban community to channelize civic action for better urban management.

Thus collective civic action in the urban areas in India are an assertion of citizenship of the people of the urban areas, their rights privileges as well as performance of duties as citizens of the city. Such actions are a means for the generation of social capital for better action and participation. Collective action arises at the micro level and can be later given more institutional shape and can be expanded beyond the city's boundaries. Further the development of civic action also leads to the development of human agency and human resource in the urban societies that further helps in the better organization and management of the societies.



CHECK YOUR PROGRESS

Q 4: A form of association that emerges from collective action is.....

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Q 5: What is a CBO?

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Q 6: What is the UCD project

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14.5 N.G.O.S AND SOCIAL MOVEMENTS

In order to adapt with the needs of the emerging global economy and the resultant competition, the developing countries of the world had to revise their economic and political ideologies and structures. The Indian government also adopted these changes and took initiatives to strengthen efficacy of local government in the 1990s (Nainan & Baud, 2008). The emergence of the Non Governmental Organizations (NGO) in urban India is a result of this decentralization process that aimed at changing the political

processes and inclusion of people at the local level in governance (Nainan & Baud, 2008).

Non Governmental Organization (NGO) is a more structured form of body that emerges from civic and collective action in the civil society. They are more permanent than that of the neighbourhood associations. NGO's are mostly non- profit voluntary citizen's group. They can exist at different levels such as the local level, national level and the international level. The NGOs have certain goals which basically involve mobilization of resources, humanitarian aid, social service etc. NGO's are not exclusive to the urban areas and hence may have objectives beyond the purview of the city.

Bhaviskar(2001) states that the rise of NGOs is one of the central processes in the sphere of development since the 1980s. This period also coincides with the demise of developmentalism as a project of the nation-state and the rise of post developmentalist as a project of the Nation- state and the neo- liberal political economy. NGOs hold a mediating position between states and markets as well as the society. There are different types of NGOs classified on the basis of the functions that they perform. Shah and Chaturvedi divide NGOs into three categories: techno-managerial, reformist and radical (Baviskar, 2001). Similarly NGOs can also be mobilization organizations, organizations providing professional services, organisations involved in charity, development and empowerment work. NGOs also participate in programmes of various ministries and departments that are working for the management of urban areas in India. Kulshrestha (2012) discusses the various functions of NGOs that include "survey and analysis of development issues; identification, design and implementation of development-related projects; and monitoring review and evaluation of policies programmes and projects. The role of such organizations has also been recognised as microfinance institutions, serving as an intermediary between the banks and the people, for providing loans for housing and other economic activities of the urban poor" (Kulshrestha, 2012). Thus the

NGOs of the urban society in India perform a range of functions for the benefit of urban dwellers and act as a bridge between the state and the citizens.

There are many examples of NGOs in India that have their networks and sub divisions in both urban and rural societies. For example there are NGOs focusing on women empowerment such as The Self- employed Women's Associations (SEWA) at Ahmedabad. SEWA provides counselling, professional guidance, banking facilities as well as mobilizes women for their economic and social empowerment. Similar to SEWA there are different NGOs working in the field of Micro finance that act as facilitators in case of lack of institutional mechanisms for the same functions. Thus NGOs play a very important role as a problem solving mechanism as well as a mediator in the functioning of urban societies. The rise of NGOs is specifically related to the rise of civil society in the urban societies of India.

Civic actions can be both loosely structured organized around civil objectives. They can be permanent or temporary. NGOs are much more stable organizations with long terms goals. On the other hand Social movements are organized and rigorous actions are centred on a specific issue. These issues are often related to the restoration of the violated rights of the people. They have specific objectives and they come in waves. Therefore after the objectives have been met the social movement may cease to exist or may take on the shape of a more structured organization with long term goals.

The earlier social movements were constructed in opposition to meta social principles, such as the state and the nation. However the new social movements have more and more become direct calls to personal and collective actions and are discursive practices (Arora, 2001). They oppose domination by external agencies and forces through building up solidarity and breaking limits of the already existing systems. For Touraine (1976,1984, 1985) social movements are the works that society performs on itself and can take the shape of conflicts to bring change into the social system. Most

of the social movements in India are basically movements for the assertion and rights of the communities who are deprived.

The urban areas become an arena for social movements. Social movements in the urban areas may be raised to solve the issues and problems of the communities in the urban area itself or cities, especially capital cities may become a stage for social movements addressing the needs of communities that do not reside in these cities. Cities hence become a centre of communication between the communities and the administrative agencies. Thus social movements are composed by collective action and the role of the civil society in the urban areas, for both internal and external issues related to the city.



14.6 LET US SUM UP

- Urban society is run by the combined efforts of urban governments, collective action and non governmental organization
- Indian governments have developed various schemes and policies for to cater to the needs of the urban inhabitants, especially the deprived sections
- The Planning Commission of India is an agency for better governance of urban societies.
- Civic action is necessary for communicating the needs and assertion of rights of the urban residents to the government
- NGOs are an organized form of collective action in urban areas
- Social movements in urban areas emerge as a result of factors bothinternal and external to the cities.



14.7 FURTHER READING

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14.8 ANSWERS TO CHECK YOUR PROGRESS

Ans to Q No 1: Municipal Corporations or Nagar Nigams, Municiplalities or Nagar Palikas and City Councils or Nagar Panchayats.

Ans to Q No 2: The Central Social Welfare Board (August 1953) and the State Social Welfare Advisory Boards are institutions that monitor and coordinate the welfare activities and programme in the urban areas.

Ans to Q No 3: Swachh Bharat Mission.

Ans to Q No 4: The neighbourhood associations.

Ans to Q No 5: Community Based Organization

Ans to Q No 6: Urban community development project initiated in 1959

14.9 MODEL QUESTIONS

Short Questions (Answer each question in about 150 words)

Q 1: What are the issues on urbanization that were focused in the five year plans.

Q 2: Write about the policies and programmes that cater specifically to the urban areas.

Long questions (Answer each question in about 300-500 words)

Q 1: Elaborately discuss the nature and role of collective action in urban areas in India?

Q 2: Explain the significance of Non - Governmental organizations in urban socities in India.

Q 3: Evaluate the role of government in the functioning of urban societies in India.

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UNIT NO 15: URBANIZATION IN THE CONTEXT OF N.E. INDIA WITH SPECIAL REFERENCE TO ASSAM

UNIT STRUCTURE

15.1 Learning Objectives

15.2 Introduction

15.3 Urbanization in N.E.

15.4 Factors of Urbanization in N.E.

15.5 Issues and Challenges of Urbanization in N.E.

15.6 Let Us Sum Up

15.7 Further Reading

15.8 Answers to Check Your Progress

15.9 Model Questions

15.1 LEARNING OBJECTIVES

After going through this unit, you will be able to-

- know about the unique features of urbanization in North East India
- understand the factors of urbanization in North East India
- describe the emerging issues related to urbanization in North East India
- examine the challenges to the process of urbanization in North East India

15.2 INTRODUCTION

The North Eastern region of India comprises 8 states namely Assam, Arunachal Pradesh, Manipur, Meghalaya, Mizoram, Nagaland, Tripura and Sikkim. Earlier the North East was also known as the Seven Sisters as Sikkim was not included in the region till 2002 (Bahadur, 2009, p. 33). The social fabric of the North East region is composed of different races, ethnicities, religions and culture. The society is therefore a mosaic of vivid forms of lives that have coexisted together for centuries. Similarly there are

multiple forms of economies in the region that are constituted as per the geography and available resources in the different terrains. Hence we find settled agriculture, Jhum cultivation, Horticulture, rearing of animals as means of livelihood etc. Depending on these economies the settlement of the population of different terrains is also different. Societies are organized more into villages than into cities. However there are also numerous urban settlements in North East India including cities, towns and small towns. These urban places play an important role in connecting the different parts of the region and their administration. Urbanization in North East India has contributed to the overall growth of the economy of the country and has helped in socio cultural exchange between different communities belonging to different places of origin from the country. Urban spaces also add to the overall definition of the nature of societies and social structures of the different states. Therefore it is essential to know about urbanization in North East India and its social factors as well as implications. Let us now look as the different aspects of urban societies and urbanization in North East India.

15.3 URBANIZATION IN N.E.

There were many glorious urban civilizations in the Indian peninsula since the time of the emergence of the Indus Valley Civilization. In ancient and medieval times the city basically served as capital of kingdoms and empires as well as centres of trade and commerce. Capital cities also existed in the North Eastern region of India. These were built by different kings to defend their kingdoms and communities and strengthen their administration. There was continuous destruction and rebuilding of cities during various historical periods. Further the capital cities were shifted to new places for administrative reasons and hence construction of new urban places was done by the kings. Folklore supported by archaeological evidences indicates the presence of many urban sites in the different parts of North East India. Proper historical documentations such as the Ahom Buranjis as well as accounts of colonial administrators provide elaborate descriptions of capital cities and urban centres made by the Ahom Kings. There are also references

to the existence of commercial urban centres. In this regard Bhandari and Gautam (2009) states that "During the reign of Pratap Singhes (1630-41) two markets were established at Dopdar and Borhat to encourage trade with the Nagas. Ahom monarchs established a large number of marts in places like Bebejia, Janji, Titabar, Nazira and Simaluguri. In course of time, these marts were converted into small towns" (Bhandari & Gautam, 2009). The authors also mention about the emergence and development of Guwahati, Hajo and Sadiya which have developed into cities and towns in the contemporary period. Thus urbanization is not a new phenomenon in the North East of India.

After colonization new network of port cities and cantonments were created for further trade and commerce by the British government in India. The North East India was also a part of this networking of urban centres. The colonial government built many new urban centres in the North Eastern Region for the extraction and transport of resources such as tea and coal. Many such centres have developed into large towns and cities in the course of time. However growth of urban centres and development has taken speed only after Independence. Both the number of urban places as well as population in the urban centers has grown many folds in the period after Independence. Nevertheless the North Eastern region is basically dependent on agriculture and urban development is yet to optimize itself. Let us now look at the factors of urbanization in North East India.



CHECK YOUR PROGRESS

Q. How is urbanization in North East India related to agriculture?

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15.4 FACTORS OF URBANIZATION IN N.E

As mentioned earlier the factors of urbanization in the ancient and medieval times were basically dependent on the different rulers of the many

small and large kingdoms that existed in the North Eastern Region of India. The primary objectives of the development of these urban centres were to strengthen the administration and to develop trade and commercial networks.

On the other hand one of the factors of modern form of urbanization in the North Easter Region of India is colonial expansion. Railways and road ways were constructed to extract different resources from the region (Ganguly J. , 1995). Towns like Digboi and Margherita in Assam became the centres for the production and export of coal and tea. These centres also consisted of the residential quarters and clubs for the colonial rulers. Thus there was the introduction of new and modern infrastructural facilities and planning of urban areas by the rulers.

The networking economic centres emerged from the formation of urban settlements near the roadways and railways. Use of waterways in the form of the intricate network of tributaries of the Brahmaputra and other rives was also a factor that contributed to the process of colonial urbanization in the region. The colonizers further wanted to strengthen their administration through the strategic urban areas of North East India. Therefore they established many urban centres for the same purpose. (Butola, 1995) Further there was also the development of the hill stations like Shillong in Meghalaya as summer resorts of the colonial administrations, leading to concentration of population and urban development.

Apart from the above factors many urban places also developed as a result of the participation of colonial India in the two World Wars. Establishment of army cantonments redefined the nature of already existing urban places as well as created new urban centres for different war related matters. Dibrugarh in Assam and Kohima in Nagaland are two of the important examples of towns which have an elaborate history of their association with the World Wars (Dikshit & Dikshit, 2014, p. 556). Thus different factors of urbanization emerged during the colonial rule in the North Eastern states of India.



CHECK YOUR PROGRESS

Q. 2. What are the reasons for which colonial government gave importance to urbanization in the North East region of India?

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In the post independence era we see a host of other factors that led to the concentration of population in the urban areas in the North Eastern states. These factors emerged as a result of the concern for the socio political development of the country. Regional and social integration of the country as well as the development of nationalism became the most important factors of urbanization that were internal to the nation. One of the first factors of emergence of new towns and cities in different regions of the country was the linguistic division of the states immediately after independence. India's North East too was constituted into 7 states. These newly constituted states of the region needed cities as state capitals and district headquarters. There was concentration of administrative and economic activities in and around these urban centres. This led to the growth in the number of cities and further concentration of population in the cities. Regarding this increase in the urbanization in North East India Dikshit and Dikshit (2014) writes, "The number of towns in the North-East region (eight states including Sikkhim) has increased more than eightfold from 30 in 1951 to 414 in 2011… This unprecedented increase in the number of towns in the North- East region is largely attributed to a reorganization of the administrative set-up" (Dikshit & Dikshit, 2014, p. 541). Thus urbanization in North Eastern states of India gained momentum after India became a independent nation state.

However many social scientists explain that urban pull factors are lesser than rural push factors in the increase in population of the cities in North East. After independence the low productivity in the traditional agriculture and the emphasis on the new administrative and economic

activities in and around existing urban centres led to large scale rural to urban migration and growth of cities. B. Datta Ray (Ganguly J., 1995) writes that number of towns grew in North- east by 27% during 1981 against less than 16% else-where in the country. Class III and class IV town or the middle order towns grew in numbers in this period (Nayak, Chakravarty and Chakravarty, 1985). In 1991 the region had 195 towns of various categories and 4.38 million people were living in urban areas. Urban areas were classified into census towns and statutory towns for better identification and administration.

Apart from rural to urban migration, migration from outside North East is also a major factor the growth of urban population in the region. Most of these immigrants are settled in the urban areas rather than in the agrarian societies of the North East. A substantial number of the urban population therefore is composed of migrants (Bhattacharjee, 1995). Hence there is growth of urban population and expansion of urban areas in the region due to migration.

The five year plans of India also focused on the development of industrial growth. This led to the setting up of industrial towns all over India as well as in the North East the tea industry, oil and natural gas industries, mining and fertilizer industries were set up for resource extraction and industrial development. Therefore industrial towns developed around these industries. Bongaigaon, Namrup, Digboi, Naharkatia, Margherita, Duliajan and many other urban centres in Assam grew in magnitude after independence with the expansion of their industrial bases (Bahadur, 2009).

Enactment of new laws for the administration of urban areas in the North East such as the Assam Town and Country Planning Acts (1959) and the subsequent development of Town Planning Organizations (TPO) (Das, 2007), municipality councils and boards have further strengthened the process of urbanization in North Eastern States of India after Independence.



CHECK YOUR PROGRESS

Q. 3. Which are the major towns associated with oil industries in Assam?

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In contemporary times, globalization is a factor of socio-economic change that has an impact on different aspects of life. Globalisation also has an impact on urbanization and urban policies of India. Before 1990s the North East of India was considered as a periphery. However after economic liberalization the North East has become a gateway to international trade and collaboration with all the South East Asian countries It has now become the centre for certain economic and political practices related to globalization. Hence the development of the cities and towns of the North East also has become significant. These urban centres have the potential of being the nodal points in the networking of global economic practices. Therefore new policies such as the Look East Policy and the Act East policy emphasise on in connecting the different strategically placed cities in India to the cities of the neighbouring south East Asian Countries (Ganguly A. N.) . Hence urbanization in the North East Region of India is influenced by not only national factors but also global factors in the contemporary times.

Urban renewal missions initiated by the central Government of India such as the Jawaharlal Nehru National Urban Renewal Mission (Das, 2007) and the initiative for the transformation of major cities into Smart Cities (2015) are some of the emerging factors of urbanization in North East India in the beginning of this century. The objective of these missions is to make the cities in the country more sustainable and well facilitated for current and future urban dwellers. Thus from the above discussions we can note that there have been different social, economic and political factors of urbanization during different periods of history in North East India.

15.5 ISSUES AND CHALLENGES OF URBANIZATION IN N.E.

Let us now look at the important issues and challenges that have emerged in urban growth and development in the North East. Most of these issues are related to the imbalance of growth of urban population and the lack of required facilities in the urban areas.

Lack of infrastructural facilities and other amenities is an important issue in the cities and towns in the North East India since independence. B. Datta Ray states that during 1981-19 urbanization in North East region was not supported by an agricultural surplus (Ganguly J. , 1995). Hence sustainable urbanization and expansion of facilities was limited. There is overcrowding in the cities, scarcity of water supply, inadequacies of public health and sanitation system, increase in unemployment etc. This lack of facilities resulted in the growth of slums in the urban areas of the region. Therefore B.S. Butola considers that while there is high rate of growth of urbanization in the N.E., there is also relative stagnation in its economic growth. (Ganguly J. , 1995, p. xii) This imbalance further leads to the creation of other social and economic problems in the cities and towns in North East.

This imbalance between the growth of urban population and the lack of facilities is one of the reasons for other socio-cultural problems in urban areas. It creates a huge gap between the rich class and the poor classes. Because of the lack of economic resources there is high level of unemployment in the urban areas. This further leads to the increase in social inequality between the employed and the unemployed. These factors have also led to the formation of the informal sector that persists on unaccounted work. Monitoring of the informal sector and the associated migration of people to the urban areas further adds to the burden of management of the urban societies in the region. All this contributes to the rise of urban poverty in the urban areas of the North East. Diversification of jobs and productive activities is also not adequate in the region and hence

there is unemployment and lack of livelihood opportunities despite urban growth (Ganguly J., 1995).

There is also disintegration of culture due overcrowding in the cities of the North East. Lack of facilities leads to the rise in illegal access and use of public resources. There is increase in conflicts among the different sections of people of the city due to the unequal access to resources. Traditional family systems and neighbourhood life have also changed because of the overcrowding of people in the cities. Demand of work life, separation of the professional and the personal, social interactions among heterogeneous groups living in the cities also lead to the alienation of people from each other in the urban areas. It creates disharmony and rise in crime in the urban areas of the North Eastern states.

There is also the lack of adequate institutions for public welfare such as institutions for the care of the elderly, destitutes and other people who need help. This is a result of strain in the urban economy and the government has failed to provide for these facilities. Because of all the above mentioned social factors there is social unrest in the cities and towns of the North Eastern States.



CHECK YOUR PROGRESS

Q. 4. What are the new social institutions needed for modern towns in North East India?

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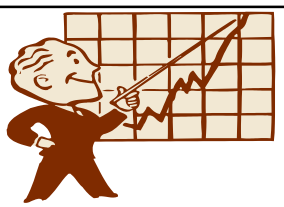
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Another challenge in the urban areas in the North East is to overcome the imbalance between population concentration in the cities and the rapid destruction of the ecological habitat. Availability of drinking water has been reducing gradually due to overcrowding and congestion. Shrinking and pollution of water bodies due to congestion has not only led to the rise of problems for the inhabitants of the city but has also posed a serious threat to the biodiversity of the city and the surrounding areas. Besides the above discussed issues, there are also other emerging

problems that have been noted in big cities like Guwahati. These include the unsystematic and haphazard extension of house structures without following any regulations, rampant encroachment of government land lack of space for drainage and clogging of drains (Ganguly A. N.). The cities situated on the banks of the major rivers suffer from soil erosion during floods and non-improvement of transport facilities (Das, 2007).

Lack of proper renewal policies and funds (Das, 2007), lack of technical expertise in the designing and administration of cities, lack of large scale private sector enterprises for public private partnership (Bhowmik, 2009), increasing and haphazard construction of buildings and markets in the city and general, public apathy have further posed as challenges to planned urbanization and proper maintenance of the cities in North Eastern states in India.

Thus from the above discussion we can conclude that there are different issues and challenges that have emerged in the urban areas of North East India. In order to meet the standard of global cities, economically and socially, these challenges have to be overcome. Therefore growth of population in the urban areas and the growth of number of cities and towns of the region have to be substantiated with apt measures for overcoming the above challenges. Only then we can talk about urban development in the North Eastern states of India.



CHECK YOUR PROGRESS

Q. 5. Mention one of the major problems of urbanization in North East India?

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15.6 LET US SUM UP

- Urban centers have existed in the North Eastern region of India since ancient times.

- Modern cities and towns in N.E. are different from the ancient urban centers.
- Colonial administration was a factor of modern urbanization in N.E.
- After independence industrialization, rural urban migration and the intermixing of different communities in the N.E. states have added to the growth of urban societies in the region.
- There are numerous issues and challenges in the process of urbanization in the N.E.
- Rural to urban migration without adequate urban development lead to the creation of various problems in the N.E.
- Some of the issues and challenges include overcrowding in urban centers, lack of infrastructural facilities, growth of slums and illegal settlements, growth of informal sector, rise in crime and degradation of lives and values in urban societies.
- Urban development in N.E. can be achieved by addressing both economic development and social concerns.



15.7 FURTHER READING

1) Bahadur, T. K. (2009). Urbanization in North-East India. New Delhi: Mittal Publication.

2) Bhandari, P. B., & Gautam, H. (2009). Urbanization in Assam- A Case Study of Jagiroad Town. In H. Sudhir, Urbanization in North East India: Issues and Concerns (pp. 105-124). New Delhi: Akansa Publishing House.

3) Bhattacharjee, P. (1995). Features of Urbanization in North- East India as Reflected in Migration Statistics. In J. Ganguly, Urbanization and Development in North- East Inida: Trends and Policy Implications (pp. 23-38). New Delhi: Deep and Deep Publications.

4) Bhowmik, I. (2009). Urbanization in Tripura: Issues and Challenges. In H. Sudhir, Urbanization in Northeast India (pp. 87-104). New Delhi: Akansha Publishing House.

5) Butola, B. (1995). Urbanization and Under Development in the North-Eastern India. In J. Ganguly, Urbanization and Development in North-East India: Trends and Policy Implications (pp. 39-47). New Delhi: Deep and Deep Publications.

6) Das, A. K. (2007). Urban Planning in India. New Delhi : Rawat Publications.

7) Dikshit, K., & Dikshit, J. K. (2014). North- East India: Land, People and Economy. New York: Springer.

8) Ganguly, A. N. (n.d.). Cohesive urbanisation in North-East India: Issues and Concerns. Retrieved August 14, 2018, from http://www.academia.edu/3685813/Cohesive_Urbanisation_in_North-East_India_Issues_and_Concerns

9) Ganguly, J. (1995). Urbanization and Development in North-East India: Trends and Policy Implications. New Delhi: Deep and Deep Publications.

10) Nayak, D. K., Chakravarty, S., & Chakravarty, S. (1985). Pattern of Urbanization in the North- East. In J. Ganguly, Urbanization and Devleopmnet in North-East India: Trends and Policy Implications. New Delhi: Deep and Deep Publications.

15.8 ANSWERS TO CHECK YOUR PROGRESS

Ans to Q No 1: Urbanization is dependent on the agricultural surplus. However in North East India agricultural surplus is not enough to sustain urban development.

Ans to Q No 2: The colonial government focused on urbanization in the North eastern region basically for resource extraction, consolidation of the British rule and for building summer resorts for climatic conditions.

Ans to Q No 3: Digboi, Duliajaan, Sivasagar, Naharkatia.

Ans to Q No 4: The new social institutions needed for the urban Centers in N.E. region are, voluntary organization, institutions for the care of elderly and children, shelters for destitute and homeless.

Ans to Q No 5: The imbalance between increase in urban population and lack of adequate facilities is a major cause of problems in urbanization in North East India.

15.9 MODEL QUESTIONS

Short Questions (Answer each question in about 150 words)

Q 1: Mention the primary factors of urbanization in North East India after Independence.

Q 2: How is the development of oil industry related to urbanization in Assam?

Long Questions (Answer each question in about 300-500 words)

Q 1: Elaborately discuss the nature and factors of urbanization in the colonial period.

Q 2: Discuss the socio-economic problems of cities in North East India.

Q 3: Discuss the different challenges of urban development in North East India after globalization.

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Name of the Paper:
Course Code:

Centre for Internal Quality Assurance (CIQA)
Krishna Kanta Handiqui State Open University
City Office, Housefed Complex, Guwahati- 06

Learner's Feedback on Course

Dear Learner,

Regarding the course as mentioned above, we would like to know your opinions and comments so as to improve the quality of self learning materials in future. Please respond to the following statements by ticking the number you feel most reflect your opinion. After completion of the additional comments, please detach the page and send/mail the same to us at the address given below.

The Director, Centre for Internal Quality Assurance, KKHandiqui State Open University
Housefed Complex, Dispur, Guwahati- 781006
(E-mail id: ciqa@kkhsou.in)

1. Approximately how many hours did you spend for studying the units in the course?

2. Please give your opinions (by √ mark) to the following items based on your reading of the block:

Sl. No.	Statements	Strongly Agree	Agree	Neither Agree nor Disagree	Disagree	Strongly Disagree
I.	The SLMs of the course fulfil the learning objectives set out in the beginning of each unit					
II.	The units of the SLM could satisfy my academic needs and expectations					
III.	The Unit writers have excellent knowledge about the course contents					
IV.	Language and contents of the units were presented at a level which I could readily understand					
V.	Ample opportunity for participation in the activities provided in the units					
VI.	Used enough Illustrations (Diagrams, tables etc.) for conceptual clarity					
VII.	Quality of content is engaging, relevant, and up-to-date					
VIII.	The self check questions are very helpful					
IX.	The Possible/model questions and the answers to check my progress have benefited me a lot					

Additional Comments: *(Please feel free to provide your open comments)*

1. Which aspects of the SLM, according to you, worked well?

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2. What sort of changes/improvements do you feel KKHSOU could implement to improve the overall quality of the SLM?

Thank you for taking the time to complete this form.

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(To be inserted as last page after the end of the last unit of the course)