

# **CHAPTER - VIII**

## **URBAN DEVELOPMENT**

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### URBAN DEVELOPMENT

#### 8.1. Introduction

Urbanization in Meghalaya has maintained a steady growth. As per 2001 Census, the state has only 19.58% urban population, which is much lower than the national average of 28%. Majority of people of the State continue to live in the rural areas and the same has also been highlighted in the previous chapter. As the urban scenario is a reflection of the level of industrialization, commercialization, increase in productivity, employment generation, other infrastructure development of any state, this clearly reflects that the economic development in the state as a whole has been rather poor. Though urbanization poses many challenges to the city dwellers and administrators, there is no denying the fact that the process of urbanization not only brings economic prosperity but also sets the way for a better quality of life. Urban areas are the nerve centres of growth and development and are important to their regions in more than one way. The current section presents an overview of the urban scenario of the state.

#### 8.2. Urban settlement and its growth in the state

Presently the State has 16 (sixteen) urban centres, predominant being the Shillong Urban Agglomeration (UA). The Shillong Urban Agglomeration comprises of 7(seven) towns viz. Shillong Municipality, Shillong Cantonment and five census towns of Mawlai, Nongthymmai, Pynthorumkhrah, Madanrting and Nongmynsong with the administration vested in a Municipal Board and a Cantonment Board in case of Shillong municipal and Shillong cantonment areas and Town Dorbars or local traditional Dorbars in case of the other towns of the agglomeration. The entire Shillong agglomeration has been considered as a single unit in this chapter. Among the other nine urban settlements eight are statutory towns with local administration in form of Town Committees or Municipal Boards, and one i.e. Sohra a census town. The following table shows the status of the urban centres in the State.

**Table 8.1 List and Administrative Status of the Urban Centres in Meghalaya**

Sl. No	Name of Town	District	Administrative Status
01	Shillong Municipal Board	East Khasi Hills	Municipality
02	Shillong Cantonment	East Khasi Hills	Cantonment Board
03	Mawlai	East Khasi Hills	Census Town
04	Madanrting	East Khasi Hills	Census Town
05	Nongthymmai	East Khasi Hills	Census Town
06	Nongmynsong	East Khasi Hills	Census Town
07	Pynthorumkhrah	East Khasi Hills	Census Town
08	Cherrapunjee	East Khasi Hills	Census Town
09	Nongstoin	West Khasi Hills	Town Committee/District Headquarter
10	Mairang	West Khasi Hills	Town Committee
11	Nongpoh	Ri-Bhoi	Town Committee/District Headquarter

12	Jowai	Jaintia Hills	Municipality/District Headquarter
13	Tura	West Garo Hills	Municipality/District Headquarter
14	Williamnagar	East Garo Hills	Municipal Board/District Headquarter
15	Resubelpara	East Garo Hills	Municipal Board
16	Baghmara	South Garo Hills	Municipal Board

Source: Census of India, 2001

On the increase of settlements, it has been found there has been nominal addition in the number of urban areas in the state ever since its inception. There were only six towns from 1971 – 1981 namely Shillong Municipality, Shillong Cantonment, Mawlai and Nongthymmai within Shillong Urban Agglomeration and Jowai and Tura. During 1981 census, six more towns were included namely Pynthorumkrah and Madanrtng within Shillong Urban Agglomeration and Sohra (Cherrapunjee), Nongstoin, Williamnagar and Baghmara taking the count to twelve. No new towns were included during 1991. However, in the last census of 2001 four more new towns came up, namely, Nongmysong within Shillong Urban Agglomeration and Mairang, Resubelpara and Nongpoh taking the number to sixteen altogether.

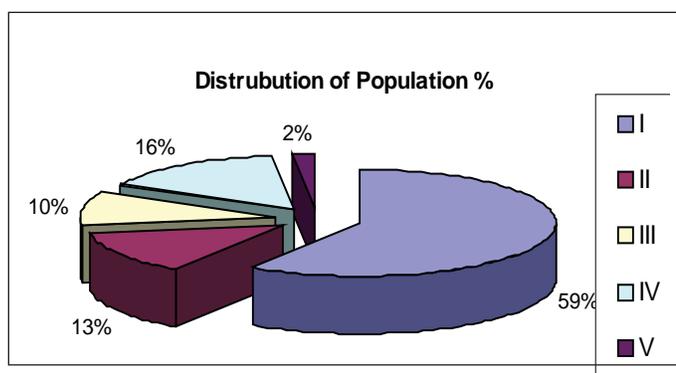


Figure 10.2 : Size Class Distribution of Urban Population 2001 (Source : Census of India, 2001)

On the status of the urban centres, study indicates that there are eight towns of class IV size, five towns of class III size and one town each of class I, II and V sizes. The distribution of population class wise shows the towns of Shillong Urban Agglomeration constitutes about 59.2% of the total urban population. This indicates absolute primacy in the settlement hierarchy of urban centres in the state. The other class II town constitute only 12.9% of total urban population implying that there is a wide gap between the largest and second largest town in the State.

### 8.3. Urban Population

#### Growth Trend

The urban population in Meghalaya has grown from 147,150 in 1971 to 240,733 in 1981, 330,047 in 1991 and finally 454,111 in 2001. The decadal growth rate of urban population was 63.60% in 1971-81, 37.10% in 1981-91 and 37.59% in 1991-2001. For the country as a whole, the decadal growth of population in urban areas during 1991-2001 was 31.2%. Thus the growth rate has remained higher than the national figure, which conforms to the general pattern of the urban growth in India since 1950s. Further, the trend of concentration of urban population in the State continues to be in the urban agglomeration of the capital city. Shillong and Tura accounts for 71.93% of the total urban population. It is expected that the increasing trend of urbanization will continue in

the near future. The individual growth rate of Shillong Urban Agglomeration has been 19.83% during the last census decade (1991-2001). Among the three other important towns, the growth rate for the same period has been 61.14% for Nongstoin, 21.63% for Jowai and 28.03 for Tura. If the towns within the Shillong UA are taken individually it is evident that the growth of population during 1991-2001 within the Shillong Municipality area has been nominal (less than 1%). However, the five smaller census towns within the Shillong UA has grown considerably during this period which has actually contributed to the over all growth of Shillong UA.

#### **District Wise Distribution of Towns and Urban Population**

The East Khasi Hills, West Khasi Hills and East Garo Hills district have two towns each while the other four districts have one town each. The contribution of district to the total urban population also varies to a large extent. The highest contribution is made by East Khasi Hills District, which accounts for 60% of the total urban population of the state. However, the lowest concentration of urban population is in the South Garo Hills district, which has only 2% of the total urban population. The population distribution indicates that there are significant inter district variations in the distribution of urban population. The East Khasi Hills has the highest level of urbanization as nearly 42% of the total population of the district lives in the urban areas. Apart from the East Khasi Hills, all other districts have low level of urbanization ranging from 14.33% in East Garo Hills to 6.84% in Ri-Bhoi district. The level of urbanization in all the districts except East Khasi Hills is below the state average of 19.8%.

#### **8.4. Urban Management and Service Delivery**

A complex legal framework *vis-à-vis* the constitutional status of the State dominates the urban governance and management in the State. Except for the Shillong Municipality, all the areas of the State are classified as "Tribal Area" as per Article 244 of the Constitution of India whereby powers to make laws and rules on a number of subjects have been vested in the Autonomous District Councils. The Meghalaya Town and Country Planning Act, 1973 (The Assam Town and Country Planning Act, 1959 as adopted by Meghalaya) as well as the Meghalaya Municipal Act, 1973 (The Assam Municipal Act, 1956 as adopted by Meghalaya) are in force over the whole State. While Municipal Boards have been constituted in some towns under the provision of the Municipal Act, management of some towns are with the Town Committees constituted by the Autonomous District Councils. In some town like Sohra there is no urban local body. However, because of various underlying problems, these bodies are yet to establish themselves firmly and are mostly dependant on the government for most of their obligatory functions. In this scenario, government departments and parastatal agencies besides traditional village bodies have been involved in the civic management and service delivery in most of the towns.

#### **8.5. Urban Infrastructure**

Process of urbanization has created a huge gap between demand and supply of urban services and infrastructure. Under such a scenario, the supply of urban infrastructure to meet the existing demand and ever increasing demand is a huge task, which asks for better efficient management

to solve the problem of quality and availability of urban services and infrastructure. The style of urban infrastructure provision that encourages more efficient pattern of resource consumption is the basis for development of sustainable cities. Therefore, the biggest challenge for the urban management agencies is to provide its citizens with reliable services that are financially and environmentally sustainable. This section details the quality of urban services offered by various agencies in the state of Meghalaya.

### Water Supply

The PHED provides the bulk water supply in the urban areas of the state whereas the distribution is vested either in the Department concerned or the Municipal Board as in case of Shillong and even to the Autonomous District Council as in the case of Tura. Besides village bodies are also involved in water supply management. They developed small water schemes supplying the water through stand posts. Small springs are also used by nearby residents to meet their water needs. As per the Census report almost 71% of the households in the urban areas receive drinking water from tap, though there are considerable inter-town variations. With population increasing, it is imperative that water demand would be a serious challenge in all the towns. Major issues of drinking water include improvement in distribution system, inequitable distribution, water resource management & treatment, rationalization of water usage, institutional arrangements, besides capacity enhancement. The table below gives the distribution of households by location of drinking water among the different towns.

**Table 8.2 Distribution of Households by Location of Drinking Water (in %)**

	Within Premises	Near Premises	Away
Tura (M)	54	32	14
Resubelpara (MB)	45	43	12
Williamnagar (MB)	40	51	9
Baghmara (MB)	27	40	33
Nongstoin (TC)	18	55	27
Mairang (TC)	13	69	18
Nongpoh (TC)	17	26	58
Mawlai (CT)	28	51	21
Shillong Cantt. (CB)	47	28	25
Shillong (M)	73	20	7
Pynthorumkhrah (CT)	33	47	19
Nongmynsong (C)	7	29	64
Nongthymmai (CT)	67	19	14
Madanrting (CT)	23	35	42
Cherrapunjee (CT)	31	51	18
Jowai (M)	51	29	20

Source: Census, 2001

### Sanitation

There is no sewerage system in any of the urban areas of the State. The domestic wastewater, comprising of sewage and sullage, is either disposed off into individual septic tanks and soak pits or flows into the primary, secondary and natural drains and finally to the nearby rivers. Based on the Census Report 2001, coverage in the urban areas is about 91.58% of which 47.54% have sanitary latrines and 52.46 % have pit and other types of latrines. About 8.41 % have no toilet facility. Septic tank systems are used by majority of the households. A major drawback of these systems is the high potential for ground water pollution. The other disadvantages of the septic tank systems are high capital cost per user and need for regular desludging. The table below gives the distribution of households by type of latrine facility among the different towns.

**Table 8.3 Distribution of Households by Type of Latrine (in %)**

Area Name		Type of Latrine within the house			
		Pit Latrine	Water closet	Other Latrine	No Latrine
Tura	Municipal Board	45	20	25	10
Resubelpara	Municipal Board	84	6	6	4
Williamnagar	Municipal Board	63	20	9	8
Baghmara	Municipal Board	41	15	20	24
Nongstoin	Town Committee	42	36	5	17
Mairang	Town Committee	67	8	4	21
Nongpoh	Town Committee	56	10	14	20
Mawlai	Census Town	52	32	14	2
Shillong Cantt.	Cantonment Board	14	31	32	23
Shillong	Municipal Board	14	66	15	5
Pynthorumkhrah	Census Town	44	39	17	0
Nongmynsong	Census Town	57	29	10	4
Nongthymmai	Census Town	11	67	16	6
Madanrting	Census Town	24	66	7	3
Cherrapunjee	Census Town	13	26	14	47

Source: Census, 2001

### Storm Water Drainage

A major problem in all the towns is absence of adequate drainage system which is posing problems of water logging and flooding, causing landslips and soil erosion. This situation is aggravated by indiscriminate and uncontrolled developmental activities add to the problem causing obstruction of drains and encroachments on rain flow paths. The table below shows the distribution of households by type of connectivity of drainage facility revealing that almost all the urban areas are either connected to open drains or no drain at all.

**Table 8.4 Distribution of Households by Connectivity of Drainage (in %)**

Area Name		Type of drainage connectivity		
		Closed drain	Open drain	No drain
Tura	Municipal Board	9	34	57
Resubelpara	Municipal Board	2	19	79
Williamnagar	Municipal Board	7	29	64
Baghmara	Municipal Board	3	27	70
Nongstoin	Town Committee	10	27	63
Mairang	Town Committee	8	28	64
Nongpoh	Town Committee	4	54	42
Mawlai	Census Town	12	80	8
Shillong Cantt.	Cantonment Board	18	76	6
Shillong	Municipal Board	24	72	4
Pynthorumkhrah	Census Town	11	75	14
Nongmynsong	Census Town	5	79	16
Nongthymmai	Census Town	17	78	5
Madanrting	Census Town	6	89	5
Cherrapunjee	Census Town	6	68	26

Source: Census, 2001

### Solid waste Management

Management of solid wastes is perceived as a crucial civic service with great environment implications. In the Municipal areas collection of waste in the city is through primary collection from waste depots/garbage bins. There is also a system of street sweeping in all municipal towns. However, there are still problems of collection, since not all garbage generated is removed leading to spill over to drains, streams and public places. In the non municipal towns, collection of garbage is not regular but managed on adhoc basis and operated through the system established by the local village bodies /community/NGO. Typically, residents bring their garbage to the collection trucks or drop it at a designated location, which may be just an open spot. This garbage is then loaded into the trucks manually, necessitating multiple handling of waste. The estimated waste generation for the major towns is provided as follows:

**Table 8.5 Estimated Waste Generation in major towns**

Sl. No.	Source of Data	Estimated Waste Generation (MT)
1.	Shillong Urban Agglomeration	174
2.	Tura Municipal Board	24.5
3.	Jowai Municipal Board	22
4.	Williamnagar Municipal Board	18
5.	Baghmara Municipal Board	10

6.	Resubelpara Municipal Board	13.30
7.	Nongstoin	8.15
8.	Nongpoh	3.83

Source: DUA, Shillong, 2007

At present, Shillong is the only urban centre to boast of a centralised waste disposal and treatment facility. As part of that facility, a 100 TPD compost plant has been developed on a PPP mode. However the smooth operation of the plant has been affected to a large extent by the absence of a landfill site to absorb the rejects from the composting process. A site for a sanitary landfill site has now been identified. An incinerator for bio-medical waste disposal is also operating in the same site. In Tura, a 40 TPD vermin-composting plant has been developed and the same is under operation. Municipal Boards of Williamnagar, Baghmara and Resubelpara have already identified permanent sites for waste disposal and the same is under development. There is problem of a permanent disposal site for Jowai Municipal Board and the Board is presently using a site belonging to the Jaintia Hills Autonomous District Council. In the non-Municipal towns, there is no proper system of waste disposal and waste is generally dumped on any available site without any environmental considerations.

### **Quality of Housing**

Housing condition in the towns is mainly characterized by medium density development, mostly either semi pucca or pucca structures with a substantial number of kutcha houses. As per the Census, the condition of houses used for residence and other purposes in the urban areas shows that 60.8% are in good condition, 34.7% in liveable condition and 4.5% in a dilapidated condition. Moreover 87.7% of the households live in houses with pucca roof material. In 1988, the Government of Meghalaya evolved State Housing Policy which lays emphasis on increasing the housing stock and qualitative upgradation of existing shelters by way of providing necessary construction material at subsidized rate and soft loan for the poorer section of the people. As regards other income group people it envisages to facilitate flow of institutional finance for constructing houses. The main emphasis of is to encourage private individuals and co-operative societies for owning the houses.

### **Transportation**

Transport Infrastructure is one of the important needs of the people in order to facilitate various productive activities in any area and general well being of the society at large. This sector of urban development seems to be entirely neglected in most of the urban centers of the state. It has been assessed that except for Shillong, transportation facility in the other areas is far from satisfactory. Further the topographic and concentric development of most of the towns has aggravated the problem. Though most of the towns are very small but because of the narrow roads and yearly growth of vehicles, the signs of traffic congestion have already appeared in many of the town's roads. In most cases the major highways passes through the city centre as a result of which

regional traffic comes in conflict with the local traffic. The role of public transport is also limited in most cases because of inadequate road network, poor infrastructure and scattered demand. Shared Taxi and other modes such as buses are plying in the city for intracity movement. Absence of sufficient footpath network along the busy corridors of the roads also affects smooth movement of both vehicular and pedestrian traffic. It is clear from the above that to address the various issues more innovative and calculative approach would be required to address the various issues. It is essential that besides improvement of the various intersections and construction of off-street parking facilities, an efficient system for the town can be achieved by evolving functionally inter-related land use pattern by optimizing both travel time and travel costs.

### **8.6. Urban Poverty**

Slums have emerged in the urban areas of the State purely due to lack of basic infrastructure in such areas. As per the provisions of Meghalaya Slum Areas (Improvement and Clearance) Act, 1973 (The Assam Slum Areas (Improvement and Clearance) Act, 1959 as adopted by Meghalaya), 45(forty five) slums have been identified and notified and 5(five) more have been identified but yet to be notified, in 6(six) towns in the State. Slum population constitutes around 42 % of the population of these towns.

Most of the slum pockets are located in low lying and water logged areas and is in very poor sanitary condition and unhygienic surroundings. Most of them are temporary structures. Significant percentage of people do not have access to basic services viz. water supply, electricity, toilets, sewerage, drainage, solid waste disposal facilities, health care facilities, schools paved streets etc. Poor civic amenities and inadequate sanitation are widespread in slums thus increasing the vulnerability of the urban poor. The Urban Affairs Department and the municipalities are the agencies taking up slum improvement works in the state.

The problem of poverty is complex and multidimensional and its solution requires harnessing resources to tackle urban poverty in its numerous dimensions. The subject is complex due to the little insight available on the socio-economic characteristics of the State and inadequacy of reliable data. As a consequence, limited studies are available on this aspect and fewer still are attempts to address the poverty reduction. Based on the surveys conducted in the municipal towns of the State, over the period from 1990 till 2000, as per the old guidelines of urban poverty alleviation programmes, BPL population constituted around 22 % of the total population of these towns. A fresh survey for identification of the BPL population as per new poverty line of Rs. 347.42 per capita/per person/per month as fixed by the Planning Commission, is now under progress in all the municipal towns.

### **8.7. Programme and Plans**

Over the years government bodies has been putting constant efforts to improve the urban development within the towns. Policies and programmes are being constantly implemented to achieve the desired goals. This is supplemented by Five Year Plans vis-a vis Annual Plans to project

the financial requirement and focus the strategies for development. Some of the important ongoing schemes are highlighted below:

### Ongoing Schemes

**(i) Infrastructure Development (ID):** The schemes aims for providing of basic infrastructure at town and locality level, like construction of roads, footpaths, community halls, parking lots, neighbourhood markets and land acquisition for infrastructure projects. The scheme is being implemented in all District Headquarter towns viz. Shillong, Tura, Jowai, Williamnagar, Baghmara, Nongstoin and Nongpoh.

**(ii) Environmental Improvement of Urban Slum (EIUS):** The EIUS schemes which are a part of 20 Point Programme are being implemented in the slum areas of Shillong, Tura, Jowai, Baghmara, Williamnagar & Nongstoin. The scheme has played a significant and satisfactory role in the improvement of slum environment and upgradation of basic infrastructure in the slum areas of the above towns. Basic amenities like drains, footpaths, sanitation facilities, drinking water supply etc., have been provided under the scheme. In all, improvement works have been taken up in 45 notified and 5 identified slums in the State over the years.

**(iii) Special Urban Works Programme & Chief Minister's Special Urban Development Fund (SUWP & CMSUDF):** The Special Urban Works Programme (SUWP) also known as MLA scheme as well as Chief Minister's Special Urban Development Fund (CMSUDF) is being funded by the State Government and implemented through the Municipal Boards and Urban Affairs Department respectively in the Urban and Semi-Urban Constituency with an objective to generate wage employment through creation of useful public assets. Normally Rs 100.00 lakhs is provided to each MLA every year and the CM each year under SUWP and CMSUDF respectively.

**(iv) National Urban Information System (NUIS):** This is a newly launched Centrally Sponsored Schemes with an objective to create a comprehensive urban information system involving both attribute and spatial data for various levels of urban planning and decision support. The schemes has two major components: - (i) Urban Spatial Information System (USIS) and (ii) National Urban Data Bank and Indicator (NUDB&I) with different sub components like town mapping, data bank, systems, capacity building etc. The funding pattern of the scheme is different for different components but works out overall in the ratio 70:30 between central and state Government.

**(v) Swarna Jayanti Shahari Rozgar Yojana(SJSRY):** This is a Centrally Sponsored Scheme under Urban Poverty Alleviation Programme implemented through the Municipal Boards in Shillong, Tura, Jowai, Williamnagar, Baghmara and Resubelpara. This scheme has three major components viz., Self Employment, Wage Employment and Community Structure. Under Self Employment component, loan and subsidy is extended to urban poor beneficiaries. Under Wage Employment, community assets are created by community-based organization through wage employment to poor beneficiaries. Under Community Structure component, social inputs like health, nutrition etc., are provided to poor beneficiaries.

**(vi) New Shillong Township:** As part of recommendation of the Shillong Master Plan 1991-2011, a new township is proposed to be developed over 2030 hectares of land to accommodate the future population of Shillong. It is also proposed to acquire only 500 hectares of land which will come under direct Government intervention. In this 500 hectares, apart from laying the entire basic infrastructure, the administrative, institutional, general housing, commercial and community facilities will be established. In the remaining areas development through private sector intervention is envisaged. Till date, 370.26 hectares have already been acquired at a total cost of Rs. 33.74 crores. Part of this expenditure has been met out of the State Plan Budget of Urban Affairs Department and part from Additional central Assistance extended by Government of India from time to time. Land has been allotted for establishment of various reputed national institutes like Indian Institute of Management, National Institute of Fashion Technology. Information Technology Park etc. Detailed Project Report for different sectors like road, water supply, sewerage drainage etc. has been finalized and efforts are now being made to mobilize fund for laying the same.

**(vii) Jawaharlal Nehru National Urban Renewal Mission(JNNURM):** This is a major initiative of Government of India started during 2005-2006 to revamp and upgrade infrastructure in major urban centres in the country. Assistance under the programme is linked to implementation of reforms in the urban sector aimed towards better service delivery, transparency, accountability and people's participation. While Shillong has been selected under the programme, the other towns are eligible to avail assistance under two omnibus schemes called *Urban Infrastructure Development for Small and Medium Towns (UIDSMT)* and *Integrate Housing and Slum Development Programme (IHSDM)*. As a part of the programme, City Development Plan and Vision Statement has been prepared for Shillong as well as the other district headquarter and municipal towns. An agreement has also been signed with Government of India to implement the reforms within specified timeframe. Till date (September 2008) projects amounting to Rs. 27,022.04 lakhs have been sanctioned under the programme.

### The Five Year Plans

**Tenth Five Year Plan (2002-07):** During the Tenth Plan, thrust was laid on the orderly growth and sustainability of urban centres and potential growth centres. With this objective in mind, priority was accorded for enhancing the level of physical amenities and infrastructure, setting up of a new township near Shillong, strengthening of the local bodies in the urban centres, upgradation and improvement of slum areas and poverty alleviation programmes. The approved outlay for Urban Development during the Tenth Plan period was Rs. 10,650 lakhs against which expenditure incurred was Rs. 5930.53 lakhs.

**Eleventh Five Year Plan (2008-12):** During the Eleventh Five Year Plan, the strategy has largely remained the same as adopted in the tenth plan with a slight shift towards urban reforms to improve the urban governance, enhance quality of delivery of services and to ensure sustainable development of urban areas, to provide impetus to the economic growth and improve quality of life of citizens. The objective of the Eleventh Plan being;

- (i) Focused attention to integrated development of infrastructure services in urban areas in a mission mode keeping in mind the efficient delivery and sustainability of services.
- (ii) Focused attention to integrated development of basic services to the urban poor keeping in view the efficient delivery and sustainability with emphasis on universal access to urban poor.

The proposed outlay for the Eleventh Plan is Rs 23,000.00 lakhs.

## 8.8. Issues and Recommendations

### Issues

- A low level of urbanization characterizes the state of Meghalaya, as only about 20% of the state's population lives in urban areas. The urban scenario in Meghalaya is dominated by the overwhelming presence of only one town, i.e. Shillong. About 60% of the total urban population is concentrated in Shillong. The only significant town after Shillong is Tura, which has a population of over fifty thousand. The distribution of urban population suggests that apart from the East Khasi Hills, all other districts have a very low level of urbanization, much below the state average. Although there has been increase in the number of towns, second order towns with growth potential are yet to emerge as a favoured urban destination in the State. As per projections made by the Census of India, the State would achieve around 24.7% overall level of urbanization as against 34% national average by 2016.
- Multiplicity of authorities and complex legal framework for urban development vis-à-vis the constitutional status of the State is hampering urban development in the State.
- The capital city is increasingly becoming congested for want of space. The space constraint is most critically felt with respect to transportation, parking, housing and development of commercial areas. Moreover the capital city is located in fragile environment prone to natural disasters like earthquakes and landslides. Planned development is therefore an absolute necessity. Under the provisions of The Meghalaya Town and Country Planning Act, 1973, Urban Affairs Department have taken up the responsibility of preparation of Master Plans of the urban areas of the State.
- Provision of basic urban infrastructure seems to be the main area of concern in the State. Although there are possibilities of investment in Shillong Urban Agglomeration, the issue of institutional arrangement for Shillong Urban Agglomeration has to be addressed. The state capital has seen rapid growth in its fringe area, which do not

come directly under the jurisdiction of Shillong Municipal Board, and provision of civic services are a matter of concern in these areas. At present the other urban centres, although of smaller population size, have their own requirements of investment. As per an assessment made under JNNURM, the total investment required for creation and augmentation of the infrastructure in all the district headquarters towns and the municipal town of Resubelpara is over Rs. 4000.00 crores.

- Most towns in the State have evolved around the central business district. The terrain condition prohibits high density development. There are needs of decentralization of activities. Setting up of Satellite townships for Shillong, Tura and Jowai requires exploration.
- Urban governance structure and management is in a state of flux. Both urban development schemes as well as rural development schemes are in operation in urban areas. Apart from municipal towns, Community and Rural Development Department is operating in the other towns.
- Financial resource mobilization and its augmentation for the ULBs has been an area of concern. Financial dependence on the State has affected the infrastructure provision in urban areas. Although 74th CAA has introduced a system of smooth sharing of resources between State Government and ULBs on the one hand, and between different municipal bodies on the other, by institution of State Finance Commission, yet the State remains outside the purview of 74th CAA. Most investment on development and upgradation of urban infrastructure is made by the State Government through its Departments as per provisions in the State Plan budget. The investment is not commensurate with the proportion of population residing in the urban areas. Only grant-in-aid assistance is extended to the ULBs to meet its resource gap.

### Recommendations

Urban development is not simply the improvement in physical infrastructure but also improvement of the economy as well as the capacity, transparency and accountability of the governing institutions in charge of the urban affairs. Understanding the growth of urban development is essentially to understand the economy of the region, guide its expansion for the overall economic development and forecast future land use, suggest optimum utilization of space and to minimize adverse ecological impacts. Based on the above premises, the following recommendations are made for urban development in the State:

- There should be a shift from the existing physical planning approach to a regional economic development approach with an integrated urban-rural planning strategy.
- In the past urban development has focused only on the development of physical infrastructures including housing, roads, access to water, sanitation electricity and

other basic amenities. However there exist a need of change the focus to strengthen the governing institutions that are responsible for taking decisions concerning infrastructure and the services rendered. There arises a need for strategic planning to assist in developing stronger foundation for effective local government. In order to improve the performance of urban development the decision makers should be made more responsible and accountable for their decisions and actions. In addition, a number of policy and regulatory instruments are needed to transform local governments from 'implementing' to 'enabling' environment.

- There is a need for increased investment for urban development which should be commensurate to the proportion of population residing in these areas. There is also a need for enhancement of municipal revenue by restructuring the tariff structure to ensure cost recovery. Simultaneous improved financial management in the ULBs is also called for.
- Urban poverty has largely remained a neglected sector. A strategy needs to be adopted to bring about urban poor mapping in all the towns followed by provision of basic services to the poor and creation of employment opportunities.
- The state of Meghalaya is characterised by a distinct 'Urban Primacy'. There is a clear need for public intervention to induce growth and development in other urban centres. As the scope for large amount of public investment is limited, suitable interventions in terms of favourable policy incentives for investments in other urban centres may be contemplated. This will not only relieve some pressure on the State capital of Shillong, but also contribute considerably to the over all growth of the economy and better distribution of employment opportunities.
- Land is not a freely marketable resource in Meghalaya on account of the land tenures system and other land transfer laws. This, to some extent hampers a well-balanced urbanization process. There is a need to devise a mechanism for providing some limited relaxation of rules and regulations in respect to land transfer in certain areas for encouraging bonafide development activities. This would definitely favour the growth of urbanization in the other parts of the state.
- Due to the historical significance of Shillong, it is one of the best towns among the hill stations of the country and in the North Eastern region in particular. It is equipped with good quality infrastructure, especially the quality of road network. Necessary effort should be in place to maintain the standard of roads and improve the water supply, sanitation and solid waste collection and disposal, which are presently areas of concern. There is a need for a satellite township to relieve the burden on the state capital as perceived by the government. The process must be expedited to avoid the cost overrun and attract potential investors in real estate. In the backdrop of the recent policy initiatives of the government in the field of industry, IT and tourism

there is a need for the faster development of the proposed new satellite township. Public-Private partnership needs to be explored and expertise and investment from outside has to be promoted for the township development.

- The jurisdiction of the Municipal authority should extend to the other areas within the Shillong Urban Agglomeration. This will not only help to improve the physical infrastructure of these areas but also put a check on unplanned growth in the fringe areas of the town. As the State is looking for private investments in industry, infrastructure, IT and other basic services, the maintenance of high quality infrastructure of the State capital is necessary. A separate urban governance structure as well as a new institutional arrangement for Shillong Urban Agglomeration will have to be evolved along with active partnership of the local traditional institutions.
- Sites for sanitary landfill needs to be identified and developed on priority in all towns as commercial exploitation of municipal waste do not appear a viable option at this stage.
- There is a need to ensure that the impacts of any biospheric interventions (including policies and laws related to land use practices, infrastructure upgrading schemes etc.) are carefully considered. The unsustainability in the environment is reflected in increased emission levels, increased atmospheric pollution, pollution of water and soil, disappearance of natural areas and degradation of urban space. The cutting down of waste, conservation of energy, and protection of natural spaces are other challenges to be overcome for a sustainable urban development.
- There is a need for clear policy for urban development and functional jurisdiction in the state vis-à-vis the powers and functions of the Autonomous District Councils.
- The existing ULBs suffer from serious resource crunch due to its limited resource base leading to low levels of capacity. Reforms and capacity building are needed in ULBs to ensure that the city government transform from the current situation of indifferent service providers to a vibrant and responsive creator of high quality infrastructure, especially civic environmental infrastructure. The agenda for such a transformation includes legal and institutional changes, financial reforms, and a framework wherein the consent and participation of the citizens is a routine and not the exception.
- With the rapid increase in the number of vehicles in the state, the problem of managing the traffic will be another big challenge. There is not much space in the urban areas for expanding the road network and traffic congestions in Shillong are already a common feature. As an immediate measure, comprehensive mobility plan where priority is more on movement of pedestrians than vehicles needs to be drawn up for the larger towns. A clear policy on public transport system vis-à-vis the private transport system needs to be adopted.

- As more opportunities are available in the urban areas, people are relocating from rural to urban areas. More focus on development on rural areas will release the pressure of development in the urban areas. The initiatives for rural development are discussed in detail in the chapter on Rural Development of the report.

### 8.9. Annexure

**Table 8.6: Growth of Towns and Population in Meghalaya**

Towns	Population						
	1971	1981	Decadal growth (%)	1991	Decadal Growth (%)	2001	Decadal Growth (%)
1.Shillong Urban Agglomeration	122732	174643	42.30	223366	27.90	267881	19.93
a. Shillong Municipality	87639	109244	24.65	131719	20.57	132876	0.88
b. Shillong Cantonment	4730	6620	39.96	11076	67.31	12385	11.82
c. Mawlai	14260	20405	43.04	30964	51.75	38241	23.50
d. Nongthymmai	16103	21558	33.88	26938	24.96	34209	26.99
e. Pynthorumkhrah		10711		13682	27.74	22108	61.58
f. Madanrting		6165		8987	45.77	16700	85.82
g. Nongmysong						11362	
2.Cherrapunjee		6097		7777	27.55	10086	29.69
3. Nongstoin		3880		14339	269.56	22003	53.44
4. Mairang						11517	
5. Jowai	8929	12323	38.01	20601	67.18	25023	21.46
6. Williamnagar		4290		12004	179.81	18251	52.04
7. Resubelpara						17652	
8. Tura	15489	35257	127.63	46066	30.66	58391	26.76
9. Baghmara		4183		5894	40.90	8643	46.64
10. Nongpoh						13165	
Total	147150	240733	63.60	330047	37.10	452612	37.14

Source: Census of India, 2001

**Table 8.7: District Wise Distribution of Urban Population**

District	Urban Population		
	1991	2001	Decadal Growth (1991-01)
East Garo Hills	12004 (6.36)	35903 (14.33)	199.1
West Garo Hills	46066 (11.43)	58978 (11.38)	28.3
South Garo Hills	5894 (7.65)	8643 (8.56)	46.6

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West Khasi Hills	14339 (6.50)	34598 (11.69)	141.3
Ri-Bhoi	0	13180 (6.84)	
East Khasi Hills	231143 (42.97)	277748 (42.02)	20.2
Jaintia Hills	20601 (9.34)	25057 (8.38)	21.6
Total	330047 (18.60)	454107 (19.58)	37.6
Source: Census of India, 2001			

**Table 8.8: Size Class Distribution of Urban Population 2001**

Size Class	Number of Towns	Population	Percent to total
I	1	267881	59.2
II	1	58391	12.9
III	2	47026	10.4
IV	5	70761	15.6
V	1	8643	1.9
Source: Census of India 2001			

**Table 8.9 Distribution of Households by Source of Drinking Water and Location**

	Urban	No. of Households	Within Premises	Near Premises	Away
State - MEGHALAYA 17	Total	90658	44609	30547	15502
Tura (M)	Total	9719	5230	3127	1362
Resubelpara (MB)	Total	2992	1355	1280	357
Williamnagar (MB)	Total	3446	1387	1765	294
Baghmara (MB)	Total	1609	442	643	524
Nongstoin (TC)	Total	4248	762	2351	1135
Mairang (TC)	Total	2003	269	1375	359
Nongpoh (TC)	Total	2734	459	1574	701
Mawlai (CT)	Total	7759	2208	3955	1596
Shillong Cantt. (CB)	Total	2535	1187	706	642
Shillong (M)	Total	28262	20676	5632	1954
Pynthorumkhrah (CT)	Total	4628	1534	2195	899
Nongmynsong (C)	Total	2996	223	865	1908
Nongthymmai (CT)	Total	7675	5121	1480	1074
Madanrting (CT)	Total	3332	763	1178	1391
Cherrapunjee (CT)	Total	1857	579	947	331
Jowai (M)	Total	4778	2419	1384	975

**Table 8.10: Distribution of Household by Availability of Bathroom and Type of Latrine within the House**

Area Name	Total/ Rural/ Urban	Total number of households	Number of households having bathroom facility within the house	Type of latrine within the house			
				Pit latrine	Water closet	Other latrine	No latrine
	1	2	3	4	5	6	7
State-MEGHALAYA 17	Total	420,246	141,445	128,375	51,774	34,995	205,102
State-MEGHALAYA 17	Rural	329,678	78,216	98,370	12,339	21,490	197,479
State-MEGHALAYA 17	Urban	90,568	63,229	30,005	39,435	13,505	7,623
Tura (M)	Total	9,719	3,565	4,338	1,899	2,462	1,020
Resubelpara (MB)	Total	2,992	756	2,508	184	191	109
Williamnagar (MB)	Total	3,446	789	2,191	683	310	262
Baghmara (MB)	Total	1,609	316	664	242	320	383
Nongstoin (TC)	Total	4,248	2,461	1,778	1,519	229	722
Mairang (TC)	Total	2,003	1,671	1,334	160	82	427
Nongpoh (TC)	Total	2,729	630	1,542	274	372	541
Mawlai (CT)	Total	7,759	6,846	4,109	2,458	1,063	129
Shillong Cantt. (CB)	Total	2,535	1,561	351	787	824	573
Shillong (M)	Total	28,262	23,545	4,047	18,747	4,191	1,277
Pynthorumkhrah (CT)	Total	4,628	3,468	2,014	1,807	794	13
Nongmynsong (C)	Total	2,996	2,048	1,710	857	314	115
Nongthymmai (CT)	Total	7,675	6,811	855	5,145	1,207	468
Madanrtng (CT)	Total	3,332	2,893	788	2,211	247	86
Cherrapunjee (CT)	Total	1,857	1,305	233	480	263	881
Jowai (M)	Total	4,778	4,564	1,543	1,982	636	617

**Table 8.11. Distribution of Household s by Type of Drainage Connectivity**

Area Name	Total/ Rural/ Urban	Total number of households	Type of latrine within the house		
			Closed drainage	Open drainage	No drainage
	1	2	8	9	10
State - MEGHALAYA 17	Total	420,246	21,580	134,569	264,097
State - MEGHALAYA 17	Rural	329,678	7,983	78,740	242,955
State - MEGHALAYA 17	Urban	90,568	13,597	55,829	21,142
Tura (M)	Total	9,719	906	3,281	5,532
Resubelpara (MB)	Total	2,992	60	565	2,367
Williamnagar (MB)	Total	3,446	228	1,010	2,208
Baghmara (MB)	Total	1,609	42	435	1,132

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Nongstoin (TC)	Total	4,248	438	1,144	2,666
Mairang (TC)	Total	2,003	170	562	1,271
Nongpoh (TC)	Total	2,729	100	1,479	1,150
Mawlai (CT)	Total	7,759	892	6,226	641
Shillong Cantt. (CB)	Total	2,535	463	1,929	143
Shillong (M)	Total	28,262	6,688	20,303	1,271
Pynthorumkhrah (CT)	Total	4,628	485	3,485	658
Nongmysong (C)	Total	2,996	161	2,351	484
Nongthymmai (CT)	Total	7,675	1,282	5,976	417
Madanring (CT)	Total	3,332	196	2,958	178
Cherrapunjee (CT)	Total	1,857	109	1,266	482
Jowai (M)	Total	4,778	1,377	2,859	542

**Table 8.12: Outlays and Expenditure in Urban Development Programmes (Rs. in lakhs)**

Sl.No	Major/Minor Heads of Development	Tenth Plan 2002-07	Tenth Plan 2002-2007	Eleventh Plan 2007-2012	Annual Plan 2007-2008		Annual Plan 2008-2009
		Projected Outlay (at 2001-02 prices)	Actual Expenditure	Projected Outlay (at 2006-07 prices)	Agreed Outlay	Anticipated Expenditure	Proposed Outlay
1	2	3	4	5	6	7	8
	03-IDSMT-051-Construction (01)-IDSMT	200.00	48.00	-			
	05-Other Urban Development Schemes-051-Construction (03) I.D.	500.00	747.86	500.00	80.00	80.00	80.00
	(04)-SUWP including CMSUDF-05-Other Urban Development Schemes-800-Other Expenditure	1325.00	1758.50	3250.00	650.00	650.00	650.00
	(06)-I.S & G.I.S. (National Urban Information System)	70.00	11.50	50.00	10.00	10.00	10.00
	80-General-001-direction & Administration	300.00	270.65	400.00	68.00	68.00	75.00
	003-Training of Personnel-(01) Training of personnel in Town & Rural Planning	2.50	-	-	-	-	-
	191-Assistance to Local Bodies, Development Authorities etc.	50.00	61.05	100.00	10.00	10.00	10.00
	04-NSDP-(02) Central Assistance of NSDP	550.00	307.57	-	-	-	-
	04-Sum Areas Improvement-051-Construction-(01) Slum Improvement Schemes in congested Town Areas	150.00	199.96	270.00	45.00	45.00	45.00
	05-Other Urban Development Schemes (05) SJSRY	120.00	23.92	180.00	20.00	20.00	102.00
	(07) I.S.U.I.	410.00	36.00	-	-	-	-
	(06)-NLPCR (state share)	200.00	4.00	50.00	-	-	-

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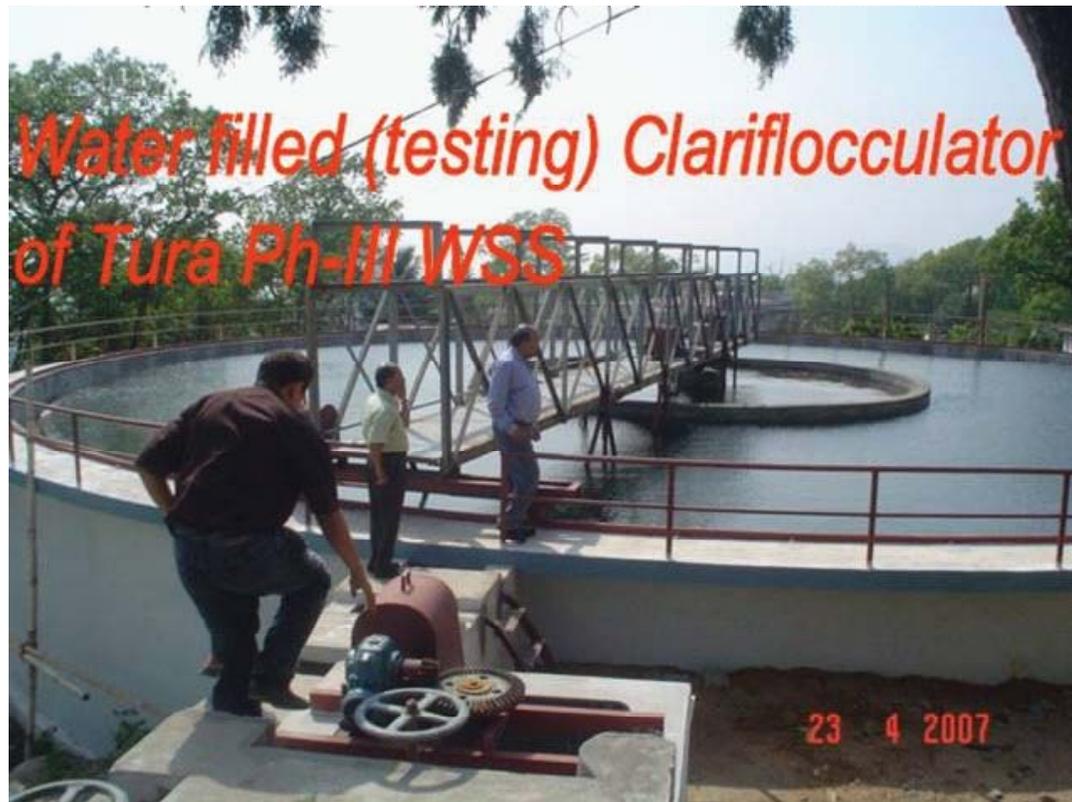
Sl.No	Major/Minor Heads of Development	Tenth Plan 2002-07	Tenth Plan 2002-2007	Eleventh Plan 2007-2012	Annual Plan 2007-2008		Annual Plan 2008-2009
		Projected Outlay (at 2001-02 prices)	Actual Expenditure	Projected Outlay (at 2006-07 prices)	Agreed Outlay	Anticipated Expenditure	Proposed Outlay
1	2	3	4	5	6	7	8
	800-Other expenditure-(03) E.F.C.A.	250.00	-	-	-	-	-
	(a) J.N.N.U.R.M.						
	(b) U.I.D.S.S.M.T	-	100.00	21716.00	1062.00	1062.00	2750.00
	(c) I.H.S.D.P. -						
	Urban Development Project for Shillong (UDPS)	-	-	500.00	1032.00	1032.00	-
	(02) Construction of Residential Buildings (01) Office Buildings	50.00	43.52	150.00	25.00	25.00	28.00
	800-Other expenditure-Satellite Township for Shillong	6472.50	2318.00	2000.00	41.00	41.00	100.00
	(a) A.C.A.			1000.00			
	(b) Loan			2000.00			
	(c) E.A.P						
	TOTAL: -	10650.00	5930.53	32166.00	3043.00	3043.00	3850.00

Source: Annual Plan 2008-09 GOM.



The Dazzling display of water from a programmed water fountain in heart of Shillong city

## CENTRE OF SHILLONG





**INNER VIEW - HEAVY VEAVY VEHICLES PARKING  
KHLIEH IEWDUH, SHILLONG**



**SUPER MARKET, TURA**