

## **Chapter - 6**

### **Expansion of Decentralized Administration by Panchayat and Urban Bodies in Chhattisgarh**

- **Panchayati Raj Institution**
- **Urban Local Bodies**



## **Panchayati Raj Institutions**

- 6.1** To ensure economic development and social Justice through a public participatory, decentralized public administrative system, three-tier Panchayati Raj System has been established in the state by enacting chhattisgarh Panchayati Raj Act 1993 (Enforced by the adaption of laws order 2001) on accordance with the 73th Amendment Act 1992. In this, Gram Panchayats are constituted at the village level, Janpad panchayats at the block level and Zila Panchayats at district level. These three tier panchayats having independent rights in their legal Jurisdiction develops the decentralized and public inclusive framework by mutual co-operation. After enforcement of Panchayati Raj system, amendments have been made to overcome the difficulties that have arisen over the time and to make Panchayati Raj Institutions more empowered. At present, Chhattisgarh Panchayati Raj Act 1993 as amended is applicable in the State.
- 6.2** At present, 28 District Panchayats, 146 Janpad Panchayats and 11,664 Gram Panchayats are constituted in the state. As per Census 2011, 76.76% of the total population of the state or 1,96,09,563 of the population, is under the three-tier Panchayati Raj System (Annexure 6.1,6.2)
- 6.3** According to the population of the state in census 2011, at present the population in Panchayati Raj Institutions of the state is as follows –

**Table 6.1**  
**Average Population per Institution**

| <b>Panchayati Raj Institution</b> | <b>Average Population (As per census 2011)</b> |
|-----------------------------------|--|
| <b>Zila Panchayat</b>             | 7,00,341                                       |
| <b>Janpad Panchayat</b>           | 1,34,312                                       |
| <b>Gram Panchayat</b>             | 1,681  |

- 6.4** The State Government created the new district Gaurela – pendra - marwahi on 10th February 2020, hence the total number of District Panchayats became 28. After the formation of 5 new districts – Sarangarh - Bilaigarh, Mohla – Manpur - Ambagarh Chauki, Khairagarh – Chhuikhadan - Gandai, Manendragarh – Chirmiri - Bharatpur and sakti proposed by the State Government, the number of districts has Increased to 33.
- 6.5** The SFC has induced 28 districts Panchayats including Gaurela - Pendra - Marwahi District Panchayat in its study.

- 6.6** Among the district Panchayats in the state, Janjgir-Champa District Panchayat has the highest population of 13,94,646 while Narayanpur District Panchayats has the lowest population of only 1,16,962.

**Table 6.2**  
**Number of Zila Panchayat**

| S.N                         | Population       | Number of Zila Panchayat |
|-----------------------------|------------------|--------------------------|
| 1                           | Less than 5 lac  | 6                        |
| 2                           | 5 lac to 10 lac  | 17                       |
| 3                           | More than 10 lac | 5                        |
| <b>Total Zila Panchayat</b> |                  | <b>28</b>                |

- 6.7** On the basis of census 2011, Per zila Panchayat average population in the 28 zila Panchayats is 7,00,341. The population in 13 zila Panchayats of the state is between 6 to 8 lakhs, which is comparatively close to the average population per district Panchayat of 7 lakh. Proposed 5 new districts (Except the proposed district Manendragarh - Chirmiri - Bharatpur and original Korea district) will be formed by the devision and re-organization of the districts having population of more than 12 lakhs. hence the average population per zila Panchayat will further reduce and the mutual difference between the population of zila Panchayats will also reduce. (Table 6.1, Anx.6.2)
- 6.8** After the formation of chhattisgarh state as a new state in 2001, there were 16 zila panchayats and the average population per zila Panchayat was 10,40,500 (Table 6.1, Annexure 6.2)
- 6.9** According to the report of the First SFC, as per Census 2001, the average populations per Janpad Panchayat was 114027.
- 6.10** The number of Janpad Panchayats in the state is 146, and as per census 2011, the average population per Janpad Panchayat is 134312 (table 6.1).
- 6.11** Population-wise number of Janpad Panchayats in the state as follows-

**Table 6.3**  
**Population in Janpad Panchayat**

| S.N.                          | Population            | Number of Janpad Panchayat |
|-------------------------------|-----------------------|----------------------------|
| 1                             | Less than 50 Thousand | 5                          |
| 2                             | 50 to 1 Lac           | 41                         |
| 3                             | 1 to 1.5 Lac          | 38                         |
| 4                             | 1.5 to 2 Lac          | 44                         |
| 5                             | 2 to 2.5 Lac          | 13                         |
| 6                             | More than 2.5 Lac     | 5                          |
| <b>Total Janpad Panchayat</b> |                       | <b>146</b>                 |

- 6.12** The number of total Gram Panchayats in the state is 11,664 and according to the census of 2011, average population per Gram Panchayat is 1,681. In the report period (2002-07) of the First Finance commission of chhattisgarh, the number of Gram Panchayats in the state was 9,820 and According to the census of 2001, the average population per Gram Panchayat was 1,695.
- 6.13** At present- Rajnandgaon district has the maximum number of 814 Gram Panchayats while Narayanpur district has the least, only 104 Gram Panchayats. In 5 districts of the state namely Rajnandgaon (814), Raigarh (774), Janjgir-Champa (657), Baloda Bazar (644) and Mahasamund (551) the number of Gram Panchayats is more than 500. 5 New Districts are proposed to be created by the division and reorganization of the first four districts mentioned above hence the number of Gram panchayats in the above districts will also reduce.(Anx.6.1)
- 6.14** The number of Gram Panchayats in 12 districts of the state is between 400 to 500 and in 6 districts, it is between 300 to 400. The number of Gram Panchayats in the state is lowest in Bijapur (170), Gaurela-Pendra-marwahi(166), Sukma (153), Dantewada (143) and Narayanpur (104) respectively. Bilaspur division has the highest number of 2,862 Gram Panchayats in the state. After that, the number of Gram Panchayats in decreasing order is Durg division (2448), Raipur- division (2309), Sarguja division (2195) and Bastar division (1840) respectively (Annexure 6.1)
- 6.15** On state level, average population per gram panchayat as per census 2011 is 1,681 but at the district level, there is variation in the average population per Gram Panchayat. The average population per Gram Panchayat in Janjgir Champa district is the highest at 2,123 while the average population per Gram Panchayat in Narayanpur district is the lowest at 1,124. In 10 districts of the state namely Janjgir Champa, Raipur, Bilaspur, Durg, Balodabazar, Gaurela-Pendra- Marwahi , Dhamtari, Jashpur, Korba and Mungeli, the average population per gram panchayat is more than the state level of 1,681 whereas in other 18 districts, it is less than this .
- 6.16** Sheduled Janpad /Gram Panchayat are established entirely under the PESA ACT in 14 districts of the state while other 6 districts are partially scheduled area districts. Durg, Kawardha, Bemetara, Raipur, Mahasamund, Balodabazar, Mungeli and Janjgir-Champa are the districts Where Gram Panchayats under PESA are not established.
- 6.17** Gram Panchayats are established entirely under the PESA Act in all the districts of Bastar Division and all the districts of Sarguja Division. Whereas in two districts, Korba and Gaurela-Pendra-Marwahi of Bilaspur Division, Gram Panchayats are constituted under PESA Act.

- 6.18** Gram Panchayats/Janpad Panchayats have been formed under PESA Act in partial areas in Raigarh, Bilaspur, Dhamtari, Gariyaband, Balod, and Rajnandgaon Districts (Annexure 6.3)

| Entire Scheduled District   | Partially Scheduled District  |
|---|---|
| <ul style="list-style-type: none"> <li>Narayanpur, Sukma, Dantewada, Bijapur, Kondagaon, Bastar, Kanker,</li> <li>Korea, Surajpur, Balrampur, Sarguja, Jaspur</li> <li>Gaurela-Pendra-Marwahi, Korba</li> </ul> | <ul style="list-style-type: none"> <li>Balod, Dhamtari, Bilaspur, Gariyaband, Rajnandgaon, Raigarh</li> </ul> |

- 6.19** Out of 146 Janpad Panchayats in the state 85 Janpad Panchayats are constituted under the PESA ACT while almost half of the total Gram Panchayats, that is 5,632 in the state are scheduled Gram Panchayats under PESA ACT (Annexure 6.3)

### Urban Local Bodies

- 6.20** The greatest and most admirable use of knowledge is in planning cities and human communities and making their life beautiful. Development of urban self - governance is the most effective and progressive means to achieve various standards of urban development, by providing constitutional recognition to the urban local bodies through 74th constitutional Amendment Act 1992 such powers, functions and responsibilities have been assigned to them that the empowerment and effectiveness of self-governance is increased.
- 6.21** As per provisions made in article 243(Q) of the constitution, there are municipal corporations (Nagar Nigam) for urban areas with high population, Nagar Palika parishad for areas with medium urban population and for areas transitional from rural to urban with comparatively less population, nagar Panchayats have been established in the state of Chhattisgarh.
- 6.22** After the formation of Chhattisgarh as a new state by separating form Madhya Pradesh, Chhattisgarh State Government adopted "Chhattisgarh Municipal Corporation Act 1956" and "Chhattisgarh Municipality ACT 1961" in the state through "Adaption of laws order 2001". Progressive amendments have been made from time to time in the above acts for devolution of powers and responsibilities to the urban local bodies as per the recommendations of the constitution so that the urban bodies can be autonomous and become participants in quality urban administration.

- 6.23** According to census 2011, 23.24% of the state's population lives in urban areas, which is approximately 59.4 lakh. As per Census 2011, the decadal growth rate of urban population in the state between 2001-2011 has been 41.83%. hence the urban population in state will Increase rapidly in the coming decades also. According to the "Report of the technical group for the projection of the population" of the central Health and Family welfare department July 2022, the total population of the state till 2025 will be 30867000, out of which 27.76% (8568000) of the population is estimated as urban population.
- 6.24** According to the constitutional provisions at present 14 Municipal Corporations, 44 Municipalities and 112 Nagar Panchayats, a total of 170 urban bodies are constituted in the state. In the state, there is a provision to form Nagar Panchayat in urban transitional areas with population between 5000 to 20,000, Nagar Palika in urban areas with population between 20,001 to 100000 and Nagar Nigam in urban areas with population more than 1 Lakh. Due to the rapid increase in urbanization in the state, which will continue in the coming decade, the number of urban bodies will definitely increase. The number of urban bodies in the state was 75 in 2001, which has increased to 170 at present.
- 6.25** According to Census 2011, the total urban population of the state (59,39,270) resides in 170 Urban body areas. 63.44% of the total Urban population lives in Municipal Corporation areas, 19.57% in 44 Municipality areas and 16.99% Population lives in 112 Nagar Panchayat areas. (Table 6.4)

**Table 6.4**  
**Population of Urban Bodies as Per Census 2011**

| Urban Bodies    | Number of Urban Bodies | Urban Population as per Census 2011 | Percentage Share in Total Urban Population |
|-----------------|------------------------|-------------------------------------|--|
| Nagar Nijam     | 14                     | 3768301                             | 63-44%                                     |
| Nagar Palika    | 44                     | 1162120                             | 19-57%                                     |
| Nagar Panchayat | 112                    | 1008849                             | 16-99%                                     |
| <b>Total</b>    | <b>170</b>             | <b>5939270</b>                      | <b>100%</b>                                |

- 6.26** Out of 33 districts of the state, municipal corporations are established only in 10 districts, maximum 04 Municipal Corporations (Nagar Nigam) are established in Drug District and 2 Municipal Corporation area are established in Raipur District. One Municipal Corporation area each is established in Dhamtari. Rajnandgaon, Bastar,

Bilaspur, Korba, Raigarh, Sarguja and Manendragarh - Chirmiri- Bharatpur districts. (Annexure 6.4, 6.5)

- 6.27** Out of 33 districts of the state, there are 5 districts namely Dhamtari, Bastar Sarguja, mohla - manpur - Chowki and Gaurela-pendra-marwahi where no municipality area has been established. (Anx.6.4)
- 6.28** Out of 33 districts of the state ,2 districts namely Narayanpur and Korea are such districts where no Nagar Panchayat area has been constituted. whereas 01 municipality areas in Narayanpur district and 02 municipality, areas in Korea districts have been constituted (annexure 6.4)
- 6.29** As per census 2011, 30.37% of the total population living in 14 municipal corporation areas resides only in Raipur and Birgaon Nagar Nigams. The population living in municipal corporation Durg, Bhilai, Risali and Bhilai-Charoda is 26.30% of the total population living in 14 municipal corporation areas . The urban population is highest in Raipur and Durg districts, 50.67% of the population of 14 municipal corporation areas of the state resides in these two districts only. (Annexure6.5)
- 6.30** Among the 14 Municipal corporation areas of the state, the population of Raipur Municipal corporation area is more than 10 lakhs, while the population of Bhilai and Bilaspur Municipal corporation area is more than 5 lakhs. Among the 14 Municipal corporations area of the state, the population of 4 Municipal corporation area Bhilai-Charoda (98808), Birgaon (96294), Dhamtari (89860), and Chimiri (85317) is less than 1 lakh (Annexure6.5)
- 6.31** There are 44 Municipal council areas constituted in the state, out of which highest 4 Municipal council areas are constituted in Durg district, while 3 Municipal councils each are constituted in Mahasamund, Dantewada and Janjgir Districts. (Annexure6.6)
- 6.32** The population of 20 Municipal council in the state is between 20,000 to 30,000. The number of Municipalities is highest among this population group. Bhatapara (57512) and Mahasamund (54413) are the only 2 Municipal council whose population is more than 50 thousand. .(Annexure 6.6)
- 6.33** The population of Balrampur Municipal council is the lowest according to the census 2011, which is only 4456. Out of 44 Municipalities, the population of 12 Municipalities is less 20,000. (Annexure 6.6)
- 6.34** 17% of state's urban population resides in 112 Nagar Panchayat areas of this state. As per census 2011, highest 31 Nagar Panchayats are constituted between the



population of 7000 to 9000. There is a total of 57 Nagar Panchayats in the population category of 5000 to 9000. Almost half of the total number of Nagar Panchayats are formed in the cities of this population category. (Annexure 6.7)

**Table 6.5**  
**Number of Nagar Panchayats As per Census 2011**

| Population Group          | 3000 to 5000 | 5001 to 7000 | 7001 to 9000 | 9001 to 11000 | 11001 to 13000 | 13001 to 15000 | 15001 to 17000 | 17001 to 19000 |
|---------------------------|--------------|--------------|--------------|---------------|----------------|----------------|----------------|----------------|
| Number of Nagar Panchayat | 11           | 26           | 31           | 18            | 05             | 12             | 05             | 04             |

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