# CONTENTS

<table>
<thead>
<tr>
<th>Acknowledgement</th>
<th>i-iii</th>
</tr>
</thead>
<tbody>
<tr>
<td>List of Tables and Charts</td>
<td>iv-v</td>
</tr>
<tr>
<td>Acronyms</td>
<td></td>
</tr>
</tbody>
</table>

## CHAPTER-I: INTRODUCTION  
1-30

1.1 Concept of Decentralisation  
1.2 Concept of Democratic Decentralisation  
1.3 Concept of Panchayati Raj  
1.4 Survey of Literature  
1.5 Objectives of the Study  
1.6 Research Questions  
1.7 Methodology  
1.8 Rationale for the Study  
1.9 Chapter Scheme  

## CHAPTER-II: PANCHAYATI RAJ IN ASSAM AND ARUNACHAL PRADESH: PAST AND PRESENT  
31-127

2.1 Evolution of Present Panchayati Raj Institutions (PRIs) in India  
2.2 Development of Panchayats in Assam  
2.3 Development of Panchayats in Arunachal Pradesh  
2.4 The Assam Panchayati Raj Act (APRA), 1994 and the Arunachal Pradesh Panchayati Raj Act (APPRA), 1997: A Comparative Analysis  
2.5 Present Status  

## CHAPTER-III: SETTING AND SAMPLE  
128-163

3.1 State Profile: Assam  
3.2 State Profile: Arunachal Pradesh
3.3 Socio-economic Profile of the Respondents 143
3.4 Summing up 159

CHAPTER-IV: WORKING OF THE PRIs: A COMPARATIVE ANALYSIS 164-21
4.1 Panchayati Raj in Action 164
4.2 Women Representatives in the Decision Making Process 197
4.3 Summing up 206

CHAPTER-V: FINANCIAL STATUS OF THE PRIs: A COMPARATIVE ANALYSIS 215-251
5.1 Sources of Revenue of PRIs in Assam and Arunachal Pradesh 217
5.2 Assessment of Finances of PRIs in Assam and Arunachal Pradesh – A Comparative Study 233
5.3 Summing up 247

CHAPTER-VI: MAJOR FINDINGS, SUGGESTIONS AND CONCLUSIONS 252-287
6.1 Major Findings 256
6.2 Suggestions and Conclusion 279

BIBLIOGRAPHY 288-294

APPENDICES 295-318
LIST OF TABLES AND CHARTS

A-1: Details of Sample Structure.
B-1: State-wise Status of Panchayats.
B-3: Subject covered in Activity Mapping Document of Arunachal Pradesh.
C1: Profile of Cachar District.
C2: Profile of Karimganj District.
C3: Profile of Hailakandi District.
C4: Profile of Papumpare District.
C5: Profile of Lower Subansiri District.
C6: Profile of West Kameng District.
C7: Distribution of the respondents by Sex.
C8: Distribution of the respondents by Age.
C9: Distribution of the respondents by Marital Status.
C10: Distribution of the respondents by caste category.
C11: Distribution of the respondents by Religion.
C12: Distribution of the respondents by Family Pattern.
C13: Distribution of the respondents by Education.
C14 (a): Distribution of the respondents (President/Chairpersons) by Income.
C14 (b): Distribution of the respondents (Members) by Income.
C15(a): Distribution of the respondents (President/Chairpersons) by Land Holding.
C15(b): Distribution of the respondents (Members) by Land Holding.
C16: Distribution of the respondents by Political Parties’ affiliation.
C17: Factors motivated representatives to contest Panchayat election.
D1: Respondents idea about Panchayati Raj.
D2: Positive contributions of PRIs in the post Seventy Third Amendment phase.
D3: Frequency of GS meeting.
D4: Participation of the elected representatives at the meeting of GS.
D5: Matters put up for discussion at GS meeting.
D6: Common Functions undertaken by the GP (Assam and Arunachal Pradesh).
D7: Perception regarding functioning of PRIs.
D8: Problems relating to functioning of the GPs.
D9: Position of releases and utilization of fund for Training and Capacity Building under RGSY.
D10: Details of training of ERs and functionaries under Central/State Government Schemes.
D11: Received training after becoming Panchayat Member.
D12: Reasons for not receiving training on capacity building.
D13: Perception about Training.
D14: Priorities as regard to the content of Training.
D15: Procedure for selection of RD programmes.
D16: Selection of beneficiaries for various RD schemes at GS meeting.
D17: Participation of PRIs in the implementation of RD Schemes.
D18: Adherence to RD Schemes Guidelines.
D19: Successful implementation of RD Programmes.
D20: Reasons for ineffective implementation of RD Programmes.
D21: Infrastructure Development Component.
D22: Involvement of Political parties in RD Programmes.
D23: Political Parties and PRIs.
D24: Extent of Involvement of PRIs in Committees.
D25: Supporting one-third reservation of seats for women.
D26: Reservation causing more women participation.
D27: Benefits received as Woman Panchayat member.
D28: Changes in the position of woman representatives after becoming Panchayat member.
D29: Frequency of Attendance in GP meetings.
D30: Participation in political activities is a barrier in domestic responsibilities.
D31: Issues taken up after becoming Panchayat representative.
Suggestions for the improvement of the working of PRIs.


Remuneration of ERs of PRIs, Assam.

Sitting Allowances of ERs of PRIs, Assam.

Basic Service Tax levied by GP, Arunachal Pradesh.

Show Tax as levied by GP, Arunachal Pradesh.

Sources of fund of PRIs.

Taxes levied and collected by PRIs.

Method of collecting taxes.

Availability of Bye-laws relating to laying down taxes.

Problems relating to internal revenue generation.

Government Grant to PRIs.

Grant received from the local area development fund of MP’s / MLA’s.

Financial strength of GPs to meet local needs.

Steps required to solve the financial problem.

Social Audit Vs General Audit.

Conducting Social Audit.

Status of Social Audit Report

LIST OF CHARTS

Chart I: Organization chart of Ministry of Panchayati Raj
Chart II: Organization Structure of P&RD, Assam.
Chart III: Organization Structure of P&RD, Arunachal Pradesh
Chart IV: Structure of Gaon Panchayat under APRA
Chart V: Structure of Gaon Panchayat under APPRA
Chart VI: Structure of Anchalik Panchayat under APRA
Chart VII: Structure of Anchal Samiti under APPRA
Chart VIII: Structure of Zilla Parishad under APRA
Chart IX: Structure of Zilla Parishadi under APPRA
### ACRONYMS

<table>
<thead>
<tr>
<th>Acronym</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>ADC</td>
<td>Additional Deputy Commissioner</td>
</tr>
<tr>
<td>AP</td>
<td>Anchalik Panchayat</td>
</tr>
<tr>
<td>APPRA</td>
<td>Arunachal Pradesh Panchayati Raj Act</td>
</tr>
<tr>
<td>APRA</td>
<td>Assam Panchayati Raj Act</td>
</tr>
<tr>
<td>APSFC</td>
<td>Arunachal Pradesh State Finance Commission</td>
</tr>
<tr>
<td>ARWSP</td>
<td>Accelerated Rural Water Supply Programme</td>
</tr>
<tr>
<td>AS</td>
<td>Anchal Samiti</td>
</tr>
<tr>
<td>BDO</td>
<td>Block Development Officer</td>
</tr>
<tr>
<td>BRGF</td>
<td>Backward Region Grant Fund</td>
</tr>
<tr>
<td>C&amp;AG</td>
<td>Comptroller and Auditor General</td>
</tr>
<tr>
<td>CAO</td>
<td>Chief Accounts Officer</td>
</tr>
<tr>
<td>CDP</td>
<td>Community Development Programme</td>
</tr>
<tr>
<td>CEO</td>
<td>Chief Executive Officer</td>
</tr>
<tr>
<td>CPO</td>
<td>Chief Planning Officer</td>
</tr>
<tr>
<td>DC</td>
<td>Deputy Commissioner</td>
</tr>
<tr>
<td>DPC</td>
<td>District Planning Committee</td>
</tr>
<tr>
<td>DRDA</td>
<td>District Rural Development Agency</td>
</tr>
<tr>
<td>EFC</td>
<td>Eleventh Finance Commission</td>
</tr>
<tr>
<td>ERs</td>
<td>Elected Representatives</td>
</tr>
<tr>
<td>FASFC</td>
<td>Fourth Assam State Finance Commission</td>
</tr>
<tr>
<td>GoA</td>
<td>Government of Assam</td>
</tr>
<tr>
<td>GP</td>
<td>Gaon Panchayat / Gram Panchayat</td>
</tr>
<tr>
<td>GS</td>
<td>Gaon Sabha/ Gram Sabha</td>
</tr>
<tr>
<td>IAY</td>
<td>Indira Awas Yojana</td>
</tr>
<tr>
<td>ICDS</td>
<td>Integrated Child Development Scheme</td>
</tr>
<tr>
<td>ICT</td>
<td>Information and Communication Technology</td>
</tr>
<tr>
<td>IGNOAPS</td>
<td>Indira Gandhi National Old Age Pension Scheme</td>
</tr>
<tr>
<td>IRDP</td>
<td>Integrated Rural Development Programme</td>
</tr>
<tr>
<td>IRM</td>
<td>Internal Revenue Mobilisation</td>
</tr>
</tbody>
</table>
MGNREGS : Mahatma Gandhi National Rural Employment Guarantee Scheme
MLA : Member of Legislative Assembly
MLALADS : Member of Legislative Assembly Local Area Development Scheme
MOBC : Most Other Backward Class
MoM : Minutes of Meeting
MoPR : Ministry of Panchayati Raj
MP : Member of Parliament
MPLADS : Member of Parliament Local Area Development Scheme
NDC : National Development Council
NEFA : North East Frontier Agency
NEFT : North East Frontier Tract
NES : National Extension Service
OBC : Other Backward Class
P&R: RD : Panchayat and Rural Development
PR : Panchayati Raj
PRIS : Panchayati Raj Institutions
PYKKA : Panchayat Yuva Krida Aur Khel Abhiyan
RD : Rural Development
RGSY : Rashtriya Gram Swaraj Yojana
RKVY : Rashtriya Krishi Vikash Yojana
SC : Scheduled Caste
SFC : State Finance Commission
SGSY : Swarnjayanti Gram Swarozgar Yojana
SIRD : State Level Composite Training Centre
ST : Scheduled Tribe
TASFC : Third Assam State Finance Commission
TSC : Total Sanitation Campaign
ZLETCA : Zonal Level Extension Training Centre
ZP : Zilla Parishad