The concept of Panchayati Raj:

We have so far studied the administration of Panchayats in Assam with special reference to Karup district in some details. What are our conclusions? Firstly the village Panchayats, in some form or other were functioning from times immemorial. The Panchayats under the leadership of village elders with superior knowledge and ability managed all affairs of the village. This pattern of self governing village institution had its natural origin, as there was none to look after the village affairs. The Central Government or its subordinates could hardly look after the internal affairs of the villages for obvious reasons such as communication difficulties and inadequate administrative staff. Nor did they consider it necessary to do so as long as they received the village revenues through the village headman and availed the personal services of the village people as and when called for. In such circumstances, the village headman along with village elders commanded respect and allegiance of the villagers which helped in the management of the affairs of the village. Such an unique position enabled them to assume full powers and authority in managing and controlling all affairs of the village. This tradition of village self government was in existence throughout the country for centuries together. Panchayat was therefore a deeply rooted and time honoured institution which had
assumed its rights and responsibilities from within and enjoyed full autonomy.

Another assumption is that as the Central Government had to concentrate its attention in consolidating its authority, in the collection of revenues and in strengthening defence, it found no time to interfere in the internal management of the villages. If this assumption is valid a question will naturally arise as to why Panchayat institutions did not survive during the British rule? The answer is that the British Government while consolidating its authority in India simultaneously expanded its administrative machinery along with the improvement of communication. This facilitated the administrators to look into the matters of the villages directly by their own subordinate staff. The pattern of centralised administration introduced by the British obviously rendered the village institutions very weak and insecure as they had to abide by a uniform policy of national character which was adopted without consulting the village conditions and social life. These were the main factors which caused the disintegration of the village solidarity and consequent fall of the village institutions. The Government however subsequently realised the evils of a highly centralised administration which led to the weakening of the village corporate life and the Panchayat institutions. As such the Government, considering the necessity of the old system of village Panchayat made an attempt for reviving it in some form.
Secondly the existence of village institutions for deciding local disputes in Assam could be traced to the Medieval times. These institutions known as Khels, Mels and Taluks were functioning effectively, not only in settling village disputes but also in promoting village welfare and development, in the celebration of social, cultural and religious functions of the villages. These institutions imposed penalties on offenders found guilty of social crimes and offences. Such penalties were monitory fines, ostracism, physical labours and public humiliation. An ostracised person could be taken back into the society after a prayachita - sanctification ceremony according to the prevailing social custom. Custom was so powerful that orders of these voluntary institutions were obeyed by the villagers and none could dare to disobey such orders. As a matter of fact the very word "Panchayat" was popularly known in Assam as judicial committee of the village elders which used to sit occasionally in Mel for deciding local disputes. This system was very much useful in minimising litigations in the State Courts. With this end in view the Government of Assam, since independence made provision for the establishment of Panchayati Adalots (Courts) in all the Panchayat Acts of this State. But this provision remained on paper and was not implemented so far. It is, therefore, suggested that the Panchayati Adalot system should be given effect to with limited jurisdiction.
in the selected areas where circumstances are favourable by reason of simplicity and homogeneity of the people, freedom from local factions and feuds and availability of undisputed and honest leadership. This will greatly help the economically weaker section of the village people to seek redress of their grievances in the local Panchayati Adalot. Thus the administration of justice should be within the easy reach of the poor and ignorant villagers. If the Panchayati Adalot system becomes successful it may be extended to other rural areas also.

**AGENCY FUNCTION:**

Thirdly the statutory village Panchayat has been used as an agent of the higher Panchayat body and Government. The very purpose of establishing Panchayat institutions by Government for rural welfare and development follows the assignment of agency functions to such institutions for carrying out some programmes of the Government whenever necessary. The Panchayat is an appropriate institution to be entrusted with certain local Governmental functions. What are those functions? They are the improvement of rural communications, the supply of drinking water, the execution of minor irrigation schemes, the distribution of agricultural inputs, the propogation of the improved agricultural practices, the collection and maintenance of vital statistics, village survey, preparation of the list of landless cultivators, assistance
to the various administrative matters pertaining to the General election, Census, relief operations etc. These institutions could prove to be quite useful in the performance of such agency functions. It may therefore be rightly said that in addition to the direct efforts by Government through its officials and administrative machinery, the Panchayat institutions can be suitably engaged in various local administrative matters, and in organising active participation of the rural people in different programmes of the Government. This of course, should not mean that the Panchayat institutions are to function merely as agent of the Government. They should have necessary scope and freedom to carry out the programmes formulated by themselves for the promotion of rural welfare.

**DIRECT DEMOCRACY**

Fourthly in a vast country like that of ours, the universally accepted principle of representative democracy has to be adopted. Still the principle of direct democracy may be tried in a manageable unit of local administration. To this end a Gaon Sabha or villagers council is an appropriate form in which the democratic ideal can be suitably learnt by the villagers. This will go a long way to make our democracy deeply rooted and develop from the grass roots level. With this object in view, the Assam
Panchayat Act, 1943 made provision for Primary Panchayat or Council of adult residents in the villages. Similarly the Assam Panchayat Act, 1959 provided for the meetings of the Gaon Sabhas. Accordingly every Assembly voter in a village is a member of the Gaon Sabha and the meetings of the Gaon Sabha should be held at least twice every year. The Gaon Panchayat or the elected executive committee of the Gaon Sabha should carry out the Gaon Sabha resolutions as far as practicable. But the actual working of this provision is very disappointing. The irregular meetings and poor attendance of the members shows that the village people are not at all interested and conscious about the value and utility of the Gaon Sabha. It has been observed that the inaction of the Gaon Sabhas was mainly due to lack of homogeneity, better understanding and traditional unity in a Gaon Sabha comprising several dissimilar villages. It was observed in the Kamrup district that out of 561 Gaon Sabhas as many as 473 were not homogeneous units. They were artificial groupings. In course of our study on the working of Gaon Sabhas in this district it was observed that everywhere the common man was not interested to participate in the Gaon Sabha meetings. Only once the village people showed their interest in participating in the Gaon Sabha meetings when the Government in the Revenue Department directed each Gaon Panchayat to submit a list of landless persons to the Government with the approval of the concerned Gaon Sabha. Thus it appears that though lack of homogeneity, territorial integrity and such other essential elements were
responsible for the inaction of Gaon Sabhas, the personal interest of every individual villager in land evidently induced the Gaon Sabha to be active. So the principal factor which can be rightly attributed was lack of motivation of the villagers in attending the Gaon Sabha meetings. It may therefore be said that an appropriate motivation may induce the people to participate in the Gaon Sabha meetings effectively. Further, it appeared in the single village Gaon Sabhas such as Hajo, Sartheburi, Maloibari and others and others the people's participation was comparatively better than the multivillage Gaon Sabhas such as Asara, Panhaniapara, Phulguri, Tilkagoria and many others. It may therefore be said that in a homogeneous Gaon Sabha there will be a common consciousness of a common end. The common interests and understanding of the villagers will promote a healthy corporate life and lead land to the effectiveness of the Gaon Sabha.

The Gaon Panchayat or the executive organ of the Gaon Sabha should be recognised as the self-governing institution. It should be autonomous in respect of matters concerning welfare and development of the villages. The Gaon Panchayat should be made accountable to be Gaon Sabha. Given full control over the public assets, institutions and resources in the villages, the Panchayat may become self-supporting and self-sustaining unit of local self-government. This institution should be authorised to impose and collect local revenues as far as practicable.
What ought to be administrative area of a Gaon Panchayat? There are two schools of thought. The first say that the administrative area of a Panchayat should not be too small and too large. But is should be large enough. A bigger area is preferable for economic reasons. A bigger Panchayat will get a bigger amount as grant in aid whereas a smaller Panchayat will get a smaller amount. This argument is valid so far as grant in aid is considered. Grants are given on the basis of population. A Panchayat with a large number of persons will get a substantial amount as grant in aid. The advocates for bigger area forget certain fundamental facts. If the population is greater the expenditure will also be higher. The needs of greater area will also be great. A complex administrative machinery will have to be brought into existence, more services will have to be provided. The grant in aid given by Government may not be sufficient to meet all expenditures. Further a Gaon Panchayat having jurisdiction over several distinct villages may not be homogeneous. It may lack the essential elements of corporate life. Such factors as common consciousness of common end, common tradition, common understanding, and an integral territory and unity may not exist. As a result, the community organisation and action of the villagers which is essential for the successful performance of a self-governing local institution will be lacking very much. Our experience shows that the villagers
gave much importance to village organisations formed voluntarily rather than to the statutory Gaon Panchayat of a group of villages. For example, the Azara village Taluk was much more important and active than the Azara Gaon Panchayat. It was observed in many villages of the Kamrup district that the voluntary organisations of the villagers such as "Unnayan Samiti" and the like carried much weight and express confidence in the minds of the village people than their Gaon Panchayat institutions. It may therefore be concluded that the administrative area of a Gaon Panchayat should always be determined in consultation with the villagers concerned. Then only the Panchayat institutions will have the basic elements such as homogeneity, territorial unity and geographical adequacy. It was also observed that in determining the Gaon Panchayat areas under different Panchayat acts, the opinion of the concerning villagers was never consulted in a formal manner. Economic viability is not a decisive factor for the success of a Panchayat if its area is conscientiously accepted by the concerned villagers and a spirit of self-help can be generated in their minds. In such case we may have the essential elements required for a self-governing Panchayat institution.

As regards the area of Anchalik Panchayat which was coterminous with the area of a Development Block, it was found to be suitable from the point of administrative convenience. The area of this middle tier Panchayat body was determined according to the recommendation of the
Balvantrai Mehta Committee. This Committee opined that "the jurisdiction of the proposed local body should be neither so large to defeat the very purpose for which it is created, nor so small as to militate against efficiency and economy. Obviously the village Panchayat is too small in area, population and financial resources to carry out all the functions under the community Development Programmes. The Block on the other hand offers an area large enough for functions which the village Panchayat can not perform and yet small enough to attract the interests and service of the residents". Though there were certain defects in the determination of the Block areas, the Anchalik Panchayat institutions were found to be useful in implementing the community development and allied programmes in the Blocks.

As regards the Block areas in the Kamrup district it has been observed that the area of every Block comprised 3 or 4 mauzas but the area ranged from 8 0.8 sq. miles, 324.9 sq.miles, the former being the area of the Borigor Bonbhag and the later being the area of the Tamulpur Development Block. The population of these Blocks according to the 1961 Census was 45,472 and 56,972 respectively. Thus it appears that the Block area was determined mainly on the basis of the number of mauzas and population. The geographical area did not seem to have received due consideration. On the other hand the remote and backward villages are generally having scantly population spread over a large area. In this respect it may be said that
while under the community Development Scheme an intensive effort was made for the development of the backward and undeveloped villages, it would have been nearer to the objective of the scheme if the Block area would have been determined mainly on the basis of the geographical area. After determining the Block area as the Anchallk Panchayat area more funds should have been given to the comparatively backward areas. This was ignored. As a result many areas of the backward Blocks did not receive the benefits under the community Development and Panchayat Raj programme. For example quite a good number of villages within the Tamulpur development block/Anchalik Panchayat did not receive the benefits of these programmes. It is, therefore, suggested that the Block should be redelimited to an area not exceeding 200 sq. miles. The population factor may be taken into consideration in the case of thickly populated areas. The Development Block organisations which have become weak and inactive since they were placed under the Mahkuma Parishad under the provisions of the Assam Panchayati Raj Act 1972 should be revitalised and the Anchalik Panchayats should be revived. This suggestion has been made in view of the successful working of the Block level Anchalik Panchayats under the previous Panchayat Act.

As regards the administrative area of Mahkuma Parishad some are of opinion that the district should be the unit. This opinion is based on the ground that all the district heads of the development departments would conveniently be able to render active service and
cooperation in the working of the Parishad. Further the Deputy Commissioner being the administrator of the district may coordinate the activities of the different departments. But in Assam the Civil Sub-division has been made the administrative area of the highest local body for the rural areas. There was local Board in every Civil subdivision and after abolition of the Local Board, Mahkuma Parishad was constituted for the same area. The Mehta Committee suggested for Zilla Parishad in every district for the purpose of coordinating the activities of the lower levels Panchayati Raj bodies.

Let us consider what should be the administrative area of the highest local body— a district or a subdivision? It appears that the area of every district in Assam is too large and unwieldy for the purpose of effective supervision and coordinating the activities of the lower local authorities. For example the area of the Kamrup district is 3769.6 sq. miles. There were 561 Gaon Panchayat and 25 Anchalik Panchayats in this district. The number of Gaon Panchayats was subsequently reduced to 129 and the Anchalik Panchayats were abolished under the provisions of the Assam Panchayat Raj Act 1972. It can therefore rightly be said that a district level local body will never be able to keep in touch with such large number of Gaon Panchayats regularly, and supervise their activities effectively. On the other hand there are three Civil Sub-divisions in the district. The areas of these sub-divisions
are Gauhati 1591.9 sq. miles, Barpeta 1349.7 sq. miles and Nalbari 948 sq. miles. The Mahkuma Parishad whose administrative area is coterminous with that of a subdivision appears to have been able to supervise the Gaon Panchayats and coordinate their activities without difficulty. This would not have been possible if the area of the Mahkuma Parishad had been the district. We may therefore conclude that the area of a Mahkuma Parishad is more suitable and convenient than that of the district for the purpose of the territorial jurisdiction of the highest level local body.

**ORGANISATION OF PANCHAYATS:**

The organisation of the Panchayat Raj institutions in this State had undergone changes from time to time. The Choukidari Panchayats and Village Authorities were the only village level units directly under the control of the Government administrative authority. As such prior to independence there was only one layer of Panchayats at the village level. After independence a two tier Panchayat Raj structure was introduced under the Assam Rural Panchayat Act 1948. The Primary Panchayats were formed at the village level, and the Rural Panchayats were formed at the Mauza level with the representatives from the Primary Panchayats. In this two tier structure the executive powers and functions were assigned only to the Rural Panchayat. The Primary
Panchayat executive committee had to work as an agent of the Rural Panchayat. As a matter of fact, only one layer of the Panchayats was actually at the Mauza level. Thereafter a three tier Panchayati Raj structure was set up under the Assam Panchayat Act 1959. In this structure the village level Gaon Panchayat and the Block level Anchalik Panchayat were recognised to be the main Panchayat bodies with executive powers and functions, independent resources and fund provisions. The Subdivisional level Mahkuma Parishad was meant for supervising and coordinating the activities of the Anchalik Panchayats and Gaon Panchayats. So the actual working Panchayats were of two tiers at the village and Block levels. Thus it appears that under the provision of this Act, the level of working Panchayat was raised from the Mauza to the Block. At present under the Assam Panchayat Raj Act 1972 a two tier Panchayati Raj structure has been introduced. In this structure the Gaon Panchayat at the lower level and the Mahkuma Parishad at the Subdivisional level have been assigned with executive powers and functions. Thus, the level of the executive Panchayat body has further been raised from the Block to the Subdivision. So it is interesting to note that the levels of the highest executive Panchayat body has been widened from village to the Mauza, Mauza to the Block and lastly from Block to the Subdivision under the successive Panchayat Acts. In the actual working of these different structures of Panchayats,
the Gaon Panchayat and Anchalik Panchayat set up found to have performed in a better way. The elimination of the middle tier Anchalik Panchayat while shifting from the three tier to two tier Panchayat structure under the Assam Panchayati Raj Act 1972, was abrupt and it will take some time to evaluate its usefulness.

The present Gaon Panchayat with a population between 15,000 and 20,000 has become so large and unwieldy that it may defeat the very purpose of peoples participation and community action. The utility of Gaon Sabha which needs no emphasis for the purpose of community action seems to have been ignored by the Assam Panchayati Raj Act 1972. The unsatisfactory performance and even inaction of many Gaon Sabhas should not be the reason to eliminate this organisation altogether. If the causes for poor performance of the Gaon Sabhas are removed and this organisation is formed as a manageable unit, there is every likelihood of its success. Otherwise there is no alternative organisation which can assure active participation of the vast majority of the Rural people in our Nation building efforts. It is therefore suggested that the Gaon Sabha be restored and made the base of the Panchayati Raj structure.

COMPOSITION.

The composition of the Panchayati Raj bodies varied from time to time. The Choukidary Panchayat and
and the village authority were formed with such number of
members as fixed by the District authority but not exceed­ing 5 in the case of the former and 9 in case of the
later. The members were partly elected and partly
ominated or wholly nominated. It was under the Assam
Rural Panchayat Act 1948, all the members of the Rural
Panchayat and the Primary Panchayat executive committee
were wholly elected. The strength of members of Rural
Panchayat was increased to 15 and that of the Primary
Panchayat executive to 11. The Primary Panchayat President
was not given a place in the Rural Panchayat. Under the
Assam Panchayat Act 1959, the Gaon Panchayat was formed
with such number of elected members not exceeding fifteen.
Here also the Gaon Panchayat President had initially no
place in the Anchalik Panchayat. Subsequently however, the
Gaon Panchayat President was made an ex-officio member of
the Anchalik Panchayat. This changed pattern of composi­
tion with interlinking between Gaon Panchayat and Anchalik
Panchayat could considerably improve the relationship and
working of these bodies. But the provision of direct member­
ship in the Anchalik Panchayat evidently put the Gaon
Panchayat President in a weak position. The direct members
of the Anchalik Panchayat were seen to have over powered
the Gaon Panchayat Presidents. This had obviously affected
in developing a healthy relationship between the Gaon
Panchayats and Anchalik Panchayats. The Assam Panchayat Raj
Act 1972 has not provided for the organic link between the Gaon Panchayat and Mahkima Parishad. It is therefore suggested that the Panchayats at different levels should be interlinked. The Presidents of the Panchayat institutions at the lower level should invariably be made ex-officio member of the next higher body to facilitate their joint efforts as well as to develop a healthy relationship between such institutions.

**DISQUALIFICATION OF MEMBERS.**

As regards the disqualifications of members the assumption that a persons holding an office of profit under the Government or in an educational institution should not be member of the Panchayat institution is not a correct one. Presumably the reason is that such person may not be able to render service to Panchayat without detriment to his own duties. But a deep study of the actual working of Panchayats reveals the fact that Panchayat institutions were better manned when school teachers and such other service holders in the villages were allowed to become members or office bearers of these institutions. It may be said that the general disqualification of school teachers and such other service personal put the Panchayat leadership in the hands of the persons of lesser capability and understanding. If a person is acceptable to the local people as their true
leader and if such person can render service to them in his spare time and without disrupting his own duties, there should be no objection to allow him taking active part in the Panchayat administration.

DIRECT ELECTION:

Direct election of the members to the Panchayati Raj bodies is always desirable. It enables the villagers to participate in the affairs of the Panchayat institution. But the system of direct election of the Gaon Panchayat Presidents by the general voters is not found to be satisfactorily working. Presidents elected directly have developed the tendency of ignoring the wishes of the members. On the other hand a President has to face difficulties in discharging his duties smoothly if he does not belong to the group of majority members. Theoretically it may be true that a directly elected President has strong public support, but in actual working he may not receive the required support from the members. It is therefore, suggested that the office bearers of the Panchayat institutions at all levels should be elected by the members from amongst themselves. Some are of the opinion that it will be easier to win over the members in such election by adopting corrupt practices. Such apprehension however may not hold good if necessary measures to prevent corrupt practices can be suitably taken by the administrative authority.
TERM OF OFFICE.

The three years term of office as provided under the Panchayat Acts was not found to be sufficient and effective. If we accept the principle of learning while doing, in the process of democratic undertakings we need more time for satisfactory working of a group of representatives in their Panchayat Raj institution. A person elected as public representative may not have adequate knowledge and understanding about his role and responsibilities. As such he must have sufficient scope and opportunities to acquire necessary knowledge and experiences in Panchayat works during the tenure of his term. Any training programme which may be arranged for him may be an added advantage only in the theoretical aspects. It is therefore, suggested that a term of five years will be most appropriate for the purpose of efficient working of these public representatives. This will also help in minimising the Government expenditures for the Panchayat elections.

POWERS AND FUNCTIONS.

It has been observed that the vesting of executive powers and functions exclusively to the non official Presidents and Chief Executive Councillor is not working satisfactorily. The non official Presidents
of the Gaon Panchayats in whom the entire executive powers and functions are vested, have not been able to show their administrative efficiency. Though the Gaon Panchayat President have exercised their executive powers for three consecutive terms under the 1999 Panchayat Act, their performance in general could not mark any significant improvement in the management of the Panchayats. Whereas the management of the Anchalik Panchayats were much better though the Anchalik Panchayat Presidents were not assigned to executive functions. The Block Development Officer cum executive officer of the Anchalik Panchayat had to carry out the executive functions and operate the Anchalik Panchayat fund subject to overall control of the Anchalik Panchayat President. One may argue that in a democracy the executive and financial powers should be exercised by the public representative. But democracy does not mean mismanagement of public affairs. The democrat may not have the working knowledge and practical experience. He may not like to abide by the official procedure in the financial transactions. He may yield to pressures from his supporting members in the interest of his own political gains. Secondly he always runs the risk of public criticism of improper use of the public money however honest and fair he may be in financial matters. Thirdly he is likely to lose the support of the many people for his inability to satisfy their wishes for want of adequate funds of the Panchayat institution. Fourthly, he will run the risk of unforeseen troubles
for his adequate knowledge and experience in maintaining the accounts and other important office records. It is therefore suggested that with a view to keep up the spirit of self governance on the one hand and for assuring efficient administration on the other, the executive and financial responsibilities should be assigned to an experienced and responsible Government officer who is to discharge his duties subject to overall control of the non official President. Such officer should also be made accountable to the Panchayati Raj body in all matters of the Panchayat. As regards the functions assigned to the Panchayat Raj institutions it appears that they are numerous. It provides a wider scope to the Panchayats for undertaking any function out of the given list and in compliance with the local needs and priority. But these functions should have been classified into obligatory and optional. Obligatory functions are those which a local authority must undertake.

Some people are of the opinion that only a limited number of functions should be specifically allotted within the capability of the Panchayats. They simply argue that a long list of functions is meaningless if necessary funds and resources cannot be provided for carrying out these functions. This contention is not acceptable for the simple reason that in a progressive village society the local necessities are bound to increase progressively in the different aspects of rural life and as such any limitation on the functions will restrain the Panchayats
from undertaking some other functions as may be considered necessary in the local interest.

The assumption that assignment of the departmental schemes and programme to the Mahkuma Parishad for execution will make this body strong and powerful is not valid. The existing provision of transferring the departmental schemes of the Government to the Mahkuma Parishad has evidently induced them to run after more powers and authority rather than giving importance to their own functions. This had developed a tendency of depending on the Government. Such a spoon fed attitude is not at all conducive for the growth of self government in the Panchayat Raj institutions. So there should be no transfer of the Government departmental schemes to the Mahkuma Parishads. They should only be assigned some essential but obligatory functions and a wide list of optional functions.

LEADERSHIP.

A study of the leadership pattern in the Panchayati Raj institutions reveals the fact that there is intimate relation between the quality of leaders and the amount of powers and authority vested in them. Such factors as age, educational qualification, social and economic status, social service have some influence. But the power factor is dominating in determining the quality of leaders.
The Gaon Panchayat members and Presidents were comparatively of inferior quality than that of the Anchalik Panchayats and Mahkuma Parishads. All the Presidents of the Mahkuma Parishads and Anchalik Panchayats were of higher public life. Some could even become Ministers of the State. This would not have become possible if these institutions were not endowed with sufficient powers and authority. Therefore it may rightly be assumed that vesting of adequate powers and authority in the Panchayati Raj institutions will lead to the emergence of sound leadership.

PANCHAYAT FINANCE:

As regards financial assumption the Panchayats have been always dependant on Government grants. In the working of the Panchayat institutions for more than two decades, there appears to have been no serious attempts on the part of these Panchayats to raise their own income and to mobilise their local resources. The wide taxation powers vested in them by different Panchayat Acts were never used effectively and purposefully. As regards Government grants in aid there had been a provision of offering an equal amount of Panchayats tax collections by the Government. Such offer could not be availed by most of the Panchayats. Nor could these Panchayats create their own remuneration.
assets to augment their income. Though there had been provision for loan from the Government for the creation of remuneration assets by the Panchayat, quite a few Panchayats took up such works. As a matter of fact most of the Panchayats had depended entirely on the Government grants. On the other hand the functions assigned to the Panchayats are so varied and numerous that whatever grants they receive from the Government can hardly permit them to undertake even a small portion of their functions. In principle a self Government institution should invariably depend on its own income and resources and they should make all possible attempts in such direction by way of using their taxation powers, mobilising the local resources and creating their own remuneration assets. At the same time an adequate financial assistance from the Government will definitely add to their strength and ability.

As regards expenditures it has been observed that the charges on the establishments are not in conformity with their own income. It appears to be very high and disproportionate to the actual amount of public work done. It needs no mention that the people's representatives must have a moral obligation to spend a major portion of the public money on the public works and to incur only the unavoidable expenditures on the establishment.
It is therefore suggested that the expenditures on public works should under no circumstances be less than two thirds of the net receipts of the Panchayat concerned.

TRAINING:

A review of the training provision for the functionaries of the Panchayati Raj institution reveals that considerable attempts have been made to educate such persons through different training courses, seminars, Sammilans and publications. As regards participation of the non official Panchayat representatives and office bearers in their institutional training courses we have a unsatisfactory picture throughout. But the attendance of non officials was much better in the training camps organised locally. In such paripatetic training camps meant for the Gaon Panchayat members, quite a high percentage of members found to have participated. It is therefore suggested that especially for the non officials the locally organised training programmes should be given more emphasis. Side by side, Seminars or Sammilans should also be held at different levels and at frequent intervals. This will not only help in educating the Panchayat representatives but also involving them very effectively for achieving the success of such institutions. In the institutional training courses meant for the non official it appears that the conventional method of class room lectures is followed generally. This cannot be said as appropriate for such training to the
the persons of varied qualification, and background. It is therefore suggested that the discussion method should invariably be adopted in such training courses and which should be supported by suitable visual aids. The syllabus for the training courses should be so designed that it can have a definite influence on the thought and feelings of the non official Panchayat representatives just to inspire them to devote their attention in the discharge of their duties.

**ADMINISTRATIVE CONTROL**

Finally a review of the administration the Panchayat institutions reveals that the elements of official control are so predominantly that it is not at all conducive to the growth and development of the real self government in the Panchayati Raj institutions. But on the other hand the necessity of some amount of supervision and guidance from the officials side to make these Panchayat institutions function efficiently can not be ruled out. It is therefore, suggested that control over such institutions by the Government should necessarily be confined in giving guidance and supervising their activities with a view to improve their administration. The administrative officers working with the Panchayats should have the necessary outlook and aptitude working with the people and their representatives. It can rightly be said that given enlighten and active Panchayat Leadership with adequate scope for public works and efficient administrative machinery that will go a long way to fulfill the objectives of the Panchayati Raj.